



# CITY COUNCIL MEETING

Monday, May 20, 2024 at 6:00 PM  
Sandy City Hall and via Zoom

## AGENDA

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### **TO ATTEND THE MEETING IN-PERSON:**

Come to Sandy City Hall (lower parking lot entrance) - 39250 Pioneer Blvd., Sandy, OR 97055

### **TO ATTEND THE MEETING ONLINE VIA ZOOM:**

Please use this link: <https://us02web.zoom.us/j/84804132361>

Or by phone: (253) 215-8782; Meeting ID: 84804132361

### **WORK SESSION – 6:00 PM**

1. [Draft Plan Review: Envision Sandy 2050 Comprehensive Plan](#)

### **REGULAR MEETING – 7:00 PM**

#### **PLEDGE OF ALLEGIANCE**

#### **ROLL CALL**

#### **CHANGES TO THE AGENDA**

#### **PUBLIC COMMENT (3-minute limit)**

The Council welcomes your comments on other matters at this time. The Mayor will call on each person when it is their turn to speak for up to three minutes.

-- **If you are attending the meeting in-person**, please submit your comment signup form to the City Recorder before the regular meeting begins at 7:00 p.m. Forms are available on the table next to the Council Chambers door.

-- **If you are attending the meeting via Zoom**, please complete the online comment signup webform by 4:00 p.m. on the day of the meeting:  
<https://www.ci.sandy.or.us/citycouncil/webform/council-meeting-public-comment-signup-form-online-attendees>.

#### **RESPONSE TO PREVIOUS COMMENTS**

#### **CONSENT AGENDA**

2. [City Council Minutes: May 6, 2024](#)
3. [2024 Mountain Festival Requests for Street Closures, Exclusive Use of Meinig Park, and Exclusive Use of Centennial Plaza](#)
4. [Funding Request: Sandy Historical Museum](#)

## ORDINANCES

5. [PUBLIC HEARING - Ordinance 2024-09: Land Use Approval Extension Ordinance \(File No. 24-020\)](#)

## RESOLUTIONS

6. [PUBLIC HEARING - Resolution 2024-12: Adopting Findings to Support an Exemption from Formal Invitation to Bid Process](#)

## NEW BUSINESS

7. [Funding Request: Sandy Area Chamber of Commerce](#)
8. [Transportation System Development Charge Discussion](#)

## REPORT FROM THE CITY MANAGER

## COMMITTEE / COUNCIL REPORTS

## STAFF UPDATES

Monthly Reports: <https://reports.cityofsandy.com/>

## ADJOURN

*\*SANDY URBAN RENEWAL BOARD MEETING FOLLOWING COUNCIL MEETING ADJOURNMENT*

Americans with Disabilities Act Notice: Please contact Sandy City Hall, 39250 Pioneer Blvd. Sandy, OR 97055 (Phone: 503-668-5533) at least 48 hours prior to the scheduled meeting time if you need an accommodation to observe and/or participate in this meeting.



## STAFF REPORT

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**Meeting Type:** Joint City Council/Planning Commission Work Session  
**Meeting Date:** May 20, 2024  
**From:** Kelly O’Neill, Jr., Development Services Director  
 Anais Mathez, Project Manager with 3J Consulting  
**Subject:** Draft Plan Review: Envision Sandy 2050 Comprehensive Plan

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### DECISION TO BE MADE:

Provide input on the Draft Comprehensive Plan document in preparation for adoption hearings.

### PURPOSE / OBJECTIVE:

The purpose of this work session is to gather input from the City Council and the Planning Commission on the draft of the new Sandy Comprehensive Plan document. The draft document is a compilation of all the major work and deliverables completed to date, as well as significant community input throughout the *Envision Sandy 2050* process in 2022-2023. This includes goals and policies for a wide range of topics that comply with Oregon’s Statewide Planning Goals, which are organized around six thematic areas of the community-driven *Envision Sandy 2050* Vision Statement:

- Community and Culture
- Transportation and Infrastructure
- Natural Hazards and Resiliency
- Parks, Trails, and Natural Resources
- Governance and Growth Management
- Housing and Economy

### BACKGROUND / CONTEXT:

Over the course of the past three years, the City Council and the Planning Commission have participated in a series of joint work sessions to review goal and policy language for each element of the new Comprehensive Plan, in addition to other key elements which have been incorporated into the draft Comprehensive Plan document. This includes summaries of the outreach and engagement process, background reports for each topic area, and other key information from recently adopted plans such as the 2024 Economic Opportunities Analysis

(EOA) and Housing Capacity Assessment (HCA), 2023 Transportation Systems Plan (TSP), 2021 Parks and Trails Master Plan (PTMP), among others. New and/or updated content prepared for the draft Comprehensive Plan document includes:

- Narrative about Sandy's history
- A land use gallery
- Minor text edits to link policy language to the development code
- An appendix of policy implementation guidance for the Comprehensive Plan's natural hazards and resiliency strategies

#### **KEY CONSIDERATIONS / ANALYSIS:**

Staff is requesting that City Council and the Planning Commission consider the following questions during this work session:

- Does the updated draft Sandy Comprehensive Plan document accurately reflect your understanding of the priorities uncovered during the community visioning process?
- Do the goals and policies accurately reflect your understanding of the factual basis and trends from supporting reference documents, and capture revisions discussed in prior joint work sessions?
- Is the updated draft Sandy Comprehensive Plan document ready to proceed into adoption hearings?

Any edits generated at this work session will be incorporated into the document, at which point the updated draft Comprehensive Plan will be finalized for the adoption proceedings. Adoption proceedings are scheduled for summer/fall 2024.

#### **BUDGET IMPACT:**

None at this time.

#### **LIST OF ATTACHMENTS/EXHIBITS:**

- Exhibit A. Draft Sandy Comprehensive Plan Document



# Envision Sandy 2050 Comprehensive Plan

April 2024





# Letter from the Mayor



Dear Sandy Community,

As Sandy's Mayor, it is my honor to present to you our updated Comprehensive Plan, "Envision Sandy 2050." Our city last adopted a comprehensive plan nearly three decades ago in 1997, when I was a member of our high school Shadow Council. Since that time Sandy has grown from 5,000 residents to over 13,000. This update is a singular opportunity to affirm our priorities and chart a course for our continued success in the decades to come.

Sandy is a truly wonderful place to call home. Building on the pioneering spirit of those who first settled here, Sandy has blossomed into a resilient and prosperous town full of community pride. As the gateway to Mt. Hood, our breathtaking natural scenery, thriving small businesses, and safe neighborhoods provide a quality of life found nowhere else in Oregon. With small-town roots and top-flight amenities, there is simply no better place to live, work, and raise a family. Envision Sandy 2050 was developed to ensure that all the things we cherish about Sandy will live on far into this century.

Envision Sandy 2050 represents our collective vision for the future of our town. This new plan is the product of two years of dedication and commitment from members of our Community Advisory Committee, City staff, Planning Commissioners, and City Council members. Importantly, the plan includes extensive input and feedback received directly from Sandy residents. To everyone who participated in this critical planning effort, you have my sincere thanks.

On behalf of the Sandy City Council, we look forward to working together with our neighbors to put this plan into action. With our combined efforts, I have no doubt that we will achieve our shared dreams for our community – for this generation, and many generations to come.

Let's keep Sandy wonderful,

Stan Pulliam

Mayor of Sandy

# Acknowledgements

## COMMUNITY ADVISORY COMMITTEE

Shelby Butcher  
Jessica Clark  
Jerry Crosby  
Annette Freetage  
Alexandria Gale  
Melissa Grant  
Renaë Gregg  
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Amanda Van Wormer

## PLANNING COMMISSION

Darren Wegener, Chair  
Jan Weinberg, Vice-Chair  
Jerry Crosby  
Breezy Poulin  
Candace Vincent  
Noah Myhrum  
Kristina Ramseyer

## CITY COUNCIL

Stan Pulliam, Mayor  
Chris Mayton  
Laurie Smallwood  
Rich Sheldon  
Kathleen Walker  
Carl Exner  
Don Hokanson

## CITY STAFF

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Jeff Aprati, Deputy City Manager  
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Patrick Depa, Senior Planner  
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## CONSULTANT TEAM

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### ECONorthwest

Beth Goodman, Project Director  
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### GEOS Institute

Tonya Graham, Executive Director

### Veritas Collaborations

Karen Tolvstad, President

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# INTRODUCTION







## About this Plan

The Comprehensive Plan guides how Sandy will plan for and manage future growth and development through 2050. It directs all activities related to land use and the future of built systems and services in Sandy. It also has an important purpose as the primary means for realizing the community's vision for the future.

The Comprehensive Plan establishes a policy framework rooted in a factual basis that helps inform other critical planning documents and implementing tools that together serve as a coordinated, overarching strategy for the City. This approach establishes the structure for how the City works and provides services, and the types of services that it provides. Ultimately, the Comprehensive Plan outlines the direction that the City will take when planning for land use and informs all of its land use decisions and actions, including how land is developed and services are provided.

The Plan is designed to be accessible to everyone who participates in the City's land use planning process – not just government agencies, elected officials, Planning Commission, and builders and developers, but also neighborhood and community groups, and community members representing all interests.



## A Brief Overview of Oregon's Land Use Planning Requirements

Comprehensive planning in Oregon was mandated by the 1973 Legislature with the adoption of Senate Bill 100 (ORS Chapter 197). Under this Act, the Land Conservation and Development Commission (LCDC) was created and directed to adopt Statewide Planning Goals and Guidelines. These Goals and Guidelines were adopted by LCDC in December 1974 and became effective January 1, 1975.

To date, Oregon has adopted nineteen Statewide Planning Goals, and all Oregon cities and counties are required to have a Comprehensive Plan that is consistent with these Goals. Statewide Planning Goals include topics such as land use planning, citizen involvement, housing supply, economic development, transportation systems, natural resources management, recreation, and more. Each Statewide Planning Goal includes a set of guidelines that, in conjunction with community priorities, help direct the content within comprehensive plans. Once adopted, all of a City or County's community and area plans, zoning codes, permits, and public improvements are required to be consistent with the Comprehensive Plan. This structure ensures that cities implement the State's policy goals first through the comprehensive plan, and then by more detailed supporting and implementing documents.

**Twelve of the nineteen Statewide Planning Goals apply to Sandy. These include:**

- Goal 1:** Citizen Involvement
- Goal 2:** Land Use Planning
- Goal 5:** Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6:** Air, Water, and Land Resource Quality
- Goal 7:** Areas Subject to Natural Hazards
- Goal 8:** Recreational Needs
- Goal 9:** Economic Development
- Goal 10:** Housing
- Goal 11:** Public Facilities
- Goal 12:** Transportation
- Goal 13:** Energy Conservation
- Goal 14:** Urbanization



## How are Comprehensive Plans used?

Zoning and development code serve as the major implementation mechanism of the Comprehensive Plan. The City's zoning map shows the type, location and density of land development and redevelopment permitted in the future and may be updated to reflect the policy framework established by the Comprehensive Plan. The Comprehensive Plan is also implemented through area-specific and topic-specific plans, which guide public investments.

Area-specific planning efforts take place for a smaller part of the city, like a district or neighborhood, such as the Bornstedt Village Plan. Sandy also adopts plans that are topic or infrastructure-specific, such as Transportation, Sanitary Sewer, and Water Master Plans. These plans contain many components, such as background information, assessment of existing conditions or system deficiencies, overarching goals or evaluation criteria, potential capital improvement projects, as well as policies, code amendments, land use or zoning map changes. These plans should follow the ethos of the Comprehensive Plan and should not contradict its goals. The components of area-specific or topic-specific plans either can be adopted by ordinance or resolution. They can also result in an amendment to the Comprehensive Plan or its implementation tools to ensure they stay current over time. Area or topic-specific plans direct the work of a City's departments, like Planning, Public Works and Parks and Recreation, through action plans and departmental budgeting.

## Elements of a Comprehensive Plan

In addition to goals and policies for a broad range of topics, Comprehensive Plans are required to include other components. This includes technical analyses and background research to help set the policy framework, as well as implementing plans that provide detailed guidance for specific systems and geographies. While these analyses and background documents are generally incorporated in a Comprehensive Plan by reference, they provide a foundation for the development of goals and policies.

In addition to referencing a factual basis and establishing goals and policies, a Comprehensive Plan also includes a comprehensive plan map that spatially designates residential, employment, and mixed-use development and resource lands in a way that best implements the goals and policies included in the Comprehensive Plan.

## Developing Goals and Policies

The heart of the Comprehensive Plan is the community's vision for the future. The goals and policies are a direct expression of the desires of the community, as captured through the City's community-wide visioning process, Envision Sandy 2050.

Utilizing the framework of the Envision Sandy 2050 Vision Statement and information from the factual base, the goals and policies of the Comprehensive Plan describe the long-term outcomes and direction on how the City will achieve the intended work of the Plan. Specifically:

- Goals are long-term outcomes the City hopes to achieve by implementing the Comprehensive Plan. They are aspirational, expressing community members collective desires and values.
- Policies set preferred direction and describe what must be done to achieve these broad goals. They are specific enough to help determine whether a proposed project or program would advance the values expressed in the goals.

## Why update the Plan?

The City's current Comprehensive Plan was adopted in 1997. Since that time, Sandy has experienced rapid population growth and shifts in demographics. Although some of the recommendations of the current Plan still hold value, the fundamental data and trends used to establish the recommendations are outdated. The updated Plan needs to reflect updated data and trends and community priorities regarding livability; infrastructure; transportation; economy; resilience to natural hazards; growth management; housing and housing affordability; and parks and trails. In conjunction with major updates the City's Housing Capacity Analysis (HCA), Economic Opportunities Analysis (EOA), Transportation Systems Plan (TSP), and other factual bases, the Envision Sandy 2050 process established a new vision for the future and reset the policy framework of the Comprehensive Plan.



# COMMUNITY ENGAGEMENT & PLAN UPDATE PROCESS











In spring 2022, the City of Sandy launched “Envision Sandy 2050,” a citywide engagement effort to update the Sandy Comprehensive Plan. The first step in the process was to create a community vision that reflects what community members enjoy and want to preserve about Sandy, and what they would like to see changed in the future.

Over the course of nearly two years, City staff led outreach and engagement efforts to better understand the community’s vision and priorities related to Sandy’s future. As of July 2032, the Envision Sandy 2050 process touched more than 1,000 community members through Community Conversations, community events, online surveys and the Sandy Speaks webpage. Activities were designed to identify common themes around the aspirations and concerns of a community, which are a key piece to the development of a community-wide Vision Statement for the Comprehensive Plan.

**Community Advisory Committee**

To guide the Envision Sandy 2050 process, a volunteer Community Advisory Committee (CAC) was convened to represent a broad cross-section of Sandy residents, business owners and community leaders. Membership to the CAC was appointed through an open application process. The CAC reviewed materials, acted as liaisons to various constituencies and interest groups and hosted outreach events and activities. The CAC was instrumental in advancing community priorities to craft the vision and develop policies.

 A smaller photograph within the green box shows a person standing at a whiteboard, presenting to a group of people seated around a table. The room appears to be a meeting or workshop space.



## Community Conversations

To reach a wide spectrum of Sandy community members, project staff and members of the Community Advisory Committee (SAC) facilitated community conversations with local groups, clubs, committees, and organizations in Sandy. Over the course of five months, twelve community conversations were conducted with the following groups, engaging approximately 85 community members in Sandy:

- Chamber of Commerce
- AntFarm Youth Services
- Parks and Trails Advisory Board
- Economic Development Advisory Board
- Sandy Police Department
- SandyNet Advisory Board
- Library Advisory Board
- Planning Commission
- Group of Sandy High School staff
- Group of local developers
- Group of Spanish speakers

In addition, multiple community conversations were held with Sandy High School classes, including Leadership and Advisory classes. These events engaged over 250 students in group discussions and interactive polling. Students learned about civic engagement, community development, and the City’s land use planning system, and shared their ideas for Sandy’s future.







## Community Events

Throughout the summer of 2022 and 2023, the project team staffed an Envision Sandy 2050 booth at multiple Farmers’ Markets, the Longest Day Parkway event, and the Sandy Mountain Festival. Tabling at community events provided a unique opportunity to reach many people in one place. Materials for tabling were designed to gather community ideas, and activities included intercept surveys in English and Spanish.

## Online Engagement

The City of Sandy maintained an active project website on Sandy-Speaks web platform with information about the project and ways to get involved. Online surveys were promoted through the Sandy Source newsletter, social media, community listservs, as well as through business flyers and door direct mailers that reached all Sandy residents within the UGB.

## Outreach to Spanish Speakers

Outreach to Sandy’s Spanish-speaking community was conducted through a grassroots process that leaned on wide-reaching social media posts, informal gatherings at the Vista Apartments, St. Michael’s Catholic church, and community members connected to a variety of services and programs in Sandy. This included Spanish speakers from NW Family Services, AntFarm’s Nuevo Futuro program, Todos Juntos and Olga Sanchez at the School District.





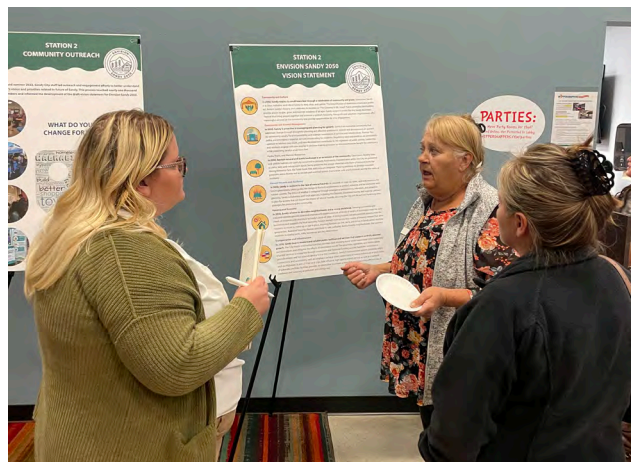


## Future Fest

At a key milestone in the Envision Sandy 2050 process, a community meeting was held to report back on the outreach and engagement activities, vet and refine the draft Envision Sandy 2050 Vision Statement, and identify priorities and opportunities for achieving the vision. The Future Fest event helped lay the groundwork for developing goals and policies for the Comprehensive Plan.

More than 40 community members participated in the event at the Wippersnappers Kids’ Play Place, where free kids’ play, food and beverage were provided. A wide range of participants included residents, business owners, families with children, and elected officials.

Discussions were robust and collaborative, resulting in dozens of community ideas and feedback on the draft vision statement. Key issues included wildfire mitigation, parks maintenance, and pacing infrastructure with development. This feedback from the community was incorporated in the new Sandy Comprehensive Plan policy framework.





## Natural Hazards and Resiliency Planning Workshops

As part of the comprehensive planning process, the City of Sandy undertook a process to develop policies and actions related to expanding resilience to changing conditions and extreme weather events. This process involved two stakeholder workshops where city staff, local experts, and residents came together to identify vulnerabilities related to changing conditions and develop cross-sector strategies to address them.

At the first workshop, participants reviewed the information regarding accelerating trends related to extreme heat, drought, water availability, snowpack, wildfire, and other climate patterns to

identify vulnerabilities to the City of Sandy. This effort resulted in the vulnerability assessment included in the Sandy Comprehensive Plan Appendix. In the second workshop, participants came together to identify strategies and related actions, and gather information relative to the co-benefits, tradeoffs, relative cost, effectiveness, and responsible party. Some of these strategies were developed into policies included in the Sandy Comprehensive Plan. Detailed information about all strategies developed in this process is included in the Appendix to help guide implementation of resilience-related policies included in the Comprehensive Plan or undertaken through other local government processes.

### Workshop participants included:

- Gianna Alessi, Clackamas County Disaster Management
- Greg Brewster, City of Sandy – SandyNet
- Jevra Brown, Oregon Department of State Lands
- Shelby Butcher, Rural Community Assistance Corporation
- Rukshana Chand, Clackamas Workforce
- Bill Conway, Clackamas County Public Health
- Suzi Cloutier, Soil and Water Conservation District
- Jerry Crosby, Planning Commission
- Matthew Degner, Sandy Public Works
- April Dobson, Todos Juntos
- Aeris Eaton, Sandy High School
- Thomas Fisher, City of Sandy
- Aryka Hanto, Clackamas County Disaster Management
- Andi Howell, City of Sandy
- Kirsten Ingersoll, Clackamas County Health, Housing, and Human Services
- Khrys Jones, Chamber of Commerce
- Joe Johansen, City of Sandy
- Clair Klock, Clackamas Soil and Water Conservation District
- Chelsea Lincoln Lane, Oregon Trail School District
- Evelyn Lawyer, Sandy High School
- Emily Meharg, City of Sandy
- Heather Michet, Iris Healing Arts
- Julia Monteith, Oregon Trail School District
- Casie Morris, Todos Juntos
- Kirsten Pitzer, Action Center
- Kelly Reid, Department of Land Conservation and Development
- David Snider, City of Sandy
- Michelle Valencia, Sandy High School
- John Wallace, Sandy Parks & Recreation
- Jay Wilson, Clackamas County Disaster Management





SANDY COMPREHENSIVE PLAN  
**ABOUT SANDY**





## History of Sandy

### INDIGENOUS PEOPLE

The first documented inhabitants of the Sandy area were local bands of Kalapuya Native Americans. The Kalapuya lived throughout Oregon's Willamette Valley and subsisted primarily on fish, game animals, camas root, fern, and local berries. Indigenous people would move about following food sources as they changed seasonally, thriving until the introduction of external diseases in the early 1800s. It is estimated that approximately 75 percent of the local Kalapuya population was lost to smallpox, the measles, influenza, and venereal diseases by 1832. The remaining indigenous population in the area and the five tribes of the Willamette Valley moved to the Grand Ronde Reservation.

The indigenous name for Mount Hood is Wy'east. The name originated with the Multnomah tribe of the Columbia river valley. The name Wy'east has been associated with Mount Hood for more than a century, but no evidence suggests that it is a genuine name for the mountain in any indigenous language.



## PIONEERS

Sandy was named for the nearby Sandy River which was originally identified as the “Quicksand River” by Lewis and Clark; however, the name “Quicksand” gradually evolved into “Sandy”.

1845

In **1845**, Samuel K. Barlow, a pioneer emigrant from Kentucky, blazed a road (known as the Barlow Road) from The Dalles around the south side of Mt. Hood to Eagle Creek, thus completing the last leg of the famous Oregon Trail that began in Independence, Missouri. There he faced the dangers of rafting and the struggles of portaging through the treacherous Columbia River and the Gorge. Barlow had hoped to find an old trail created by indigenous people around the south of Mount Hood, and he did. These 80 to 90 miles of difficult terrain became known as the Barlow Road. In 1845, Barlow petitioned the Provisional Government (then in Oregon City) for authority to build and collect toll from Tygh Valley to Oregon City. He was granted the rights in short order naming the road Mt. Hood Road, but it has always been commonly known as the Barlow Road.



1850

Virtually all of Sandy’s land claims were made after the **1850** Donation Land Claim Act. The offer of free land caused many people to make the arduous overland journey to the Oregon territory during the **mid to late-1800s**. The Act designated parcel sizes to be 320 acres (640 for a married couple) and required they be rectangular in shape, which influenced the development and population growth pattern the City would ultimately take. The greatest influx of early settlers to Sandy occurred in **1852 and 1853**.

When the first settlers arrived in the area of Sandy, they found most of it covered in a thick forest primarily composed of Douglas fir and cedar trees. Some of the trees were noted to be from 6-10ft. in diameter. In between sections of forest were flat grasslands with intermittent trees, mostly oak. The grassland areas were the first sections of land to be claimed and settled, as they were the easiest to build and farm on. Once the grassland areas became scarce, forestlands were claimed, cleared, and settled. Later, people came primarily for the trees and the profits to be made in timber, and subsequently people settled on the cleared land.

1853

Sandy's first settlers, the Francis Revenue family, arrived in **1853** and soon opened a trading post on the Barlow Road which served thousands of pioneers who traveled through on their way to the Willamette Valley. John and Francis Revenue started building a log schoolhouse and in 1870 the Revenue School District, No. 6 was formed. In 1874 Francis Revenue built the Revenue Hotel. It was Sandy's first hotel.



1894

## SANDY'S ECONOMY

According to local historians, there is no question that Sandy's heritage was founded on logging and sawmilling. Early residents used to say, "there was a sawmill behind every stump". Sandy's rugged terrain did not attract farming, but it was blessed with a thick cover of beautiful old growth timber. The harvesting and processing sustained the area's economy for many years. At one time or another there were more than 60 sawmills in the area. In addition, there were many logging camps to supply the sawmills with logs. This industry not only brought money to the area but also employed many of the residents.



As more and more sawmills opened up, additional specialty shops and tradesmen were needed. Robert Jonsrud started a blacksmith shop in Sandy in **1894** when he was 21 years old. His shop was on the north side of present Pioneer Blvd. between Shelly and Straus Avenues. His specialty was horseshoeing and wagon-repair work.

The primary way logs would be "yarded" out of the woods was by a team of horses. One of the largest sawmills in the area was the Sandy Fir Lumber Company. The sawmill was located just outside of Sandy on Tickle Creek and was owned by John Straus and W.A. Proctor.

1900

## BUILDING A TOWN

**In the early 1900's**, Sandy was a tough primitive village with mostly muddy, unplanked roads, no public water system, no public sewer system, no city government or constable, no electricity, and no doctor.

Most of the growth in the early 1900's has been attributed to what was going on in the Bull Run area; building of a diversion dam, flumes, tunnels, an artificial lake (Roslyn Lake), and an electric generating plant. At one time there were between 200 and 300 people employed on these projects. The village of Sandy (population just under 200) supplied many of the daily needs for these workers, including a place to go on Saturday nights.



1913

The little village of Sandy was trying to incorporate as a city for a number of years. The trouble was a requirement of a minimum population of 200. Sandy's population hovered just below that for quite some time. Finally, the population requirement was met and on **August 11, 1911**, the village of Sandy incorporated as a city, and on **November 14, 1913**, the voters approved the city's charter. The first act of the new city council was to hire L.A. Davis as Town Marshal.



1919

**In October 1913**, the city experienced a major fire which destroyed numerous buildings and businesses, including a restaurant, livery stable, and saloon, all located on the south side of the Main Street (now known as Proctor Boulevard). A concrete replacement of the restaurant and saloon was subsequently erected, marking the first concrete building in the city.







In 1911, A.L. and M.A. Deaton opened Clackamas County Bank (CCB) in a portion of H.S. Eddy's real estate office. In 1912, W.A. Proctor was taken in as a stockholder. In just a few years, the tiny bank was able to construct its own building. In 1918, Proctor bought controlling interest in the bank. CCB survived the Great Depression and is going strong today. It's the oldest community bank in Oregon. The CCB corporate offices are now located on Proctor Boulevard and have been there since the 1950s.

1919

## ERA OF THE AUTOMOBILE

In 1919, the State Highway Department accepted Barlow Road and proceeded to build a new Mt. Hood Highway from Gresham to Mt. Hood going through Sandy. In the mid 1920's, the State completed the Mt. Hood Loop Road from Government Camp to Hood River. That opened up the whole area which boosted commerce and all sorts of automobile excursions.

Ludwig Hoffmann constructed this building for his new business, the Sandy Meat Market. The attached house next door was also built by Ludwig, where he and his family lived. With horse-drawn wagons he delivered to homes, sawmills, and the many camps in the outlying areas. The business flourished and began to include grocery items.



This photo is Main Street in 1917 which is modern day U.S. Route 26.



1920

**In the 1920s** Ludwig added trucks to his fleet and expanded their delivery area out to 75 miles of rough road to the other side of Mt. Hood.

Logging and sawmilling in the 1920's benefited the most from the introduction of the truck. By 1920, cars and trucks had displaced wagons and it was no longer necessary to rely on horsepower. Although the early truck started out as primitive, trucks had been improved so much that they could be used to transport logs to the sawmills. Previously, unless the logs could be moved by rail or water, the sawmills were forced to move to the timber sites. Now trucks could transport lumber a far greater distance. When automobiles began replacing horses and wagons, carriage repair shops were adapted to garages.

**In 1910**, R.S. "Bob" Smith and his brother worked as blacksmiths. They mostly did horseshoeing and repair of wagons and buggies. In 1915, R.S. bought his brother out and the property next door and built a garage to sell and repair automobiles. He also sold Standard gasoline. **In 1935**, R.S. built the Spanish Revival building with Art Deco shapes, colors, and motifs woven into the architecture. R.S. served a term as mayor in 1929 and councilman from 1941-44. The Smith family business lasted for 86 years.



1962

## POST WAR ERA

After World War II, Sandy's main economy continued to specialize in mills for the purpose of processing timber. The Bittner Mill in Sandy operated from **1940 until 1956**, when it closed. It produced millions of alder plugs for paper mills where they were used to plug and stabilize the open ends of paper rolls, such as newsprint.

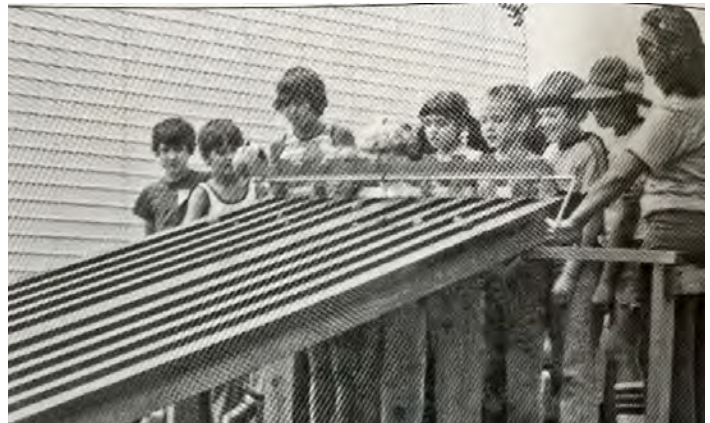
**In 1962**, Oja Lumber Company acquired an existing sawmill on Tupper Road where it now meets Dubarko Road. Between the 1960s and 1980s, Olaf Oja employed over 20 people to mill logs, truck them to the main location in Sandy, and finish them into boards. As small mills began disappearing around the Sandy area, Oja Lumber began working with Vanport Manufacturing in Boring. The Oja Lumber Company remained open until 2016 when it was demolished for the construction of the local Goodwill Superstore and the Wendy's restaurant.



Olaf Oja, right, gets help cutting down a tree on the future site of his long-time business Oja Lumber Company.

1973

The Mountain Festival started in **1973** and has grown to be one of the largest annual events in Clackamas County. In 1976, the festival committee took advantage of the short-lived pet rock fad to stage pet rock races.



Tollgate Inn was established in **1973**.

1974

Joe's Donut Shop was established in **1974**.





1984

Sandy's second female Mayor, Ruth Loundree, presented the key to the City of Sandy to William "Bill" Johnson, the gold medalist in downhill skiing at the 1984 Winter Olympics in Sarajevo, Yugoslavia. Bill attended Sandy High School and got his early training in the downhill event while skiing in the Mount Hood area.



2008

### MILLENNIAL

The Sandy Style architectural standards were established in 2008. After adoption of the Sandy Style, the City established a facade improvement grant program through the Urban Renewal Agency which transformed the city's downtown over the last few decades. The standard is meant to celebrate Sandy as the Gateway to Mount Hood by adapting elements of Cascadian architecture popular between 1915-1940.



2012

The new Sandy High School on Bell Street opened in the fall of 2012 replacing the 90-year-old facility on Bluff Road. This 310,000-square-foot building employed a broad range of sustainable-design strategies that reduced the school's carbon footprint and tied it to the natural beauty of the Pacific Northwest.



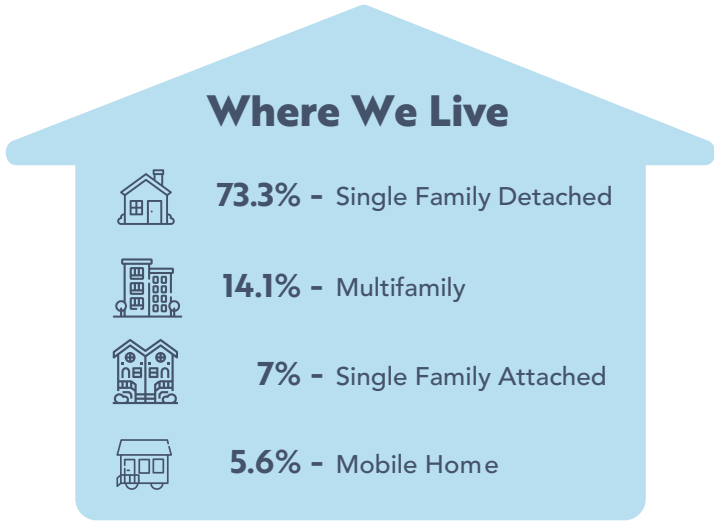
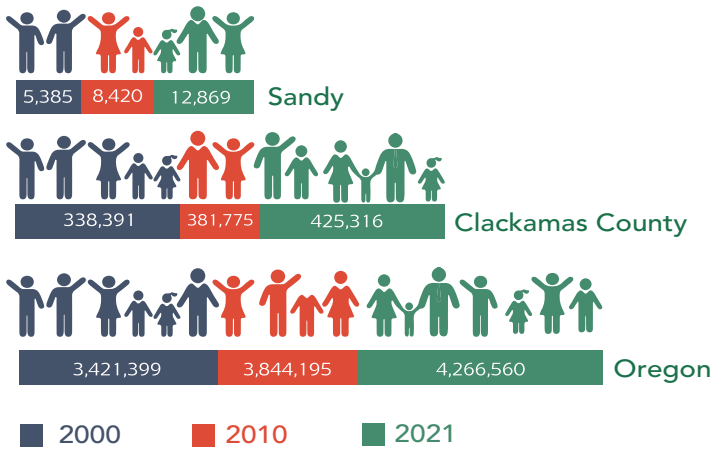
# Where We Are Today

## Envision Sandy 2050 Community Snapshot

Sandy 2050 will guide how Sandy will plan for and manage future growth and development through 2050. It directs all activities related to land use and the future of built systems and services in Sandy. It also has an important purpose as the primary means for realizing the community’s vision for the future.

To envision the future of Sandy, this community profile provides a shared understanding of Sandy as it exists today.

### Who We Are



The population of Sandy is forecasted to grow by 7,788 people between 2020 and 2045 to include a total estimate of 20,657 people! Sandy’s Hispanic/Latino population increased between 2000 and 2015–2019 from 4% to 10%, and Sandy’s households are larger with nearly half of households consisting of 3 or more people.

The median gross rent in Sandy over the 2015-2019 period was \$1,228. About 33% of Sandy’s households are cost burdened, compared with the county average of 32%. Median home sales prices have escalated over the last ten years increasing from almost \$200,000 in 2012 to almost \$500,000 in 2022.

### What We Earn



Between 1999 and 2019, Sandy’s median household income increased from about \$42,000 to about \$73,000 per year. However, Sandy’s median household income is about \$7,000 less than Clackamas County.



## Commuting Flows



80% of the workers commute into Sandy from other areas, most notably Gresham. More than 5,000 residents of Sandy commute out of the city for work, most of them traveling to Portland (27%). About 20% of all people who work in Sandy also lived in Sandy. About 13% of Sandy residents who are employed, work and live in Sandy.

## Where We Work

Top five sectors in Sandy:



Between 2008 and 2019, employment in Sandy increased by about 695 employees (23%), at about a 1.9% average annual growth rate. Sandy has a higher labor force participation rate (69%) relative to Clackamas County (65%) and Oregon overall (62%).

## Wildfire

Extreme wildfire danger averaged **11 days per year** across Clackamas County in the 1990s and is expected to increase to **19 days per year** by the middle of this century.



The threat of wildfire is real for residents of Sandy. As fires continue to worsen, smoke becomes a hazard to human health, especially for residents with underlying health conditions and those who are unable to protect themselves by accessing clean indoor air.

