



**OFFICE OF COUNTY COUNSEL**

**PUBLIC SERVICES BUILDING**  
 2051 KAEN ROAD | OREGON CITY, OR 97045

**Stephen L. Madkour**  
 County Counsel

**Kathleen Rastetter**  
**Scott C. Ciecko**  
**Amanda Keller**  
**Nathan K. Boderman**  
**Shawn Lillegren**  
**Jeffrey D. Munns**  
**Andrew R. Naylor**  
**Andrew Narus**  
**Sarah Foreman**  
 Assistants

June 23, 2022

Board of County Commissioners  
 Clackamas County

Members of the Board:

Approval of Annexation to Tri-City County Service District

<b>Purpose/Outcomes</b>	Conduct Public Hearing/Approve Order for CL-21-010
<b>Dollar Amount and Fiscal Impact</b>	None
<b>Funding Source</b>	Not Applicable
<b>Duration</b>	Permanent
<b>Previous Board Action</b>	None
<b>Counsel Review</b>	6/13/2022 Jeffrey Munns
<b>Procurement Review</b>	No. This matter is an Approval of an Annexation.
<b>Strategic Plan Alignment</b>	Build Public Trust Through Good Government, hold transparent and clear public processes regarding jurisdictional boundaries
<b>Contact Person</b>	Ken Martin, Boundary Change Consultant – 503-222-0955 Jeffrey Munns, Assistant County Counsel – 503-723-5984
<b>Contract No.</b>	Not Applicable

**BACKGROUND**

The County Board is charged with making boundary change decisions (annexations, withdrawals, etc.) for many types of special districts (water, sanitary sewer, rural fire protection, etc.) within the County. One type of special district over which the Board has jurisdiction is a county service district and Tri-City County Service District is such a district.

Proposal No. CL 21-010 is a proposed annexation to Tri-City County Service District (“District”).

State statute and the Metro Code require the Board to hold a public hearing on the proposed annexation. Notice of this hearing invited testimony from any interested party. Notice consisted of: 1) Posting three notices near the territory and one notice near the

County hearing room 20 days prior to the hearing; 2) Notice posted online (<https://www.clackamas.us/meetings/bcc/business/2022-06-23>); 3) Published notice twice in the Clackamas County Review; 4) Mailed notice sent to affected local governments and all property owners within 100 feet of the area to be annexed.

As required by statute the Board of the District has endorsed the proposed annexation. Also as required by statute (ORS 198.720(1)) the City of Oregon City has approved this petition.

This proposal was initiated by a consent petition of property owners. The petition meets the requirement for initiation set forth in ORS 198.857, ORS 198.750 (section of statute which specifies contents of petition) and Metro Code 3.09.040(a) (lists Metro's minimum requirements for petition). If the Board approves the proposal the boundary change will become effective immediately.

The territory to be annexed is located generally in the southern part of the District. The territory contains 1.0 acre, 1 single family dwelling, a population of 2 and is valued at \$212,295.

## **REASON FOR ANNEXATION**

The property owners desire sewer service to service the existing single-family dwelling which has a failed septic system.

## **CRITERIA**

Oregon Revised Statute 198 directs the Board to “consider the local comprehensive plan for the area and any service agreement executed between a local government and the affected district.”

Tri-City County Service District and the City of Oregon City do have an agreement calling for the District to be the provider sewage treatment and transmission for the City. The District has entered into an agreement with the Surface Water Management Agency of Clackamas County and Clackamas County Service District # 1 to create Water Environment Services, an ORS 190 partnership (“WES”) as a collective service provider for all three districts. If annexed into the District, the property will receive sewerage treatment and transmission from WES under such agreement. Local sewerage collection will continue to be provided by the City.

Additional criteria can be found in the Metro Code. The code requires a report which addresses the criteria listed below and which includes the following information:

1. The extent to which urban services are available to serve the affected territory, including any extraterritorial extensions of service;

2. Whether the proposed boundary change will result in the withdrawal of territory from the legal boundary of any necessary party<sup>1</sup>; and
3. The proposed effective date of the boundary change.

Service availability is covered in the proposed findings. Staff has examined the statutes and determined that approval of this annexation will not cause the withdrawal of the affected territory from the boundary of any necessary party. The proposed effective date (immediately upon adoption) was noted above.

