

RESOLUTION NO. CCXCII (292)

A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN OF THE CITY OF CANBY

WHEREAS, the City of Canby wants to assure the highest possible level of livability, efficiency, orderliness, convenience and safety within the community; and

WHEREAS, it therefore becomes necessary to provide properly prepared and co-ordinated comprehensive planning, which is the expression of public policy; and

WHEREAS, the State Land Conservation and Development Commission (LCDC) has formulated statewide goals and guidelines and the same have been embodied in state laws (ORS Chapter 197), which now govern the preparation of local comprehensive plans; and

WHEREAS, public policy and state law require a generalized, coordinated, and comprehensive plan for the orderly management and development of the land within the City of Canby that interrelates the functional and natural systems and activities within the City, including population growth, citizen involvement, urban growth and expansion, land use, environmental concerns, transportation, public facilities and services, economics, housing, and energy conservation; and

WHEREAS, a comprehensive plan is necessary as the basis of more specific rules, regulations, ordinances or individual decisions which implement the goals, policies, or measures expressed throughout the plan; and

WHEREAS, the City of Canby previously prepared and adopted an Interim General Plan (Ordinance No. 608) which was adopted in 1976, and which indicated that preparation of a comprehensive plan in compliance with the requirements of the statewide planning goals would remain the highest priority of the City's overall planning program; and

WHEREAS, a Citizens Advisory Committee was appointed by the Mayor and City Council in 1979 for the express purpose of working with the City staff and planning consultants in the preparation of such a comprehensive plan; and

WHEREAS, said Citizens Advisory Committee met on a weekly basis in sessions which were open to the public over the course of approximately eight months, culminating in the preparation of a "draft" comprehensive plan which was recommended

to the City Council following a public hearing by the Citizens Advisory Committee on December 29, 1979; and

WHEREAS, copies of the "draft" plan were mailed to over 100 various individuals, agencies, and organizations requesting that they comment to the City Council on the proposed document; and

WHEREAS, the City Council scheduled four public hearings on May 12, May 28, June 2, and June 9, 1980, along with numerous other workshop sessions to discuss and receive public testimony on the "draft" plan, and made every conceivable effort to stimulate public participation in these hearings including public notices placed conspicuously in different locations of the City, public notices in the local newspaper, informative articles in the three newspapers having the widest circulation in the community, and by mailing individual notices with the monthly telephone bills to all persons residing within the "266" telephone prefix area; and

WHEREAS, after concluding these hearings and workshops and considering the testimony received, the Mayor and City Council instructed the staff to make numerous changes to the "draft" plan and to prepare a final Comprehensive Plan, and implement ordinance(s) for adoption by the City Council.

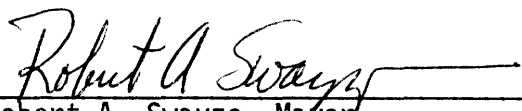
It is therefore hereby RESOLVED that:

1) The Comprehensive Plan of the City of Canby (1981) and all elements thereof are approved.

2) Copies of the Comprehensive Plan shall be made available to members of the public for a fee as may be determined by the City Administrator.

3) Copies of the Comprehensive Plan shall be forwarded to the State Land Conservation and Development Commission (LCDC) with a request that the Plan be found to be in compliance with the statewide planning goals. Other copies shall be made available to Clackamas County and such State agencies or other organizations as may need them in the course of their business in or around the City of Canby.

ADOPTED BY THE CANBY CITY COUNCIL at a special meeting thereof on this 9th day of March, 1981.


Robert A. Swayze, Mayor

ATTEST:


Harold A. Wyman, City Recorder

COMPREHENSIVE PLAN

**City
Of
Canby
1981**

TABLE OF CONTENTS

ARTICLE	CONTENTS	PAGE
I	Introduction	1
II	Citizen Involvement Element	19
III	Urban Growth Element	24
IV	Land Use Element	39
V	Environmental Concerns Element	56
VI	Transportation Element	75
VII	Public Facilities & Services Element	90
VIII	Economic Element	108
IX	Housing Element	120
X	Energy Conservation Element	130

TABLE OF CONTENTS

ARTICLE	CONTENTS	PAGE
I	Introduction	1
II	Citizen Involvement Element	10
III	Urban Growth Element	24
IV	Land Use Element	30
V	Environmental Concerns Element	50
VI	Transportation Element	75
VII	Public Facilities & Services Element	90
VIII	Economic Element	108
IX	Housing Element	120
X	Energy Conservation Element	130

INTRODUCTION

This is the Comprehensive Plan of the City of Canby. It represents a major step in a planning process which began in 1973. It is not a final step, by any means, but a major step in that this document will be the guiding force of city planning for the foreseeable future. It will be amended from time to time as new information becomes available and some years from now it will quite probably be thoroughly revised. That is a natural, evolutionary process as city planning cannot remain static any more than the city itself can. These anticipated future changes do not reduce the significance or validity of this Comprehensive Plan, however. Simply stated, this is the best Comprehensive Plan the city can now produce. No one can accurately say whether this document will adequately address Canby's needs in five, ten, or twenty years. Still, the Comprehensive Plan is a valid and valuable tool for the city's use. It represents literally thousands of hours of work by professional planners, civic leaders, concerned citizens, and technical staff. It represents an effort to address the concerns of every individual or agency who has provided input into the planning process. It represents the city's effort to meet state requirements in the local planning program. And it represents a commitment to planning by the elected officials of Canby, the City Council.

The city's recognition of the fact that the Plan will not remain static is demonstrated by its intention to improve upon this Plan as more and better data becomes available. These separate projects which are currently underway may necessitate such amendments within the next year. These include a city wide traffic safety study, and a neighborhood improvement plan for a portion of the south part of Canby, both of which are being completed by private consultants who are working with local citizens and city staff. The 1980 census, from which results will not be available for several months, may also provide new information which will warrant updating the Plan.

The City of Canby is a relatively small, but rapidly growing, community in the northern Willamette Valley of Oregon. Located less than 30 miles from the business centers of both Portland and Salem, Canby has experienced considerable demand as a housing center. Increasing from a population of 988 in 1940 to a 1979 estimate of 7,500 people, Canby has experienced cyclical but fairly steady growth for a number of years.

Today Canby finds itself in the position of having to determine how future growth will be accommodated where it will be directed, and even how much growth will occur. Some people regard this process of planning for future growth as an exercise in "crystal ball gazing" but it needn't be. In fact, the Comprehensive Planning process can, and should, be a rational exercise much like the budget process. Essentially, it is a matter of "making ends meet" and seeing that the necessary services are provided. This includes everything from police protection to school facilities, from recreation programs to medical facilities, from library services to fire prevention, etc. The basic government function of protecting the community's health, safety, and general welfare includes all of these things and more, and they can only be adequately addressed through comprehensive, long-range planning.

The Comprehensive Plan contains nine separate, but interrelated, Elements. These are:

- 1) CITIZEN INVOLVEMENT, in which an on-going plan for public participation is formulated.
- 2) URBAN GROWTH, which describes the city's urban growth boundary and explains its function.
- 3) LAND USE, in which the entire planning area of nearly 4,000 acres is divided into categories of land use, intended as a basis for future zoning and development decisions.
- 4) ENVIRONMENTAL CONCERNS, which includes consideration of natural and historical resources as well as natural hazards.
- 5) TRANSPORTATION, which relates city growth plans with such things as roads, sidewalks, highways, airports, and rail access.
- 6) PUBLIC FACILITIES & SERVICES, which includes consideration of all of the various facilities and services which will be needed in Canby throughout the planning period.
- 7) ECONOMICS, which considers costs and benefits of planned growth on both individuals and service providing agencies.
- 8) HOUSING, which includes a special emphasis on "affordable" housing in light of growth needs and financing.
- 9) ENERGY, which stresses the need for conservation of traditional energy sources and utilization of alternative energy systems.

Each of these Plan Elements contains a "Background" section which discusses its contents. Also included are Goals, Findings, Policies and Implementation Measures for each Plan Element. These sections are intended in precisely the context in which they have been written. They are structured to go from general (Goals) to the specific (Implementation Measures), with each section numbered to allow for easy reference. Where it is indicated that the city will take a certain course of action, every effort will be made to ensure that that course of action is actually completed. It is recognized that there will arise unavoidable situations where one Policy appears to conflict with another. An obvious example is found in the city's seemingly conflicting intentions to preserve agricultural land and also to allow for outward growth. The Statewide Planning Goals contain essentially the same conflict, and the justification appears to be the same: either Policy could prevail depending upon the unique circumstances of the particular situation. For instance, a proposed annexation of farmland may be justified if the evidence presented in favor of such annexation clearly outweighs the merit of retaining the land in agricultural use. If, and when, such a proposal is before city decision-makers they must weigh not only the evidence presented by applicants and property owners, but must consider the total weight of the entire Comprehensive Plan as it may be applicable to that particular application. In effect, the city has done

this in the past with the Statewide Planning Goals and will continue the procedure with the contents of the Comprehensive Plan.

In the interest of preventing confusion for the reader it must be pointed out that the Comprehensive Plan has been prepared with consideration of two different population projections, each of which is referred to in different contexts in the Plan. First, the figure of 20,000 people has been utilized as the city's year 2000 population projection for the purpose of establishing the urban growth boundary. This figure has been utilized in cooperation with the planning efforts of Clackamas County, to ensure that Canby's population projection reflects a reasonable portion of the regional projection. A second more general figure in the range of 25,000 to 30,000 is considered to be the city's longer range projection, for which capital improvement programming is suggested.

The Comprehensive Plan has been deliberately structured in a way which will facilitate later amendments as they become necessary. The organization of the various components of the Plan is such that each of the appropriate Statewide Planning Goals has been addressed.

The remainder of this introduction is devoted to demographic information which has been included here to acquaint the reader with Canby's past trends and future projections in terms of population.

POPULATION INFORMATION

Characteristics - The estimation of present population and projection of future population presents considerable difficulty in planning for an area. Generally, the smaller the geographic area for which projections are made, and the greater the period of future time, the less accurate and meaningful the projections. Thus, projections for cities are generally less reliable than for counties, which are in turn less reliable than those for groups of counties or regions. For this reason, all population and area growth projections must be used with caution. They can only be indicators of what is probable, given the present and past knowledge of demographic relationships, and existing and anticipated desires of the citizenry with respect to birth rates, life styles, and regulatory programs. In particular, smaller cities on the metropolitan growth fringe - like Canby - can experience great fluctuations in growth rate for such disparate reasons as interest rates or the availability of public facilities in other areas of the Portland region. The difficulties of drawing appropriate demographic conclusions are compounded by the fact that no technical data has been generated since the 1970 census.

Birth rates, death rates, and migration determine the present and potential population of each area. Normally, minor fluctuations in the national birth rate do not have a significant effect on local area population projections. These national trends must now be taken into account, however, as the fertility rate (that is, the number of children each woman of child-bearing age will, on the average, give birth to during her lifetime) has now dropped to less than 2.0 children per woman.

This is less than the "replacement rate" of 2.11 children per woman required to maintain a given national population level once the increase in population has stabilized and assuming that immigration from abroad does not substantially increase.

The impact of the national trend is best seen in population projections for the United States prepared by the Bureau of the Census. In December of 1972, the Bureau reduced the "high" or upper range estimate for the year 2000 population from 322 million persons to 300 million. The "low" or lower range was reduced from 271 million to 250 million. This decrease of more than 20 million persons, when allocated to Oregon at the current percentage of national population, translates into 200,000 potentially fewer individuals in Oregon by the year 2000. It is anticipated that the present, much greater than national, rate of in-migration into Oregon and the Pacific Northwest will offset any significant reduction in population growth due to a decline in the national birth rate. (It must also be noted that projections of future growth are predicated on the general assumption that there will be no severe economic depression, major war, or other similar catastrophe, either nationally or locally.)

TABLE ONE, Population Trends -- 1920-1978, details the population trends for the Canby area since 1920. TABLE TWO, Recent Population Trends -- 1960-1978, outlines recent growth patterns for the City of Canby alone. As can be noted, due to both annexation and in-migration, the community has experienced a growth rate (7 to 9% annually) nearly double that of Clackamas County, and far above that of the state.

The present rapid rates of growth could be attributable to two major factors:

- (a) The geographic location of the community with respect to the urban growth fringe, and
- (b) The relatively "rural" or "small-town" quality of life which is still available to the person seeking to offset the undesirable features of urban living.

The annexation of surrounding residents is also involved, as is shown in TABLE THREE, Population of Annexed Areas. As noted, nearly one-fourth of the 1960-1970 growth of the city took place within areas annexed during that same period. These would have included both existing residents annexed, and also new development which took place within annexed areas.

The "small-town" factor cannot be discounted, however, TABLES FOUR and FIVE, Composition of Population by Age Group, indicate that at least within the city limits, Canby has a much greater percentage of residents over 65 years of age (15.4% for Canby versus 9.0% for the county as a whole). Such a pattern implies that in-migration of the elderly for retirement has been a major factor in the population composition of Canby. More data will be available after the 1980 census, but it now appears that this trend is changing with most of Canby's new arrivals being young families. This seems to be supported by the tremendous enrollment increases in Canby schools since 1970. (See TABLE ELEVEN.)

TABLE FOUR also gives indications that while the pre- and lower-school age children (0-14) have decreased in relation to the overall numbers of residents, substantial increases in the number of youths from 15 to 24 years of age indicates that more young people are remaining in the community. This may herald a reversal of a past trend throughout the United States that saw substantial numbers of youths leaving smaller communities for the city after high school. This new pattern is noticeable statewide also.

TABLE SIX, Population and Housing, compares the number of persons per household for the City of Canby, the County, the CRAG Region, and Oregon. The relatively small number of persons per household in Canby (2.9) versus the remainder of the county (3.2) reflects the greater number of persons over 65 within the city. Older residents will have fewer children at home and will also live alone more often. This is especially pronounced for owner-occupied housing (2.8 city versus 3.3 county). Unfortunately, the only available data is taken from the 1970 census; now out of date.

The racial composition of the Canby area closely reflects the remainder of the county. Minority groups constituted a very minor percentage of the area population in 1970. TABLE SEVEN, Racial Characteristics of the Population, compares the Canby area to the rest of the region and to the state.

Indications of poverty characteristics in Canby are compared to the county and the state in TABLE EIGHT, Poverty Indications. It is an encouraging sign that in all categories of family poverty except that for persons age 65 and over, a relatively smaller portion of the total community is below the poverty level as defined by the Federal Interagency Committee for 1969. This index takes into account such factors as family size, number of children, farm versus non-farm residence, as well as the amount of family income. No fixed dollar amount can be referred to as representing the poverty level.

Other indications of poverty are found in the condition of the dwelling unit and in the presence or lack of adequate plumbing facilities. Plumbing facilities include toilet facilities, bathing facilities, and water supply. "Lacking plumbing facilities" refers to those housing units which either lack or share one or more plumbing facilities: that is, those houses which lack piped hot and/or cold water, which lack toilet or bathing facilities, or which have toilet or bathing facilities also used by occupants of another unit. Only eleven households fell into this category in Canby in 1969, but all of the residents of these units were classified as being below the poverty level. A more up-to-date "Windshield Survey" indicates that Canby's housing stock is now in much better condition than in 1969. (See HOUSING ELEMENT.)

The educational level of the populace in Canby is slightly below that of the State of Oregon and generally below that of the remainder of the county. This is again to be expected due to the relatively larger proportion of those persons age 65 or over. For those persons, educational opportunities did not exist as they now do. See TABLE NINE, Education: Years of School Completed, for a comparison of the educational attainments of those persons 25 years of age and over. For those persons under 25 years of age still in school, the Canby area reflects no significant differences. Educational standards are now set by the state and all areas must meet them.

Projections - The two census tracts which comprise the Canby area are 228 and 229. This area is bounded on the north by the Willamette River, on the west by the Clackamas/Marion County Line, on the south generally by the Pudding and Molalla Rivers, and on the east by Central Point Road. At the time of the 1970 census, the two tracts contained 6,197 persons. In 1970, Canby had 3,813 residents, or 61.5 percent of the area population. Straight-line projections of the immediate past rate of growth would indicate a population in excess of 30,000 persons in the area by the year 2000.

See TABLE TWELVE for an analysis of alternative growth projections. It should be noted that the overall Comprehensive Plan has not been based on any specific or absolute projection. Rather, it has been assumed that Canby's population will exceed 25,000 persons at some point in the future. By conscientious monitoring of trends and updating of projections, this method should provide the city with some flexibility and still be a basis for sound capital improvement programming.

It may seem reasonable to assume that, with the world oil crisis worsening, fewer people would be interested in moving to Canby and commuting to work in Portland and Salem. A review of growth trends in 1973 and 1974 (the time of the initial oil crisis of this decade) indicates that such seeming constraints to growth have only a temporary impact on our commuter oriented society. This is further supported by the extremely low ridership rates of the Tri-Met Bus Service connecting Canby with the remainder of the Portland area. It appears that people are determined to use their private automobiles for commuting in spite of today's gasoline prices. Following the same reasoning, it appears that as long as gasoline is available (and regardless of the cost) a certain segment of the population will choose to commute. That segment of the population is expected to continue to seek out communities such as Canby because of the quality of life offered here.

TABLE ONE

Population Trends: 1920 to 1978

	Canby			Canby CCD (Includes Barlow)			Clackamas Cty.		CRAG (5 Counties)		Oregon		USA (000's)	
	No. Pers.	% Chng.	% of Cnty.	No. Pers.	% Chng.	% of Cnty.	No. Pers.	% Chng.	No. Pers.	% Chng.	No. Pers.	% Chng.	No. Pers.	% Chng.
1920	852		2.3				37,698		336,737		789,399		105,710	
1930	744	-12.7	1.6				46,205	22.6	475,084	41.1	953,786	21.7	123,775	17.1
1940	988	32.8	1.7				57,130	23.6	522,246	9.9	1,089,884	14.3	131,669	6.4
1950	1,671	69.1	1.9				86,716	51.8	727,796	39.3	1,521,341	39.6	154,233	17.1
1960	2,168	29.7	1.9	4096		3.6	113,038	30.4	844,276	16.0	1,786,687	17.4	179,323	16.3
1970	3,813	75.9	2.3	6197	51.3	3.7	166,088	46.9	1,037,285	22.9	2,091,385	17.1	203,184	13.3
*1978	7,100	46.0	3.2	N/A	N/A	N/A	220,000	25.0	N/A	N/A	2,472,000	18.1	N/A	N/A

Source: Population of Oregon Cities, Counties and Metropolitan Areas, 1850 to 1957, Bureau of Municipal Research and Service.
Number of Inhabitants, 1970 Census of Population.

* Estimates Prepared by Center For Population Research and Census, Portland State University

TABLE TWO
Recent Population Trends - - 1960 to 1978

	No. Persons	% Change (period)	% Change per year
1960	2168		
1970	3813	75.9	±6
1978	7100	86.2	±8

Source: 1970 Census of Population

1978 Certified Population, Center for Population Research and
Census, Portland State College

TABLE THREE
Population of Annexed Areas

1960 to 1970		
Total 1960 Pop.	Pop. in Area Annexed 1960-1970	Total 1970 Pop.
2168	393	3813

Source: 1940-1970 Population and Housing Trends, Bureau of
Governmental Research and Service, University of Oregon.

TABLE FOUR
Composition of Population by Age Group
Canby, 1960 and 1970

Age	1960				1970			
	Male		Female		Male		Female	
	No.	%	No.	%	No.	%	No.	%
Under 5	81	7.7	110	9.8	159	8.7	161	8.1
5-14	211	20.2	198	17.7	331	18.2	368	18.4
15-24	126	12.0	121	10.8	310	17.1	295	14.8
25-34	121	11.6	131	11.7	224	12.4	237	11.8
35-44	111	10.6	120	10.7	199	11.0	222	11.1
45-44	117	11.2	123	11.0	181	10.0	195	9.8
55-64	102	9.7	114	10.1	159	8.8	185	9.2
65+	<u>178</u>	17.0	<u>204</u>	18.2	<u>250</u>	13.8	<u>337</u>	16.8
Totals	1047		1121		1813		2000	

Median Age in 1970 - - Male: 29.2, Female: 31.6

Source: General Population Characteristics, Oregon, 1970 Census of Population.

TABLE FIVE
Composition of Population by Age Group
Canby, Clackamas County and Oregon
1970 (%)

	Canby	Clack, County	Oregon
0-14	26.7	29.6	27.2
15-24	15.9	15.7	17.5
25-44	23.1	24.9	23.0
45-64	18.9	20.8	21.4
65+	15.4	9.0	10.8

Source: General Population Characteristics, Oregon, 1970 Census of Population.

TABLE SIX
Population and Housing
1960 and 1970

	Canby	Clack County	Portland Region	Oregon
Persons Per Occupied Unit:				
1960	2.9	3.2	3.0	3.1
1970	2.9	3.2	2.9	2.9
Persons Per Owner Occupied Unit:				
1960	NA	3.3	3.2	3.2
1970	2.8	3.3	NA	3.1
Persons Per Renter Occupied Unit:				
1960	NA	3.0	NA	2.8
1970	2.9	2.8	NA	2.6

Source: Economic Indicators, 1972, CRAG.

TABLE SEVEN
Racial Characteristics of The Population
1960 - 1970

	Canby		Clackamas County (000)		CRAG Area (000)		Oregon (000)	
	No.	%	No.	%	No.	%	No.	%
Total								
1960	2,168		113.0		844.3		1,768.7	
1970	3,813		166.1		1,037.9		2,091.4	
White								
1960	2,163	99.8	112.3	99.3	1,007.8	97.1	1,732.0	97.9
1970	3,778	99.0	164.2	98.9	999.4	96.3	2,032.1	97.1
Negro								
1960	4	0.2	0.1	0.1	16.7	2.0	18.2	1.0
1970	10	0.3	0.4	0.2	23.3	2.2	26.2	1.3
Other								
1960	1	-	0.7	0.6	7.9	0.9	18.5	1.1
1970	25	0.7	1.5	0.9	15.2	1.5	33.0	1.6

Source: Economic Indicators, 1971, CRAG.

TABLE EIGHT
Poverty Indicators, 1969

	Canby	Clack. County	Oregon
% of All Families Below the Poverty Level	6.7	6.5	8.6
% of All Persons in Families Below the Poverty Level	5.4	6.6	8.7
% of All Children in Families Below the Poverty Level	4.2	7.9	10.8
% of All Persons Age 65 and Over Below the Poverty Level	25.2	21.9	24.3
% of All Homeowner Households Below the Poverty Level	9.3	7.7	9.7
% of All Renter Households Below the Poverty Level	17.9	15.3	20.7
% of All Households Below Poverty Level - Which Lack Plumbing Facilities	10.0	33.5	42.5

Source: Income and Poverty Data, 1969, Bureau of Governmental Research and Service, University of Oregon.

TABLE NINE

Education: Years of School Completed

(Persons 25 years of age and over)

(%)

Schooling	Canby	Clack. County	Oregon
None	1.0	0.6	0.7
Elem: 1-4	1.7	1.4	1.6
5-7	7.2	5.1	5.9
8	14.7	11.9	13.2
High: 9-11	16.2	17.3	18.5
12	39.3	35.8	35.0
Coll.: 1-3	13.2	14.1	13.3
4	6.5	13.8	11.8
Median Year Completed:	12.2	12.4	12.3
% High School Grad.:	59.0	63.7	60.0

Source: General Social and Economic Characteristics, Oregon, 1970 Census of Population.

TABLE TEN

CRAG Population Allocations

	1978 Certified		Concentration		Dispersion		Cities and Corridors	
	Exist. Pop.	Den.*	Max. Pop.	Den.*	Max. Pop.	Den.*	Max. Pop.	Den.*
Unincorp. (1972)	NA	NA	--	--	6,700	2,900	3,700	5,800
Canby (City)	7,100	2589.4	9,700	3,200	13,000	4,300	13,000	3,600
Barlow (City)	110	1,760	300	5,000	300	5,000	300	5,000
Canby Community	NA	NA	10,000	3,200	20,000	3,700	17,000	3,300

* Persons per square mile

Source: Planning in the CRAG Region: The Second Step, CRAG.

TABLE ELEVEN

PAST AND PROJECTED ENROLLMENTS IN THE CANBY
 UNION HIGH SCHOOL AND CONTRIBUTING ELEMENTARY DISTRICTS
 1966-67 through 1981-82, and 1983-84
 and 1985-86

Year Beginning September 30	GRADES AND GRADE GROUPINGS ¹													
	1	2	3	4	5	6	7	8	1-8	9	10	11	12	9-12
1966	169	192	172	182	182	174	198	194	1463	213	160	173	177	723
1967	157	181	189	186	182	205	184	188	1472	187	226	152	171	736
1968	192	152	203	196	195	196	239	224	1597	225	180	217	153	775
1969	200	151	202	205	194	193	221	219	1585	210	224	170	205	809
1970	180	186	188	229	233	213	211	228	1668	232	246	229	166	873
1971	157	195	194	214	244	241	231	216	1692	236	245	212	206	899
1972	229	183	236	232	245	262	267	252	1906	250	247	219	188	904
1973	279	262	222	278	275	283	290	292	2181	274	259	254	201	988
1974	291	259	271	232	307	290	294	311	2255	305	274	234	223	1026
1975	303	297	286	282	259	316	295	316	2354	322	295	256	214	1087
1976	411	316	297	287	298	270	334	293	2506	348	317	279	213	1157
1977 ²	302	427	359	337	319	318	294	353	2709	314	356	304	255	1229
1978	295	313	485	407	374	341	347	311	2873	379	322	341	277	1319
1979	292	306	356	550	452	400	371	367	3095	333	387	308	311	1340
1980	320	304	348	404	611	484	436	392	3298	393	341	371	281	1387
1981	332	332	345	395	449	653	526	461	3493	421	402	327	339	1489
1983	Estimates for these grades are omitted, for they are based on estimates of first grade enrollments.									548	471	402	329	1750
1985										657	749	525	397	2328

Footnotes: ¹ The enrollment figures for grades 1 through 8 are the sum of those found in the Canby Elementary, 91 and Carus School Districts. These data are the bases for the predictions for grades 9 through 12, and are included in the projected grades starting with 1977 to provide an indication of further growth.

² The figures starting with 1977 and following are estimates and should be considered as approximations of the probable real figures to be found for these years.

Source: Study of the Building Facility Needs of the Canby Union High School District.

TABLE TWELVE
POPULATION PROJECTIONS BASED ON
VARIOUS ANNUAL GROWTH RATES

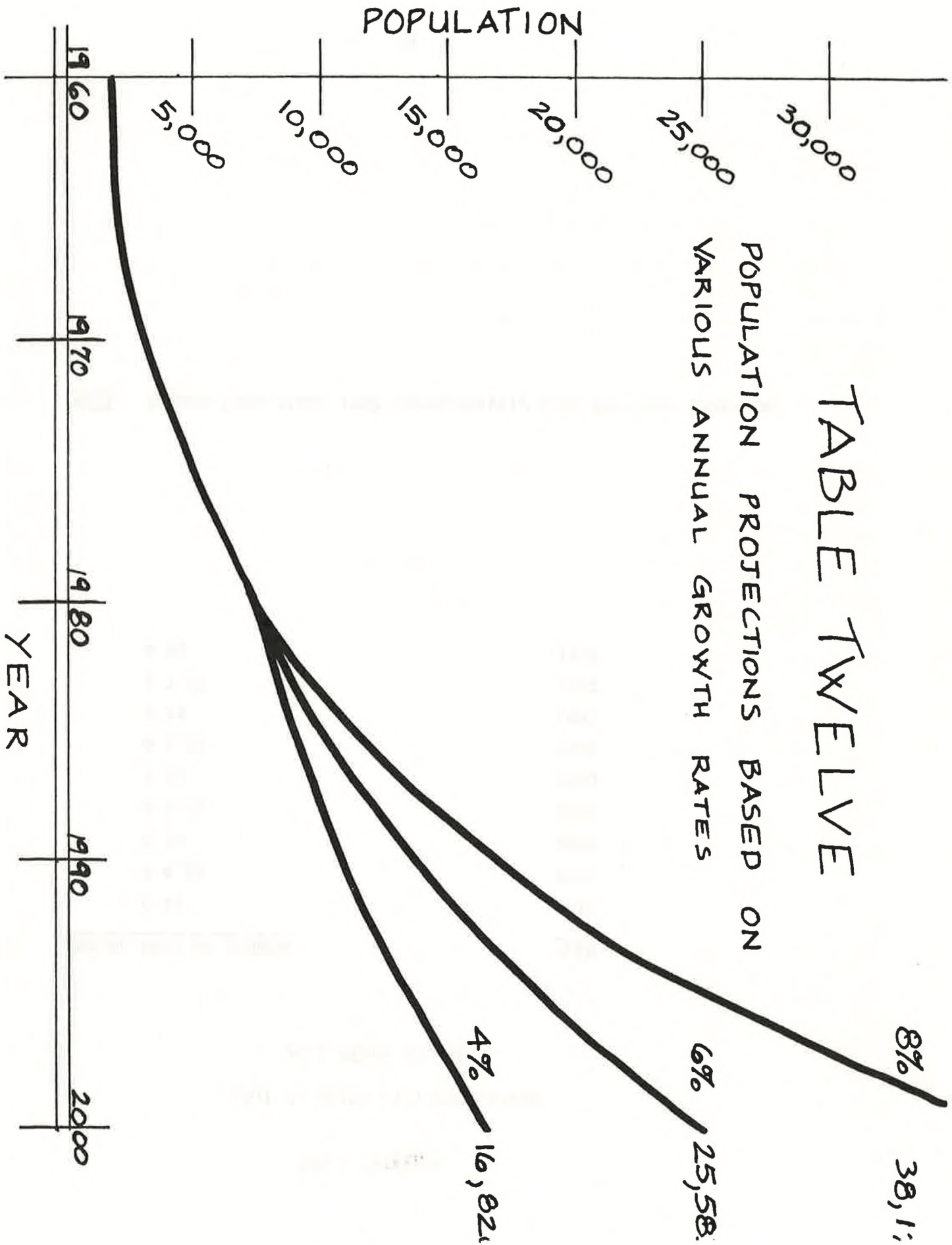


TABLE THIRTEEN

DATE AT WHICH CITY POPULATION
WILL REACH 25,000

<u>ANNUAL RATE OF GROWTH</u>	<u>YEAR</u>
@ 4%	2010
@ 4.5%	2007
@ 5%	2004
@ 5.5%	2001
@ 6%	2000
@ 6.5%	1998
@ 7%	1997
@ 7.5%	1995
@ 8%	1994

NOTE: Growth Rate Since 1960 Approximately 6.5% Per Year (Average)

CITIZEN INVOLVEMENT ELEMENT

GOAL: TO PROVIDE THE OPPORTUNITY FOR CITIZEN INVOLVEMENT THROUGHOUT THE PLANNING PROCESS.

BACKGROUND

Citizen involvement is a subject which has two main characteristics insofar as Canby is concerned. First, the sort of involvement which is routinely expected and encouraged in a democratic society which includes everything from voting in local elections to attending public meetings and voicing an opinion on local issues. Second, the sort of involvement that requires a more active, participatory role in the functions of local government, such as serving on appointed bodies such as citizen's committees or the Planning Commission. Both of these types of citizen involvements are of concern and require positive programs to assure that the citizen's role in the city government functions is more than a token gesture.

Canby has relied heavily on the participation of its citizenry throughout the planning process. The city's first Planning Commission was formed nearly 30 years ago to advise the City Council and render decisions on land use issues. In 1973 the city set out to prepare a Comprehensive Plan and started by forming citizen's groups which soon evoked the participation of literally hundreds of local residents. That effort resulted in the publication of numerous documents on subjects ranging from "growth" to "transportation." The contents of many of those documents were condensed with the result being the "Interim General Plan" which was formally adopted by the City Council in 1976. It is somewhat ironic that one of the deficiencies of the 1976 Plan was its lack of a clearly delineated program for citizen participation.

In other ways as well, the Interim General Plan failed to meet the criteria of the Statewide Planning Goals, thereby leaving the city in the position of having no state-approved Comprehensive Plan. The City Council sought to remedy this by once again delving into the business of preparing a Comprehensive Plan. In 1977, the City Council adopted Resolution 219 which created a "Committee for Citizen Involvement" consisting of five persons who were to prepare a plan for on-going citizen participation. In actuality the main function of that group has been to make recommendations to the City Council for appointments to the Citizen's Advisory Committee (CAC).

In 1978, the City Council appointed a nine member CAC, at the recommendation of the Committee for Citizen Involvement, to provide citizen participation in the development of the Comprehensive Plan. Working with staff members and consultants over a period of about 18 months, the CAC played the role customarily played by planning commissions in the preparation of the Plan. This included weekly meetings which were open to the public, occasional "open house" sessions to display work in progress and even a public hearing. The CAC submitted its Draft Comprehensive Plan to the City Council in March, 1980, for final revision and adoption.

In an effort to encourage public participation in the completion of the Comprehensive Plan the city went to unusual lengths to notify residents of the hearings on the Plan. These included posting notices in conspicuous places around town, legal advertisements and special articles in the local newspaper, special coverage in other newspapers which have a wide circulation in this area, notices mailed to each of the individuals and agencies who had received copies of the Draft Plan for review, and by special notices mailed to all of the customers of the Canby Telephone Association in their bills.

Ironically, it is now apparent that the city's procedures to encourage citizen involvement may at times result in less, rather than more, participation. This is because some types of development applications have involved hearings before both the Planning Commission and the City Council. This has often caused confusion among property owners who are unsure when they should appear to present their testimony. Another problem is presented by the fact that many residents do not understand the roles played by different appointed committees. This becomes more acute as more of these committees are created.

Citizens are, of course, involved in the planning and operation of the city in other ongoing ways besides the CAC. All Planning Commission, Budget Committee, Utility Board and City Council meetings are publicized and open to the public. Executive sessions are occasionally called to discuss personnel matters or other items specifically allowed by state law (i.e., ORS Chapter 192) but citizen participation is encouraged in all but the most unusual circumstances. When conducting public hearings on items such as zone changes the city has traditionally notified residents well beyond the required area and made extra efforts for newspaper coverage; all in an effort to involve citizens in the decision making process.

The City Council relies on a number of different citizen's committees for advise on matters ranging from traffic safety to the fiscal budget. As the city continues to grow it will be necessary to improve the organization of these different bodies in the interest of efficiency, but it is obvious that citizens will continue to play a major role as appointed officials of the city.

Now that the Comprehensive Plan has been completed it might appear that the need for a Citizens Advisory Committee is no longer present. In truth, however, having a diverse group of local residents available to advise the City Council on a variety of issues can be very useful. Having one such group which meets regularly and is well organized could prove to be an advantage over having many different single purpose committees.

FINDING # 1

The Citizens Advisory Committee (CAC) has essentially completed the task it was formed to accomplish: overseeing the preparation of the Comprehensive Plan. The Committee for Citizen Involvement (CCI), although it did not complete all that it was originally intended to accomplish, has served the basic function of recommending persons for appointments to the CAC. Canby now faces a situation where reorganizing and revitalizing these groups will best serve the community and improve the citizen participation process.

As the City Council has need for committees to give advice in the future it is hoped that a reorganized, multi-purpose citizens group can play such a role. Further, a group such as this which meets regularly in public sessions could provide a good conduit for input to the city from citizens who may be more willing to attend such meetings and voice their opinions or concerns than they would be to attend City Council meetings.

POLICY # 1: CANBY SHALL RESTRUCTURE THE CITIZENS ADVISORY COMMITTEE AND COMMITTEE FOR CITIZEN INVOLVEMENT INTO A SINGLE COMMITTEE WHICH WILL PLAY AN ADVISORY ROLE ON A VARIETY OF SUBJECTS.

IMPLEMENTATION MEASURES:

- A) The newly structured advisory committee will include members of both the previous CAC and CCI who are interested in serving. Additional or replacement members shall be selected from different professions or vocations, different socioeconomic backgrounds, different parts of the community, and different areas of expertise.
- B) One member each from the Planning Commission and City Council shall sit as ex-officio members of the committee, but will not have voting powers.
- C) The committee will select a chairperson and vice chairperson to conduct meetings and report to the City Council. City staff will assist with meetings and will take "minutes" for a permanent record.
- D) The committee will be structured to allow for a large number of members in order to encourage participation, but a quorum for committee action shall be set at a minimal figure to allow for meetings to occur when attendance is low. Specific details of the organization of the committee and conduct of meetings will be the responsibility of the committee.
- E) The City Council may call upon the committee, or sub-committees from within its ranks, for input on any matter of concern to the city. It shall be the responsibility of the group to serve in such capacities as well as to hear and evaluate the comments of any citizen who may appear before them.
- F) Members of the committee are to be appointed for initial terms of one or two years, with all subsequent terms to be of two year's duration, unless members are appointed to complete unexpired terms.
- G) All members will be expected to serve in a conscientious and appropriate manner. Real or potential conflicts of interest are to be fully disclosed. Members will receive no pay for their services and may be removed by the City Council for good cause after the Council conducts a hearing to consider such removal.

