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January 15, 2026

BCC Agenda Date/Item: _____

Board of County Commissioners
Clackamas County

**Adoption of a Previously Approved Comprehensive Plan Map Amendment and Zone Change
in Files Z0247-25 and Z0248-25. No County General Funds are involved.**

Previous Board Action/Review	Land Use Hearing – December 9, 2025		
Performance Clackamas	1. Public trust in good government		
Counsel Review	Yes	Procurement Review	No
Contact Person	Caleb Huegel	Contact Phone	503-655-8362

EXECUTIVE SUMMARY: File Nos. Z0247-25 and Z0248-25 include a Comprehensive Plan map amendment from Low Density Residential (LDR) to High Density Residential (HDR), with a corresponding zone change from Urban Low Density Residential (R-10) to High Density Residential (HDR), for an approximately 1.15-acre property located at 1802 SE Torbank Rd and 13614 SE River Rd, described as T2S, R1E, Section 02DA, Tax Lots 03400 and 03500, W.M. The amendments are proposed to allow for future expansion of the Rose Villa senior living community. The application also requests the removal of Condition No. 6 in File No. Z0148-09-D, which limits the ability of Rose Villa to develop the subject sites.

A public hearing was held before the Planning Commission on November 24, 2025, at which the Commission voted 8-0 to recommend approval of the application subject to conditions, as recommended by staff. A public hearing was held before the Board of County Commissioners on December 9, 2025, at which the Board voted 3-0-1 to approve the application with conditions, as recommended by staff and the Planning Commission, and directed staff to draft an order and findings consistent with its decision. An order implementing the Board's decision is attached, and findings are attached to the order.

RECOMMENDATION: Staff recommends that the Board adopt the attached order and findings.

Respectfully submitted,

Caleb Huegel
Assistant County Counsel

For Filing Use Only

BEFORE THE BOARD OF COUNTY COMMISSIONERS

OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of File Nos. Z0247-25 and Z0248-25, an Application by Rose Villa Inc. for a Comprehensive Plan Map Amendment and Zone Change for Property Described as T2S, R1E, Section 02DA, Tax Lots 03400 and 03500, W.M.



Board Order No.

Page 1 of 2

Whereas, Thuy Cao and Rose Villa Inc. made an application for a Comprehensive Plan map amendment from Low Density Residential (LDR) to High Density Residential (HDR), with a corresponding zone change from Urban Low Density Residential (R-10) to High Density Residential (HDR), for an approximately 1.15-acre property located at 1802 SE Torbank Rd and 13614 SE River Rd; described as T2S, R1E, Section 02DA, Tax Lots 03400 and 03500, W.M.; and shown on Exhibit A, attached hereto and by this reference incorporated herein; and

Whereas, the application also requests the removal of Condition No. 6 in File No. Z0148-09-D, which limits the ability of Rose Villa to develop the subject sites; and

Whereas, after appropriate notice, a public hearing was held before the Planning Commission on November 24, 2025, at which testimony and evidence were presented and at which the Commission voted 8-0 to recommend approval of the application with conditions, as recommended by staff; and

Whereas, after appropriate notice, a public hearing was held before the Board of County Commissioners on December 9, 2025, at which testimony and evidence were presented and at which the Board voted 3-0-1 to approve the application with conditions, as recommended by staff and the Planning Commission; and

Whereas, the application, subject to the conditions of approval recommended by staff, complies with the applicable state, regional, and county criteria; and

Whereas, the application provides sufficient evidence and findings demonstrating that Condition No. 6 in File No. Z0148-09-D is no longer warranted;

NOW, THEREFORE, the Clackamas County Board of Commissioners does hereby order as follows:

Section 1: The requested Comprehensive Plan map amendment and zone change are approved subject to the conditions identified in Exhibit B, attached hereto and by this reference incorporated herein.

Section 2: File No. Z0148-09-D is hereby amended and Condition No. 6 therein is hereby removed.

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BEFORE THE BOARD OF COUNTY COMMISSIONERS

OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of File Nos. Z0247-25 and
Z0248-25, an Application by Rose Villa Inc.
for a Comprehensive Plan Map Amendment
and Zone Change for Property Described as
T2S, R1E, Section 02DA, Tax Lots 03400
and 03500, W.M.



Board Order No.

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Section 3: The Board adopts the findings shown in Exhibit B.

DATED this 15th day of January 2026.

BOARD OF COUNTY COMMISSIONERS

Chair

Recording Secretary

Board Order Exhibit A

Z0247-25 & Z0248-25

Comprehensive Plan Map Amendment/Zone Change

Low Density Residential/Urban Low Density Residential (LDR/R-10) to High Density Residential (HDR/HDR)
Taxlots 21E02DA **03400 & 03500**

2 1E 02DA

N.E. 1/4 S.E. 1/4 SEC. 02 T.2S. R.1E. W. M.
CLACKAMAS COUNTY

$$1'' = 100''$$

D.L.C.
GEORGE CROW NO. 49

Cancelled

4700
4800
4901
5002

This legend provides a key for various map elements. It includes:

- Boundary: Parcels, Private Road ROW, Historical Boundary, Railroad Corridor.
- Land Use: Tax Code Lines, Water Lines, Land Use Zoning, Plats.
- Geographic Features: Map Index, Corner, Section Corner, 1/16th Line, Govt Lot Line, D.O. Line, Meander Line, PUSS Section Line, Historical Corridor 40', Historical Corridor 20'.

A map of the Western Cape province in South Africa, with Cape Town as the central focus. The Cape Town International Convention Centre (CTICC) is marked with a red dot in the central business district of Cape Town. Other major landmarks and areas are labeled, including the V&A Waterfront, Green Point, and the Cape Town Stadium.