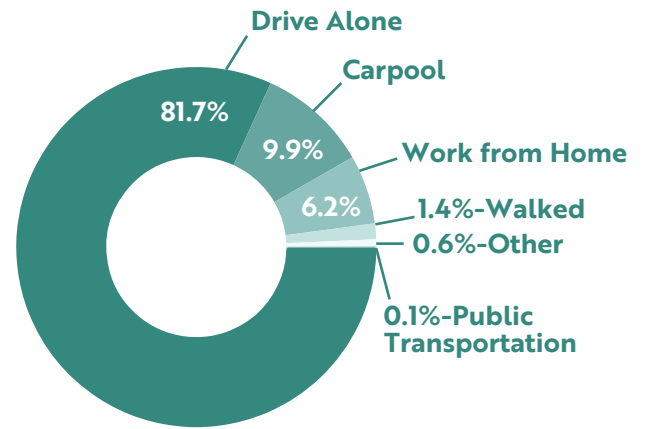
### Sources

U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates  
 U.S. Census Bureau, American Community Survey 2020–2025 5-Year Estimates  
 Portland State University Population Estimates, 2021  
 Oregon Employment Department, Quarterly Census of Employment and Wages

City of Sandy 2021 Parks and Trails Master Plan  
 Future Climate Dashboard web tool. Climate Toolbox (<https://climatetoolbox.org/>)  
 Data USA: Sandy, OR (<https://datausa.io/profile/geo/sandy-or>)

## How We Get to Work

Modes of Transportation:



## Parks & Recreation







## Land Use Gallery

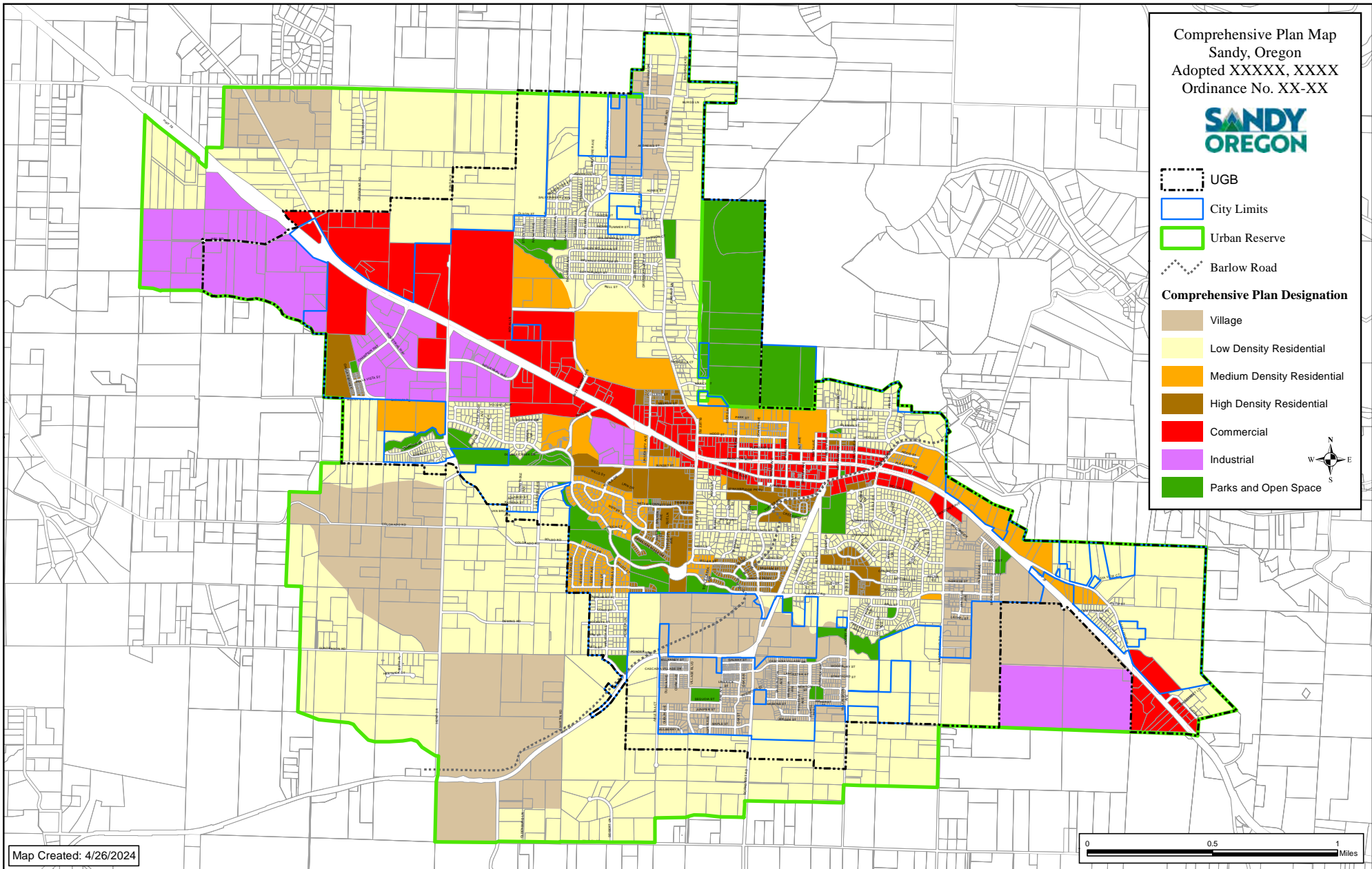
Regulated by the Comprehensive Plan, Development Code, Parks and Trails Master Plan, and the Transportation System Plan, Sandy has taken on a physical form that defines the experience of anyone who lives, works, or visits Sandy. The resulting development pattern provides the stage on which daily life takes place. This section of the Comprehensive Plan explores these development patterns, revealing the relationship between the system of land use regulations, parks and trails, transportation, and the underlying landform.

While the Comprehensive Plan provides policy guidance for the general and long-term location, type, density, and timing of new growth and development, the zoning districts outlined in the Development Code enacts detailed regulations and use standards for the development of land. Comprehensive plan land use categories ensure an adequate supply of land for residential, commercial, and industrial development purposes ensuring the development of a complete community.

The following land use categories have been developed for use in the Comprehensive Plan Map.

The Comprehensive Plan Map is a key element of the Comprehensive Plan and a controlling instrument that directs future growth by illustrating the location and types of uses within Sandy. The Comprehensive Plan Map includes land use designations establishing the intended urban pattern and the general use and intensity of development, as well as land use boundaries illustrating the Urban Growth Boundary (UGB), City limits, and community plan areas.

Zoning districts, which must be consistent with the Comprehensive Plan, translate the broad land use designations as defined in the Comprehensive Plan into detailed land use classifications that are applied to individual parcels. A clear relationship between land use designations and zoning districts is important to ensure that the goals and policies of the Comprehensive Plan are consistently carried out through administration of the City Development Code and corresponding Zoning Map.





## Central Business District

The Central Business (C-1) district is intended to provide the community with a mix of civic, retail, personal services, offices and residential needs of the community in the city’s historic commercial core. While the district does not permit new low density housing types, the district allows dwelling units in buildings containing commercial activities.

The district is a smaller, more intimate, and is intended to be pedestrian oriented. Vehicular parking is mostly provided on the street, in smaller parking lots, and in public parking lots. The goal is to continue to develop this district into a high-quality streetscape that provides a safe and

comfortable pedestrian experience. The central business district also provides the backdrop for some of the most significant community events.

The city has design standards effective for all commercial buildings. Known as the “Sandy Style,” the design guidelines apply to new construction, major additions, and exterior alterations other than general maintenance. Sandy Style is an architectural style developed by the City of Sandy, modeled after the Cascadian Architectural style by adapting elements of the English Arts and Crafts and Oregon Rustic styles.





## General Commercial

The General Commercial (C-2) district is intended to provide for a wide range of commercial activities at a community shopping center scale, including for commercial uses and businesses which require large land areas for structures, parking facilities, and direct automobile access.

This highway oriented commercial use dominates the experience for people passing through the west end of Sandy. This development pattern in Sandy was historically of the typical “big box” and “strip mall” variety, with buildings setback from the highway to make space for ample surface parking lots.

This type of development provides space for retail shopping and restaurants serving many of the daily needs and services of Sandy residents. Sandy Style design is required for all new construction and redevelopment of property in this district, including modifications to the historic development pattern to reduce the visibility of surface parking lots.

The established general commercial district creates barriers to pedestrian and bicycle access. The goals and policies reflected in this Comprehensive Plan support bike and pedestrian pathways to these areas, and safe crossings along various points of Highway 26.





## Village Commercial

The Village Commercial (C-3) district is primarily designed to serve residents of the immediately surrounding residential area. Village Commercial is intended to help form the core of the villages designated in different locations of Sandy. The village district was designed and implemented concurrently with the 2040 Comprehensive Plan that was adopted in 1997. Allowing a mixture of residential uses beside and/or above commercial uses is intended to help create a mixed-use environment which integrates uses harmoniously and provides for convenient access to commercial uses close to housing.

The orientation of the uses in this zoning district should integrate pedestrian access and provide linkages to adjacent residential areas, plazas and/or parks, and other amenities. The village designation is intended to provide flexibility in developing specific area plans. Permitted land use designations in a village district includes low density residential, medium density residential, high density residential, and village commercial.





## Industrial Park

The Industrial Park (I-1) district is intended to allow desirable and beneficial mixing of light industrial and commercial uses totally enclosed within buildings on large landscaped sites that blend harmoniously with their surroundings and adjacent land uses. This zone closely matches the General Commercial (C-2) district.

Commercial uses located in this district include activities that are compatible with industrial uses, those uses which supplement and support

surrounding industrial activity and uses that support the needs of the employees of nearby businesses.

This land use category is intended to promote development that provides jobs in key industries in Sandy as identified by the City's Economic Development Strategic Plan. The land use pattern typically includes small and medium-sized parcels that can accommodate small and mid-sized industrial and commercial businesses.





## Light Industrial

The Light Industrial (I-2) district is intended to provide locations for light manufacturing and warehousing business which have minimal impact on their surroundings and do not produce noise, light, smoke, odor, or other pollutants in excess of average levels preexisting at the boundary of the site.

Light Industrial is intended for a variety of lower intensity industrial operations, such as light manufacturing and assembly, research,

technology, and industrial offices. Additionally, a goal of the district is to provide opportunities for incubator space for smaller start-up businesses.

Because building design standards are less restrictive in this zone than in other zones, buildings (regardless of use) shall be screened from view from arterial streets and highways. It is the intent of this district to provide locations and uses that do not depend on high visibility.





## General Industrial

The General Industrial (I-3) district is intended to provide locations for higher intensity industrial uses, such as manufacturing, major assembly of products, truck terminals, distributions facilities, and other similar uses. Because of the type of land uses and their potential conflicts, this

zoning district is intended to include larger sites that are typically more isolated and removed from residential uses. The entirety of this land use type is currently located in the northwestern part of the city, adjacent to Highway 26.



Images: US Metal Works Inc



## High Density Residential

The High Density Residential (R-3) district is intended for high density residential development at 10 to 20 dwelling units per net acre. Intended uses are apartments, row houses, duplexes, single attached zero lot line, and manufactured dwelling parks.

Grouping of homes are typically closer together and usually in multi-story buildings. Common open spaces and interior parks are often required to provide room for play and recreation.

High Density Residential (HDR) areas are generally located immediately adjacent to commercial zoning, arterial and collector streets, and public facilities such as schools or parks. The HDR Comprehensive Plan designation encompasses one zoning district designation.





## Medium Density Residential

The Medium Density Residential (R-2) district is intended primarily for medium density residential development at 8 to 14 dwelling units per net acre. Intended uses are apartments, duplexes, row houses, manufactured dwelling parks, and single family detached and attached residential dwellings. Commercial development, with the exception of home businesses and other uses as defined as conditional uses, is not considered appropriate for this designation.

Medium Density Residential (MDR) districts are often used as a transitional use technique to buffer HDR to low density residential uses. Lots for single family homes and duplexes are typically smaller than in the low-density residential designation and homes are located somewhat closer to each other. The resulting neighborhood character is still decidedly suburban. The MDR Comprehensive Plan designation encompasses one zoning district designation.





## Low Density Residential and Single Family Residential

The Low Density Residential (R-1) district is intended for 5 to 8 dwelling units per net acre. Intended uses are duplexes, manufactured dwelling parks, and single family detached and attached residential dwellings. The Single Family Residential (SFR) district is intended for 3 to 5.8 dwelling units per net acre. Intended uses are duplexes and single family detached residential dwellings. Low Density Residential (LDR) districts are typically located outside on the periphery of the commercial districts and have a traditional neighborhood design with various architectural styles and building elements. All future residential development should be carefully designed to integrate with

established neighborhoods in terms of density and house design.

Street patterns in the LDR district are characterized by curvilinear alignments and cul-de-sacs because of the topography in Sandy. The public streetscape is a major defining element of an LDR district neighborhood. This land use designation relies on the car for most trips, and on the school bus for getting to and from school. This development pattern remains popular with families in Sandy for the generously sized private yards and quiet streets. The LDR Comprehensive Plan designation encompasses two zoning district designations.





## Parks and Open Space

This designation is intended to recognize those publicly owned lands designated or proposed for parks and open spaces as identified in the Parks and Open Space Master Plan. Parks and Open Space (POS) include publicly developed parks and undeveloped park land where typical uses include active and passive outdoor recreation activities, trails, open space, cultural activities, park buildings and structures, concessions, general park operations and maintenance, and storm drainage facilities. Open space includes publicly developed and undeveloped lands and sensitive areas such as wetlands, steep slopes, forested areas, and stream corridors.

Natural open space is a key element of the form and character of Sandy. As described in the landform analysis, Sandy neighborhoods are nestled between creeks, wetlands, and steep slopes with forest. Several creeks in Sandy have carved out corridors that are filled with lush vegetation. Most of these corridors are accessible through a vast network of trails. Access to nature is one of the key elements in the unique quality of life in Sandy.







## Sandy Style

On April 2, 2008, the City of Sandy adopted design standards effective for all commercial, industrial park, and non-residential (school, church, and civic) buildings. Known as the “Sandy Style,” the design guidelines apply to new construction, major additions, and exterior alterations other than general maintenance.

Sandy Style is an architectural style developed by the City of Sandy, modeled after the Cascadian Architectural style by adapting elements of the English Arts and Crafts and Oregon Rustic styles.

The intent of the new standards is not to require all buildings to look the same, but rather to require buildings to contain certain design elements in common to create a more unified overall appearance. Some elements of the style include:

- Steeply pitched roofs and gables.
- Strong base materials using stone, block, or brick.
- Exposed heavy timbers or natural wood beams, posts, and trim.
- Warm earth-tone paint colors and/or brick.
- Articulated building facades with prominent covered entries.
- Windows to allow viewing into the building.
- Public gathering spaces.
- Pedestrian focused site layout, parking, and vehicle access.





## Facade Improvement Grants

The City of Sandy Façade Improvement Program is a matching grant program funded by the Sandy Urban Renewal Agency and was approved by the Urban Renewal Board in May 2009. This program sets aside a portion of the City’s urban renewal funds to assist building owners with upgrades to their buildings designed to incorporate Sandy Style elements to buildings.

## Permanent Covered Structures Grant

The Permanent Covered Structures grant program was a subsection of the Façade Improvement Grant Program, a grant program offered by the City of Sandy Urban Renewal Agency. Additional outdoor seating in Sandy had been a desired amenity for many years and this program was introduced during the



2020 pandemic as a way to help businesses when inside seating was limited. The Urban Renewal Agency provided 100 percent of the upfront funding to construct the permanent outdoor covered structures And applicants only had to pay back 20 percent of the construction costs.





SANDY COMPREHENSIVE PLAN  
**ENVISION SANDY 2050  
VISION STATEMENT**



# Envision Sandy 2050 Vision Statement



## Community and Culture

In 2050, Sandy retains its small-town feel through a celebration of community and place. Downtown Sandy is a clean, walkable, and vibrant place to dine, shop, and gather. The beautification of downtown showcases public art, honors Sandy's history, and celebrates its location as "The Gateway to Mt. Hood." Public amenities and facilities provide places to play, grow, and learn for residents of all ages. Sandy supports events like the Sandy Mountain Festival that bring people together and promote a spirit of inclusivity. Non-profit and volunteer organizations offer meaningful services to the community and provide opportunities for civic engagement.



## Transportation and Infrastructure

In 2050, Sandy boasts modern and reliable public facilities and services that support carefully planned growth. The City invests in infrastructure that provides clean drinking water, treats wastewater while protecting our watersheds, and mitigates the effects of stormwater runoff. The expansion, operation, and maintenance of public services is supported through sustainable and balanced funding sources. SandyNet continues to provide reliable, fast and state-of-the-art internet service to the City's residents. Sandy's transportation system prioritizes safety, connectivity, and accessibility, with an emphasis on local street connections to reduce reliance on arterial roads such as Highways 26 and 211 for local trips. Safe, efficient, high-quality transit service, as well as a network of sidewalks and bike facilities, provides an alternative to private automobile use, supporting efficient use of roadways and reducing air pollution and energy use.



## Natural Hazards and Resiliency

In 2050, Sandy is resilient in the face of natural hazards. As stewards of clean air, water, and land resources for future generations, Sandy guides the design of the built environment to protect, enhance, and be integrated with natural systems. The threat of natural hazards like wildfire and earthquakes is mitigated through emergency preparedness, education, and proactive planning. Sandy collaborates with local agencies, including Fire Districts, Clackamas County, and regional partners to plan for actions that can lessen the impact of natural hazards, ensuring the City and its partners have long-term strategies for protecting the community.





## Parks, Trails and Natural Resources

In 2050, Sandy's natural and scenic landscape is an extension of the community. Clean rivers, healthy trees, and wildlife habitats are carefully conserved to promote biodiversity. Forested areas within the City are protected as parks, trails and natural open space. Sandy preserves the unique character and charm of beloved assets like Meinig Memorial Park, Sandy River Park, the Tickle Creek Trail, and Jonsrud Viewpoint. The City continues to develop recreation programs and a diverse and accessible park and trail system that is clean, safe, and functional, serving the needs of residents.



## Governance and Growth Management

In 2050, Sandy is proactive in managing and planning for growth. Sandy is an innovative community that addresses change through thoughtful planning and effective governance. Growth and development are guided by community values, fiscal responsibility, and strategic investments in services and infrastructure. Premier fire, police and emergency response services ensure safety for residents. Regulatory tools and practices are consistently updated to address new issues, and new development contributes to the expansion of public utilities. Leadership and residents engage with one another in decision-making processes so new opportunities benefit the community while preserving Sandy's small-town feel.









## Economy & Housing

In 2050, Sandy is home to desirable neighborhoods and a strong workforce. Thriving commercial and industrial districts provide balanced employment opportunities at all levels. A variety of businesses meet the daily needs of residents and contribute to Sandy's sense of place. A strong tourism industry provides opportunities for businesses and supports the local economy. Sandy's workers have access to a variety of housing choices that allow residents to move in, move up or age in place, ensuring families can live, work, and thrive in Sandy across multiple generations. Balanced housing choices contribute to safe, walkable, family-friendly neighborhoods that connect residents to nearby parks, trails, businesses and key destinations.

# Organization of Envision Sandy 2050 Vision Themes to Comprehensive Plan Chapters

The Envision Sandy 2050 Vision Statement provides a framework for the Comprehensive Plan. Each chapter of the Comprehensive Plan is organized by the thematic areas of the vision. The table below identifies the applicable statewide planning goals for each theme.

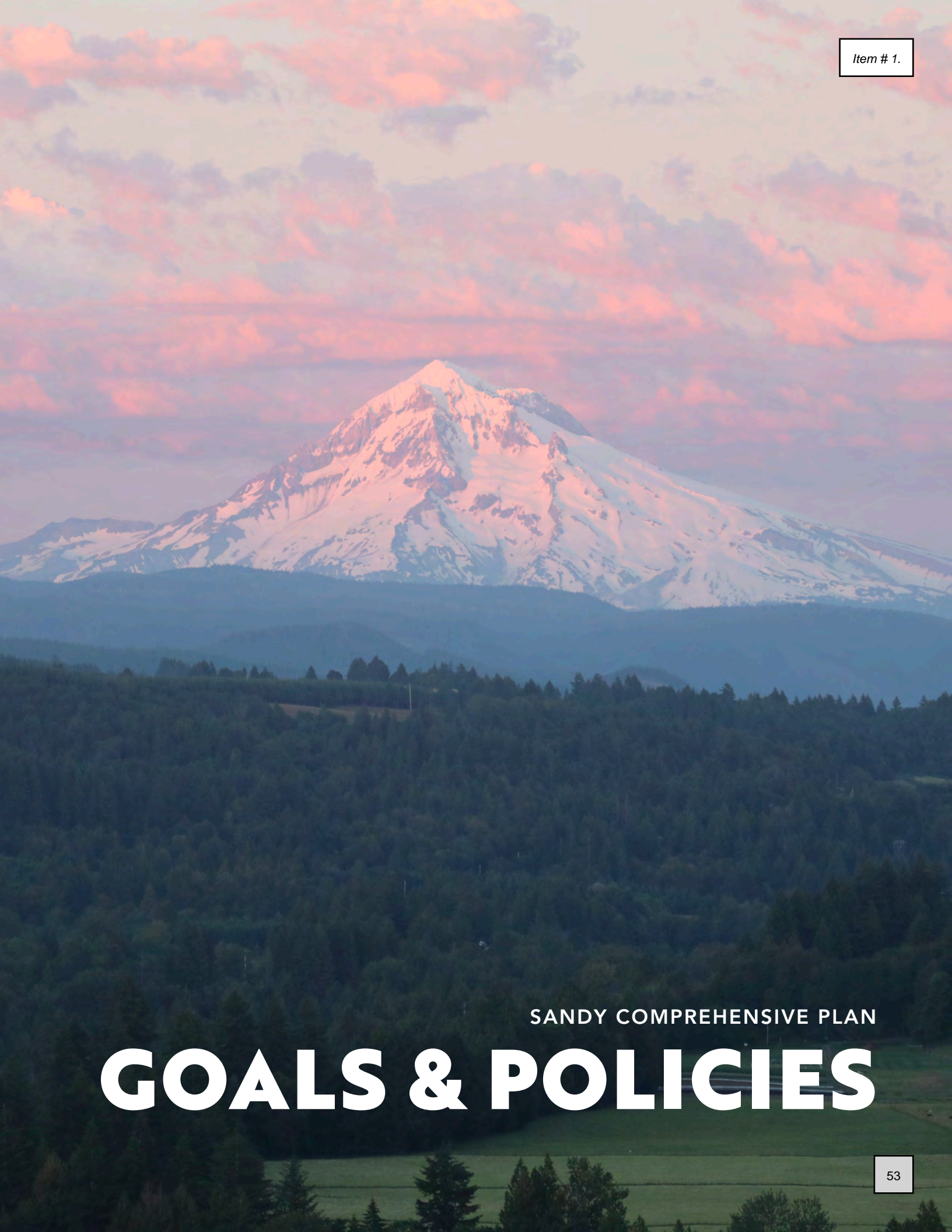
Vision Theme/Comprehensive Plan Chapter	Applicable Statewide Planning Goals
 <b>Community and Culture</b>	Goal 1: Citizen Involvement Goal 5: Cultural and Historic Resources
 <b>Transportation and Infrastructure</b>	Goal 12: Transportation Goal 11: Public Facilities and Services Goal 13: Energy Conservation
 <b>Parks, Trails and Natural Resources</b>	Goal 8: Recreational Needs Goal 5: Natural Resources and Open Space
 <b>Natural Hazards and Resiliency</b>	Goal 7: Natural Hazards Goal 6: Air, Water and Land Resource Quality Goal 13: Energy Conservation
 <b>Housing and Economy</b>	Goal 9 Economic Development Goal 10: Housing
 <b>Governance and Growth Management</b>	Goal 14: Urbanization Goal 2: Land Use Planning Goal 1: Citizen Involvement

Some statewide planning goals are repeated given their applicability to more than one Vision Theme.









SANDY COMPREHENSIVE PLAN

# GOALS & POLICIES





# COMMUNITY & CULTURE





# BACKGROUND

## PUBLIC INVOLVEMENT

The Sandy Development Services Department, which includes the Planning Division and Building Division, conducts numerous public involvement activities including:

- Public notification of land use applications. ORS 197 dictates Land Use notification requirements that includes the following: notice to adjacent parcels , publication in a local newspaper, site posting, and posting in public locations.
- Meetings and events for various planning projects, including the formation of community advisory committees and outreach activities catered to the specific needs of the project.
- Providing public information available at the counter, on the City's website, and on social media.
- Conducting research and producing reports to understand how the city is growing and how to involve the public in guiding that growth.

### City Council

The Council consists of the mayor and six City Council members. City voters elect council members. The mayor serves a two-year term, and the Council members serve four-year terms. Sandy uses a "council-manager" form of government. The City Council members are unpaid volunteers who typically hold full-time jobs. They are responsible for city policies, legislation, and budget. The City Council appoints the city manager, who has the responsibility of day-to-day operation of the city.

### Planning Commission

The Sandy Planning Commission is a volunteer body of seven Sandy residents and/or business owners that "advises the City Council on long-range, comprehensive planning, and land use issues within city limits." The Planning Commission reviews all amendments and updates to the Comprehensive Plan, recommends policy direction for land use rules and regulations, and helps City staff ensure that Sandy is aligning within the framework of Oregon's land use goals.

## VOLUNTEERING

Sandy offers a variety of community engagement opportunities, primarily through volunteer activities. Places to volunteer include the Sandy Senior Center, Sandy Community Action Center, Sandy Chamber of Commerce, Friends of the Sandy Library, and the Sandy Historical Society. The youth of Sandy are encouraged to volunteer with the Sandy Actors Theater, AntFarm Youth Services, and the Sandy Public Library. The City also offers seasonal event volunteering opportunities as well as at the Christmas Tree Lighting Ceremony.





## PUBLIC, CIVIC, AND CULTURAL SPACES

There are few regulations which govern the provision of public, civic, and cultural spaces from a land use planning perspective. This includes education, arts, government, civic and cultural centers, of which these facilities are not addressed in statewide planning goals. Other public facilities, such as police and fire services, utilities, and infrastructure (transportation, water, sanitary sewer, stormwater) are mandated by Statewide Planning Goal 11: Public Facilities and Services and discussed in separate background reports. However, many of these public, civic, and cultural facilities are planned for as best practice through infrastructure master plans, community concept plans, and transportation system plans.

Education facilities are an exception as school districts are required by the state to create a school facility plan covering a period of at least 10 years. School facility plans must include identification of desirable school sites, financial plans to meet school needs, site acquisition schedules, and an analysis of land supply within the UGB that is suitable for school facilities. Should the analysis conclude that an inadequate land supply exists within the UGB, the school district, in coordination with affected jurisdictions, is required to identify and take the necessary actions to remedy the deficiency.

Sandy owns and operates many government buildings and civic facilities, and is home to many more community, cultural, and arts facilities outside of those spaces which the City owns or operates. In addition, the community benefits from other public and private amenities, as well as events, festivals, and activities that lend to the quality of life and sense of community. Popular community events include the Mountain Festival, Solve Sandy, Noah's Quest Benefit Walk, Longest Day Parkway, Summer Sounds & Movies in the Park, Corn Cross Mountain Bike Race, Winterfest, and a Holiday Tree Lighting event.

Key civic, arts, and cultural spaces include, but are not limited to, the following:

- **Sandy Senior Center** – provides activities and services for adults 60 years and above. This includes meals, health-related clinics, help with medical insurance, and exercise classes.
- **Sandy Public Library** – supported by Friends of Sandy Library; a volunteer organization dedicated to the long-term needs of the library.
- **Sandy Community Action Center** – a hunger relief agency that serves residents of the Oregon Trail School District. Funded by donations and operated by a volunteer Board of Directions and professional staff.
- **Sandy Historical Society** – a nearly 100-year-old group that serves as a repository for artifacts and history of the Sandy area within the entire Oregon Trail School District.
- **AntFarm Youth Services** – an organization that owns a local café and bakery which provides younger people kitchen, coffee, and customer service skills. Additionally, they host an educational assistance center, a learning garden, senior citizen services, arts classes, and recreation programs.
- **Sandy Actors Theater** – a nonprofit 501(c)(3) community theater, whose mission is to develop and nurture interest in theater by providing affordable, live theater performances, mentoring and workshops. SAT provides opportunities to participate in all aspects of community theater for all ages, from business to acting to production.
- **Sandy Historical Museum** – The museum was constructed in 2007 and is placed directly on the Oregon Trail. Home of the Sandy Historical Society since 1926, the museum is the key to preserving Sandy’s history through artifacts and information collection. A Downtown Historical Walking Tour stops by key historical sites found in Sandy.

Sandy residents find a sense of community through many mediums and across a variety of gathering spaces, like parks, sports fields, churches, coffee shops, etc. across the city.



Sandy Historical Society



Sandy Actors Theater



Sandy Historical Museum



## Community Events

The second week of every July marks the Sandy Mountain Festival. The festivities kick off with a popular parade through downtown Sandy, and events throughout the weekend include a large arts & crafts sale in Meinig Park, concerts in Centennial Plaza, a carnival, and more. Sandy also hosts a popular Winterfest event every holiday season, which includes lights and decorations in Meinig Park, neighborhood trolley rides, a tree lighting ceremony, and more.



Mountain Festival



Sandy Winterfest





## Community Garden

Nestled within Bornstedt Village is a master planned park that includes ballfields, paths, a playground, a splash pad, and community garden boxes. Bornstedt Park is home to a Community Garden where you can reserve up to two raised garden beds (if space is available). There are Sixty-nine (69) garden beds available for rental every year. Sixty-seven (67) of the garden beds are 4 foot by 8 foot and there are even two ADA accessible garden beds.







# FUTURE TRENDS AND DRIVERS OF CHANGE

## PUBLIC INVOLVEMENT

The face of public involvement is changing rapidly as technology and demographics are shifting. Technology plays a critical role in engagement, and as COVID-19 forced a pivot to virtual platforms, Sandy has sought to extend the capabilities of their online presence by integrating more interactive tools, such as discussion forums, online surveys, interactive maps, and more multilingual content. Expanding the technical capacity of the department is also critical to sustaining youth engagement. Harnessing the participation of youth leaders in the governance process could lend an important and innovative perspective to existing public involvement efforts.

Other key opportunities and trends around the practice of public involvement by jurisdictions includes:

- **Collaborative Community Engagement.**

Local governments are beginning to turn to a more collaborative approach to community engagement, particularly for projects that need to focus on outreach to historically underrepresented communities in order to be successful, or where the broadest possible involvement throughout a community is

desired. In a collaborative arrangement, the City partners with existing organizations performing outreach to the target communities, providing subject-matter expertise, resources, and sometimes even funding to the partner organization, who then coordinates the outreach activities.



- Youth Engagement.** There are over 1,400 high school students enrolled at Sandy High School. Harnessing the participation of youth leaders on project-based and standing advisory committees, or even in governing bodies themselves, could lend an important and innovative perspective to existing public involvement efforts. Some cities have included youth-specific events and materials in their public involvement for long-term planning projects, including working with local schools to engage students and their families about cities and community planning. Other cities have expanded youth participation beyond project-based engagement and into the governing bodies themselves, in both voting and advisory capacities.
- Web and Mobile Technologies.** Sandy, like most cities, maintains a website to provide access to meeting agendas, ordinances, application forms, maps, and other information. While the City website is well-used, offering enhanced web services bolsters communication, community engagement, public information, and innovation. Cities seeking to extend the capabilities of their

websites have also integrated more interactive tools such as games and discussion forums, online surveys, streaming video of meetings or other presentations, and multilingual content. Recently, the City of Sandy invested in EngagementHQ, an online community engagement platform for key City initiatives including the Envision Sandy 2050 process.

- Open Data and Civic Technology.** Open data multiplies the effectiveness of the City's technology investment by enabling interested community members to use City public data to build new tools and applications that can address issues in the community. These grassroots public-private partnerships with "civic technologists" can yield innovative and scalable solutions that the City is unlikely to be able to efficiently implement on its own. Data sets could include land use applications, natural resource inventory information or long-range plan data. The department also could publish data that it is already collecting internally – population growth, demographics, and development history are just some examples. Even small steps toward open data are beneficial.



## PUBLIC, CIVIC, AND CULTURAL SPACES

- Service Planning and Delivery.** With an array of special districts, private franchises, and various service providers, the City must ensure effective collaboration and planning. Many facilities, utilities, and services are subject to state and federal regulations and must maintain compliance with these requirements. While public facilities like water, sanitary sewer, and stormwater are described in more detail in a subsequent background report, the City can benefit from collaborative planning between these types of service providers for new and expanding civic, institutional, and cultural services. Colocation of infrastructure and facilities, such as underutilized school fields being made available to the public through a park department, can increase capacity and address the need for more civic and community facilities.
- School District Coordination.** Coordination between the City and Oregon Trail School District is critical to successful facilities planning. Procedures should be implemented to allow the school district to become aware of large developments which may impact school capacity and/or provide opportunities for siting new school facilities. The City also should consider the location of actual or planned major capital investments by the school district when making its own infrastructure investments in order to complement and leverage these projects. To keep up with projected increases in enrollment numbers, coupled with rising land costs, school districts may need to employ new approaches. For example, they may find it necessary to reevaluate assumptions about space and land needs, education delivery methods, and district/agency partnerships. The City should be prepared to assist school districts in planning for new and expanded facilities as needed, including long-term forecasting, evaluating UGB expansion options, and creating detailed growth strategies.
- Expanding the scope of a Public Facilities Plan.** Although the state requires only a select set of public services to be addressed in a Public Facilities Plan (PFP), the City may choose to expand the scope to include others such as schools, parks, library, and civic buildings for better service planning and delivery. The City may consider developing the PFP as a tool to align community goals with future investments and as a means to balance maintenance with new construction needs.
- Demand for flexible community space.** There is anticipated continued demand for working and gathering space in the community. For example, the role of the library as a community gathering space is even more essential as the ability to access information online increases. Both in Sandy and in communities across the country, libraries remain a key place for community members to meet, work, and connect. As telecommuting becomes a way of life for workers in Sandy, key community spaces like the library may consider capturing that interest and expand services to include dedicated work desks and study space.



## Community and Culture GOALS AND POLICIES

**In 2050, Sandy retains its small-town feel through a celebration of community and place.** Downtown Sandy is a clean, walkable, and vibrant place to dine, shop, and gather. The beautification of downtown showcases public art, honors Sandy's history, and celebrates its location as "The Gateway to Mt. Hood." Public amenities and facilities provide places to play, grow, and learn for residents of all ages. Sandy supports events like the Sandy Mountain Festival that bring people together and promote a spirit of inclusivity. Non-profit and volunteer organizations offer meaningful services to the community and provide opportunities for civic engagement.



# COMMUNITY

## Civic Engagement

**GOAL 1: Implement and maintain a culture of public involvement by providing a broad array of inclusive engagement opportunities for all Sandy community members.**

- 
- Policy 1.1** Support the Planning Commission as the lead body responsible for facilitating community involvement in the land use planning process.
- 
- Policy 1.2** Provide information and public notice to the residents of Sandy regarding land use projects and processes in transparent, easy-to-understand formats, including multiple languages where appropriate.
- 
- Policy 1.3** Continue to monitor and improve the City's website and engagement platforms to provide access to information, services, news, and databases.
- 
- Policy 1.4** Promote Sandy's network of service and volunteer-based organizations, clubs, and groups.
- 
- Policy 1.5** Seek opportunities to develop and enhance relationships with community-based organizations working in Sandy and the region.
- 
- Policy 1.6** Create opportunities for youth to be engaged in civic affairs and public decision-making processes through advisory boards, committees, and other activities.

## Public Amenities and Facilities

**GOAL 2: Provide public amenities and facilities to help meet the education, recreation, and civic use needs of the community.**

- 
- Policy 2.1** Coordinate the siting of public facilities and services with other agencies or districts such as the fire district, post office, school district, and other partner agencies.
-

**Policy 2.2** Collaborate with private and public entities such as schools, businesses, and recreation providers to facilitate the co-location of community facilities, especially in underserved neighborhoods.

**Policy 2.3** Provide City services for senior activities and programming.

**Policy 2.4** Pursue the development of a new aquatic facility and community center for Sandy area residents of all ages.

**Policy 2.5** Work with Clackamas County to expand library services, programs, and facilities to meet the needs of the Sandy and Hoodland Library Service Area.