FINDING # 2

The process of reviewing development proposals is much maligned for being too time consuming and costly for the applicants. In fact, it is often too costly and time consuming for the city as well. The process is actually based upon complicated combinations of state statutes, local ordinances, case law, and procedural systems which have been established through the years. Canby has dealt with this complicated web by hiring professional staff advisors and expert legal counsel. At the same time, though, the city has made a deliberate effort to keep the procedures within the realm of understanding of normal citizens and as open to public participation as possible. It is now apparent that a basic restructuring of procedures is needed to keep the development review process from becoming bogged down in unnecessary red tape. By so doing, public participation in the process should actually improve while the developer's costs (which are invariably passed on to subsequent purchasers of the property) can be kept to a minimum.

The present development review process contains procedures which are extremely wasteful because public hearings are held before both the Planning Commission and City Council on the same item. This redundant procedure is counter-productive to citizen participation because citizens are often unwilling to attend more than one meeting to express their views on any one issue. Many citizens and developers find themselves confused and unsure whether they should skip testifying before one group and focus their attention on the other. This problem is compounded in the case of annexations, where hearings are held before the Planning Commission, City Council, and the Portland Area Local Government Boundary Review Commission before a final decision is reached.

POLICY # 2: CANBY SHALL STRIVE TO ELIMINATE UNNECESSARILY COSTLY, CONFUSING, AND TIME CONSUMING PRACTICES IN THE DEVELOPMENT REVIEW PROCESS.

IMPLEMENTATION MEASURES:

A) Amend the Zoning and Subdivision Ordinances to eliminate the practice of holding "de novo" reviews on appeals of Planning Commission decisions. Instead, create a system whereby the City Council will conduct a review of the "record" of the Planning Commission on any matter appealed to the Council. The City Council would retain the authority to overturn Planning Commission decisions if it is found that the Commission erred in its judgement, but the Council would not go through the costly and time consuming process of holding a new public hearing on the matter, unless required to do so by state law.

B) Amend the Zoning Ordinance to specify that public hearings for rezoning applications will be held before the Planning Commission only. The City Council will retain the authority to use its own judgement in actually designating the zoning of land, but will do so based upon the record of the Planning Commission's proceedings.

C) Adopt an Annexation Ordinance which delineates the full procedure to be followed for the annexation of unincorporated territory. Specify that public hearings for annexations shall be conducted before the City Council. The Planning Commission shall review each annexation proposal for compliance with the Comprehensive Plan and will make a recommendation accordingly, but the actual public hearing shall be conducted by the City Council.

D) Amend ordinances to reduce the amounts of application fees where new procedures are less costly for the city.

E) Amend the Zoning and Subdivision Ordinances to set definite time limits within which each application must be acted upon, unless time extensions are mutually agreed to by the applicant and the city.

F) Before implementing this portion of the Land Use Element assure that the public has been well informed of these procedural changes.

URBAN GROWTH ELEMENT

GOALS

- 1) TO PRESERVE AND MAINTAIN DESIGNATED AGRICULTURAL AND FOREST LANDS BY PROTECTING THEM FROM URBANIZATION.
- 2) TO PROVIDE ADEQUATE URBANIZABLE AREA FOR THE GROWTH OF THE CITY, WITHIN THE FRAMEWORK OF AN EFFICIENT SYSTEM FOR THE TRANSITION FROM RURAL TO URBAN LAND USE.

BACKGROUND

Like many other cities in the Willamette Valley, Canby finds itself facing the conflict between urban growth and the protection of lands which have a high potential for agricultural or timber productivity. The city recognizes the importance of each of these conflicting land uses and will, through the implementation of this Plan, attempt to minimize the adverse impacts of urban growth.

The basically level terrain and the specific soil types of the Canby area create a situation where the land is physically ideal for either agricultural or construction purposes. Unfortunately, residential land uses are generally not compatible with agricultural pursuits. Homeowners often complain about the dust or odors produced on nearby farms, and farmers complain about harrassment, trespassing and vandalism which often come from nearby residents. In some cases, courts have even found farms to be "public nuisances" because of their conflicts with nearby residents.

The City of Canby recognizes its obligation to provide ample opportunities for urban growth as well as its obligation to protect valuable resource producing lands for future generations. Some farm land will inevitably be converted to urban use in the natural course of city growth, but Canby is committed to avoid wasteful or damaging development practices and will strive to guide the course of growth away from the most valuable agricultural and forest lands.

The process of converting land from a rural to an urban condition is termed "urbanization". Canby is fortunate, when compared to many other Oregon cities, because there is relatively little land immediately beyond the city limits which has already been allowed to become urban. This enables Canby to use annexation as a tool to determine which areas will become urbanized and which will not. The city has thus far held to a policy of not extending urban services (sewer, water, police protection, etc.) beyond the city limits.

Through the adoption of the Statewide Planning Goals, the State of Oregon has established the system through which all cities and counties are to determine urban growth boundaries. The adoption of an urban growth boundary (UGB) is a major planning tool to determine the city's long-term

growth needs and to determine the appropriate public facilities and services to accommodate such growth.

Once the urban growth boundary has been established, it becomes part of the city and county Comprehensive Plans and is a legally binding statement as to where urbanization will be allowed to occur during the planning period for which the boundary was designed (approximately 20 years). In essence, the urban growth boundary identifies where the city will grow. It identifies the general area in which city facilities and services will be extended and the general area in which annexation will occur from the present until the year 2000. The establishment of an urban growth boundary does not in any way require that all land within the boundary ever be annexed to the city or that city services ever be extended to all such land. Those decisions are separate. There are provisions in the LCDC Statewide Planning Goals for making changes in the urban growth boundary. However, it can be anticipated that efforts for major changes would require a great deal of substantiation and lengthy review proceedings. In summary, the urban growth boundary establishes the parameters within which the city will grow. It is a land use projection to approximately the year 2000 and sets "subject to periodic review, the limit of urban land use" for that period.

The following section will, by addressing each of the seven requirements of the State's Urbanization Goal (#14) provide the substantiating information for the adoption of an urban growth boundary for the City of Canby.

1) DEMONSTRATED NEED TO ACCOMMODATE LONG-RANGE URBAN POPULATION GROWTH CONSISTENT WITH L.C.D.C. GOALS: (see also LAND USE ELEMENT)

As noted elsewhere in the Comprehensive Plan, Canby has chosen not to base its planning upon specific population projections for fixed points in the future. Instead, an eventual population of 25,000 has been used as the logical capacity for the entire planning area. In the interest of cooperating with Clackamas County, however, the city has estimated a year 2000 population forecast of 20,000 persons.

Such things as birth and death rates have little impact on a city the size of Canby. The sparsity of existing development surrounding the city indicates that there will be no significant population increases through the annexation of developed territory. This means that virtually all of the anticipated growth will occur through in-migration of new residents.

It is basic assumption of this Plan that past trends will generally continue and a significant number of people will continue to want to move to Canby from elsewhere. Canby has experienced a phenomenal growth rate since about 1960 (averaging well over 6.5% per year) indicating strong preference for this area.

Some of the things which have attracted large numbers of people to Canby in the past (e.g., small town character, easy commute to Portland and Salem, moderate tax rate, rural surroundings, etc.) are likely to change somewhat in coming years. Still, Canby is expected to remain a place where people will be attracted to live.

If the growth rate of the past 20 years was used as a basis for a projection for the next 20 years, Canby would have almost 30,000 people. Even in view of the other constraints to rapid growth, it appears to be quite conservative to expect the city to grow to accommodate 20,000 people in the next 20 years, or so. On a strictly statistical basis, a somewhat higher figure could be projected but the external variables such as political decisions, availability of public services, and preferences of potential new residents all negate the accuracy of such statistical projections.

The overall population density of the City of Canby in 1978 was approximately 4.05 people per acre. ($7,100 \text{ people} \div 1,755 \text{ acres} = 4.045$). It is assumed that the implementation of provisions contained in the Housing and Land Use Elements will result in an overall increase in the density of residentially zoned land, but the city's firm commitment to increasing industrial development will prevent the overall population density from increasing significantly. An overall population density of about 5.3 people per acre ($20,000 \text{ people} \div 3,798 \text{ acres} = 5.266$) is anticipated in the year 2000.

2) NEED FOR HOUSING, EMPLOYMENT OPPORTUNITIES, AND LIVABILITY: (see also the HOUSING, LAND USE AND ECONOMIC ELEMENTS)

To a certain extent, Canby has been a "bedroom" community for Portland and Salem. Although not a typical suburb, the growth of Canby over the last 20 years has been similar to the growth of many suburbs. The city hopes to moderate this trend by increasing industrial development. This Comprehensive Planning effort is not based on a "pie in the sky" delusion that some major industry will locate in Canby and solve all of the area's tax base and employment problems. On the other hand, a number of industries have expressed an interest in locating in Canby because of the city's rail and highway access, the pleasant community atmosphere for employees, and the city's location outside of the Portland Air Quality Maintenance area (AQMA). The two biggest constraints to industrial development have been fairly restrictive zoning practices (with no areas zoned for heavy industry) and the lack of improved locations (such as industrial parks). The total Comprehensive Plan contains Policies intended to ameliorate those constraints. As a result, nearly a third of the total urbanizable area is designated for future industrial development and the city will strive to provide the area with necessary urban facilities and services.

The need for increased housing opportunities is obvious in a city which has grown as rapidly as Canby. Vacancy rates for rental units are believed to be in the 1% range. The vacancy rates for single family dwellings tend to be somewhat higher than the rates for multiple family units, but prior to the recession of 1979, it was unusual for any homes to remain on the market for sale for an extended period of time.

Measures outlined in the Housing and Land Use Elements are intended to assure that housing opportunities will be expanded to a wider range of residents. Housing densities are expected to increase somewhat with more innovative development techniques. Based upon the population density of developed residential areas within the present city limits, it can be

estimated that nearly 1,300 gross acres of developable land will be needed for residential purposes within the urban growth boundary. This is, of course, based upon other assumptions about the scope and design of the city's growth. It must be noted that the residential areas must also provide space for schools, recreation areas, churches and sufficient developable land to allow for normal vacancy rates.

It is an indication of the increased efficiency of the city's Comprehensive Plan that the population is expected to nearly triple while the total city area will slightly more than double.

3) ORDERLY AND ECONOMIC PROVISIONS FOR PUBLIC FACILITIES AND SERVICES:
(see also the PUBLIC FACILITIES AND SERVICES ELEMENT)

After careful consideration of various growth management (growth limitation) techniques, the City of Canby has determined that it will take all reasonable steps to assure that public facilities and services are adequate in terms of design and capacity to keep pace with growth. It is recognized that the city will have to coordinate its capital improvement programs very carefully with Clackamas County, with the local fire district and with both of the local school districts in order to assure that the growing service needs of the area will be met over time.

Residents of the city have recently approved a bond issue which will make significant improvements to the present water system and will oversize certain lines to accommodate anticipated growth.

Both the elementary and the high school districts face imminent overcrowding problems and can be expected to approach the voters with bond issues for new facility construction in the near future. In an effort to coordinate its activities with these districts, the city may have to adopt growth limitation techniques if either of these districts is unable to deal with projected increases in student numbers. Such growth constraints are not expected to be needed over a long period of time; if at all. They may affect the rate of growth but are not expected to alter the city's strong growth trend over a long period.

The city's sewage treatment plant is presently operating at approximately 72% capacity. Anticipating the need for an expansion of the sewage treatment plant, the city has accumulated more than \$700,000 for necessary improvements. It is not yet known whether this amount will be sufficient to make a significant effect on the capacity of the treatment plant. The city has begun the search for grant monies to assist in this vein. Also, an engineering firm has completed study of the design of the present facility and recommended alternatives for its improvements. As with the school districts, it is recognized that the carrying capacity of the sewage treatment plant may temporarily constrain city growth. The city's water and electrical systems also face seasonal short term disruptions of service which are being remedied by the actions of the city and the utility board. The city's commitment to growth, however, should assure that the various services and facilities will be upgraded, as necessary to keep pace with forecasted population increases.

4) MAXIMUM EFFICIENCY OF LAND USES WITHIN AND ON THE FRINGE OF THE EXISTING URBAN AREA.

This requirement of Goal 14 is clearly intended to prevent "leap-frog" development by assuring that urbanization occurs in a logical, step-by-step process. Canby is presently undergoing an in-fill development trend which should help to assure that this Goal requirement is met. Additionally, the "phased growth" Policies developed in this Element are specifically intended to assure that future annexation will occur in a logical and efficient manner.

The City of Canby has only one existing area which has developed in a manner which has not been efficient, in terms of supplying urban services. That area, along N. Maple Street adjoining the golf course, was platted some time ago. The city has come a long way in terms of development review since that area was developed. Canby is not likely to annex another "finger" of land in a rural area, unless there exist some extremely significant public benefits as a result of this action and the annexation can be supported by the standards and criteria established in the Comprehensive Plan and Implementing Ordinances.

5) ENVIRONMENTAL, ENERGY, ECONOMIC, AND SOCIAL CONSEQUENCES:

There are undeniable adverse impacts which result from urban growth. Still, if planned properly, the consequences are much less significant than if the same amount of growth was allowed to occur in a rural area. This is one of the central themes of Oregon's Statewide Planning Goals.

Realistically, it is not possible to give more than a cursory view of the consequences resulting from Canby's urban growth boundary. A detailed account would require volumes of esoteric technical information.

The most obvious environmental consequence of the UGB is the conversion of hundreds of acres of agricultural land to urban uses. This is addressed in greater detail in the following section. Other consequences include the loss of habitat areas for various field-dwelling animals, increased run-off from developed areas, local increase in air and water pollution, general increase in ambient noise levels, and loss of rural scenery.

Energy consequences are difficult to estimate. One assumption of the Plan is that with increases in local industry Canby will gradually move toward self-sufficiency. Realistically, this change cannot be expected very rapidly and Canby can be expected to remain essentially a commuter community for many years. This will result in obvious energy consequences, especially while the area lacks any effective mass transit system connecting Canby with the Portland and Salem areas.

Economic consequences of the UGB can be divided between public and private costs. Private costs will include constraints on the real estate market, particularly in terms of speculation for profit.

Properties within the UGB but some distance from the present city limits will face the prospect of limited development for a number of years (as the city grows in their direction). Overall, private landowners within the UGB should experience more rapid increases in property values than those outside the boundary. Public economic consequences of the boundary will include both positive and negative things. The determination of the boundary and subsequent planning for land uses and public facilities will be of considerable economic benefit to city taxpayers because of the increased efficiency of supplying urban services. The city's pro-growth attitude, necessitating a boundary of the size shown, will result in certain costs to the taxpayer's which are an unavoidable result of trying to supply urban level facilities and services to newly developing areas. These costs are often expressed through bond measures for school construction or increased rates for various services.

No particular social consequences are expected to result from the UGB, per se, although some social consequences can be anticipated as a result of increasing growth and urbanization. These consequences include changes in the city's political structure and changes in community identity (i.e., loss of rural, small town atmosphere). The loss of Canby's small town character may be the single most important change facing Canby, in the light of the population growth rate of recent years, it is a change which is already well on its way toward happening.

6) RETENTION OF AGRICULTURAL LAND:

Virtually all of the land around Canby is agricultural, as defined in L.C.D.C.'s Goal 3. It is virtually all Class I and II soils with a history of good productivity. Nearly all of the surrounding land has been actively farmed at some point in the past and much of it continues to be farmed at this time.

Following the most logical course in evaluating agricultural land, and determining whether it should be urbanized, two criteria are of primary importance:

- A) Is the land already committed to urbanization; or
- B) Is the land clearly needed for urbanization.

In Canby's case, relatively little of the land beyond the city limits can be said to be "committed" to urban use. Land to the north and northeast has been divided into relatively small lots (some as small as 5 acres and less) which will greatly reduce the agricultural potential of those areas, but only isolated sites can really be labeled as "committed" to urbanization.

A more important factor in the Canby area is the second criterion need. Canby is expected to generally continue to grow, following the course it has set for approximately the last 20 years. Projecting that trend into the future, it can be shown that the city will need nearly 2,000 acres of land which is presently agricultural by definition. Another aspect of the "need" issue involves a determination of which area is the most appropriate to undergo this conversion to "urbanizable" status. Because of the complexities of such a decision, all of the Statewide Planning Goals, as well as

public input, have had to be considered in the process of determining Canby's UGB.

7) COMPATIBILITY OF THE PROPOSED URBAN USES WITH NEARBY AGRICULTURAL ACTIVITIES:

It is extremely difficult to avoid conflicts between residential developments and nearby agricultural operations. Distance is one of the only real "buffers" which averts such conflicts. Industrial uses are usually compatible with agriculture, and commercial uses may or may not pose a problem. Residential uses, other than farm dwellings, almost always create such conflicts. Most of the land in the city's UGB will be developed residentially, so the potential for conflict is significant.

The city's Comprehensive Plan recognizes the importance of agriculture in the Canby area. The city will use what tools are available through the development review process to minimize the conflicts between residences and farms. Basically, this will mean encouraging cluster developments or other innovative designs to provide as much separation between dwelling units and farm land as possible.

Canby's physical setting, with rivers on three sides, should assure that after the city has grown to those natural boundaries, buffers will be automatically provided.

LAND NEEDED FOR URBAN GROWTH:

There are different methods being used to compute the amount of land needed for urban growth. Some are based upon straight-line-projections of existing conditions (assuring that each type of land use will grow at the same rate). Others represent little more than local political preferences which may, or may not, be supported by statistical evidence. In Canby, however, an effort has been made to relate the city's growth needs to specific land use projections which have been based upon forecasts of changing community needs. These forecasts recognize that changing housing characteristics will result in higher densities and, therefore, less acreage to accommodate residential growth than would be needed if past trends were projected into the future. On the other hand, the proportions of land needed for recreational, educational, commercial, and industrial development are all expected to increase relative to the rate of population growth.

The city's urban growth boundary is based upon a consideration of all of these factors, as well as the other required considerations of Statewide Planning Goal # 14. Unlike many communities where urban growth boundaries were established prior to the completion of the other Elements of the Comprehensive Plan, Canby has included its UGB process as an integral part of the overall Comprehensive Planning process. This means that Canby has had the opportunity to consider its long-range growth needs in the context of the total Comprehensive Plan; weighing industrial expansion against aesthetics, housing needs against agricultural land preservation, transportation needs against projected maintenance costs, etc.

The result of all of these considerations has been a determination that Canby can be expected to more than double in area over the next 20 years.

The present area of slightly less than 1,800 acres is expected to increase by more than 2,000 additional acres. A review of the Land Use Map indicates that slightly more than 1/2 of the city's total area in the year 2000 is expected to be in residential use. About 20% is expected to be in industrial use and an additional 16% is expected to be in public use for such things as schools, playgrounds, and public buildings. The remainder consists of commercial, agricultural, private recreational, and potentially hazardous areas, each of which comprise a relatively small percentage of the total acreage.

For a more detailed explanation of the figures presented here, and findings in support of the acreage totals, see the LAND USE ELEMENT.

AREAS OF MUTUAL PLANNING CONCERN:

Canby's planning process has identified two areas of particular concern to the community which are beyond the UGB. These two areas, a tract of farmland and rural homesites to the northwest of the city and the industrial area to the southwest, are each of special concern because of the role they are expected to play in Canby's future. At some point beyond the present planning period it is recognized that the city may wish to include these areas in some future urban growth boundary. Besides the obvious constraints in terms of the number of acres which the city can reasonably include within its UGB, these areas have been left out of the present boundary for the following reasons:

A) The "Dual Interest Area Agreement" signed by the City Council and the Board of County Commissioners includes recognition of the significance of these areas to the city. The county is not expected to allow development in either of these areas which will result in planning conflicts with the city.

B) The development potential of the Barlow area is significantly hindered by its location within a flood plain. While not precluding development, the flood hazard and the resulting development restrictions mandated by Canby's participation in the Federal Flood Insurance Program reduce the desirability of the area for industrial development. The reluctance of the federal government to financially sponsor industrial park developments in flood plains will hamper organized development efforts.

C) The area to the northwest of the city is highly regarded for its agricultural productivity. In past annexation hearings before the City Council (e.g., Lindsay Soft Water Co. application, 1979) much public testimony and the comments of agricultural experts have been received in support of maintaining this area in agricultural usage. In fact, the City Council specifically noted during the public hearings on the draft Comprehensive Plan that testimony received during prior quasi-judicial hearings was still regarded as pertinent to this area at this time.

FINDING # 1

In order to assure consistency between land use decisions made by the city and those made by Clackamas County, the two entities have signed a cooperation agreement. This agreement serves several purposes, all of which are intended to assure that city and county plans will mesh effectively with one-another. The agreement indicates a city population projection of 20,000 people by the year 2000, thereby helping the county to determine the portion of regional growth which can be anticipated in Canby. The agreement makes it very clear that each unit of government will be encouraged to comment on the development plans of the other entity which might have some local impact. The agreement also creates an "area of mutual planning concern" beyond the UGB, within which the county will give special consideration to the city concerns. The city and the county have agreed to renegotiate the agreement, if necessary, after five years.

POCLICY # 1: CANBY SHALL COORDINATE ITS GROWTH AND DEVELOPMENT PLANS WITH CLACKAMAS COUNTY.

IMPLEMENTATION MEASURES:

A) The city shall provide the county with the opportunity to review and comment on proposed land use actions within or by the city which will clearly affect lands or facilities or services within the urban growth boundary prior to city action. Such proposals may include:

- Comprehensive Plans, or Plan Amendments, including any proposed changes in land use designations or policies.
- New or amended planning Implementation Ordinances and/or Measures, including but not limited to Zoning and Subdivision Ordinances.
- Proposed land use actions within the city limits which would have a significant impact on lands, services, or facilities outside the city limits, including the following: rezonings; conditional use permits; subdivisions; planned unit developments.

B) A special "coordination" area, is hereby established along with the urban growth boundary. This area, lying immediately outside of the urban growth boundary represents the general geographical area where Canby and Clackamas County will continue to coordinate planning activities, including those pertaining to requests for changes in land use. Further, it is recognized that the city's overall planning process has been geared to an area which is larger than the actual urban growth boundary.

C) County requests for comments on development proposals and other land use actions will be reviewed by city staff. If necessary, the staff may schedule such matters before the Planning Commission and/or City Council prior to responding to the county.

D) Lack of comment by either entity to the requests of the other shall be considered the same as "no objection" response.

FINDING # 2

The concept of using urban growth boundaries as a planning tool has been attacked as being too inflexible in the face of changing conditions. This could be a valid criticism if adequate amendment procedures are not provided. This does not mean that an urban growth boundary should be changed at the drop of a hat, without ample consideration of long-range impacts. Rather, it must be recognized that the natural changes which occur in the process of a community's growth often necessitate changes to the urban growth boundary and to other aspects of a Comprehensive Plan. Any number of unforeseen things may occur which will necessitate changes to the urban growth boundary.

POLICY # 2: CANBY SHALL PROVIDE THE OPPORTUNITY FOR AMENDMENTS TO THE URBAN GROWTH BOUNDARY WHERE WARRANTED BY UNFORSEEN CHANGES IN CIRCUMSTANCES.

IMPLEMENTATION MEASURES:

A) Amendments to the urban growth boundary are regarded as amendments to both the Canby and the Clackamas County Comprehensive Plans. The city will process applications for UGB amendments in the manner prescribed by city ordinance, giving special emphasis to the following considerations:

- Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities.
- The orderly and economic provision of urban facilities and services.
- Maximum efficiency of land uses within the current urbanizable area.
- Environmental, energy, economic and social consequences.
- Compatibility of the proposed change with other Elements of the city and county Comprehensive Plans.
- The other Statewide Planning Goals.

B) After action by the City Council, a recommendation shall be forwarded to the Board of County Commissioners in order to ensure coordination in any UGB amendments which may occur.

C) City and county staff members shall meet and confer at least annually on Canby's urban growth boundary in order to evaluate recent trends and consider amendments which may be appropriate.

D) The City Council will re-evaluate the urban growth boundary in the Spring of 1985 and on five year increments thereafter. The Council may initiate boundary amendments at that time and will complete new coordination agreements with the Board of County Commissioners.

FINDING # 3

The essential purpose of establishing an urban growth boundary for the City of Canby is to distinguish urbanizable land from land which is to remain rural throughout the duration of this planning period. This serves as a basic statement of the city's intent in terms of annexation and supplying urban services to areas which are now essentially rural.

POLICY # 3: CANBY SHALL DISCOURAGE THE URBAN DEVELOPMENT OF PROPERTIES UNTIL THEY HAVE BEEN ANNEXED TO THE CITY AND PROVIDED WITH ALL NECESSARY URBAN SERVICES.

IMPLEMENTATION MEASURES:

A) A change in the use of urbanizable land uses designated on the Land Use Map of the Clackamas County Comprehensive Plan to uses shown on the City Comprehensive Plan shall only occur upon annexation to the city.

- Development of land for uses on the City Comprehensive Plan will be encouraged to occur on under-developed lands adjacent to or encompassed by the existing city limits prior to the conversion of other lands within the boundary.

- Urban facilities and services must be adequate in condition and capacity to accommodate the additional level of growth, as allowed by the City Comprehensive Plan prior to, or concurrent with, the land use changes.

B) Within the unincorporated area, the county shall limit the creation of parcels five acres or less in size. Smaller parcels shall be created only if it is found that the specific design of the proposed property division will not hinder the eventual development of the property to urban standards.

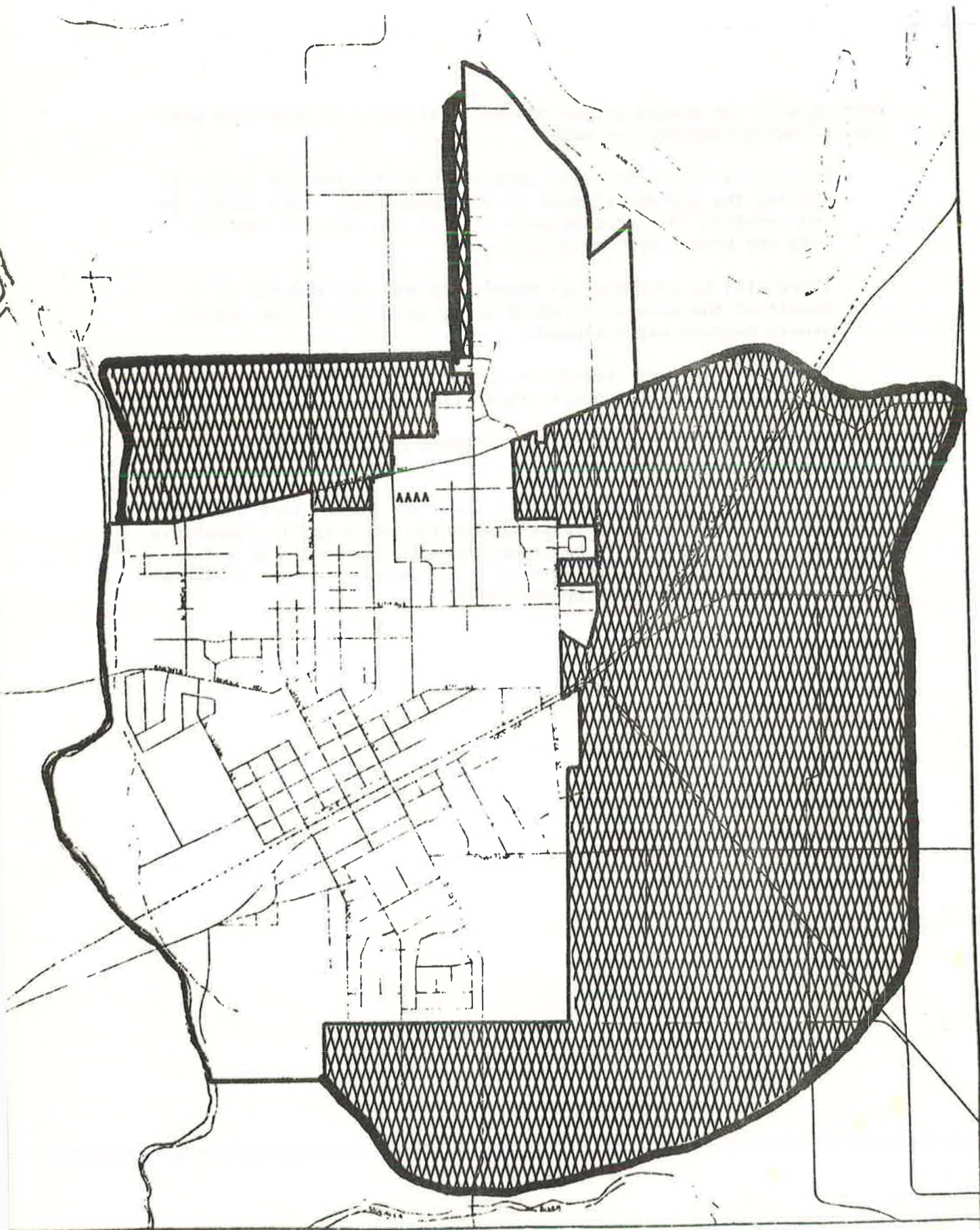
C) Urban level facilities and services such as, but not limited to, public sewer or water systems shall be extended beyond the city limits only where it has been found that such an extension will increase the efficiency of the system overall, and in no cases for the purpose of encouraging development prior to annexation. Clackamas County will prevent densities and intensities of development which would necessitate the extension of urban services beyond the city limits.

D) The adopted maps showing growth phasing shall be used as a general guideline for the city's outward expansion. Areas designated as Type "A" urbanization lands shall generally be annexed prior to those areas shown as Type "B", etc. Annexation which is not in

keeping with the phased growth concept shall only be permitted when the following findings are made:

- Proponents of the proposed annexation have borne the burden of proving the appropriateness of the annexation. Such burden being greatest for those proposals which are least in keeping with the phased growth concept.
- There will be some special benefit to the city overall as a result of the annexation which would not occur if the phased growth pattern was followed.
- The annexation will result in no adverse impacts on the city's planned provision of public facilities and services.
- The annexation is appropriate in terms of timing for city growth and development.

E) . Where such public facilities as sewer and water lines are provided within a road right-of-way, annexation and mutually compatible development shall generally be encouraged simultaneously on both sides of the road, to assure maximum efficiency in the use of those services and to reduce development costs.

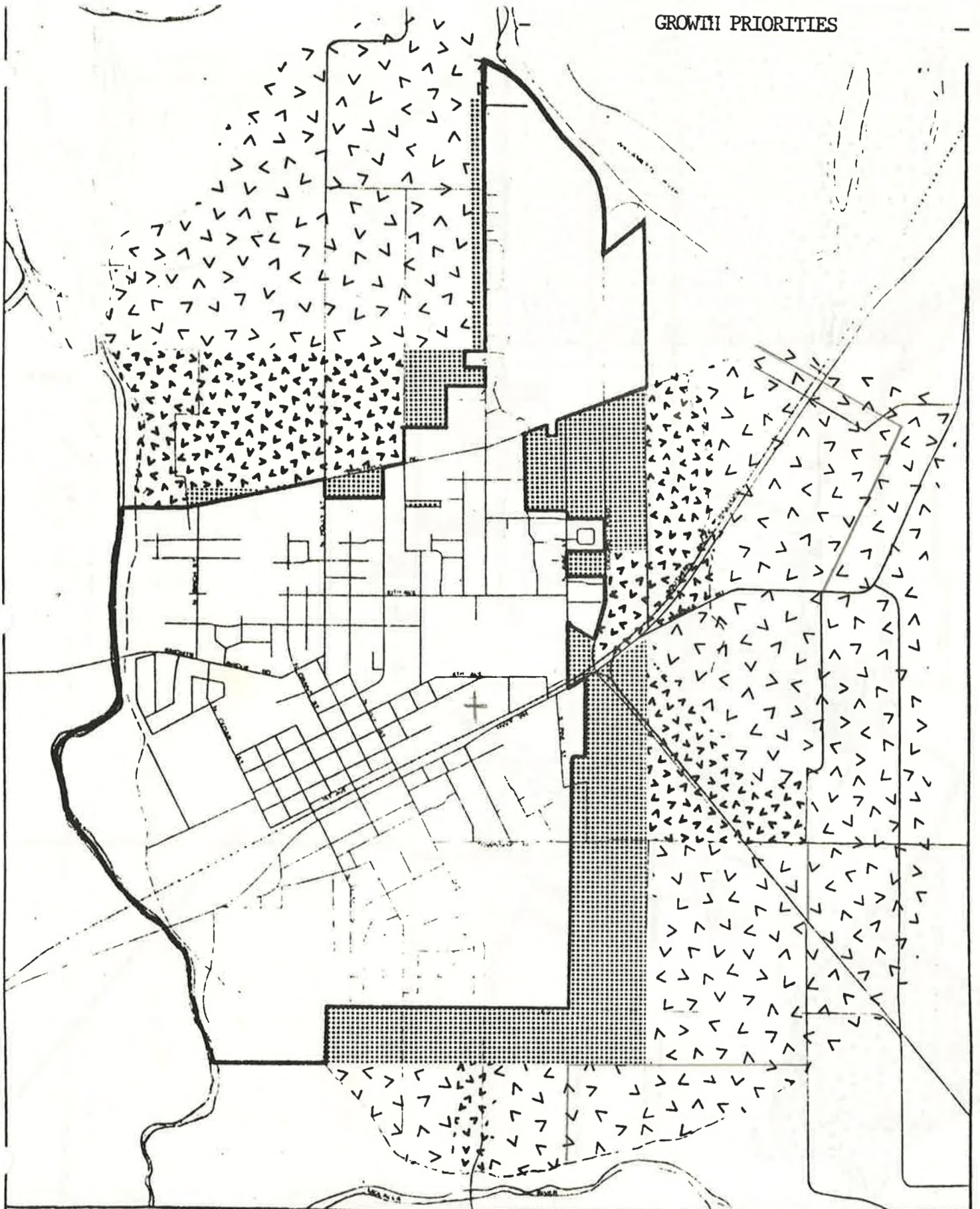


CITY OF CANBY

URBAN GROWTH BOUNDARY
36






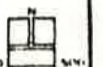
GROWTH PRIORITIES

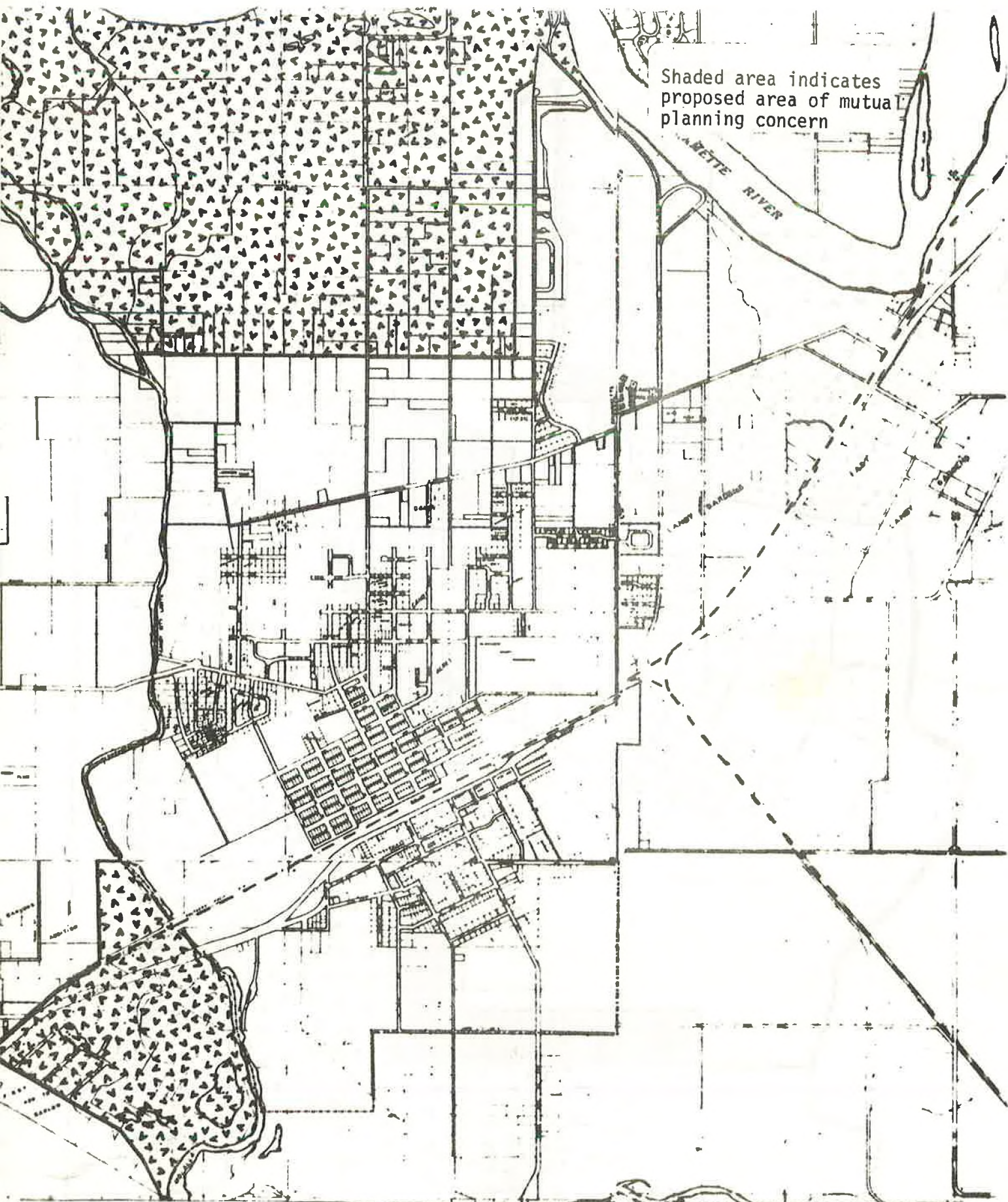


CITY OF CANBY

37

PRIORITY A 
 PRIORITY B 
 PRIORITY C 





Shaded area indicates
proposed area of mutual
planning concern



LAND USE ELEMENT

GOAL: TO GUIDE THE DEVELOPMENT AND USES OF LAND SO THAT THEY ARE ORDERLY, EFFICIENT, AESTHETICALLY PLEASING, AND SUITABLY RELATED TO ONE ANOTHER.