THIS MAP IS FOR ASSESSMENT
PURPOSES ONLY

21E02DA

Exhibit B

***Findings for File Nos. Z0247-25 and Z0248-25:
Comprehensive Plan Map Amendment and Zone Change***

SECTION I: GENERAL INFORMATION

PLANNING FILE NOS.: Z0247-25 and Z0248-25

PROPOSAL: A Comprehensive Plan map amendment to change the land use plan designation for the subject site from Low Density Residential (LDR) to High Density Residential (HDR), with a corresponding zone change from Urban Low Density Residential (R-10) to High Density Residential (HDR). The proposal also includes a request to remove a condition in File No. Z0148-09-D which limits the ability for Rose Villa to develop on the east side of SE River Rd.

This change is intended to facilitate the future expansion of the Rose Villa senior living community and to accommodate additional senior-oriented housing. No development is proposed with this application.

LOCATION: 1802 SE Torbank Rd and 13614 SE River Rd; on the southeast corner of SE River Rd and SE Torbank Rd

T2S, R1E, Section 02DA, Tax Lots 03400 and 03500

APPLICANT(S): Thuy Cao; Harper Houf Peterson Righellis, Inc.

OWNER(S): Rose Villa Inc.

SUBJECT PROPERTY AREA: Approximately 1.15 acres

CURRENT ZONING: Urban Low Density Residential (R-10)

COMPREHENSIVE PLAN DESIGNATION: Low Density Residential (LDR)

COMMUNITY PLANNING ORGANIZATION: Oak Grove Community Council CPO

APPLICABLE APPROVAL CRITERIA: Statewide Planning Goals; Clackamas County Comprehensive Plan; Metro Urban Growth Management Functional Plan; and Clackamas County Zoning and Development Ordinance (ZDO) Sections 202, 1202, and 1307.

SECTION II: CONCLUSION AND CONDITIONS OF APPROVAL

The Board of County Commissioners (the Board) finds that this application satisfies all applicable state and county criteria to amend the Comprehensive Plan designation for the subject property from LDR to HDR, and to rezone the subject property from R-10 to HDR. The Board also finds that the evidence provided in this application demonstrates that Condition No. 6 in File No. Z0148-09-D is no longer warranted. The Board **APPROVES** this application subject to the following conditions:

1. File No. Z0148-09-D is hereby amended and Condition No. 6 therein is hereby removed: "The applicant shall meet or exceed the plans, goals, and time lines associated with the elimination of the East Property Operations, provided in the narrative on page eight of the June 2, 2009, submittal."
2. The Clackamas County Comprehensive Plan Map 4-6, *North Urban Area Land Use Plan*, and all other maps of the Comprehensive Plan that include the subject properties (Tax Lot 21E02DA 03400, with situs address 1802 SE Torbank Rd, and Tax Lot 21E02DA 03500, with situs address 13614 SE River Rd) shall be amended to show the subject property as having a Comprehensive Plan land use designation of HDR.
3. The Clackamas County *North Urban Area Zoning* map shall be amended to show the subject property as being in the HDR zoning district.

SECTION III: OVERVIEW AND BACKGROUND

The subject site is located at 1802 SE Torbank Rd and 13614 SE River Rd, on the southeast corner of SE River Rd and SE Torbank Rd and directly adjacent to (and across SE River Rd from) the existing Rose Villa senior living campus. The site consists of two lots of record (Tax Lots 21E02DA 03400 and 21E02DA 03500) which contain a total of approximately 1.15 acres. The site has approximately 261 feet of frontage on SE River Rd, a minor arterial, and 200 feet of frontage on SE Torbank Rd, a local street.

The subject site is relatively flat, is outside of a mapped flood hazard area, and has no county-regulated mass-movement or soil hazard areas, stream conservation areas, mapped wetlands, or historic landmarks.

Although the application narrative notes generally that the "properties are currently developed with residential structures and accessory buildings," based on current aerial photography and permit history, the Board has identified the following improvements:

- 1804 SE Torbank Rd (Tax Lot 03400) appears to contain a duplex, detached garage, and a parking lot. In 1968, the County denied a conditional use application for three duplexes on this lot but later permitted one duplex (2 dwelling units). A large, detached garage was permitted in 1984.

The Board notes that this site also contains a parking lot with at least 30 parking spaces and is unsure when this parking lot was established and what this lot is supporting. Per the ZDO, the only parking areas allowed on this property would be those accessory to the uses on the property itself. Uses, including parking, that are accessory to the senior living campus across SE River Rd are not allowed on this site.