To approve a boundary change, the reviewing entity [the County Board] must apply the following criteria:

To approve a boundary change the County must:

- (1) Find that the change is consistent with expressly applicable provisions in:
  - (A) Any applicable urban service agreement adopted pursuant to ORS 195.205;
  - (B) Any applicable annexation plan adopted pursuant to ORS 195.205;
  - (C) Any applicable cooperative planning agreement adopted pursuant to ORS 195.020 (2) between the affected entity and a necessary party;
  - (D) Any applicable public facility plan adopted pursuant to a statewide planning goal on public facilities and services; and
  - (E) Any applicable comprehensive plan;
  - (F) Any applicable concept plan; and
- (2) Consider whether the boundary change would:
  - (A) Promote the timely, orderly and economic provision of public facilities and services;
  - (B) Affect the quality and quantity of urban services; and
  - (C) Eliminate or avoid unnecessary duplication of facilities and services.

There are no cooperative agreements, urban service agreements or annexation plans specifically adopted pursuant to ORS 195 in effect in this area. The proposal is consistent with the Comprehensive Plan as stated in the findings attached in the proposed order. No concept plans cover this area.

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<sup>1</sup> A "necessary party" is another governmental entity which includes the same area or provides an urban service to the area.

Staff has reviewed both the ORS 198 criteria and the Metro Code requirements, and found that the subject property is eligible for annexation to the District. A draft order with proposed findings is attached hereto for the Board's consideration. The territory, if annexed into the District, will be served (major transmission and treatment) by Water Environment Services pursuant to that certain ORS 190 Partnership entered into by the District with Clackamas County Service District # 1 and the Surface Water Management Agency of Clackamas County, as amended from time to time.

**RECOMMENDATION**

Based on the attached Order and Findings, Staff recommends approval of Proposal No. CL-21-010, annexation to Tri-City County Service District.

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF CLACKAMAS COUNTY, STATE OF OREGON**

In the Matter of Approving a  
Boundary Change Proposal No.  
CL 21-010



Order No. \_\_\_\_\_

This matter coming before the Board at this time, and it appearing that the owner of all the land in the territory to be annexed has petitioned to annex the territory to Tri-City County Service District;

It further appearing that this Board is charged with deciding this proposal for a boundary change pursuant to ORS Chapters 198 and Metro Code 3.09; and

It further appearing that staff retained by the County have reviewed the proposed boundary change and issued a report which complies with the requirements of Metro Code 3.09.050(b); and

It further appearing that this matter came before the Board for public hearing on June 23, 2022 and that a decision of approval was made on June 23, 2022;

NOW, THEREFORE, IT IS HEREBY ORDERED that Boundary Change Proposal No. CL 21-010 is approved for the reasons stated in attached Exhibit A and the territory described in Exhibit B and depicted on Exhibit C is annexed to Tri-City County Service District as of June 23, 2022.

ADOPTED this 23rd day of June, 2022.

BOARD OF COUNTY COMMISSIONERS

\_\_\_\_\_  
Tootie Smith, Chair

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Anthony Mayernik, Recording Secretary

## FINDINGS

Based on the study and the public hearing the Board found:

1. Proposal No. CL 21-010 is a proposed annexation to Tri-City County Service District ("District").
2. If the Board approves the proposal the boundary change will become effective immediately.
3. The territory to be annexed contains 1.0 acre, 1 single family dwelling, a population of 2 and is valued at \$212,295.
4. The property owners desire sewer service to serve the existing single-family dwelling which has a failed septic system.
5. Oregon Revised Statute 198 directs the Board to "consider the local comprehensive plan for the area and any service agreement executed between a local government and the affected district."

Tri-City County Service District and the City of Oregon City do have an agreement calling for the District to be the provider of sewerage treatment and transmission for the City. The District has entered into an agreement with the Surface Water Management Agency of Clackamas County and Clackamas County Service District # 1 to create Water Environment Services, an ORS 190 partnership ("WES") as a collective service provider for all three districts. If annexed into the District, the property will receive sewerage treatment and transmission from WES under such agreement.

Additional criteria can be found in the Metro Code. The code requires a report which addresses the criteria listed below and which includes the following information:

1. The extent to which urban services are available to serve the affected territory, including any extraterritorial extensions of service;
2. Whether the proposed boundary change will result in the withdrawal of territory from the legal boundary of any necessary party<sup>1</sup>; and
3. The proposed effective date of the boundary change.

Service availability is covered in the findings below. Staff has examined the statutes and determined that approval of this annexation will not cause the withdrawal of the affected territory from the boundary of any necessary party. The proposed effective

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<sup>1</sup> A "necessary party" is another governmental entity which includes the same area or provides an urban service to the area.

date (immediately upon adoption) was noted in Finding No. 2.