BACKGROUND:

The Land Use Element is, perhaps, the most critical portion of the Comprehensive Plan. Included in this Element is the Land Use Map which many people view as the essence of the entire planning program. While it is important that the Land Use Map not be stressed to a greater extent than the other portions of the Plan, it can be said that the Land Use Element brings together the policies of the other Elements.

By delineating the city's development preferences in a form which is intended to accommodate considerable long-term growth, the Land Use Element is closely related to all other Plan Elements. To adequately understand the Land Use Element, the reader must be at least generally familiar with the contents of the Housing, Transportation, Public Facilities/Services, Economy, and the Urban Growth Elements of the Plan. Judgements based solely upon the contents of the Land Use Element without consideration of the other Elements are likely to miss some critical aspects of the Plan.

As noted in the Goal, the Land Use Element is intended to guide the course of development. It is not intended to be specific to the degree that zoning is, but it is intended to adequately portray the city's official desires for land use for many years to come. The importance of this Element can be seen when one realizes that Canby is planning to accommodate more than three times its present population in the next 20 years or so.

The Land Use Element has not been designed to radically reshape the existing patterns of development within Canby. Instead, it has been based upon existing patterns with an extra emphasis placed upon increasing efficiency as growth occurs.

Increasing efficiency does not mean that the aesthetic qualities of life in Canby will be sacrificed to create utilitarian regimentation. Recalling the main objectives of the Comprehensive Plan, it can be seen that efficiency has a direct bearing on taxation and the provision of public services, both of which affect the residents' view of the quality of life in Canby. The concept of increased efficiency is somewhat like the concept of "highest and best use:" they are relative terms depending upon one's perspective. The Land Use Element has the entire community of Canby, as it is now and as it is likely to become, as a focus for its perspective of efficiency and "highest and best use." No individual property is more important than the overall community when determining appropriate development.

By guiding development, the Land Use Element should accomplish several things. These include the separation of incompatible uses or activities, the provision of adequate available space for each type of land use which is expected to develop, and maximizing the use of existing public facilities and services without over-taxing their capacity.

FIGURE 3-1

LAND USE MAP ACREAGE FIGURES

	WITHIN CITY LIMITS	WITHIN UGB	TOTALS
AGRICULTURAL	30.5	74	104.5
LOWER DENSITY RESIDENTIAL	680.5	975	1,655.5
MEDIUM DENSITY RESIDENTIAL	23.5	1	24.5
HIGHER DENSITY RESIDENTIAL	251.7	61	312.7
DOWNTOWN COMMERCIAL	60.0	0	60.0
CONVENIENCE COMMERCIAL	0	2	2.0
RESIDENTIAL/COMMERCIAL	17.8	0	17.8
HIGHWAY COMMERCIAL	91.5	22	113.5
LIGHT INDUSTRIAL	160	514	674.0
HEAVY INDUSTRIAL	36.4	70	106.4
PRIVATE RECREATIONAL	150	0	150.0
CITY OWNED	84	109 *	193.0
PUBLIC SCHOOL OWNED	95	165 **	260.0
FAIRGROUNDS	42	0	42.0
FLOOD/STEEP SLOPE	57	25	82.0
	<u>1,779.9 Acres</u>	<u>2,018 Acres</u>	<u>3,797.9 Acres</u>

* = 75 Acres Not Designated by Precise Location

**= 165 Acres Not Designated by Precise Location on Land Use Map

FIGURE 3-II

POPULATION PROJECTIONS

BASED UPON LAND USE DESIGNATIONS

PRESENT CITY POPULATION: 7,500 PEOPLE

ANTICIPATED IN-FILL OF CITY AREA: 1,850 PEOPLE

POPULATION GROWTH TO REACH 20,000: 10,650 PEOPLE

PROJECTED GROWTH BY CATEGORY:

LOWER DENSITY RESIDENTIAL	975	GROSS ACRES
	- 243.75	ACRES FOR R/WAY
	<hr/> 731.25	NET ACRES
	- 36.56	ACRES FOR 5% VACANCY
	<hr/> 694.69	ACRES
	x 13	PEOPLE/ACRE
	<hr/> 9,031	PEOPLE

MEDIUM DENSITY RESIDENTIAL	1	GROSS ACRE
	- .05	ACRE FOR 5% VACANCY
	<hr/> .95	ACRE
	x 24	PEOPLE/ACRE
	<hr/> 23	PEOPLE

HIGHER DENSITY RESIDENTIAL	61	GROSS ACRE
	- 6.1	ACRES FOR R/WAY
	<hr/> 54.9	NET ACRES
	- 2.75	ACRES FOR 5% VACANCY
	<hr/> 52.15	ACRES
	x 26	PEOPLE/ACRE
	<hr/> 1,356	PEOPLE

TOTAL PROJECTED GROWTH IN RESIDENTIAL CATEGORIES:

9,031	
23	
+ 1,356	
<hr/> 10,410	PEOPLE

ADDITIONAL POPULATION IN NON-RESIDENTIAL CATEGORIES:

240 PEOPLE

TOTAL, YEAR 2000 POPULATION PROJECTION: 20,000 PEOPLE

INVENTORY OF BUILDABLE LANDS

Canby is fairly unique among Oregon cities in terms of the relatively minimal physical constraints to development which exist here. That is to say, relatively little of the land within Canby's present city limits and surrounding urban growth area is prone to flooding, landslide hazards or any of the other dangerous characteristics which are common to much of Oregon.

This is not to say, however, that all of the land shown on Canby's Land Use Map is buildable. 82 acres is designated as flood prone or steeply sloping and another 104.5 acres is designated for agricultural use. While not all development is precluded in such areas, it is anticipated that relatively few homesites will be constructed in these areas totaling more than 186 acres.

It should also be noted that there are some unbuildable areas which are not specifically identified on the Land Use Map. These include property which will be acquired for public right-of-way or utility easements, totaling approximately 20 to 25% of the entire land area, and property which will be needed for public school or public recreation purposes. Figure 3-I indicates that approximately 75 acres can be expected to be acquired by the city, with the school districts acquiring an additional 165 acres in order to meet the demands created by a population of 20,000 people.

The Land Use Map actually shows approximately 1,215 acres outside the present city limits which is designated "Lower Density Residential." This figure is reduced to 975 acres on Figure 3-II because of the 240 acres which is expected to be acquired for public purposes other than right-of-way acquisition.

Within the incorporated city limits of Canby, there are approximately 1,780 acres. Vacant land suitable for residential development totals about 137 acres, of which all but 50 acres are in large parcels. The 50 remaining acres represent individual lots scattered throughout the city. Assuming the large parcels will develop within the densities prescribed by current zoning, an additional population of 1,350 can be supported. Recognizing that the allowable densities of the city's residential zones can be expected to increase somewhat as a result of ordinance amendments implementing the Comprehensive Plan and the fact that a small percentage of the city's residents will live in non-residential zones, an additional 500 persons have been added to the figure of 1,350 persons noted above. This total of 1,850 persons, when added to the present population of 7,500 indicates a total population forecast of 9,350 people living in what is the present city area. Thus, land must be provided to accommodate 10,650 people within the urban growth boundary, based upon the population projection of 20,000 persons. The Buildable Lands Map provides further information on buildable lands within the city.

In estimating future land requirements some additional assumptions were made in computing net residential area. Areas designated for "Lower Density Residential" development were reduced by 25% to allow for right-of-way

or utility acquisition. This reduced the gross acreage figure 975 by 243.75 with a resultant net acreage of 731.25. No right-of-way acquisition has been anticipated for the small area of "Medium Density Residential," but the "Higher Density" area has been reduced by 10%. This results in one net acre of the former and 54.9 net acres of the latter. All of these net acreage figures have been reduced by 5% to allow for vacancy. Finally, population projections can be achieved for each category by multiplying the net acreage by 13, 24, and 26 people per acre, respectively.

Canby's urbanizable area is also relatively free of unbuildable areas in terms of the uses proposed. A review of aerial photography and county assessment maps has indicated the following interesting characteristics of the urbanizable area, however:

- The UGB of about 2,018 acres contains approximately 204 home-sites already existing. Overall densities of the urbanizable area will be reduced somewhat because of these pre-existing dwellings, many of which will remain long after their surroundings have been developed. An existing dwelling located in the middle of a 5 to 10 acre parcel is generally an obstacle which must be "Planned Around" when the remainder of the parcel is developed.
- The UGB is already divided into a total of about 353 separate tax lots. This indicates an overall mean average parcel size of about 5.72 acres. There do exist many smaller and many larger tax lots within the urbanizable area.
- The portion of the UGB with the smallest average parcel size is the northeast area (north of Highway 99E), which has 49 existing homes and a mean average parcel size of roughly 3.25 acres. The portion with the largest average parcel size is the east area (east of the Molalla Railroad spur), which contains 20 existing homes and a mean average parcel size of 12.87 acres.

FINDING # 1

The origin of modern zoning, as it is known in this country, was based upon the separation of incompatible land use. The early focus was on the separation of residential areas from obnoxious or dangerous manufacturing operations. As zoning and other land use regulations have become more and more technical over the last 50 years, the distinctions between different land uses have become more nebulous. Today we must decide whether residences are better located near commercial areas for the sake of convenience or away from them to avoid the traffic, noise, and bright lights. Many of these distinctions are now more a matter of personal preference than of physical necessity. Canby obviously cannot afford the luxury of an elaborate greenway system separating each type of land use from each other type of land use. For this reason, and because the basic design of Canby's land use is already well established, some conflicts are unavoidable. Given the circumstances which exist in Canby, a few basic techniques can be utilized to minimize the conflicts between adjacent land uses. These include landscaping, berms, and other special design features around potentially objectionable land uses. Perhaps the most critical technique for minimizing conflicts is found in the Land Use Map, which has been deliberately developed with the intention of arranging various land uses in the most logical and appropriate manner.

A considerable amount of creativity as well as long-range foresight is required to create an efficient and pleasing pattern of urban land use. It is perhaps as difficult to find ways of grouping compatible uses as it is to separate conflicting uses. Such grouping, however, can be just as important in achieving the city's Goal for land use.

POLICY # 1: CANBY SHALL GUIDE THE COURSE OF GROWTH AND DEVELOPMENT SO AS TO SEPARATE CONFLICTING OR INCOMPATIBLE USES WHILE GROUPING COMPATIBLE USES.

IMPLEMENTATION MEASURES:

A) Revise and update Zoning and Subdivision Ordinances to provide greater encouragement for developers to utilize planned unit development procedures. Allow for creative design in terms of multiple use concepts and clustering of developments.

B) Utilize the allowable "conditions of approval" for discretionary applications as a means of minimizing or mitigating conflicts between land uses.

- C) Amend the Subdivision and Zoning Ordinances to allow the Planning Commission to have greater flexibility in the review of subdivision designs, without requiring a variance for such things as unusual lot shapes and setback variances.
- D) Amend the Zoning Ordinance to create a Site Plan Review process to be conducted at the staff level, focusing on access, sign regulation, compliance with other city regulations and other aspects of public health or safety.
- E) Utilize the Planned Unit Development overlay zone (recently created) to assure that areas of special concern are properly addressed and not merely lumped together with development of adjacent properties.
- F) Encourage developers to set their own voluntary restrictions upon the development of their properties, provided that such restrictions are in keeping with the intent of the Policies of the Comprehensive Plan and provided that such restrictions are not intended to be "exclusionary" or prejudicial to certain groups of people.
- G) Work towards a gradual increase in the density and intensity of development allowed within the city, discouraging wasteful development practices and designs.
- H) In reviewing development proposals in areas which are adversely impacted by neighboring land uses or transportation systems, require the disclosure of such negative characteristics to prospective buyers.

FINDING # 2

In planning to accommodate considerable population growth, Canby is committed to a comprehensive approach. The city expects to eventually urbanize a considerable area of land which is presently rural, and generally agricultural, in nature. The city will not, however, allow this outward growth to occur in a sprawling and wasteful manner. It is recognized that the city has an obligation to maximize the efficiency of land use patterns within the urban area and to allow agricultural areas to remain in productivity for as long as possible before they are converted to urban uses. The best way to implement each of these objectives is to increase the density and intensity of land uses within the urban area. This is not to say that all regard for aesthetics is going to be dropped in favor of high-rise development. Rather, it is a recognition of the fact that through appropriate design, the utilization of land can be maximized without adverse impacts on neighborhood appearance or the overall quality of life in Canby. This is true for commercial and industrial property, as well as for residential land.

A review of the Land Use Map indicates that more than 500 acres outside of the present city limits is proposed for eventual industrial development. This represents slightly more than three times the amount of industrial

land within the city. This focus on industrial development supports the city's efforts to improve the local economy and coincides with the population projection for the Comprehensive Plan which anticipates more than tripling the present population of about 7,500 people. (See ECONOMIC ELEMENT for more information on industrial development.)

POLICY # 2: CANBY SHALL ENCOURAGE A GENERAL INCREASE IN THE INTENSITY AND DENSITY OF PERMITTED DEVELOPMENT AS A MEANS OF MINIMIZING URBAN SPRAWL.

IMPLEMENTATION MEASURES:

- A) Support the policies of the Housing Element to increase the range of housing opportunities and diversify housing types.
- B) Carefully analyze the "public need" criteria, in light of vacant or under-utilized incorporated property, prior to the annexation of additional land.
- C) Allow density bonuses and other inducements to encourage developers to improve designs and utilize Planned Unit Development procedures.
- D) Encourage developers to utilize special design techniques to maximize the intensity of industrial and commercial development at each given site.
- E) In reviewing development proposals, recognize that the best interests of the overall community must, at times, outweigh the concerns of specific neighborhood groups. While maintaining the quality of life in Canby remains of critical importance, the implementation of the Comprehensive Plan will necessitate some actions which will be opposed by individuals or groups as being adverse to maintaining the local quality of life.
- F) Amend zoning and annexation regulations to provide that the zoning of individual properties will automatically conform with the designation on the Land Use Map, at the time of annexation. Such regulations must emphasize the "public need" criteria to justify both the annexation and the subsequent zoning.

FINDING # 3

Rapid population growth over the past 20 to 30 years has forced Canby, like many other communities, to continually upgrade and expand all sorts of public facilities and services. At this time (1980) improvements are either under way or are being planned for the city sewer and water systems and the facilities of both local school districts. This represents a tremendous commitment to growth and development on the part of the community. At the same time, however, it is recognized that Canby cannot accommodate unlimited amounts of growth, or extended periods of growth at an extremely rapid rate, and still maintain a decent quality of life.

The Transportation Element and the Public Facilities and Services Element each contain basic information about the provision of essential services to the city. The Land Use Element must be used in coordination with the other sections of the plan to assure that development is not allowed to occur before the necessary services and facilities are available to accommodate the new growth. This means that the full range of services and facilities must be considered when reviewing any development proposal. Sewer and water services are clearly of concern, but such other often overlooked facilities and services as police and fire protection, schools, recreation facilities, access provisions (including on and off-site improvements, if necessary), and other transportation factors all must be considered in reviewing any plans for new or expanded development.

It is critical to recognize, however, that the determination of whether or not any given public service would be overtaxed by some pending development is essentially a value judgement on the part of the decision-makers. This is because there is rarely a clearly defined cut-off point for the adequacy of public services. Instead, it is usually a matter of a new development decreasing the overall capacity or reducing the quality of a given service, rather than rendering that service totally unavailable. An example would be a proposed residential development and its impact on local schools. The schools may already be crowded, but they legally must accommodate additional students if the development is approved. They simply do not have the option of refusing to accept the new students. On the other hand, the City Council or Planning Commission may well have the option of denying a development application after finding that the necessary public facilities and services are not adequate to accommodate the proposed development. Denial of an application is never preferred to finding some other solution to the problem, but it is sometimes unavoidable.

POLICY # 3: CANBY SHALL DISCOURAGE ANY DEVELOPMENT WHICH WILL RESULT IN OVERTAXING ANY OF THE COMMUNITY'S PUBLIC FACILITIES OR SERVICES.

IMPLEMENTATION MEASURES:

- A) Expand the list of agencies contacted in the development review process to include both local school districts and the Northwest Natural Gas Company.
- B) Conduct staff level meetings with applicants and representatives of service providing agencies prior to Planning Commission meetings on major applications. This should insure greater accuracy of staff reports and provide applicants with the opportunity to discuss projects with representatives of the various agencies.
- C) Encourage applicants to offer creative methods of minimizing adverse impacts on public facilities and services. Such things as private recreation facilities, dedication of land for public purposes, construction of off-site improvements, and special design features might accomplish this.

FINDING # 4

Canby has been blessed with a natural environment which is relatively free from hazards to development. The Environmental Concerns Element contains a more complete analysis of the physical constraints to development, but the Land Use Element is based partially upon that information. The only identified natural constraints to development in Canby are flood prone areas, area with steep slopes, and some isolated areas of high water tables or expansive soils. Of these, very little land could be termed absolutely "unbuildable" from an engineering perspective, but any land which is subject to inundation or has slopes in excess of 20% should be limited to developments which will not result in any increased costs in the provision of public services and will not create any undue risk to human safety.

POLICY # 4: CANBY SHALL LIMIT DEVELOPMENT IN AREAS IDENTIFIED AS HAVING AN UNACCEPTABLE LEVEL OF RISK BECAUSE OF NATURAL HAZARDS.

IMPLEMENTATION MEASURES:

- A) Amend the Zoning Ordinance by the creation of an overlay district which will be applied to each area identified as being flood prone or having steep slopes.
- B) Restrict the creation of additional building lots in areas designated by this overlay zoning. Encourage developers to utilize cluster design methods which concentrate development in those areas which are protected from hazardous conditions.
- C) Assist the owners of property designated by this overlay zoning to assure that they are allowed a reasonable and acceptable use of their land.
- D) Require proof in the form of an affidavit signed by a licensed professional (e.g., architect, engineer, or surveyor, as the case may warrant) that any development proposed in an area designated by this overlay zoning will not result in any undue hazard for the occupants or users of that development nor in any unusual public expense in the event of flooding, landslide, or other natural disaster.
- E) Utilize Chapter 70 of the Uniform Building Code to assure adequate safety for developments on steep slopes.

FINDING # 5

Although it should not be viewed as more important than the Goals, Policies, or Implementation Measures of the Comprehensive Plan, the Land Use Map is extremely important because it conveys so much information about the city's growth intentions. On a day to day basis, the Land Use Map will guide the patterns of future zoning and will help to determine the appropriate sizing and locations of various public facilities.

POLICY # 5: CANBY SHALL UTILIZE THE LAND USE MAP AS THE BASIS OF ZONING AND OTHER PLANNING OR PUBLIC FACILITY DECISIONS.

IMPLEMENTATION MEASURES:

- A) Encourage other service-providing or public utility entites to utilize the Land Use Map, as well as the text of the Comprehensive Plan as the basis of long-range planning.
- B) Rezone properties as necessary to conform with the Land Use Map.

Use categories and descriptions of their respective development characteristics are as follows:

- **AGRICULTURAL:**
Distinguished by fairly large lot sizes with only scattered residences and other structures primarily related to agricultural, silvicultural, or horticultural activities.
- **LOWER DENSITY RESIDENTIAL:**
Generally distinguished by detached single family dwelling units and incidental accessory uses, but also including approved "home occupation" type commercial activities, planned unit developments consisting of multiple family units which meet the overall density standard of the zone and developments having received a density bonus for special design features, mobile home subdivisions subject to special criteria, mobile home parks subject to case by case review, churches, schools and other public uses, and remaining agricultural, silvicultural, or horticultural activities. City R-1 zoning conforms with this category.
- **MEDIUM DENSITY RESIDENTIAL:**
Generally distinguished by two family, three family or single family dwelling units and accessory uses, mobile home subdivisions subject to special criteria and other uses of the sort permitted in areas designated for LOWER DENSITY RESIDENTIAL use. City R-1.5 zoning conforms with this category with R-1 an allowable, less intensive, interim zoning.
- **HIGHER DENSITY RESIDENTIAL:**
Generally distinguished by multiple family or other residential uses, including mobile home subdivisions or parks subject to special

design criteria, and intended to provide for the widest variety of housing opportunities. City R-2 zoning conforms with this category with R-1 or R-1.5 an allowable, less intensive, interim zoning.

- DOWNTOWN COMMERCIAL:

Generally distinguished by businesses catering to foot traffic in city's established core area but also including incidental attached residential units and pre-existing uses of various sorts. City C-1 zoning conforms with this category, with R-1 an allowable, less intensive interim zoning. Existing R-2 zoned areas shall be allowed to remain as zoned.

- CONVENIENCE COMMERCIAL:

Distinguished by commercial activities which are of a small size (totaling not more than 3 acres) and scale intended to provide services and commodities to the surrounding neighborhood, and to be conveniently located so that neighborhood residents can walk to and from the site. City C-C zoning conforms with this category with R-1 an allowable, less intensive, interim zoning. Existing R-2 zoned areas shall be allowed to remain as zoned.

- RESIDENTIAL COMMERCIAL:

Distinguished by a mixture of light commercial and residential activities connecting two areas of heavier commercial usage, this category is intended to provide a unique opportunity for mixed uses while maintaining a special focus on the access and traffic problems of S. Ivy Street. City C-R zoning conforms with this category with R-1 an allowable, less intensive, interim zoning. Existing R-2 zoned areas shall be allowed to remain as zoned.

- HIGHWAY COMMERCIAL:

Distinguished by allowing the widest possible range of commercial uses and by catering to motor vehicle traffic. City C-2 zoning conforms with this category, with R-1 an allowable, less intensive, interim zoning. Existing R-2 zoned areas shall be allowed to remain as zoned.

- LIGHT INDUSTRIAL:

Generally distinguished by light manufacturing, storage, wholesale or heavy retail sales operations, and incidental caretaker facilities. City M-1 zoning conforms with this category.

- HEAVY INDUSTRIAL:

Generally distinguished by heavy manufacturing, storage, or wholesale operations screened by specific "performance" criteria. City M-2 zoning conforms with this category, with M-1 an allowable, less intensive, interim zoning.

- PUBLIC SCHOOLS, PUBLIC RECREATION, AND OTHER PUBLIC PROPERTY:

Distinguished as those properties which are held, and are expected to remain, in public ownership. Any city zoning may conform with these categories provided that it generally conforms with surrounding zoning.

• PRIVATE RECREATION:

Distinguished as the golf course and related country club facilities. Incidental, compatibly designed residential uses should be permitted in the future at a relatively low overall density. City R-1-PUD zoning conforms with this category.

• FLOOD PRONE OR STEEP SLOPE:

Distinguished as the area requiring special development regulation because of a history of flooding, or because of steep slopes on the perimeter of floodplains. City R-1-H zoning conforms with this category.

C) The official Land Use Map of the City of Canby shall be stored with the city's official Zoning Map and shall be maintained by the City Planner. The various designations shown on the Land Use Map are generalized. The City Planner shall be responsible for interpreting the map. In cases of a dispute over the intended designations of individual properties, the Planning Commission shall be responsible for interpreting the Land Use Map.

D) Utilize the Map of Areas of Special Concern in conjunction with the Land Use Map to determine the appropriate development of designated properties.

FINDING # 6

In every community there are certain areas which, because of unique development constraints or other special circumstances, warrant special attention in terms of land use regulations. By identifying these areas on a map to be used in conjunction with the Land Use Map, such special regulations can be delineated in the Comprehensive Plan without the necessity of making Zoning Ordinance revisions for each special area.

POLICY # 6: CANBY SHALL RECOGNIZE THE UNIQUE CHARACTER OF CERTAIN AREAS AND WILL ADOPT SPECIAL LAND USE REGULATIONS TO ALLOW FOR THE MOST APPROPRIATE DEVELOPMENT OF SUCH SITES.

IMPLEMENTATION MEASURES:

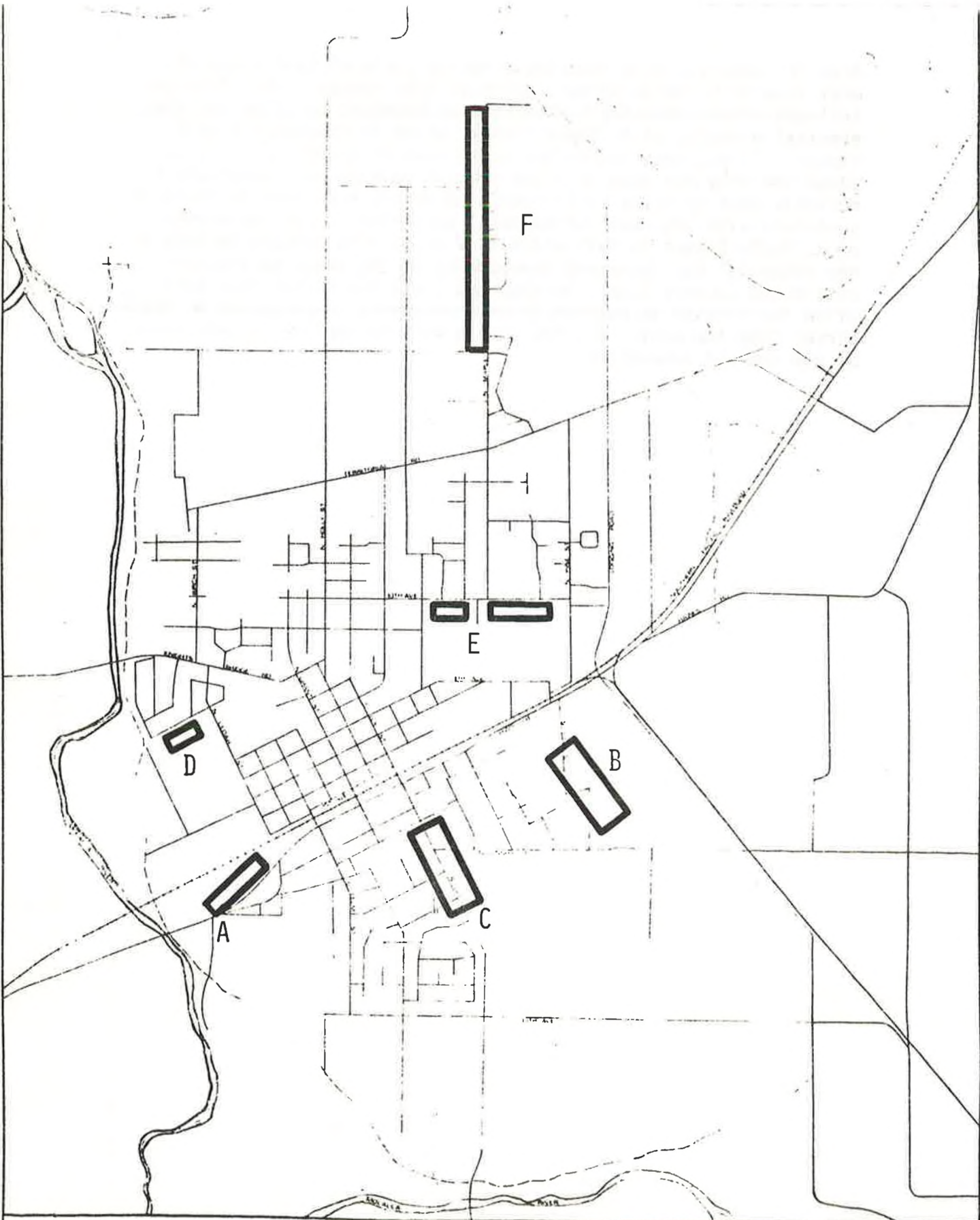
A) Utilize the following criteria in conjunction with the Land Use Map on a site by site basis:

- Area "A" is significant because of its location on Highway 99E, at a main entry to the city. This site has long been zoned for industrial development but has remained vacant because of topographic constraints, lack of state highway access, and limited rail access. With the installation of traffic signals at the intersection of highway 99E and S.W. Berg Parkway, the opportunity for major access improvements to the site can be seen. It now appears that commercial development would better utilize this area, but with a large adjacent area designated for industrial development it would seem most reasonable to allow either light industrial or general commercial development (provided that any commercial development utilize

the signalized intersection for access to Highway 99E). For these reasons, area "A" may be zoned either M-1 or C-2-PUD.

- Area "B" is similar to area "A" in many respects and should be treated in the same manner. Located south of Highway 99E along S. Pine Street, it too has potential for either commercial or industrial development. Commercial uses will be limited to "heavy" commercial activities which are closely related to industrial activities or larger shopping centers based around a department store of the sort which can be expected to draw from a regional market area. It is recognized that the Land Use Map contains sufficient area for commercial uses of all sorts other than larger department store complex types. By designating this area for special treatment this problem should be resolved, while providing safe highway access and minimizing conflicts with the railroad. The extension of S. Pine Street to connect with Township Road will be a high priority regardless of the specific nature of development in the area. For these reasons, area "B" may be zoned either M-1 or C-2-PUD.
- Area "C" includes all of the property shown on the Land Use Map within the "Residential-Commercial" category and having frontage on S. Ivy Street. Ever-increasing traffic on S. Ivy Street necessitates special treatment for access, especially where commercial or multiple-family residential development occurs. The site plan review process shall be used to assure that strict adherence to parking and access requirements is maintained. Portions of this area which have already been zoned R-2 and developed to multiple-family densities will be allowed to remain in R-2 zoning.
- Area "D" is significant because of its location separating industrial, multiple-family residential, and single family residential areas. Originally intended as a "buffer strip" between conflicting uses, the site remains in private ownership with no known development plans. In order to assure that the development of the site does not conflict with surrounding uses, a review of any proposed design will be necessary. To assure maximum yield to the owner, without creating any undue hardships for residents, M-1-PUD zoning shall be applied to the site.
- Area "E" is significant because of its preponderance of extremely deep lots with resulting access constraints. Density of development remains extremely low because of poor access. As a means of opening this area up to increased development, while solving the access problem at the same time, planned unit developments using looped, one-way access roads shall be encouraged. Such one-way roads will be at least 20 feet in width, with parking restricted to one side and sidewalks required on one side only. They shall be private roads. Both the city shall be guaranteed that the roads are maintained or work performed at the owners expense. The Land Use Map designates the area for Medium Density Residential use with appropriate zoning to remain R-1 until a specific proposal is made for R-1.5-PUD zoning.

- Area "F" consists of a relatively narrow strip of land along the west side of N. Maple Street, north of 22nd Avenue. This land was included within the city's urban growth boundary to allow for the eventual widening of N. Maple Street, which is presently a half street. It has been identified as an area of special concern because the city may need to allow special development techniques to maximize density while still requiring adequate buffers to minimize conflicts with adjacent agricultural activities. The improvement of N. Maple Street to full width is a major city concern because of the potential for increased development in the area, particularly within the Country Club. Development along the street must also allow for streets to eventually be constructed intersecting N. Maple Street from the west. R-1-PUD zoning will be applied to this area at the time of annexation.



ENVIRONMENTAL CONCERNS ELEMENT

GOALS:

- * TO PROTECT IDENTIFIED NATURAL AND HISTORICAL RESOURCES.
- * TO PREVENT AIR, WATER, LAND, AND NOISE POLLUTION.
- * TO PROTECT LIVES AND PROPERTY FROM NATURAL HAZARDS.

BACKGROUND

As the various policies indicate, this Plan Element deals with a variety of topics, all of which constitute certain aspects of Canby's environment. In order to deal with the complexities of these topics effectively, this Element is divided into two sections. The first, entitled "Resources," deals with soil characteristics, air and water quality, historic sites, wildlife, scenic areas, and other natural resources. The second section, entitled "Hazards," deals with natural hazards.

RESOURCES

FINDING # 1-R

Soil Suitability for Urban Development:

The individual properties of various soils are important considerations in evaluating development suitabilities. In general, soils which are fairly level, well drained, not subject to flooding, have high compressive strength, and do not shrink and swell with moisture are the most suitable to support urban development.

Two soils series comprise most of the potential Canby urban area. These include the Hillsboro Variant sandy loams and the Latourell loam, both of which are in areas of less than three percent slope. Both soils can easily support urban development although the Latourell is restricted slightly because of low strength.

The only soils which pose serious problems are those located on steep slopes or those which are subject to flooding. These problems are discussed in the "Hazards" section at the end of this Element.

Soil Suitability for Agriculture:

Agricultural productivity is directly related to soil capabilities and properties. The Soil Conservation Service has, therefore, classified soils into "Land Capability Classifications." Classifications are from Class I to Class VIII, with Class I having the fewest limitations and therefore, the most productive capabilities. Soil Classes I through IV are best suited for cultivation while Classes VI through VIII are most suitable for range, forestry, and wildlife. As a result, Class I and II soils are considered to be prime resources because their productivity is the highest.

Another way of looking at soil resources is to think in terms of the capability of each class of soil to support crops. Class I soils, for example, are capable of supporting the widest variety of crops and, therefore, are of the most value. Each successive class has less capability to support crop variety. As a result, truck farming, which includes a wide variety of crops, usually occurs on Class I and II soils while the Willamette Valley seed crop is generally supported on Class III and IV soils. By the same token, however, some Class II or III soils may be better suited to the production of certain specific crops than Class I soils, etc.

In the Canby area, Class I and II soils are found almost exclusively. With the exception of the area around the high school, Class I soils extend from the Central Business District (CBD), and slightly north of the fairgrounds, in a southeasterly direction. North and west of the CBD, the area is primarily Class II soils. Only a small smattering of Class III and IV soils are to be found, and most of these occur where the slope begins to increase. Likewise, Class VI soils and above are only encountered in areas where the slope is excessively steep or along gravelly areas of the rivers.

Both to the north and to the southeast of the city, agricultural usage is relatively intense. Orchards and truck farming are common, although in the Territorial Road area and northward, bulb farming and tree farming are also found. The most notable and most intense use is the tree farming operation of the Industrial Forestry Association. This industry currently owns or leases over 100 acres, both in and outside the city, in which tree seedlings are grown for reforestation purposes.

The soils in this Class II area are particularly well suited to this operation as they are well drained and therefore easily worked year-round. Discussions with representatives of this particular industry indicated that the operation could be expanded beyond the area now utilized if additional land could be bought or leased.

This type of agricultural use seems to be fairly compatible with residential use and, in fact, is contiguous to numerous subdivisions. Some complaints do occur in the summer as a result of dust as these soils are very fine. However, long-time Canby residents have indicated that dust has always been a problem in the area.

One unique aspect of both the tree and bulb farming activities is the overall aesthetic appeal. Both are relatively neat activities and besides providing intense color, they also provide impressive open spaces within residential areas.

There can be little question of the overall value and quality of the soils in the Canby area to support agricultural usage, and one conclusion is certain -- in whatever direction the city expands, agricultural usage will be displaced.

The key may be to direct development towards areas where lands have been fragmented into small parcels and away from large parcels or areas in which there has been a long-term commitment to agricultural production, as in the case with tree farming.

POLICY # 1-R-A: CANBY SHALL DIRECT URBAN GROWTH SUCH THAT VIABLE AGRICULTURAL USES WITHIN THE URBAN GROWTH BOUNDARY CAN CONTINUE AS LONG AS ECONOMICALLY FEASIBLE FOR THEM TO DO SO.

IMPLEMENTATION MEASURES:

- A) Maintain zoning provisions which allow agricultural operations within the city limits.
- B) Conduct development reviews such that agricultural operations are regarded as part of the accepted pattern of local land use, rather than a nuisance to residents.

POLICY # 1-R-B: CANBY SHALL ENCOURAGE THE URBANIZATION OF LEAST PRODUCTIVE AGRICULTURAL AREA WITHIN THE URBAN GROWTH BOUNDARY AS A FIRST PRIORITY.

IMPLEMENTATION MEASURES:

- A) Coordinate water and sewerage planning to facilitate this Policy.
- B) Coordinate street and road improvements with this Policy.
- C) Utilize areas where land is fragmented into small parcels which are not conducive to productive agricultural use.
- D) Review annexation proposals in light of the growth phasing strategies of the Urban Growth Element.

FINDING # 2-R

Water Resources:

The City of Canby is bordered on the north by the Willamette River and on the west and south by the Molalla River. In addition, the Pudding River joins the Molalla northwest of the city. These surface waters provide recreational opportunities as well as scenic and open spaces.