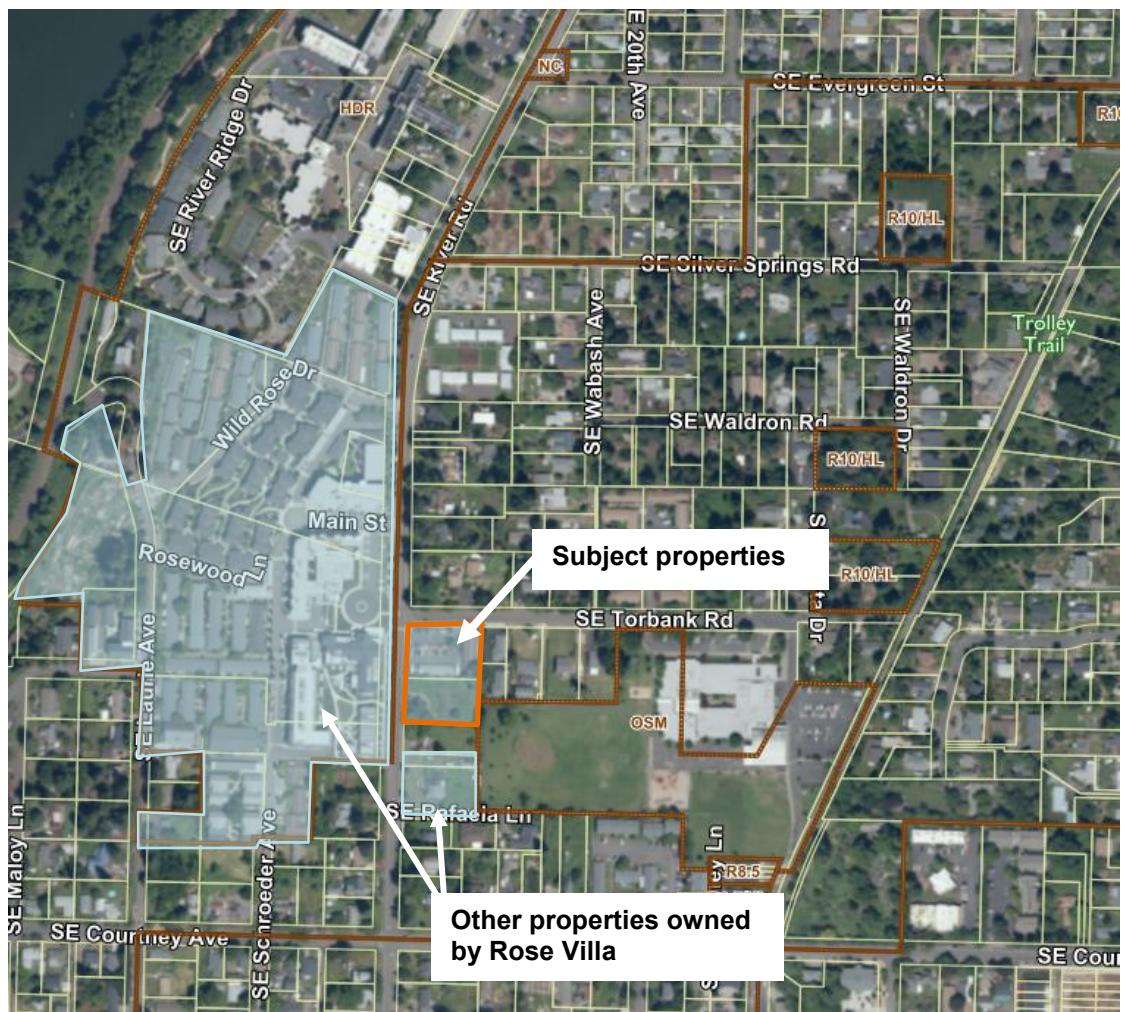
- 13614 SE River Rd (Tax Lot 03500) appears to be vacant. This lot had a structure in the recent past, presumably a detached single-family dwelling. Based on recent aerial photos, that structure has been demolished.

Existing development is served with public water and sewer.

The subject site is currently zoned R-10, with a corresponding Comprehensive Plan designation of LDR. The site is located in an area zoned for and developed predominantly with residential uses, ranging from older single-family and multifamily housing to newer middle housing, with two large mixed-use senior living campuses directly west of the subject sites: Rose Villa and Willamette View.

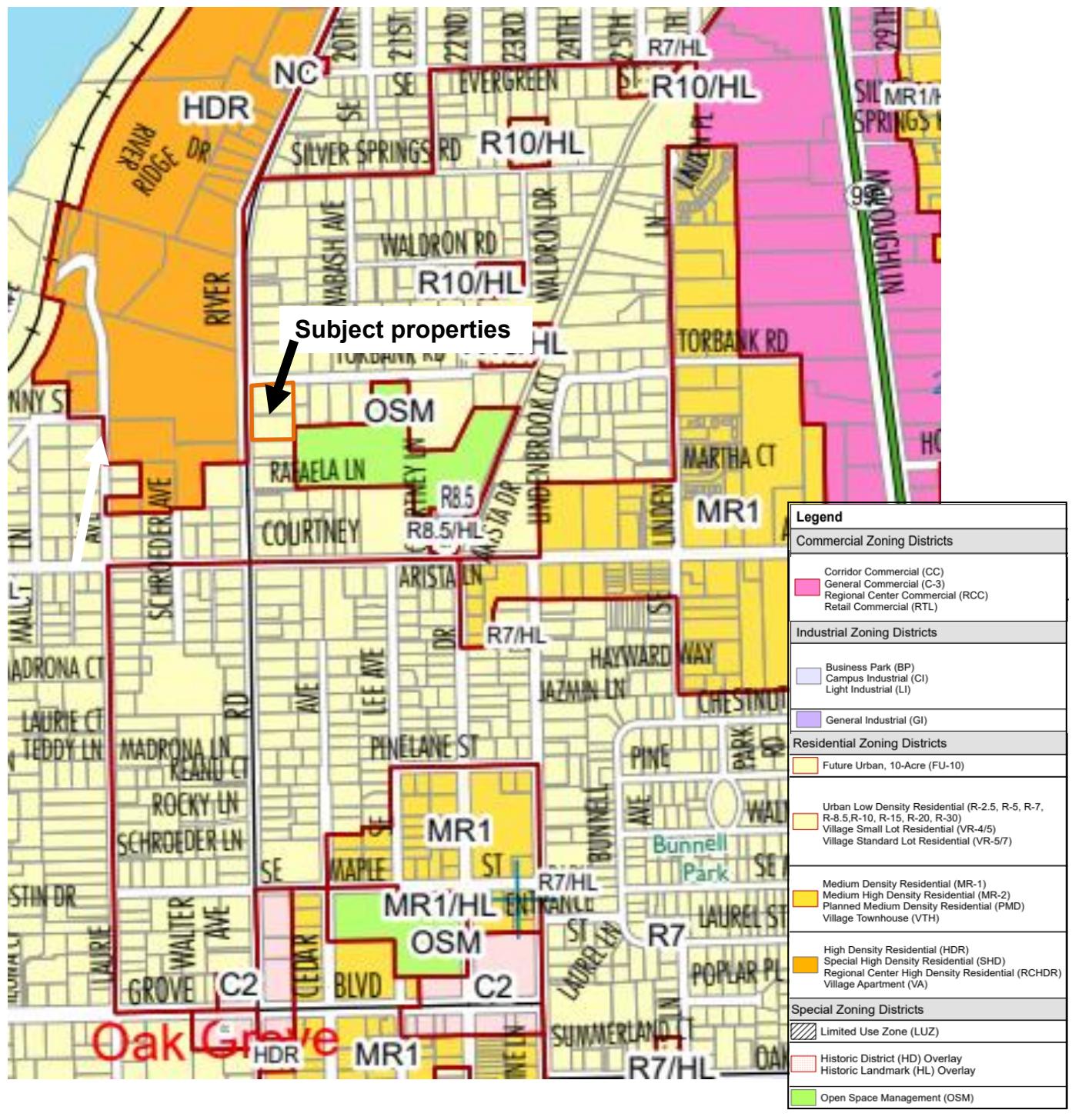
- Immediately west of the site, and across SE River Rd, are properties owned by Rose Villa Inc. and zoned HDR. These parcels are developed with the multifamily residential and supporting commercial buildings of a continuing care retirement community. Properties on the west side to SE River Rd and north of the Rose Villa campus are also zoned HDR and developed with senior housing as well as non-age-restricted multifamily housing.
- Approximately one tenth of a mile east along SE Torbank Rd is the Oak Grove elementary school. Its play areas and ball fields are located south and west of the school and abut the southeast corner of the subject sites. The school fields are zoned Open Space Management (OSM).
- The remaining area to the north, east, and south of the subject site is zoned R-10 and developed with a mix of single-family dwellings, middle housing, and small multifamily developments.