## CULTURE

### History and Heritage

#### GOAL 1: Honor Sandy’s history and heritage through the public realm.

**Policy 1.1** Inventory, preserve, and enhance distinctive historical and cultural features to create a sense of place and reflect Sandy’s heritage.

**Policy 1.2** Utilize the City’s Urban Renewal Plan and programs to implement targeted improvements that encourage private investment, preserve and enhance historical and cultural elements of the built environment, and increase prosperity and vitality in Sandy’s downtown and surrounding commercial areas.

**Policy 1.3** Improve the physical characteristics of Downtown Sandy to reflect its history and character through installation of wayfinding signage, gateway elements, public art, lighting, street furniture, and other treatments.

**Policy 1.4** Develop long-term strategies and plans to cultivate art in Sandy and encourage donations, grants, and other support to expand access to the arts in the community.

**Policy 1.5** Support City events, activities, and festivals to promote a sense of community among Sandy residents and businesses.





# TRANSPORTATION & INFRASTRUCTURE







# CURRENT ASSETS, PRACTICES AND CONDITIONS

## PUBLIC UTILITIES AND SERVICES

### Water

The City of Sandy has three water sources. During the spring, fall, and winter, approximately 50% of the City's supply is purchased from the Portland Water Bureau. The remainder of the supply comes from Brownell Springs (a city-owned natural spring on Lenhart Butte) and Alder Creek (a small tributary of the Sandy River). During the summer when demand increases, each source provides approximately one-third of the total supply.

### Wastewater

Sandy's sanitary sewage is treated at a plant off Jarl Road. Sandy currently operates under a permit issued by the Oregon Department of Environmental Quality (DEQ) to discharge its treated wastewater, or effluent, into Tickle Creek, a tributary of the Clackamas River that runs just west and south of town. The permit limits not only the volumes of those discharges but also when they can occur—only between November and April. During the summer, Sandy's treated wastewater is sent to a nearby nursery for irrigation use. The treatment plant was placed into service in 1998 and can treat 1.25 million gallons per day during dry weather and up to 4 million gallons per day during wet weather.



In 2018, the City developed the Wastewater System Facilities Plan to help guide the City in addressing the near capacity of the existing wastewater treatment plant. The plan reviews the existing conditions of the collection methods and treatment systems and makes recommendations for improvements and facility needs to accommodate population growth and regulatory requirements. In 2021, the City embarked on an expansive overhaul of its wastewater system. The multi-year project will reduce peak flows by relining and replacing miles of mainline and lateral line piping, along with expanding the existing treatment plants capacity. This rehabilitation project will precede the potential construction of a new facility to better handle current and future wastewater treatment and disposal needs.

## Stormwater

The City of Sandy manages stormwater in order to reduce runoff and thereby reduce capital and maintenance costs to the City and improve the water quality of streams in and around Sandy. The City last updated its Stormwater Management Plan in 2001.

The City requires all new developments to treat and detain stormwater from the 2, 5, 10, and 25-year storm events to pre-development conditions, as prescribed by the City of Portland Stormwater Management Manual and in the City's Development Code. In addition, the City administers an incentive plan to encourage property owners to reduce or mitigate for impervious pavement on commercial, industrial, and multi-family residential properties.

## Additional Services

The City of Sandy is one of a few cities in the state that provides broadband service as a public utility. SandyNet is owned by the citizens of Sandy with the purpose of closing the digital divide as well as fostering economic growth. SandyNet operates as a fiber-to-the-x (FTTX) where fiber is used to provide voice and data to homes, businesses, and city infrastructure. Fixed wireless systems are used outside of city limits to provide broadband service to those outside of SandyNet's fiber footprint, covering various locations throughout the rural Sandy/Boring area.



SandyNet



## Police & Fire

The Sandy Police Department manages criminal investigations, traffic control/enforcement, and school resource functions. In addition to the Police Chief, current staffing consists of one lieutenant, two sergeants, eight patrol officers, one traffic officer, and two School Resource officers. There are additional programs ran by the department specific to Sandy:

Gunlocks – a program to help facilitate responsible gun ownership by providing gunlocks free of charge to anyone who requests them.

Unwanted Firearms and Ammunitions – a collection service to offer the acceptance of firearms and ammunition for proper disposal.

The City of Sandy is serviced by the Sandy Fire District No. 72, which protects the City of Sandy as well as 77 square miles of rural area.

The district provides fire protection, emergency medical service, fire prevention, and fire investigation services. The district is composed of one Fire Chief, one Division Chief, 12 union firefighters, and 27 volunteers. The district offers additional community programs such as:

- **PulsePoint** – a large system in which Sandy participates that allows citizens to provide life-saving assistance to victims of sudden cardiac arrest through a mobile app.
- **First-Aid Classes** – a 5-hour course that covers general first aid and adult CPR.
- **Child Safety Seats** – an inspection program to educate parents on proper installation of car seats.
- **Helmet Program** – helmets for all sports, with proper type and fitting at the main station.



## TRANSPORTATION SYSTEM

Sandy is bifurcated by US 26, which serves as a major east/west transportation and freight route between the Portland Metro Area, Mt. Hood, and Central Oregon resorts and recreation. The highway also serves as the City’s “main street” through the downtown couplet of Pioneer and Proctor Boulevards. Pioneer and Proctor Boulevards, from Bluff Road to Ten Eyck Road, are home to local businesses as well as civic and community spaces, and connect parks to residential areas.

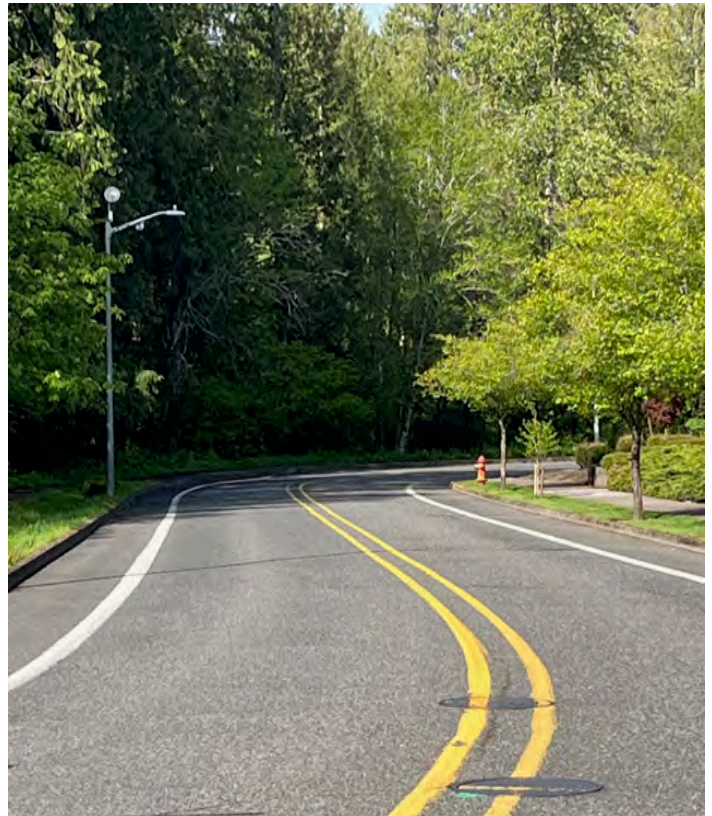
A majority of the households in Sandy are south of US 26 where there is good connectivity between areas provided by the minor arterials and collectors that intersect with Dubarko Road, the main east-west arterial. The newer residential areas west of Bluff Road have good local street connectivity but are relatively isolated from the rest of the city. Bluff Road is currently the only north-south street in the city that connects the north and south neighborhoods.

### Sidewalk Network

The existing pedestrian network in Sandy is composed of sidewalks, paved paths and unpaved trails, and is fairly well developed. Most local streets in Sandy were developed with sidewalks incorporated into the design. Although many areas have sidewalk coverage, a few do not have complete sidewalks on one side of the street, or even on both sides. Based on the City of Sandy’s 2022 Transportation System Plan (TSP), these gaps are most significant along the following roads:

- US 26 east of SE Ten Eyck Road/Wolf Drive – On some stretches of highway, particularly in rural areas, wide shoulders provide a substitute for sidewalks. On this segment, eight feet is the minimum appropriate shoulder width. The existing shoulders range between five and seven feet wide.
- Meinig Avenue between Barker Court and OR 211 – Pedestrians in the southeastern residential area destined for the central business district of Sandy must use Wolf Drive or OR 211 via Meinig Avenue. For households, where Meinig Avenue provides a more direct connection the only way to avoid walking in the road is to detour through Meinig Memorial Park.
- Sandy Heights Street between Nettie Connet Drive and Tupper Road – Most of this segment has sidewalk on at least one side but Sandy Heights Street is the only through east-west connection from Meinig Avenue to Dubarko Road and provides important pedestrian access to the commercial area on the west side of the city.





## Bicycle Network

The bicycle network in Sandy is composed of bike lanes, roadway shoulders, shared roadways, and bicycle paths.

- Bike lanes are portions of the roadway designated specifically for bicycle travel via a striped lane and pavement stencils. In Sandy, significant segments of continuous bicycle lanes exist along US 26, Bluff Road, Bell Street, Jewelberry Avenue, and Dubarko Road. In downtown Sandy, there are narrow parking lanes along US 26 (Proctor Boulevard and Pioneer Boulevard) which result in parked cars partially blocking the bike lane and pushing cyclists into the vehicle lane.
- Shoulder bikeways are paved with striped shoulders wide enough for bicycle travel. The bike lane along US 26 in Sandy could be considered a shoulder bikeway west of Champion Way due to the lack of pavement markings.
- Shared roadways include those on which bicyclists and motorists share the same travel lane. Most local roadways in the City are considered shared roadways, but do not have signs or pavement markings distinguishing them as sharrows.
- Bicycle paths can serve both recreational and transportation needs. They include shared use paths, which allow for citywide pedestrian and bicycle travel, and short path segments providing accessways between disconnected streets or localized recreational biking opportunities. They can be separated or adjacent to the streets right-of-way and provide linear park facilities for bicycle travel.





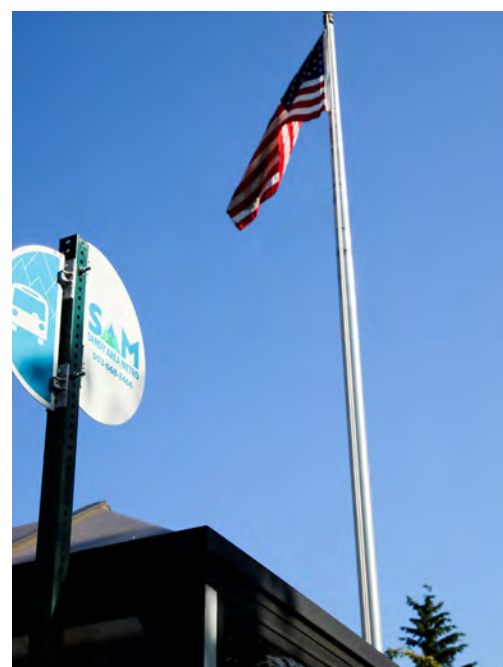
## Transit Network

Sandy Area Metro (SAM) provides transit service in Sandy via four fixed bus routes including two local shopper routes and two regional routes connecting the City with downtown Gresham and Estacada. Clackamas County operates an additional fixed route service to multiple outdoor recreation and visitor destinations on Mount Hood.

Sandy Transit’s SAM Rides is a dial-a-ride and paratransit service that provides public transportation to persons with disabilities who are unable to use regular fixed route buses and members of the general public. While federal guidelines require that service be provided within 3/4 mile of fixed route service, SAM Rides service is provided for any trip that starts and ends within three miles of Sandy’s Senior Center, free of cost. Demand for the service is high, and with 3.5 passengers per hour it is approaching the limit of what is physically possible for an on-demand service.

The City’s 2020 Transit Master Plan guides Sandy Transit’s major decisions and includes two hypothetical scenarios for three fiscal years referenced as the “Bloom” and “Gloom” scenarios. The Transit Master Plan emphasizes that the City of Sandy can support highly productive transit by placing dense and active land uses (such as apartments, schools, senior housing and medical services) in areas that are:

- Contiguous and proximate (rather than separated by low-density uses).
- On the way to other busy places, along major transit-operable streets (rather than at the ends of cul-de-sacs or loops).
- Walkable, with well-connected streets or paths.



# FUTURE TRENDS AND DRIVERS OF CHANGE

## PUBLIC UTILITIES AND SERVICES

### Water System

The City of Sandy's 2022 Water Master Plan provides updated information regarding water management and forecasted demand needs. Sandy's connection to the Portland Water Bureau will be deemed out of compliance with EPA mandated treatment standards in the fall of 2027. Portland's proposed water treatment facility will be located downstream of Sandy's current connection, requiring Sandy to build a treatment facility at the current connection, or build a pipeline to the new Portland facility.

Sandy's Public Works Department is studying other water options including groundwater, or the Salmon River (Sandy has existing rights up to 16.3cfs). Sandy's Alder Creek Water Treatment Plant is scheduled to have long overdue upgrades performed over the next few years which will maximize Sandy's ability to keep up with water demands as Sandy grows.



### Sanitary Sewer

Sandy's wastewater system has serious and long-standing challenges. For years, the City's wastewater treatment plant has not been able to consistently treat the high volume of sewage and stormwater that flows to the plant, especially during wet weather. This leads to permit violations and intermittent pollution of Tickle Creek.

In 2022, a development moratorium was put in place due to the limited capacity of its wastewater infrastructure. Building capacity in Sandy's wastewater system will be essential in meeting the housing needs of future residents, but this will take time.

In 2023, the Sandy Clean Waters program embarked on a deep dive analysis to determine alternative outfall options including expanded irrigation capacities, effluent piping to neighboring communities, and alternate discharge waters. With expanded inflow and infiltration reduction efforts, Sandy's collection system will better convey only designed wastewater to the treatment plant, allowing more control over discharge and more effluent options.



## Transportation

With continued population growth and increases in traffic flow, issues of safety, mobility, and accessibility will continue to affect pedestrians, drivers, and cyclists. The City’s 2022 TSP update identified several areas of focus and key deficiencies across the City’s transportation network:

### *Pedestrian Network*

Sidewalk gaps along Sandy Heights Street reflect poor east-west connections for the neighborhood south of US 26. Infill of these missing sidewalk gaps will improve the quality of the pedestrian network.

Sidewalk gaps along US 26 east of SE Ten Eyck Road isolate pedestrians in the Sandy Vista Apartments, sidewalk connecting the apartments with downtown Sandy is needed.



### *Bicycle Network*

Improved north-south and east-west connections are needed in the neighborhood south of US 26. Important connections without bike lanes or with gaps include Bluff Road, OR 211, Meinig Road, Sandy Heights Street, and Tupper Road.

Bicycle network gaps along US 26 east of SE Ten Eyck Road isolate people who bike from or to the Sandy Vista Apartments; bike lanes connecting the apartments with downtown Sandy are needed.

### *Transit Network*

Improved connections between the regional fixed route service and local fixed route service are needed to provide a better “last mile” connection for transit trips that start or end in Sandy.

The dial-a-ride/paratransit STAR system is approaching capacity and operational changes or additional vehicles will be needed to address that.



**Road Network**

Four intersections exceed mobility targets or have reoccurring safety issues.

- US 26 and Orient Drive – safety and mobility targets.
- US 26 and 362nd Drive – safety and mobility targets.
- US 26 and Ruben Lane – safety.
- OR 211 and Dubarko Road – safety.

With direction from Sandy City Council, the Public Works Department hired contracts to complete the northern expansion of 362nd Drive and the western extension of Bell Street. This project will provides a needed connection from the northern neighborhoods of Sandy to the western edge of the commercial corridor.



**Transit**

Potential service and capital investments, as outlined in the 2020 Transit Master Plan, include additions to local services, such as adding fixed routes, expanding flexible services (such as additional STAR service), and acquiring electric buses.





## Transportation and Infrastructure GOALS AND POLICIES

**In 2050, Sandy boasts modern and reliable public facilities and services that support carefully planned growth.** The City invests in infrastructure that provides clean drinking water, treats wastewater while protecting our watersheds, and mitigates the effects of stormwater runoff. The expansion, operation, and maintenance of public services is supported through sustainable and balanced funding sources. SandyNet continues to provide reliable, fast and state-of-the-art internet service to the City's residents. Sandy's transportation system prioritizes safety, connectivity, and accessibility, with an emphasis on local street connections to reduce reliance on arterial roads such as Highways 26 and 211 for local trips. Safe, efficient, high-quality transit service, as well as a network of sidewalks and bike facilities, provides an alternative to private automobile use, supporting efficient use of roadways and reducing air pollution and energy use.

# TRANSPORTATION

## Mobility & Connectivity

**GOAL 1: Provide a transportation system that prioritizes mobility and connectivity for all users.**

**Policy 1.1** Maintain the livability of Sandy through well connected transportation facilities.

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**Policy 1.2** Improve the safety and accessibility of transit amenities.

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**Policy 1.3** Improve the vehicular/pedestrian interface along all arterial and collector streets.

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**Policy 1.4** Ensure sufficient capacity to accommodate future travel demand (auto, transit, bicycle, pedestrian, etc.) to, within, and through the City of Sandy.

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**Policy 1.5** Emphasize local street connections and minimize access along the City's arterials to reduce reliance on US 26 and OR 211 for local trips.

## Capital Investments and Funding

**GOAL 2: Promote cost effective investments in the transportation system.**

**Policy 2.1** Optimize the use, performance, and value of existing facilities while planning for future infrastructure.

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**Policy 2.2** Seek opportunities to combine transportation, other infrastructure, and environmental mitigation projects.

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**Policy 2.3** Maximize the use of state and federal funds for transportation capital, operating, and service improvements.

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**Policy 2.4** Maintain a capital improvement plan that identifies construction priorities and funding.



## Community Needs

### GOAL 3: Provide a transportation system that supports specific community needs.

- Policy 3.1**      Coordinate the siting of public facilities and services with other agencies or districts such as the fire district, post office, school district, and other partner agencies.
- Policy 3.2**      Collaborate with private and public entities such as schools, businesses, and recreation providers to facilitate the co-location of community facilities, especially in underserved neighborhoods.
- Policy 3.3**      Provide City services for senior activities and programming.
- Policy 3.4**      Pursue the development of a new aquatic facility and community center for Sandy area residents of all ages.
- Policy 3.5**      Work with Clackamas County to expand library services, programs, and facilities to meet the needs of the Sandy and Hoodland Library Service Area.

## System Management

### GOAL 4: Promote traffic management to achieve the efficient use of transportation infrastructure.

- Policy 4.1**      Balance local access to US 26 with the need to serve regional and statewide traffic, while supporting adjacent land uses.
- Policy 4.2**      Plan for a transportation system that supports projected population and employment growth and maximizes travel options by providing efficient routes for all modes of transportation.
- Policy 4.3**      Coordinate with ODOT to ensure traffic signals, crossings and other Highway 26 infrastructure are designed to balance local and regional needs.

## Environmental

### GOAL 5: Minimize environmental impacts on natural resources and encourage carbon neutral or efficient transportation alternatives.

**Policy 5.1** Avoid or mitigate motorized transportation project impacts to environmental resources including creeks and wetlands, cultural resources, and wildlife corridors.

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**Policy 5.2** Support energy conservation by supporting public transit, transportation demand management, transportation system management, and a multi-modal transportation system.

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**Policy 5.3** Encourage transportation facility construction methods and green infrastructure to reduce environmental impacts.

## Transit

### GOAL 6: Provide safe, efficient, high-quality transit service that gives Sandy residents, businesses and visitors more freedom to meet their needs within the city, region, and state, and offers an alternative to private vehicle use to support efficient use of roadways and reduce air pollution and energy use.

**Policy 6.1** Provide service that is safe, comfortable, and useful for all users.

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**Policy 6.2** Collaborate with other transportation agencies and support user-friendly connections between transit systems.

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**Policy 6.3** Improve accessibility to transit services for people arriving by foot, bicycle, or with a mobility device.

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**Policy 6.4** Increase public awareness of Sandy Transit (SAM) and its connectivity to other transit systems and transportation modes.



## Safety

### GOAL 7: Promote a safe transportation system for all users.

- Policy 7.1** Encourage traffic safety through education, enforcement, and engineering.
- 
- Policy 7.2** Identify high accident locations and implement specific counter measures to reduce their occurrence.
- 
- Policy 7.3** Provide safe pedestrian and bicycle routes between residential areas, schools, and public facilities.
- 
- Policy 7.4** Provide transportation design standards that encourage appropriate traffic volumes, speeds, and pedestrian safety.
- 
- Policy 7.5** Improve emergency service response time and evacuation routes through connectivity.
- 
- Policy 7.6** Review, revise and adopt speed limits and other traffic calming approaches to ensure safer streets and neighborhoods.

## Equity

### GOAL 8: Support an equitable transportation system and provide transportation choices to all users.

- Policy 8.1** Ensure the transportation system provides equitable access to underserved, disadvantaged, and vulnerable populations and is easy to use and accommodating to travelers of all ages.
- 
- Policy 8.2** Ensure that pedestrian and bike facilities are designed clear of obstacles and obstructions (e.g., utility poles, grates) and meet ADA requirements.

## Health

### GOAL 9: Support options for exercise and healthy lifestyles to enhance the quality of life.

**Policy 9.1** Develop multi-use walking and biking routes to access employment, schools, shopping, and transit routes.

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**Policy 9.2** Provide pedestrian facilities that are physically separated from auto traffic on all arterial and collector streets.

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**Policy 9.3** Apply traffic calming measures to support neighborhood livability.

## INFRASTRUCTURE

### Water

#### GOAL 1: Seek the most efficient and economic means for constructing, operating, and maintaining the City's water supply, treatment, storage, and distribution system while meeting state and federal standards for potable water systems.

**Policy 1.1** Build, operate, and maintain adequate reservoir capacity to provide all equalization, operational, emergency, and fire flow storage required for the City's distribution system.

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**Policy 1.2** Plan, operate, and maintain the water system for all current and anticipated City residents within the Urban Growth Boundary and plan strategically for future expansion areas as detailed in the City's Water System Master Plan.

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**Policy 1.3** Collaborate with Portland Water Bureau, wholesale water customers, and the regional water consortium to ensure an adequate water supply, treatment, storage and distribution system is maintained for residents.

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**Policy 1.4** Implement a systematic, planned replacement program for pipe improvements and water meters to ensure reliable system operation and minimize expensive emergency repairs associated with failing pipeline infrastructure.



- Policy 1.5** Explore smart technology applications for water supply management such as smart metering, leakage detection, and water distribution management and planning.
- Policy 1.6** Implement and regularly update the City’s Water Systems Master Plan in order to evaluate capital investment, prioritize needs for the water system, and document a long-term water service strategy.
- Policy 1.7** Collaborate with the Planning Division to educate and promote water conservation and winter wet/summer dry landscaping and vegetation in developments, right of water, parks, and open lands to promote summer water conservation, and provide wildlife habitat, cooling, and oxygenated greenspace for Sandy residents.
- Policy 1.8** To the greatest extent possible, incorporate energy resiliency into water system designs to maintain adequate levels of service during disruptions due to power outages, fires, and extreme storms.
- Policy 1.9** Coordinate with Mt. Hood National Forest, Bureau of Land Management, Clackamas County, timber company representatives, and private landowners that own and manage lands within Sandy’s watershed, to protect drinking water.

## Community Needs

### GOAL 2: Invest in wastewater system improvements to build infrastructure redundancy and protect the environment.

- Policy 2.1** Pursue the study and development of expanded or new wastewater treatment plants and alternative discharges to manage the expected growth of Sandy.
- Policy 2.2** Assess discharge alternatives to protect the health of Tickle Creek and the Sandy River.
- Policy 2.3** Pursue funding sources and financing programs to maintain affordable sewer rates.
- Policy 2.4** Monitor and assess system development charges to support the expansion and improvement of the wastewater system.
- Policy 2.5** Explore the use of technology to optimize wastewater treatment processes and lower lifecycle costs of the system.

## Stormwater

**GOAL 3: Seek the most efficient and economical means available for construction, operating and maintaining the City’s stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.**

- Policy 3.1** Provide Stormwater Management Services and monitor, report, and evaluate success of services consistent with National Pollutant Discharge Elimination System (NPDES) permit requirements.
- Policy 3.2** Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.
- Policy 3.3** Identify opportunities for innovative stormwater management techniques and Low-Impact Development approaches in new growth areas.
- Policy 3.4** Provide education and programming to encourage property owners to reduce or mitigate for impervious pavement on commercial, industrial, and multi-family residential properties.
- Policy 3.5** Coordinate among City departments, Clackamas County, the Department of Environmental Quality, and other entities to protect, treat and improve water quality in and around Sandy.
- Policy 3.6** Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within the existing Urban Growth Boundary and plan strategically for future expansion.
- Policy 3.7** Integrate the stormwater system with water conservation plans and seek opportunities for beneficial reuse of treated stormwater for irrigation.

## Municipal Broadband

**GOAL 4: Expand municipal broadband services to meet Sandy’s existing and future needs.**

- Policy 4.1** Develop a SandyNet Master Plan to expand sustainable fiber services.
- Policy 4.2** Collaborate with regional partners to increase broadband affordability and promote equity by closing the digital divide.



**Policy 4.3** Periodically study, plan, implement and review technologies and other services or amenities that positively impact the community, local economy, and City.

## Energy

### GOAL 5: Promote resource efficiency and energy conservation in the built environment.

**Policy 5.1** Promote infill development and land use patterns that locate activities and destinations in close proximity to reduce vehicle trips.

**Policy 5.2** Ensure responsive development code and standards that encourage energy-efficient design and energy-conserving features, including energy generation and storage, in new development, redevelopment and retrofit.

**Policy 5.3** Deploy electric vehicle (EV) charging infrastructure to meet current and future demand.

**Policy 5.4** Encourage the use of mass transit as a commuter service connection to the metropolitan area.

**Policy 5.5** Utilize smart technology applications to monitor and conserve energy use across public utilities and facilities.

**Policy 5.6** Coordinate with utility companies to expand renewable energy and provide robust, redundant infrastructure and service delivery.





# NATURAL HAZARDS & RESILIENCY





# CURRENT CONDITIONS

Sandy has already begun experiencing more extreme weather events. Increases in average temperature, extreme heat, drought, and wildfire danger, coupled with reduced snowpack, are altering the context within which the City of Sandy provides services as well as the lives of its residents.

The effects of extreme weather events and climate impacts in Sandy and the surrounding area go far beyond hotter temperatures, lower snowpack, and more wildfire and smoke.

Some potential impacts include:

- Heat-related illness and mortality
- Spread of vector-borne and water-borne disease
- Declining air quality from smoke and ground level ozone formation
- Drought emergencies limiting drinking and irrigation water
- Water resources affected by wildfire
- Warmer and lower streamflow impacting fish populations
- Loss of tourism related to lower snowpack, heat, and wildfire impacts to forests
- Health and safety impacts to outdoor workers (yard care, construction, etc.) increasingly impacted by smoke and heat

## Temperature

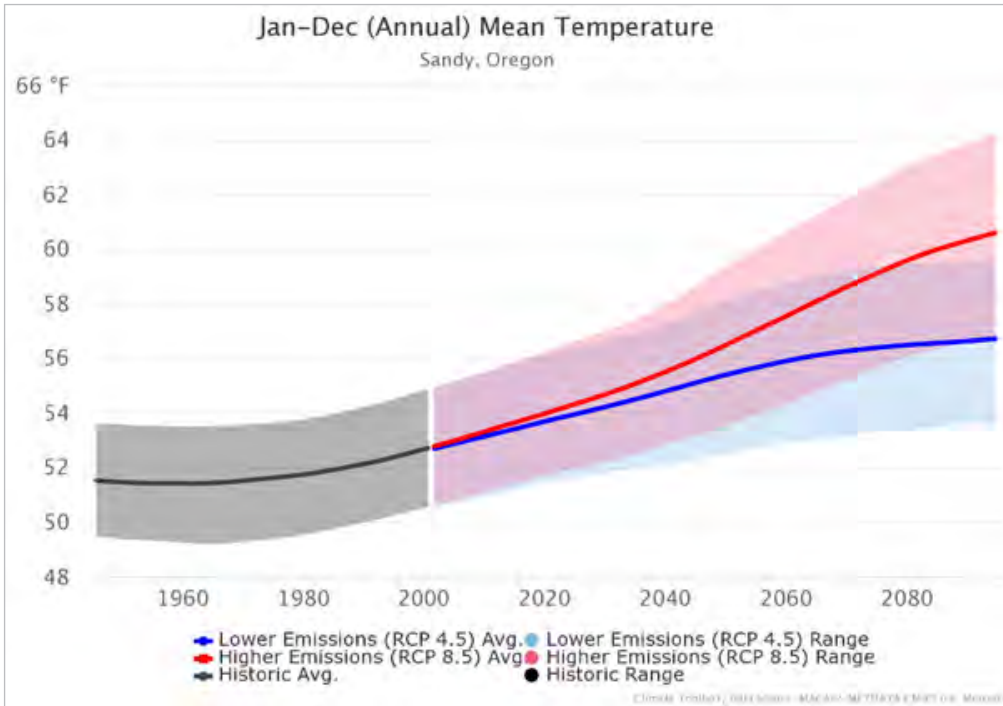
Sandy's climate is described as Mediterranean, with warm (but generally not hot) summers and cold winters. Most precipitation occurs October through May. November through January are the wettest months.

Warming has been documented throughout Oregon. The Oregon Climate Change Research Institute (OCCRI) found that statewide, Oregon has warmed by 2.8°F since 1895<sup>1</sup>. Long term weather records were not available specific to Sandy, Oregon, so records from the Portland International Airport (PDX) were assessed (Fig. 1). While average temperature and precipitation is different in Sandy than at PDX, the overall trends, including the magnitude of change, are likely to be quite similar for warming to date. Projected future conditions, on the other hand, come from global climate models downscaled to local scales and are geographically specific to Sandy.



<sup>1</sup> Dalton, M., and E. Fleishman, editors. 2021. Fifth Oregon Climate Assessment. Oregon Climate Change Research Institute, Oregon State University, Corvallis, Oregon. <https://blogs.oregonstate.edu/occri/oregon-climate-assessments/>.

If emissions of greenhouse gases continue as they are trending, average annual temperature in Sandy is expected to increase by 9°F (range from 5-13°F) by the end of this century, as compared to 1951-80. If emissions are substantially reduced, average warming could likely be limited to 5°F (range from 2-8°F) higher than 1951-80. Summer maximum temperature is expected to increase by 13°F, on average, if current emissions continue, and by 7°F if emissions are reduced.



**Figure 1.** Average temperature in Sandy, Oregon has increased since 1950 and is expected to continue to increase. If global emissions are reduced (RCP4.5) warming can be limited to about 5°F (range 2-7°F) by late century. If global emissions continue on the business-as-usual trajectory (RCP8.5), Sandy is expected to warm by 9°F (range 4-12°F) by 2100.<sup>2</sup>

Records from PDX show a steady increase in extreme maximum temperature from 1950-2021, with a sudden spike in the summer of 2021 from the heat dome that enveloped much of the Pacific Northwest. Similarly, the number of days per year above 90°F has increased by about 10 days (from about 8 days per year to 18 days per year) between 1950 and 2021. In Sandy, the number of days per year with temperatures over 90°F was historically quite low. As warming accelerates, more frequent days of high heat are expected (Table 1).<sup>3</sup>

Years	> 90°F	> 100°F	> 105°F
1990s	4	0	0
2025s	10	1	0
2055s	25	4	2
2085s	51	15	7

<sup>2</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Time Series' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>3</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Climate Dashboard' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.



# FUTURE TRENDS AND DRIVERS OF CHANGE

## Precipitation

Precipitation varies substantially from year to year, making it more difficult to identify trends over time. At PDX, precipitation has fluctuated with potentially more year-to-year variation but no discernable trend. Even without a change in precipitation, however, warmer temperatures lead to overall drier conditions, including more extreme drought.

Precipitation projections for Sandy, Oregon range all the way from a potential increase of 40% to a decline of 30%. Average change is projected to be close to 0, but uncertainty in the projections is quite high.

## Wildfire

Wildfire is and always has been an integral part of Western Forest ecosystems. Many species are highly reliant on wildfire and burned areas experience bursts in diversity as they recover after fire. Thus, while wildfire is a very real threat to human development and safety, it is not inherently a negative occurrence for forest ecosystems. Management that supports healthy and resilient ecosystems, including protecting fire-resistant mature forests and prescribed burning in previously harvested areas, can help reduce the risk of catastrophic fire.

The area burned by wildfire in Oregon has increased in the last century and is expected to continue to increase with hotter temperatures and more drought. Extreme wildfire danger averaged 11 days per year across Clackamas County in the 1990s and is expected to increase to 19 days per year by the middle of this century.<sup>4</sup>



Wildfire smoke is also of concern to the residents of Sandy. As fires continue to become more frequent, smoke becomes an increasing hazard to human health, especially for residents with underlying health conditions and those who are unable to protect themselves by accessing clean indoor air.

<sup>4</sup> Hegewisch, K.C., Abatzoglou, J.T., and Chegwidan, O., 'Future Climate Dashboard' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.





## Natural Hazards and Resiliency

# GOALS AND POLICIES

**In 2050, Sandy is resilient in the face of natural hazards.** As stewards of clean air, water, and land resources for future generations, Sandy guides the design of the built environment to protect, enhance, and be integrated with natural systems. The threat of natural hazards like wildfire and earthquakes is mitigated through emergency preparedness, education, and proactive planning. Sandy collaborates with local agencies, including Fire Districts, Clackamas County, and regional partners to plan for actions that can lessen the impact of natural disasters, ensuring the City and its partners have long-term strategies for protecting the community.



# COMMUNITY PREPARATION

## GOAL 1: Prepare Sandy residents and business owners for wildfire and volcano risk.

### Policy 1.1

Work with Clackamas Fire District 1, Clackamas County Disaster Management, and other community partners to engage with Sandy residents, especially those with disabilities, so they are enrolled in the emergency alert system and ready to evacuate using the Ready, Set, Go readiness framework.

### Policy 1.2

Work with Clackamas Fire District 1 to educate the public and business owners about how to reduce wildfire risk to their homes and businesses, providing direct assistance to low-income residents.

### Policy 1.3

Adopt state level Wildfire Hazard Mitigation regulatory requirements and building codes that reduce fire risk for new construction.

### Policy 1.4

Work with Clackamas County and the State of Oregon to enforce OSHA rules regarding wildfire smoke and provide equitable access to education and protective gear for local businesses.

### Policy 1.5

Help residents address wildfire smoke through education, assistance with indoor filtration, and the identification of public facilities that can serve as smoke shelters during smoke events.

### Policy 1.6

Work with Clackamas County Disaster Management to further develop and educate the public regarding evacuation procedures.

### Policy 1.7

Work with PGE, the Oregon Trail School District, and other community partners to develop and implement a plan for extended power outages caused by Public Safety Power Shutoffs to address wildfire risk for all City managed facilities and infrastructure.

## GOAL 2: Prepare Sandy residents and business owners for earthquakes, floods, landslides, and other extreme weather events.

### Policy 2.1

Implement public education and training programs so that residents are capable of sheltering in place for at least 14 days in an emergency with little to no outside assistance.

### Policy 2.2

Develop and implement a plan for extended power outages caused by extreme weather events for all City managed facilities and infrastructure.

### Policy 2.3

Collaborate with Clackamas County, community-based organizations, and state agencies to educate and enforce health and safety measures during extreme heat and cold events.

**Policy 2.4** Partner with community organizations to identify facilities that can act as air quality shelters during smoke events and inclement weather shelters during extreme cold events.

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**Policy 2.5** Explore participation in the National Flood Insurance Program’s Community Rating System.

## COMMUNITY RESILIENCE

### GOAL 1: Protect public and physical assets of the community from natural hazards.

**Policy 1.1** Assess public buildings and City managed facilities, utilities, open spaces, and park lands for wildfire, drought, flooding, earthquake, severe winter storms, and landslide risk.

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**Policy 1.2** Implement risk reduction projects beginning with structures that are needed for emergency sheltering, and essential emergency services.

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**Policy 1.3** Partner with PGE, the Oregon Trail School District, and other community-based organizations to disseminate communications regarding evacuation procedures.