A recent hydrogeologic investigation (James M. Montgomery, Consulting Engineers, Inc., September, 1979) of the Canby area indicates there are two primary aquifers which have been penetrated by wells. One is a shallow aquifer found in the recent alluvium, while the other is a deep aquifer found in the lacustrine and Troutdale deposits.

The shallow aquifer is directly influenced by surface flow from the rivers in the area, particularly the Molalla River, as field investigations have

shown the aquifer elevations correlate closely to the changing surface elevations of the river. This aquifer appears to be about 10 feet in thickness and approximately 10 feet below the surface.

The ground water storage in this aquifer is relatively small, only a few thousand acre-feet, due to the small depth of saturation and its areal extent.

On the plateau area of Canby, the deep aquifer is located between 80 and 140 feet and consists of a series of lenses of saturated sands and gravels. Records of several wells near Canby, over the past 16 years, indicate that groundwater levels in this aquifer have remained fairly stable while the seasonal fluctuation is 15 feet or less. It is estimated that in the Troutdale formation, and under the 2.8 square miles of the City of Canby, the aquifer contains in the magnitude of 60,000 acre-feet of groundwater. Within the same area in the lacustrine deposits, groundwater is in the magnitude of 17,000 acre-feet.

The overall quality of the groundwater appears good. The chemical character is good with an average of 200 mg/L total dissolved solids and mineral quality is also good. However, samples from the city's infiltration gallery near the Molalla River show positive results from bacteria tests and is therefore treated. Bacteria is not a problem, however, with the deep aquifer.

Overall, groundwater appears to be a high quality and a valuable natural resource for the city. Although not currently exploited for municipal purposes, value of these aquifers is also seen in the abundant use of wells as a source of agricultural irrigation.

POLICY # 2-R: CANBY SHALL MAINTAIN AND PROTECT SURFACE WATER AND GROUNDWATER RESOURCES.

IMPLEMENTATION MEASURES:

A) Consider an amendment to the city's sewer regulations to allow all functional septic systems to remain in use, but require the owners of any failing systems to connect to the city sewer system if they are within reach of such service.

B) Work closely with Clackamas County and State DEQ Sanitarians to assure that sanitation requirements are met.

FINDING # 3-R

Air, Water, and Land Resources:

In terms of protecting air, water, and land resources, it is critical that all development activities, whether indicated by the private or public sector, meet federal, state, and local standards. It is the intent of the Comprehensive Plan that the quality of these resources be maintained or enhanced.

The following include federal, state, and local laws or management plans concerning permissible levels of discharges. These cover air pollution, water pollution, drinking water, toxic substances, resource conservation, noise, sewage treatment, and solid waste disposal.

Canby is adjacent to the Portland Non-Attainment and Air Quality Maintenance Area. However, the Canby urbanizing area is in a Class II Prevention of Significant Deterioration (PSD) area.* Nevertheless, air quality in the Canby area is not without problems.

The DEQ maintains a monitoring station at Carus to measure particulates and ozone. Other than during the field burning season, particulates pose no threat to air quality. However, ozone levels do present a significant problem. In fact, the Carus monitoring station has the highest ozone recordings in the state.

This problem is attributed to the southerly movement of air from the Portland Metropolitan area and the elapsed time during this air movement. Hydrocarbons and nitrogen oxides, generated in the metropolitan area, interact with sunlight to form ozone. The time involved for the air to move from the metropolitan area south to Canby allows for this photo-chemical reaction to occur; thus, the ozone levels are high even though urban activities in the Canby area are actually only minor contributors to this type of pollution.

Ozone, as a pollutant, is an important consideration in evaluating air quality because it irritates the lungs and eyes and may lower the body's resistance to infection. When minimum levels are exceeded, for example, eye irritation is one of the most frequent complaints.

The City of Canby recognizes the role DEQ plays in establishing air quality standards and will observe standards set by that agency. The city also recognizes that measurements recorded at the Carus station are utilized for establishing strategies within the non-attainment area. As a result, the city is aware of the need to review future industrial uses for their potential to violate federal or state air quality standards.

Federal Laws:

- Clean Air Act. Public Law 88-206 as amended August 1977
- Federal Water Pollution Control Act. Public Law 92-500
- Safe Drinking Water Act. Public Law 93-523
- Noise Control Act, 1972. Public Law 92-574
- Resource Conservation and Recovery Act, 1976. Public Law 94-580
- Toxic Substances Control Act. Senate Bill 3149, 1976

*Under existing EPA regulations, "clean areas" of the nation can be designated under one of three "classes." Specified numerical "ambient increments" of net air pollution increases are permitted under each class up to a level considered to be significant for that area. Class I increments permit only insignificant air quality deterioration; Class II increments permit moderate deterioration; Class III increments allow for the greatest amount of deterioration, but in no case beyond the national air quality standards. (source: DEQ Manual, pg. C-21)

State Laws:

- Sewage Treatment and Disposal System. ORS 454
- Solid Waste Control. ORS 467
- Pollution Control. ORS 468

Regional Programs:

- Areawide Waste Treatment Management Plan. (Developed by CRAG)
- Areawide Water Quality Management Plan. (Developed by CRAG)

POLICY # 3-R: CANBY SHALL REQUIRE THAT ALL EXISTING AND FUTURE DEVELOPMENT ACTIVITIES MEET THE PRESCRIBED STANDARDS FOR AIR, WATER, AND LAND POLLUTION.

IMPLEMENTATION MEASURES:

- A) Include performance standards relative to pollution as part of the Zoning Ordinance applying to industrial development.
- B) Participate in regional planning efforts and programs to upgrade the environment.

FINDING # 4-R

Noise has not been identified as a major problem in Canby, although a few concerns have been raised by some citizens as to potential compatibility problems between residential and industrial uses; particularly the industrial area at the southwest end of the city along the railroad right-of-way. This area has some existing industry and is in proximity to residential areas. Industrial noise, generally at night, has been an annoyance to some residents in this area, although there is no evidence that state standards are being violated.

The existence of the SP rail line is also a source of noise but must be taken in a particular context. The city and the railroad have grown together since the last century and much of the growth of the community can be attributed to industrial activities associated with rail and transport. As a result, there is a general community bias or tolerance of normal rail activities. Furthermore, nighttime switching operations which tend to be most annoying, are minimal.

The city is aware that noise could become more of an issue in the future and that compatibility between industrial activities and residential use must be evaluated carefully in future development projects. The city is also aware of DEQ's role and responsibility in developing and enforcing noise standards, and the city will conform with those standards.

POLICY # 4-R: CANBY SHALL SEEK TO MITIGATE, WHEREVER POSSIBLE, NOISE POLLUTION GENERATED FROM NEW PROPOSALS OR EXISTING ACTIVITIES.

IMPLEMENTATION MEASURES:

- A) Require landscaping or other such devices within the city's ordinances to buffer and/or absorb sound.
- B) Implement a design review process to review landscaping plans for new developments.
- C) Encourage cluster development techniques which leave hazardous or noisy areas in open space usage.
- D) Establish performance standards for noise to apply to new industrial developments.

FINDING # 5-R

Mineral Resources:

Data compiled by the State of Oregon, Department of Geology and Mineral Industries (Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties, Oregon, 1978), indicates the only significant mineral resources in the Canby area are sand and aggregate. These are located solely along the Pudding and Molalla Rivers. Along the Molalla River, these resources are found between Knights Bridge and the Community Park.

The state inventoried four sites in this area of which the only active sites are those operated by Hiway Concrete. These sites include a 40-acre site on the west side of the river and a second site on the east bank of less than an acre.

POLICY # 5-R: CANBY SHALL COOPERATE WITH COUNTY AND STATE AGENCIES IN THE REVIEW OF AGGREGATE REMOVAL APPLICATIONS.

IMPLEMENTATION MEASURES:

- A) Determine whether aggregate removal operations are likely to occur within the city limits. If so, amend the Zoning Ordinance to make such activities conditional uses in the appropriate zoning districts.
- B) Conduct a staff review of any application filed with Clackamas County for sites near the city.

FINDING # 6-R

Historic Sites and Buildings:

Canby was incorporated in 1893 as Clackamas County's second city, and by the turn of the century, the city contained approximately 100 dwellings and a population of just under 400 persons. As noted in the Housing Element, the city contains a high percentage of structures which date 50 years or over in age. These reminders of the past help give the city its own unique character and as such are valuable assets.

In response to the need to identify historic sites, Mrs. Myra Weston, a local historian, supplied the following inventory. These particular sites

were also noted by the "Parks, Open Spaces, and Agriculture Subcommittee" of the Mayor's Citizen Advisory Committee in 1974.

The number identifying each site also corresponds to the number on the Historic Sites Map which indicates their location.

1. The Philander Lee Oak Tree. (Southeast corner of Package Containers building, near the railroad.) Lee, an 1848 settler on whose land much of the 1870 town of Canby was plotted, planted this tree in 1869. (The Lee family arrived in Oregon in 1847 and wintered on Sauvie Island before coming to Baker Prairie.)
2. Site of the 1909 Concrete Foundation of Canby Canal Company's Power Generating Plant. (This structure no longer exists, however, a marker is planned for the site.) In Canby Community Park, near the Molalla River and built by M.J. Lee and his associates, the plant was fed by water led through a canal which branched off from the Molalla River a short distance below Good's Bridge. Its electrical generating production was minimal and only the reinforced concrete foundation stood until 1979, after the wooden structure was removed years earlier. Its site was on the L.D. Cross DLC portion bought in the late 1860's by Joseph Knight, who operated a sawmill there.
3. Riverside Clubhouse. (On N.W. Territorial Road.) This structure was built for Riverside School District No. 54, which consolidated in 1911 with Canby District 86. The frame building was moved soon after from N. Holly Street and N.W. 22nd Avenue to N.W. Third Avenue in the present Wait Park block and was used as a classroom for Canby District 86 for some years. Later, it was sold to Riverside Social Club (probably in the early 1930's) and moved to N. Grant Street and across fields to its present site on N.W. Territorial Road, once the pioneer wagon road (between Oregon City and the Molalla River ford where Champ- ing Pendleton operated a ferry in pioneer days). Its site is in a grove of fir trees. First site of the little frame schoolhouse was on the southwest corner of N. Holly Street and N.W. 22nd Avenue.
4. The Original Methodist Church. (N.W. Third Avenue and Elm Street.) The first church in Canby was built at N.W. Second Avenue and Elm Street, in 1884 by the Methodist Episcopal congregation. It was moved one block north to its present site in 1912 after purchase by the Catholic parish (now St. Patrick's). In 1979 it was acquired by the Christo Fellowship, a newly founded community church.
5. Evangelical Church. Originally German Evangelical, on S.E. Township Road. Built in 1894, it has been in continuous use by the congregation now known as the Evangelical Church of North America.
6. Zion Memorial Park Cemetery. The German Evangelical congregation (founded 1894) established in 1896 and operated this cemetery prior to turning it over to the city in 1937.

7. William Knight House. (524 S.W. Fourth Avenue.) This house was constructed in 1875 by William Knight for his bride, whose family grew up there and retained ownership until after their oldest daughter's death in 1953. Knight also built the first frame schoolhouse in the Canby area, on a site on Baker Prairie in 1875. The Knight House is now divided into rental units.
8. W.O. Mack House. (139 S.W. Second Avenue.) This house was constructed in 1879 when Mack, an 1852 pioneer, and his family moved to Canby from Macksburg, which bears his name. Its site did not become a part of the city for some years after it was built. Cathryn Ban owns and occupies the house which she restored in 1974-75.
9. Canby Railroad Depot. (Located on the original plat of 1870.) Built by the Oregon and California Railroad in 1871-73, with later warehouse additions, the depot's owner, Southern Pacific Railroad, in 1977 called it the oldest station of its type existing in Oregon. It is also the oldest existing structure within the original bounds of Canby. It was the hub of Canby activities for many years before highway shipping superseded that of rail. A railroad agent provided services there until August 4, 1976, and in 1978, Canby City Council gave the structure historic designation.
10. Knight's Bridge. (Upstream from the 1964 replacement span over the Molalla River on Canby's west edge.) Only a concrete pillar remains to mark the spot of the original covered wooden structure built in 1877. That bridge was blown down by a gale February 1, 1947, several years after its condemnation as unsafe for vehicular travel. At 70, it was one of Oregon's longest-lived covered bridges.
11. W.H. Bair Warehouse. (Between the railroad and highway 99E at S. Grant Street.) Built in 1908, by W.H. Bair, a commission merchant and the 1914-1919, 1925-1929 Mayor of Canby, the building was distinguished by two weather vane on its rooftop cupolas, and by a metal sign bearing the name of W.H. Bair. This was the largest of three large commission houses built beside the railroad in the early 1900's to handle heavy volumes of farm shipping by rail of hay, grain, potatoes, and other crops. (The W.H. and Laura Knight Bair house at 375 N.W. Third Avenue, built in 1912, was for 40 years the largest and finest house in Canby. It is now in its third ownership since construction.) The Bair warehouse is privately owned.
12. William Knight Building. (394 N.W. First Avenue.) This two-story structure was erected in 1891 by William Knight. In its upstairs hall, the first City Council met in 1893. The ground floor was occupied from 1891 until 1912 by the Carlton & Rosenkrans Co., before it occupied its own 100 x 100 concrete structure diagonally through the block, on N.W. Second Avenue and Grant Street, when it began advertising itself as Clackamas County's largest department store. (That C. & R. building in 1979, is the Graham Building, restored in 1976 after a 1973 fire which left only the concrete shell standing. C. & R. Co. had been out of business some years before the fire, and several businesses occupied the building.)

13. Baker Prairie Cemetery. The Baker Prairie Cemetery, with 39 lots on one square acre, dates from February 14, 1863, filing of its plat - four years after Oregon attained statehood in 1859. Its acre was deeded for cemetery purposes February 5, 1863, by J. Wesley Joslyn, pioneer settler of 1852. It was Joslyn who built a short-lived wooden bridge across the Molalla River, which his D.L.C. spanned at what is now Canby's west edge, near the present railroad bridge and upstream from Knight's Bridge.
14. Twin Pines. (1408 N. Holly Street.) This pine tree pair was planted on Arbor Day 1894, in the front yard of the frame schoolhouse William Knight built in 1875, as the Canby area's first. Actually the school was on Baker Prairie, since the town was at least a half-mile south. That school sufficed until 1890, when the first in-town school was built on N.W. Fourth Avenue and Grant Street, although some classes had been held in other "downtown" buildings prior to 1890.
15. Wang's Store. (200 N.W. First Avenue.) Still in use but with updated exterior, this frame building was erected prior to 1900. In 1902, it housed Wang's Store, general merchandise, and later a Wang employee, J.R. Vinyard, took over operation. It was J.R. Vinyard's until 1950, two years after his death. Vinyard was Mayor of Canby from 1933 to 1947.
16. Unknown Building. (N.E. First Avenue on Canby Builders Supply property.) This structure pre-dates 1900 and is now used for storage. It was originally located on N.W. First Avenue, two blocks west, on about the site of the present Fleischmann's Bakery. The building was moved about 1946 to its present location. It housed M.J. Lee's Canby Canal Co., for several years in the early 1900's.
17. Ben Halladay House. (Built on the site of Canby Builders Supply Co.'s metal structure and no longer standing.) This house was built (circa 1870) by Halladay to face the railroad which his O & C Railroad was pushing from Portland to San Francisco. Halladay was a friend of General Edward R.S. Canby, for whom the 1870 City of Canby was named. The Halladay House was just west of the 24-block town, whose eastern boundary was the present N. Ivy Street. The Albert Lee family lived there many years. Albert (born 1847) came as a baby to Oregon with his 1847 pioneer parents, the Philander Lees. He was a partner in Canby's first mercantile business and its first railroad agent (1873). He was the father of M.J. Lee and Epsie Lee Shields.
18. Canby Ferry. Established by Canby Business Men's Club in the summer of 1914 to help farmers across the Willamette River reach the railroad with their potatoes and other crops. The first wooden ferryboat was replaced by one built by Frank Dodge of Canby about 1917. It served until a 1946 flood swept it downriver. There was no ferry service until July 1953, a year after Clackamas County authorized construction of a steel, electrically-powered ferryboat, christened the M.J. Lee. Operated by Clackamas County, the ferry is under U.S. Coast Guard regulation.

19. Clackamas County Fairgrounds. In Canby, but on county-owned land, the fairgrounds is a 40-acre site bought in 1909 from the Aaron E. Wait estate by a citizens' group of certificate buyers in the Clackamas County Fair Association. The 1908 Fair had been held on the site, under lease arrangement, after a 1907 Fair at Gladstone. County acquisition of the property from the Fair Association came in 1925 under a then-new state law. The site is on the southern border of the Issac F. Beals D.L.C., of which 409.18 acres were sold November 2, 1859, to Aaron E. Wait. Beals' claim adjoined on the south, that of Philander Lee.
20. Wait Park. The park occupies a block of land in downtown Canby (block 14 of the 1870 24-block townsite). It is named for Aaron E. Wait, Oregon's first supreme court justice (1859-1862, after statehood). Some of the lots in the block were donated, some purchased by the city, to provide the block-size park. Its development began in 1967, after the city acquired the final lot in the block, at N.W. Third Avenue and Grant Street. A \$10,000 gift from William E. and Eva Herman, plus federal funds and a smaller amount from the city, made possible the landscaping, sidewalks, and restrooms. The park was dedicated July 7, 1972, and Canby's Centennial emblem placed in bronze on the marker.
21. Philander Lee's Second House. Oldest residence in Canby and still occupied (1979) is at 494 N.E. Second Avenue. It pre-dates the City of Canby by ten years. It was built in 1860 by Philander Lee, who earlier had built a log cabin beside the spring-fed creek on what has become S.E. First Avenue, east of Canby. The 1860, two-story frame house was home for the Lee family members from 1860 until February 1978. Its original site was very near the railroad built across Baker Prairie in 1870. Warren Lee, grandson of Philander and son of Heman Lee, Canby's first (1893) Mayor, took his bride, Jane Mitts, to live in the house in 1904. Both lived out their lives there, Mrs. Lee occupying the house until her death in 1978. In 1914, Warren Lee moved the house a short distance west and a bit farther from the railroad, and set it over a potato cellar. The house was reduced to one story after its upper level was damaged by fire December 6, 1956. Now rented, the house remains in Lee ownership by Warren and Jane Lee's youngest daughter, Vesta Lee Tucker. She and her sister, Hazel Lee Jenkins, have homes nearby on the land claim which their great-grandparents settled in 1848, after crossing the plains and coming down the Columbia to Sauvie Island late in 1847. Philander Lee's third house was built in 1868, near the Philander Lee Oak Tree he planted the next year. It served 100 years before it was torn down to make way for the Package Containers Inc., plant. Most of its century it was occupied by Lee family members. Last owner was George Cattley, widower of Ora Lee Cattley, youngest daughter of Heman and Eda Tice Lee.

POLICY # 6-R: CANBY SHALL PRESERVE AND, WHERE POSSIBLE, ENCOURAGE RESTORATION OF HISTORIC SITES AND BUILDINGS.

IMPLEMENTATION MEASURES:

- A) Research the potential for the development of an ordinance for historic preservation.
- B) Identify which sites should be recorded with the State of Oregon or which should be placed on record with the Federal Government.
- C) Place special emphasis upon historically or architecturally significant structures in the development review process. It should be recognized that many of these structures were built prior to modern zoning regulations and may, therefore, require special consideration where a change in use or addition is proposed.

FINDING # 7-R

Scenic Areas:

The scenic aspects of the Canby area are very general in nature, as opposed to being able to identify specific sites. For example, Mt. Hood is visible from many areas within the city, and the surrounding farming area presents a picturesque setting of many of the residential areas. Likewise, the Mollalla and Willamette Rivers offer a wide variety of scenic amenities.

The city has an existing ordinance requiring the undergrounding of utilities in new developments, which is a positive step in helping to improve and maintain overall city aesthetics. Further aesthetic improvement could be obtained through sign control and through establishment of a design review process. Other cities in Oregon, some considerably smaller in population than Canby, have successfully implemented these types of controls. The results have generally been noticeable improvements in city appearance without creating bureaucratic problems.

POLICY # 7-R: CANBY SHALL SEEK TO IMPROVE THE OVERALL SCENIC AND AESTHETIC QUALITIES OF THE CITY.

IMPLEMENTATION MEASURES:

- A) Implement sign control regulations in Zoning Ordinance.
- B) Implement a design review process for major commercial, industrial, and multiple family residential development.
- C) Maintain and strictly enforce present standards for undergrounding utilities.

FINDING # 8-R

Open Space:

Open spaces in Canby consist of several elements. The most dominant type of open space is created by agricultural uses in and around the city. This includes pasture lands, orchards, truck farming, nursery stock, and tree farming. Of all of these, tree farming provides the most unique type of

open space. Currently there are approximately 30 acres of intense tree farming occurring within the city limits. This particular use creates extremely good open space as the operation is extremely tidy, very green, and appears, with the exception of some dust, to be fairly compatible with contiguous residential development. As noted in the Public Facilities and Services Element, this does cause some problems with interconnecting services but it still provides a valuable open space resource.

Since there appears to be a long-term commitment to this type of farming, there is no reason not to take advantage of its existence as open space. Other open space in the Canby area is provided by three city parks, a state park, public schools, the golf course, the county fairgrounds, the rivers, and respective floodplains. The parks provide open space for more active types of recreation while the river and floodplain areas provide for more passive activities.

An unusual type of open space is also created by the Southern Pacific right-of-way. Although this right-of-way creates numerous problems for the city, it does, however, create a linear kind of open space through the city and, as such, might be exploited for this value.

Since Canby still retains a great deal of its rural character due to its relatively small size and low density development, open space is not a critical need. However, as the city expands in size and development densities increase, open space is likely to grow in importance and in value. The city should, therefore, take care that quality open space is retained for future enjoyment.

POLICY # 8-R: CANBY SHALL SEEK TO PRESERVE AND MAINTAIN OPEN SPACE WHERE APPROPRIATE AND WHERE COMPATIBLE WITH OTHER LAND USES.

IMPLEMENTATION MEASURES:

- A) Revise zoning and subdivision regulations to create inducements for developers to cluster developments and preserve open space.
- B) In the development review process, encourage designs which surround hazardous or noisy areas with open space areas which can serve as buffers.

SPECIAL NOTE:

Willamette Greenway:

The Willamette Greenway does include the southern shoreline of the Willamette River on the north side of the city. However, the greenway does not extend into the urban growth boundary and, therefore, encroachment of potential urban uses should not be a problem. Furthermore, most, if not all, of the greenway is in the floodplain; and therefore, development will be restricted to comply with Federal Flood Insurance requirements.

FINDING # 9-R

Fish and Wildlife Resources:

According to an inventory and analysis conducted by the State Department of Fish and Wildlife in 1976, parts of the Canby area are significant habitat areas for fish and non-game wildlife. Of special importance are the Willamette and Molalla Rivers and their adjacent riparian environments, Spring Branch Creek and its riparian surroundings and all open space areas in and around the city. Hawks, owls, songbirds, small mammals, and various reptiles and amphibians, as well as both anadromous and fresh-water fish are considered to be resources of the Canby area.

No rare or endangered species are known to inhabit this area and no significant habitat areas have been identified for game wildlife in Canby or its urbanizable surroundings.

Without attempting to isolate individual nesting sites or other specific features, it is apparent that the city does have the capability to maintain habitat areas overall by some fairly basic actions. These include limiting development of the steep slopes adjacent to the Molalla River and preserving open space as much as possible in new developments. Encouraging tree planting and landscaping programs may also be of some help.

What this means is that the types of measures promoted elsewhere in the Comprehensive Plan to encourage clustering of buildings, meet federal air and water quality standards, and limit development in hazardous locations will have residual benefits in terms of fish and wildlife conservation.

POLICY # 9-R: CANBY SHALL ATTEMPT TO MINIMIZE THE ADVERSE IMPACTS OF NEW DEVELOPMENTS ON FISH AND WILDLIFE HABITATS.

IMPLEMENTATION MEASURES:

- A) Enforce overlay zoning of flood prone and steep slope areas to limit the densities and intensities of development in such areas.
- B) Encourage cluster developments as a means of assuring large open space areas.
- C) Assist in the enforcement of state and federal regulations governing air and water pollution.
- D) Enforce design review requirements for landscaping and tree planting.
- E) Continue to cooperate with the State Department of Fish and Wildlife in the management of fish and wildlife at the community park along the Molalla River.

HAZARDS

FINDING # 1-H

Topography and Slope:

The Canby area in general is fairly level with the overall slope falling in a northward direction toward the Willamette River. The south city limits area of Canby is at an elevation of approximately 170 feet while the north edge of the city is approximately 100 feet in elevation. The CBD area is at the 130-foot elevation.

The predominate slope in the area is three percent or less. Slopes in excess of 12 or 15 percent can be found along the east bank of the Molalla River and along some of the south bank of the Willamette River, but these constitute only a small portion of the area. Slopes of 8 to 12 percent can be found occasionally along drainage swales or in some of the subdrainage area. Overall, slope is not a problem to urbanization, although it is a constraint to urban growth along the east bank of the Molalla River where the combination of the river and bluff does form a considerable barrier.

POLICY # 1-H: CANBY SHALL RESTRICT URBANIZATION IN AREAS OF IDENTIFIED STEEP SLOPES.

IMPLEMENTATION MEASURES:

- A) Property divisions shall be regulated to prevent the creation of lots in areas which are inaccessible or unbuildable because of steep slopes.
- B) Provide the Planning Commission with the authority to require a certified statement from a registered engineer or engineering geologist prior to construction in areas of steep slopes.

FINDING # 2-H

Flood Prone Areas:

The City of Canby is surrounded on three sides by flood prone areas along the Willamette and Molalla Rivers. As a participant in the Federal Flood Insurance Program, the city is obligated to regulate development in these flood prone areas. The Federal Emergency Management Administration (FEMA) has commissioned the firm of Montgomery Engineers, Inc., to analyze and computer-map the Canby area to determine the relative flood hazards of different land elevations.

The Federal Flood Insurance Program identifies two types of flood prone areas which require special development regulations. The first is the "floodway" area which is the most hazardous area where the direct, rapidly moving, floodwaters are found. Virtually all development in the floodway area must be restricted to protect life and property. The second area, the "flood fringe" is the property outside of the floodway where some development can be allowed, provided that it is elevated above flood levels.

By participating in and meeting the requirements of the Federal Flood Insurance Program, Canby provides its residents with the opportunity to purchase federally supported flood insurance. This could be of tremendous local importance in the event of significant flooding of the sort which has occurred fairly frequently in the last 100 years.

POLICY # 2-H: CANBY SHALL CONTINUE TO PARTICIPATE IN AND SHALL ACTIVELY SUPPORT THE FEDERAL FLOOD INSURANCE PROGRAM.

IMPLEMENTATION MEASURES:

- A) Amend the Zoning Ordinance to create an overlay zone which restricts development in areas of identified flood hazards.
- B) In reviewing development proposals, prevent the creation of additional building sites in hazardous locations, encourage the clustering of development in the most appropriate locations, and require proof from a registered surveyor or engineer that proposed buildings will have habitable floor elevations at least one foot above the flood levels identified in the engineer's mapping.

FINDING # 3-H

Other Construction Limitations:

Although relatively minor when compared to other hazards, Canby does contain certain areas with physical characteristics which are likely to limit the kinds of construction which will occur there. These characteristics include: expansive soils which tend to expand when wet and contract when dry; high water tables; and excessively shallow topsoil with underlying bedrock.

Each of these conditions occurs only to a minor extent and is not considered to present a hazard to human life. Some potential does exist for minor property damage or excessive construction costs as a result of development within these areas, however. Recognizing the relatively limited extent of these conditions and the low level of risk they present, the city's approach to development of these areas will be advisory rather than regulatory. In other words, an effort will be made to advise builders and property owners of the potential hazards, but no strict regulations will be enforced unless the scope of the hazards turns out to be more serious than present information indicates.

POLICY # 3-H: CANBY SHALL SEEK TO INFORM PROPERTY OWNERS AND BUILDERS OF THE POTENTIAL RISKS ASSOCIATED WITH CONSTRUCTION IN AREAS OF EXPANSIVE SOILS, HIGH WATER TABLES, AND SHALLOW TOPSOIL.

IMPLEMENTATION MEASURES:

A) Copies of the publication "Geology and Geologic Hazards of Northwestern Clackamas County, Oregon, 1979" by the State Department of Geology and Mineral Industries will be kept on file in City Hall and made available to those who are interested.

B) If deemed necessary on a case by case basis, the Planning Commission may require developers to record a written statement disclosing to potential purchasers that their properties may be exposed to some risk because of physical construction limitations.

C) If, through the development review process, the Planning Commission finds that special conditions of approval are necessary to mitigate or minimize the risks associated with construction in such areas, the commission may impose such conditions.

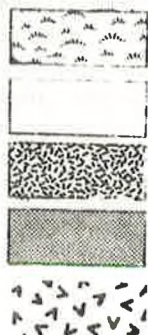
CLASS I

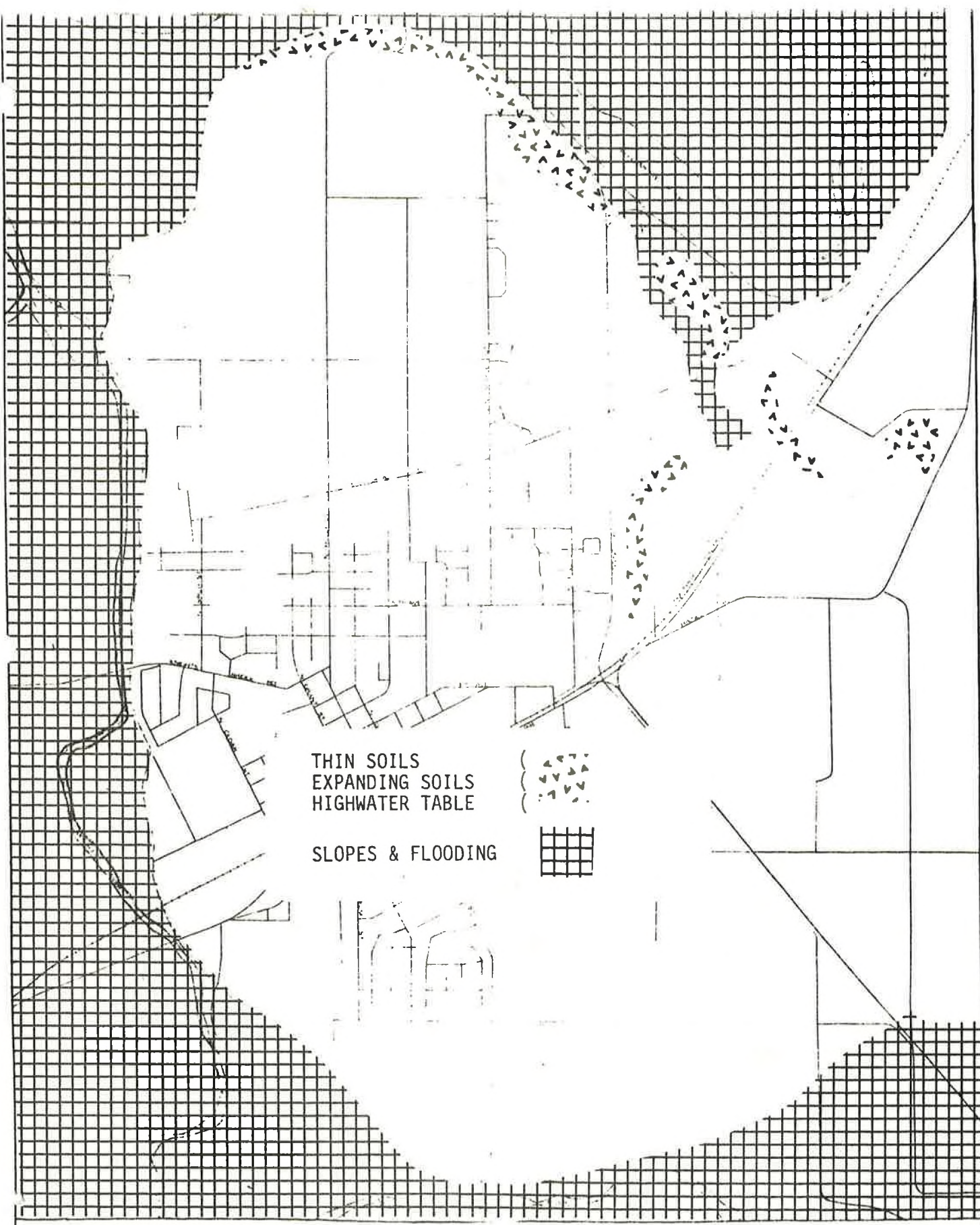
CLASS II

CLASS III

CLASS IV

CLASS V thru VIII
and RIVERS





THIN SOILS
EXPANDING SOILS
HIGHWATER TABLE

SLOPES & FLOODING



TRANSPORTATION ELEMENT

GOAL: TO DEVELOP AND MAINTAIN A TRANSPORTATION SYSTEM WHICH IS SAFE, CONVENIENT AND ECONOMICAL

BACKGROUND

Transportation is of concern in Canby's future in two equally important ways. First, Canby's access to surrounding urban areas and the world outside the city limits is important in terms of the movement of goods, services, and people. Second, transportation networks within the city will become increasingly important in terms of efficiency, convenience, and safety as Canby continues to grow.

This means that the Transportation Element must address both aspects of local transportation: those within the city and those connecting Canby with the outside world.

In considering Canby's situation from a regional perspective, the shortage and high cost of gasoline and diesel fuels are major factors. Canby relies heavily on the greater Portland and Salem urban areas for employment, goods, and services. The major transportation network connecting these areas is the State Highway system. Rail transportation is also very significant in Canby, but it too relies upon diesel fuel and it has limited potential for commuter service in the foreseeable future.

The gas crunch has forced nearly everyone to reevaluate their transportation policies and systems. While the automobile and the truck will probably continue to be the main forms of transportation for passengers and goods, mass transit, walking, bicycles and other forms of transportation will take on much more important roles. This will mean: (1) a reevaluation of the role that mass transit plays; (2) the need to develop a self-sufficiency in terms of employment and housing to reduce commuter trips; (3) land uses will have to be concentrated so that shorter trips are necessary; (4) more emphasis will need to be given to bike and pedestrian routes and other alternative forms of transportation.

Canby is fortunate in that it is relatively close to a freeway (I-5) and a navigable river (Willamette). The Willamette has been used in the past for transportation and may play an increasingly important role in the transport of goods. The rail line through the center of town is often an inconvenience to residents of the city, but in view of changing transportation needs, it could become a distinct advantage.

On January 18, 1977, the Oregon Transportation Commission adopted Oregon Transportation Policy 1977. The first policy is as follows: "Policy IA. Department will make a maximum effort to protect and maintain the existing state highway, airport and park systems so as to retain operating conditions that will not be detrimental to the economy of the community and the public well being. This will not exclude consideration of new facilities and services if evaluation of total benefits and costs show that such improvements meet the public need." The obvious thrust of the policy is that the State

will fund new facilities only if the need is extreme and can be demonstrated sufficiently. This means that Canby will have to do all it can to solve its own problems without relying on state financial assistance. Federal transportation funds are similarly in short supply. (For a more thorough analysis of Canby's funding alternatives see the PUBLIC FACILITIES AND SERVICES ELEMENT).

As is evident throughout the Comprehensive Plan, Canby is a community with definite plans for its future. Moreover, Canby is working to expand housing opportunities, to encourage industrial development, and to provide public facilities and services which keep pace with growth. All of these planning efforts necessitate improvements in the city's transportation systems. The improvements range from the removal of barriers in the sidewalk system to the construction of entirely new arterial roads. The tasks outlined in this Element range from actual physical improvements to political support for regional transportation policies. All of these diverse things have a direct bearing on Canby's future growth potential.

At the time this planning process was begun it was anticipated that a community-wide traffic study, funded jointly by the city and the State, would be completed in time for inclusion in the Comprehensive Plan. Unfortunately, work on that study has not yet (as of January, 1980) been completed. If the completed traffic study indicates any errors in the Transportation Element, appropriate revisions should be undertaken at that time. If not, the recommendations of the traffic study should be included in the Capital Improvement Program which is developed to implement the Transportation Element.

In the review of preliminary drafts of the Transportation Element it was recognized that the various policies and implementation strategies are primarily geared to basic level improvements to, or maintenance of, the transportation systems. It should be noted, however, that more innovative improvements or designs may actually be warranted. Such things as a complete loop road surrounding the city or a realignment of Highway 99E may someday become feasible.

It is not the intention of the city in adopting this Transportation Element to discourage such innovative lines of thinking. Nor is it our intention to preclude approaches to transportation which go beyond the topics covered here. Rather, the contents of the Transportation Element should be viewed as the minimum acceptable plan to accommodate the transportation needs of an eventual community of 25,000 persons.