To approve a boundary change, the reviewing entity [the County Board] must apply the following criteria:

To approve a boundary change the County must:

- (1) Find that the change is consistent with expressly applicable provisions in:
  - (A) Any applicable urban service agreement adopted pursuant to ORS 195.205;
  - (B) Any applicable annexation plan adopted pursuant to ORS 195.205;
  - (C) Any applicable cooperative planning agreement adopted pursuant to ORS 195.020 (2) between the affected entity and a necessary party;
  - (D) Any applicable public facility plan adopted pursuant to a statewide planning goal on public facilities and services; and
  - (E) Any applicable comprehensive plan;
  - (F) Any applicable concept plan; and
- (2) Consider whether the boundary change would:
  - (A) Promote the timely, orderly and economic provision of public facilities and services;
  - (B) Affect the quality and quantity of urban services; and
  - (C) Eliminate or avoid unnecessary duplication of facilities and services.

There are no cooperative agreements, urban service agreements or annexation plans specifically adopted pursuant to ORS 195 in effect in this area. The proposal is consistent with the Comprehensive Plan as stated in Findings 7 and 8. No concept plans cover this area.

Staff has reviewed both the ORS 198 criteria and the Metro Code requirements, and found that the subject property is eligible for annexation to the District.

6. This territory is inside of Metro's jurisdictional boundary and inside the regional Urban

Growth Boundary (UGB).

The law that requires Metro to adopt criteria for boundary changes specifically states that Metro shall “. . . ensure that a boundary change is in compliance with the Metro regional framework plan as defined in ORS 197.015 and cooperative agreements and urban service agreements adopted pursuant to ORS chapter 195.” ORS 197.015 says “Metro regional framework plan means the regional framework plan required by the 1992 Metro Charter or its separate components.” The Regional Framework Plan was reviewed and found not to contain specific criteria applicable to boundary changes.

There are two adopted regional functional plans, the Urban Growth Management Functional Plan and the Regional Transportation Plan, which were examined and found not to contain any directly applicable standards and criteria for boundary changes.

7. The PUBLIC FACILITIES AND SERVICES Element of the Comprehensive Plan contains the following Goal:

POLICIES

Sanitary Sewage Disposal

\* \* \*

- 6.0 Require sanitary sewerage service agencies to coordinate extension of sanitary services with other key facilities, i.e., water, transportation, and storm drainage systems, which are necessary to serve additional lands.
8. The property was annexed to the City of Oregon City via City Ordinance 19-1015. The property is developed with a single family dwelling. The property has been rezoned by the City from FU-10 to R-6, Single Family Dwelling.
9. ORS 195 requires agreements between providers of urban services. Urban services are defined as: sanitary sewers, water, fire protection, parks, open space, recreation and streets, roads and mass transit. These agreements are to specify which governmental entity will provide which service to which area in the long term. The counties are responsible for facilitating the creation of these agreements. There are no urban service agreements under ORS 195 relative to sewer service in this area of Clackamas County.
10. The property can be served from City’s 8-inch sewer line in Anita Place adjacent to the property. WES, as the service provider for the District, will provide major transmission and treatment of sewerage.



11. The property is already served with water.
12. The area receives police service from the City of Oregon City.
13. The territory is within the Clackamas County R.F.P.D. #1. This service will not be affected by annexation to the County Service District for sanitary sewers.
14. The area to be annexed receives parks and recreation service from the City of Oregon City.

### **CONCLUSIONS AND REASONS FOR DECISION**

Based on the Findings, the Board determined:

1. The Metro Code requires the boundary change decision to be consistent with expressly applicable provisions in any urban service provider agreements, cooperative agreements and annexation plans adopted pursuant to ORS 195. As noted in Findings 5 & 9 there are no such agreements or plans in place in this area. The Board concludes that its decision is not inconsistent with any such agreements and plans.
2. The Metro Code calls for consistency between the Board decision and any "applicable public facility plan adopted pursuant to a statewide planning goal on public facilities and services." The Board notes the City and the District have agreed which entity will provide which aspects of sewer service to the area.
3. ORS 198 requires consideration of the comprehensive plan and any service agreements affecting the area. The Board has reviewed the applicable comprehensive plans (Clackamas County Comprehensive Plan and the Oregon City Comprehensive Plan) and concludes this proposal complies with them. All other necessary urban services can be made available.
4. The Board considered the timing & phasing of public facilities to this area, the quantity and quality of services available and the potential for duplication of services. The District, through Water Environment Services, has service available to the area to be annexed as noted in Finding No. 10. The Board concludes this annexation is timely, the District has an adequate quantity and quality of services available and that the services are not duplicative.
5. The Metro Code at 3.09.050 (B) (2) requires a determination of whether the boundary change will cause withdrawal of the territory from the boundary of any necessary party. An examination of this issue found that no such withdrawals would be caused by approval of this annexation.