Subject Property and Vicinity



Source: Clackamas County GIS, PlanMap

Subject Properties in Current *North Urban Area Zoning Map*



Land Use History: Development of the current Rose Villa senior living campus has been approved through a series of land use actions, including design review applications and modifications over two decades. Because this senior living campus has been focused on the west side of SE River Rd, only one of these past land use actions directly affects the subject site: File No. Z0148-09-D.

Z0148-09-D: In 2009, the county approved a “master plan” for a multi-phased campus for Rose Villa on the west side of SE River Rd. This approval included the following finding:

Access for the site, as illustrated and described in the master plan documents, is generally acceptable to Engineering staff. Staff has agreed to the proposed access scenario, which required a deviation from County standards for the multiple direct accesses to River Road, several of which also do not meet access spacing guidelines. This deviation was determined to be appropriate mainly due to the applicant's agreement to initially scale down and eventually eliminate operations on the easterly side of River Road. The anticipated safety improvement, resulting from fewer crossings of River Road by pedestrians and vehicles, is the principal reason additional accesses will be recommended for approval to River Road.

And the following condition:

- 6) *The applicant shall meet or exceed the plans, goals, and time lines associated with the elimination of the East Property Operations, provided in the narrative on page eight of the June 2, 2009, submittal.*

The “submittal” referenced in this condition specifically identifies the property on the corner of SE River and SE Torbank, one of the properties involved in this current application.

As part of this application, the applicant is requesting removal of the condition noted above (specifically Condition No. 6 in File No. Z0148-09-D) so that Rose Villa may develop the subject site with additional senior housing as part of the larger campus. The request is based on an analysis of the current safety of the transportation system and on access and pedestrian facility changes that have occurred in the immediate area since the imposition of the referenced condition.

Notice: This application has been processed consistently with the notice requirements in ZDO Section 1307, *Procedures*, and with state notice requirements. Specifically, the County has provided notice to interested agencies, local governments and property owners within 300 feet of the subject property. Notice to property owners, public notices, and hearings ensure an opportunity for citizens to participate in the land use process.

Responses: Only one comment was received on this application. It was from County Engineering staff and it was regarding the applicant's traffic study and supplemental memorandum. County Engineering staff state that they have reviewed those documents and concur with their findings.

The local Community Planning Organization, the Oak Grove Community Council CPO, did not submit comments.

Public Hearings: Two public hearings were held to consider this application:

- November 24, 2025: A public hearing was held before the Planning Commission. The applicant's team was the only party who provided testimony. No significant issues were identified, and the Commission voted 8-0 to recommend approval of this application as proposed.
- December 9, 2025: A public hearing was held before the Board. Again, the applicant's team was the only party who provided testimony. The Board voted 3-0-1 to approve this application as proposed.

SECTION IV: FINDINGS

This application is subject to the following provisions:

- A. Statewide Planning Goals;
- B. Metro Urban Growth Management Functional Plan;
- C. Clackamas County Comprehensive Plan; and
- D. ZDO Sections 202, 1202, and 1307.

These provisions, and the applicant's preliminary findings, have been reviewed. Compliance with the applicable regulations is discussed below. ZDO Sections 202 and 1307 provide only definitions and procedural requirements which do not warrant separate written findings.

A. Statewide Planning Goals

GOAL 1 – CITIZEN INVOLVEMENT

Statewide Planning Goal 1 calls for “the opportunity for citizens to be involved in all phases of the planning process” and requires the County to have a citizen involvement program with certain features.

This application only proposes to amend the Comprehensive Plan maps and zoning map. Even if approved, the County's existing, acknowledged citizen involvement program would not change.

ZDO Section 1307, Procedures, contains acknowledged procedures for citizen involvement and public notice of quasi-judicial applications. This application has been processed consistently with those requirements, including providing notice to property owners within 300 feet of the subject property, the Department of Land Conservation and Development (DLCD), and other interested agencies. Notice of this application and its public hearings was also published in the newspaper and on County websites.

Before the Board adopts a written decision on this application, there will have been at least two public hearings with opportunity for interested parties to testify. The public has also been given the opportunity to provide written comments, and all comments provided to date have been included in the record.

The relevant requirements of Statewide Planning Goal 1 are satisfied.

GOAL 2 – LAND USE PLANNING

Goal 2 requires the County to have and to follow a comprehensive land use plan and implementing regulations. Comprehensive plan provisions and regulations must be consistent with Statewide Planning Goals, but Goal 2 also provides a process by which exceptions can be made to certain goals.