FINDING # 1

In order to meet anticipated increases in traffic counts and to accommodate heavier truck usage in commercial and industrial areas, certain streets will require major upgrading. Some of the streets (e.g. N. Redwood St.) do not necessitate immediate concern because they do not yet carry heavy traffic loads. Others, notably S. Ivy and S. Elm Streets, warrant immediate action to rectify an already bad traffic situation.

POLICY # 1: CANBY SHALL PROVIDE THE NECESSARY IMPROVEMENTS TO CITY STREETS, IN AN EFFORT TO KEEP PACE WITH GROWTH

IMPLEMENTATION MEASURES:

A) Adopt and prioritize as part of the city's overall Capital Improvement Program, the following list of streets for major upgrading and improvements:

- 1) N. and S. Ivy Sts.
- 2) S. Elm St.
- 3) S.E. Township Rd.
- 4) N.E. and N.W. Territorial Rd.
- 5) N. Pine St.
- 6) S. Locust St.
- 7) N.E. and N.W. 3rd Ave.
- 8) N.E. and N.W. 10th Ave. (east of N. Locust)
- 9) N. Maple St. (north of N. 10th)
- 10) N. Redwood St. (north of N. 10th)
- 11) S.E. 13th Ave.
- 12) N. Holly St. (north of Territorial)
- 13) N.E. 4th Ave.

(NOTE: Unless otherwise specified, improvements to include entire length.)

B) Continue the present system of maintaining other city streets on the basis of severity of condition and amount of use received.

C) Encourage property owners to form Local Improvement Districts for the purpose of upgrading roads, whether or not they are part of the prioritized list. If funding constraints develop, following the priorities established in the Capital Improvement Program.

D) City engineering staff shall set about to establish grades and conduct the other necessary preliminary surveying and engineering to allow for the improvement of all streets in Canby.

E) Utilize the provisions of the Zoning and Subdivision Ordinances to prevent the creation of dead-end streets which do not have adequate turnaround facilities.

FINDING # 2

Canby has been relatively fortunate, thusfar, in that new streets of adequate quality have generally been constructed to meet the community's growth needs. Such roads have usually been constructed by developers, often at the insistence of the City Planning Commission or City Council. Canby is now reaching the point, however, where major new roads (collectors and arterials) are needed. This is especially evident on the south side of town where S. Ivy Street is already overburdened, serving as a main arterial all the way to

the Molalla area. Some of the areas needing new roads are only sparsely developed at this time. These roads are needed, however, because of the density or intensity of development which is planned to occur there over time. In some cases, the entire development potential of large tracts of land will be limited until adequate new roads are constructed. This is especially true of the areas planned for residential growth on the south side of town and the proposed industrial area to the southeast of town.

POLICY # 2: CANBY SHALL WORK COOPERATIVELY WITH DEVELOPERS TO ASSURE THAT NEW STREETS ARE CONSTRUCTED IN A TIMELY FASHION TO MEET THE CITY'S GROTH NEEDS

IMPLEMENTATION MEASURES:

A) Adopt and prioritize, as part of the city's overall Capital Improvement Program, the following list of major new streets to be constructed:

- 1) S. Pine extension from Highway 99E to S.E. 13th Ave,
- 2) S. Redwood extension from Highway 99E and/or Haines Rd, generally parallel with the Molalla Forest Rd,
- 3) S.W. 13th Ave. extension to connect with S.W. Berg Parkway
- 4) Extension of S.W. Berg Parkway across planned overpass to connect with N.W. Baker Dr.
- 5) N.E. 2nd Ave. extension to connect with N.E. 4th Ave. near the Fairgrounds

B) Encourage property owners to form Local Improvement Districts for the purpose of constructing city streets, whether or not they are part of the prioritized list. If funding constraints develop, however, it may be necessary to limit L.I.D.'s to follow the priorities established in the Capital Improvement Program.

C) Utilize any and all feasible means (as outlined in the PUBLIC FACILITIES AND SERVICES ELEMENT) to finance the construction of new roads and other transportation services. Utilize the flexibility of different funding methods, combinations of funding methods, and creative methods of assessment to assure that the costs of needed improvements are shared by all benefitted parties.

D) City engineering and planning staff will study alternative road alignments and conduct other necessary studies for the City Council's ultimate adoption. Upon adoption, the provisions of the Zoning Ordinance will be utilized to prevent the construction of any structures which would hinder the later development of the road. Copies of such adopted road alignments shall be forwarded to Clackamas County for all unincorporated areas; requesting that they likewise limit new construction which would conflict with planned road alignments.

E) In new developments, reduce the required standard residential street right-of-way width from 60 to 50 feet unless the additional width is needed for bike lane purposes. Additional easement widths may be required, but the reduction in right-of-way widths should provide more design flexibility for builders.

FINDING # 3

Intersections are often overlooked in the process of transportation planning. They are critical in terms of both efficiency and safety, however. The best improved road surface and most logical road alignment are of no value if they are served by unsafe or poorly designed signals. Canby has a number of intersections which either presently are, or could become, trouble spots in terms of safety and convenience. Rectifying these intersection problems is every bit as important as upgrading our poorer streets and constructing new major roads.

POLICY # 3: CANBY SHALL ATTEMPT TO IMPROVE ITS PROBLEM INTERSECTIONS, IN KEEPING WITH ITS POLICIES FOR UPGRADING OR NEW CONSTRUCTION OF ROADS

IMPLEMENTATION MEASURES:

A) Include within the Capital Improvements Program, in an order based upon the priorities established for road upgrading and/or new construction, the following list of intersections needing major improvements:

- 1) Ivy St. and Highway 99E
- 2) Pine St. and Highway 99E
- 3) Redwood St/Haines Rd. and Highway 99E
- 4) Territorial Rd. and Highway 99E
- 5) S.W. Berg Parkway and Highway 99E (assuming that an overpass is to be constructed in this area).
- 6) Township Rd. and the railroad crossing

B) City engineering, planning and police staffs shall develop alternative improvement plans for consideration by the City Council. After approval by the City Council the improvement plans for each intersection shall be included within the overall Capital Improvement Program.

C) City police staff will begin filing copies of each accident report with the public works staff who will plot each accident on a base map kept for this purpose. The nature and location of repeated accidents shall be considered in future Capital Improvement Programing.

FINDING # 4

Sidewalks are a critical part of a community's overall transportation system. Areas without adequate sidewalks tend to have higher rates of auto/pedestrian accidents and lower property values. Canby is known to have relatively high percentages of residents who are elderly and residents who are children;

both are major users of sidewalks. Unfortunately, Canby's existing sidewalk system is inadequate for a variety of reasons. Many areas have no sidewalks at all. Others have sidewalks which are misaligned, poorly constructed, or blocked by barriers such as trees, power poles, fire hydrants. Only recently has the city budgeted funds for sidewalk development, relying in the past on individual developers or Local Improvement Districts. Recognizing the need to shift priorities away from automobile usage, however, the city has begun to provide funds which can be used as "seed money" to stimulate investment in sidewalk construction. The city has also recognized that developers can be required to construct needed sidewalks along with other improvements.

POLICY # 4: CANBY SHALL WORK TO PROVIDE AN ADEQUATE SIDEWALK AND PEDESTRIAN PATHWAY SYSTEM TO SERVE ALL RESIDENTS.

IMPLEMENTATION MEASURES:

- A) Include in the overall Capital Improvement Program a master plan of sidewalk development which identifies those areas which are most in need of sidewalks.
- B) Actively promote the formation of Local Improvement Districts for sidewalk improvement. Recognizing that sidewalks provide benefits to the entire neighborhood, the city will employ unique assessment methods, if necessary, or otherwise stimulate the financing of LID's for sidewalk construction.
- C) The standard city policy of requiring the support of the majority of property owners in an LID may be reduced to the legal limit of only 1/3 of the property owners where the LID is intended to provide sidewalk improvements.
- D) Allow for increased flexibility in sidewalk design, having sidewalks go around obstacles such as large trees and allowing sidewalks to be located on special easements (rather than in the street right-of-way) where necessary.
- E) Amend the Zoning and Subdivision Ordinances to require the construction of sidewalks in commercial areas whenever new construction or significant remodeling occurs. Sidewalks are also to be required in all new residential subdivisions.
- F) Prepare a sidewalk master plan in conjunction with street and bicycle plans to serve as the basis of future requirements for sidewalk construction. Such future requirements may include a specification that sidewalks are to be constructed whenever new construction or significant remodeling of structures occurs along selected streets.

FINDING # 5

The prospect of constructing some form of overpass or underpass, as an alternative to crossing the railroad tracks, has long been the subject of discussion in Canby. It is not merely a matter of convenience, however, as

basic public safety is involved. As was discussed in the Public Facilities and Services Element, both sides of the railroad tracks face reduced emergency response capabilities with the police station on the north side of the tracks and the ambulance and fire station located on the south. This means that essential emergency services can become unavailable from one side of town to the other, at any given time of the day or night.

Realistically, though, it is acknowledged that the construction of a functional overpass or underpass would be an extremely costly project. To bring such a project to reality would require the strong support of the city taxpayers, the State Department of Transportation and the Southern Pacific Railroad Company. Interim measures are put forth in the Public Facilities and Services Element in order to assure adequate emergency services on a short-term basis. It must be recognized that a long-term solution to this transportation problem will only exist when some sort of underpass or overpass has been constructed at a convenient location in the city.

POLICY # 5: CANBY SHALL ACTIVELY WORK TOWARDS THE CONSTRUCTION OF A FUNCTIONAL OVERPASS OR UNDERPASS TO ALLOW FOR TRAFFIC MOVEMENT BETWEEN THE NORTH AND SOUTH SIDE OF TOWN

IMPLEMENTATION MEASURES:

- A) Include the project within the overall Capital Improvement Program. Engineering staff to include an analysis of alternative locations and basic designs within the Capital Improvement Program.
- B) After adoption of the Capital Improvement Program by the City Council, the city will begin to seek state and federal grant assistance for preliminary engineering, property acquisition and eventual construction of the overpass or underpass.
- C) In recognition of the community-wide significance of such a facility, the city may utilize the option of general obligation bond funding to finance all or part of this project.

FINDING # 6

The existing "truck route" system through Canby was apparently never formally adopted by ordinance, although it has been generally accepted by the motor-ing public. In order to make the truck route system enforceable, and thereby, to improve the safety and efficiency of streets which were not intended for use by heavy trucks, the truck route system must be officially adopted in ordinance form.

POLICY # 6: CANBY SHALL ESTABLISH AND PERIODICALLY UPDATE AN OFFICIAL TRUCK ROUTE SYSTEM THROUGH THE CITY

IMPLEMENTATION MEASURES:

- A) Adopt an ordinance which officially designates Canby's truck routes.

- B) Review the truck route system for possible amendments after the completion of the traffic study and after any subsequently developed information becomes available.

FINDING # 7

Over the course of the past 15 years, or so, the Canby Planning Commission and City Council have worked towards the prevention of traffic obstructions in the design of new developments. They have strived to prevent the construction of dead-end streets without adequate turnarounds and they have generally prevented the development of "half street" improvements which do not provide for adequate access. It is now appropriate to formalize such established policies by specifically addressing them in the Comprehensive Plan.

POLICY # 7: CANBY SHALL CONTINUE IN ITS EFFORTS TO ASSURE THAT ALL NEW DEVELOPMENTS PROVIDE ADEQUATE ACCESS FOR EMERGENCY RESPONSE VEHICLES AND FOR THE SAFETY AND CONVENIENCE OF THE GENERAL PUBLIC

IMPLEMENTATION MEASURES:

- A) Amend the Subdivision and Zoning Ordinances, as necessary, to assure that every dead-end street is provided with an adequate turnaround area. Temporary turnarounds may be utilized, but the Planning Commission may impose the necessary requirements to assure that such temporary dead-ends can, and will, be eventually continued on.
- B) Amend the Subdivision Ordinance to prevent "half street" developments. The Planning Commission should retain some discretion to set specific conditions of approval on a case by case basis, but not to the extent that access is impaired.
- C) Amend the Subdivision and Zoning Ordinances to set standards for flaglots and access to multiple family developments, such that the number of units permitted will relate directly to the adequacy of access.
- D) In reviewing development proposals, assure that access is adequate but discourage unnecessary traffic through residential neighborhoods. Close coordination will be maintained between the circulation patterns of new developments and the density, intensity, and design of the proposed land use.
- E) Amend the Zoning and Subdivision Ordinances to require developers who propose to block the logical extension of a public street to prove that such a street extension is not needed or that some other reasonable street alignment is still feasible.

FINDING # 8

In recent years, bicycles have come to be recognized as a legitimate transportation alternative to the personal automobile. They are no longer con-

sidered to be for recreational purposes only. Statistics show that an increasing number of vacationers and other long distance travelers are choosing the bicycle as their mode of transport. Canby has done little in the way of bikeway planning in the past, largely because of the relatively low traffic volumes on city streets. Bicyclists have generally been able to use the streets without conflicts with motorized vehicles. In fact, even such low speed vehicles as electric golf carts and garden tractors are known to utilize Canby's street systems with no apparent conflicts. Unfortunately, the city's traffic volumes will tend to increase as the city continues to grow. This means that the city must work to provide safe, sensible bicycle lanes or paths (and, perhaps, special areas for other slow moving alternative vehicles) as a part of the overall transportation planning effort.

POLICY # 8: CANBY SHALL PROVIDE APPROPRIATE FACILITIES FOR BICYCLES AND, IF FOUND TO BE NEEDED, FOR OTHER SLOW MOVING, ENERGY EFFICIENT VEHICLES

IMPLEMENTATION MEASURES:

- A) Amend the Subdivision and Zoning Ordinances to require developers to provide sufficient right-of-way, and physical improvements, to allow for bike paths along roadways.
- B) Increase public awareness of the fact that drivers are expected to share city streets with bicyclists.
- C) Strictly enforce traffic regulations affecting both cyclists and drivers.
- D) Work with Clackamas County and the State of Oregon in efforts to connect Canby's bicycle planning with that done for the entire region.
- E) Include within the overall Capital Improvement Program a master plan for bicycle path development which indentifies those routes where bike paths are most needed.

FINDING # 9

Much of Canby's history revolves around the railroad. Southern Pacific tracks virtually divide the city's total planning area in half. The inconvenience and emergency response limitations imposed by this situation are discussed elsewhere in the Transportation Element. It is important to note, however, that the community's access to the rail lines could be of major benefit as Canby continues to grow. This is especially true where Canby will be competing against other communities for industrial development. Review of the Land Use Element clearly indicates Canby's intentions to maximize the use of the existing rail lines and to increase the use of the "Mollalla Spur." In order to bring these things about, the city will have to work closely with the Southern Pacific Company and with the State Division of Highways to prevent conflicts between motor vehicles and trains.

POLICY # 9: CANBY SHALL WORK COOPERATIVELY WITH THE STATE DEPARTMENT OF TRANSPORTATION AND THE SOUTHERN PACIFIC RAILROAD COMPANY IN ORDER TO ASSURE THE SAFE UTILIZATION OF THE RAIL FACILITIES

IMPLEMENTATION MEASURES:

- A) Seek improvements to the warning devices at the following rail crossings:
- 1) Highway 99E and "Molalla Spur"
 - 2) N. Redwood St. and Southern Pacific Line
 - 3) N.E. Territorial Rd. and Southern Pacific Line
 - 4) Township Rd. and "Molalla Spur"
- B) Attempt to develop a communication system which will allow railroad personnel to notify the city's police and fire dispatchers directly, when they are about to block a major crossing point. This would allow emergency vehicles to chart an alternative course and avoid blocked intersections. This could be especially important where a train has blocked traffic on Highway 99E.
- C) When reviewing proposed industrial developments along rail lines, require appropriate site planning to allow for rail service without blocking motor vehicle traffic.

FINDING # 10

There is no Canby Airport, per se, but there are several small landing strips, the Aurora Airport and the Mulino Airport, now scheduled for expansion by the Port of Portland, within a few miles of the city. No landing strips are planned for inclusion within Canby's Urban Growth Boundary, so no special land use precautions are necessary to prevent flight path obstructions. Surrounding airports and landing strips do have an effect on the city's growth, however, because of the demand for air service by both private residents and businesses.

The number of private individuals who are learning to pilot small aircraft has increased dramatically in recent years. The State Division of Aeronautics has indicated a need to supply more small airport facilities, statewide, to meet the increasing demand.

Many industries, particularly those which are part of large corporations having other offices elsewhere, attempt to find developable sites in close proximity to an airport. Often, they utilize air service to transport their staff persons rather than goods. As the city attempts to diversify its local industrial base, the easy access to the Aurora and Mulino Airports could be of some importance. Plans to expand and upgrade these airports could be of special significance.

POLICY # 10: CANBY SHALL SUPPORT EFFORTS TO IMPROVE AND EXPAND NEARBY AIR TRANSPORT FACILITIES

IMPLEMENTATION MEASURES:

- A) Notify the Federal Aviation Agency and the State Division of Aeronautics of Canby's recognition of the need for, and support of, improvements to nearby airports, heliports and landing strips.
- B) Place special emphasis upon support for expansion of airports where Canby can expect to derive economic benefits from such improvements.

FINDING # 11

The concept of having some form of "mass transit" serving a small city seems, on the surface, to be economically unfeasible. A rapidly growing small city adjacent to two large metropolitan centers must look beyond the present commuter trend, however, to a time when other forms of transit will be needed to replace the private auto. This is precisely the situation which Canby now faces. Tri-Met Bus Service presently offers 17 trips per day; connecting Canby with the greater Portland area by way of either Oregon City or Wilsonville. Greyhound also provides some service to either Portland or Salem on a daily basis. Unfortunately, neither is a convenient alternative for most commuters because of the infrequency of departures and the relatively long travel time.

Canby also lacks any sort of intra-city transit system. The city has a franchise relationship with the Canby Taxi Company, but the high costs of fuel and overhead render the taxi as an unsuitable form of transit for many local residents. The local "Loaves and Fishes" program provides for some of the transportation needs of local elderly persons, using vans provided by the city. This service cannot meet all of the needs of the elderly, and cannot, therefore, be expected to meet the needs of other transportationally disadvantaged residents. As with some other public services, Canby simply does not appear to be large enough to support a commercial intra-city transit system at this time. This issue, like some others, should be given increasing consideration as the community continues to grow. Canby should certainly be able to support some form of intra-city transit system well before reaching the 25,000 population mark.

POLICY # 11: CANBY SHALL WORK TO EXPAND MASS TRANSIT OPPORTUNITIES ON BOTH A REGIONAL AND AN INTRA-CITY BASIS

IMPLEMENTATION MEASURES:

- A) The City Council and city staff will begin to work more closely with representatives of Tri-Met, to make sure that Canby's growing needs are understood and adequately addressed by that regional transportation agency.
- B) Continue to support the efforts of "Loaves and Fishes" in providing transportation for the elderly.

- C) Support the efforts of any other reputable organization to supply transportation services to the handicapped.
- D) The City Planner will play the role of liaison with other agencies and other communities engaged in supplying mass transit.
- E) As a means of demonstrating the city's concern for efficient transportation alternatives, have staff people establish and coordinate a carpool/vanpool system for people who would otherwise be commuting to work in Portland or Salem.

FINDING # 12

The Willamette River is a well known environmental and recreational resource, but it is also a significant transportation resource. Its future value in transporting people is uncertain at this time, but it is already very important for transporting logs from Canby to Oregon City for processing. Canby's city limits do not include any portion of the river, but the city should be involved in plans and development proposals which may occur at the County, regional, or State level.

POLICY # 12: CANBY SHALL WORK WITH PRIVATE DEVELOPERS AND PUBLIC AGENCIES IN THE INTEREST OF MAINTAINING THE TRANSPORTATION SIGNIFICANCE AS WELL AS ENVIRONMENTAL AND RECREATIONAL SIGNIFICANCE OF THE WILLAMETTE RIVER.

IMPLEMENTATION MEASURES:

- A) Contact the Port of Portland, Clackamas County, the Metropolitan Service District, and the various State agencies which have jurisdiction over the river, requesting that the city be notified of, and given the opportunity to comment on, any development or utilization proposals affecting the area between Wilsonville and Oregon City.

FINDING # 13

In spite of all the other forms of transportation discussed in this Element, none have had a greater impact on the city's growth than the State Highway System. Improvements made in recent years to Highway 99E and more importantly, Interstate 5, have made Canby more accessible to commuters.

A recent reworking of Highway 99E through the city has provided a continuous left-turn "refuge", thereby improving access to the businesses situated along the route. Unfortunately, street parking along the Highway had to be sacrificed to make that possible.

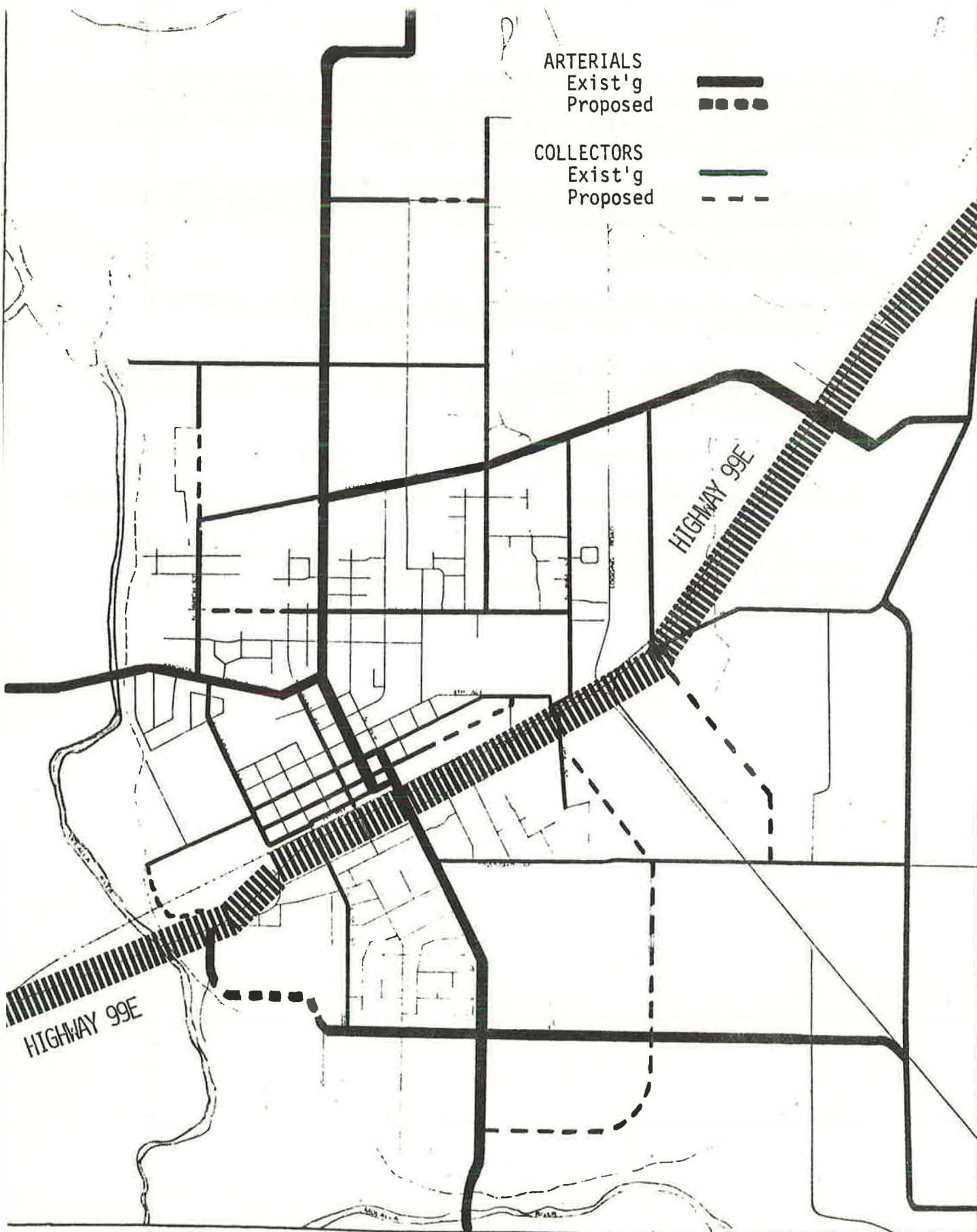
The various County roads connecting Canby with Interstate 5 are of extreme importance to the city. The route followed by most people is: west on Knights Bridge Road to Arndt Road; Arndt Road to the Wilsonville/Hubbard Cutoff; and then along that route to the freeway. Another route which is often taken (actually the preferred truck route) is: southwest on Highway 99E to Barlow; north on Barlow Road to Arndt Road; and then along the path

described above to the freeway. Most people traveling to Salem appear to take Highway 99E to Aurora and head due west to the freeway from there. Each of these routes connecting Canby with Interstate 5 will be of increasing importance to the city as it continues to grow.

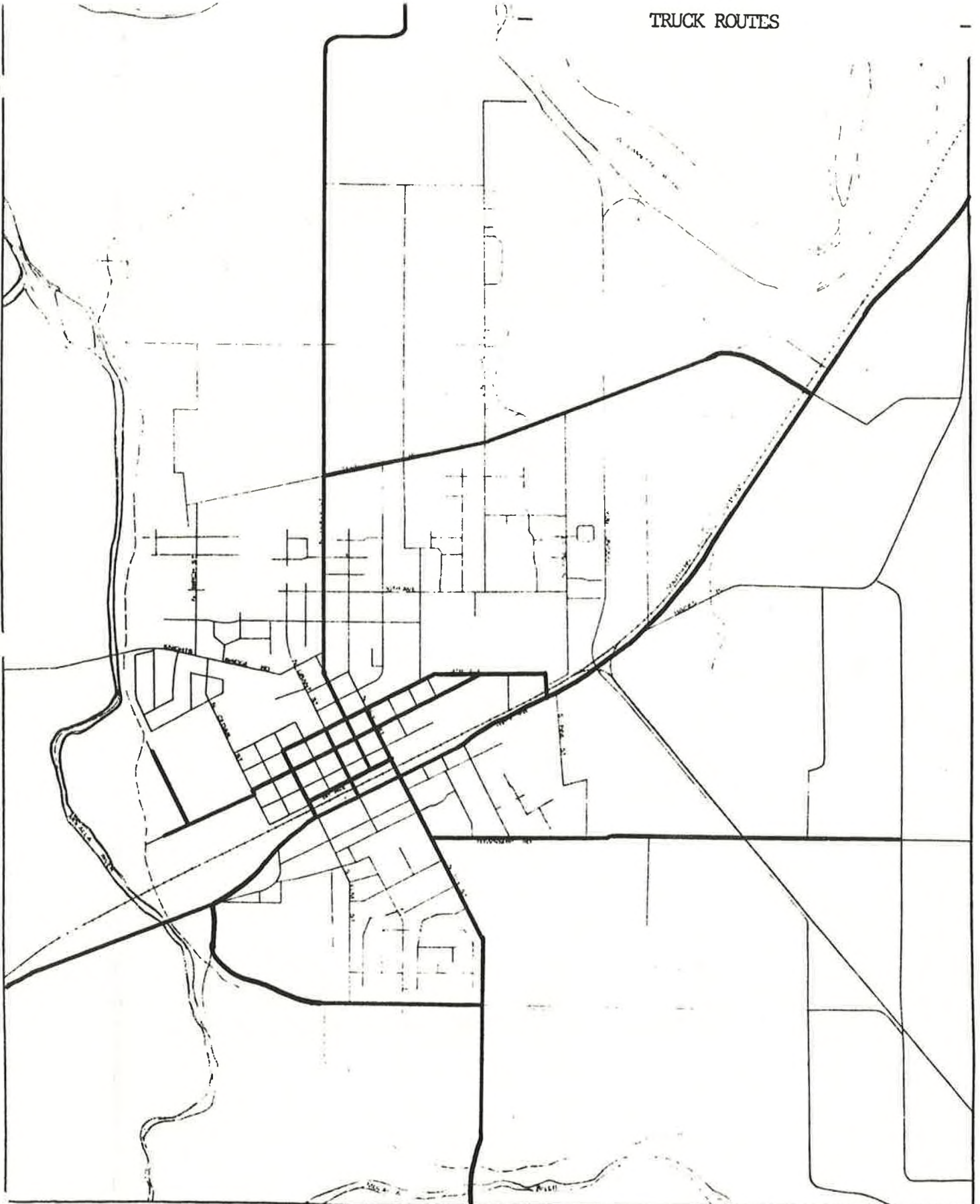
POLICY # 13: CANBY SHALL ACTIVELY PROMOTE IMPROVEMENTS TO STATE HIGHWAYS AND CONNECTING COUNTY ROADS WHICH AFFECT ACCESS TO THE CITY

IMPLEMENTATION MEASURES:

- A) Work with the State Division of Highways in setting priorities for improvements and lobby for adequate maintenance.
- B) Contact the road departments of both Clackamas and Marion County requesting information on forthcoming plans to improve any of the three major routes connecting Canby and I-5.
- C) Amend the Zoning Ordinance to establish site planning standards and criteria for access to Highway 99E as a means of avoiding the sort of strip commercial problems common to 82nd Avenue in Southeast Portland.
- D) Encourage planned unit developments along Highway 99E as a method of resolving access problems and preventing the visual blight which often results from strip commercial developments.



TRUCK ROUTES



CITY OF CANBY



PUBLIC FACILITIES AND SERVICES ELEMENT

GOAL: TO ASSURE THE PROVISION OF A FULL RANGE OF PUBLIC FACILITIES AND SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY

BACKGROUND

The Public Facilities and Services Element of the Plan may be regarded as the real backbone of the whole City Planning process. This is because of the critical relationship between the adequacy of public facilities and services and the rate of community growth. Bluntly, if a city cannot provide adequate services and facilities, that city should not continue to grow.

In light of the extremely rapid growth rate experienced by Canby over the last 20 years, this community has been very successful in its efforts to adequately provide services and facilities. The community's ability to continue this trend will have a direct bearing on future growth. This will be stressed in the near future as funding is considered for school expansions, sewage treatment plant improvements, and routine expansions of virtually all other public facilities. It should also be noted that the community's public facilities and services are not all provided by the city. The State, the County, the Fire District, two School Districts, and private non-profit groups are also directly involved.

In order to be valid and usable, it is critical that this Plan Element be reasonable in its scope. It has been a common practice in far too many community plans to turn the "Facilities and Services Element" into no more than a "wish list" of improvements which will never actually be funded. This Public Facilities and Services Element is intended to realistically delineate the improvements which will be needed to accommodate the level of growth forecasted in the Plan (i.e., an eventual city population of approximately 25,000). It is recognized that in order to accommodate this population, more than three times the present city population, Canby will have to constantly strive to upgrade existing facilities and services while also finding new and, perhaps, innovative methods of meeting ever-increasing demands.

Another facet of providing services and facilities to a growing population is the fact that demand often increases at a faster rate than the population growth. In other words, a population growth rate of 6% may actually result in an increase of 8 or 10%, or more, in water consumption, electrical consumption, etc. It can be hoped that increased awareness of America's traditionally overly consumptive behavior will result in some changes in coming years, but it is difficult to be optimistic on this subject in light of historic trends.

The topic "Public Facilities and Services" obviously covers a wide array of different things. Everything from public schools to police protection to electrical service is included. It is important to realize, however, that the expansion of different types of facilities and services requires different

techniques. For instance, the construction of a new elementary school is the responsibility of all of the taxpayers of the school district, but the construction of new water or sewer lines to serve a particular neighborhood should be paid for primarily by people of that neighborhood.

There are several different methods of financing public improvements, but certain methods can only be used for certain types of improvements. The most commonly utilized financing methods are the following:

ANNUAL BUDGETING - Funds for some improvements may simply be included in the annual budget of the city or special district. Unfortunately, it is virtually impossible to fund major projects through the conventional fiscal budget process.

GENERAL OBLIGATION BONDING - This is the usual method of deriving funds for a major project. It involves a vote of all of the citizens of the district or city, to see if they are willing to indebt themselves for a long period of time. Canby's water facility improvement project has been funded in this way.

REVENUE BONDING - Where a given facility or service needing improvements is itself a money-making entity, revenue bonds can be sold to make the improvements. The bonds are later retired through the money coming in from the facility or service. Recreation facilities where admission is charged and similar money-making activities may utilize the revenue bond method of financing.

BANCROFT BONDING - This method of funding is best where the desired improvement is to benefit only a portion of the community. It allows the property owners of that area to indebt themselves at relatively low interest for a long period of time. This process, with the resulting benefitted areas known as special assessment districts or local improvement districts, can play a major part in the development of such city facilities as streets, sidewalks, and sewer or water lines. Where the needed improvements will clearly be of benefit to the whole community, the city can contribute to the financing and reduce the amount paid by individual property owners.

SPECIAL LEVIES - This is a system which is already in common usage. It involves the vote of the entire community to exceed the statutorily allowed 6% limitation of the tax base. It allows the voters to approve funding of a special project or projects for that particular fiscal year.

SERIAL OR CONTINUING LEVIES - This is similar to a Special Levy, but it may be utilized for a period of up to 10 years.

SPECIAL FEES, CHARGES, OR TAXES - These include such things as annexation fees, systems development charges, real estate sales taxes and utility connection fees. These various financing tools have different values depending upon how they are used. If used improperly, they may not even be legal, but if used appropriately they can help to assure that community costs are paid by those who necessitate the costs. In other words, they can be used to improve the fairness of the fees and taxes charged by the community.

EXACTIONS - Often labeled "legalized blackmail," the exaction method is now in fairly common usage. It involves requiring a developer to dedicate land for some public purpose (usually road right-of-way) as a condition of approving some sort of development application. In recent years, some communities have even gone to the extent of requiring developers to pay a fee in lieu of dedicating land. Such regulations must be carefully drawn and administered to be legal.

Tax Increment Financing - Although primarily a tool for redeveloping depressed areas, tax increment financing could be used for special capital improvement projects such as Industrial Park improvements. A special taxing district is formed and property taxes in excess of the specified base amount are used to cover the costs of improvements. This system is most successful where improvement work and resulting development/redevelopment spurs an increase in valuation, thereby increasing the tax revenues.

As the city continues to grow, the demand for different public facilities and services will grow. The city, and other related service-providing entities, will have to be creative in their approach to funding, using all possible means of assuring that adequate services are provided.

Contrary to commonly held beliefs, growth and development are not necessarily financially rewarding for a community. While it is true that such costs as taxes are spread among a wider group of taxpayers, the community's costs in providing facilities and services often increase beyond the amount of new revenue generated. This will be especially true in Canby's case because growth is now occurring away from the established core area of the community, in areas which do not already have adequate roads or utility lines. This trend will also be significant for the school districts because new sites for future school construction will have to be acquired in areas which are presently unincorporated. The established schools and recreation facilities within the city will not be sufficient in the face of continued population growth, and new sites in more outlying urbanizable areas will be needed.

The City of Canby has historically taken a strong stand requiring developers to construct the various public facilities needed to support their proposed developments. With some notable exceptions, the city has been fairly successful in this vein. Unfortunately, this process can create a situation which is inherently unfair. That is, when one developer pays for and installs improvements to serve one side of a given road, the property owners on the other side of the road can generally take advantage of those improvements without bearing any of the costs. This will happen with increasing frequency in the future if remedial steps are not taken.

The city attempted to deal with this problem in the past by the use of a "Reimbursement Ordinance" which required one property owner to reimburse another for improvements costs. Unfortunately, this system failed to work adequately and the ordinance was later repealed, leaving in its wake many unhappy property owners.

More recently it has become apparent that, through the use of Local Improvement Districts (LID's), the city may be able to oversee the sharing of improvement costs between property owners. This is because the City Council actually determines the amount of assessment to be charged against benefitted

properties within the LID. The City Council has the legal authority to create an LID and assess the benefitted properties, even if the majority of the property owners object. Politically, of course, such a thing is not very likely to happen unless some overwhelming community benefit could be shown. Still, the use of LID's could be very helpful where it is simply a matter of assuring that one property owner does not reap a windfall profit from the expense and efforts of other property owners in the area.

Other methods besides the formation of an LID might also be utilized to serve the same purpose. The city might modify its fee schedule for annexations and various utility connections, requiring a higher fee from property owners who have benefitted from prior improvement work of other property owners. If such a reimbursement system is not found to be administratively possible, the extra fees could be channeled into a city fund to be used to stimulate the creation of Local Improvement Districts. In this way, at least, the city would be working towards improving the process in the future.

Another method which could be used on a limited basis involves the alignment and construction of new roads and the utilities within the road right-of-way. Where a developer proposes to undertake such construction, and the overall shape of adjacent properties will allow it, the city may authorize the developer to align the road such that neighboring properties are prevented from having road frontage. When those adjacent owners choose to develop their properties and utilize the road and its utilities, they would have to reimburse the previous developers or subsequent property owners. This system too could be difficult to administer, would require a carefully worded city ordinance, and would only be helpful in certain unique cases.

There are a variety of ways through which the city might be able to increase the fairness of improvement costs. As time goes on the city will have to try different methods creatively, always trying to improve the process.

The following background information is provided to help familiarize the user of the Comprehensive Plan with some of the various entities providing public services and facilities in Canby.