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**Policy 1.4** Promote and protect the use of naturally flood prone open space or wetlands as flood per the Sandy Development Code.

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**Policy 1.5** Restrict development in high-risk areas through the Sandy Development Code and educate residents and businesses about the risk of property investment in these areas.

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**Policy 1.6** Promote innovative site and building designs that create defensible space and reduce the adverse impacts of development on steep slopes and in other natural hazard areas.

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**Policy 1.7** Designate and map areas of steep slopes (25% or greater) and other known hazard areas in the 2017 urban growth boundary expansion area.

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**Policy 1.8** Monitor and mitigate blowdown that blocks natural flow patterns in creeks or creates fuel loading hazard for adjacent areas.



**GOAL 2: Partner and coordinate regionally to reduce risk from natural hazards.**

**Policy 2.1** Regularly update the City’s emergency response plan.

**Policy 2.2** Actively participate in Clackamas County’s Natural Hazard Mitigation Plan (NHMP) updates and plan implementation processes to ensure that the changing resilience needs of Sandy residents are reflected in revised plans.

**Policy 2.3** Engage with other communities across the region to implement the Clackamas Community Wildfire Protection Plan.

**Policy 2.4** Coordinate with Clackamas County Disaster Management to ensure that emergency management and community plans are well understood by residents, are produced in multiple languages, and the City is clear about its role in implementing those plans regarding known hazards.

**Policy 2.5** Engage with PGE and Clackamas County Disaster Management to ensure the City understands the utility’s approach for Public Safety Power Shutoffs to reduce wildfire risk, the County’s plan to address emergencies that will arise from those shutoffs, and the City’s role in such situations.

**Policy 2.6** Engage with the U.S. Forest Service and Oregon Department of Forestry regarding updates to forest management and timber harvest plans to ensure consideration of the needs of Sandy residents and strengthen relationships ahead of natural disasters, particularly wildfire.

**GOAL 3: Build community resilience to increasingly frequent natural disasters and other chronic stressors.**

**Policy 3.1** Implement water conservation measures at City facilities and encourage and support water conservation efforts among residents and local businesses to reduce the strain of more frequent and severe droughts.

**Policy 3.2** Encourage and support the local agriculture economy to reduce vulnerability to climate change-driven disruptions.

**Policy 3.3** Work with the Chamber of Commerce and other local organizations to assess risks and plan for chronic environmental stressors to protect the viability of local festivals and celebrations.

**Policy 3.4**

Work with the Chamber of Commerce to support local businesses in developing natural disaster resilience plans and ensuring that they are adequately insured in the event of an emergency.

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**Policy 3.5**

Partner with community organizations to attract more health care providers and services to Sandy to prevent the community's healthcare system from being overwhelmed by increasingly frequent and severe natural disasters.

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**Policy 3.6**

Work with the State of Oregon, Clackamas County, and community partners to improve access to mental health care services, and help residents understand how natural disaster risk is changing and what they can do to protect themselves and their property.

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**Policy 3.7**

Partner with community organizations to provide opportunities for youth to volunteer and engage in the community as a means of reducing anxiety about natural disasters and other chronic stressors.





# PARKS, TRAILS, & NATURAL RESOURCES







Image: AntFarm

# CURRENT ASSETS, PRACTICES AND CONDITIONS

## PARKS AND TRAILS

### Organization and Partnerships

The City of Sandy includes a Parks and Recreation Department that maintains and makes improvements to the city's parks, open spaces, public spaces, and public buildings. These facilities are maintained by three full-time employees and a seasonal worker employed during the summer months. Parks maintenance staff also perform minor building maintenance for City facilities.

Policy for Sandy's parks system is overseen by the City Council with assistance from a seven-person Parks & Trails Advisory Board. One City Council member is assigned as a liaison between the Parks & Trails Advisory Board and the Sandy City Council. The Parks & Trails Advisory Board is a volunteer board that supports planning and advocacy for the parks system.

In addition, the City maintains several community partnerships to assist with maintenance, funding, and access to parks, trails, and other outdoor amenities, including:


- **Oregon Trail School District (OTSD)** - The City occasionally provides funding for sports fields and court improvements, and the district rents out facilities for youth and adult recreation sport leagues, summer camps, parades, pet shows, and other community events.
- **AntFarm** - AntFarm is a non-profit dedicated to serving community youth including job and environmental skills training through hands-on volunteer work. The City has partnered with AntFarm and its YouthCore Crew to construct trails at Sandy River Park and a community garden at Bornstedt Park.



- **Mt Hood Athletic Club** - The City occasionally partners with the Mt. Hood Athletic Club for special events including fun runs and senior activities.
- **Non-profit and For-profit organizations** - The City is finalizing a permit process that includes an application, fee structure, insurance requirements, and permits to formalize the use of City parks and trails for fundraisers and other organizational events.
- **Volunteers** - Sandy has a long history of parks related volunteerism, including a 100-person effort to construct the Fantasy Forest Playground in Meinig Park, fundraising for dog parks and other improvements, and service day outings such as SOLVE in Sandy. However, there is no coordinated parks and trails volunteer organization to provide consistent operations and maintenance assistance.



Image: Mt Hood Athletic Club

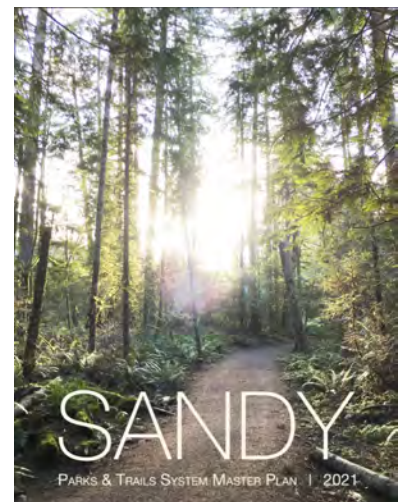


### Bee City USA Affiliate Status

In 2021, Sandy became a Bee City USA affiliate city. Bee City USA is a designation bestowed by The Xerces Society for Invertebrate Conservation on cities throughout the United States that have committed to protecting and increasing pollinator habitat on public and private land as well as to educating the public about the importance of pollinator species.

## 2022 Parks and Trails Master Plan

In 2021, the City of Sandy updated their Parks and Trails Master Plan, which describes the City’s current parks, trails and open spaces, and identifies strategies for future development and improvement based on forecasts, trends and community priorities. This master plan is being revised and readopted in 2022. These updates replace the 1997 Parks Master Plan and were undertaken to address the city’s steady population growth, recent expansion of the Urban Growth Boundary (UGB), and completion of many of the projects outlined in the 1997 Plan. The plan provides guidance for managing continued growth through 2035, and envisions that:



***“Future parks will be designed to incorporate amenities, features, and practices which prioritize a diverse, inclusive, accessible, and sustainable park system that incorporates public art where possible.”***

## Existing Parks and Trails

Per the Parks and Trails Master Plan, Sandy classifies its park facilities into five primary classifications:

- **Mini parks** provide basic recreation opportunities on small lots, within residential areas serving an area within 5-minute walking time (approximately ¼ mile) from neighbors. Sandy currently has six mini parks, all of which are developed. This includes Barlow Ridge Park, Cascadia Park Tot Lot, Hamilton Ridge Park, Knollwood Park Tot Lot, Salmon Estates Park, and Timberline Ridge Park.
- **Neighborhood parks** provide close-to-home recreation opportunities, primarily for passive and non-organized recreation activities. They are found within approximately 5–10-minute walking time (approximately ¼ - ½ mile) from local residences, without crossing major roads and/or other structures that can be considered barriers for safe and easy walking and biking. Sandy currently has seven neighborhood parks, with four developed parks and three undeveloped parcels. These include Bornstedt Park, Cascadia Park, Champion Way Park, Deer Point Park, Ponder Lane, Sandy Bluff Park, and Tupper Park.
- **Community parks** are typically larger in size and serve a broader purpose than neighborhood parks. Their focus is on meeting the recreation needs of several neighborhoods or large sections of the community, as well as preserving unique landscapes and open spaces. Sandy's two community parks include the Community Campus and Skate Park, and the Meinig Memorial Park.

- **Natural areas and open space lands** are set aside for preservation of significant natural resources, remnant landscapes, open space, and for visual buffering. They may preserve or protect environmentally sensitive areas, such as wildlife habitats, wetlands, riparian corridors, and/or endangered plant species. Sandy currently has six natural areas, four of which include trails and other passive recreational uses. These natural areas include Knollwood Park, Sandy River Park, Sandy Community Campus, and Tickle Creek Park, as well as open space parcels.
- **Special use** areas refer to parks that include waterfront parks, boat ramps, memorials, historic sites, waysides, sites with significant geologic or scenic features, and single purpose such as dedicated sports complexes, dog parks, skate parks, display gardens. Sandy currently has four special use areas: Jonsrud Viewpoint, Centennial Plaza, the Community/Senior Center, and Veterans Memorial Square.

Trails include both hard and soft surface trails and paths to accommodate a variety of activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. There are approximately 5.76 miles of path/trail within parks, and 4.20 miles outside of parks within Sandy.



## Other Park Providers

Just beyond City limits, numerous parks and trail systems exist throughout Metro and County lands, as well as the Mt. Hood National Forest. Below are some significant parks and natural areas managed by other providers within a ten-mile radius of Sandy.

### Bureau of Land Management (BLM)

- Sandy Ridge Trail System – 15+ miles of singletrack mountain biking trails approximately 10 miles east of Sandy.
- Wildwood Recreation Area -- This 550-acre forest park located 15 minutes to the east of Sandy features Cascade Streamwatch and Wetland Boardwalk interpretive trails and offers access to the pristine Salmon-Huckleberry Wilderness. The site also provides group picnic sites, a playground, and multiple ball fields.



Image: BLM

### United States Forest Service (USFS)

- Mt. Hood National Forest – the USFS manages the Mt. Hood National Forest, which encompasses 1.1 million acres and includes large areas of designated wilderness. Mt. Hood National Forest offers year-round recreation opportunities and its watersheds provide drinking water to the greater Portland area. The Clackamas River Ranger District is the Mt. Hood National Forest Headquarters and moved its offices to the City of Sandy in 2020.



Image: USFS

### Oregon Parks and Recreation District (OPRD)

- Milo McIver State Park – 2,000-acre park with developed campgrounds, river recreation and fishing access, hiking and equestrian trails, and disc golf. Situated along the Clackamas River near Estacada.
- Bonnie Lure State Recreation Area – 150-acre passive day use nature park along the Clackamas River near Eagle Creek.



Image: ORPD

**METRO**

- Oxbow Regional Park – 2,000-acre park with developed campgrounds, river recreation and fishing access, hiking and biking trails, playgrounds, and wildlife viewing. Situated along the Sandy River east of Gresham.
- Clackamas County Parks
- Boring Station Trailhead –Transition point between the Springwater Corridor and the Cazadero Trail. Small park in Boring with a playground, restroom, and picnic shelter.
- Eagle Fern Park – 360-acre day-use park with hiking, creek access, fishing, and picnic shelters, situated to the south of Sandy.
- Barton Park – 300-acre park with developed campgrounds, hiking, multiple day use and event amenities, and a variety of river recreation opportunities. Situated along the Clackamas River.
- Barlow Wayside Park – 180-acre passive day use nature park with trails near the Sandy River and BLM Sandy Ridge Trail System.



Image: METRO

**Portland Water Bureau**

- Dodge Park – Day use river recreation, fishing, playground, and picnic facilities situated along the Sandy River north of Sandy.

**NATURAL RESOURCES**

The City of Sandy is home to a wide range of natural resources, including open space, wetlands, riparian corridors, floodplains, wildlife habitat and forests. The City takes pride in its natural assets and protects these resources and the quality of air, land and water through regulatory tools such as the City’s 1997 Local Wetland Inventory and development code standards. These provisions shape development in a way that protects the function of these resources.

In 2022, the Oregon Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency (EPA) mandated improvements to the City’s wastewater infrastructure in order to comply with the EPA’s Clean Water Act, which establishes the basic structure for regulating discharges of pollutants into waterways and regulating quality standards for surface waters. In response, Sandy established the Sandy Clean Waters project in 2023 to protect water quality in Tickle Creek and the Sandy River.



# FUTURE TRENDS AND DRIVERS OF CHANGE

While Sandy has made much progress growing its parks and trail system and preserving natural resources and open space, there are various trends in Sandy that will affect future demand for these amenities and approaches to maintaining natural areas, open space, and scenic and historic areas.

## PARKS AND TRAILS

The following trends were identified in the 2022 Parks and Trails Master Plan Needs Assessment:

- Residents have various priorities for the future of Sandy’s parks and recreation system. Priorities identified from the community engagement process include:
  - » Bike pump track and a progressive skills complex for both bike and skate
  - » Sports fields for pick up sports, such as soccer and baseball
  - » Sports complex with lights and synthetic turf
  - » Trails and trail connections (Tickle Creek to Cazadero, connect with Timberline Trail, add trail at Sandy Vista, Sandy River rustic trails, incorporate Tickle Creek trail, connect with Springwater). Trails and connections could loop around the City, utilize powerline corridors, and should include safer road crossings as well as wayfinding signage.
  - » More programming/amenities for disabled individuals, such as: sensory gardens, raised beds for community gardens, improved surface trails, accessible trails, universal designed playground.
  - » Standing Wave/Whitewater Park
  - » Pickleball facilities
  - » Outdoor basketball hoops
  - » Dog park trail system with natural features
  - » Restrooms and covered shelters/ multipurpose spaces
  - » Family oriented facilities with activities for a range of age groups such as open fields, picnic areas and BBQ’s.
  - » Improved geographic distribution of facilities, such as a community garden and basketball court for the north side of town, and a dog park and large field for the south side of town.



- Sandy's existing park system and amenities are aging. Deferred maintenance over a long period of time can result in unusable amenities when perceived as unsafe or undesirable by park patrons. In addition, Sandy is experiencing limited staff resources and a very low parks maintenance staff to population ratio to ensure routine maintenance and longevity of facilities.
- Natural barriers (such as rivers) and developed barriers (such as major highways) impact the expansion or improvement of recreational amenities.
- As population growth continues, geographic distribution of parks and trails should be equitable and responsive to barriers that disrupt service areas. Non-standard amenities, such as skate spots, splash pads, dog parks, nature trails, etc., should also be distributed equitably across the system. This will likely require redevelopment of aging, existing facilities to add or expand amenities to avoid desirable public space clustering around new development.
- Given the recent spike in interest and participation in outdoor recreation, special urgency should be given to the development of community parks to meet demand for amenities like sport courts, sport fields, and other active use spaces like disc golf and off-road cycling.
- Sandy has recently renewed its planning efforts focused on assessing the City's current and future aquatic program needs. Options have been explored to address the physical and program deficiencies of the outdated Olin Y. Bignall Aquatic Center by either renovating the facility or constructing a new aquatic facility. After detailed analysis and evaluation, a City-led task force recommended against renovating and/or expanding the existing Aquatic Center, in favor of developing a new indoor swimming facility. The City is currently exploring options to leverage the existing Middle School Annex Building to develop a combined aquatics and community center facility.





## NATURAL RESOURCES

In the years ahead, Sandy will continue to emphasize strong protections for fish and wildlife habitat, watersheds and urban forest through an efficient and balanced regulatory framework, as well as improvements to the City's infrastructure to preserve and enhance air, land and water quality. The following trends will direct future efforts in natural resource management:

- Recent, large-scale investments in infrastructure will continue to improve water quality in local streams and ensure compliance with state and federal standards.
- The City's inventories of significant natural resources are out of date. As development pressures grow, additional funding will need to be secured to update these inventories, specifically the City's 1997 Local Wetland Inventory.
- As the protection of natural resources become more complex in the face of changing environmental conditions, increasing natural hazards, and development pressures, the City will look to collaborative approaches with public and private partners to expand community awareness and stewardship of natural resources.







## Parks, Trails and Natural Resources

# GOALS AND POLICIES

**In 2050, Sandy's natural and scenic landscape is an extension of the community.**

Clean rivers, healthy trees, and wildlife habitats are carefully conserved to promote biodiversity. Forested areas within the City are protected as parks, trails and natural open space. Sandy preserves the unique character and charm of beloved assets like Meinig Memorial Park, Sandy River Park, the Tickle Creek Trail, and Jonsrud Viewpoint. The City continues to develop recreation programs and a diverse and accessible park and trail system that is clean, safe, and functional, serving the needs of residents.



## PARKS AND TRAILS DEVELOPMENT

### GOAL 1: Develop parks, amenities, and recreation opportunities that are equitably distributed across the city.

- Policy 1.1** Fill service area gaps so that all residential areas are served based on the Parks and Trails Master Plan's (PTMP) levels of service.
- 
- Policy 1.2** Develop a new community park with multi-purpose sports fields.
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- Policy 1.3** Improve geographic distribution of key amenities such as dog parks, community gardens, and splash pads.
- 
- Policy 1.4** Improve existing undeveloped park land such as Champion Way, Deer Point, Ponder Lane, and the Sandy Community Campus.
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- Policy 1.5** Revitalize parks, including Tupper Park, Sandy Bluff Park, and Meinig Park, by renovating outdated equipment such as playgrounds, sport courts, and paths.
- 
- Policy 1.6** Prioritize inclusive and universally accessible playground upgrades that cater to various mobility types, special needs, and age groups as parks and amenities are developed or improved.
- 
- Policy 1.7** Prioritize the development of parks that include unique amenities not currently offered in the City parks system such as a pump track, pickleball courts, a disc golf course, sensory gardens, nature play areas, sports field(s), and other features.
- 
- Policy 1.8** Prioritize the development of neighborhood and community park types instead of mini parks when land is available and minimize acquisition and development of mini parks to only highly constrained areas and small service area gaps without options for larger park types.
- 
- Policy 1.9** Evaluate and incorporate natural areas, wildlife habitat, and native pollinator gardens into parks where appropriate.

## **GOAL 2: Create a looped network of trails connecting parks, neighborhoods, and natural open spaces that provides opportunities for alternative transportation and recreation throughout the city.**

**Policy 2.1** Improve trail connections and pedestrian transportation outlined in the PTMP to connect neighborhoods with key destinations including schools, other parks, and commercial areas.

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**Policy 2.2** Provide safe pedestrian crossings on busier streets such as Highway 26, Highway 211, and Bluff Road through signalization and over-or-under-passes.

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**Policy 2.3** Renovate existing paths and trails throughout the city to provide accessible routes to parks and amenities in accordance with the Americans with Disabilities Act Standards for Accessible Design.

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**Policy 2.4** Pursue a public access easement with the Oregon Trail School District to allow access to future public trails south of the high school.

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**Policy 2.5** Connect natural open spaces through multi-purpose trails identified in the PTMP.

## **GOAL 3: Secure funding for land acquisition, recreation development, operations, and maintenance.**

**Policy 3.1** Regularly update the System Development Charge Methodology and the fee in lieu calculations to optimize funding from these sources.

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**Policy 3.2** Ensure methods for acquisition of community park land, such as fee-in-lieu and system development charges (SDCs) are regularly updated to reflect current land and development costs.

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**Policy 3.3** Study the implementation of a General Obligation/Revenue Bond to help fund park development and major renovation projects identified in the Capital Improvement Plan (CIP).

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**Policy 3.4** Study the implementation of a Parks Utility Fee to help fund park maintenance and operations.



**Policy 3.5** Study the application of stormwater user fees to maintain stormwater facilities that reside in parks.

**Policy 3.6** Develop an asset management program that includes a detailed inventory and assessment of existing city-wide parks infrastructure and amenities to help plan for and prioritize life-cycle renovation and replacement for these systems.

**Policy 3.7** Evaluate the cost efficiency and effectiveness of balancing contract services with increased staffing levels, including additional volunteer coordinator positions, to match system growth.

**Policy 3.8** Support non-profits and volunteers to acquire land, obtain donations, secure grants, and engage local groups and residents to help build and maintain parks and trails.

**Policy 3.9** Advocate for fuel reduction funding to support proactive measures that mitigate wildfire risks, ensuring community safety and the preservation of Sandy's parks, trails, and natural resources.

## NATURAL RESOURCES

### GOAL 1: Protect forest, river, and wetland ecosystems and the native species they support.

**Policy 1.1** Partner with the Oregon Department of Fish and Wildlife, US Forest Service, and other large landowners to improve forest and watershed health ahead of impacts due to extreme heat, reduced snowpack, wildfire, and drought.

**Policy 1.2** Safeguard natural waterways by utilizing water conservation measures and programs that limit water demand from the City of Sandy, its residents, and local business owners, particularly during late summer when natural flows are the lowest of the year.

**Policy 1.3** Partner with the Oregon Department of Fish and Wildlife, the Soil and Water Conservation District, and other local organizations to develop projects to protect native species at risk due to increased pests and species migration driven by changing climate conditions.

**Policy 1.4** Favor the use of natural drainage systems and other non-structural methods to treat, convey, and dispose of rainwater runoff.

**Policy 1.5** Update the 1997 Wetlands Inventory and mapping of approximate areas of known stream corridors, wetlands, and associated buffers.

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**Policy 1.6** Where feasible, preserve natural vegetation resource sites through public acquisition, conservation easements, or other available methods to permanently limit development.

**GOAL 2: Protect and sustain Sandy’s urban forest.**

**Policy 2.1** Update the City urban forestry code to integrate consideration of changing climate conditions and invasive species.

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**Policy 2.2** Develop an urban forestry plan that provides direction for the maintenance and improvement of Sandy’s urban tree canopy.

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**Policy 2.3** Adopt procedures for City properties and rights-of-way that promote the use of drought tolerant, native trees and plants.

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**Policy 2.4** Educate residents regarding how to address invasive species, implement drought and fire-resistant plants, and protect tree health on their property.

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**Policy 2.5** Develop incentives to encourage the preservation of significant trees.

**GOAL 3: Protect and conserve open space.**

**Policy 3.1** Identify and inventory open space corridors within the Sandy urban growth area. Open space shall include lands useful for fish and wildlife habitat, trails, public access to natural resource lands and water, and protection of environmentally sensitive areas.

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**Policy 3.2** Employ development regulations to preserve and protect open space and environmentally sensitive lands, integrate the natural environment of Sandy into project designs, minimize the creation of impervious surface, and incentivize the protection of native trees and other vegetation.



- Policy 3.3** Wherever possible, establish native growth protection areas along Highway 26 at both the east and west entries to the city. These areas are intended to provide a pleasant entry to the city, screen industrial uses from the highway, and provide a buffer between the highway and other land uses.
- 
- Policy 3.4** Where appropriate, connect public open space or private protected open space to other open space corridors established by other agencies and by private development.
- 
- Policy 3.5** Work with property owners and developers to preserve open space along Tickle Creek as part of the Tickle Creek Greenway.
- 
- Policy 3.6** Where feasible, restore and maintain the system of parks and open space in the city to serve the habitat and migratory needs of fish and wildlife in the Sandy River and Clackamas River basins.
- 
- Policy 3.7** Develop forest vegetation management plans for City-owned open space along Sandy River and Tickle Creek to address noxious weeds, mitigate blowdown, and support drought-tolerant vegetation.
- 
- Policy 3.8** Employ fuel mitigation measures to reduce wildfire risks, protect lives and property, and preserve natural landscapes for future generations.

#### **GOAL 4: Ensure ecologically sound development.**

- Policy 4.1** Maintain environmental quality by guiding future development and land use activities such that allowed activities will not significantly deteriorate the existing high quality of air, water, and land resources.
- 
- Policy 4.2** Notify applicable state and federal natural resource protection agencies of development proposals potentially impacting important natural features.
- 
- Policy 4.3** Identify and inventory significant natural features during the development process to preserve natural features or mitigate losses by placing conditions upon development using city, state, and federal government regulations to achieve this objective.
- 
- Policy 4.4** Promote innovative site and building designs which reduce the adverse impacts of development on stream corridors by encouraging projects that protect, maintain, enhance, and restore the natural functions and values of stream corridors.

- 
- Policy 4.5** Require development and construction projects to minimize disturbance of and adverse impacts to native tree stands and other areas of significant vegetation and promote innovative site and building designs to meet these objectives.
- 
- Policy 4.6** Require appropriate reforestation efforts in open space areas to help mitigate the adverse impacts of development.
- 
- Policy 4.7** Prioritize and encourage both infill development and brownfield development to protect the environment and promote urban revitalization.
- 
- Policy 4.8** Advocate for the use of xeriscaping as a water-wise landscaping practice that conserves water, reduces maintenance needs, and enhances sustainability.





# GOVERNANCE & GROWTH MANAGEMENT







# CURRENT ASSETS, PRACTICES AND CONDITIONS

Urbanization in Oregon is a multi-faceted topic which deals with the availability of land within an Urban Growth Boundary (UGB) to accommodate forecasted residential and employment growth, the transition of land from rural to urban uses, the provision of public services to urbanizing land, and the long-term governance of already urbanized unincorporated land by cities. Local governments approach urbanization through land use planning mechanisms such as Comprehensive Plans, Zoning, and Development Code.

## COMPREHENSIVE PLAN

Sandy’s previous Comprehensive Plan was adopted in 1997 and amended in 2012. Similar to the previous (1997) Comprehensive Plan, the updated (2024) Comprehensive Plan includes a Comprehensive Plan Map, which applies broad, conceptual land use designations that are further defined on the City’s zoning map. A unique feature of the 1997 Comprehensive Plan was the establishment of Urban Reserve areas outside the Urban Growth Boundary (UGB). See Appendix I. Comprehensive Plan Map and Zoning Map.

## ZONING AND DEVELOPMENT

The Zoning Map details zoning districts (also known as “zones”), overlays (such as the Flood Slope Hazard and Bornstedt Village Overlay), and other details pertinent to planning in Sandy. Zoning regulations describe how land will be used for residential, commercial, industrial, or parks/open space needs and how the land can be used (also known as “uses”) in a given zone. All these zoning regulations are specified in the City’s Development Code, which determines if a use is permitted, conditional, or not permitted. Sandy’s mix of land uses and acreage are listed in Table 1 and described in the Land Use Gallery of the Comprehensive Plan.

Zone	Acreage
Parks and Open Space (POS)	309.6
Low Density Residential (SFR, R1)	3000.9
Medium Density Residential (R2)	463.7
High Density Residential (R3)	251.9
Commercial (C1, C2, C3)	489.3
Industrial (I1, I2, I3)	396.1

Table 1. Sandy Land Uses by Zoning Districts



## URBAN GROWTH BOUNDARY EXPANSION

In 2017, Sandy expanded the City's UGB by 668 gross acres, based on the land needs in the 2015 Urbanization Study.<sup>1</sup> Prior to this expansion, Sandy's UGB had accommodated housing, employment, park and school needs for nearly 20 years. The last time the UGB had been amended was in 1997 when the Bornstedt Village area south of Highway 211 and west of Bornstedt Road was brought into the UGB.

In 2001, the City of Sandy entered an Urban Growth Management Agreement (UGMA) with Clackamas County. The UGMA coordinates the management of land brought in by modifications to the UGB or Urban Reserve Areas (URA) through amendments to the City and County's Comprehensive Plans.



<sup>1</sup> City of Sandy UGB Expansion Analysis, Table 3.11. February 2017. <https://www.ci.sandy.or.us/sites/default/files/fileattachments/planning/page/6751/66339.pdf>



# FUTURE TRENDS AND DRIVERS OF CHANGE

## POPULATION AND EMPLOYMENT GROWTH

Sandy has experienced explosive population growth over the last two decades, more than doubling in residents between 2000 and 2021. Based on the City's 2024 Housing Capacity Analysis (HCA), Sandy's UGB is forecast to grow from 13,877 people in 2023 to 20,227 people in 2043, an increase of 6,350 people. This population growth will occur at an average annual growth rate of 1.9%, which is slower than in the past.

Population growth has also resulted in a growth of jobs in Sandy. Based on the 2024 Economic Opportunities Analysis (EOA), Sandy's employment base is 5,514 employees in 2023. Sandy is forecast to have 8,037 employees by 2043, an increase of 2,523 jobs over the planning period. These forecasts have implications for the type and amount of land Sandy will need in order to accommodate more housing and jobs:



- Based on population projections in the 2024 HCA, Sandy has sufficient land to accommodate population growth over the twenty-year planning period. The forecasted growth of 6,350 people will result in the demand for 2,424 new dwelling units over the twenty-year planning period, averaging 121 new dwelling units annually. While Sandy has sufficient land in all plan designations to meet projected growth, the R-2 zone is low on capacity.
- Based on employment projections in the 2024 EOA, the forecast for land needed to accommodate employment growth in Sandy shows that the growth of 2,523 new employees will result in demand for about 154 gross acres of commercial and industrial employment lands. Sandy has sufficient land to accommodate demand for commercial employment in the Sandy UGB, but it does not have sufficient land to accommodate demand for industrial employment. Based on land demand, Sandy is forecast to have a 52-gross-acre surplus of commercial land and a 9-gross-acre deficit of industrial land.

Key infrastructure barriers limit Sandy's ability to accommodate projected growth. In 2023, a development moratorium was put in place due to the limited capacity of Sandy's wastewater infrastructure. Building capacity in the City's wastewater system is essential in meeting the housing needs of future residents, but this will take time. In 2023 the City began an analysis to determine how much capacity is available for development over the next few years.



## STATEWIDE LEGISLATION

Population growth has affected nearly all communities in Oregon, driving up land and housing prices, among many other factors. In response to the statewide housing crisis, as well as rising energy costs and the prevalence of more extreme natural hazards affecting Oregon communities, the State is undertaking new legislation aimed at strengthening Oregon's administrative rules about transportation and housing planning.

### House Bill 2001

In 2019, the Oregon Legislature passed a bill to address rapidly rising housing costs by increasing the supply of more diverse and affordable housing choices. HB 2001 effectively eliminated single-family zoning by requiring cities across the state with a population of greater than 10,000 people to allow the development of duplexes in all zones that allow single family homes. Cities outside of Metro were required to amend their zoning codes to allow for the provision of HB 2001 by June 2021. Sandy adopted the code changes in 2021. However, the transformation of housing choices is expected to be relatively gradual, and its implications on whether and how this development will occur remains uncertain. Future land use decisions and urbanization strategies for Sandy will need to reflect both the desire for increased employment and the need for additional housing.



## PLANNING FOR RESILIENCY

In response to the increasing prevalence of natural hazards that affect both Oregon and the greater Pacific Northwest, there is a general, emerging trend for incorporating natural hazards and resiliency planning across multiple Comprehensive Plan sections. Energy efficiency, renewable energy, and the reduction of non-renewable energy overlap with urbanization when accommodating projected population and employment growth, the orderly and efficient transition of land from rural to urban use, and the extension of public facilities and services. Pursuing energy efficiency, renewable energy, and the reduction of non-renewable energy when urbanizing new areas

and extending public facilities and services can support climate resilience and adaptation measures. For local planning in unincorporated non urbanized areas on the edge of the UGB and in unincorporated urbanized areas, greenhouse gas emission reduction from cars and light-duty trucks can be achieved through multi-modal connectivity, an active public realm, and an urban built environment where access to daily needs are integrated into neighborhoods. These concepts are being more readily incorporated and codified into Comprehensive Plans to address the pressures of urbanization and the opportunity to develop more resilient communities.



## Governance and Growth Management GOALS AND POLICIES

**In 2050, Sandy is proactive in managing and planning for growth.** Sandy is an innovative community that addresses change through thoughtful planning and effective governance. Growth and development are guided by community values, fiscal responsibility, and strategic investments in services and infrastructure. Premier fire, police and emergency response services ensure safety for residents. Regulatory tools and practices are consistently updated to address new issues, and new development contributes to the expansion of public utilities. Leadership and residents engage with one another in decision-making processes so new opportunities benefit the community while preserving Sandy's small-town feel.



# URBANIZATION

**GOAL 1: Promote efficient development within Sandy’s Urban Growth Boundary (UGB) to accommodate long-range population and employment growth, minimize the cost of providing public services and infrastructure, and protect resource land.**

**Policy 1.1** Periodically evaluate and update the City’s 20-year land supply to meet short term and long-term employment, housing, park, and infrastructure needs.

**Policy 1.2** Maintain Sandy’s designated Urban Reserve Area (URA) to guide longer-term development and to be considered for inclusion within the UGB when land needs are identified that cannot be accommodated with zone changes inside the existing UGB.

**Policy 1.3** Facilitate infill development of vacant or underutilized land within the UGB consistent with Comprehensive Plan land use designations.

**Policy 1.4** Direct urban growth and land annexation in a generally contiguous, orderly, and coordinated manner that is consistent with the City’s ability to maintain and extend cost-effective and resilient public services and facilities.

**Policy 1.5** Consider infrastructure capacity and costs, including ongoing maintenance and the redundancy of facilities, when balancing infill and redevelopment opportunities with the potential need for land annexation or a UGB expansion.

**Policy 1.6** Prior to annexation, require areas with 20 or more acres of contiguous land to complete community-level plans, like concept plans, master plans, and specific area plans, to designate and integrate specific land uses and transportation elements through broad local community engagement.

**Policy 1.7** Consider the needs of parks and open space and natural hazards, specifically wildfire and flooding risks, when evaluating the capacity of Sandy’s UGB and UGR.

**Policy 1.8** Advance resource efficiency, renewable energy, and reduction of nonrenewable energy use when areas are urbanized or are being redeveloped at higher densities.

## **GOAL 2: Engage in good governance by coordinating with local, regional and statewide agencies and partners to provide services commensurate with urban growth.**

- 
- Policy 2.1** Maintain a Comprehensive Plan and associated implementation tools, consistent with the Oregon Statewide Planning Goals, and applicable state and federal regulations.
- 
- Policy 2.2** Exercise home rule authority in matters of local concern to the fullest extent allowed by state rules and legislation.
- 
- Policy 2.3** As required by State policy, work with the State of Oregon to develop strategies that encourage the production of housing without negatively impacting infrastructure in Sandy.
- 
- Policy 2.4** Pursue cooperative agreements with other governmental agencies to facilitate the implementation of the Comprehensive Plan and as a mechanism to jointly or cooperatively plan, finance, construct, and/or administer related projects.
- 
- Policy 2.5** Refine and update procedures established by the Urban Growth Management Agreement (UGMA) with Clackamas County, to coordinate the management of unincorporated lands within the UGB and URA.
- 
- Policy 2.6** As established by the UGMA, maintain the City's lead role in designating planned land uses and densities and coordinating public facility planning for incorporated and unincorporated lands within the UGB and URA.
- 
- Policy 2.7** As established by the UGMA, maintain the County's lead role in applying county zoning and processing land use applications for unincorporated lands within the UGB and URA until annexation to the City of Sandy.
- 
- Policy 2.8** Preserve and protect the rural and natural character of the Highway 26 Green Corridor that separates Sandy from the Portland Metro Area through the existing agreement with Clackamas County, Metro, and ODOT.
- 
- Policy 2.9** Monitor and evaluate police, fire, and emergency management resources to ensure service levels are commensurate with the city's population and maintain a high level of public health, safety, and community preparedness.



## LAND USE PLANNING

### GOAL 1: Maintain a process and policy framework for land use planning and ensure an adequate factual base for land use decisions and actions.

#### Policy 1.1

Provide a technical foundation that documents and evaluates existing conditions, such as analyses and inventories related to economic development, housing, and natural resources, in order to inform and refine Comprehensive Plan policies and provide a foundation for future updates.

#### Policy 1.2

Periodically update City Master Plans and Zoning Map to respond to current and future conditions and ensure alignment with the Comprehensive Plan.

#### Policy 1.3

Ensure that land use and plan administration procedures consider relevant agreements with other local jurisdictions and plans by other local jurisdictions, and comply with regional, state, and federal plans and regulations.

#### Policy 1.4

Periodically update Comprehensive Plan policies to account for changes in public policy, community priorities, state and federal law, and demographic, environmental, economic, natural hazard, or other conditions in order to ensure that the Plan is an accurate and effective guide for future growth.

#### Policy 1.5

Periodically review and revise the Development Code to ensure that the City is able to implement new best practices in construction, and that code provisions are adequate to address the goals and policies of the City Master Plans and Comprehensive Plan.

#### Policy 1.6

Effectively communicate and engage partner organizations, residents, property owners, and businesses when revising the Comprehensive Plan and Development Code.