This application would not change the County's land use planning process. Even with this amendment, the County will continue to have a comprehensive plan and consistent implementing regulations. These findings outline how this amendment is consistent with applicable policies of the County's acknowledged Comprehensive Plan. The applicant does not request an exception to any statewide planning goal, nor is an exception required for this amendment.

The relevant requirements of Statewide Planning Goal 2 are satisfied.

GOAL 3 – AGRICULTURAL LANDS

Goal 3 requires the County to identify farmland, designate it as such on its Comprehensive Plan maps, and zone it Exclusive Farm Use (EFU).

The County has already satisfied these requirements. This application does not propose to change the Comprehensive Plan or zoning designation of any farmland, nor does it propose a change in the uses allowed in EFU zones. The subject property is currently zoned for residential development, not agriculture.

Statewide Planning Goal 3 is not applicable.

GOAL 4 – FOREST LANDS

Goal 4 requires the County to identify forest lands, designate them as such on its Comprehensive Plan maps, and zone it consistently with state rules.

The County has already satisfied these requirements. This application does not propose to change the Comprehensive Plan or zoning designation of any forest land, nor does it propose a change in the uses allowed in the County's forest zones (i.e., Ag/Forest and Timber). The subject property is currently zoned for residential development, not forest uses.

Statewide Planning Goal 4 is not applicable.

GOAL 5 – NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

Goal 5 requires the County to adopt programs that will protect an area's natural resources and that will conserve scenic, historic, and open space resources for present and future generations. It requires an inventory of natural features, groundwater resources, energy sources, and cultural areas, and it encourages the maintenance of inventories of historic resources.

This application would not change the County's acknowledged inventories or programs for the protection of such resources, nor would it modify the mapping of any protected resource. As noted previously, the subject site does not contain any identified Goal 5 resources.

Statewide Planning Goal 5 is not applicable.

GOAL 6 – AIR, WATER, AND LAND RESOURCES QUALITY

Goal 6 instructs the County to consider the protection of air, water, and land resources from pollution and pollutants when developing its Comprehensive Plan.

This application would not change the County's acknowledged Comprehensive Plan policies or implementing regulations regarding Goal 6 resources, nor would it modify the mapping of any protected resource. The Oak Lodge Water Services District is the surface water management authority for the subject property. The submitted application includes a Preliminary Statement of Feasibility in which Oak Lodge has determined that adequate surface water treatment and conveyance is already available to serve future residential development of the subject site, or could be made available through improvements completed by the developer or the system owner. The need for any specific stormwater management system improvements will be evaluated during the design review application process required ahead of any actual development of the subject site.

The relevant requirements of Statewide Planning Goal 6 are satisfied.

GOAL 7 – AREAS SUBJECT TO NATURAL HAZARDS

Goal 7 requires the County to address Oregon's natural hazards.

This application would not change the County's acknowledged Comprehensive Plan policies or implementing regulations regarding natural disasters and hazards, nor would it modify the mapping of any hazard. As noted previously, the subject sites are flat and do not contain any areas with identified Goal 7 hazards.

Statewide Planning Goal 7 is not applicable.

GOAL 8 – RECREATIONAL NEEDS

Goal 8 requires the County to plan for the recreational needs of its residents and visitors.

This application would not change the County's acknowledged Comprehensive Plan policies or implementing regulations regarding recreational needs and would not modify the mapping of any recreational resource. The subject site does not contain any areas with identified Goal 8 resources.

Statewide Planning Goal 8 is not applicable.

GOAL 9 – ECONOMIC DEVELOPMENT

The purpose of Goal 9 is to provide adequate opportunities throughout Oregon for a variety of economic activities vital to the health, welfare, and prosperity of Oregonians.

Goal 9 is implemented by OAR chapter 660, division 9. Pursuant to OAR 660-009-0010(1), the requirements of division 9 are applicable only to areas within urban growth boundaries (UGBs). Goal 9 requires that the County's Comprehensive Plan contain economic analyses and economic development policies for its urban areas. It also requires that the Comprehensive Plan provide "at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses." The County's acknowledged Comprehensive Plan already contains the required economic analyses and development policies, which this application does not propose to change.

Statewide Planning Goal 9 is not applicable.

GOAL 10 – HOUSING

The purpose of Goal 10 is to meet housing needs.

Goal 10 recommends that the County's Comprehensive Plan (including its land use designation maps) "be developed in a manner that insures the provision of appropriate types and amounts of land" within UGBs for housing. It also advises that areas planned for residential development "be necessary and suitable for housing needs of households of all income levels."

OAR chapter 660, division 7 (Metropolitan Housing), contains the administrative rules for compliance with Goal 10 within the Portland Metropolitan urban area, where the subject property is located. Specifically, OAR 660-007-0060(2) states:

For plan and land use regulation amendments which are subject to OAR 660, division 18, the local jurisdiction shall either:

- (a) Demonstrate through findings that the mix and density standards in this Division are met by the amendment; or
- (b) Make a commitment through the findings associated with the amendment that the jurisdiction will comply with provisions of this Division for mix or density through subsequent plan amendments.

The Board finds that the information summarized below and included in the application narrative sufficiently satisfies Goal 10 requirements. The applicant notes, and the Board concurs, that the proposed zone change "directly supports Goal 10 by enabling a greater number of housing units on a site that is already served by urban services and located within the Metro Urban Growth Boundary" and that this application "represents a more efficient use of land that aligns with the intent of Goal 10 to maximize housing production within designated urban areas."

- *Based on a site area of 1.15 acres, under its current zoning of R-10, up to five lots could be theoretically created from this site, each of which could be developed with a single-family dwelling or middle housing units. As noted in the application narrative, this site, with HDR zoning, may be allowed to develop up to 29 multifamily dwelling units.*
- *Because this site would be developed as an extension of the Rose Villa campus, the housing built would be specifically designed for seniors, a fast-growing segment of the population.*

This application will further local and regional efforts to expand housing choice, density, and affordability, particularly for seniors, thus furthering Goal 10.