SCHOOL DISTRICT # 86 - This is the Elementary School District. It provides educational services to a total of 53 square miles, including over 10,500 total residents. At the present time there are approximately 2,000 students served by the district. District #86 Schools in the city include William Knight Elementary, Howard Eccles Elementary, and Philander Lee Elementary Schools and the Ackerman Junior High School (7th and 8th grades). There are no other public elementary schools within the urbanizable area of Canby and it is obvious that additional school sites will be needed in the future years. Based upon an analysis of the Land Use Map, it is evident that additional schools will be needed in the areas northwest and northeast of the present city limits. District #86 already operates on a 12 month schedule for students through the sixth grade, indicating that existing school facilities are being operated so as to maximize efficiency. Also, the district has added classrooms and other facilities to the existing schools in an effort to delay the need to construct additional schools at other locations.

SCHOOL DISTRICT #1 - This is the High School District. It serves a total area of approximately 84 square miles, with about 16,500 total residents. At the present time there are approximately 1,250 students attending Canby High School, the district's only school. The district has recently attempted to gain voter approval for the funding of the

acquisition of an additional High School site on the city's northeast side. If the district is unable to gain such approval, it is likely that the present High School will have to be expanded and students may have to begin attending classes in "shifts" to maximize the use of the existing facilities.

CANBY COMMUNITY SCHOOLS - This agency provides the major organized recreation and evening education programs in Canby. Housed in the High School, the Community School's office is financed jointly by the City of Canby, Clackamas Community College, and the High School District. This office organizes and administers night school classes, evening "open gymnasium" sessions, special programs, summer playground supervision and other recreation programs. Having begun in recent years, the Community Schools' operation has already grown into a significant provider of needed community service.

CLACKAMAS COMMUNITY COLLEGE (C.C.C.) - This two year public college is located in Oregon City, some ten miles from Canby. It is the most accessible and least expensive college serving the Canby area. A relatively small portion of the property tax dollars of Canby residents' goes to support C.C.C. The school provides Canby residents with valuable services at minimal cost. It can be hoped that Canby's continued growth and development will result in more local programs and classes scheduled by C.C.C. and, perhaps some improved transit system connecting the city and the college.

FIRE DISTRICT # 62 - Fire prevention, fire protection, and ambulance services are provided by the Fire District. The city contracts with the district for service within the city limits. The district employs a Fire Chief, Fire Marshal, dispatcher, and three professional fire fighters who work rotating 24 hour shifts. Fire fighting and ambulance assistance is provided by local volunteers who are trained in fire suppression and emergency medical techniques. The services provided by the Fire District appear to adequately meet Canby's needs, other than delays in response time which are sometimes caused by trains blocking city streets. As Canby continues to grow, however, it may necessitate a larger professional fire fighting crew with less emphasis on volunteers. The same will likely be true of ambulance service which may be provided by some commercial organization in the future.

A more immediate concern is for emergency response efforts and the access problems created by trains. Due to economic constraints, it is not likely that any viable sort of underpass or overpass will be constructed in the next few years so the possibility of constructing a fire substation on the north side of town should be seriously considered. Realistically, such a substation will be an asset even when an overpass or underpass is eventually constructed.

CANBY TELEPHONE ASSOCIATION - The local Telephone Company serves an area of approximately 85 square miles in and around Canby, with about 6,000 paying customers. The Association has a franchise agreement with the city for the provision of telephone service. Close coordination between the city and the Association should prove to be mutually beneficial as the community continues to grow, reducing costs for each entity in the process.

NORTHWEST NATURAL GAS - Northwest Natural Gas provides pipeline service to much of Canby and surrounding areas. The gas company reports that no fuel shortages are anticipated and relatively inexpensive natural gas service should continue to be available in the foreseeable future. Northwest Natural Gas serves 779 customers in Canby at this time and anticipates a consistent increase in connections as the price of electricity continues to increase. It is important that the city work closely with the Gas Company to assure that new developments have the option of being supplied with natural gas, if such service is available. This could become increasingly important in the future if electrical shortages force the city to require that water and space heating be provided by non-electrical means.

CANBY DISPOSAL COMPANY - Operating on a franchise agreement with the city, the Canby Disposal Company is responsible for the collection of solid waste. It serves a total of nearly 2,700 customers in and around the city. Recycling stations for newspaper and glass are operated by local Lions and Kiwanis Clubs, respectively. Several local service stations receive waste crankcase oil for recycling. No other recycling or resource recovery operations yet exist in Canby, but the regional need for waste disposal sites should increase public awareness of these alternatives to conventional landfill practices. No local landfill sites are recommended, but a local transfer station may be appropriate as part of a regional collection and disposal system.

MOLALLA RIVER STATE PARK - Additional to the various recreation facilities provided by the city and the local schools, is the Molalla River State Park. Located at the confluence of the Pudding, Molalla and Willamette Rivers, the park provides for picnicking, boat launching and fishing. A more important environmental feature of the park is the rookery or nesting ground, of the Great Blue Heron. Although not within the urbanizable area of Canby, the Molalla River State Park does provide an excellent open space, recreation, and riparian habitat resource for the city.

LOAVES AND FISHES PROGRAM - As noted in the section of the Introduction dealing with demographics, a fairly large percentage of Canby's population is senior citizens. Presently estimated to be more than 15% of the city's population, it is likely that persons over 60 years of age will account for nearly 30% of the area's population by the turn of the century. The Canby Loaves and Fishes program has been offering meals and various social programs, as well as basic transportation, to an increasing number of seniors each year. Recent counts indicate that an average of nearly 150 seniors receive meals three days a week through this program. This indicates an increase of nearly 30% over the previous year's average. Officials of the Loaves and Fishes program expect Canby to show continued marked increases in the number of participants. Unfortunately, the present site of the meals and other programs is overcrowded and cannot be expanded to allow for five-day-a-week operation. This site, the St. Patrick's Catholic Church, though benevolently offered, is not adequate to meet future needs. The need for a Senior Center, perhaps operated in conjunction with an overall community center on a multiple use basis, is apparent now and will

become increasingly important as Canby continues to grow. A committee of City Council and staff members, representatives of Loaves and Fishes, and other concerned persons has been working for some time in an effort to find an appropriate site for a Senior Center/Community Center in Canby.

CANBY UTILITY BOARD - Created by Charter Revision approximately 10 years ago, the Utility Board provides electrical and water service to city customers. Major improvements to the water system are presently being undertaken as the result of a three million dollar bond issue passed by the voters in late 1978. Completion of those improvements is scheduled for 1981, with increased flows, greater total water availability, and a wider service area expected to result. In fact, these improvements are expected to accommodate a city population of 20,000, provided that future commercial and industrial developments do not exceed anticipated levels of water consumption.

The present usable storage capacity of the water system is approximately 2.8 million gallons. This figure is expected to soon be increased by about 2 million gallons with the construction of a new storage facility on S.W. 13th Avenue. As city growth continues an additional storage facility will be constructed on the northeast edge of town, thereby providing for water storage at critical points on the city's perimeter.

It is an unfortunate characteristic that the community's greatest water consumption occurs during summer hot spells when fire danger is greatest and water supplies are at their lowest. The present water source, infiltration galleries along the Molalla River, is being studied to determine whether it can meet future demands. If not, water may have to be taken from the Willamette to meet growing demands. This would necessitate improved treatment facilities and piping to the city.

The Canby Utility Board is a "preferential customer" of power supplied by the Bonneville Power Administration. That means that city electrical rates are less than half of those of Portland General Electric system. The preferential customer status is likely to be negated by some legal action in the future. Otherwise, it will remain in effect until the current city contract with BPA expires in 1991.

The C.U.B. takes delivery of power at two substations. One is located in Barlow and identified as the "Canby Substation" and has two 3-phase 7,200 volt (phase to ground) feeder lines coming into the city from the west. The other substation which went into service on January 16, 1978, is called the "Twilight Substation" and is located east of town on N. Redwood Street. One feeder line of the same number of phases and voltage as that at the Canby Substation ties into the Canby distribution system on N. Pine Street. All three feeder lines are reaching capacity and the Canby Utility Board is negotiating with both BPA and PGE about increasing the size of the Twilight Substation so that another feeder line can be taken from there in the immediate future.

Unfortunately, it now looks as if the needed additional feeder line for electrical service will not be provided until sometime in 1981, indicating that some power shortages may occur before that time.

The overall structure of the Utility Board and its relationship to City Hall are the source of much confusion and some concern to Canby residents. In future City Charter revision efforts the city should make every effort to address those concerns and clarify the degree of separateness from city government which the Utility Board is expected to have.

CITY SERVICES - The City of Canby provides a wide range of urban services. These include sanitary sewer service operating under permit from the State Department of Environmental Quality, storm sewer service provided primarily by the Public Works Department, an indoor swimming pool, three city parks, a Municipal Court, a Police Department, a library and building inspection services. Professional city employees include the City Administrator, City Engineer, Swimming Pool Manager, City Planner, Police Chief and Lieutenant, Librarian and Building Inspector. The city has contracted with the same law firm for nearly 25 years for City Attorney services. The city has a contractual arrangement with another law firm to provide a Municipal Court Judge.

Canby recently hired a consulting engineering firm to analyze the sewage disposal system and recommend improvements to increase its capacity. Research by that firm indicated that the treatment plant is operating at only about 72% of capacity for hydraulic flow, but its treatment record is poor. This means that the present plant can handle some additional growth provided that improvements are made to the treatment of waste before it leaves the plant. Many of the improvement recommendations of the consultants included maintenance items which are fairly routine. Also discovered were a number of physical problems with the operation of the plant caused by the fact that certain components of the original treatment plant were not built to the specifications set by the design engineer. Having determined the nature of problems within the plant, the city has been able to upgrade the quality of treatment and comply with its DEQ discharge permit. Short-range and long-range improvement strategies have also been determined for the plant. The city collects a sewer connection fee which is budgeted for eventual plant expansion. It is likely that some additional funding source will be needed to augment this city fund. Improvements to the sewer collection system will also be needed in the future as some lines are approaching capacity and others will be reaching their design life. The city's past emphasis on the use of "lift stations" rather than relying strictly on gravity flow also tends to increase operation and maintenance costs.

The city storm sewer system appears to be generally adequate, largely because of the sandy soil conditions of the area. Improvements are needed in some parts of town in the form of additional drywells. In other areas, the lack of adequate curbs and gutters causes storm drainage problems. At this time, much of the central area of Canby is zoned into the rock pit property owned by Southern Pacific. Depending upon the type of development which eventually occurs at that presently

vacant site, the city may have to provide some sort of treatment facility for this run-off water. The city also needs a more efficient method of cleaning clogged drywells than the present system of lowering a worker into the drywell with a shovel and a bucket. Canby charges no sort of regular fee for maintenance systems, so the costs of such operations and maintenance are merely a part of the annual budget of the Public Works Department.

Basic information about the city's street and sidewalk system is included in the Transportation Element. It is appropriate to mention here, however, that Canby's budget for street maintenance and improvement is perhaps the part of the budget which is most adversely affected by inflation. This is largely because of our reliance on petroleum products to power a variety of city vehicles and heavy equipment, and because road oils and asphalt are petroleum based.

Canby provides recreation facilities at three primary locations. The Community Park is a riverside facility of about 20 acres. It offers fishing in the Molalla River and a pond which is stocked regularly. Picnic facilities and restrooms are also provided. The Community Park is essentially an undeveloped facility providing a nice open space area for recreation. A much wider range of uses can be made of the Community Park in the future if some sort of improvement plan is implemented there. Wait Park is a small playground area located near the city center. It consists of one city block with restrooms, swings, a tot-lot, and other playground equipment, as well as a pleasant flower garden. Maple Street Park is the city's major recreation facility. Consisting of approximately 9 acres, this site provides lighted tennis courts and softball diamonds, soccer fields, basketball courts, and a tot-lot, with picnic facilities and other improvements planned for the near future. Maple Street Park is a model facility which future city parks may be patterned after. Unfortunately, the high demand for local recreation facilities, particularly softball/baseball diamonds, has created a situation where the need for additional sites became apparent even before the completion of Maple Street Park. Local schools also provide playground facilities, but should not be relied upon to the extent that other types of recreation facilities are ignored. The city has been fortunate that it has been able to work out cooperative arrangements with both of the School Districts in terms of sharing recreational responsibilities. In spite of this, however, the city will need to acquire additional property for recreation areas and will need to invest in other improvements to existing, as well as future, recreation sites.

The Community Swimming Pool is an indoor pool of regulation size. It is used for both recreational and competitive purposes. Although a relatively new structure, the pool has required major improvement work because of original design inadequacies. As the community continues to grow it can be hoped that the use of the pool will increase and its maintenance costs will stabilize. It is an important local facility providing services which are unavailable elsewhere in the community. Efforts to expand community awareness of the pool are probably needed, in view of the relatively low usership it receives.

The City Police Department employs 12 professional officers including the Chief of Police. This force is augmented by reserve officers who are available for back-up duty. The police dispatch office includes

communication channels with outlying county offices and with the Fire Department dispatch office. A computer terminal also assists the City Police Department in providing routine identification of individuals or vehicles. The greatest constraint facing the City Police Department at this time is the lack of adequate office space. Presently located in cramped quarters in the City Hall basement, the Department is in serious need of larger, more accessible facilities.

The Canby Public Library is presently housed in a leased space in the basement of the Graham Building. Not unlike the Police Department, the library is in need of larger quarters which are more accessible to the public. The library serves more than 1,500 card carrying patrons with over 10,200 volumes. It also provides the significant service of being able to tap the resources of the "Inter Library Loan" and the Clackamas County Cooperative Library Services for additional texts upon request. This effectively means that millions of texts are available through the Canby Public Library. The library also provides various special programs, displays, lectures, films, and other services.

The Zion Memorial Cemetery is another city facility providing an important community service. The cemetery consists of approximately 30 acres, located on Township Road to the east of the present city limits. Only slightly more than half of the usable area of the cemetery has already been used for burial purposes.

FINDING # 1

The City of Canby is only one of many entities providing essential facilities and services to the people of this community. However, as the unit of government responsible for coordinating all such activities within the corporate limits, the city must play an active part in assuring that all of the needed facilities and services are available to serve the public. This also entails a responsibility for assuring that the city's growth and development are not allowed to exceed the community's ability to provide the necessary facilities and services. It should be noted that a new development may cause a reduction in the services provided to the already developed areas of the city, in which case a value judgement must be made about the adequacy of those services. On the other hand, some services such as expanded medical facilities may only be feasible when a larger population exists to support them.

POLICY # 1: CANBY SHALL WORK CLOSELY AND COOPERATE WITH ALL ENTITIES AND AGENCIES PROVIDING PUBLIC FACILITIES AND SERVICES.

IMPLEMENTATION MEASURES:

- A) Expand the development review process to allow for a technical meeting among developers and staff persons of various service providing agencies, whenever requested by any affected party.
- B) Expand the development review process to include local school districts for any housing-related development and the Northwest Natural Gas Company for any development.

- C) Continue to stress the adequacy of services and facilities in the review of each development proposal. Encourage developers to approach projects in phases as a means of assuring that rapid development, outstripping essential services, does not occur. Approve only those applications where it is found that public facilities and services are adequate.
- D) Work with the local school districts in an effort to establish dedication, or fees in lieu of dedication, standards whereby new residential developments would be contributing directly towards the construction of new facilities which are necessitated by that new residential growth. Such standards would also require coordination with Clackamas County to ensure fairness throughout the school districts and would require careful consideration of their impacts on residential construction costs. (see HOUSING ELEMENT.)
- E) Utilize city lobbying capabilities to support the efforts of any entity or agency attempting to improve services to Canby residents, in keeping with the Goals of the Comprehensive Plan. This would include the efforts of the Utility Board to increase electrical service to the community, efforts of Loaves and Fishes to provide facilities for senior citizens, and efforts of the school districts to expand facilities.
- F) Amend Zoning and Subdivision Ordinances and conduct development review procedures in a manner which assures adequate easements for public utilities. By coordinating facilities planning with other service-providing agencies the city should be able to reduce land acquisitions costs which would otherwise be borne by the consumers.
- G) Support the efforts of groups within the community which may attempt to improve local medical facilities and services.

FINDING # 2

Financing the needed public facilities and services may be the single largest obstacle facing the City of Canby as it attempts to implement this Comprehensive Plan. The city will have to combine all possible methods of financing in a rational and creative manner to have sufficient funds to adequately implement this Plan. This will mean not only generating a tremendous amount of revenue for public projects, but it will also mean making sure that revenue is taken from the most fair and logical sources. Where new development is to be primarily benefitted by expanded facilities, that development should pay for the bulk of the cost. Where the whole community benefits, the whole community should share the costs.

As the city is responsible for assuring the adequacy of services and facilities to new developments, it makes sense also that the city would attempt to ensure that the costs for each developer be as equitable as possible. Such equity is not only important in the interest of fairness, but can actually have a beneficial impact on community growth. Without equity in such things some developers will attempt to out-wait others, hoping to benefit from public improvements without having to share in the costs. This sort

of attitude can result in poorly coordinated patterns of growth and can cause opposition to the formation of needed Local Improvement Districts. The recipient of some "windfall" public improvement at no cost has no reason to support the formation of an L.I.D. which would result in his sharing the cost of such improvement.

POLICY # 2: CANBY SHALL UTILIZE ALL FEASIBLE MEANS OF FINANCING NEEDED PUBLIC IMPROVEMENTS AND SHALL DO SO IN AN EQUITABLE MANNER.

IMPLEMENTATION MEASURES:

- A) Promote the creation of Local Improvement Districts as a means of financing needed improvements. This will require political and staff commitments as well as "seed money" from the annual budget for those particular improvements which will benefit the entire community.
- B) Utilize creative methods of assessment to assure that most costs are borne by those who will benefit the most from improvements.
- C) Create a city fund for the promotion of LID's. Such fund to be created by revenues from annexation fees, systems development charges, real estate sales taxes, utility connection fees, general fund money, or any other sources which are deemed to be both legal and appropriate in view of the policies of the Housing Element.
- D) Revise the fee schedule for annexations and utility connections so that these costs represent a more equitable reimbursement to the city for its expenses in providing necessary facilities and services.
- E) Consider the adoption of a "reimbursement" ordinance where the city would actually administer the funds. Because it is assumed that a developer will pass his improvement costs on to subsequent purchasers, it may be practical to charge a development fee of any developer who stands to gain a "windfall" benefit from the prior work of another developer. That money could then be passed on to those who purchased property from the developer who originally did the work. Such an ordinance would have to be carefully worded and would need some provision for covering the administration costs of the city. If used properly, however, it could encourage developers to work together in providing public facilities and services.
- F) Allow property owners to "Bancroft" the various fees as provided in ORS 223, when it is determined that the bond market is adequate.
- G) Utilize such sources as the Land and Water Conservation Fund and Community Development Block Grants for acquisition or development of recreation areas.

FINDING # 3

A logical and reasonable Capital Improvement Program (C.I.P.) is the most important tool for providing needed improvements in a rational fashion. Without an adopted C.I.P. the City Council is forced to constantly reevaluate its priorities for funding, without the benefit of previously established goals and objectives. By adopting a C.I.P. the City Council establishes

the priorities for what may entail years of work. It is important that these priorities not change too frequently or tremendous amounts of time and energy may be wasted. Realistically, however, some opportunity for changing priorities must be provided in coordination with the city's annual budget process. With this in mind, the following list of major Capital Improvement Projects is intended as a guideline only. Subsequent refirement in the form of a detailed C.I.P. should not require an amendment to the Comprehensive Plan.

The following list of proposed Capital Improvements is not prioritized. It is intended to convey a general view of the scope of improvements needed to accommodate 25,000 people in Canby. It should be noted, however, that some of the items listed are already needed.

* EMERGENCY SERVICES:

Expansion of Police Department quarters,
Construction of Police substation on south side of town.
Construction of Fire substation on north side of town.
New Police and Fire vehicles and other equipment.

* CITY BUILDINGS:

New Library
Enlarged City Hall
Enlarged equipment yard

* SEWER SYSTEM:

Enlarged treatment plant.
Major trunk lines to south side of town and urbanizing areas.

* WATER SYSTEM: (Improvements in process.)

* STORM DRAINAGE:

Improvements to downtown collection and disposal system.
Eventual treatment system.
Expansion of facilities to serve outlying areas.

* ELECTRICAL SYSTEM:

Expansion of substation facilities.
Increased supply from P.G.E.

* PARK DEVELOPMENT:

New parks needed in northwest, southeast, and northeast urbanizable areas and within the present city limits in the southeast area.

* SENIOR CENTER/MULTIPLE USE COMMUNITY CENTER/MUSEUM:

* STREET LIGHTING:

Upgrade existing facilities.
Provide new facilities as needed.

the priorities for what may entail years of work. It is important that these priorities not change too frequently or tremendous amounts of time and energy may be wasted. Realistically, however, some opportunity for changing priorities must be provided in coordination with the city's annual budget process. With this in mind, the following list of major Capital Improvement Projects is intended as a guideline only. Subsequent refirement in the form of a detailed C.I.P. should not require an amendment to the Comprehensive Plan.

The following list of proposed Capital Improvements is not prioritized. It is intended to convey a general view of the scope of improvements needed to accommodate 25,000 people in Canby. It should be noted, however, that some of the items listed are already needed.

- * EMERGENCY SERVICES:
 - Expansion of Police Department quarters.
 - Construction of Police substation on south side of town.
 - Construction of Fire substation on north side of town.
 - New Police and Fire vehicles and other equipment.
- * CITY BUILDINGS:
 - New Library
 - Enlarged City Hall
 - Enlarged equipment yard
- * SEWER SYSTEM:
 - Enlarged treatment plant.
 - Major trunk lines to south side of town and urbanizing areas.
- * WATER SYSTEM: (Improvements in process.)
- * STORM DRAINAGE:
 - Improvements to downtown collection and disposal system.
 - Eventual treatment system.
 - Expansion of facilities to serve outlying areas.
- * ELECTRICAL SYSTEM:
 - Expansion of substation facilities.
 - Increased supply from P.G.E.
- * PARK DEVELOPMENT:
 - New parks needed in northwest, southeast, and northeast urbanizable areas and within the present city limits in the southeast area.
- * SENIOR CENTER/MULTIPLE USE COMMUNITY CENTER/MUSEUM:
- * STREET LIGHTING:
 - Upgrade existing facilities.
 - Provide new facilities as needed.

* TRANSPORTATION IMPROVEMENTS:

Street and sidewalk upgrading.
Acquisition of right-of-way for new street projects.
Major intersection upgrading.
Underpass/overpass construction.
Bicycle path design and construction.

POLICY # 3: CANBY SHALL ADOPT AND PERIODICALLY UPDATE A CAPITAL IMPROVEMENT PROGRAM FOR MAJOR CITY PROJECTS

IMPLEMENTATION MEASURES:

- A) Prepare and adopt a Capital Improvement Program listing projects, cost estimates, priorities, and funding sources.
- B) Consider revisions to the C.I.P. as part of the annual budget process.
- C) Do not "cut corners" on public investments in a manner which will decrease the longevity of the proposed improvement. While it is recognized that the city must remain interested in providing improvements at minimum cost, such fiscal restraint should not be allowed to create a "false economy" where improvements have a shortened design life. All public improvements should be regarded as long term investments of the community.

FINDING # 4

A Comprehensive Plan is essentially a "cookbook" for how a community will deal with growth and change. It should not be overlooked, however, that systems within city government also require updating as the community grows, attitudes change, or situations differ. For example, it is quite evident that Canby today needs a considerably larger, better equipped, and more professional staff than it needed 20 years ago. This would be true even if the city hadn't grown at a rapid rate, but it is especially true in view of such growth trends. Another example, and one which is too often overlooked, is the City Charter. Very few residents of Canby are likely to be familiar with the Charter, yet it was created by a vote of the people. The community's tax base is yet another important factor which is little understood by the voters who are expected to deal with it. Both the tax base and the Charter are things which should be updated periodically to keep pace with changes in the community. Failure to do so is more an example of a lack of understanding than a prevailing political sentiment of the voters.

POLICY # 4: CANBY SHALL STRIVE TO KEEP THE INTERNAL ORGANIZATION OF CITY GOVERNMENT CURRENT WITH CHANGING CIRCUMSTANCES IN THE COMMUNITY

IMPLEMENTATION MEASURES:

- A) Request the voters to approve an increase in the city's tax base as often as may be necessitated by inflation and/or community growth.

B) Revise, and request the voters to approve, a City Charter which accurately depicts the needs of the community. Charter amendments should be considered on a regular basis of every five, or so, years to make sure that the total Charter remains up to date.

C) Increase cooperation and coordination between the Canby Utility Board and City Council to assure that the Utility Board is operated along the basic policy lines established by the City Council and to assure that the taxpayers and utility customers of the community receive the best possible services for their dollars.

D) Provide personnel programs designed to assure that Canby will have a competent professional staff which can keep pace with community growth and changing circumstances.

FINDING # 5

Public recreation and school sites are of special significance in a rapidly growing community. Too often, communities fail to plan ahead to provide adequate areas, at appropriate locations, for future park or school acquisition. Perhaps more than any other public facilities, recreation and school planning tends to be left until after growth occurs. In such cases it is not planning at all, but merely a response to adverse conditions which already exist. Canby has been fortunate that school and recreation sites have been generally able to keep pace with growth to this point. Looking ahead to a time when Canby's population is three times its present level, however, we see some rather sobering statistics. It can be estimated, based upon national trends, population forecasts, and the city's urban growth plan that by the year 2000 approximately 165 additional acres of essentially residential property will be needed for public school purposes. Another 75 acres will be needed for public park and recreation sites. It must also be noted that the specific nature of the planned school or recreation facility will determine the appropriate size and location. A High School generally requires a much larger and more accessible site than an Elementary School. A tot-lot requires less area, but closer proximity to small children, than does a baseball diamond, etc. All of these factors need to be considered as Canby continues to grow.

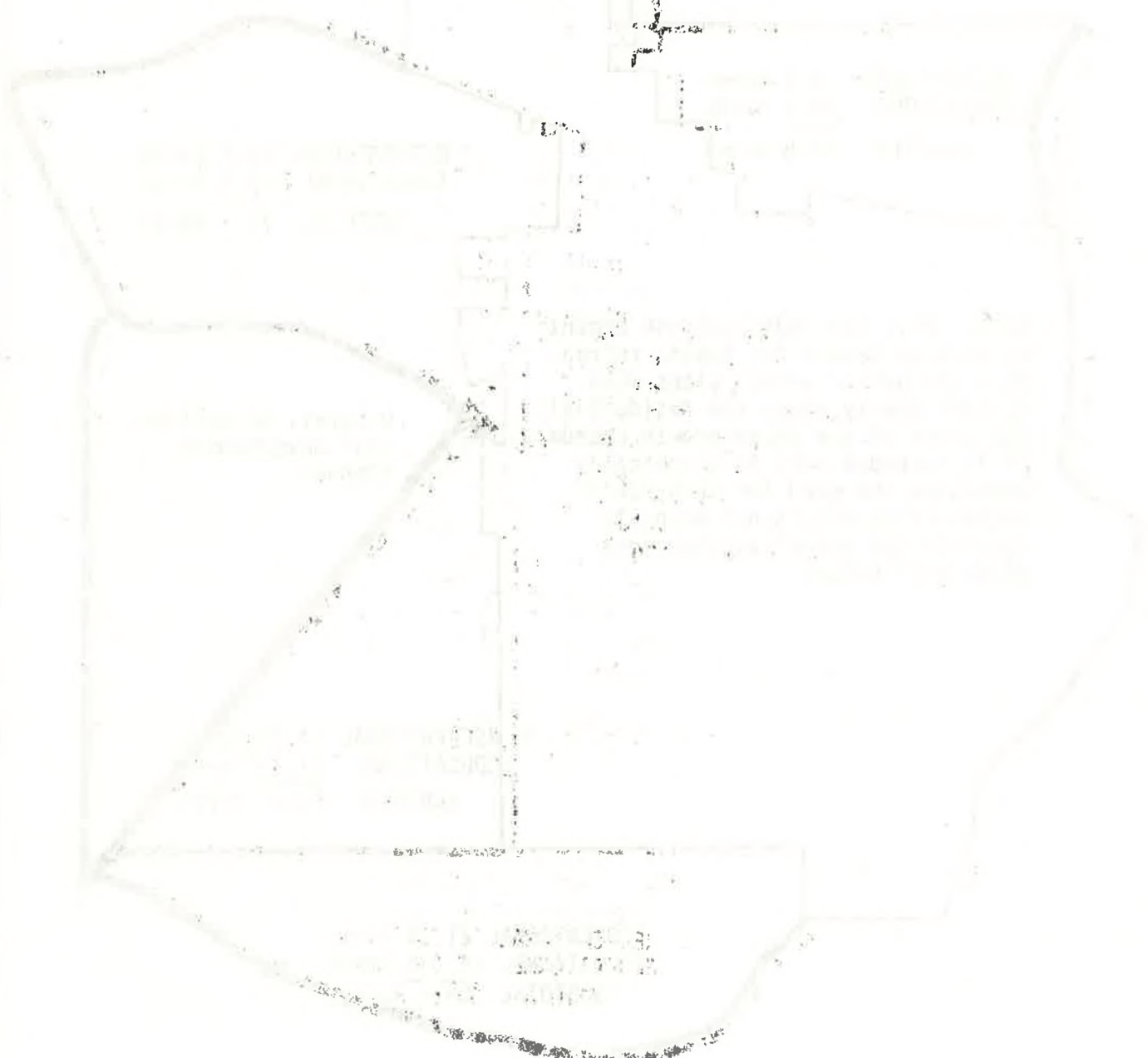
POLICY # 5: CANBY SHALL ASSURE THAT ADEQUATE SITES ARE PROVIDED FOR PUBLIC SCHOOL AND RECREATION FACILITIES

IMPLEMENTATION MEASURES:

A) City staff, as well as elected and appointed officials, will work with representatives of the school districts, community school's office, and other recreation oriented groups to determine the best possible sites for future acquisition. Close cooperation shall be encouraged among all of the affected agencies and organizations to assure maximum efficiency in the acquisition, development, and utilization of park and recreation facilities.

B) Utilize Implementation Measure "D", under Policy # 1, to implement this policy.

C) Utilize the density bonus provisions of the planned unit development regulations to encourage developers to provide either public or private recreation facilities within their projects. If sufficient recreation opportunities are provided through this means, the amount of land needed for public acquisition can be reduced accordingly.



RECREATIONAL/EDUCATIONAL
PUBLIC ACQUISITION NEEDS

RECREATIONAL 16.5 Acres
EDUCATIONAL 36.3 Acres
SUBTOTAL 52.8 Acres

RECREATIONAL 22.5 Acres
EDUCATIONAL 49.5 Acres
SUBTOTAL 72 Acres

NOTE: This map indicates the amount of acreage needed for public recreation and public school sites when divided evenly among the residential sub-areas of the urban growth boundary. It is intended only to graphically emphasize the need for such public acquisitions and is not meant to regulate the actual acquisitions which will occur.

0 Acres, No Residential Development Planned

RECREATIONAL 14.25 Acres
EDUCATIONAL 31.25 Acres
SUBTOTAL 45.6 Acres

RECREATIONAL 21.75 Acres
EDUCATIONAL 47.85 Acres
SUBTOTAL 69.6 Acres

ECONOMIC ELEMENT

GOAL: TO DIVERSIFY AND IMPROVE THE ECONOMY OF THE CITY OF CANBY

BACKGROUND

The economic segment of a community is extremely important, as the growth of the community and the resulting increase in population is often directly attributable to economic expansion. The economic activities of any area can be divided into two categories: basic employment and non-basic employment. The basic segment of the economy includes those industrial and commercial activities which sell goods and services outside the region. They are, in essence, export industries, while the non-basic segment deals with goods and services which are consumed totally by the local market.

The key to economic expansion is growth of basic industries, because as export industries, these business operations bring money into the community. Generally, in rural communities for every job created in the basic segment, an additional job to a job-and-a-quarter will be created in the non-basic segment. For urban areas, this ratio is generally from 1:1 to 1:2. Thus, to have expansion of the economy, there must be additions to employment in the basic segment of the economy, and to maintain the relative economic health of the community, it is important to be bringing new dollars into the region.

Unfortunately for economic analysis, Canby as a community is not an isolated region; but rather, it is a part of the entire Metropolitan area economy. It is, therefore, impossible to analyze the economy based on basic and non-basic employment within the community because Canby, in essence, is providing bedrooms for people who work in other areas of the region. However, it is important to understand that as the region develops more basic employment there will be additional employment created in the non-basic segment, all of which leads to population growth, and it is this growth which will affect the rate of population increase in Canby.

The census of business conducted by the Commerce Department every five years (the last ones were in 1972 and 1977) includes economic and employment data. Unfortunately, this data is compounded by counties. As a result, it does not relate close enough and is not reliable enough to project the picture for Canby. The best data available for local manufacturing operations were compiled by the Canby Chamber of Commerce and published by the Oregon Department of Economic Development in 1979. This is by no means all of the local employment.

FIGURE 7-1

LARGEST LOCAL MANUFACTURING FIRMS

Name of Firm	No. of Employees	Principal Products
Globe-Union Inc.	200	Electric Storage Batteries
Stylehome Furniture Mfg. Corp.	80	Upholstered Furniture
Package Containers Inc.	70	Paper-covered Wire; Bskts.
*Caffall Bros. Forest Products	70	Cedar Lumber
S.R. Smith Co., Inc.	50	Diving Boards & Stands
Modcom, Inc.	30	Molded Plastic
*Boyer Metal Fabricators, Inc.	30	Sheet Metal
Oregon Bag Co., Inc.	25	Burlap Bags; Poly Bags
Potter's Industries, Inc.	20	Glass Beads
*Don's Fireplace Furnace Co.	16	Heat Extractors

*Indicates outside city limits

The 1978 Directory of Oregon Manufacturers is another source of information which was reviewed, but its contents were not included here because many of the firms which it lists are located outside of the Canby planning area.

As far as the city goes, the economic base of the community is composed both of an industrial group and a local retail and professional service group. Because the city has service off the main line of the Southern Pacific railway, several significant industries have already located in Canby. These types of industries do provide basic employment for the community.

The other significant aspect of the community is that Canby is isolated enough from the Metropolitan area and from the mid-Willamette Valley area that it has a fairly sizable and fairly healthy downtown commercial core. This commercial core is well defined and provides quite a wide variety of retail and professional services. In addition to the downtown core is a strip along Highway 99E and the railroad which has a number of highway-related commercial services.

Part of the current economic picture can be illustrated utilizing 1970 census data. Approximately 25 percent of the population is employed in technical, professional, managerial, or administrative positions, and another 25 percent is in clerical and sales. As could be expected, these positions are primarily associated with manufacturing and retail activities, which together form approximately 40 percent of the employment.

FIGURE 7-II

EMPLOYMENT BY OCCUPATION (1970)

	<u>Number</u>	<u>Percent of Total</u>
Total employed, 16 years old and over	1,436	
Professional, technical and kindred workers	195	13.6
Health workers	26	1.8
Teachers, elementary and secondary schools	77	5.4
Managers and administrators, except farm	150	10.4
Salaried	90	6.2
Self-employed in retail trade	22	1.5
Sales workers	156	10.7
Retail trade	94	6.5
Clerical and kindred workers	197	13.7
Craftsmen, foremen, and kindred workers	181	12.6
Construction craftsmen	76	5.3
Mechanics and repairmen	14	9.7
Operatives, except transport	222	15.5
Transport equipment operatives	60	4.2
Laborers, except, farm	69	4.8
Farm workers	68	4.7
Service workers	104	7.2
Cleaning and food service workers	61	4.2
Protective service workers	19	1.3
Personal and health service workers	18	1.3
Private household workers	34	2.4

NOTE: Sub-listings of occupations are incomplete.

FIGURE 7-III

EMPLOYMENT BY INDUSTRY (1970)

	<u>Number</u>	<u>Percent of Total</u>
Total employed, 16 years old and over	1,436	
Construction	100	7.0
Manufacturing	351	24.4
Transportation	55	3.8
Communications, utilities & sanitary services	17	1.2
Wholesale trade	115	8.0
Retail trade	232	16.2
Finance, insurance, and real estate	44	3.1
Business and repair services	37	2.6
Personal services	65	4.5
Health services	55	3.8
Education services	121	8.4
Other professional and related services	65	4.5
Public administration	64	4.4
Other industries	115	8.0

With the expansion of manufacturing activities in the region, and in particular with Tektonix's recent development in Wilsonville, it is expected that the technical and retail areas will continue to provide employment opportunities for Canby residents.

For a small community, Canby has several advantages for continued industrial and commercial expansion. Industrial growth will probably be the most promising because of several factors. First, Canby is on the main north-south rail line of Southern Pacific. As a result, there is an outstanding opportunity to focus on attracting industries which utilize rail service. In fact, a good portion of the existing industrial use is located parallel to the railroad and many are served by rail. Second, the city has available, undeveloped land for industrial expansion which has proximity to the SP Molalla rail spur. As much as 500 acres of suitable industrial lands are available. (See the LAND USE ELEMENT) Third, highway 99E provides a good four-lane highway connection with the Interstate system at Oregon City. Also, via Aurora to the south, Interstate 5 is reasonably accessible. Fourth, the, extension of water and sewer service to potential industrial areas is feasible. Fifth, Canby's proximity to other communities and to the urban area of Portland will provide a large enough area in which to attract a labor force. All of these physical factors add to an optimistic outlook for industrial expansion. The major factor necessary to implement such expansion is the infrastructure necessary to market and/or develop industrial lands.