**EXHIBIT B**

Legal Description  
Tri-City County Service District

**PARCEL I:**

A tract of land, being all of that tract of land described by Deed Document No. 2001-046024, Clackamas County Deed Records and portion of that tract of land described in Deed Document No. 2005-027994, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the Southeastery line of the S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most Easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 205.00 feet; thence North 42°30'35" East, 20.00 feet to the intersection of the Northeast right-of-way line of McCord road and the Southeast line of that tract of land described in Deed Document No. 2001-046024, Clackamas County Deed Records, said point being the true point of beginning; thence North 47°31'40" West along the Northeast right-of-way line of McCord Road, 200.94 feet to the most Southerly of that tract corner of land described in Deed Document No. 92-81979, Clackamas County Deed Records; thence North 42°30'35" East along the most Southwesterly portion of the southeast line of said Document No. 92-81979 tract, 235.00 feet to interior angle thereof; thence South 47°31'40" East along the Southwest boundary lines of said Document No. 92-81979 Tract and that tract described in Deed Document No. 87-03341, Clackamas County Deed Records, 175.00 feet to the most northerly corner of that tract of land described in Deed Document No. 88-36796, Clackamas County Deed Records; thence South 42°30'35" West along the Northwest line of said Document No. 88-36796 Tract, 106.00 feet to the most Westerly corner thereof; thence South 47°31'40" East along the Southwest line of that tract described in said Deed Document No. 88-36796 tract, 23.72 feet to a fence line; thence South 41°31'35" West along said fence line and its Southwesterly extension, 129.02 feet to the Northeast right-of-way line of McCord Road; thence North 47°31'40" West along the northeast right-of-way line of McCord Road, 25.94 feet to the true point of beginning.

**PARCEL II:**

A tract of land, being a portion of that tract of land conveyed to Richard Wayne Wallace and Kathy Jean Wallace, husband and wife, on September 7, 1988 by Deed Document No. 88-36796, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the southeastery line of S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 380.00 feet; thence North 42°30'35" East along the northwest line of that tract of land conveyed to Bill Creel and Dana Creel on September 10, 2008 by Deed Document No. 2008-063341, Clackamas County Deed Records, 255.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most northerly corner thereof; thence South 47°31'40" East along the northeast line of said Document No. 2008-063341 tract, 175.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most westerly corner thereof; said iron rod being the True Point of Beginning; thence South 42°30'35" West along the Southeast line of said Document No. 2008-063341 tract, 106.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at an interior angle corner; thence South 47°31'41" East along the southwest line of said Document No. 88-36796 tract, 23.72 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys'; thence North 41°31'35" East, 106.01 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Township Surveys' at a point on the northeast line of said Document No. 88-36796 tract; thence North 47°31'40" West along the northeast line of said Document No. 88-36796 tract, 21.90 feet to the true point of beginning.

**EXHIBIT B**  
Legal Description  
Tri-City County Service District

Oregon City Road Annexation

McCord Road 40 Feet

SN2014-172 for the property

19630 S. McCord Rd Oregon City

Dan Berge 503 515 5488

Commencing at the southeast corner of lot 131 of Pavilion Park No. 3 in Plat book 147, page 031 of the Clackamas County records; thence South  $42^{\circ} 37' 00''$  West, a distance of 9.91 feet to the northerly right of way line of McCord Road also being the Point of Beginning; thence South  $47^{\circ} 26' 04''$  East, a distance of 200.95 feet to a 5/8 inch rebar; thence; South  $41^{\circ} 38' 27''$  West, a distance of 40.00 feet to the southerly right of way line of said McCord Road; thence North  $47^{\circ} 26' 04''$  West, a distance of 200.95 feet; thence North  $42^{\circ} 37' 00''$  East, a distance of 40.00 feet to the point of beginning.

TRI-CITY SERVICE DISTRICT  
ANNEXATION MAP (REVISED 1/12/22)

# EXHIBIT C

32 E 078D  
OREGON CITY

S.E.1/4 N.W.1/4 SEC.7 T.3S. R.2E. W.M.  
CLACKAMAS COUNTY