This application is consistent with Statewide Planning Goal 10.

GOAL 11 – PUBLIC FACILITIES AND SERVICES

The purpose of Goal 11 is to ensure that local governments plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Goal 11 is implemented by OAR chapter 660, division 11.

The applicant has provided Statements of Feasibility from the subject site's sewer, water, and stormwater service providers. The statements attest that there are already adequate services available to the properties to accommodate expected future development, or that adequate services could be made available concurrent with future development, if this application is approved.

The relevant portions of Statewide Planning Goal 11 are satisfied.

GOAL 12 – TRANSPORTATION

The purpose of Goal 12 is to provide and encourage a safe, convenient, and economic transportation system. It requires the County to create a transportation system plan (TSP) that takes into account all relevant modes of transportation.

Goal 12 is implemented by OAR chapter 660, division 12, commonly referred to as the Transportation Planning Rule (TPR). When an amendment to the County's Comprehensive Plan maps or zoning map is proposed, OAR 660-012-0060 requires an analysis of whether the proposed amendment would "significantly affect" an existing or planned transportation facility, and whether it is necessary to update transportation facility plans to accommodate such effects. The TPR defines what it means to "significantly affect" a transportation facility.

The applicant has provided a traffic study and supplemental information, prepared by a licensed engineering firm, Lancaster Mobley, and dated June 11, 2025, and September 12, 2025. The traffic analyses address TPR requirements and include a comparison of the reasonable worst-case traffic impacts caused by potential development of the subject property under the property's current zoning. Key conclusions from this analysis include:

- “[T]he proposed zone change is estimated to generate an additional 9 morning peak hour, 12 evening peak hour trips, and 152 weekday trips compared with the existing zoning.”
- “[T]he projected daily net increase in the traffic intensity of the site, which could potentially occur due to the proposed zone change, will be 152 weekday trips. This daily trip generation is within the 400-trip impact threshold that is considered a “small increase” in traffic; therefore, the zone change will not cause further degradation of the nearby transportation facilities.”
- “Based on the most recent five years of available crash data, three (3) crashes were reported along the 1,000-foot segment of SE River Road near the project site. Three crashes are not excessive or indicative of a safety problem. Therefore, the proposed zone change is expected to have a minimal impact on the operability and safety of the surrounding transportation system.”

- “Based on an analysis of the nearby transportation system, the existing transportation infrastructure is sufficient to accommodate impacts associated with the proposed zone change and potential redevelopment of the project site... Accordingly, the Transportation Planning Rule and Clackamas County general approval criteria are satisfied and no mitigation is necessary or recommended.”

County Engineering staff have reviewed the traffic study and concur with its assumptions and findings.

The relevant requirements of Statewide Planning Goal 12 are satisfied.

GOAL 13 – ENERGY CONSERVATION

Goal 13 encourages land use plans to consider lot size, siting controls, building height, density, and other measures in order to help conserve energy.

This application would not change the County’s acknowledged Comprehensive Plan policies or implementing regulations regarding energy conservation.

Statewide Planning Goal 13 is not applicable.

GOAL 14 – URBANIZATION

The purpose of Goal 14 is to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities.

This application does not propose to expand or modify any UGB or to permit rural land uses inside the UGB. The subject site is already inside a UGB and is already planned to accommodate urban uses. The applicant’s proposal would provide more opportunities for urban housing than could occur on the site under its current zoning configuration.

The relevant requirements of Statewide Planning Goal 14 are satisfied.

GOAL 15 – WILLAMETTE RIVER GREENWAY

The purpose of Goal 15 is to “protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.”

The subject site is approximately one quarter of a mile from the Willamette River but is well outside the Willamette River Greenway. This application would not change the County’s acknowledged Comprehensive Plan policies or implementing regulations regarding the Willamette River Greenway.

Statewide Planning Goal 15 is not applicable.

GOAL 16 – ESTUARINE RESOURCES; GOAL 17 – COASTAL SHORELANDS; GOAL 18 – BEACHES AND DUNES; GOAL 19 – OCEAN RESOURCES

Statewide Planning Goals 16 through 19 are not applicable to Clackamas County.

B. Metro Urban Growth Management Functional Plan (UGMFP)

The UGMFP, adopted by the Metro Council in 1997, is a regional functional plan which contains binding requirements and nonbinding recommendations for comprehensive plans and implementing ordinances for cities and counties in the region, including Clackamas County.

The Board finds two applicable UGMFP policies.

Title 1 – Housing Capacity

Metro Code 3.07.120(e), in UGMFP Title 1, provides that the County may reduce the minimum zoned capacity of a single lot or parcel so long as the reduction has a “negligible effect” on the County’s overall minimum zoned residential capacity. This application does not include a reduction in zoned capacity. Rather, it proposes an increase in zoned capacity in the urban area. As noted by the applicant, it “will allow development of approximately 29 senior-oriented units, significantly expanding capacity in a way that addresses the housing needs of an aging population,” and thus “supports Metro’s Title 1 goal by creating opportunities for infill development in a location with existing infrastructure and services.”

The relevant requirements of Title 1 are satisfied.

Title 8 – Compliance Procedures

Metro Code 3.07.810, in UGMFP Title 8, provides that an amendment to the Comprehensive Plan or ZDO shall be deemed to comply with the UGMFP only if the County has provided notice to Metro. The required notice of this application was sent to all affected agencies, including Metro, on October 20, 2025. No comments were received from Metro.

The relevant requirements of Title 8 are satisfied.

C. Clackamas County Comprehensive Plan

The County’s Comprehensive Plan includes goals and policies that must be considered when evaluating a proposed change to the Comprehensive Plan. These findings outline whether this application is consistent with the applicable goals and policies.