The outlook for commercial expansion should also be good provided the industrial development occurs. A recent survey (October 1979) of the central business district revealed that a total of 16 acres are currently developed in commercial usage with another eight acres of vacant land which could be potentially developed. It appears that to satisfy the future population demand the city will need to allocate commercial lands far in excess of eight vacant acres. This allocation has been handled through the designation of other easily accessible property on the south side of highway 99E and along S. Ivy Street for commercial development.

FINANCIAL PROGRAMS FOR INDUSTRIAL DEVELOPMENT

Within the State of Oregon, there are a number of financial incentive programs available which are designed to increase investments in businesses, increase the number of jobs, and further diversify the state's economy. These various incentive programs are available for either new or expanding businesses. They include: industrial development revenue bonds, state tax credits, Oregon Port revolving fund loans, and various grant and loan programs for economic development. The following is a brief summary of these major incentives.

Industrial Development Revenue Bonds

The State of Oregon, in 1975, was authorized by the Legislature to issue revenue bonds for the expressed purpose of economic development. These bonds are a means of raising capital available to industrial users in the State of Oregon, and they can be utilized for new or expanding businesses.

These revenue bonds are issued by units of state or local government for the purpose of financing income-generating projects which serve the public interest. These bonds are secured solely by the credit of the industrial applicant. The state or local unit of government which issues these bonds is, therefore, not obligated in any way to stand behind those bonds as a means of insuring or guaranteeing repayment.

The major feature of these bonds which makes them attractive for investment purposes is that they are tax exempt. Since these bonds are issued by state or local units of government, the interest paid is exempt from federal and state income tax. Therefore, capital projects can be financed at a lower rate than by conventional financing.

Money raised from the sale of these bonds can be used for specific purposes as follows:

1. Purchase of land and/or buildings
2. Constructing new industrial buildings
3. Purchasing new or used equipment
4. Expanding or improving existing plants
5. Covering the cost of architectural fees, bond council underwriting, and printing of bonds
6. Administration of the bond issue by the state treasurer

The proceeds from revenue bonds, however, cannot be used for inventory or for working capital.

State Tax Credit

There are three types of state tax credits available. These include: jobtax credits, tax credits for investments in economically lagging areas, and pollution control tax credits.

The 1977 Oregon Legislature enacted a jobs tax credit measure designed specifically to promote new jobs for unemployed persons. The plan works by allowing a \$50 tax credit for each month a previously unemployed worker is employed. The total amount of the tax credit for the employer cannot exceed \$500 per person per year.

To help promote economic development in areas of Oregon which lag behind the state averages, the state offers a tax relief program such that taxpayers receive a ten percent tax credit on certain types of investments for site improvement, construction, and equipment purchase. These tax credits are, however, only available for investments which exceed \$25,000. Also, the cost of the investment, which qualifies for the tax credit, is limited if the investment has a useful life of less than seven years.

The Pollution control tax credit plan is designed to help relieve the high cost of installing pollution abatement equipment. The maximum tax credit available under this plan is 50 percent of the cost of facilities which prevent, control, or reduce air, water, noise, and solid waste

pollution. The exact amount of the credit varies according to the type of installation and the useful life span of the facility.

Local Property Tax Exemptions

Four types of tax exemptions fall within this category. These include: commercial facilities under construction, inventory tax phase-out, personal property tax offset, and pollution control property tax exemption. The following is a brief explanation of each.

For commercial facilities under construction, the state has a plan whereby local property taxes can be declared exempt until those facilities have been completed. This exemption can be for a maximum of two years. The exemption also includes machinery and equipment located at the construction site and to be installed in the building. However, this exemption only applies to improvements and not to land.

Since July 1, 1980, the state no longer has a personal property tax on inventory. This tax has been phased out by the state because it put undue burden on businesses which have a slow turnover in inventory and, therefore, they incur more of a tax burden. The personal property tax offset is tied to the inventory tax phase-out. This tax offset allowed certain corporations engaged in manufacturing, processing or assembling materials into finished products to offset certain personal property taxes paid in Oregon against the corporate excise tax. By July 1, 1980, this tax offset will no longer be viable as the inventory tax phase-out will no longer be in effect.

The tax relief program for pollution control facilities, as described previously, may be taken either as a tax credit or property tax exemption. For profit making corporations or individuals, construction must begin prior to December 31, 1980, in order to qualify. Also, DEQ certification of the facility must be prior to December 31, 1982.

Federal Tax Credits

Three tax credit programs are available to Oregon businesses from the Federal Government. These include: the investment tax credit, jobs tax credit, and WIN (work incentive program) tax credit.

The investment tax credit allows individuals or corporations a ten percent tax credit on their investment in new or used depreciable property which is used for the first time in their business during the tax year. The amount of the investment eligible for tax credits also depends upon the useful life of the property and whether it is new or used.

The jobs tax credit is limited to employers who are subject to the Federal Unemployment Tax. The credit is equal to one-half of the qualified wages paid during the tax year which exceeds ten percent of the total wages paid in the previous year. An additional ten percent tax credit is available to employers who hire handicapped individuals through a vocational rehabilitation referral plan.

The work incentive program tax credit is applicable to employers who hire workers under a work incentive program. The employer may be able to take an income tax credit of 20 percent of the wages paid for the first 12 months of the employment. The program also allows an employer to hire individuals receiving aid to dependent children and receive the same tax credits.

Oregon Port Revolving Fund Loans

Canby is within the Port of Portland jurisdiction. The Oregon Port Revolving Fund loans are a possible source of income. This loan fund allows loans up to \$250,000 per year to Oregon Port Districts for development projects. This fund is particularly useful for projects which are too small to be financed by means of general obligation bonds or industrial revenue bonds.

Grant/Loan Programs for Economic Development

A number of grant loan programs are available through existing federal and state agencies. These programs are varied in nature and have considerably differing eligibility requirements. Also, levels of funding available through these grant and loan programs vary widely. Various agencies which have applicable programs are listed below.

- A) Economic Development Administration (U.S. Department of Commerce): The Economic Development Administration has programs for a number of areas related to economic development. These include: public works grants and loans, business development assistance, technical assistance, public works impact projects, and special economic development and adjustment assistance programs.
- B) Farmers Home Administration (U.S. Department of Agriculture): FmHA has programs which include business and industrial loans, industrial development grants, and community facility loans.
- C) U.S. Department of Housing and Urban Development: Currently HUD provides money which can be utilized for economic growth through community development block grants and through urban development action grants.
- D) Community Service Administration: CSA has a program to provide assistance to locally initiated community development corporations under its community economic development (special impact) grants.
- E) State Department of Economic Development: Through the state's 304 grants for public works and technical assistance, limited funds are available statewide for public works and technical assistance projects. Funds for this program are particularly applicable for economically lagging areas within the state.

Tax Increment Financing

Tax increment financing, discussed at greater length in the Public Facilities and Services Element, could be utilized as a funding source for economic development or redevelopment.

FINDING # 1

Canby has an extremely good opportunity to expand the industrial base of the community. Most of the critical physical requirements are present, or can be provided, for developing a major industrial area south of 99E along the rail spur, and a somewhat smaller industrial area along the north side of the main Southern Pacific rail lines.

The major requirement lacking is the organizational structure necessary to market the available area and to implement necessary site improvements. It should be noted that merely the fact that suitable land is available does not guarantee that industrialization will occur. The community must market itself very aggressively for the types of industries it wishes to attract. In the western states alone, there are hundreds of communities with equal site advantages and living amenities, or better. Canby is not unique; and therefore, an aggressive posture is required.

This also implies the city must be well organized, otherwise efforts are very likely to be fruitless. If there is one aspect which separates the communities which are successful in attracting industry from those which are not, it is the organization and approach that makes the significant difference. In short, the city will need a functional group, whether public or private, which can respond to marketing needs and which can focus those efforts for maximum benefit.

Industrial development tends to result in both beneficial and adverse impacts on the community. It also may have an adverse impact on the immediate neighborhood while the community-wide impacts are more beneficial. It is equally important to realize that the general heading of "industrial development" can include everything from innocuous light industries and office space to extremely offensive, noisy, polluting mills or smelters. It is the intent of the city to provide appropriate locations for a variety of industries, including those which require special treatment to assure that adverse impacts are minimized.

By designating a relatively large amount of land for eventual industrial development (i.e. over 500 acres) Canby intends to accommodate a range of different types of industries. Although some limitations will be necessary to assure that the overall high quality of life in Canby is maintained, both light and heavy industries will be provided for.

The specific locations selected for industrial designations have been based largely upon potential rail and highway access, sewer and water service feasibility, and surrounding land use patterns. The relatively large amount of acreage designated for industrial use has been selected to assure that adequate space is provided for a large campus type industry of the sort which have developed recently in Wilsonville, Beaverton, and Hillsboro. Space is also provided for more conventional industrial developments such as a mill, which is likely to require a large amount of acreage for outdoor storage and employee parking.

It should also be noted that Canby is located near the forested foothills of the Cascades. A considerable labor force can be drawn from that region, as well as from within the city itself, because of the historical dominance of the timber industry. As lumber mills shut down and logging activity is curtailed the importance of other industrial employment opportunities becomes evident. With Canby's locational and infrastructural advantages to industry the city is in an excellent position to provide regional employment opportunities. In addition, Canby's political commitment to actively encourage new industrial development further supports the allocation of a relatively large amount of land for a diverse range of industrial land uses.

POLICY #1: CANBY SHALL PROMOTE INCREASED INDUSTRIAL DEVELOPMENT AT APPROPRIATE LOCATIONS

IMPLEMENTATION MEASURES:

- A) Protect future industrial areas from encroachment of incompatible uses. The Land Use Element contains a list of compatible zoning categories for each land use designation of the Comprehensive Plan. Zoning must conform with this criteria.
- B) Structure the standards and criteria of the Zoning Ordinance to assist industrial developers in determining the feasibility of a potential project. Also, emphasize the importance of a rapid review process, avoiding unnecessary delays in processing applications for industrial developments.
- C) Establish an economic development task force to promote industrial development:
 - The task force should be composed of local representatives such as people from the city staff, utility companies, industry, retail trade, developers, and the Southern Pacific Company.
 - The task force will determine what type of permanent structure (public, quasi-public, or private) can best implement marketing activities, develop financing programs, and make necessary site improvements.
 - The task force will research funding sources, both private and public and will coordinate efforts with the Clackamas County economic development program, Port of Portland, and state and federal economic development agencies.
 - The task force should also be in the position of recommending the initiation of industrial zoning to the Planning Commission or City Council.
- D) Work towards assuring that adequate services, facilities, and transportation networks are available to serve industrial areas:
 - Develop a Capital Improvement Program for extending services to industrial areas.

- Plan for the expansion of the sewage treatment plant and other critical public services based upon a significant increase in industrial as well as residential growth.
- Implement the Transportation Element.
- Devise incentive programs for developers who assist in providing needed transportation facilities.

FINDING # 2

As Canby gains in future population, and begins to reach the 15,000 to 20,000 range, the resultant demands for commercial area will be an increasing problem. Certainly the most desirable commercial growth area is the Central Business District (CBD) where shopping can be accomplished easily by foot and where the various commercial activities can reinforce one another.

Currently, the CBD area, or more precisely the area of current commercial zoning downtown, contains roughly 50 acres of which approximately 16 acres is in commercial use. Eight acres are vacant, but these are located throughout the area and not necessarily contiguous to existing commercial land. The remaining 25 acres contains housing, and therein lies the problem. Continued commercial growth will displace existing housing.

It is not anticipated that all 50 acres will be required for commercial use during the planning period, as commercial land use is likely to increase in smaller increments than will residential usage. However, there is no question that significant housing will be lost. Approximately nine acres contain good quality housing while 15 acres contains housing of lesser quality. Some of this housing stock, because of its age and condition, will probably be replaced within the next 20 years.

Along with emphasis on the CBD expansion, there will be a need to restrain further linear development of the 99E commercial area, otherwise the traffic and safety problems which now exist will worsen considerably. Unfortunately, the SP rail right-of-way is a physical barrier which limits the potential of coordinating the highway development with the CBD area. Thus, there is a significant difference in shopping orientation: the CBD by foot and along highway 99E by car. Therefore, each area must be handled differently.

Containment of the linear nature of the strip commercial, however, does not mean the infill of commercial use cannot be encouraged. This also does not mean that the depth of commercial usage cannot be increased, thereby reducing development problems of the large commercial developer. For example, a development like the Canby Square Shopping Center requires considerable area, and would be difficult to locate in the CBD because of problems in aggregating property. In addition, these developments tend to be somewhat more car-oriented than pedestrian-oriented.

Several possibilities exist to extend commercial usage south of 99E. This includes the area between the highway, the Molalla rail spur and Township Road. There is undeveloped land in this area and this type of usage would

be compatible with the existing light industrial use. Furthermore, a major arterial is being considered in the location as a means of relieving the traffic from South Locust and South Ivy Streets. Other potential commercial sites have been designated in the Land Use Element.

It should be noted that, due to the potential employment and taxation benefits of commercial development, efforts to encourage new retail establishments may be almost as important as encouraging growth in the manufacturing sector.

POLICY # 2: CANBY SHALL ENCOURAGE FURTHER COMMERCIAL DEVELOPMENT AND REDEVELOPMENT AT APPROPRIATE LOCATIONS

IMPLEMENTATION MEASURES:

A) Develop a CBD revitalization and expansion plan which would be directed at:

- Encouraging contiguous commercial development.
- Providing for the relocation of structurally sound housing.
- Encouraging the provision of pedestrian amenities and other alternatives to conventional styles or designs.

B) Implement a site plan review.

C) Implement a sign ordinance, as part of the City Zoning Ordinance.

D) Work with downtown merchants and the local Chamber of Commerce to assure that city policies address the needs of the local business community.

E) Promote in-fill commercial development prior to allowing further linear strip development along the highway or main arterials.

F) Place special emphasis on the vehicular and pedestrian access aspects of commercial developments in the site plan review process.

FINDING # 3

Although the current economic climate of Canby appears relatively good, it is, nevertheless, extremely desirable that the community further strengthen its economic base by diversifying and by creating local employment opportunities. Besides promoting the industrial segment for new employment, commercial employment opportunities should not be overlooked.

A recent Port of Portland study on industrial expansion in rural communities showed, in the last 10 years, over 60 percent of the industries which located in small communities employed less than 20 persons. In addition, small industries generally utilize between 1 and 2-1/2 acres. Thus, the employment generated for the amount of land allocated is not particularly high.

Commercial development, on the other hand, tends to have a higher amount of employment per acre of land allocated. In addition, retail jobs historically tend to be filled by the local workforce as opposed to commuters. The point to emphasize is that industrial development is not the sole answer to creating local employment opportunity.

POLICY # 3: CANBY SHALL ENCOURAGE ECONOMIC PROGRAMS AND PROJECTS WHICH WILL LEAD TO AN INCREASE IN LOCAL EMPLOYMENT OPPORTUNITIES.

IMPLEMENTATION MEASURES:

- A) Encourage local employers to hire local residents.
- B) Negotiate with new industries to have preferential hiring for local residents.

FINDING # 4

City growth is generally accompanied by the conversion of agricultural land to urban uses. In the case of a city such as Canby, however, it is recognized that the productivity of the soils will encourage many property owners to keep farming their land, even after annexation to the city.

POLICY # 4: CANBY SHALL CONSIDER AGRICULTURAL OPERATIONS WHICH CONTRIBUTE TO THE LOCAL ECONOMY AS PART OF THE ECONOMIC BASE OF THE COMMUNITY AND SHALL SEEK TO MAINTAIN THESE AS VIABLE ECONOMIC OPERATIONS.

IMPLEMENTATION MEASURES:

- A) So long as there are other reasonable alternatives for urban growth, highly productive agricultural lands will be protected from urban encroachment.
- B) Encourage owners of agricultural producing areas to take advantage of tax relief programs for open spaces and agricultural uses.
- C) Agricultural operations, even those within the incorporated area, will be encouraged to remain in operation for as long as it is economically feasible to do so. Where developments are proposed on a "phased" basis, the first phase should be situated and designed such that agricultural operations can continue on the remaining property.

HOUSING ELEMENT

GOAL: TO PROVIDE FOR THE HOUSING NEEDS OF THE CITIZENS OF CANBY

BACKGROUND

One of the most critical aspects of any community plan concerns the supply and condition of local housing. The State Land Conservation and Development Commission, in recognition of the importance of housing, has adopted State-wide Planning Goal No. 10: "To provide for the housing needs of the citizens of the state." The goal requires local jurisdictions to inventory buildable lands for residential use and to take steps which will "encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density."

Canby is obviously not equipped to deal with the housing needs of the entire region, nor is the city in the business of actually constructing homes. Canby can, however, do its fair share to solve the housing crisis by assuring that adequate land is available for a variety of housing construction and by assuring that local requirements and regulations are not overly restrictive.

With those objectives in mind, the City Council selected a variety of major policy changes for the City of Canby. Some of these policies will actually increase the requirements placed on new residential construction, but when viewed as a package can be shown to be in keeping with the intent of the city's goal for housing.

Unfortunately, the city does not have a great deal of current housing information. The base data which is available is from 1970 census along with current records as to construction since 1970. The city has not had any detailed housing analysis conducted since 1970. In order to understand the current housing situation in Canby, it is necessary to begin with documented information from the 1970 census and then build upon that base through the use of building permit data and field observations.

The 1970 census data indicated that Canby had a population of 3,758 persons who occupied 1,308 household units. This broke down to 927 owner-occupied units and 437 renter-occupied units. The average number of persons per unit was 2.9 with owner-occupied being 2.8 persons and renter-occupied being 2.9 persons. The census data also showed that at that time, there were 14 homes for sale which were vacant as well as 31 vacant units which were available as rentals. The median price asked on the vacant homes which were for sale was \$23,600 and the median rent asked was \$94 per month.

HOUSING VALUE 1970

Value	Number of Dwelling Units
Specified owner occupied	850
Less than \$5,000	15
\$5,000 to \$9,999	109
\$10,000 to \$14,999	213
\$15,000 to \$19,999	266
\$20,000 to \$24,999	149
\$25,000 to \$34,999	70
\$35,000 or more	28

Source: 1970 Census Data

Concerning condition of housing units as well as the degree of crowding, the 1970 census indicated there were only 16 units without complete plumbing facilities, which is extremely low considering the age of the overall housing stock within the city. Likewise, there was a very small percentage of crowding which is defined as more than one person per room excluding kitchens and bathrooms. Of the occupied units, only 48 (or 3.8 percent of the total) were shown to have more than one person per room.

In summarizing the 1970 census data, it is fair to say that the overall housing stock within the city was in good condition; that there was relatively little crowding within these units; and that there were available units for purchase as well as for rent. Certainly, the overall picture would indicate that Canby at that time had very little housing problem. However, since 1970, the housing picture within the State of Oregon as well as in Canby has changed considerably.

According to construction records kept by the city, a total of 1,004 single-family units have been constructed from 1970 to 1978. Multi-family construction for the same period has added 490 units, for a total dwelling unit increase within the city of 1,494 units.

HOUSING UNITS BY TYPE

	<u>1970</u>	<u>1978</u>
Single Family	1,094	2,098
Multi-Family	266	756
TOTAL	1,360	2,854

Source: 1970 U.S. Census
City of Canby Building Permit Data

Since there have been relatively few units removed from the housing stock since 1970, it is estimated that the total housing stock within the city through 1978 would include approximately 2,854 units. The number of single-family units would be approximately 2,098, and the number of multi-family units, which includes duplexes, would be approximately 756. Utilizing the estimated population in 1978 for the city (7,103 people), the overall number of persons per dwelling unit was approximately 2.488.

The overall condition of housing units in the city is still surprisingly good. Field observations indicate that very few housing units could still be considered substandard. It is estimated that the actual number of substandard units has not increased much since 1970. This is remarkable in that over 500 units, or slightly under 20 percent of the entire housing stock of the city, is 51 years or over in age. It is also interesting to note that construction in the last ten years has almost doubled the entire number of housing units. Therefore, there is an extremely high percentage of new housing as well as an extremely high percentage of very old housing within the city.

HOUSING AGE (1978 BASE YEAR)

	AGE					
	10 yrs. or less	11-20	21-30	31-40	41-50	51 & over
Dwelling Units	1,494	103	337	170	243	507

Source: 1970 Census Data and City of Canby Building Permit Data

In an attempt to develop information concerning costs in the current housing market, several local realtors were consulted. The response of these individuals provided a fairly consistent picture of both the rental and owner-occupied markets. In the new housing market, it was the consensus that an average home of roughly 1,500 square feet would be in the \$70,000 price range. For a 1,300 to 1,500 square foot used house (10 to 15 years or less in age), the price range would vary somewhere in the mid \$60,000 range, and for homes of a smaller size, from 1,100 to 1,300 square feet, the value would be in the mid to upper \$50,000 range. These figures compare to an early 1979 State of Oregon figure which indicated the average new home to be in the \$55,000 range.

Because the 1970 census data dealt with median housing value, it is difficult to compare these costs. In addition, most of the housing market in 1970 was older than 20 years. As a result, the median value is somewhat misleading in a comparison as it is probably safe to assume that new housing in 1970 would have been considerably higher than the \$16,000 to \$17,000 median value. However, there is little question that inflation in the housing market has been tremendous in the past ten years. The rental market has also

escalated rapidly. The 1970 census indicated that slightly less than \$100 would have been an average rent scale. Now it is reported that a two-bedroom duplex would probably rent for just under \$300 per month and a 1,500 square foot home would probably run in excess of \$400 per month. Unfortunately, current income figures are not available to correlate with housing costs to determine what ratio or percentage of income is being allocated to housing. The city will have to wait until the 1980 census data is available in order to make an evaluation of this type.

It is interesting to note that in the late 60's, one of the standard measures of what a family could afford, in terms of the total purchase price of a home, was roughly two and one-half times the gross yearly income of the household. Now real estate and banking institutions look at the maximum monthly payment for housing being in the area of 25 percent of the monthly gross income of the household. In some instances, that figure actually exceeds 30 percent. Clearly, from the consumer's standpoint, the monthly cost of housing as compared to the monthly disposable income of the family is the prime consideration; not the total purchase cost of the dwelling unit.

Local real estate brokers were also questioned as to the value of land within the city. The cost of an 8,000 to 10,000 square foot lot, which would be a typical low-density, single-family situation, would be in a range from \$18,000 to \$21,000 if located on an improved street with full services. This type of cost compares typically to the cost of property in the Metropolitan area and points to one fact which has changed considerably in the past few years: it is no longer necessarily true that the home owner can look to less expensive property costs in small rural centers as opposed to more urbanized areas. Whereas, 10 to 15 years ago, it was typically cheaper to purchase land outside the more urbanized areas.

Current vacancy rates are somewhat difficult to ascertain. In October, 1979, local real estate brokers indicated that in the new housing market there were probably a dozen homes for sale. At that particular time there were approximately 15 to 20 used homes available. The market at that point in time was somewhat slow, particularly in the new home sales. This has been the typical trend throughout the Metropolitan area and with other outlying communities. Early in 1979, new homes were generally sold prior to completion. However, as interest rates have increased and the availability of money has declined a number of new homes have been finished and have yet to be sold.

Within the rental market, there was an indication that some apartment units were available but duplex units or homes were virtually unavailable at that time. Clearly, the vacancy rate within both the rental and homeowner market was less than one percent of the total housing stock.

Canby currently has a number of homes which were built under the Farmers Home Administration program. These number approximately 130 in addition to 18 homes which were purchased by FmHA. In addition, there are some senior citizen rental units also provided through FmHA. The total number of these units is 52 and plans are being completed to increase that number of units

by approximately 30. The State Housing Finance Agency is also expected to provide funding for a housing project to serve the handicapped and/or elderly in the near future. It should be noted that with the rising cost of housing, Farmers Home Administration as well as the County Housing Authority have had a tremendous increase in inquiries by the public for agency-sponsored programs. This is further illustrated by the fact that there is a long waiting list for the Canby Village Apartments which are FmHA sponsored housing units for the elderly.

In summary, it can be said that the city, in the past ten years, has experienced a rapid in-migration of population, resulting in increased housing activity. Much of this activity can be directed to the fact that there are newly emerging industrial areas in the city and the fact that in the early 70's, the I-5 Freeway was enlarged from four lanes to six lanes, making commuting to the Metropolitan area easier. It is also apparent that the city has attracted a certain number of people who have chosen Canby as a retirement location. There appears to be no immediate end to this current trend or for the demand for housing in the Canby area. At the end of the present construction slowdown, it is anticipated that construction activity will return to the previous level, if not increase.

It should also be noted that within another 12 to 18 months, some of the preliminary tapes from the 1980 census should be available. Thus, the city will have data on which to determine the degree of housing problems which exist and for what specific income levels housing is a major problem. Even without sophisticated statistical information at this time, it is clearly evident that the low and moderate income groups in the community are having the most difficult time meeting their housing needs.

FINDING # 1

Canby's urban growth policies must provide a sufficient area to allow for new housing construction as needed. This requires not only a sufficient growth boundary for long-range needs, but actual annexation of land in a timely manner.

Given the constraints of personal preference and market place variations, it appears the present city area (approximately 1,780 acres) could accommodate an additional population of about 1,850 people. The Buildable Lands Map shows the area of the city where such additional development may be expected. It is natural to expect these vacant or "under-utilized" areas of the city to gradually be developed or redeveloped to higher densities. It is not appropriate to halt all outward city expansion until this in-fill development has occurred as a certain percentage of buildable land always remains vacant. Instead, the city should monitor the process of outward growth and in-fill development to be sure that a balance is achieved.

POLICY # 1: CANBY SHALL ADOPT AND IMPLEMENT AN URBAN GROWTH BOUNDARY WHICH WILL ADEQUATELY PROVIDE SPACE FOR NEW HOUSING STARTS TO SUPPORT AN INCREASE IN POPULATION TO A TOTAL OF 20,000 PERSONS.

IMPLEMENTATION MEASURES:

A) Outside of the existing city limits, the city's urban growth boundary will include sufficient buildable lands to meet the anticipated population increase of about 10,650 persons. The procedures established for the periodic review and updating of the UGB shall be utilized to assure that the UGB remains adequate as housing conditions or inventories of buildable lands change.

B) The city will utilize annexation criteria which will provide adequate space for anticipated short-term population growth (two or three years). The amount of land will include ample consideration of additional vacant area which for various reasons may be held off the market.

FINDING # 2

Since 1970, the rate of inflation has tremendously increased the cost of property, construction, utilities, and streets. As a result, four significant trends have occurred. First, prospective homeowners are willing to accept smaller lot sizes; second, the demand for rental housing has escalated; third, an interest in condominium ownership has developed; and fourth, mobile and modular homes have gained increased acceptance.

To counter increased development costs which are eventually borne by the homeowner, developers have looked to increased housing densities as a means of spreading costs over a larger market. As a result, there has been more demand for lots containing 7,000 to 8,000 square feet, as opposed to the 10,000 to 15,000 square foot lots which typified development in the 60's.

Likewise, inflation in the housing industry has made homeownership out-of-reach for many low and middle income families. As a result, the demand for rental housing has been extremely high. Unless innovative means for financing homes are developed or more assistance programs are made available, it is likely that the demand for rental housing will increase even more. In response, Clackamas county is anticipating the ratio of owner-occupied housing to drop from 80 percent to 60 percent while the total supply of rental units is expected to increase from 20 percent to 40 percent of the entire housing stock by the year 2000.

Again, to reduce rental housing costs, increased densities are essential. This, in turn, means increases in multi-family construction.

POLICY # 2: CANBY SHALL ENCOURAGE A GRADUAL INCREASE IN HOUSING DENSITY AS A RESPONSE TO THE INCREASE IN HOUSING COSTS AND THE NEED FOR MORE RENTAL HOUSING.

IMPLEMENTATION MEASURES:

A) Amend the Zoning Ordinance to allow limited duplex construction in low density, single-family areas.

B) Allow for a variety of lot sizes within residential zones with the overall average equaling the minimum square footage requirement.

- C) Include within the Land Use Element areas designated for higher density development.
- D) Promote more effective utilization of land area and improve aesthetics through design by providing a density bonus system within the planned unit development concept.
- E) Encourage housing mix to occur in all residential areas through zoning application and through planned unit developments.
- F) Amend zoning and subdivision regulations to limit the rate of condominium conversions in order to preserve an adequate number of rental units. Encourage the development of new condominium units as a means of meeting the demand for "Unit Ownership".
- G) Amend zoning and subdivision regulations to provide adequate opportunities for mobile home developments at densities which are slightly greater than standard single family developments.
- H) Amend the Zoning Ordinance to create an R-1.5 residential district to allow densities between those permitted in R-1 and R-2 zones, and a Residential/Commercial Mixed Use Zone which will allow for a mixture of compatible residential and commercial uses in the same neighborhood.

FINDING # 3

The establishment and long-range planning of residential areas having differing density characteristics requires careful coordination with other Plan Elements. Of particular concern is the coordination of housing density with the city's ability to provide water and sewer service at adequate capacities. In addition, it is critical that higher density areas be served by a transportation network adequately sized to handle the traffic generated. Higher density areas should not be located where the existing road pattern lacks capacity to provide access or service to residential areas or where unusually high traffic loads would pass through established neighborhood areas. Without adequate coordination with the overall transportation system, high-density housing can place undue strain on local street networks as well as creating major safety problems.

Other types of public facilities also require coordination. As an example, the selection and placement of school facilities and parks and recreational facilities are extremely important. Without such coordination, these facilities can either be undersized for the demand or their location may be too far removed for adequate or economic utilization.

An additional objective for many communities is to try to coordinate higher density housing with the potential for transit systems. In the case of Canby, improved regional bus service, or expansion of the Tri-Met system would be initially more critical. Tri-Met currently provides service to downtown Canby and along Holly and Territorial Roads. Average daily ridership for 1979, according to Tri-Met is approximately 100 persons.

From a very long-range perspective, it may be feasible for the city to have an intra-urban bus system. However, the critical point in any type of transit system is to ensure that there are adequate numbers of passengers in the proper locations for the system to function effectively and economically.

POLICY # 3: CANBY SHALL COORDINATE THE LOCATION OF HIGHER DENSITY HOUSING WITH THE ABILITY OF THE CITY TO PROVIDE UTILITIES, PUBLIC FACILITIES, AND A FUNCTIONAL TRANSPORTATION NETWORK.

IMPLEMENTATION MEASURES:

- A) Higher density housing shall be located only where the existing sewer and water systems can provide the necessary infrastructure to support those densities.
- B) Higher density housing shall be planned in areas which are served by an adequate arterial system so as not to overburden local streets. The number of access points onto arterial roads shall be strictly controlled, however, in the interest of traffic safety.
- C) The sequence of development for new residential areas shall coincide with the city's ability to provide adequate water and sewerage facilities without undue hardship.

FINDING # 4

Housing for lower income persons has become a nationwide problem. With the rapid inflation of housing costs during the 1970's, the need to focus on low income housing has become even more acute. As a result, the State of Oregon has emphasized low-income housing as a part of its Statewide Planning Goals and Guidelines.

In discussing low income housing needs with various agencies in this region, it can be documented that there is an unquestionable need for additional low income housing units. It is, however, difficult to determine locally what the actual demand is for low income housing. Various agencies which have been contacted have indicated that most persons exploring the possibility of low income housing have not been particularly concerned as to the specific location or community in which housing may be available. The only criteria is that it be in some proximity to the Portland Metropolitan area, which effectively includes many of the outlying cities.

In the past, low income housing generally applied to a small segment of the population. However, with increased housing costs, low income housing needs have spread to the young family as well as to the retired segment of our population. As a result, the type of housing requirements are quite varied. Solutions to the housing problem have, therefore, varied from the development and use of mobile homes, apartments, duplexes, and even special construction programs for new single-family units.

POLICY # 4: CANBY SHALL INCOURAGE THE DEVELOPMENT OF HOUSING FOR LOW INCOME PERSONS AND THE INTEGRATION OF THAT HOUSING INTO A VARIETY OF RESIDENTIAL AREAS WITHIN THE CITY.

IMPLEMENTATION MEASURES:

- A) Amend sections of the Zoning and Subdivision Ordinances to allow a density bonus to be given for developments which are specially designed to serve handicapped and elderly persons.
- B) Encourage the private sector to provide low income housing.
- C) Encourage low income housing aimed at home ownership, so property is not reduced from the tax rolls.
- D) Support the County Housing Authority and the Farmers Home Administration in their continued efforts to provide low income housing.
- E) Amend the Zoning Ordinance to allow for "lot size averaging" in new subdivisions or partitions, and duplex construction on larger lots in low density residential districts. Both of these changes should encourage greater diversity of housing types, rent levels, and price ranges without significantly affecting the character of established neighborhoods.

FINDING # 5

Since 1970, mobile homes have played a significant role in providing housing. In that time, over 50 percent of the new housing starts nationwide have been mobile homes. With the high cost of housing, mobile homes have provided an alternative means for home ownership for many families. Although the generally rapid rate of depreciation for mobile homes has been a concern in the past, this is no longer a major problem because of inflation and improved construction practices.

There appears to be a region-wide shortage of mobile home parks. Because of this demand, developers have been interested in providing facilities for mobile homes. These are attractive development opportunities because there is a minimal amount of site preparation necessary before an economic return can be realized. Major problems today, however, have been restrictions placed on mobile home developments and the shortage of available land which is appropriately zoned.

Because of the demand and because mobile homes do provide an alternative housing choice, cities are finding it necessary to evaluate mobile home placement as well as mobile home restrictions in far more detail than in the past.

Most mobile homes do not currently meet building code (OSSSC) standards and this has, therefore, been part of the rationale for segregating mobile homes to specific mobile home park locations. However, units constructed since 1976 have been required to meet HUD requirements, and in the future it is anticipated mobile home construction will meet all state and local building code requirements. When this occurs, mobile homes must be treated the same as any other dwelling unit. This will mean the community will see increased mobile home development on individual lots.

Currently, however, the major problem with mobile home development centers on mobile home subdivision design and generally the lack of amenities and other aesthetic considerations. However, with proper design consideration, subdivision layout, buffering, and landscaping; mobile home parks can be made to be attractive areas in which to live. As a result, the dilemma facing most cities is one of the willingness to allow more mobile home park development but at the same time having to place additional restrictions to ensure that those developments become assets to the community and provide good living amenities.

Another factor which warrants consideration is the fact that there are many different types of developments which in the past might have been lumped together under the heading of "trailer parks". It is now apparent that provisions are needed which differentiate between mobile home parks, where spaces are generally offered for rent, and mobile home subdivisions, where the units sit on separate lots in the same basic manner as conventional residential subdivisions. Trailer parks may still be needed also, to allow for temporary or recreational housing needs. Modular homes will be differentiated from mobile homes where they have been constructed to all city building code requirements. Trailer or mobile home usage for caretaker situations is also expected to continue.

POLICY # 5: CANBY SHALL PROVIDE OPPORTUNITIES FOR MOBILE HOME DEVELOPMENTS IN ALL RESIDENTIAL ZONES, SUBJECT TO APPROPRIATE DESIGN STANDARDS.

IMPLEMENTATION MEASURES:

- A) Amend the Zoning Ordinance to make mobile home park developments a conditional use in any residential zone, thereby shifting the focus away from commercial and industrial areas.
- B) Amend the Zoning and Subdivision Ordinances to provide for Mobile Home Subdivisions where each unit could be situated on its own lot, subject to the design review criteria of PUD procedures.
- C) Mobile home developments near commercial or industrial areas will be adequately protected from traffic and noise, as would any other residential development.
- D) The city shall have a set of design standards which is directed at providing living amenities within mobile home parks and subdivisions and providing adequate buffering to surrounding uses. These design standards will cover individual lot size, setback and buffering requirements, landscape requirements, minimum acreage for park developments, and will allow for innovative ideas in subdivision layouts. They will not be intended or construed to prevent the appropriate development of mobile home projects.

ENERGY CONSERVATION ELEMENT

GOAL: TO CONSERVE ENERGY

BACKGROUND

The topic of energy conservation is somewhat broad in scope since energy is a basic and fundamental consideration in our total economic and employment structures and is critical to the well-being of this complex society and its lifestyles. This being the case, the following discussion represents a broad overview of the energy conservation/efficiency situation.

There are many serious problems associated with the present energy situation, the foremost being the conventional approach to supply and demand. Energy scarcity is seen only as a problem of shortage of supply, while at the same time our finite (non-renewable) resources are being depleted and society's demand and dependence on them is increasing.