#### Policy 1.7

Ensure the City Council considers the Comprehensive Plan goals and policies during its annual goal setting process and during budgeting and other policy-making processes.

#### Policy 1.8

Advance resource efficiency, renewable energy, and reduction of nonrenewable energy use when areas are urbanized or are being redeveloped at higher densities.



# ECONOMY & HOUSING







# CURRENT CONDITIONS

The demographic characteristics of Sandy residents provide a basis for understanding housing and economic development trends and the factors that may affect future growth in Sandy.

## POPULATION GROWTH

Sandy’s population growth will drive future demand for housing and employment in the city. Sandy’s population more than doubled between 2000 and 2021. Sandy’s population was 13,877 in 2023. Since 2000, Sandy’s population grew by 7,484 people at an average annual growth rate of 4.2%.<sup>1</sup> Based on the City’s 2024 Housing Capacity Analysis (HCA), Sandy is forecast to grow by 6,350 people through 2043, at an average annual growth rate of 1.9%.

## AGE CHANGE

Over the last twenty years, the working-aged population (25-64 years) had the most substantial increases. Sandy’s population is younger than the state and county with lower shares of seniors over age 60 and higher shares of residents 39 years or younger. However, the median age in Sandy has increased by almost four years to 36.2 years in 2019.

By 2040, Clackamas County is expected to have a larger share of residents 40 years and older than it does today. The share of residents 60 years and older will likely account for 29% of Clackamas County’s population, compared to 27% in 2020. Similarly, the share of residents between the ages of 40 and 59 is expected to slightly increase from 27% to 28%.



<sup>1</sup> Portland State University Population Estimates, 2021.

## RACE AND ETHNICITY

Sandy has become more diverse with an increased share of people of color and substantial growth in the Hispanic/Latino population. However, the city is less racially diverse than the state overall. Sandy's Hispanic/Latino population increased between 2000 and 2015–2019 from 4% to 10%. The share of people of color in Sandy was 9%, compared with the county average of 12% and statewide average of 16%. Clackamas County and Sandy are less ethnically diverse than the state overall, even with their increases from 2000 to 2015-2019.

## HOUSEHOLD COMPOSITION

In comparison to the county and state, Sandy's households are on average larger with nearly half of the households consisting of 3 or more people. Sandy has a higher percentage of households with children than the county and state. Sandy's average household size is larger than both Clackamas County and the state. Sandy also has a greater share of households with children than the county or state. Approximately 40% of households in Sandy have children compared to 28% in the county and 25% in the state.

## INCOME AND EDUCATION

Sandy's median household income increased between 1999 and 2019 from \$42,115 to \$73,443 per year<sup>2</sup> (approximately a 74% increase). The median household income in Sandy was 9.6% below Clackamas County's median household income but 14.5% above Oregon's median household income.

The share of Sandy residents who have a bachelor's degree or a professional degree falls below both the state and Clackamas County (2015-2019 averages by almost 15%).



<sup>2</sup> City of Sandy Urbanization Study (CSUS, 2015). January 2015. Ordinance 2015-01.





## FUTURE TRENDS AND DRIVERS OF CHANGE

The city has experienced tremendous growth, more than doubling in size since 2000 to support almost 13,000 residents, earning a reputation as one of the fastest growing cities in Oregon with an annual growth four times the State of Oregon's rate. While Sandy is still forecasted to grow to approximately 20,227 people by 2043, this population growth will occur at a slower rate than in the past. Historical population growth led to a high demand for housing. The limited supply of housing combined with population growth, and continuously rising housing costs, led to an increase in cost burden for residents particularly those renting. This has implications for Sandy's workforce and general employment trends.

### MAJOR HOUSING TRENDS

Based on the City's 2024 Housing Capacity Analysis (HCA), Sandy needs to plan for 2,424 new dwelling units or about 121 new dwelling units per year to accommodate the city's forecasted population growth of 6,350 people over the twenty-year planning period. The housing mix for this growth is expected to consist of 60% single-family detached homes, 7% townhouses, 5% duplexes, triplexes, and quadplexes, and 28% multi-dwelling housing with five or more units in each structure.

This housing mix aligns with Sandy's anticipated need for a broader range of housing types at a wider range of price points than is currently

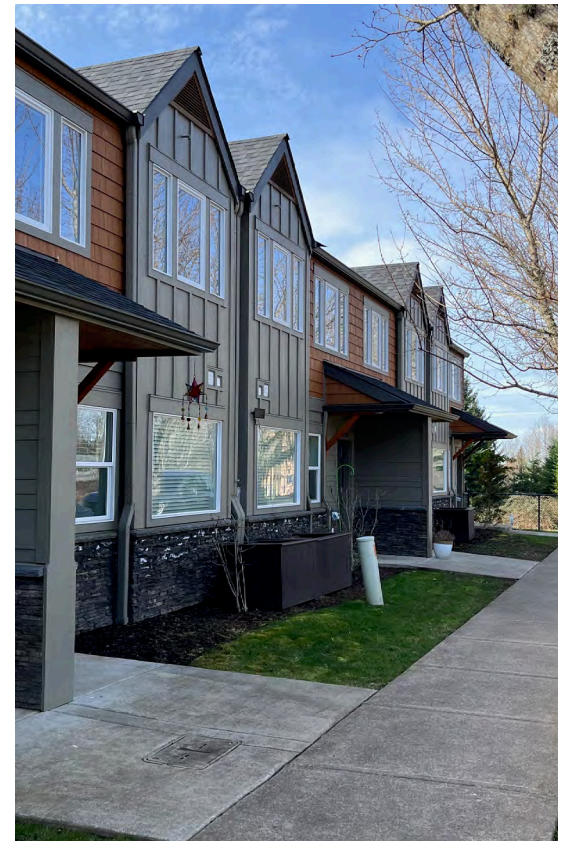
available in Sandy's housing stock, which is predominantly (79%) single-family detached homes. In particular, if Sandy wants to provide opportunities for people to live and work in Sandy, there needs to be more housing that is affordable to people with jobs in Sandy.

Fortunately, Sandy has sufficient land to accommodate population growth over the twenty-year planning period. The forecasted growth of 6,350 people will result in the demand for 2,424 new dwelling units over the twenty-year planning period, averaging 121 new dwelling units annually. While Sandy has sufficient land in all plan designations to meet projected growth, the R-2 zone is low on capacity.

The 2024 HCA identified the following trends and key housing needs in Sandy over the next twenty years:

- Demographic changes suggest a shift in housing demand toward smaller, more affordable housing for both rent and ownership. Sandy's existing housing mix is predominately single-family detached. However, key demographic and socioeconomic trends that will affect Sandy's future housing needs are increasing housing costs and housing affordability concerns for millennials, Generation Z, and Latino populations as well as an aging population. The implications of these trends are increased demand for affordable housing for families, both for ownership and rent as well as increased demand from smaller, older (often single person) households.

» Sandy needs more affordable housing types for homeowners. Housing sales prices increased in Sandy over the last seven years. Between 2015 and 2022, the median sales price in Sandy increased by \$211,000 (80%). A household earning 100% of Clackamas County's median family income (\$114,400) could afford a home valued between about \$315,000 and \$372,000, which is less than Sandy's median home sales price of \$475,000. A household can start to afford median home sales prices in Sandy at about 128% (\$146,000) of Clackamas County's median family income (MFI). Average wages in Sandy are also not high enough to pay for the median home sales price of \$475,000. In 2021, the overall average wage for people working at a business located in Sandy was \$43,856. Even two-worker households with relatively high-wage jobs cannot afford the median home sales price. Between 2015 and 2020, the median household income increased 33%. Between 2015 and 2022 the median home sales price rose by 80%.



» Sandy needs more affordable housing types for renters. To afford the average asking rent of a multi-dwelling unit of \$1,840 (which includes basic utilities), a household would need to earn about \$73,600 or 64% of the region's Median Family Income (MFI). About 44% of Sandy's households earn less than \$73,600 and cannot afford these rents. In addition, about 17% of Sandy's households have incomes of less than \$34,320 (30% of MFI) and are at risk of becoming houseless. Households need to have at least two people working average-wage jobs (or above) to afford the average asking rent plus utilities. In 2021, the overall average wage for people working at a business located in Sandy was \$43,856. Single-worker households or two-worker households with lower-wage jobs cannot afford this rent. Between 2015 and 2020, the median household income for renter households decreased 10%. Between 2015 and 2022, the average asking rent increased 41%.



## MAJOR ECONOMIC TRENDS

Based on the City’s 2024 Economic Opportunities Analysis (EOA), Sandy’s employment base is 5,514 employees in 2023. Sandy is forecast to have 8,037 employees by 2043. This is an increase of 2,523 jobs over the planning period.

Most new employment will require commercial and industrial lands, accounting for over 90% of new employment growth (2,339 employees) over the 2023 and 2043 planning period. Sandy will accommodate new government employees (184 of the 2,523 employees) in existing government buildings and areas designated for public use.

The forecast for land needed to accommodate employment growth in Sandy shows that the growth of 2,523 new employees will result in demand for about 154 gross acres of commercial and industrial employment lands.

Sandy has sufficient land to accommodate demand for commercial employment in the Sandy UGB, but it does not have sufficient land to accommodate demand for industrial employment. Based on land demand, Sandy is forecast to have a 52-gross-acre surplus of commercial land and a 9-gross-acre deficit of industrial land.

**The 2024 EOA identifies Sandy’s primary competitive advantages to be:**

- The city’s proximity to both outdoor recreation and urban amenities in Greater Portland make Sandy an attractive place to live and grow businesses.
- The city’s plans for investment along Pleasant Street could help encourage pedestrian activity, which could have a positive effect on downtown businesses.
- SandyNet (Municipal Broadband) offers access to high-speed internet, which is an increasingly high priority for most businesses.
- Sandy’s location along Highway 26 and proximity to the Portland region provide opportunities for relatively easy freight movement and allow businesses in Sandy to attract workers from across the region.
- SandyNet could also help attract remote workers who may not work for a business in Sandy but want to live in Sandy, as well as new home-based businesses.

These factors make Sandy attractive to residents and businesses that want a high quality of life where they live and work.

The types of businesses that have potential for growth in Sandy include (but are not limited to) manufacturers (particularly food and beverage processing and outdoor equipment manufacturing), professional service companies, service for residents (such as retail, restaurants, medical services, or childcare services), and services for visitors (such as hotels, restaurants, specialty retail, and experiences).



## Economy and Housing GOALS AND POLICIES

### **In 2050, Sandy is home to desirable neighborhoods and a strong workforce.**

Thriving commercial and industrial districts provide balanced employment opportunities at all levels. A variety of businesses meet the daily needs of residents and contribute to Sandy's sense of place. A strong tourism industry provides opportunities for businesses and supports the local economy. Sandy's workers have access to a variety of housing choices that allow residents to move in, move up or age in place, ensuring families can live, work, and thrive in Sandy across multiple generations. Balanced housing choices contribute to safe, walkable, family-friendly neighborhoods that connect residents to nearby parks, trails, businesses, and key destinations.



## ECONOMIC DEVELOPMENT

### GOAL 1: Promote efficient development within Sandy's Urban Growth Boundary (UGB) to accommodate long-range population and employment growth, minimize the cost of providing public services and infrastructure, and protect resource land.

- Policy 1.1** Coordinate economic development efforts with other jurisdictions and agencies such as Clackamas County, the Port of Portland, the Oregon Economic Development Department, Travel Oregon, and the Oregon Department of Transportation to identify and support expansion of existing industries and attraction of new industries to the community.
- 
- Policy 1.2** Foster entrepreneurship and new business creation by leveraging investments in technology, strengthening economic development partnerships, and connecting businesses to resources.
- 
- Policy 1.3** Attract businesses offering jobs that pay higher than Clackamas County's average wage, to provide opportunities for people to live and work in Sandy, focusing on industries such as metals fabrication, outdoor tools manufacturing, and related professional services.
- 
- Policy 1.4** Partner with local and regional organizations such as Mount Hood Community College, Clackamas Community College, AntFarm Youth Services, Oregon Trail School District, and Clackamas Workforce Partnership to support workforce development, especially for youth and disadvantaged workers, aligning with Sandy's economic development goals and the needs of local businesses.
- 
- Policy 1.5** Promote access to healthcare, childcare, job training, and support systems for Sandy residents.

## Commercial

### GOAL 2: Foster vibrant commercial zones with a mix of retail options that serve the needs of regional residents and enhance destination appeal.

- Policy 2.1** Invest in the development of a lively, walkable downtown to support a mixture of professional services, hospitality and food services, and retail uses.
- 
- Policy 2.2** Support and encourage infill and redevelopment, particularly in downtown along Pioneer Boulevard, Proctor Boulevard, and Pleasant Street, as a way to use land and existing infrastructure more efficiently.
- 
- Policy 2.3** Use large undeveloped commercial areas to support a range of retail businesses, with an emphasis on ensuring the availability of space for large retailers integrated with smaller commercial uses.

**Policy 2.4** Encourage and support a variety of retail, restaurant, lodging, and recreational services to draw visitors and enhance community well-being for residents through strategic investments in hospitality, place-based tourism, and community development.

**Policy 2.5** Monitor land development and update the buildable lands inventory on a regular basis to ensure that there is enough vacant commercial land to accommodate expected growth.

## Industrial

**GOAL 3: Promote sustainable and non-polluting industrial growth that diversifies Sandy's economic base, supports high-wage job creation, and cultivates innovation.**

**Policy 3.1** Ensure that Sandy has sufficient industrial land to provide industrial growth opportunities, with a variety of characteristics and sizes and with adequate access to transportation and utility facilities, but avoiding conflicts with incompatible adjacent uses.

**Policy 3.2** Preserve and protect industrial lands in locations with direct access to the highway, particularly parcels 10 acres and larger, so that this land is more likely to be used for traded-sector industrial uses. Limit commercial development in industrial areas to uses which are clearly ancillary and subordinate to industrial development.

**Policy 3.3** Work with economic development partners to support the development of metals fabrication and related industries in Sandy and to establish Sandy as a hub for metals fabrication.

**Policy 3.4** Encourage collaboration between businesses and innovators in specialty food and beverage industries to strengthen Sandy's food storage and processing sector.

**Policy 3.5** Monitor industrial land development and update the buildable lands inventory on a regular basis to ensure that there is enough vacant industrial land to accommodate expected growth.

## Infrastructure

**GOAL 4: Ensure that Sandy has sufficient infrastructure capacity to support a variety of employment opportunities, ensuring that land can be developed within a reasonable time period.**

**Policy 4.1** Coordinate capital improvement planning with economic development planning to ensure infrastructure availability to employment lands.



**Policy 4.2** Coordinate with providers of infrastructure not provided by the City, such as electricity and natural gas, to ensure service is available when needed.

**Policy 4.3** Invest in SandyNet and other resources and infrastructure that support and attract a home-based workforce.

## HOUSING

**GOAL 1: Maintain an adequate supply of developable land to allow for the development of a balance of diverse housing types, providing opportunities for people to live and work in Sandy and meet the forecast of population growth over the next 20 years.**

**Policy 1.1** Ensure that there is sufficient land in each residential plan designation to meet the land needs identified in the Housing Capacity Analysis, as required by Statewide Planning Goal 10.

**Policy 1.2** Continue to meet State requirements for supporting housing development while maintaining a balance of densities.

**Policy 1.3** Ensure there are opportunities for public input on proposed housing development per the City's land use review procedures.

**Policy 1.4** Allow for development of a range of housing types both for ownership and rental, that allow people to live and work in Sandy.

**Policy 1.5** As required by State legislation, identify barriers to private sector housing development for a range of housing types, including affordable housing, and develop policies to reduce development barriers.

**Policy 1.6** Coordinate capital improvements and funding with housing planning to ensure infrastructure availability to residential land.

**Policy 1.7** Implement public-private development agreements to recover initial costs of infrastructure and maintenance obligations, when appropriate.

## **GOAL 2: Provide residential districts that allow diverse housing types, including opportunities for mixed-use development.**

### **Policy 2.1**

As required by State legislation, identify, and remove barriers to developing needed housing types according to where they are allowed.

### **Policy 2.2**

Maintain mixed-use village plan designations at Bornstedt Village and at Highway 26 / Dubarko Road, with development around a commercial center or other focal point and residential densities that generally decrease with distance from the commercial center.

### **Policy 2.3**

Reclassify the mixed-use village plan designation at Kelso Road / Bluff Road to eliminate commercial and promote additional housing.

### **Policy 2.4**

Locate multifamily housing near commercial development, schools, and planned transit routes to reduce automobile travel.

### **Policy 2.5**

Ensure that permitted housing types are appropriately related to site conditions, including slopes, potential hazards, and natural resources.

## **GOAL 3: Provide opportunities for and support development of housing at prices that meet the needs of current and future residents of Sandy.**

### **Policy 3.1**

Consistent with State requirements, identify barriers to development of both income-restricted affordable housing and middle-income affordable housing and develop policies to reduce development barriers.

### **Policy 3.2**

Maintain a balance of low, medium, and high-density zones to provide housing at a range of costs and allow for housing choice.

### **Policy 3.3**

Support development of income-restricted housing through partnering with Clackamas County Housing Authority, and other non-profit or for-profit developers of low-income affordable housing.

### **Policy 3.4**

Identify approaches to support development of affordable housing by using tools that reduce development or operational costs as part of the state required Housing Production Strategy.











ENVISION SANDY 2050  
COMPREHENSIVE PLAN

# Appendix












I. Comprehensive Plan Map and Zoning Map

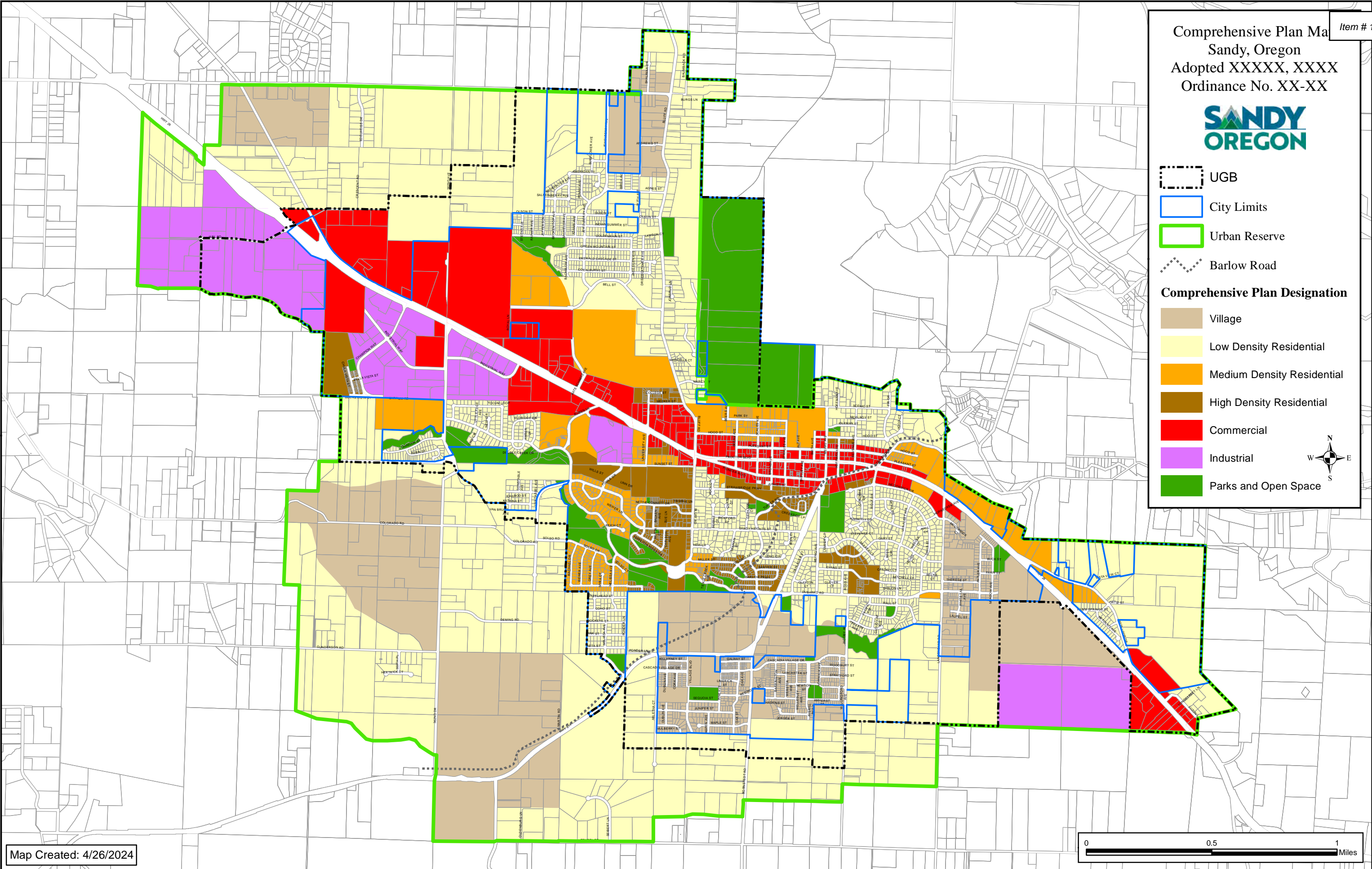
II. Reference Documents

III. Vulnerability Assessment Report and  
Resiliency Action Plan

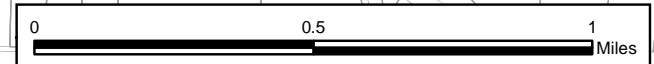
Comprehensive Plan Map  
Sandy, Oregon  
Adopted XXXXX, XXXX  
Ordinance No. XX-XX



-  UGB
  -  City Limits
  -  Urban Reserve
  -  Barlow Road
- Comprehensive Plan Designation**
-  Village
  -  Low Density Residential
  -  Medium Density Residential
  -  High Density Residential
  -  Commercial
  -  Industrial
  -  Parks and Open Space



Map Created: 4/26/2024






















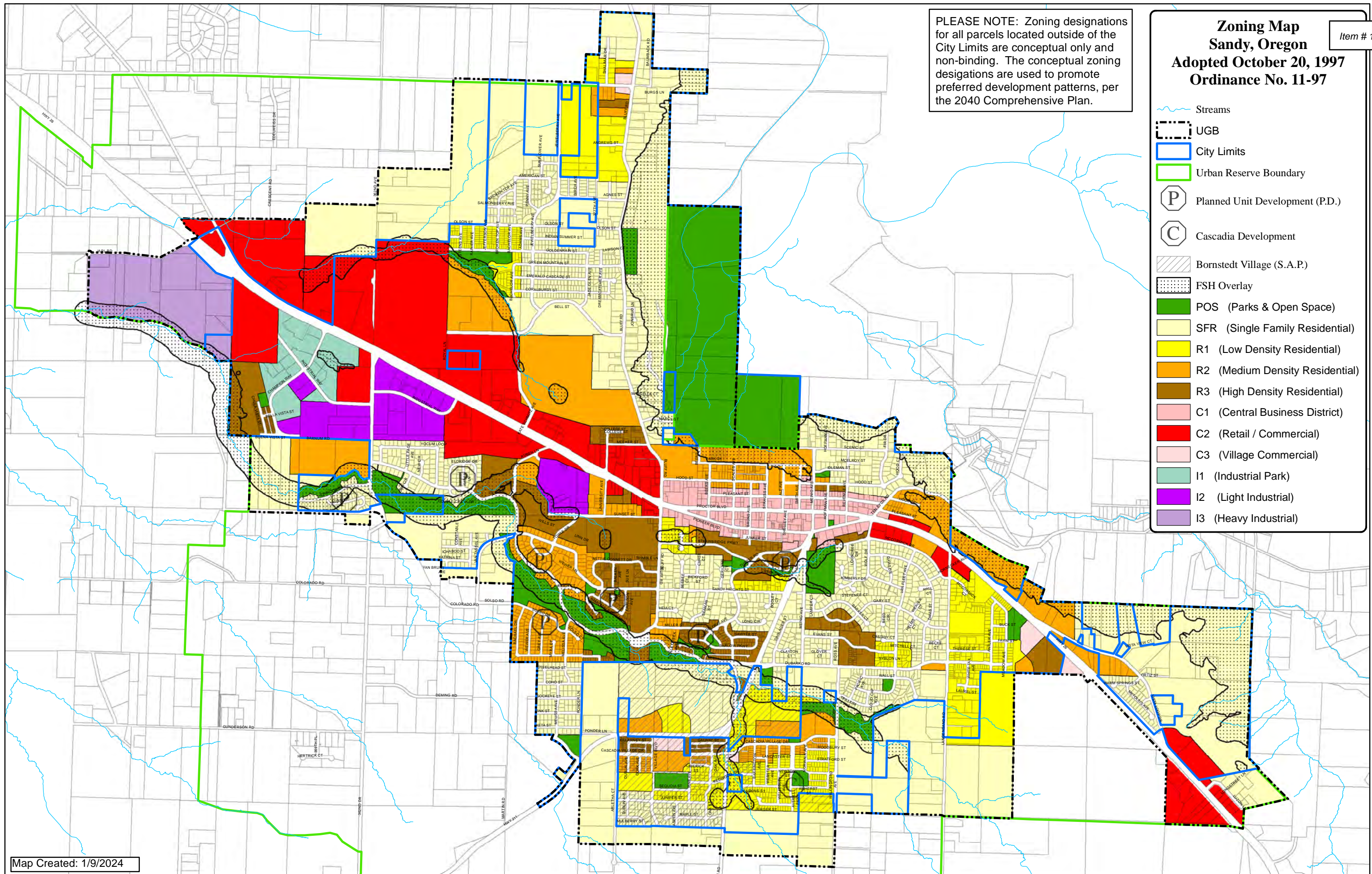


PLEASE NOTE: Zoning designations for all parcels located outside of the City Limits are conceptual only and non-binding. The conceptual zoning designations are used to promote preferred development patterns, per the 2040 Comprehensive Plan.

**Zoning Map  
Sandy, Oregon  
Adopted October 20, 1997  
Ordinance No. 11-97**

Item # 1.

-  Streams
-  UGB
-  City Limits
-  Urban Reserve Boundary
-  Planned Unit Development (P.D.)
-  Cascadia Development
-  Bornstedt Village (S.A.P.)
-  FSH Overlay
-  POS (Parks & Open Space)
-  SFR (Single Family Residential)
-  R1 (Low Density Residential)
-  R2 (Medium Density Residential)
-  R3 (High Density Residential)
-  C1 (Central Business District)
-  C2 (Retail / Commercial)
-  C3 (Village Commercial)
-  I1 (Industrial Park)
-  I2 (Light Industrial)
-  I3 (Heavy Industrial)



Map Created: 1/9/2024



# REFERENCE DOCUMENTS

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- 1997 IGA on Green Corridor and Rural Reserve (adopted by signature)
- 2001 Urban Growth Management Agreement (adopted by signature)
- 2002 Locally Significant Wetlands Determination (Ordinance No. 2002-18)
- 2003 Bornstedt Village Specific Area Plan (Ordinance No. 2003-09)
- 2012 Downtown Parking Management Study (adopted by motion)
- 2017 Urban Growth Boundary Expansion Analysis (Ordinance No. 2017-02)
- 2020 Transit Master Plan (Resolution No. 2020-07)
- 2021 Parks and Trails Master Plan (Ordinance No. 2021-26)
- 2022 Water System Master Plan (Ordinance No. 2023-06)
- 2023 Transportation System Master Plan (Ordinance No. 2023-24)
- 2023 Economic Development Strategic Plan (adopted by motion)
- 2024 Economic Opportunity Analysis (Ordinance No. 2024-02)
- 2024 Housing Capacity Analysis (Ordinance No. 2024-03)





Photo by nrthoorterritory.com (CC BY 2.0)

# Vulnerabilities to Changing Conditions in Sandy, Oregon

A summary report

Prepared by the Geos Institute

*April 2024*

**GEOS**  
INSTITUTE

## Acknowledgements

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This report is the product of a stakeholder workshop held on December 12, 2022. With appreciation and gratitude for their time, expertise, and support we thank:

### City of Sandy

Kelly O'Neill Jr., Development Services Director

Shelley Denison, AICP, Associate Planner

### Workshop Participants

Gianna Alessi, Clackamas County Disaster Management

Greg Brewster, City of Sandy (SandyNet)

Jevra Brown, Department of State Lands

Rukshana Chand, Clackamas Workforce Partnership

Suzi Cloutier, Soil and Water Conservation District

Bill Conway, Clackamas County Public Health

Jerry Crosby, Sandy Planning Commission

Matthew Degner, City of Sandy (Public Works)

April Dobson, Todos Juntos

Aeris Eaton, Sandy High School

Aryka Hanto, Clackamas County Disaster Management

Andi Howell, City of Sandy (Transit)

Khrys Jones, Sandy Area Chamber of Commerce

Joe Johansen, City of Sandy (Public Works)

Evelyn Lawyer, Sandy High School

Chelsea Lincoln Lane, Oregon Trail School District

Emily Meharg, City of Sandy (Development Services)

Heather Michet, Iris Healing Arts

Julia Monteith, Oregon Trail School District

Casie Morris, Todos Juntos

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Additional thanks to Anaïs Mathez, AICP, Senior Planner with 3J Consulting for assistance with workshop organization and facilitation.



## Introduction

On December 12, 2022, local leaders and community stakeholders in Sandy, Oregon participated in a workshop to identify vulnerabilities related to changing conditions within five community systems: Infrastructure, Economy, Natural Systems, Health and Emergency Services, and Local Culture. The workshop began with participants answering the question “What words describe Sandy?” (See Fig. 1)

After reviewing past and expected future climate conditions, participants moved into sector-specific breakout groups. Each group worked to identify vulnerabilities specific to their community system that would be caused, or made worse by, these changing conditions. These current and future impacts were ranked by their potential impact to the Sandy community, their expected timeframe, and the community’s existing capacity to respond.



Photo by Tonya Graham

At the conclusion of the breakout sessions, participants prioritized the vulnerabilities across all sectors. Both the sector-specific descriptions of the vulnerabilities and the full group prioritization are included in this report.

Figure 1. Word cloud representing participant responses to the question “What words describe Sandy?”



## Changing Conditions

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Climate conditions in Sandy are already changing. Increases in average temperature, extreme heat, drought, and wildfire danger, coupled with reduced snowpack, are altering the context within which the City of Sandy provides services as well as impacting the lives of its residents.

**Average temperature** has increased by 2.8°F since 1895 in Oregon.<sup>1</sup> If the global community collectively reduces greenhouse gas emissions, warming in Sandy could be limited to 2-8°F. If emissions are not reduced, warming could reach 4-13°F by 2100, on average, and continue to increase.<sup>2</sup>

**Days with extreme heat** are expected to become more common.<sup>3</sup> Summer maximum temperature is expected to increase by 13°F, on average, by the 2080s if current emissions continue, and by 7°F if emissions are reduced.<sup>4</sup>

**Precipitation** projections for Sandy range all the way from a potential increase of 40% to a decline of 30%.<sup>5</sup> Average change is projected to be close to 0%, but uncertainty in the projections is quite high. Even without a change in precipitation, warmer temperatures lead to overall drier conditions, including more extreme drought.<sup>6</sup>

**Snowpack** has already declined in Oregon by about 15-20% since the middle of the 20th century.<sup>7</sup> Across Clackamas County, average April 1 snowpack is expected to decline from 13 inches to 1 inch by the end of this century.<sup>8</sup>

**Streamflow** is expected to change significantly on the Sandy River, with hydrology shifts similar to those projected on the Clackamas River. The historical pattern of two major pulses in winter and spring is projected to be replaced with a higher winter pulse and much lower spring and late summer flows.<sup>9</sup>

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<sup>1</sup> Dalton, M., and E. Fleishman, editors. 2021. Fifth Oregon Climate Assessment. Oregon Climate Change Research Institute, Oregon State University, Corvallis, Oregon. <https://blogs.oregonstate.edu/occri/oregon-climate-assessments/>.

<sup>2</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Time Series' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>3</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Climate Dashboard' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>4</sup> Hegewisch, 'Future Time Series' (see footnote 2)

<sup>5</sup> Hegewisch, 'Future Time Series' (see footnote 2)

<sup>6</sup> Hegewisch, K.C., Krosby, M. "Historical Drought Stripes" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>7</sup> Dalton, Fifth Oregon Climate Assessment (see footnote 1)

<sup>8</sup> Hegewisch, K.C., Krosby, M. "Future Boxplots" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>9</sup> Hegewisch, K.C., Abatzoglou, J.T., and Chegwidde, O., 'Future Streamflows' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.



**Forests** are also expected to change, and the prevalence of wildfires will continue to increase. The dominant vegetation of Sandy and surrounding areas will shift as conditions change, resulting in less cool needleleaf forest and more mixed temperate forests and woodlands.<sup>10</sup> Much of this shift is projected to be facilitated by wildfire.

**Changing conditions are expected to lead to more extremes**, including more severe drought as well as larger and more damaging storms.

Workshop participants noted the following changes already apparent in Sandy:

- \* *Infrastructure is stressed.*
- \* *There are higher water temperatures in streams.*
- \* *Summers are drier.*
- \* *It is harder to keep new trees alive.*
- \* *Western red cedars are dying.*
- \* *Older housing with no air conditioning has a harder time in heat events.*
- \* *There is decreased rainfall and snowpack, which affects water use.*
- \* *Wildfire smoke is increasing.*
- \* *Wildfire threat is increasing.*
- \* *Life is becoming more stressful in Sandy. It is hard to think well.*
- \* *The local healthcare system is stressed.*
- \* *More people are migrating to Oregon and to Sandy.*
- \* *Increasing development of forest and agricultural land.*
- \* *Insurance coverage is costing more money.*
- \* *Political polarization is increasing as stress levels rise.*
- \* *Challenges in the education system, including increased class sizes and lack of childcare, affect children and make it hard for parents to focus on larger issues.*



Photo by Geoff Weaver

<sup>10</sup> Hegewisch, K.C., Krosby, M. "Future Vegetation" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

## Identifying Vulnerabilities

Breakout groups collected the following information for each vulnerability:

<b>Exposure</b>	The specific trend or projection that is already causing or is expected to cause the impact
<b>Timeframe</b>	When the impact is expected to occur in Sandy → Near-term = current to 2030s → Mid-term = 2040s to 2060s → Long-term = 2070s to 2090s and beyond
<b>Sensitivity</b> (High, Medium, or Low)	Given our understanding of the specific sector for each given impact, how great of an impact is expected (e.g., how disruptive is it, how serious are the consequences, and how much overall change is expected?)
<b>Adaptive Capacity</b> (High, Medium, or Low)	The level of existing resources, programs, or policies in place to protect people or to respond to the changes with little disruption
<b>Focal Populations</b>	The specific neighborhoods, populations, areas, or categories of resources or people that are expected to be especially affected by the impact, as well as any that are expected to be buffered due to special circumstances
<b>Other Stressors</b>	Additional and ongoing non-climate stressors to the populations or resources to be affected by climate related hazards
<b>Secondary Vulnerabilities</b>	Other potential responses to or effects related to changing conditions that are likely to affect the impact under consideration

## In-Migration

Note that the term “in-migration” appears throughout this document. Sandy has been growing rapidly for many years due to its natural beauty, access to outdoor recreation opportunities, and proximity to the Portland metro area. In addition to these growth pressures, people seeking refuge from changing conditions in other parts of the



country, particularly the southwest, are likely to add to this growth pressure. We call this combination of growth pressures generally “in-migration.”

In-migration pressure in Sandy can take two forms: continually escalating growth pressure over time or punctuated growth in the wake of natural disasters, such as flood and wildfire, destroying homes in nearby communities. These can happen concurrently. The impact on community systems because of general growth pressure vs. climate-driven growth pressure is the same. But changing conditions will significantly amplify vulnerabilities related to population growth, so it is called out as a specific risk in this report.

## Earthquakes and Changing Conditions

While it is clear from scientific studies that changing climate conditions can affect earthquakes, research efforts are not far enough along to help us understand those relationships in great enough detail to assist in local planning. However, many of the vulnerabilities identified in this process related to natural disasters apply to earthquakes as well as disruptions that clearly have a nexus with changing conditions. Therefore, while earthquake specific vulnerabilities are not noted here, earthquakes are listed as a potential hazard impacting a vulnerability where it makes sense to do so.