Chapter 2, Citizen Involvement: The purpose of this Chapter is to promote citizen involvement in the governmental process and in all phases of the planning process.

There is one policy in this Chapter applicable to this application.

- 2.A.1 Require provisions for opportunities for citizen participation in preparing and revising local land use plans and ordinances. Insure opportunities for broad representation, not only of property owners and County wide special interests, but also of those within the neighborhood or areas in question.

The Comprehensive Plan and ZDO include acknowledged procedures for citizen involvement. This application has been processed consistently with those procedures. Specifically, the County has provided notice to interested agencies, local governments, and nearby property owners, consistent with state law and ZDO Section 1307, which implements the public notice policies of this Chapter. Notice to property owners, public notices, and hearings ensure an opportunity for citizens to participate in the land use process.

This application is consistent with Chapter 2.

Chapter 4, Land Use: This Chapter includes the definitions for urban and rural land use categories, and outlines policies for determining the appropriate Comprehensive Plan land use designation for all lands within the county.

This Chapter contains sections addressing (1) Urbanization, (2) Urban Growth Concepts, and (3) policies for each land use designation. The policies for the proposed designations are addressed below.

4.U.1 The following areas may be designated High Density Residential when at least the first three criteria are met:

4.U.1.1. Areas located either adjacent to or within proximity to major shopping centers, employment concentrations, and/or major transit centers.

The Rose Villa-owned sites immediately west of the subject properties are already zoned HDR and, therefore, have already been determined to meet the required Comprehensive Plan criteria for such a designation. The subject properties would be developed as an extension of the larger Rose Villa retirement facility, which has varying residential densities and retail, commercial opportunities throughout the entire development.

In addition, as noted by the applicant, “[t]he subject site is directly adjacent to the Rose Villa Senior Living campus, an established and expanding senior residential and care facility that functions as a local employment center. Rose Villa offers a wide range of jobs in healthcare, administration, and operations, making it a suitable anchor for increased residential density. The site is also within walking distance of transit service along SE River Road, with connections to commercial and employment centers in Milwaukie and along the McLoughlin Boulevard corridor.”

4.U.1.2. Areas with access to a street designated as a major or minor arterial or collector. Siting should not result in significant traffic increase on local streets serving low density residential areas.

The subject site has frontage on and direct access to both SE River Rd, a minor arterial, and SE Torbank Rd, a local street. As noted in the applicant's traffic analysis, the proposed zone change would have negligible impact to the capacity of the transportation system, including the local streets in the vicinity that also serve adjacent low density residential areas.

4.U.1.3. Areas free from known geologic hazards, flooding, or soils subject to slippage.

The subject site contains no wetlands, streams, creeks, or other significant natural features. The site is relatively flat and is not located in any known hazard areas.

4.U.1.4. Areas adjacent to permanently protected open space or bodies of water as long as the above criteria apply.

Although this criterion is not necessary for HDR designation, the Board notes that the southeast corner of the site is adjacent to school open space (ball fields and play areas) that are currently protected through open space zoning.

This policy is met.

This application is consistent with Chapter 4.

Chapter 5, Transportation: This Chapter outlines policies addressing all modes of transportation and contains eight Sections including (1) Foundation and Framework; (2) Land Use and Transportation; (3) Active Transportation; (4) Roadways; (5) Transit; (6) Freight, Rail, Air, Pipelines and Water Transportation; (7) Finance and Funding; and (8) Transportation Projects and Plans.

There is one policy in this Chapter applicable to this application:

5.F.6 Require changes in land use plan designation and zoning designation to comply with the Transportation Planning Rule [Oregon Administrative Rules (OAR) 660-012-0060].

The applicant's submitted traffic analysis, which was completed by a licensed engineer, finds that, with this application, the TPR criteria outlined in OAR 660-012-0060 and Policy 5.F.6 are satisfied, the existing transportation infrastructure is sufficient to accommodate the proposed zone change, and no mitigation is required or recommended. County Engineering staff concur with the findings from the traffic analysis.

This application is consistent with Chapter 5.

Chapter 6, Housing: This Chapter outlines policies related to meeting the housing needs of all the county's populations.

Because this application would allow for wider variety of housing formats and affordability levels, including independent or assisted senior housing, apartments, or other attached housing types that are not feasible under the current R-10 zoning, it directly supports the following goals and policies in this Chapter:

- Housing Goal 2: Encourage development that will provide a range of choices in housing type, density, and price throughout the County.
- Housing Type Policy 6.B.6: Provide for increased capacity for multifamily development in the urban area.
- Livability Policy 6.D.1: Encourage growth in areas where public services can be economically provided.

This application is consistent with Chapter 6.

Chapter 11, The Planning Process: The purpose of this Chapter is to establish a framework for land use decisions that will meet the needs of county residents; recognize the County's interrelationships with its cities, surrounding counties, the region, and the state; and insure that changing priorities and circumstances can be met.

There is one policy in this Chapter applicable to this application:

11.A.1 Participate in interagency coordination efforts with federal, state, Metro, special purpose districts and cities. The County will maintain an updated list of federal, state and regional agencies, cities and special districts and will invite their participation in plan revisions, ordinance adoptions, and land use actions which affect their jurisdiction or policies.

Notice of this application has been provided to all appropriate agencies and parties, and advertised public hearings before the Planning Commission and the Board have provided an adequate opportunity for interagency coordination of this proposed Comprehensive Plan map amendment, demonstrating compliance with this policy.

This application is consistent with Chapter 11.

D. Zoning and Development Ordinance (ZDO)

Section 1202, *Zone Changes*, provides standards, criteria, and procedures under which a change to the County's zoning map may be approved.

Section 1202.02, Submittal Requirements

Section 1202.02 lists the information that must be included in a complete application for a zone change.

This application was initially submitted on June 23, 2025, and deemed incomplete. The applicant submitted additional materials on September 17, 2025, and this application was deemed complete that same day.