For generations western cultures have been enjoying the benefits of a cheap, easily available energy source....fossil fuels. Today, practically all luxuries and necessities are seen as totally dependent on oil, natural gas, and coal. The fact that reserves of these fossil fuels, especially crude oil, are limited, has become an economic reality for consumers. Because our standard of living has been built on easily obtained energy resources, conventional wisdom stresses finding alternative sources capable of continuing this lifestyle. The most obvious "alternative" has been the search for more deposits of fossil fuels....further off-shore, deeper underground, and in more isolated areas. Very soon, however, the cost of retrieving any new reserves will exceed the benefits. While we may be able to increase the total energy produced each year, an increasing portion of that energy is used getting to the resource....drilling deeper wells, increased transportation distances, upgrading low concentration fuels, and so on. Thus, in the long-term, the present policy of increasing this supply of non-renewable energy fuels will very likely result in higher inflation, more unemployment and general economic instability. It also creates the conditions for a sharper and more disruptive transition to other renewable sources of energy in the future.

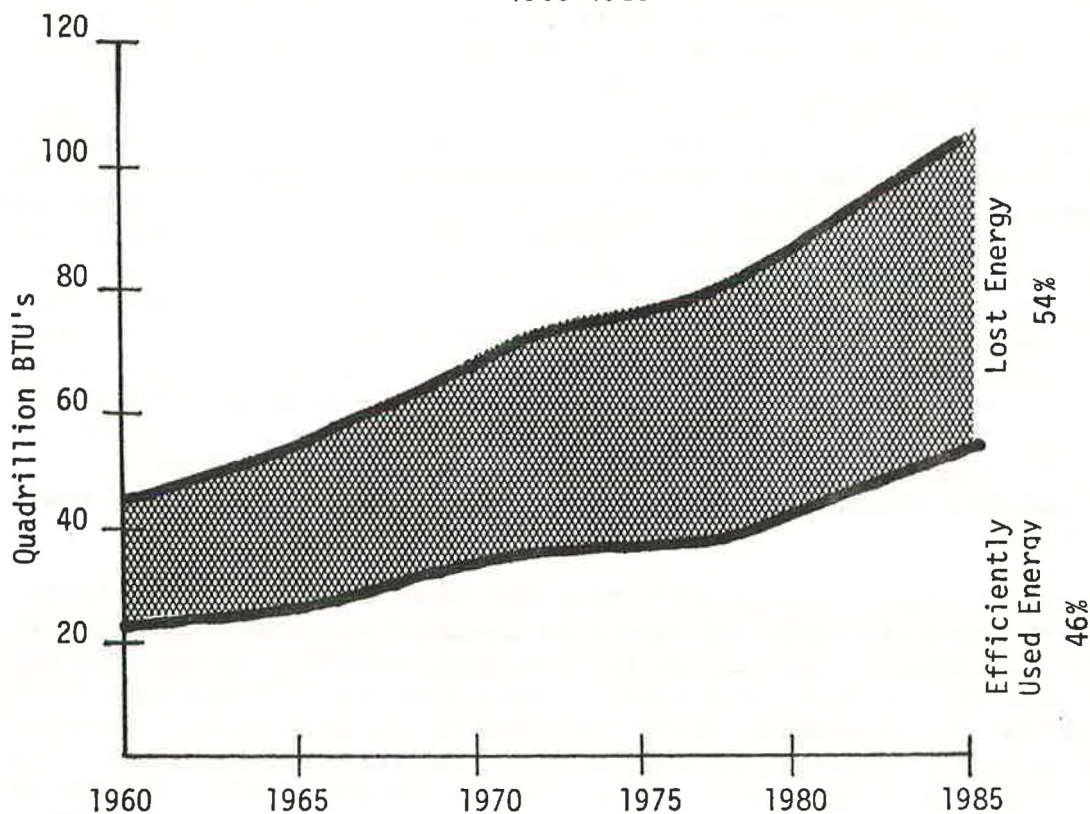
The message is clear. Energy efficiency and local efforts can save money by reducing operating costs and levels of consumption through conservation measures. Ultimately, the success of local and individual energy conservation efforts will be determined within communities and neighborhoods having the potential for developing energy conservation measures and/or resources that are uniquely suited to particular needs and available resources. Even a small city such as Canby must do its part to conserve energy, for the good of the entire nation. Unnecessarily wasteful behavior must now be viewed to be as damaging to the nation's well-being as unnecessary air or water pollution. The effects of these things go far beyond the corporate limits

of any city and rapidly become threats to our entire society. When it is noted that about half of the total energy consumed in this country is actually wasted (see figure 9-I) the need for corrective measures is quickly seen.

The actual energy conservation methods which fall within the scope of this Plan tend to be more of "inducements" than "mandates". Canby is, quite clearly, still a commuter community. This means that an extremely high rate of energy consumption for transportation is already the norm.

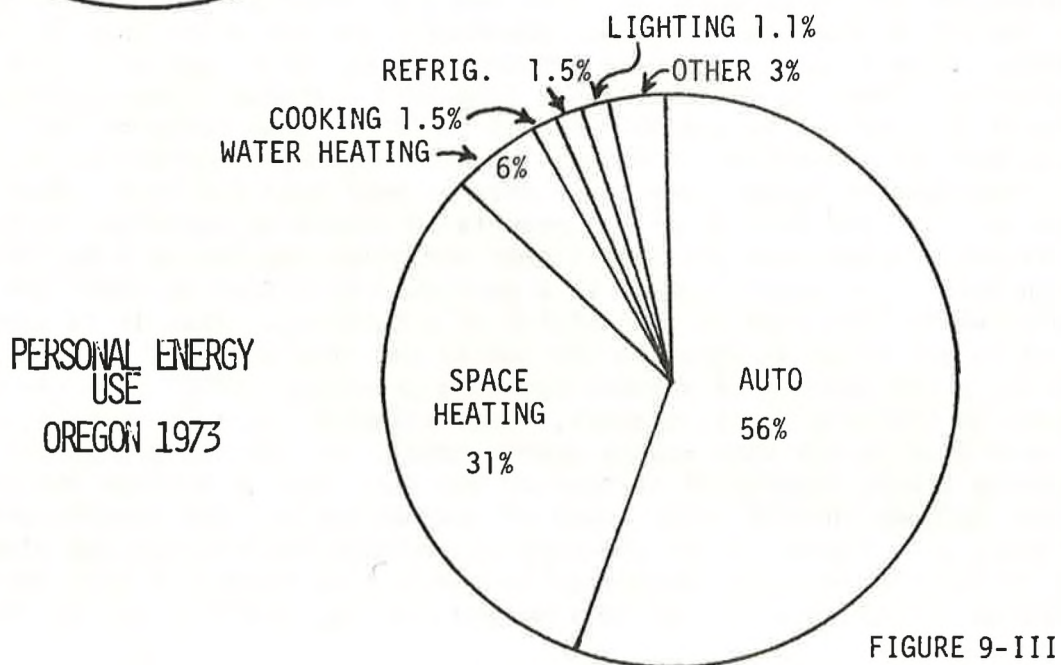
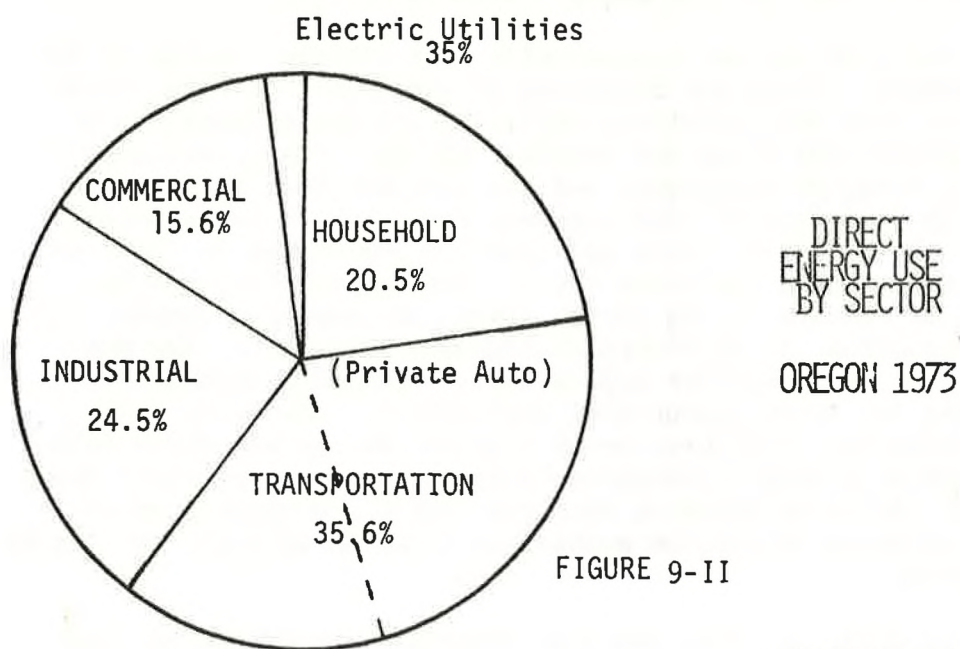
Unfortunately, Canby has relatively few tools at its disposal to bring about reductions in energy consumption. Some of the tools which are available are relatively unique and will require a progressive attitude on the part of the city as well as developers.

FIGURE 9-I
Efficiency of Energy Utilization
1960-1985



SOURCE: U.S. Department of
Interior, 1974

Figures 9-II and 9-III represent Oregon energy usage "pies", indicating that individuals are responsible for nearly one-half of all energy consumed in the state. This consumption includes homes, cars and recreational usage.



A number of general energy evaluation studies and other specific documentations indicate that all structures, whether residential, commercial, industrial or public, lose substantial amounts of consumed energy due in large part to building techniques and materials, site layout, and structural orientation. By addressing these areas of concern, Canby can support an economically and environmentally appropriate energy conservation ethic.

As an example, building design has historically been closely related to the surrounding environment. Since the beginning of the Industrial Age, technology has moved far from this practice, utilizing new and advanced technologies in combination with cheap and abundant energy. Today, building designs are largely based on appearance and low initial cost, with little or no regard for the depletion of finite energy resources or environmental impact. The result is buildings which are improperly oriented to their environment and which have high operation costs. Western civilization has now entered an era of rapidly rising energy costs and uncertain supply, as well as a growing awareness of declining environmental quality. Man now seems obligated to return to earlier approaches of designing structures that are appropriate for their surrounding environment. The basic objective must be to (re)design structures which provide the maximum human benefit at the least possible cost in resource, environmental and monetary terms. To do this, we must strive to minimize resource inputs and outputs of all structures. The following discussion enumerates a number of basic principles of energy conservation.

Structures should be built to last; precious resources should not be used to destroy a given building and construct a new one after only 25 to 75 years. From a purely economic perspective, the high cost of modern construction virtually necessitates a long-term approach. Local materials should be used to the greatest extent possible, thus reducing the energy required for production of materials and transport. Surface areas should be minimized as larger areas have greater heat gain and loss. Mass (i.e., the quantity and density of the materials) should be maximized because temperature fluctuations are much slower and often smaller in a building with high mass. For example, mass is a particularly effective stabilizer if insulation is installed on the outside of a building. Thus it is more effective to put brick or stone on the inside and insulation on the outside, which is the reverse of current building practices. Heat loss can be minimized by caulking doors, windows, floor trimming and other joints, utilizing double glazing and even double doors; insulating and using shutters (in an average house, roughly 25 percent of the heat loss is through the windows). Other methods include other types of weatherization, new construction techniques, site layout, solar orientation, neighborhood design and planning. It is the consumer who unnecessarily carries the burden of poor design through excessive costs for heating and cooling, but this can be changed.

As shown on the "pie charts"(figures 9-II & 9-III) transportation continues to be a major consumer of energy in both the personal sector and in total usage. Within the limited scope of Canby's transportation planning, concern for energy consumption must be included. This requires a focus on three basic areas:

- 1) reasonably priced, efficient mass transit to Portland and Salem;
- 2) increased efficiency of local transportation systems; and
- 3) encouragement of alternatives to conventional transportation patterns (e.g. bicycling, walking, carpooling, etc.).

Another method of energy conservation which is often overlooked involves the recycling of used materials. This can be important for two reasons:

- 1) the consumption of large amounts of energy in the process of manufacturing glass, paper, metal, etc. can be mitigated by recycling those materials; and
- 2) waste products can actually become an energy source through resource recovery operations.

FINDING # 1

All types of structures, particularly older existing ones, but also many new buildings of residential, commercial, industrial and institutional types, lose large amounts of energy. This is due primarily to inappropriate building techniques and materials, minimal or no insulation, window sizing and placement, and poor weatherization. Although Canby has adopted the Oregon State Structural Safety Code which sets insulation standards, the potential for substantially increasing design and insulation requirements to conserve energy is, over the long term, economically viable from the perspectives of consumer benefit and energy conservation.

POLICY # 1: CANBY SHALL ENCOURAGE ENERGY CONSERVATION AND EFFICIENCY MEASURES IN CONSTRUCTION PRACTICES.

IMPLEMENTATION MEASURES:

- A) The city shall remain informed of, and involved in, the activities of the State Energy Resources Board.
- B) The city shall encourage increased energy conservation/efficiency methods in new construction and remodeling projects. Examples include extra insulation in walls, floors and ceilings; window size and placement; fluorescent lighting instead of incandescent lighting; weatherstripping around doors and windows, even beyond the requirements of the O.S.S.S.C.
- C) Evaluate building requirements that pertain to techniques and materials for their impact on resources and energy efficiency.
- D) Periodically review, update and amend all applicable codes and ordinances to reflect energy efficiency.

- E) Encourage builders and building designers to utilize the "thermal performance" standards of the O.S.S.S.C. to develop structures which exceed the basic minimum insulation requirements of the code.
- F) Attempt to educate the public regarding the advantages of energy conservation/efficiency in design or construction.
- G) Assist the county and other agencies in projects to retrofit existing homes with insulation and other components to increase efficiency.
- H) Modify the zoning ordinance to allow eaves encroaching up to 5 feet into the southern and western setbacks of properties in R-1 and R-2 zones.

FINDING # 2

All structures can take advantage of solar energy availability by utilizing optimal solar orientation and potential. When proper solar orientation is utilized in conjunction with increased energy conservation techniques and standards, very substantial savings are possible with minimal additional expenditures. Through proper solar orientation, heat-gain during summer months can be minimized and maximized during winter months, thereby, reducing energy needs for cooling and heating. Such changes would primarily affect subdivision design, street layout and road requirements by attempting to reduce the amount of materials used and, thereby, the amount of embodied energy required.

To a somewhat lesser extent, wind orientation has the same basic effect as solar orientation. The U.S. Weather Bureau's Portland office reports that in the months April through September prevailing winds, averaging in excess of 7 mph, are from the Northwest. From October through March prevailing winds, averaging more than 8 mph are from the south/southeast. Ideal wind orientation would focus on the cooling summer winds from the northwest, while limiting doors and all but well-sealed windows on the south/southeast.

POLICY # 2: CANBY SHALL ENCOURAGE DEVELOPMENT PROJECTS WHICH TAKE ADVANTAGE OF WIND AND SOLAR ORIENTATION AND UTILIZATION.

IMPLEMENTATION MEASURES:

- A) Amend the city's planned unit development regulations to provide a "density bonus" for developments which are designed to utilize efficient solar and wind orientation and structural components which exceed minimum insulation requirements of the code.
- B) Amend the zoning ordinance to allow solar oriented subdivisions without requiring special setback variances. Encourage the developers of such subdivisions to record "solar easements" to prevent the shading of solar collectors.

- C) Encourage the acquisition of solar easements by property owners who fear that adjacent developments may shade their areas.
- D) The city will include consideration of wind and solar orientation in the construction of its facilities. All other public agencies will be encouraged to follow suit as a means of saving public dollars while setting a good example for builders in the private sector.
- E) Amend the subdivision ordinance to allow the planning commission to require the planting of selected species of deciduous trees for each new lot.

FINDING # 3

One of the major obstacles facing the solar efficient construction industry is the lack of an educated public. Unscrupulous builders in some areas have sold "solar" houses to unknowledgeable buyers who later found that the houses were less energy efficient than conventional homes. Unfortunately, there is little that can be done to rectify past occurrences, but the city can help to avert such problems in the future. As the "state of the art" of solar construction evolves, the city should be able to develop a "performance standard" system for evaluating residential construction. This will tell prospective buyers how a given home will compare with other dwellings. Until such a system can be developed, the city can best insure a degree of consumer protection by attempting to inform the public about solar efficiency in residential design and construction.

POLICY # 3: CANBY SHALL STRIVE TO INCREASE CONSUMER PROTECTION IN THE AREA OF SOLAR DESIGN AND CONSTRUCTION.

IMPLEMENTATION MEASURES:

- A) The City Planner and Building Inspector will be available to discuss various aspects of solar design with potential builders or buyers.
- B) The city staff will continue in its efforts to eventually adopt a performance standard system for determining energy efficiency. Particularly efficient designs will be rewarded by some form of special commendation which should increase competition among designers.

FINDING # 4

Transportation related energy consumption is a major part of the total energy issue. Canby can do its part in reducing wasteful transportation practices through local land use changes which reduce the need for commuting and by actively supporting the development of efficient mass transit connecting Canby with Portland and Salem. To a somewhat lesser extent, Canby can reduce energy consumption by assuring that vehicle circulation patterns within the city are efficient. (See also: TRANSPORTATION ELEMENT)

POLICY # 4: CANBY SHALL ATTEMPT TO REDUCE WASTEFUL PATTERNS OF ENERGY CONSUMPTION IN TRANSPORTATION SYSTEMS.

IMPLEMENTATION MEASURES:

- A) The land use map of the Comprehensive Plan and implementing zoning shall provide adequate areas for industrial and commercial development in the interest of expanding local employment opportunities and, thereby, reducing the need for commuting.
- B) The city will actively promote efforts to establish and maintain an adequate system of transit linking Canby with Portland and Salem. It is recognized that the present Tri-Met service to Portland is scarcely used, partly because of poor scheduling and partly because Canby residents have not yet felt a sufficient need to utilize the bus.
- C) The city will actively support the use of Tri-Met, and any other mass transit systems serving the area, in an effort to increase ridership and bring about improvements in service.
- D) Energy-efficient "alternative" means of transportation will be supported. Improvements to Canby's sidewalk system should encourage walking, recognizing bicycling as a valid transportation mode (and not simply a form of recreation), and allowing the use of various battery or pedal-powered vehicles on city streets are all energy-saving measures.
- E) Adopt and fully implement the Transportation Element of the Plan for its energy conservation value.
- F) Eventually, city growth will create a sufficient need to justify the development of an intra-city bus system. Whether a private or a public effort, the city will actively support such a transportation system when it is found that an adequate public need exists for this service.

FINDING # 5

Electric signs can be among the most needless types of energy wasting systems. In addition, signs which are motorized or have flashing lights tend to detract from the visual quality of the community. Flashing colored lights are even occasionally blamed for traffic accidents.

POLICY # 5: CANBY SHALL ESTABLISH AND IMPLEMENT REGULATIONS FOR SIGNS WHICH DISCOURAGE WASTEFULL PATTERNS OF ENERGY CONSUMPTION.

IMPLEMENTATION MEASURES:

- A) Revise city zoning ordinance to prevent the construction of motorized signs.
- B) Revise zoning ordinance to limit the use of flashing lights on signs to conventional date/time/temperature signs using white lights.

FIGURE 9-IV Monetary Savings From Insulation

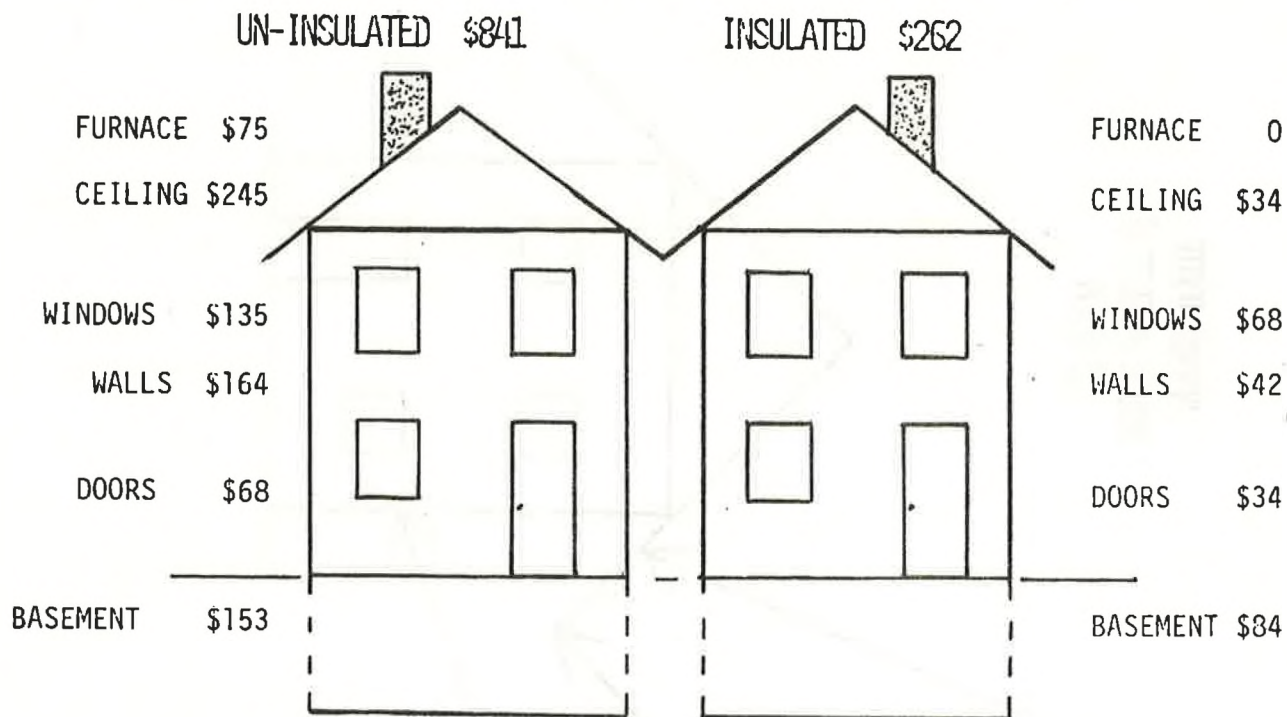
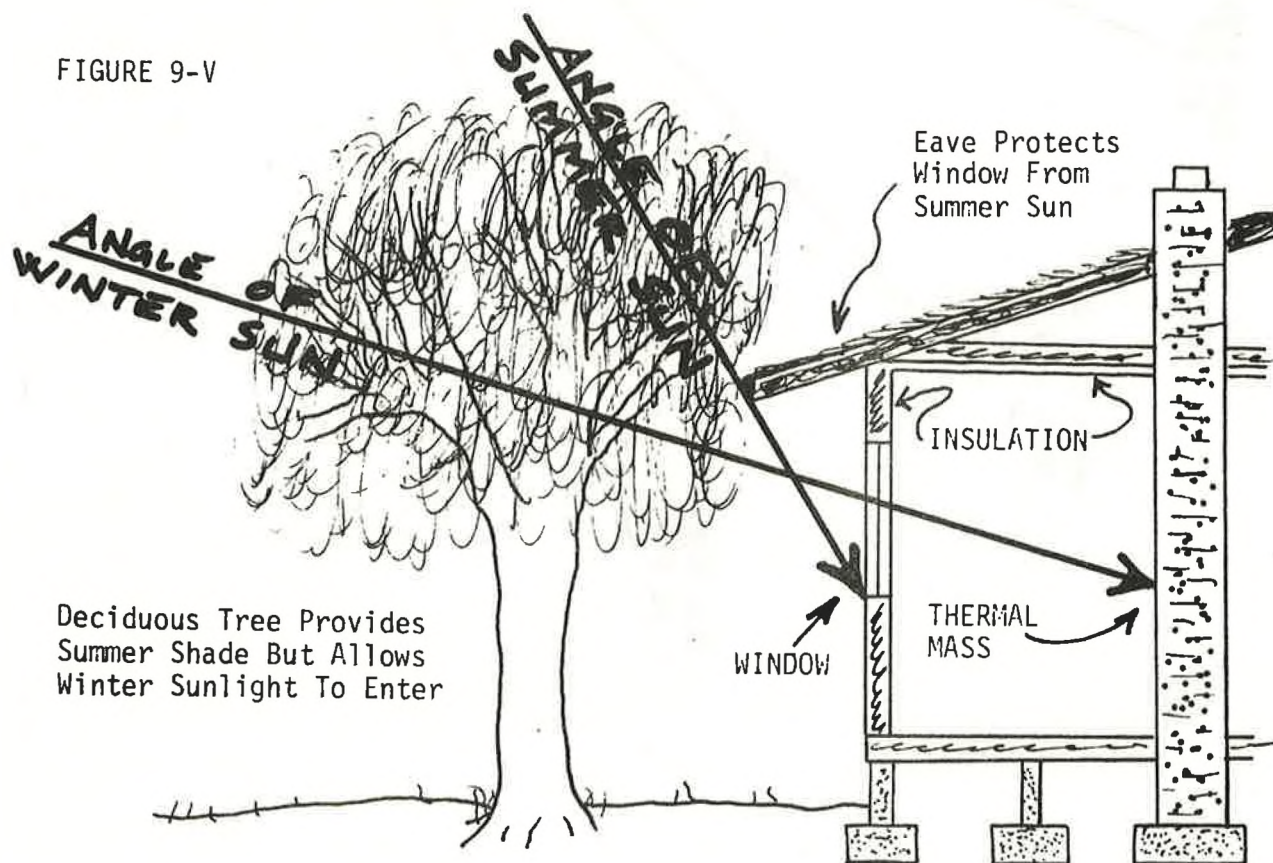


FIGURE 9-V



SOME ASPECTS OF PASSIVE SOLAR DESIGN

FIGURE 9-VI

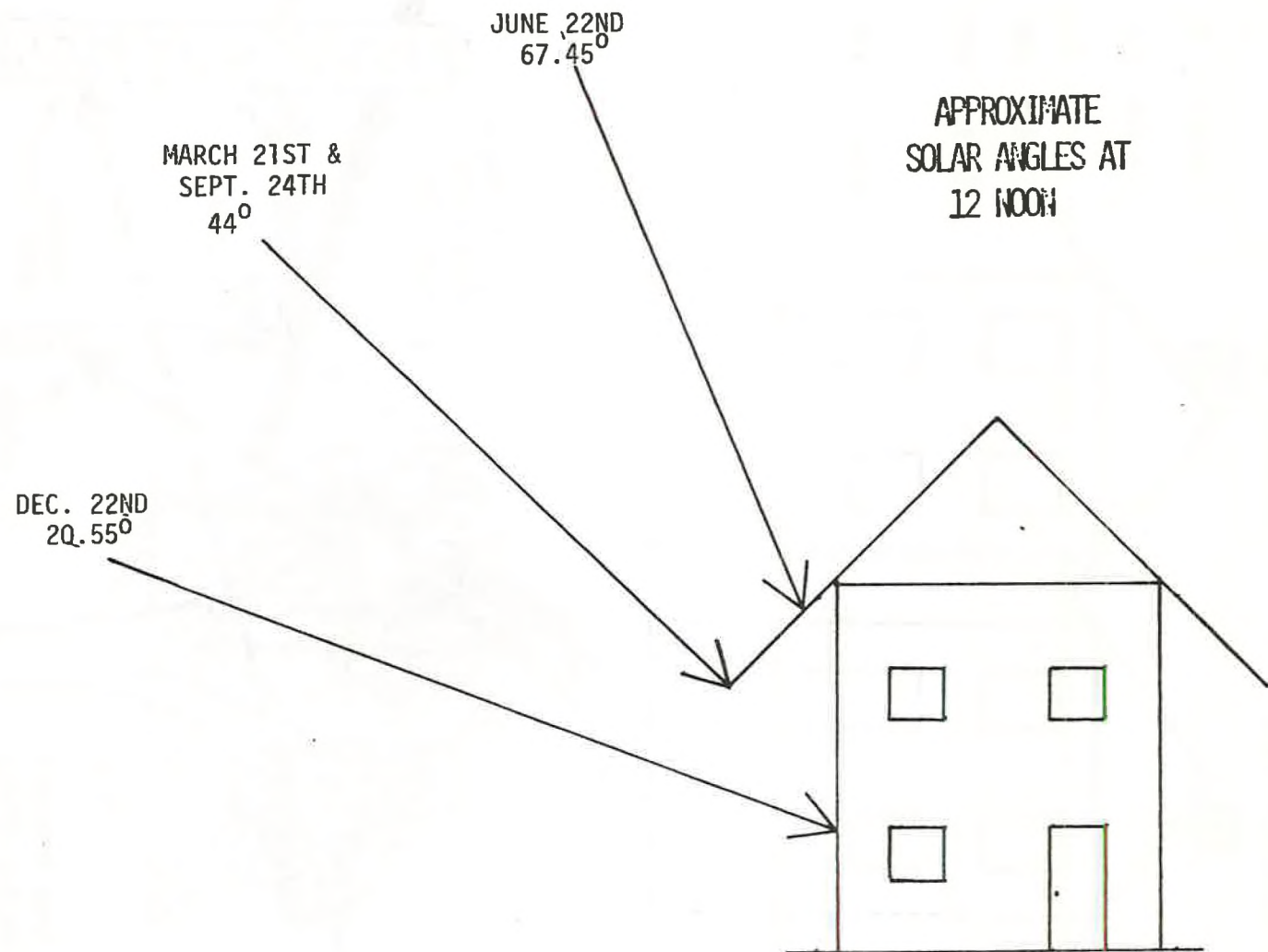


FIGURE 9-VI

SOLAR LOT ORIENTATION

Dwelling Orientations with Major Yards
to the South and Buildings Spaced to
Prevent Shading of Solar Collectors

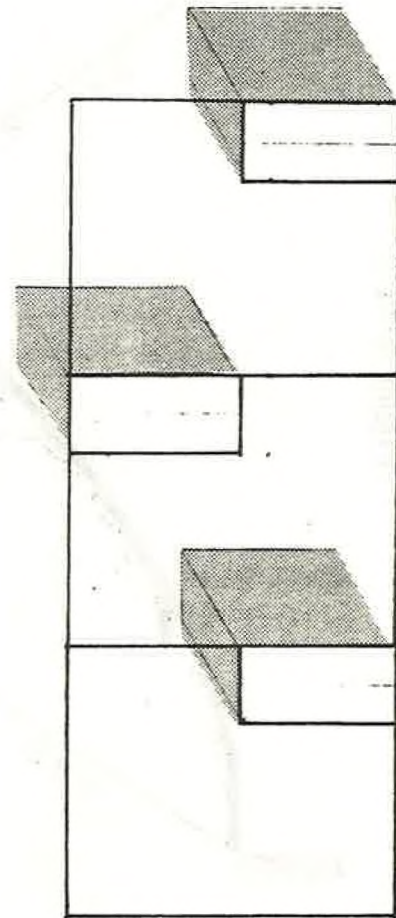
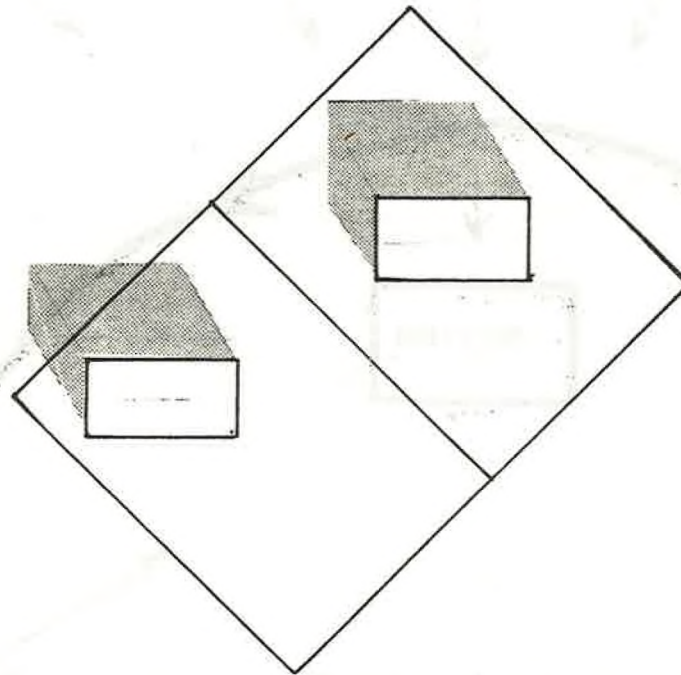
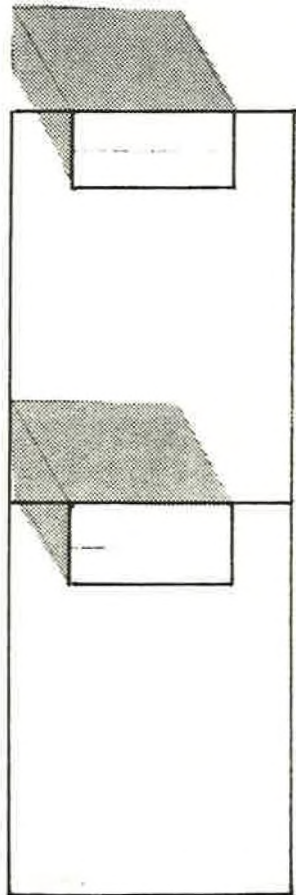


FIGURE 9-VII

SUN PATHS

JUNE

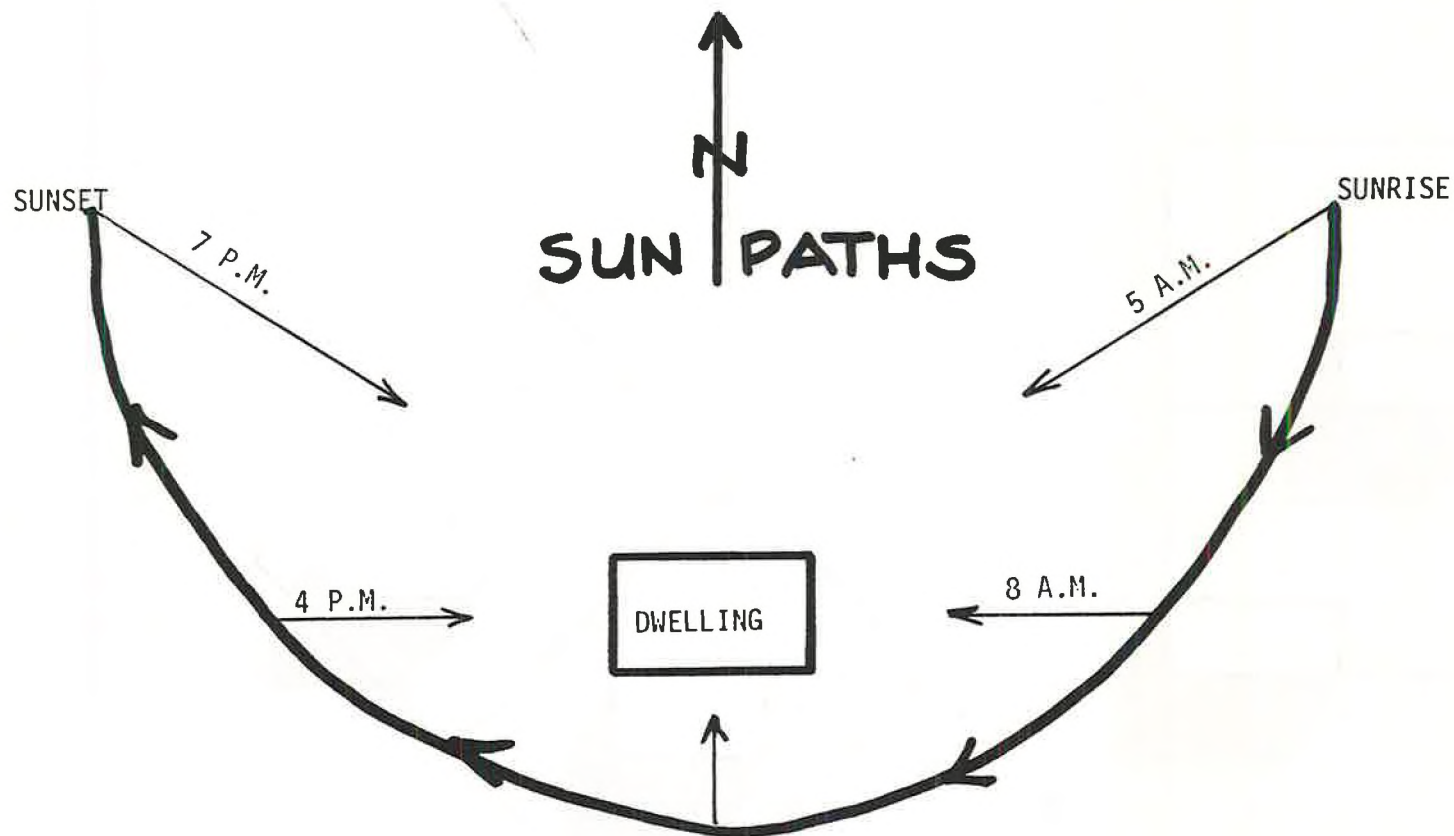


FIGURE 9-VIII

DECEMBER