## Vulnerabilities by Sector

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Note that in the following sections, vulnerabilities are listed in the priority order determined within each sector-specific breakout group. The vulnerability is considered community-wide unless information regarding specific populations or resources at particularly high risk is included.

### Infrastructure

- ▶ **Strain on water supply and reduction in raw water quality due to extreme heat, snowpack loss, larger storms, wildfire, and drought.** Alder Creek water rights are an important element in this discussion. Larger storms make raw water entering the water treatment system more turbid, which costs more to treat and can, at certain thresholds, require the facility to close temporarily, forcing water curtailment or boil water advisories.
- ▶ **Aging infrastructure (water, sewer, roads, equipment, playgrounds, culverts, etc.) overburdened by in-migration.** While this impacts the entire community, the older areas of town are at greater risk. Those areas typically coincide with where lower-income residents live. The environment (creeks and fish populations

in particular) is also vulnerable to infrastructure failures.

- ▶ **Lack of adequate local government staffing for ongoing operations and equipment as disruptions increase.** This lack of capacity increases stress for current staff, creates risk of regulatory and infrastructure failure, inhibits the City's ability to keep up with code adoptions required by state law, and negatively affects emergency services and response in compound situations with multiple concurrent events.
- ▶ **Public buildings and utility infrastructure at risk due to wildfire.** Sandy's water and wastewater systems are at particularly high risk, whereas public buildings within the city limits are at medium risk.
- ▶ **Strain on wastewater treatment system due to increasing temperatures, drought, and reduced snowpack.** Lower stream flows in the late summer will make mixing in Tickle Creek (and possibly the Sandy River in the future depending on the location of the outfall) more challenging. This primarily affects rate payers, developers/builders, and cold-water ecosystems.
- ▶ **Overburdening of electric system due to extreme events and in-migration.** The City of Sandy does not manage the electric utility that serves its residents, but it is responsible for addressing health and public safety impacts when power outages happen. At particular risk are residents with medical conditions that require refrigeration or machines (such as oxygen machines) to manage health conditions. The City's water and communication systems are also vulnerable to power outages.
- ▶ **Strain on water treatment system due to public safety power shutoffs.** While related to the vulnerability listed above, there is an important distinction in that the timing of public safety power shutoffs is more predictable and they will happen in the late summer or early fall, rather than the winter, which brings different public safety and health challenges related to heat, air quality, and mental stress.
- ▶ **Increased traffic congestion due to in-migration.** As more people move to Sandy to avoid negative impacts caused by changing conditions elsewhere, the City's existing road system is expected to experience greater wear, increasing the need to invest in maintenance and re-builds over time. It also increases the likelihood of dangerous road conditions for motorists, transit, pedestrians, and cyclists.



## Economy

- ▶ **Loss of access to services, amenities, and goods during a major emergency event, such as wildfire or earthquake.** This includes challenges caused by the inability to bring goods into the community for some time. Residents most affected include the elderly, isolated individuals, and those with low income, limited mobility, and disability. The Pleasant Street area and Vista Apartments have been identified as particularly high-risk areas. The City Senior Center may be of particular concern as residents are likely to turn to them for help.
- ▶ **Reduction in recreation/tourist economy due to snowpack loss.** The hotel industry, equipment rental businesses, food and beverage services, and gas stations are at particular risk of business loss due to fewer winter visitors. Note that while snowpack is declining, the initial risks to businesses are likely to be punctuated disturbances caused by particularly bad snow years. Over time, the winter sports season will likely become shorter – starting later in the fall and ending earlier in the spring.
- ▶ **Lost productivity of outdoor workers due to heat and wildfire smoke.** People who work outside for a living in industries such as construction, agriculture, landscaping, and recreation, are at increasing health risk due to extreme heat and wildfire smoke. When environmental conditions limit the ability of workers to perform job functions, that loss of productivity is felt in the local economy.
- ▶ **Lost productivity due to evacuation caused by wildfire.** Wildfire evacuations will happen in the summer, at a critically important time for local farmers who may lose crops if they are required to evacuate and cannot irrigate and/or harvest. Government facilities and retail establishments left unattended during an evacuation may also be vulnerable to looting.
- ▶ **Strain on local businesses and City facilities due to planned and unplanned power outages.** Potential electrical outages due to extreme events, or planned shutoffs to reduce wildfire risk, require more robust contingency plans for City operations and the business community. This adds strain to these organizations and is likely to worsen over time.
- ▶ **Impacts to agricultural production due to heat, drought, wildfire, and snowpack loss.** The combination of increasing heat, drought, and snowpack loss may create significant water supply challenges for local agricultural producers,

such as nurseries, hayfields, Christmas tree farms, and cattle and alpaca ranches.

- ▶ **Higher utility and insurance costs for businesses due to all accelerating hazards.** The need for more redundancies and upgrades to utilities are expected to increase utility rates while changing risk profiles are expected to increase insurance premiums. Small businesses and local nonprofit organizations are at particularly high risk, particularly those with small margins.
- ▶ **Inability to house service workers due to in-migration driving up housing costs.** Housing prices have been increasing in Sandy for several years and that trend is likely to continue regardless of what happens with the cost of housing at a state or national level. Lower income renters and first-time home buyers who work in Sandy may find it difficult to find adequate housing that they can afford. This may motivate these workers to move elsewhere, creating a labor market challenge for local businesses, particularly outdoor recreation and tourism-based enterprises.
- ▶ **Reduction in summer tourist economy due to heat, wildfire, and smoke.** Visitors come to Sandy in the summer to take advantage of outdoor recreation opportunities. This has already been impacted by wildfire smoke and the threat of wildfire, and to a lesser degree extreme heat. Expected increases in all three hazards may reduce the number of visitors the city receives in the summer months. Of particular concern will be active fires in or near the Highway 26 corridor. This also depends on how residents of other communities in the region experience climate change impacts. Because Sandy's tourist economy is primarily regional during the summer, a loss may not happen if conditions are more extreme in other parts of the region.
- ▶ **Business costs of mass evacuation of people and farm animals due to wildfire.** Businesses that must evacuate will experience significant business disruption and potential loss of equipment, structures, and inventory.



## Natural Systems

- ▶ **Impacts to stream, riparian, and wetland ecosystems due to wildfire, larger storms, heat, drought, wildfire, and snowpack loss.** These hazards are accelerating simultaneously, magnifying the impact of any one of them. While wildfire will cause a significant disruption, the combined impact of increasing heat, drought, and snowpack loss on water supply in late summer is expected to cause profound changes in stream and riparian ecosystems around Sandy. Wildfire followed by larger precipitation events can cause significant erosion, damaging soil and aquatic ecosystems. This in turn, will stress native species, such as salmon, salamander, frogs, aquatic macroinvertebrates, and others. At particular risk are temperature-limited species that can only persist in narrow temperature ranges.

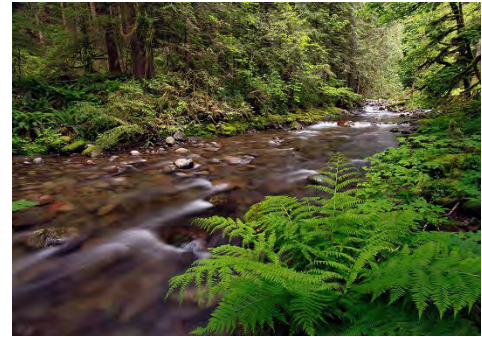


Photo by BLM Oregon, CC BY 2.0

- ▶ **Forest lands at risk due to wildfire, heat, drought, and reduced snowpack.** Impacts to forests are similar to those identified for stream and riparian habitat. While forest lands in the region are adapted to wildfire, increases in the acres of land burned and potential increase in wildfire intensity over time will create greater disruption. That, combined with generally more extreme conditions, will change what will grow in the area over time. Historical fire regime, wildlife species, and soil health are at risk as is the region's ability to sequester carbon through its forests.
- ▶ **Loss of native species due to increased pests and species migration caused by higher temperatures, drought, reduced snowpack, and wildfire.** Some species of plants, animals, and fungi adapted to existing climate conditions in this region will be strained by changing conditions.
- ▶ **Conversion of natural areas to developed and agricultural purposes due to in-migration.** The land use pressure from ongoing development to accommodate new residents will further impact the health of natural areas while those areas are already experiencing impacts due to changing conditions. In addition, degradation of natural resources may result in those resources losing vital protections in the Sandy Development Code. Examples include large trees no longer able to serve as retention trees because of poor tree health, perennial streams becoming intermittent, and losing setback protections in the City due to

state legislation, etc.

- ▶ **Threats to urban tree canopy due to extreme heat, drought, invasive pests, and snowpack loss.** Sandy's urban tree canopy is at risk due to changing conditions that threaten the viability of trees inside the city limits. City parks, especially areas close to Tickle Creek and the Sandy River, may be at particular risk. This will also affect the birds, insects, and other species those trees support.
- ▶ **Greater strain on natural systems due to in-migration and more visitors.** Residents and visitors alike enjoy the outdoor recreation opportunities offered in and around the Sandy community. Increasing numbers of residents, and potentially visitors, are expected to add strain to the natural systems that support recreational activities.

## Health and Emergency Services

- ▶ **More frequent evacuation and displacement for residents due to wildfires.** Evacuation and displacement are difficult for all residents, but elderly, disabled, low income, non-English speakers, medically fragile, houseless, and low-technology households are at particularly high risk in the event of an evacuation or long-term displacement. Rural residents in Sandy that have farm animals and equipment also have high risk in these situations. Evacuation and displacement cost residents money, interrupt employment, and cause emotional stress.
- ▶ **Health impacts to residents due to electric outages caused by extreme events and public safety power shutoffs implemented to reduce wildfire risk.** The increasing likelihood of planned and unplanned power outages will impact the health of residents, particularly those who are elderly, medically fragile, disabled, or non-native English speakers.
- ▶ **Housing supply challenges for lower wage workers due to rising housing costs caused by in-migration.** Higher housing costs are typical in areas, like Sandy, that are experiencing increasing housing demand relative to existing housing stock. Low-income and fixed-income households are at risk, as are seasonal workers. Young families are often more economically challenged as well and are likely to have difficulty securing housing they can afford. As housing prices rise, the likelihood of increasing numbers of unhoused people also rises. In addition, escalating costs of food and other supplies due to supply chain disruptions can add to the challenges these residents face.



- ▶ **Lack of personal planning and preparedness made worse by multiple accelerating hazards.** In the event of a natural disaster, the resilience of a community is directly related to the resilience of individual residents. A general lack of personal planning and preparedness among Sandy residents will bring increasing risk as wildfires, extreme heat, and severe storms increase over time. This is especially true for low-income people who do not have the financial resources to care for themselves and their families in an emergency, as well as elderly and disabled residents. Non-native English speakers and those who live in low-technology households may not have adequate access to information about what they should be doing to prepare.



Photo by Clyde Robinson (CC BY 2.0)

- ▶ **Mental health impacts due to multiple accelerating hazards.** Both punctuated, short-term disruptions, such as wildfire and extreme storms, as well as long-term stressors, such as extended drought, degradation of natural systems, and in-migration will add strain to the mental health of residents. Those who already struggle with mental health, first responders, healthcare workers, and children and youth will be particularly at-risk. Young people are increasingly feeling less hopeful about the future as climate impacts continue to escalate. In addition, loss of some outdoor recreation opportunities is likely to have a negative impact on the mental health of residents. More frequent disruptions will also negatively impact the mental health and personal resilience of residents, first responders, and public safety personnel.
- ▶ **Food insecurity due to wildfire, power loss, drought, and floods.** Changing conditions will have a global impact on food production, shipping, and cost with consequences to communities worldwide. Local agriculture supplies little of the food purchased in Sandy, so local food insecurity is likely to be correlated with punctuated events caused by natural disasters as well as chronic disruptions in other parts of the world. The most vulnerable residents are those who have low or fixed incomes and/or are not prepared to manage through food shortages.
- ▶ **Health impacts to outdoor workers due to wildfire smoke and extreme heat.** Air quality challenges due to extreme heat and wildfire smoke threaten the health of outdoor workers in fields such as construction, landscaping, facilities maintenance, public safety, transportation, and wildlife restoration. These risks are exacerbated for workers who are older, have low incomes, and/or

experience challenges accessing health care.

- ▶ **Emergency services overburdened by extreme heat, more severe storms, landslides, wildfire, and in-migration.** Local emergency services that have been designed to meet the past needs of Sandy residents are not prepared to address larger and more frequent disruptions. The increasing strain on these systems is likely to put Sandy residents and emergency service personnel at risk over time and increase tax rates, further impacting low-income residents.
- ▶ **Health care system overburdened by heat, smoke, extreme events, and in-migration.** More extreme weather events increase demand for health care services when the health care sector is already under-staffed. Residents in more rural, outlying areas, like Sandy, are expected to be at particularly high risk, along with residents who are medically fragile, elderly, disabled, or homeless. Other at-risk populations include tourists, non-native English speakers, low-income families, and emergency responders.
- ▶ **Decreased quantity and quality of drinking water due to drought, extreme heat, wildfire, and flooding.** Drinking water regulations ensure that water provided to residents meets a certain safety threshold. Water treatment plants are continually updated to meet the latest standards, but Sandy's drinking water system is already strained due to continued population growth. Residents who live outside the drinking water service area and rely on wells are at particular risk in the event of extended drought.
- ▶ **Impact to school activities due to reduced air quality caused by extreme heat and wildfire smoke.** Reduced outdoor air quality can impact indoor air quality if adequate mechanical systems are not in place. These issues tend to present themselves in late summer and early fall when sports are underway and students are walking and bicycling to school. In certain circumstances, air quality may be low enough to cancel outdoor activities. Students, volunteers, and school staff are most at-risk.



- ▶ **Increased illness in residents due to extreme heat.** Danger from extreme heat is often greatest in areas where the summer climate is mild, and people tend not to have air conditioning. Areas like Sandy can experience severe health impacts from extreme heat at significantly lower temperatures than in southern states where extreme heat is more common and air conditioning more prevalent. Populations at particular risk include the elderly, very young, disabled, medically fragile, and homeless populations. People with low- or fixed-incomes are more likely to not have air conditioning – or may not be able to afford to turn it on for prolonged heat events.

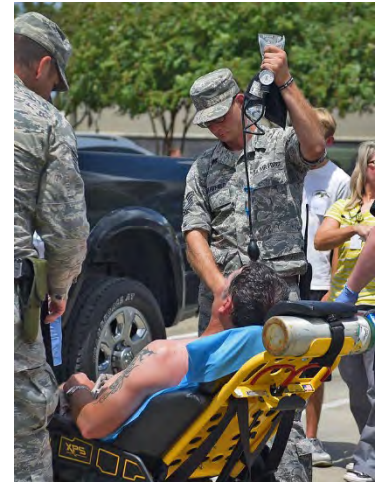


Photo by Master Sgt. Dan Farrell (CC BY 2.0)

- ▶ **Increased illness in residents due to wildfire smoke.** Wildfire smoke is particularly dangerous for people who have underlying medical conditions that put them at greater risk as well as the elderly, infants, and homeless populations. Low-income residents are less likely to have the means to protect their indoor air quality.

## Local Culture

- ▶ **Loss of community identity caused by the downward trend of middle- and lower-income residents due to increased cost of housing caused by in-migration.** As housing prices rise, fewer people will be able to afford to live in Sandy, which will reduce the diversity of the community in terms of age, income, and potentially race or ethnic background. Rapid in-migration also threatens Sandy's small-town identity and the viability of local businesses as lower wage workers have difficulty living in Sandy.
- ▶ **Growing pressure on the younger generation due to all accelerating hazards.** Rapidly changing climate conditions are potentially impacting the childhood experiences of youth in Sandy. This is expected to worsen over time. Restrictions on recreational opportunities, added stress from more frequent disruptions, and general uncertainty are a concern for the youth population.
- ▶ **Impacts to local festivals, celebrations, and outdoor recreation opportunities due to extreme heat, wildfire risk, and smoke.** Events that are potentially at risk include Sandy Mountain Festival, Music Fair & Feast, the summer concert series in Meinig Park, the Mount Hood Farmer's Market, Movies in the Park, and

the Longest Day Parkway. Local vendors and residents may experience the loss of these local traditions and Sandy’s nature-based culture.

### Prioritized Vulnerabilities

The vulnerabilities listed below are based on the cross-sector dot voting exercise completed by the participants, but this is not a final prioritization. It is simply a way to help understand the relative priority of vulnerabilities across the community in preparation for developing strategies. Note that some similar vulnerabilities have been combined for the purpose of this list.

Higher Community Priority

- Impacts to stream, riparian, and wetland ecosystems due to wildfire, larger storms, heat, drought, wildfire, and snowpack loss
- Forest lands at risk due to wildfire, heat, drought, and reduced snowpack
- Loss of native species due to increased pests and species migration caused by higher temperatures, drought, reduced snowpack, and wildfire
- Strain on water supply and reduction in raw water quality due to extreme heat, snowpack loss, and drought
- Impacts to agricultural production due to heat, drought, wildfire, and snowpack loss
- Lack of personal planning and preparedness made worse by multiple accelerating hazards
- Aging infrastructure (water, sewer, roads, equipment, playgrounds, culverts, etc.) overburdened by in-migration
- Loss of access to services, amenities, and goods during a major emergency event, such as wildfire or earthquake
- Mental health impacts due to multiple accelerating hazards
- Growing pressure on the younger generation due to all accelerating hazards
- Health care system overburdened by heat, smoke, extreme events, and in-migration
- Loss of community identity caused by the downward trend of middle- and lower-income residents due to increased cost of housing caused by in-migration
- Strain on local businesses and city facilities due to planned and unplanned power outages
- Decreased quantity and quality of drinking water due to drought, extreme heat, wildfire, and flooding



Conversion of natural areas to developed and agricultural purposes due to in-migration

Impacts to local festivals, celebrations, and outdoor recreation opportunities due to extreme heat, wildfire risk, and smoke

More frequent evacuation and displacement due to wildfires

Threats to urban tree canopy due to extreme heat, drought, invasive pests, and snowpack loss

Food insecurity due to wildfire, power loss, drought, and floods

Lack of adequate local government staffing for ongoing operations and equipment as disruptions increase

Strain on wastewater treatment system due to increasing temperatures, drought, and reduced snowpack

Higher utility and insurance costs for businesses due to all accelerating hazards

Health impacts to residents due to electric outages caused by extreme events and public safety power shutoffs implemented to reduce wildfire risk

Housing supply challenges for lower wage workers due to rising housing costs caused by in-migration

Overburdening of electric system due to extreme events and in-migration

Increased traffic congestion due to in-migration

Lost productivity of outdoor workers due to heat and wildfire smoke

Reduction in summer tourist economy due to heat, wildfire, and smoke

Health impacts to outdoor workers due to wildfire smoke and extreme heat

Impact to school activities due to reduced air quality caused by extreme heat and wildfire smoke

Increased illness in residents due to extreme heat

Increased illness in residents due to wildfire smoke

Public buildings and utility infrastructure at risk due to wildfire

Reduction in recreation/tourist economy due to snowpack loss

### Other potential vulnerabilities identified, but not prioritized:

- ▶ Lost productivity due to evacuation caused by wildfire
- ▶ Inability to house service workers due to in-migration driving up housing costs
- ▶ Business costs of mass evacuation of people and farm animals due to wildfire
- ▶ Emergency services overburdened by extreme heat, more severe storms, landslides, wildfire, and in-migration
- ▶ Strain on water treatment system due to public safety power shutoffs
- ▶ Greater strain on natural systems due to in-migration and more visitors

### Meeting these Challenges

At the end of the workshop, participants identified the characteristics of Sandy that can be brought to bear on these challenges. Each participant wrote their answer on a piece of paper and folded it into a paper airplane. After launching the paper airplanes across the room, each participant picked one up paper airplane and read the written response aloud. The following list of community characteristics resulted from that exercise:

- |                       |                        |                                      |
|-----------------------|------------------------|--------------------------------------|
| * <i>Unity</i>        | * <i>Innovative</i>    | * <i>Grit</i>                        |
| * <i>Networks</i>     | * <i>Nature-loving</i> | * <i>Persistence</i>                 |
| * <i>Cooperation</i>  | * <i>Adaptable</i>     | * <i>Generous</i>                    |
| * <i>Perseverance</i> | * <i>Rooted</i>        | * <i>Passionate</i>                  |
| * <i>Tenacity</i>     | * <i>Strong</i>        | * <i>Planning</i>                    |
| * <i>Teamwork</i>     | * <i>Motivated</i>     | * <i>We take care of each other.</i> |
| * <i>Dedicated</i>    | * <i>Exploratory</i>   |                                      |



Photo by Tonya Graham



# Resiliency Action Plan: Policy Implementation Guidance to Address Changing Conditions

## Policy Development Process

As part of the comprehensive planning process, the City of Sandy undertook a process to develop policies and actions related to expanding resiliency to changing conditions and extreme weather events. This process involved two stakeholder workshops where City staff, local experts, and residents came together to identify vulnerabilities related to changing conditions and develop cross-sector strategies to address them. Participants reviewed and discussed information regarding accelerating trends related to extreme heat, drought, water availability, snowpack, wildfire, and other climate patterns to identify vulnerabilities to the City of Sandy. This effort resulted in the Vulnerability Assessment Report, included as part (a) to this appendix.

The participants then came together for a second workshop where strategies and related actions were identified, and information was gathered relative to the co-benefits, tradeoffs, relative cost, effectiveness, and responsible party. Some of these strategies were developed into policies included in the comprehensive plan. Detailed information about all strategies developed in this process are included in this appendix to help guide implementation of resilience-related policies included in the Comprehensive Plan or undertaken through other local government processes.



## History and Heritage

**Strategy:** Work with the Sandy Area Chamber of Commerce and others to assess risks and determine necessary changes needed for local festivals, celebrations, and outdoor recreation opportunities due to extreme heat, wildfire risk, and wildfire smoke

**Actions:**

- Create more indoor recreation activities for kids and adults
- Consider resiliency policies in planning for new festivals
- Build shade structures over Centennial Plaza, possibly combined with urban tree canopy programs
- Install splash pads and misters especially in public gathering spaces like Centennial Plaza

**Co-Benefits:** More community events will create economic activity and increasing indoor opportunities will help provide recreation opportunities in winter weather.

**Tradeoffs:** More traffic and parking problems if summer events are more comfortable to attend. Indoor recreation reduces the connection to nature and outdoors.

**Responsible Parties:** Parks and Recreation Department, Sandy Area Chamber of Commerce, Sandy Mountain Festival Committee

**Relative Cost:** Low to High (depends on amount of construction/investment needed)

**Effectiveness:** High

**Notes:** Equity concerns about the cost to access indoor recreation and the potential use of tiered fees based on residency in Sandy city limits.





## Transportation and Infrastructure

### Transportation

**Strategy:** Utilize mixed-use zoning to reduce vehicle demand and address increased traffic congestion due to in-migration

**Action:** Modify the development code to incentivize, promote, and support mixed use development

**Co-Benefits:**

- Reduced traffic congestion by reducing trips
- Support for development of middle housing options
- Deeper sense of community and small-town feel
- Stronger local economy with increased revenue and small business opportunities
- Reduced energy demand for transportation
- More people likely to become transit users

**Tradeoffs:**

- May not be popular initially among residents, business owners, and developers – community education on the benefits is necessary
- Possible land use conflicts

**Responsible Parties:** City Council, Planning Commission, Development Services

**Relative Cost:** Low cost to the City, but potentially higher costs to developers if there is difficulty recruiting businesses or obtaining financing

**Effectiveness:** Potentially high over time

### Water

**Strategy:** Implement a water conservation plan to reduce strain on the water treatment system due to increasing temperatures, drought, and reduced snowpack

**Actions:**

- Educate residents on importance of water conservation and how to conserve water
- Modify municipal codes related to water use in homes and businesses to require conservation
- Implement pipe improvement and replacement to reduce loss from leakage
- Investigate a tiered rate system to encourage conservation
- Explore rainwater catchment possibilities for residents and businesses

**Co-Benefits:**

- Financial benefit to utility ratepayers and local businesses
- Issue of decreased quantity and quality of drinking water due to drought, extreme heat, wildfire, and flooding also addressed with this strategy
- Transparency for developers
- Greater ecosystem health by reducing amount of water taken from waterways

**Tradeoffs:**

- Cost of upgrading infrastructure and providing incentives
- Possible economic disruption initially

**Responsible Party:** Public Works Department

**Relative Cost:** High

**Effectiveness:** High

**Notes:** Misinformation among ratepayers may create opposition to implementation.

## Energy

**Strategy:** Develop a plan for extended planned and unplanned power outages for all City managed facilities and infrastructure

**Actions:**

- Require backup power, such as generators, for critical facilities and infrastructure
- Identify baseline repercussions of extended outages to measure progress over time
- Advocate for PGE to improve infrastructure to decrease planned outages

**Co-Benefits:**

- Health and safety of Sandy residents
- Less city employee stress and public confusion

**Tradeoffs:**

- Adding stress to the backup power system with more use will require more maintenance
- Reliance on non-renewable sources of fuel for backup power runs counter to emissions reduction goals
- Noise pollution
- Uses limited staff capacity
- Initial cost to purchase generators

**Responsible Parties:** City Manager, Public Works Department, Pacific Gas & Electric

**Relative Cost:** Low-High depending on what is implemented in the plan

**Effectiveness:** Medium-High



## Other Infrastructure

**Strategy:** Develop electronic, cloud-based asset management system for all city facilities to address aging infrastructure (water, sewer, roads, equipment, playgrounds, culverts, etc.) overburdened by in-migration

**Action:**

- Purchase software and train employees on how to input data and use the software in decision-making

**Co-Benefits:**

- Reduction in overall cost and need for staff intervention
- Increased efficiency, safety, and customer satisfaction

**Tradeoff:** Initial cost (software and training)

**Responsible Party:** Public Works

**Relative Cost:** Initially high but lower over time once established

**Effectiveness:** High



## Natural Hazards and Resiliency

### Community Preparation

**Strategy:** Public education and training programs to address the lack of personal planning and preparedness made worse by multiple climate hazards

**Action:**

- Create a city-wide multi-stakeholder committee to oversee preparedness education

**Co-Benefits:**

- Additional space for regional collaboration
- Increased capacity for emergency response
- Expanded preparedness capabilities
- Opportunity to build community
- Lower anxiety in residents as they take action

**Tradeoffs:** It takes time to develop a committee, and the process could potentially be overly-bureaucratic

**Responsible Party:** City Council

**Relative Cost:** Low

**Effectiveness:** Medium

**Notes:** Cost is low, but the time that must be invested to implement is high.

**Strategy:** Evacuation route planning to address increasing threat of wildfire

**Action:** Use GIS to identify where people should go, where vulnerable populations are, where to take trailers with animals, etc.

**Co-Benefits:**

- Understanding of road capacity needed for everyone to evacuate safely
- Less panic during wildfire event
- Greater community conversations and action around preparedness
- Plan can be used for other natural hazards that require evacuation

**Tradeoffs:**

- Some may resist the process
- Possible increase in the City's liability



**Responsible Parties:** Public Works Department (connect with County's GIS resources), City Attorney (to determine liability), Development Services Department

**Relative Cost:** Low unless new roads need to be constructed

**Effectiveness:** High

**Notes:** Requires careful communications and significant community engagement

**Strategy:** Outreach and engagement with the Ready, Set, Go! readiness campaign to reduce risk to residents from wildfire and other major disruptions that require evacuation

**Actions:**

- Conduct workshops on evacuations and wildfire preparedness, including how to harden a structure against fire
- Develop and support a Community Emergency Response Team (CERT) program
- Development of information for City website
- Interagency coordination between the City of Sandy and Clackamas County to ensure seamless delivery of evacuation preparedness programs

**Co-Benefits:**

- Multifaceted preparedness
- Reduced mental stress

**Tradeoffs:** None identified

**Responsible Parties:** Fire District, County Emergency Management

**Relative Cost:** Low

**Effectiveness:** Medium

**Notes:** Consider equity in preparedness capabilities and livestock needs.

**Strategy:** Public education to help businesses and homeowners reduce wildfire risk

**Actions:**

- Provide technical, financial, and resource support for firescaping property
- Enforce municipal codes related to wildfire risk
- Implement fuels reduction program with local partners

**Co-Benefits:**

- Erosion control and water quality protection due to better design of landscaping
- Potentially lower insurance rates

**Tradeoffs:** None identified

**Responsible Parties:** Fire District, Clackamas County Disaster Management, City Manager, Nonprofit Partners

**Relative Cost:** Low

**Effectiveness:** Medium

**Notes:** Consider renters vs homeowners in terms of equity concerns related to cost of fire mitigation actions being passed on via higher rents in an already unaffordable housing situation.

**Strategy:** Assess public buildings and City managed facilities, utilities, open spaces, and park lands and implement projects to reduce risk of wildfire

**Actions:**

- Implement facility wildfire risk assessment, develop strategies to reduce risk, and connect those strategies to the asset management strategy
- Improve forest management for wildlife and fire risk
- Buffer (remove vegetation) around infrastructure, water tanks, water treatment plant, etc.
- Implement fire mitigation codes on new construction

**Co-Benefits:**

- Maintained services and access to utilities in the event of a wildfire
- Reduced loss of business and residential property due to wildfire

**Tradeoffs:** Diversion of funding

**Responsible Parties:** Public Works Department, Parks and Recreation Department, Oregon Trail School District, Local agencies

**Relative Cost:** High

**Effectiveness:** High

## Natural Systems

**Strategy:** Work with Oregon Department of Fish & Wildlife and other agencies to improve forest health ahead of impacts from extreme heat, drought, and reduced snowpack

**Actions:**

- Communicate City goals to partner agencies and identify how the City can assist with the effort to improve forest health



- Identify appropriate preventative measures (thinning, plantings, defensible space, erosion control, etc.) and develop agreements to implement the measures

**Co-Benefits:**

- Healthier ecosystems
- Improved water quality
- Greater regional collaboration and better operational alignment between agencies
- More opportunity for win-win solutions for the City and other agencies

**Tradeoffs:**

- Possibility of conflicting priorities between the City and potential agency partners regarding decisions that prioritize human needs or one species over another
- Bureaucratic processes can slow progress and make collaboration difficult
- Potential lack of ownership of projects leading to poor implementation
- Risk of overharvesting

**Responsible Party:** City Manager, Development Services Department, Public Works Department, Parks and Recreation Department

**Relative Cost:** Low

**Effectiveness:** Low

**Notes:** Cost effectiveness for these projects may improve due to city leverage.

**Strategy:** Update City urban forestry code to address threats to urban tree canopy due to extreme heat, drought, invasive pests, and snowpack loss

**Action:**

- Review and update native species list, spacing guides, planting standards, street design, and retention requirements

**Co-Benefits:**

- Better air quality
- Improved quality of stormwater for natural systems
- Greater habitat value, particularly for birds
- More shade which lowers cooling bills related to air conditioning
- Reduced watering demand

**Tradeoffs:**

- Decreased flexibility for design of yards
- Modified planting lists will change the habitat created by the plantings
- Increased code enforcement responsibility

**Responsible Party:** Development Services Department

**Relative Cost:** Medium (mostly staff time)

**Effectiveness:** Medium-High

**Notes:** Stricter codes may increase development costs. Effectiveness is high only if developers and property owners care for trees and other plantings after they go into the ground - mainly watering consistently and planting in fall rather than late spring.

**Strategy:** Focus on and protect riparian areas to address impacts to stream, riparian, and wetland ecosystems due to wildfire, larger storms, heat, drought, wildfire, and snowpack loss

**Actions:**

- Conserve and/or protect existing riparian areas and wetlands by zoning to include riparian areas and providing stronger protection in the development code to proactively protect natural areas before they are lost
- Restoration planting after wildfire
- Fuels reduction in riparian zone
- Provide funding for conservation work

**Co-Benefits:**

- Less erosion
- Lower stream temperatures
- More wildlife corridors for species on the move

**Tradeoffs:**

- With development restricted in areas, it will lower incoming development revenue

**Responsible Party:** Development Services Department

**Relative Cost:** High

**Effectiveness:** High

**Notes:** Consider utilizing partner organizations to implement protection of riparian areas.

**Strategy:** Broad use of land efficiency measures to address conversion of natural areas to developed and agricultural purposes due to in-migration

**Actions:**

- Gather land use data and best practices before any Urban Growth Boundary expansion
- Increase protection of natural areas in the development code by instituting greater setback requirements for streams and wetlands

**Co-Benefits:**

- Managed environmental footprint



- Enhanced community feel
- Improved habitat connectivity
- Trails in more densely developed areas of town will likely reduce reliance on vehicles

**Tradeoffs:**

- Increased density of housing is generally unpopular
- Problems of increased urbanization related to traffic, parking, and waste

**Responsible Party:** Development Services Department, State Agencies, conservation organizations/partners

**Relative Cost:** Medium-High

**Effectiveness:** High

**Notes:** Community education should incentivize incremental change, increase regional coordination, and encourage more conservation of habitats over individual trees in developments.

**Strategy:** Work with Oregon Department of Fish & Wildlife (ODFW), conservation district, and local organizations to plan and implement projects in the community and watershed to address loss of native species due to increased pests and species migration caused by higher temperatures, drought, reduced snowpack, and wildfire

**Actions:**

- Implement education, technical assistance, and funding programs to private landowners to help them conserve habitat for native species
- Develop more protective land use and development code requirement and consistently enforce those regulations

**Co-Benefits:**

- Lower fire risk
- Improved habitat value
- Better water quality and community resilience

**Tradeoffs:**

- Less developable land will be available if land use requirements become more strict

**Responsible Party:** ODFW, local conservation groups, City Manager

**Relative Cost:** High

**Effectiveness:** High

**Notes:** Cost is higher for any funding programs, and lower for modifying code. Consider the need for community buy-in, education, and ensuring equitable outcomes related to code changes.

**Strategy:** Develop program to educate residents on tree health to address loss of native species due to increased pests and species migration caused by higher temperatures, drought, reduced snowpack, and wildfire

**Actions:**

- Partner with tree care service for low-cost and no-cost help to residents
- Develop materials and information with Friends of Trees and other programs to educate residents, especially through local events (such as the Longest Day Parkway), the City newsletter, and workshops for homeowners

**Co-Benefits:**

- Better air quality
- Improved bird and wildlife habitat
- More shade linked to greater water retention and carbon sequestration

**Tradeoffs:** None identified

**Responsible Party:** Public Works Department and Development Services Department

**Relative Cost:** Low-Medium

**Effectiveness:** Low-Medium

**Notes:** It will be important to help residents get the right tree in the right place and plant during the optimal time of year for effective tree growth. Education only efforts are likely to be less effective than education combined with tree care services.

**Strategy:** Work with agencies and stakeholders to reduce wildfire risk in forest lands

**Actions:**

- Advocate with forest management agencies to create a quality control advisory committee with city, county, federal and community partners to sustain ecological health by ensuring best practices are followed
- Greater public education so residents know how they can help

**Co-Benefits:**

- Community engagement that can be built upon for other wildfire risk reduction efforts
- Reduction in landslide risks
- Greater trust in government
- Stronger community relationships



**Tradeoffs:**

- Lead organization would need to give up some level of autonomy
- Using limited available time on an issue that the City does not control

**Responsible Party:** Fire Districts, City Manager, Oregon Department of Forestry, participating agencies and partners

**Relative Cost:** Medium

**Effectiveness:** High

**Notes:** It is important to ensure the opportunity to participate is inclusive.



## Governance and Growth Management

**Strategy:** Ensure the municipal staffing needed for ongoing operations and equipment as disruptions increase

**Actions:**

- Assess existing and needed staff roles, identify most efficient role allocations, and determine baseline required staffing
- Determine why there is a lack of adequate staffing at the City of Sandy to meet the City's obligations through efforts such as a compensation study and assessment of work environment
- Identify ways to modernize, automate, or mechanize certain systems to streamline processes and gain efficiency, explore additional external contracts and volunteer programs, such as the Adopt-a-Park program and federally funded research internships

**Co-Benefits:**

- Increased budget and operations efficiency for taxpayers and utility ratepayers
- Improved employee morale
- Increased local business activity with potential contractors

**Tradeoffs:** None identified

**Responsible Party:** City Manager, Public Works Department

**Relative Cost:** Medium-Low

**Effectiveness:** Medium-Low

**Notes:** Effectiveness is based on the implementation of recommendations that come from the assessment exercise. Difficult decisions on tax and utility rates and other revenue sources may be needed.