Section 1202.03, General Approval Criteria

Section 1202.03 states that a zone change may be allowed, after a hearing conducted pursuant to Section 1307, if the applicant provides evidence substantiating that the following criteria are met.

Subsection 1202.03(A): The proposed zone change is consistent with the applicable goals and policies of the Comprehensive Plan.

Findings regarding the relevant Comprehensive Plan policies are provided above. Based on those findings and the findings provided by the applicant, the Board finds that the proposed zone change is consistent with all relevant goals and policies of the Comprehensive Plan.

This application is consistent with Subsection 1202.03(A).

Subsection 1202.03(B): If development under the proposed zoning district designation has a need for any of the following public services, the need can be accommodated with the implementation of the applicable service provider's existing capital improvement plan: sanitary sewer, surface water management, and water. The cumulative impact of the proposed zone change and development of other properties under existing zoning designations shall be considered.

Development that could occur on the subject site under this proposal will need sanitary sewer, surface water management, and water services. The subject site is located in the Oak Lodge Water Services District, which provides sewer, water, and surface water facilities and services in the area. The applicant has submitted a Preliminary Statement of Feasibility signed by a representative of Oak Lodge indicating that adequate sewer, water, and surface water facilities are available or can be made available through improvements completed by the District or the developer.

This application is consistent with Subsection 1202.03(B).

Subsection 1202.03(C): The transportation system is adequate and will remain adequate with approval of the proposed zone change. For purposes of this criterion:

1. Adequate means a maximum volume-to-capacity ratio (v/c), or a minimum level of service (LOS), as established by Comprehensive Plan Tables 5-2a, *Motor Vehicle Capacity Evaluation Standards for the Urban Area*, and 5-2b, *Motor Vehicle Capacity Evaluation Standards for the Rural Area*.
2. The evaluation of transportation system adequacy shall be conducted pursuant to the Transportation Planning Rule (Oregon Administrative Rules 660-012-0060).
3. It shall be assumed that the subject property is developed with the primary use, allowed in the proposed zoning district, with the highest motor vehicle trip generation rate.
4. The methods of calculating v/c and LOS are established by the Clackamas County Roadway Standards.
5. The adequacy standards shall apply to all roadways and intersections within the impact area of the proposed zone change. The impact area shall be identified pursuant to the Clackamas County Roadway Standards.
6. A determination regarding whether submittal of a transportation impact study is required shall be made based on the Clackamas County Roadway Standards, which also establish the minimum standards to which a transportation impact study shall adhere.
7. Notwithstanding Subsections 1202.03(C)(4) through (6), motor vehicle capacity calculation methodology, impact area identification, and transportation impact study requirements are established by the ODOT Transportation Analysis Procedures Manual for roadways and intersections under the jurisdiction of the State of Oregon.

The applicant's submitted traffic analysis, which was completed by a licensed engineer, finds that, with this application, the TPR criteria outlined in OAR 660-012-0060 are satisfied, the existing transportation infrastructure is sufficient to accommodate the proposed zone change, and no mitigation is required or recommended. County Engineering staff concur with the findings from the traffic analysis.

This application is consistent with Subsection 1202.03(C).

Subsection 1202.03(D): Safety of the transportation system is adequate to serve the level of development anticipated by the proposed zone change.

The applicant's traffic study included a crash history review for the segment of SE River Rd near the site and for the intersection at SE River Rd and SE Torbank Rd. The analysis covered the most recent five-year period (2019-2023) using data from the Oregon Department of Transportation's Crash Data System. Three crashes were reported within this study area, all of which were identified as isolated incidents that do not indicate a pattern of concern or systemic safety deficiency. There were no fatal crashes, and no crash clusters or repeat conflict types were identified. The crash frequency and types are consistent with what would be expected on similar minor arterial corridors with mixed residential and institutional uses.

The applicant also provided a supplemental analysis, dated September 12, 2025, to address the safety of the system, specifically as it relates to Condition No. 6 in File No. Z0148-09-D. As noted previously, in 2009, the County approved a "master plan" for a multi-phase campus for Rose Villa, which limited the campus development to the west side of SE River Rd due primarily to access and pedestrian safety concerns. File No. Z0148-09-D included the following condition, which references one of the subject properties:

- 6) The applicant shall meet or exceed the plans, goals, and time lines associated with the elimination of the East Property Operations, provided in the narrative on page eight of the June 2, 2009, submittal.

In this supplemental analysis, the applicant's traffic engineer noted as follows:

Conditions along River Road have changed considerably since 2009 when the master plan was approved. Below is a summary and timeline of the relevant changes:

1. Rose Villa development on the west side of River Troad reduced direct driveway access to only two locations, with meet applicable access spacing standards. Frontage improvements were constructed in 2015 that established the current configuration.
2. The marked pedestrian crossing on River Road at the Torbank Road intersection was upgraded with a rectangular rapid flashing beacon (RRFB) in 2015.
3. Beginning in 2015 and then completed in 2020, access control was established on the southeast corner of the intersection of River Road and Torbank Toad with construction of a new curb and sidewalk.

4. The speed zone on River Road from the north end of the site south to Courtney Avenue was reduced from 35 mph to 30 mph by an ODOT speed zone order in 2021.
5. The intersection of Courtney Avenue at River Road south of the site was converted to an all-way stop control in 2024. This improvement has helped control speed in the neighborhood and also serves to meter northbound traffic along the Rose Villa frontage.

The traffic engineer concludes, “[A]s summarized above, the changes along River Road since the approval of the master plan and the adoption of condition #6 above have significantly improved transportation safety and operations in the neighborhood that support the removal of condition #6.” “[B]ecause River Road now meets current design and safety standards, it is no longer necessary to move all Rose Villa operations to the west side of River Road.” The Board concurs and finds that the removal of Condition No. 6 in File No. Z0148-09-D is warranted.

This application is consistent with Subsection 1202.03(D).