## Health and Community Wellness

**Strategy:** Ensure equitable access to education, protective gear, and enforcement of Occupational Safety and Health Agency (OSHA) rules to address health impacts to outdoor workers due to wildfire smoke

**Actions:**

- Train and develop community led advocacy teams to educate employers and workers and distribute personal protective equipment (PPE)



- Ensure education and training is accessible, including translation into other languages

**Co-Benefits:**

- Improved work conditions and productivity
- Increased worker engagement and empowerment

**Tradeoffs:**

- Potential retaliation when workers assert their need for PPE and enforcement of the rules
- Potential to increase and decrease trust as some residents will see this as government helping protect health and others may see it as an overreach

**Responsible Party:** Todos Juntos and other local nonprofits, OSU Extension Service, Clackamas County Health Department

**Relative Cost:** Medium

**Effectiveness:** High

**Notes:** Consider underserved communities and documentation status to ensure that all workers who need it have access to education, equipment, and training. Northwest Forest Worker Center has a similar program that may serve as a model.

**Strategy:** Assess school run outdoor activities and develop plans for alternate activities during times of reduced air quality caused by wildfire smoke and extreme heat

**Actions:**

- Develop programs to ensure indoor physical activities by creating indoor recess space and/or partnering with athletic clubs for additional spaces for sports activities
- Provide PPE for students traveling to and from school

**Co-Benefits:**

- Improved overall student health and reduced rates of acute asthma incidents
- Overall impact to health systems as fewer children need care during times of poor air quality
- Improved school performance and competitiveness

**Tradeoffs:**

- Loss of teaching space as more indoor space is used for activities

**Responsible Party:** Oregon Trail School District, Parks and Recreation Department, local youth sports clubs

**Relative Cost:** Low to High

**Effectiveness:** Medium

**Notes:** Costs are low for partnering, but high for developing new indoor spaces and programs. It will be important to ensure equitable access to masks for students during wildfire smoke events. Misinformation and family pressures could prevent PPE from being used by all students.

**Strategy:** Invest with the Oregon Trail School District to ensure HVAC systems are up to date so that school facilities protect students from extreme heat and wildfire smoke and can be used for community sheltering in those circumstances and during public safety power outages

**Actions:**

- Update the existing school facility assessment
- Develop HVAC upgrade plan
- Secure funding through bond measure or other source

**Co-Benefits:**

- Lower utility costs for the school district
- Lower hospital emergency room utilization during poor air quality events
- Lower impact to medical system
- Overall health improvement related to respiratory and cardiovascular conditions
- Increased community shelter capacity for poor air quality events
- Improved education environment and outcomes
- Improved energy efficiency

**Tradeoffs:**

- Refocusing of funds prioritizes this effort over other district needs

**Responsible Parties:** Oregon Trail School District, City Manager

**Relative Cost:** High

**Effectiveness:** High

**Notes:** None

**Strategy:** Provide education and assistance with air filtration to address increased illness in residents due to wildfire smoke

**Actions:**

- Educate the community about the risks of breathing wildfire smoke and how to limit exposure
- Provide assistance to low-income residents so they can have appropriate filtration systems in their homes
- Provide clean air shelters for both extreme heat and wildfire smoke

- Adjust building codes to encourage or require appropriate filtration

**Co-Benefits:**

- Lower utility costs
- Lower emergency department utilization
- Lower impact to medical system
- Overall health improvement
- Clean air shelters can also be used when there is a public safety shut off of electricity due to extreme wildfire weather

**Tradeoffs:** None identified

**Responsible Party:** Oregon Health Authority, Clackamas County Health and Disaster Management Departments, City Manager

**Relative Cost:** Medium

**Effectiveness:** Medium

**Notes:** City of Sandy's role would be to influence state and county level health programs and building codes. It will be important to focus attention on renters and residents in manufactured homes ensuring that cost, access for low-income and non-English speaking residents, and qualifications for funding are addressed. There may also be limited local capacity to complete weatherization projects. The City of Ashland's SmokeWise program may be a good model for this effort.

**Strategy:** Educate residents on action steps and how to be prepared to address mental health impacts due to multiple escalating hazards

**Action:**

- Partner with local nonprofits, the Sandy Post, churches, the Green Club at the high school, and/or other youth programs to create a mental health resilience program

**Co-Benefits:**

- Stronger community resilience due to strengthening individual resilience
- Improved mental health for residents of all ages

**Tradeoffs:** None identified

**Responsible Party:** AntFarm Youth Services, Other Local Nonprofits, City Manager

**Relative Cost:** Low-Medium

**Effectiveness:** Medium

**Notes:** Cost is determined by the scope of the program and effectiveness requires partnering with local organizations. The City's role is as convener and there will be a need to ensure



language accessibility. Consider the programs offered by the International Transformational Resilience Coalition.

**Strategy:** Provide opportunities for youth to help and engage in the community to counter the growing pressure on younger generations due to all escalating hazards

**Actions:**

- Promote and expand existing efforts, such as AntFarm Youth Services
- Educate youth about changing conditions so they understand the challenge
- Connect with general education strategies at the Oregon Trail School District
- Create a youth committee in local government
- Consider creating a youth seat on City Council
- Provide resilience centered mental health services focused on addressing accelerating disruptions
- Engage parents to encourage community-mindedness and service with their children

**Co-Benefits:**

- Education of parents and family members in the process of educating the children
- Tangible results in the community inspire other residents
- Long-term civic engagement and development of future leaders
- Workforce development for careers needed to address the larger resilience challenge

**Tradeoffs:** None identified

**Responsible Party:** AntFarm Youth Services, Oregon Trail School District, Todos Juntos, City Manager

**Relative Cost:** Low

**Effectiveness:** Medium-High

**Strategy:** Attract more healthcare providers and services to strengthen the local healthcare system which will be overburdened by heat, smoke, extreme events, and in-migration

**Actions:**

- Identify potential sites and develop a 24/7 urgent care facility, possibly using incentives
- Expand existing services at Adventist Health or develop alternative facilities
- Create community paramedic program to reduce non-emergency use of emergency services
- Attract more Emergency Medical Technicians and transportation providers based in the area

**Co-Benefits:**

- Improvement of general public health

- Removal of barriers to seeking healthcare

**Tradeoffs:**

- Competition with existing facilities may create conflict

**Responsible Party:** Economic Development Department, Clackamas County Health Department

**Relative Cost:** Medium

**Effectiveness:** High

**Notes:** Incentives will increase cost. Developers need to be able to cover their costs to build a facility and recruiting healthcare businesses is difficult without population size to support it, so an initial assessment showing the demand is, or will soon be, in Sandy may be an important first step.

**Strategy:** Encourage local food production to address food insecurity due to disrupted supply chains, wildfire, drought, and floods

**Actions:**

- Encourage residents to grow extra food for community food distribution programs
- Expand community gardens
- Expand farmers markets in size and/or duration
- Host at-home gardening education workshops

**Co-Benefits:**

- Improved health for residents
- Stronger community relationships
- Improves resilience and preparedness, particularly if combined with food preservation and storage education
- Supports pollinators

**Tradeoffs:**

- Increased water use during the summer when supplies will be lowest
- Changing conditions, especially extreme heat, may affect the growing season

**Responsible Party:** Parks and Recreation Department (community gardens), OSU Extension Service (education), Oregon Trail School District (community gardens), Ant Farm Youth Services (farmers market), Library (seed giveaway)

**Relative Cost:** Low

**Effectiveness:** Medium-High

**Notes:** It would be helpful to include teaching about new recipes and how to use/cook locally grown food. Due to existing clay soils, some areas of town may need help with soil amendments to facilitate successful food production.

**Strategy:** Work with Clackamas County and community organizations to educate employers and employees (especially outdoor workers) about protection during heat events

**Actions:**

- Enforce Occupational Safety and Health Agency (OSHA) guidelines
- Develop alternative work schedules to avoid/mitigate the hottest time of the day
- Identify point-person to address questions from employers and employees
- Develop materials with consideration for different levels of messaging, and identify appropriate communication channels

**Co-Benefits:**

- Decreased hospital visits
- Safe employment practices within Sandy for employers
- Greater accountability for health outcomes

**Tradeoffs:**

- Possible feeling of government overreach
- Possible negative impacts to work/life balance with new schedules

**Responsible Party:** Economic Development Department, Sandy Area Chamber of Commerce, Occupational Safety and Health Administration

**Relative Cost:** Low

**Effectiveness:** Medium-High

**Notes:** An education program for employers and outdoor workers about extreme heat may be combined with wildfire smoke program to leverage resources. The City of Sandy could consider leading this effort by using the program related to its own outdoor workers.

**Strategy:** Work with Clackamas County and community organizations to educate residents about how to stay safe during extreme heat events

**Actions:**

- Develop materials and key messaging, including translation of materials into other languages spoken in Sandy
- Identify organizational roles, point people, and communication channels in the community to share information when extreme heat is predicted

**Co-Benefits:**



- Relationship building
- Broader education and buy-in
- Leadership opportunities for residents and organizations

**Tradeoffs:**

- Management of the system and updating of information will take time
- Too many different audiences to effectively communicate to all of them
- Overburdening of community organizations

**Responsible Party:** Clackamas County Health Department, City Manager, local healthcare providers, community organizations, and business owners

**Relative Cost:** Low

**Effectiveness:** Medium

**Notes:** Cost reflects not re-inventing the wheel and instead relying on existing information and materials. Consider PublicAlerts.org.

## Economic Development

**Strategy:** Work with the Sandy Area Chamber of Commerce and the Mt. Hood Economic Alliance to diversify recreational offerings to avoid a reduction in the recreation/tourist economy due to snowpack loss

**Actions:**

- Build a better transit hub and support SAM to access recreation opportunities
- Ensure City of Sandy representation in ski area expansion efforts
- Market recreation offerings
- Implement Public Transit Master Plan

**Co-Benefits:**

- Maintained revenue for City services
- More recreation opportunities
- Improved traffic management
- More revenue for the forest service and other government agencies

**Tradeoffs:**

- Maintaining or improving recreational economy means more traffic and greater greenhouse gas emissions and larger human impacts on forests and other natural areas.

**Responsible Party:** Economic Development Department, Parks and Recreation Department, Public Works Department

**Relative Cost:** Low

**Effectiveness:** Medium

**Strategy:** Work with partner nurseries to support agriculture operations in adapting to hotter, drier summer and fall seasons with less available water

**Actions:**

- Identify and leverage agriculture focused partnerships
- Survey nurseries to understand needs of agricultural sector
- Develop toolbox of solutions (new crops, etc.) that will help local agricultural producers adapt to changing conditions
- Provide incentives for nurseries to grow and sell more plants that are better suited to future growing conditions

**Co-Benefits:**

- Stronger local economy, including Farmers Markets
- City infrastructure needs supported and decreased strain on existing systems
- City will be more efficient and can leverage more grant opportunities

**Tradeoffs:**

- Potential for inappropriate scaling of operations and preferential crop and business treatment
- Potential oversaturation of market of agriculture/nursery businesses

**Responsible Party:** Economic Development Department, Public Works Department, Cooperative Extension Service

**Relative Cost:** Low

**Effectiveness:** High

**Notes:** City support is seasonal (effluent is discharged to nurseries in the summer).

**Strategy:** Refocus tourist season later into fall and/or earlier into spring to accommodate increasing heat, wildfire, and smoke

**Actions:**

- Invest in off-season activities and infrastructure
- Communicate relevant seasonal shifts to Destination Marketing Organizations that serve Sandy
- Partner with ski resort, outdoor recreation outfitters, and also with local organizations that can organize community festivals in shoulder seasons

**Co-Benefits:**

- Diversification of businesses

- Reduction in water use due to a lower number of people in town during the late summer when water supplies are lowest
- Increased livability for Sandy residents by balancing the tourist seasons
- Increased revenue for vacation rentals and other visitor economy businesses in the shoulder seasons

**Tradeoffs:**

- Potential for shifts in the timing of the need for seasonal workers could disrupt local economic systems that are attuned to the current schedule.

**Responsible Party:** Economic Development Department, Sandy Area Chamber of Commerce, Travel Oregon

**Relative Cost:** High

**Effectiveness:** High

**Notes:** Consider a possible increase in vacation rentals and potential for inequitable impacts to the community, particularly if additional effort in this area simply increases the tourist economy rather than shifting the focus in terms of the late summer season.

**Strategy:** Work with the Sandy Area Chamber of Commerce to help businesses weatherize their structures and take action to reduce insurance premiums where possible to address higher utility and insurance costs for businesses due to all hazards

**Actions:**

- Share information about weatherization programs with local businesses and provide application assistance
- Offer educational materials about how local businesses can take actions that will protect the insurability of their structures and address premium increases

**Co-Benefits:**

- Reduced draw on power grid
- Reduced energy costs for businesses

**Tradeoffs:**

- Costs must often be frontloaded by the business, even if there are incentives available
- Physical improvements can disrupt business operations

**Responsible Party:** Sandy area Chamber of Commerce, Economic Development Department

**Relative Cost:** Medium

**Effectiveness:** High



**Notes:** Costs are low for education, and higher for actual improvements. The Inflation Reduction Act provides many incentives for increasing energy efficiency and electrification that could be useful for a program like this.

## Housing

**Strategy:** Encourage construction of workforce housing to address loss of community identity caused by the loss of middle-income and lower-income residents due to increased cost of housing caused by in-migration

### Actions:

- Create a housing production strategy as required by HB 2003
- Update zoning and development standards to incentivize development of workforce housing
- Update System Development Charges and tax policies
- Inventory City-owned property and partner with housing nonprofits to build subsidized housing for local workers, such as teachers, city employees, and seasonal farm workers
- Provide incentives to landlords and property owners to provide lower cost rentals

### Co-Benefits:

- Businesses have the workers they need, which strengthens the local economy and labor force
- Reduced transportation costs, congestion, and greenhouse gas emissions due to less commuting in and out of Sandy
- Stronger community connection as workers can live in the community and are more invested in Sandy
- Reduction in homelessness
- Young families can access starter homes and elderly residents can age in place

### Tradeoffs:

- Limited land availability for single-family housing construction
- Negative affect on City revenues as incentives needed to encourage affordable development may offset tax and fee revenue for some period of time
- Greater demand for public services
- Increased density may impact other efforts related to wildfire and threaten the small town feel of Sandy if not done thoughtfully

**Responsible Party:** Development Services Department

**Relative Cost:** Medium

**Effectiveness:** High

**Notes:** Cost are generally low (mostly staff time) for policy changes, but high for housing development. The City of Sandy will need to educate and engage the community to avoid

neighborhood concerns around the development projects and will likely need to obtain state support to address infrastructure capacity needs. There is significant funding through the Bipartisan Infrastructure Law at the federal level and state funding coming available over the next several years that may be leveraged to address infrastructure needs.



# CITY COUNCIL MEETING

Monday, May 06, 2024 at 6:00 PM  
Sandy City Hall and via Zoom

## MINUTES

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### WORK SESSION – 6:00 PM

#### 1. System Development Charge Update Discussion

The City Manager summarized the staff report, which was included in the agenda packet along with presentation slides from staff and the City's consultant, FCS Group.

The initial presentation delivered by the City Manager contained the following information:

- Answers to previous Council requests for SDC information
- Overview of the SDC cycle
- Rationale for updating Transportation SDCs at this time
- History of previous SDC updates for all utilities

The Council asked how quickly water and wastewater SDCs can be updated, both of which are important priorities for the City. It was also noted that stormwater SDCs need to be established.

FCS Group then delivered their section of the presentation, focusing on the proposed Transportation SDC methodology. They noted that the Council can adopt a methodology that establishes a maximum defensible SDC amount, but that rates can be set lower if desired to generate greater flexibility for the City.

Council discussion ensued on the following issues:

- Explanation of the meaning of financially constrained projects
- Explanation of the calculated SDC eligibility percentage for each project
- Discussion of the projects that would fall under a Safe Routes to School grant
- Explanation for the projects showing 0% eligibility; discussion of the consideration of whether a project adds capacity to the system
- Discussion of when and why projects are taken off the list
- Reminder that reimbursement fees can be applied generally
- Explanation of the change in the calculated multifamily rates since the last work session
- Desire to receive information on how recently data was collected on SDC rates for comparison cities
- Note that project cost estimates refer to those included in the TSP document; cost estimates can be amended in the future



The City Manager then continued the presentation on the overall cost of permitting in Sandy.

Council discussion ensued on the following issues:

- Explanation for how rates are set for school excise taxes
- Note that permit fees are tied closely to costs of providing related services
- Recognition of the other costs incurred by developers, such as architect fees
- Concern that it appears as if the City prioritizes parks over other facilities
- Suggestion that not raising SDCs pushes costs onto current residents
- Suggestion that Transportation SDCs should be set at the same time as water and wastewater charges, in order to consider all needs holistically to ensure that the cost of permitting does not become unaffordable
- Concern about delaying raising the Transportation SDC
- Emphasis that the Council previously directed staff to bring all SDCs to the Council for adoption at the same time to allow for a holistic discussion
- Statement that raising SDCs places a burden on future residents and relieves a burden on current residents
- Suggestion to adopt the new methodology now and consider the new rate at a future date
- Reminder on the need to consider the implementation schedule for the Parks SDC, per the resolution adopted in 2023
- Suggestion that SDCs are primarily about who pays for the needed improvements
- Note that the parks project list has already been curtailed
- Recognition that SDCs can always be discounted to facilitate particular affordable housing projects in the future
- Recognition that in order to collect SDC revenue, development must occur; consideration of the risk of discouraging development by setting rates too high
- Note that some Sandy residents want to buy new homes in the same community, and would be impacted by higher SDCs; note that high SDCs could also prevent kids from being able to buy future homes in their community
- Recognition that development of new water and wastewater SDCs would take several more months; consent decree-related regulatory approvals make wastewater SDCs especially complicated to update
- Desire for information on the total cost of permitting for comparison cities when this issue is revisited
- Suggestion that SDCs can always be set and then lowered in the future
- Emphasis on the importance of being consistent and fair

At the conclusion of the discussion, the consensus of the Council was that staff should bring the Transportation SDC methodology back for adoption, keep the current Transportation SDC rate in place for now, and proceed with the Parks SDC rate increase as planned (though the matter may be revisited in the future). It was emphasized that Transportation SDCs should be set at the same time as water and wastewater SDCs, in order to consider all needs holistically to ensure that the cost of permitting does not become unaffordable

**REGULAR MEETING – 7:00 PM****PLEDGE OF ALLEGIANCE****ROLL CALL**PRESENT

Mayor Stan Pulliam  
 Council President Laurie Smallwood  
 Councilor Chris Mayton  
 Councilor Rich Sheldon  
 Councilor Kathleen Walker  
 Councilor Carl Exner  
 Councilor Don Hokanson

**CHANGES TO THE AGENDA**

(none)

**PUBLIC COMMENT (3-minute limit)**

Heather Michet: is concerned about the effort the change the Library District from a service district to a capital district; 45% of revenue for the District comes from residents of unincorporated areas and they deserve a say in decision making; the Library Advisory Board unanimously approved a letter stating their views on the matter that they wish to send to the County; the Board seeks Council approval to officially send the letter on behalf of the City

Kathleen Draine: unincorporated residents comprise 44% of the District's population and 45% of District revenue. Subtracting the more urban westside libraries, this figure increases to 66% of revenue. Unincorporated residents also contribute more per capita. The way this question is being referred by the Board of Commissioners is slanted. The purpose of the proposed letter is to put this question instead to the various library boards that have the expertise in these issues and that represent those with the highest stake in the matter.

Jack Frick: Was involved in the formation of the District; stated the original scope and intention of the District. Essentially this move by the County is a loophole to avoid going back to the voters to approve a change to the Master Order. Sandy is playing by the rules while others are not. The proposed change will mean less money for library functions and a tax increase will therefore eventually be necessary. This chance will also damage trust with the public. It is better to walk with truth than in falsehood.

**RESPONSE TO PREVIOUS COMMENTS**

(none)

**CONSENT AGENDA**

2. City Council Minutes: April 15, 2024
3. Final Amendment: Transit Operations Contract

4. Intergovernmental Agreement Amendment (Fiscal Year 2024): Mt. Hood Express
5. Intergovernmental Agreement Renewal (Fiscal Years 2025 & 2026): Mt. Hood Express
6. Scales Avenue Road Closure – Mount Hood Farmer’s Market (File No. 24-024 TEMP)
7. Noise Exception and Road Closure – Chainsaw Carving Event (File No. 24-011 TEMP and 24-012 TEMP)

The Council expressed thanks to the organizers of the chainsaw carving event and the organizers of the farmers market.

**MOTION: Adopt the consent agenda**

Motion made by Council President Smallwood, Seconded by Councilor Mayton.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Sheldon, Councilor Walker, Councilor Exner, Councilor Hokanson

**MOTION CARRIED: 7-0**

**NEW BUSINESS**

8. Project Update: Sandy Operations Center Expansion Design

The Transit Director summarized the staff report, which was included in the agenda packet. Presentation slides and schematics of the proposed design were also included in the packet. The Public Works Superintendent was also present to answer questions during the presentation.

Council discussion ensued on the following topics:

- Overview of the events that led to the current design effort
- Explanation of the ‘scope’ diagram
- Timeline of the design work up to this point
- Highlights of the space needs at the site, especially the constraints of the current building
- Reasons for the change from the original building addition design concept to the current proposal, which includes a remodel of the existing building and a new larger maintenance bay building
- Overview of the phased plan diagram and timeline
- Overview of the planned office space for Public Works
- Explanation of the 20-year planning horizon for the design
- Overview of the Maintenance Bay design document
- Discussion about the ceiling height of the second story
- Suggestion to include design for an elevator in the Maintenance Bay building
- Support for designing to accommodate future needs, rather than only the needs of today
- Discussion of potential grant opportunities for construction funding, as well as matching fund requirements



- Discussion of the future needs of SandyNet; possibilities for housing personnel on the second floor; possibilities for using these designs for a separate SandyNet building at the Operations Center site
- Discussion of the importance of planning for parking needs at the site.

At the conclusion of the discussion, the consensus of the Council was that the design project is proceeding in the right direction.

#### 9. Branding Package Approval: Action Sports Components of Cedar Park

The Parks and Recreation Director and Community/Senior Center Manager summarized the staff report, which was included in the agenda packet along with presentation slides and design concept illustrations.

Council discussion ensued on the following topics:

- Discussion of how the extent to which the design concepts confirm to the City's official branding and style guide
- Discussion of the style guide's alternative color palette
- Suggestion to make the word 'Sandy' larger in the logo, to convey a sense that it is the 'Sandy Base Camp' rather than simply 'Base Camp'
- Suggestion that the logo as currently configured is great and will appeal to youth
- Concern about changing the professionally made design
- Concern about the name of the action sports park being too long, especially as it is a facility located inside another park with a separate name; confidence that the action sports area will soon organically become known simply as 'Base Camp'
- Suggestion to trademark the name
- Discussion about the topographical lines in Option 2
- Suggestion that the Economic Development Advisory Board could have been consulted, as well as the broader community
- Praise for the work performed

#### **MOTION: Adopt Option #1 as the official name and branding package for the action sports components of Cedar Park**

Motion made by Council President Smallwood, Seconded by Councilor Hokanson.

Voting Yea: Mayor Pulliam, Council President Smallwood, Councilor Mayton, Councilor Sheldon, Councilor Exner, Councilor Hokanson

Voting Nay: Councilor Walker

#### **MOTION CARRIED: 6-1**

#### **REPORT FROM THE CITY MANAGER**

- New laptops in the Council Chambers
- Revised landscape maintenance contract will address medians and other areas of concern
- Upcoming with Oregon Regional Solutions on the City's infrastructure needs

- Traffic signal timing discussions are underway with ODOT
- Reminders on upcoming community events in May

## COMMITTEE / COUNCIL REPORTS

### Councilor Hokanson

- Suggestion to ensure the new computers are fully updated
- Praise for the work on the branding package
- Request to receive information regarding speed trailer data; suggestion to install permanent speed warning infrastructure in the downtown area
- Statement that the number of traffic signals does not correspond with the number of lanes at the intersection of 362<sup>nd</sup> Ave and Hwy 26, which is confusing to drivers

### Councilor Exner

- Statement that the right hand turn signal from 362<sup>nd</sup> onto Hwy 26 does not turn green at the appropriate time
- Praise for the speed trailer
- Desire to examine and discuss the Library Advisory Board's request

#### Related Council discussion:

- Concern about spending the City's political capital on this issue
- Concern about endangering the City's request for County funding support for the Hoodview Library's rent
- Note that LDAC will meet on May 20<sup>th</sup>; other cities are in support of the proposed change
- Suggestion that LDAC is the appropriate forum for the discussion
- Suggestion that unincorporated residents do have a voice on the LAB; residents can also appeal to the Board of County Commissioners
- Suggestion that this issue is outside the scope of the LAB
- Suggestion that the proposal will pass regardless of whether the LAB sends a letter
- Suggestion that the Council should support the LAB and allow them to send the letter in Hoodview's interest
- Recognition that the Council does not have consensus on this issue at this time
- Recap of recent Fire District Board meeting

### Councilor Walker

- Recap of recent pancake breakfast event and SOLVE cleanup
- Suggestion to reconvene the Homelessness Task Force to clarify roles and responsibilities for addressing encampments; concern about the length of time certain encampments have been allowed to exist
- Appreciation for the testimony on library issues

### Councilor Sheldon

- Agreement on the need to convene the Homelessness Task Force
- Agreement on the need to address Hwy 26 signal issues with ODOT

- Praise for the speed trailer

#### Council President Smallwood

- Recap of recent Economic Development Advisory Board meeting; early results for the retail market study are completed
- Note of improvements at the Bi-Mart property
- Praise for Code Enforcement staff

#### Councilor Mayton

- Planning Commission is working on proposed revisions to the Sign Code
- Planning Commission suggests amending the proposed land use approval extension ordinance to allow for two-year extensions
- Recap of the recent pancake breakfast event
- Recap of the recent event for Christine Drazan's campaign
- Suggestion to install Outlook on the Council computers

#### Mayor Pulliam

- Staff is arranging a work session with County staff to discuss vouchers being used to shelter individuals in the local hotel
- Note that AntFarm is no longer providing homeless services
- Concern about capacity to clean up encampments in the future
- Suggestion to meet to discuss the issue of urban renewal funds for the Fire District; recently held discussions on these matters with Bill Leslie
- Report that a tow truck recently was able to get around a stopped vehicle on the new Bell / 362<sup>nd</sup> road, despite the center median; the lane is 16 feet wide
- Appreciation for LAB members
- Suggestion to market Sandy as a bike town

### **STAFF UPDATES**

Monthly Reports: <https://reports.cityofsandy.com/>

### **ADJOURN**

### **EXECUTIVE SESSION**

The City Council met in executive session pursuant to ORS 192.660 (2)(f) & (2)(h)



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**Meeting Type:** City Council  
**Meeting Date:** May 20, 2024  
**From:** Jeff Aprati, Deputy City Manager  
**Subject:** 2024 Mountain Festival Requests for Street Closures, Exclusive Use of Meinig Park, and Exclusive Use of Centennial Plaza

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### DECISION TO BE MADE:

Whether to grant the closure and park use requests from the Sandy Mountain Festival and the Sandy Area Chamber of Commerce.

### BACKGROUND / CONTEXT:

These street closure and park exclusive use requests are routinely brought to the Council for approval each year.

### KEY CONSIDERATIONS / ANALYSIS:

The Sandy Mountain Festival requests exclusive use of Meinig Park during the 2024 Mountain Festival event; July 12th through July 14th, 2024.

The organization also requests the following street closures to facilitate various events:

- July 11th: 3:30 - 9:00 p.m. (parade line up)
  - Sunset St. between Towle Dr. and Bluff Rd.
  - Strawbridge Pkwy. between Tupper Rd. and Bluff Rd.
  - University Ave. between Hwy 26 and Sunset Ave.
  - The parade committee will maintain a one-way open lane for resident and emergency traffic. Around 6:00 p.m. they anticipate needing to close Bluff Rd. between Sandy Heights and Hwy 26 and Wolf Dr. between McCormick Dr. and Hwy 26
  
- July 13th - July 14th (performer parking and ADA parking)
  - Request to control street parking on McCormick Ave. between Wolf Dr. and the entrance to Meinig Park, and some spaces on Kimberly Ct.
  
- July 14<sup>th</sup>: 5:00 p.m. – 9:00 p.m.
  - Meinig Ave. between Barker Ct. and Hwy 211

The Sandy Area Chamber of Commerce requests the use of Centennial Plaza during the 2024 Music Fair & Fest event; July 9<sup>th</sup> through July 15<sup>th</sup>. In addition, the request seeks approval for the use of amplified sound equipment, as well as the sale of alcohol on City property.

The organization also request the following street closure to facilitate the event:

- July 10<sup>th</sup> - July 15<sup>th</sup>
  - Hoffman Ave. between Pioneer Blvd. and Proctor Blvd.

**RECOMMENDATION:**

Grant the request of the Sandy Mountain Festival organization for street closures as detailed above, and for exclusive use of Meinig Park, during the 2024 Mountain Festival event. Grant the request of the Sandy Area Chamber of Commerce for use of Centennial Plaza, and for street closure as detailed above, during the 2024 Music Fair and Feast event.

**SUGGESTED MOTION LANGUAGE:**

"I move to grant the requests submitted by the Sandy Mountain Festival and Sandy Area Chamber of Commerce for street closures as detailed in the staff report, for exclusive use of Meinig Park during the 2024 Mountain Festival event, and for use of Centennial Plaza during the 2024 Music Fair and Feast event."

**LIST OF ATTACHMENTS / EXHIBITS:**

- Letter from Sandy Mountain Festival Vice President: April 22, 2024
- Letter from Sandy Area Chamber of Commerce Executive Director, May 14, 2024

## MEMORANDUM

TO: CITY COUNCIL, CITY OF SANDY  
FROM: KEVIN CAPELLE, VICE PRESIDENT SANDY MOUNTAIN FESTIVAL  
SUBJECT: USE OF MEINIG PARK AND ROAD CLOSURE REQUEST  
DATE: 4-22-24

The Sandy Mountain Festival is requesting official authorization for exclusive use of Meinig Memorial Park for this year's festival. The request would begin at 9:00am Friday July 12<sup>th</sup> and run through the close on July 14<sup>th</sup>.

The committee is also requesting the following streets closure for festival 2024

July 11<sup>th</sup> 3:30pm to 9:00pm for the parade line up the following closures are requested

Sunset Ave. Closed between Towel Dr. and Bluff Rd.

Strawbridge Parkway between Tupper Rd. and Bluff Rd.

University Ave. between HWY26 and Sunset Ave.

The parade committee will maintain a one way open lane for residents and emergency traffic. At or around 6:00pm we will need to close bluff Rd. between Sandy Heights and HWY26 and as well as Wolf Dr. between McCormick Dr. and HWY26.

July 13<sup>th</sup> and 14<sup>th</sup> the Sandy Mountain Festival committee requests to control the street parking on McCormick Ave. between Wolf Dr. and the entrance to Meinig Park as well as some spaces on Kimberly Ct. In the past we've used this for handicap parking and parking for performers on the front and back stages.

July 14<sup>th</sup> 5:00pm to 9:00pm close Meinig Ave. between Baker Ct. and HWY211

Thank you for your assistance in this request. If you have any question, please call me at 503-680-4590





May 14, 2024

City of Sandy  
Kelly O'Neil  
39250 Pioneer Blvd.  
Sandy, OR 97055

To Whom It May Concern:

On behalf of the Sandy Area Chamber of Commerce, please consider this letter the formal request for use of the Sandy Centennial Plaza and street closure from Hoffman to Pioneer, for the duration of the Annual Sandy Music Fair and Feast.

This event will take place from Thursday, July 11 through Saturday, July 13, 2024. We are planning set-up to start Tuesday, July 9th and will finish tear-down and cleanup of the event on Monday, July 15, 2024.

We are requesting public works to please place street closure barriers at the end of workday on Friday, July 5<sup>th</sup>, 2024, barriers will not go up on Friday, I will move the barriers in place in the evening of Sunday, July 7<sup>th</sup> to the parking space where the stage is placed. The stage will be delivered on Monday morning, July 8<sup>th</sup>. The Transit Department will still have access to the street and transit center through Tuesday, July 9<sup>th</sup>. Total street closure will be Wednesday, July 10<sup>th</sup> and we will open the road back up at the end of the workday on Monday, July 15<sup>th</sup> after all the equipment is removed and we have cleaned the street, the plaza, and surrounding areas.

SACC is also asking for approval of the sale of alcohol on City property and the use of amplified sound equipment at Centennial Plaza for the Music Fair & Feast as well. We will complete and submit the appropriate forms for this request. OLCC license is in the works. We will also forward certificate of insurance upon receiving it from our agent.

If you have any questions, please don't hesitate to call me at (503)-668-4006.

Sincerely,

Khrys Jones  
Executive Director  
Sandy Area Chamber of Commerce and Business Resource Center

cc: Sandy Police Department  
Sandy Transit  
Public Works  
City Manager  
Planning Department

### Timeline

- Friday, July 5<sup>th</sup> – Public Works leave street barriers at Hoffman
- Sunday, July 7<sup>th</sup> - After bus runs are complete for the day – SACC will move barriers into parking spaces on the south end of Hoffman, for the stage. North side parking spaces will be open
- Monday, July 8<sup>th</sup> – Stage will arrive and be placed at the south side of Hoffman
- Monday, July 8<sup>th</sup> – Fencing will go up, but road will be open
- Wednesday, July 10<sup>th</sup> – Hoffman closed
- Monday, July 15<sup>th</sup> - by close of business, Hoffman opened back up



# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** May 20<sup>th</sup>, 2024  
**From:** David Snider, Economic Development Manager  
**Subject:** Funding Request: Sandy Historical Museum

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**DECISION TO BE MADE:**

Whether to approve funding assistance for the Sandy Historical Museum.

**PURPOSE / OBJECTIVE:**

To provide the Sandy Historical Museum with funding assistance for student interns to help with tourism-related functions.

**BACKGROUND / CONTEXT:**

At the conclusion of the review of the Special Service Contract Program (SSCP) applications for the current biennium at the September 18<sup>th</sup>, 2023 City Council meeting, members of the Council expressed a desire to consider the SSCP applications for the Sandy Area Chamber of Commerce (SACC) and the Sandy Historical Museum separately from the rest of the SSCP applications.

Following that direction, two additional meetings took place: a February 5<sup>th</sup> City Council work session and an additional discussion on April 5<sup>th</sup> with Mayor Pulliam and Councilors Walker and Sheldon, where it was emphasized that area tourism promotion should be a direct focus and expected outcome of these proposed funding enhancements. Both organizations agreed that expanding and promoting tourism in the area would be a primary focus of future activities.

The Sandy Historical Museum has been submitting applications through the SSCP to receive City funding assistance to hire student interns since the 2017-2019 biennium. This increase in staffing has improved the capacities of museum staff in a number of areas, with one of the primary areas of improvement being visitor services support. It has also provided new internship opportunities for Sandy's youth in the tourism industry, which has led to at least one of their interns expressing a desire to return to east Clackamas County to work full-time in the industry once they complete college. Most importantly, it has reinvigorated the Sandy Historical Museum by injecting young people into an organization that had traditionally been staffed by older volunteers, providing new perspectives, technical expertise and an abundance of energy.



**KEY CONSIDERATIONS / ANALYSIS:**

The funding received through the SSCP over the last three biennia has been enough to provide the Museum with two part-time student internships per year at the state's minimum wage. Museum administration believes this funding supplement provides an adequate level of staffing for the organization and would like to continue at this level for the foreseeable future.

In the future City staff will continue conversations with the Museum regarding ways in which their organization can supplement community efforts to enhance tourism in Sandy.

**BUDGET IMPACT:**

The amount of the Museum's request for this budget period is **\$14,713.60**, which is consistent with the SSCP funding application originally submitted in 2023 (attached for reference).

**SUGGESTED MOTION LANGUAGE:**

"I move to approve the funding request from the Sandy Historical Museum, as included in the agenda packet."

**LIST OF ATTACHMENTS / EXHIBITS:**

- 23-25 SSCP application - Sandy Historical Museum

## Special Service Contract Program 2023–2025 Biennium

### Description of Proposed Program:

Sandy Historical Society, Inc. would like to apply, once again, for participation in the City of Sandy's SSCP for the 2023–2025 biennium. In the SSCP (2017–2019), the City's goal was to promote the creation of youth programs and encourage the growth of tourism. The Sandy Historical Society currently operates the Sandy Visitor's Center thanks to a previous grant from the City of Sandy. We would like to continue to partner with the city by offering an ongoing Tourism/Historical local youth internship. This internship promotes job skills and work experience for the selected youth of Sandy. It also provides a positive image and education to visitors and tourists.

We have welcomed 18 youth interns into our program since it started in 2017 and continue to train three at this time. The goals and details of the existing program can be found in Appendix A (pages 2–3).

### Need for the SSCP:

The volume of visitors/tourists seeking information about what Sandy has to offer has steadily increased to the point that the weekend staff needs to be two people. The youth interns have provided the assistance needed on weekends especially since our visitor growth has been increasing yearly. Last year our visitors that signed the guestbook were 1,923, with many more getting visitor information who do not sign the guestbook.

### Funding and Proposed Budget:

The Sandy Historical Society, Inc. and Museum is asking the City of Sandy to provide funds in the amount of \$14,713.60 (see attached Appendix C (page 6) for 3 part-time youth intern positions that total 6 hours per week. The minimum wage rate for the City of Sandy per the State of Oregon is \$14.20 hr. which started July 01, 2023, and will increase to \$15.45 on July 1, 2024.

The museum will fund \$19,849.72 by providing knowledgeable staff supervision and training of the youth interns throughout the program. One intern works each Saturday as they are active in school and other activities. We have them work at our events, which

include our Antiques, Collectibles, Fabric and Book sale, the Trick or Treat Trail, our Artisan's Bazaar, the City of Sandy Tree Lighting open house and our Sandy Mt. Festival Corn Booth. The partnership between the City of Sandy and the Sandy Historical Museum has been beneficial to each of us and an extrinsic value to the community since 2017.

See the attached letter concerning our financial statements (Appendix D, page 7). The Sandy Historical Society, Inc. has been a 501(C)3 tax exempt organization since 1971, Employer ID number 93-6031823 (see attached letter of proof Appendix E, (page 8).

### In Closing:

An active core operational group of 7-12 people operate the Visitor Center 5 days a week. We are continually answering questions from visitors about places to visit, where to find restaurants, gas and other local services and products. We have a TV monitor in the lobby that advertises local businesses. Our focus includes sharing the history of the Sandy area and its businesses and services. Promoting Sandy is our goal, and we continue to need the help of the Youth Intern Program to serve the visitors.

The Sandy Museum can accomplish a Sandy city council goal, meet community needs and provide a public benefit to all visitors. The interns in the program will gain valuable job skills and experience with working with the public, computer and sales skills as well as acquire knowledge of Sandy's pioneer history and the preservation of artifacts.

The Sandy Museum does not have a dedicated source of income and depends on fundraisers, memberships, gift shop sales and donations. Without the funds provided by the SSCP for the Youth Intern program, the museum might have to reduce their hours as many volunteers do not prefer to work on weekends. Volunteers typically help with projects, archiving, exhibits and fundraisers which our Youth Interns will also assist with.

### Appendix A: Summary of Existing Program

To meet the Sandy City Councils' goals of ongoing youth programs and opportunities, the Sandy Museum has created part-time youth positions, one intern each Saturdays from 10 am-4 pm (6 hours), during which the youth interns will be mentored by knowledgeable museum staff in job skills such as: greeting and assisting visitors in the Sandy Visitors' center, assisting with retail sales in the gift shop, archiving artifacts, conducting historical tours of the museum and computer skills for accessioning historic objects and ephemera. See attached "Weekend Intern Training" (page 9) for additional job training opportunities.



Currently we are open Tuesdays through Saturdays. We are planning to open on Sundays, with an additional staff member, from June through August, starting next year that will require an additional staff member which would be one of our interns.

The Youth Interns will be required to work the weekends when the museum is open. On snow days or days of inclement weather or when the museum does close due to other factors, the interns will be notified by the responsible staff member who makes the closure decision.

Youth applicant criteria:

- 16–19 years of age.
- Currently enrolled at one of the Oregon Trail Schools, or homeschooled, lives in the area, and demonstrates regular attendance and punctuality.
- Demonstrates ability to effectively communicate and work as part of a team with a variety of personalities.
- Interested in history and learning new job skills.
- Has ability to take direction and follow through with tasks efficiently.
- Has some basic familiarity with computers.
- Will respond to visitor questions in a concise and enthusiastic manner.
- Has the ability to commit to the entire term of employment of 6–12 months.

Physical requirements would require periods of standing, frequent walking indoors, repeated bending, crouching, stooping, stretching, or reaching; ability to lift objects up to 20 pounds occasionally.

**Intern Application Process:** Youths interested in these positions would submit a letter describing:

1. What year of school and school attending.
2. Why you would like museum experience.
3. What job skills you are particularly eager to learn.
4. How you hope this internship will help you toward gaining skills for a future career.

They are to include two letters of recommendation, one from a teacher and one from an unrelated adult.

## Appendix B: Tourism–Historical Intern Program Summary

Article written April 21, 2019, by volunteer David Nelson

What do the City of Sandy and the Sandy Historical Society have in common? High School Interns! If you happen to spend some time touring the museum on a weekend, you will have an opportunity to meet one of the three interns as they happily take on whatever task assigned by their Student Intern Coordinator, Cathy Crownover.

The two–year grant, which must be renewed in 2019, provides funding for the student interns to work weekends, learning about all things historical. But, as the older volunteers have discovered, these energetic interns came with great ideas and never–ending stamina.

“We have gained a lot of these kids,” Crownover said. “They always seem to have ideas that will make our work easier or more streamlined. It’s amazing to work with them. I can give them a boring repetitive job and they either just whiz through it or have an idea of how to do it better. I love working with them.”

So far, six students have participated in the internship program with three currently working.

“The generous funding from the City of Sandy has been a godsend for us and for the students,” said Ann Marie Amstad, Museum Director and Volunteer Coordinator. “From the beginning, as a direct result of the intern’s help, we’ve not only seen our workload decrease, but we’ve also seen the students gain confidence as they interact with volunteers and visitors.

“We requested a two–year grant for three students working at minimum wage. The funding expires June 2019. We are hoping to renew the funding because we’ve seen direct results of positive change in the intern’s lives and ours. This experience has truly been a win/win.

According to Yolanda Sanchez, 18, who is in her second year at the museum, “I was expecting the job to be sitting at a desk but it’s not really because I get to interact with people one on one. I’ve helped people who’ve come from across the country (some used to live here) find information about their family histories. I think that’s really neat.”

“Working with older people gives me a different perspective. In school you’re surrounded by people your own age and when you work here, you’re surrounded by people with different perspectives than you and I really like that. Working here has helped me understand older people because they tell me stories of how things were when they were my age. I like it here.”

Another beneficiary of Yolanda’s internship at the museum is 16-year-old, Alejandra Ortega, a fellow student at Sandy High School. “Last year, my friend, Yolanda, told me that the museum had an internship position available, and I have been considering looking for a job (my first). Last summer I came to the museum to look around and decided I wanted to be involved so I volunteered at the Annual Tree Lighting children’s craft activity and thought it was fun. That was the day I brought my completed application to Ann Marie.”

“In the beginning I thought the work would be routine but it’s not like that at all. You get to do different things and meet lots of people. You learn about the lives of people here and they become like family. It’s a very relaxed work environment.”

“I feel like I’m able to help by doing the books (cutting and pasting newspaper articles into binders) which allow other volunteers to do their specialties rather than working on this routine job. Sometimes I help with inventory for the same reason. As long as the city grant is in place, I hope to work here until the end of my senior year in 2020.”

The newest intern is Liz Corona, 16, whose first day was April 13, 2019. “I came in after school and got the application, filled it out and they accepted me. Today is my first day. I will be working Saturdays and some Sundays. They told me I would be working at the front desk and helping with computers. I like being around older people. My mom used to work at a retirement home, and I got to help. I help my aunt with community service at our church a lot. I need a job and I want to experience working at the museum.”

This grant would directly benefit both high school students and the Sandy Historical Society Museum which will continue to prove a worthwhile taxpayer expense if renewed this year.

**Appendix C Museum Youth Internship Program Budget (page 6)**

**Appendix D Sandy Historical Society, Inc. letter concerning our 2022 Financial Statements (page 7)**

**Appendix E 501(c)3 Tax Exempt Status (page 8)**

**Appendix F Weekend intern training (page 9)**



C

Sandy Historical Society Inc  
Requested grant funding

	07/01-12/31/2023	01/01-6/30/2024	07/01-12/31/2024	01/01-12/31/2025	Total grant requested
Intern working hours:					
Saturdays, 6 hrs per week shift	156	156	156	156	624
Sundays, 4 hrs per week shift *	56		56		112
Annual events **	18	72	18	72	180
Total hours	230	228	230	228	916
Hourly payrate thru 06/30/2023	14.20	14.20	15.45	15.45	
Interns gross payroll, 6 hrs shift	2215.20	2215.20	2410.20	2410.20	9250.80
Interns gross payroll, 4 hrs shift	795.20		865.20		1660.40
Annual events	255.60	1022.40	278.10	1112.40	2668.50
Gross payroll	3266.00	3237.60	3553.50	3522.60	13579.70
Employer intern payroll tax expense:					
Social Security	202.49	200.73	220.32	218.40	841.94
Medicare	47.36	46.95	51.53	51.08	196.91
Oregon SUTA	22.86	22.66	24.87	24.66	95.06
Total employer payroll tax expense	272.71	270.34	296.72	294.14	1133.90
Total requested grant funds	3538.71	3507.94	3850.22	3816.74	14713.60
SHS inc gross training staff payroll based on total hours above	4600.00	4560.00	4600.00	4560.00	18320.00
SHS inc training staff employer payroll tax expense	384.10	380.76	384.10	380.76	1529.72
Total training staff funded by SHS Inc	4984.10	4940.76	4984.10	4940.76	19849.72

\* 14 Sundays @ 4 hrs shift June 03-Sept 02, 2023  
14 Sundays @ 4 hrs shift June 01-August 31, 2024

\*\* Antiques/collectibles sales, Trick or Treat Trail, Artisans Bazaar, tree lighting, Sandy Mtn Festival corn booth

Page 6



**Sandy Historical Society, Inc.**

*"Where History Never Gets Old"*

August 22, 2023

City of Sandy  
39250 Pioneer Boulevard  
Sandy, OR 97055

Attention: David Snider, Economic Development Manager

Dear David:

Sandy Historical Society Inc (locally referred to as the Sandy museum) is submitting this application for the City of Sandy's Special Service Contract Program 2-year grant period of July 01, 2023 through June 30, 2025.

We are unable at this time to submit our 2022 financial statements as requested to accompany this grant request because we have discovered hardware and software issues in our networked computer system. We are currently working to resolve these issues and will be able to provide timely financial statements within the next 2-3 months.

In the interim, we can provide our banking and proof of our financial stability and that SHS Inc has not incurred any long-term debt since we submitted our 2020 profit and loss statement with the last SSCP grant application. Please don't hesitate to contact Ann Marie Amstad, SHS Inc Board Secretary, if you require further clarification of this matter.

Respectfully submitted,

*Ann Marie Amstad*

Ann Marie Amstad, SHS Inc Board Secretary

Enclosures

39345 Pioneer Blvd., P.O. Box 652, Sandy, Oregon 97055

[www.sandyhistory.com](http://www.sandyhistory.com)

(503) 668-3378

[sandyhistorical@sandyhistory.com](mailto:sandyhistorical@sandyhistory.com)

CINCINNATI OH 45999-0038

In reply refer to: 024857 Item # 4.  
Sep. 05, 2012 LTR 147C  
93-6031823 000000 00  
00002455  
BODC: TE

SANDY HISTORICAL SOCIETY INC  
PO BOX 652  
SANDY OR 97055-0652



20576

Employer Identification Number: 93-6031823

Dear Taxpayer:

Thank you for your inquiry of Aug. 24, 2012.

Your Employer Identification Number (EIN) is 93-6031823. Please keep this letter in your permanent records. Enter your name and EIN on all federal business tax returns and on related correspondence.

If you need forms, schedules, or publications, you can obtain them by visiting the IRS web site at [www.irs.gov](http://www.irs.gov) or by calling toll free at 1-800-TAX-FORM (1-800-829-3676).

Please call our toll-free telephone number at 1-800-829-4933 with any questions you may have.

You also can write to us at the address shown at the top of this letter's first page.

When you write to us, please attach this letter and, in the spaces below, give us your telephone number with the hours we can reach you in case we need more information. You also may want to keep a copy of this letter for your records.

Telephone Number ( ) \_\_\_\_\_ Hours \_\_\_\_\_

We apologize for any inconvenience we may have caused you, and thank you for your cooperation.



## Weekend Intern Training

1. Be on time to open the museum on Saturdays at 10 am and Sundays at 12 noon and work until 4 pm.
2. Help turn on lights, open signs and turn on TV slide show in lobby.
3. Place donation box by guest book.
4. Give a warm welcome and tour to any visitors that come in our doors.
5. Give visitors information as needed which can include pamphlets, maps and places to visit.
6. Introduce museum visitors to the 3 focuses in the main exhibit hall (the Barlow Road section of the Oregon Trail, 100 years of logging and historic families, schools and businesses) and the library, resource center and family life in the upstairs exhibit hall.
7. Ask all guests to sign the guest book and thank them for coming to visit.
8. Demonstrate the player piano in the entry way for the visitors that are interested (especially children).
9. Learn to use the Point of Sale cash register from staff members, which will include scanning, using the credit card machine, printing receipts, making change and bagging and packaging the sale items.
10. Give a 20% discount to Sandy Historical members but not on consignments (pink of sales tag).
11. Answer the telephone "Sandy Historical Museum & Visitor Center, May I help you?", answer questions, transfer calls and take messages if necessary.
12. Work on projects that are given by staff members.
13. Work on the front desk as needed.
14. Closing the museum:
  - a. Help turn off lights and signs.
  - b. Put the donation box in the office.
  - c. Assist staff with any other closing procedure.
15. Fill out and turn in time sheet at the end of the month, adding signature at the bottom.

### Projects and jobs:

- A. Newspaper articles are to be trimmed, glued to white paper and put into sheet protectors then placed by category into the long hanging file cabinet (2<sup>nd</sup> drawer) in the office.
- B. Newspaper obituaries should be trimmed, glued to a single sheet of white paper and put in the green folder at the right end of the counter.
- C. Jobs with directions are found in the bottom drawer of the long filing cabinet in the office. There are typing jobs such as Tables of Contents for 3 ring notebooks or scrapbooks or transcribing handwritten or faint mimeographed pages on the computer in the office. Print the results.
- D. Learn how to input objects and books into the PastPerfect archiving program on the laptop in the office. These will be found in the bottom long filing cabinet drawer in the office.
- E. Assisting with the production of our quarterly newsletter "Buckboard Tales" as needed.
- F. Cleaning (as needed and directed by staff) such as dusting the gift shop area, vacuuming lobby rugs, carpets in each exhibit area and stairs, dust mopping the wood floors in the gift shop area and entryway tile floor. Empty waste baskets, take out the trash and recycling.

Assist with seasonal events: All interns are permitted to work at these events.

- A. Help set up and assist at our annual Antiques, Collectibles & Fabric Sale on a Saturday in September.
- B. Dress up and give candy for the Trick or Treat Trail on the Saturday before Halloween with other Sandy merchants.
- C. Help set up and assist at our Artisan's Bazaar the Saturday before Thanksgiving.
- D. Help at the Sandy Tree Lighting event the first Friday in December from 5 to 8 pm helping staff the children's craft area in our meeting room.
- E. Work at the Sandy Mt. Festival Corn booth on the second weekend in July, Saturday and Sunday.
- F. Help at any other event or fundraiser as needed.



## STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** May 20, 2024  
**From:** Kelly O'Neill Jr., Development Services Director  
**Subject:** Ordinance 2024-09: Land Use Approval Extension Ordinance (File No. 24-020)

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### DECISION TO BE MADE:

Whether to adopt an ordinance to allow land use approval extensions.

### BACKGROUND / CONTEXT:

In the interest of mitigating, to the extent possible, the impacts of the current sanitary sewer moratorium and consent decree on developments (for which applications for land use approval were submitted prior to the establishment of the initial moratorium, and which are currently approved), staff developed the proposed approval extension ordinance. Although the City is working diligently to address the underlying causes of the sanitary sewer moratoria, the ultimate duration of the moratoria remains unknown. The City recognizes that property owners who submitted applications for land use approval prior to the initial moratorium invested significant resources into those approvals and the land use approvals for several of these projects now run the risk of expiring.

It would be fair and equitable to allow for the extension of the expiration date of those land use approvals in order to allow those developments to proceed through construction to the extent possible under the consent decree and development moratoria. Allowing extension of such approvals will stimulate responsible and needed development activity in the city to the extent possible under the consent decree and moratoria, help address the state's current housing crisis, enable property owners to recoup their investments, and avoid the staff time necessary to review these projects again if land use approvals were to expire and if new approvals were required.

### KEY CONSIDERATIONS / ANALYSIS:

An owner whose property has received land use approval based on an application that was submitted prior to October 3, 2022 may apply for and be granted a one-year extension of the expiration date of such approval. If approved, one year will be added to the current expiration date of the land use approval. This extension is in addition to any other extension that may be available under the Sandy Municipal Code. The Development Services Director will review and approve an extension request pursuant to a Type I process under Sandy Municipal Code section [17.12.10](#).

On April 22, 2024, the Planning Commission held a legislative hearing, received public testimony, and discussed a few modifications to the ordinance that could be considered. Based on testimony it was the Planning Commission's understanding that some of the developments with approval may need a two-

year extension to satisfy their lenders and to construct the project. In response to the testimony and Planning Commission's stated desire to create an equitable and just process, staff provided a few options to allow developers to request a two-year extension. The Planning Commission liked the options as presented by staff and requested that staff and the City Attorney add an additional section to the draft ordinance for a two-year extension option.

### Two Ordinance Options

The 'unmodified' ordinance that was originally presented to the Planning Commission is the ordinance being presented in the legislative hearing, but staff and the City Attorney have prepared some modifications based on feedback from the Planning Commission which the City Council can consider. The modifications are in the 'alternative' ordinance and are in Section 2.

The modified 'alternative' ordinance includes the following:

The period of the extension described in Section 1 shall be two years rather than one year if requested by the applicant and the request meets at least one of the following additional criteria:

1. The applicant submits a letter from a third-party lender or other third-party source of project financing stating that an extension period of two years is necessary in order for the third party to agree to finance the development.
2. The land use approval is for a complex development, defined for purposes of this Section 2 as a development which will consume more than thirty (30) ERUs, calculated as set forth in the consent decree for the City of Sandy entered in the U.S. District Court for the District of Oregon on September 11, 2023, and based on:
  - a. For land use decisions where a specific number of ERUs can be calculated based on the terms and conditions of the approval (e.g. unit count, unit type, approved use), the number of ERUs so calculated.
  - b. For all other land use decisions, 1 ERU per lot or parcel, excluding lots and parcels which are dedicated or restricted to use as open space, common areas, water quality facilities, or similar.

Any land use approval which receives a two-year extension under this Section 2 shall be ineligible for modification under Section 17.90.80 of the City of Sandy Development Code for a period of three (3) years commencing on the date the extension application is submitted, unless such modification reduces the number of ERUs associated with the project, as calculated pursuant to this Section 2.

### Further Information

An application for extension will need to include a completed Land Use Application Form, payment of fees in the amount of \$530, and a written narrative. Notice of this proposed ordinance was provided to the Department of Land Conservation and Development on March 6, 2024, published in the Sandy Post on April 10, 2024, and staff also sent email notice to affected developers. As of publication of this staff report the City received one letter of support (Attachment A) for this extension ordinance. This extension ordinance is a legislative amendment and has been reviewed for conformance to its applicable Statewide Planning goals as included in the ordinance findings, including Goals 1, 2, 10, 11, and 12.



**RECOMMENDATION:**

Staff recommends that the City Council review Ordinance No. 2024-09 and the associated findings, conduct a legislative public hearing, and adopt the ordinance.

If the City Council wishes to include the modifications from Section 2 of the 'alternative' ordinance (the two year extension ), then the City Council could include the addition of Section 2 in the motion to approve the reading of the ordinance.

**SUGGESTED MOTION LANGUAGE:**

"I move to approve the first reading of Ordinance 2024-09 *[including the 'Section 2' language from the alternative ordinance].*"

**LIST OF ATTACHMENTS / EXHIBITS:**

- Ordinance No. 2024-09 for adoption of Land Use Approval Extension
  - Exhibit A. Ordinance No. 2024-09 Findings
- 'Alternative' Ordinance No. 2024-09 with the addition of Section 2.
- Attachment A. Letter from Next Adventure
- Attachment B. Letter from Garrett Stephenson
- Attachment C. Letter from SGS Development
- Presentation Slides



**ORDINANCE NO. 2024-09**

**AN ORDINANCE ALLOWING EXTENSIONS FOR LAND USE APPROVALS THAT COULD EXPIRE DURING THE CITY'S DEVELOPMENT MORATORIA**

**WHEREAS**, the City desires to mitigate the impacts of the current sanitary sewer moratorium and consent decree on developments for which applications for land use approval were submitted prior to the establishment of the initial moratorium as much as is possible under the circumstances;

**WHEREAS**, the sanitary sewer moratoria and consent decree have created uncertainties for developers and contractors related to development timelines and permit issuance;

**WHEREAS**, the number of Equivalent Residential Units (ERUs) of capacity in the City's wastewater system available for development has varied since the establishment of the initial moratorium on October 3, 2022, which has created additional uncertainty;

**WHEREAS**, although the City is working diligently to address the underlying causes of the sanitary sewer moratoria, the ultimate duration of the moratoria remains unknown;

**WHEREAS**, the City recognizes that property owners who submitted applications for land use approval prior to the initial moratorium invested significant resources into those approvals;

**WHEREAS**, the land use approvals for several of these projects now run the risk of expiring;

**WHEREAS**, the City Council therefore believes it is just and equitable to allow for the extension of the expiration date of those land use approvals in order to allow those developments to proceed through construction to the extent possible under the consent decree and development moratoria; and

**WHEREAS**, the City Council believes allowing extension of such approvals will stimulate responsible and needed development activity in the city of Sandy to the extent possible under the consent decree and moratoria, help address the state's current housing crisis, enable property owners to recoup their investments, and reduce the amount of staff time necessary to review these projects again if land use approvals were to expire and new approvals would be required.

**NOW, THEREFORE, THE CITY OF SANDY ORDAINS AS FOLLOWS:**

**Section 1.** An owner, as that term is defined in Sandy Municipal Code 17.10.30, whose property has received land use approval based on an application which was submitted prior to October 3, 2022, may apply for and be granted a one-year extension of the expiration date of such approval as provided herein. If approved, one year will be added to the current expiration date of the land use approval. This extension is in addition to any other extension which may be available under the Sandy Municipal Code. The Development Services Director will review and approve an extension request pursuant

to a Type I process under Sandy Municipal Code 17.12.10 if an applicant satisfies the clear and objective criteria above.

**Section 2.** An application for extension shall include the following:

1. A completed Land Use Application Form and payment of fees in the amount of \$530;
2. A written narrative addressing the approval criteria contained in Section 1 above.

**Section 3.** This ordinance is supported by findings, attached as Exhibit A, and incorporated by reference.

**Section 4.** This ordinance shall take effect thirty days after its enactment. An applicant seeking an extension under this ordinance must submit an application no later than one year after the date of adoption of this ordinance.

This ordinance is adopted by the City Council of the City of Sandy this 20th day of May, 2024.

---

Stan Pulliam, Mayor

ATTEST:

---

Jeffrey Aprati, City Recorder



## **Ordinance 2024-09 Findings for Land Use Approval Extension**

### **Goal 1: Citizen Involvement**

1. Public involvement is a required part of land use planning in Oregon. This requirement is one of the things that make Oregon's land use planning program unique. The requirement for public participation is written in the first goal of nineteen in the statewide land use planning system. Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process."

***Findings:*** The City will hold public hearings before both the Planning Commission and City Council to afford the public the opportunity to be involved. Notice of the two hearings was published in the Sandy Post, posted on the City's website, and on the City Facebook account. Notice was provided to the Department of Land Conservation and Development on March 6, 2024.

***Conclusion:*** *Goal 1 Public Involvement requirements related to Ordinance 2024-09 are met.*

### **Goal 2: Land Use**

2. Goal 2 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual base and follow their plan when making decisions on appropriate zoning.

***Findings:*** This extension process will continue to validate the applicant's original approval and will remove uncertainty surrounding specific development needs while maintaining desired community outcomes. The proposed land use approval extension shows that the City is continuing to seek alternative actions during the sanitary sewer moratoria.

The extension process validates the City's decision making to mitigate the negative economic impact on the City's housing and economic goals while providing the continued support to the development community's economic interest in Sandy.

Nothing in the proposal contradicts any language in the City's comprehensive plan.

***Conclusion:*** *Goal 2 Land Use requirements related to the Land Use Approval Extension policy are met.*

### **Goal 9: Economic Development**

3. Goal 9 requires cities to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of their citizens. Cities comply with goal 9 through analysis of economic development needs and inventories of related land supplies.

***Findings:*** The proposed land use approval extension ordinance will assist with economic development growth which is critical to meet future economic development needs as outlined in the 2024 Economic Opportunities Analysis (EOA). The extension process provides an efficient way in which applicants with certain approvals which are approaching expiration may preserve and resume their development activities, thus encouraging more cost-effective development of land to meet the City's economic development needs as well as reducing administrative strain on local planning authorities and private landowners.

***Conclusion:*** *Goal 9 Economic development requirements related to the Land Use Approval Extension policy are met.*

### **Goal 10: Housing**

4. ORS 197.295-314 and 197.475-490 and Oregon Administrative Rule (OAR) 660-008 implement Goal 10, and the OAR requires that cities analyze housing needs to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries (UGBs), and to provide greater certainty in the development process so as to reduce housing costs.

***Findings:*** The proposed land use approval extension ordinance will assist with growth of housing supply which is critical to meet future housing demand as outlined in the 2024 Housing Capacity Analysis (HCA). The extension process provides an efficient way in which applicants with certain approvals which are approaching expiration may preserve and resume their development activities, thus encouraging more cost-effective development of land to meet the City's housing needs as well as reducing administrative strain on local planning authorities and private landowners.

***Conclusion:*** *Goal 10 Housing requirements related to the Land Use Approval Extension policy are met.*

### **Goal 11: Public Facilities**

5. This goal is to establish policies to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

***Findings:*** The City's comprehensive plan contains an acknowledged Goal 11 element that contains policies to ensure sufficient and adequate public services are available (or will be available as appropriate) to serve lands within the UGB. This extension proposal does not authorize any increase in development other than those projects which have already been reviewed, therefore no negative impact on public facilities is expected to occur.

The extension process will not be in violation of the moratorium and will not place any additional burdens on the sanitary sewer treatment system than what is already anticipated. The City has previously determined that all approved applications eligible for extension satisfy the requirements of the Sandy Municipal Code.

***Conclusion: Goal 11 Public Facilities requirements related to the Land Use Approval Extension policy are met.***

### **Goal 12: Transportation**

6. This goal is to establish policies to provide and encourage a safe, convenient, and economic transportation system.

***Findings:*** The City’s Comprehensive Plan with respect to Goal 12, its transportation system plan, and its standards governing transportation and transportation-related facilities are not affected by this decision.

The City’s comprehensive plan contains an acknowledged Goal 12 element that contains policies to ensure sufficient and adequate transportation facilities and services are available (or will be available as appropriate) to serve lands within the UGB. This extension proposal does not authorize any increase in development other than those projects which have already been approved, therefore no additional impacts are anticipated to occur.

It should be noted that the TPR is triggered when a post acknowledgment amendment “significantly affects” a transportation facility. The City finds that the proposed policy (ordinance) does not meet the definition of a “significant effect” pursuant to OAR 660-012-0060(1)(a) - (c) because it will not: (1) change the functional classification of an existing or future facility; (2) change the standards implementing the functional classification system; or (3) result in any of the effects listed in 0060(1)(c)(A)-(C).

***Conclusion: Goal 12 Transportation requirements related to the Land Use Approval Extension policy are met.***





**ORDINANCE NO. 2024-09**

**AN ORDINANCE ALLOWING EXTENSIONS FOR LAND USE APPROVALS THAT COULD EXPIRE DURING THE CITY'S DEVELOPMENT MORATORIA**

**WHEREAS**, the City desires to mitigate the impacts of the current sanitary sewer moratorium and consent decree on developments for which applications for land use approval were submitted prior to the establishment of the initial moratorium as much as is possible under the circumstances;

**WHEREAS**, the sanitary sewer moratoria and consent decree have created uncertainties for developers and contractors related to development timelines and permit issuance;

**WHEREAS**, the number of Equivalent Residential Units (ERUs) of capacity in the City's wastewater system available for development has varied since the establishment of the initial moratorium on October 3, 2022, which has created additional uncertainty;

**WHEREAS**, although the City is working diligently to address the underlying causes of the sanitary sewer moratoria, the ultimate duration of the moratoria remains unknown;

**WHEREAS**, the City recognizes that property owners who submitted applications for land use approval prior to the initial moratorium invested significant resources into those approvals;

**WHEREAS**, the land use approvals for several of these projects now run the risk of expiring;

**WHEREAS**, the City Council therefore believes it is just and equitable to allow for the extension of the expiration date of those land use approvals in order to allow those developments to proceed through construction to the extent possible under the consent decree and development moratoria; and

**WHEREAS**, the City Council believes allowing extension of such approvals will stimulate responsible and needed development activity in the city of Sandy to the extent possible under the consent decree and moratoria, help address the state's current housing crisis, enable property owners to recoup their investments, and reduce the amount of staff time necessary to review these projects again if land use approvals were to expire and new approvals would be required.

**NOW, THEREFORE, THE CITY OF SANDY ORDAINS AS FOLLOWS:**

**Section 1.** An owner, as that term is defined in Sandy Municipal Code 17.10.30, whose property has received land use approval based on an application which was submitted prior to October 3, 2022, may apply for and be granted a one-year extension of the expiration date of such approval as provided herein. If approved, one year will be added to the current expiration date of the land use approval. This extension is in addition to any other extension which may be available under the Sandy Municipal Code. The Development Services Director will review and approve an extension request pursuant

to a Type I process under Sandy Municipal Code 17.12.10 if an applicant satisfies the clear and objective criteria above.

- Section 2.** The period of the extension described in Section 1 shall be two years rather than one year if requested by the applicant and the request meets at least one of the following additional criteria:
1. The applicant submits a letter from a third-party lender or other third-party source of project financing stating that an extension period of two years is necessary in order for the third party to agree to finance the development.
  2. The land use approval is for a complex development, defined for purposes of this Section 2 as a development which will consume more than thirty (30) ERUs, calculated as set forth in the consent decree for the City of Sandy entered in the U.S. District Court for the District of Oregon on September 11, 2023, and based on:
    - a. For land use decisions where a specific number of ERUs can be calculated based on the terms and conditions of the approval (e.g. unit count, unit type, approved use), the number of ERUs so calculated.
    - b. For all other land use decisions, 1 ERU per lot or parcel, excluding lots and parcels which are dedicated or restricted to use as open space, common areas, water quality facilities, or similar.

Any land use approval which receives a two-year extension under this Section 2 shall be ineligible for modification under Section 17.90.80 of the City of Sandy Development Code for a period of three (3) years commencing on the date the extension application is submitted, unless such modification reduces the number of ERUs associated with the project, as calculated pursuant to this Section 2.

- Section 3.** An application for extension shall include the following:
1. A completed Land Use Application Form and payment of fees in the amount of \$530;
  2. A written narrative addressing the approval criteria contained in Section 1 above.

**Section 4.** This ordinance is supported by findings, attached as Exhibit A, and incorporated by reference.

**Section 5.** This ordinance shall take effect thirty days after its enactment. An applicant seeking an extension under this ordinance must submit an application no later than one year after the date of adoption of this ordinance.

This ordinance is adopted by the City Council of the City of Sandy this 20th day of May, 2024.

---

Stan Pulliam, Mayor

ATTEST:

---

Jeffrey Aprati, City Recorder



**ATTACHMENT A.**

Item # 5.



April 8, 2024

City of Sandy Planning Commission  
Development Services Department  
39250 Pioneer Blvd  
Sandy, OR 97055  
[planning@ci.sandy.or.us](mailto:planning@ci.sandy.or.us)

Dear City of Sandy Planning Commission,

Next Adventure, Inc. would like to offer its enthusiastic support for Ordinance 2024-09 providing a one-year extension of the land use approvals.

Next Adventure is eager to invest more in the city and local community, however a variety of forces have slowed our progress toward breaking ground on Phase III of our Sandy store development. The COVID pandemic, supply chain issues, rapidly increasing interest rates, and the scarcity of construction workers have all caused significant delays.

The additional time afforded by the extension will allow us to get back on track and complete this important project.

Thank you for your consideration,

Sincerely,

*Deek Heykamp*

Deek Heykamp, Owner,  
Next Adventure, Inc.  
[deek@nextadventure.net](mailto:deek@nextadventure.net)  
503-701-7414



April 18, 2024

**Garrett H. Stephenson**  
Admitted in Oregon  
D: 503-796-2893  
gstephenson@schwabe.com

VIA E-MAIL

Darren Wegener  
Planning Commission Chair  
City of Sandy  
39250 Pioneer Blvd.  
Sandy, OR 97055

RE: Proposed Land Use Extension Ordinance  
Our File No.: 126769-255102

Dear Chair Wegener and Commissioners:

This office represents Roll Tide Properties Corporation, which in 2022 received approval of a plan amendment, zone change, and subdivision known as Bull Run Terrace. We are writing in support of the proposed Land Use Extension Ordinance (Ord. 2024-09) and recommend two minor revisions that will make the Ordinance more effective and comply with state law.

Since Bull Run Terrace was approved, a perfect storm of high interest rates and reticent financing has forestalled its construction. Critically, much of this is due to lenders' hesitancy to issue construction loans on property located within a city under a development moratorium. Stated plainly, the limitation of development to a certain number of equivalent residential units ("ERUs") has effectively scared away many construction lenders because there is no guarantee that any of these ERUs will be available when projects reach the permitting stage. Thus far, the City has refused to allocate or reserve ERUs for particular projects, and so this problem remains a critical barrier to starting construction. As the Planning Commission knows well, this situation is in no way the fault of Roll Tide or similarly-situated developers, who have invested a great deal of time, money, and effort in reliance on the City's land use process.

For these reasons, Staff's proposal to allow an additional one-year extension for developments under review prior to the original moratorium is very much appreciated and Roll Tide supports it.

Roll Tide also believes the Ordinance can and should be improved in two respects.

First, the extension period should be two years, not one. While the one-year extension will provide Roll Tide some breathing room, the history of the City's interactions with the Oregon Department of Environmental Quality has proven time and again that removal of the moratorium

TONameList  
April 18, 2024

and the allowance of additional ERUs will take more time than anticipated. Most, if not all, of the current approvals were granted when subdivision tentative plats were valid for only one year, which was far shorter than in most jurisdictions. The City has since increased this to two years, but that new allowance does not pertain to Roll Tide's project, which was submitted before the revised code became effective. The City's current extension allowance provides only a single, one-year extension, which Roll Tide has already used.

This proposed Ordinance will get Roll Tide through December 2025, but unless the moratorium is either lifted or the City is willing to commit to reserving an adequate number of ERUs for Roll Tide's project, it still leaves the very real possibility that Roll Tide will be in the same position in 18 months. Given these realities, we believe that the proposed Ordinance should provide a two-year extension. At least in Roll Tide's case, this is quite reasonable because as noted before, the code now allows for a two-year initial validity period. That is, a two-year extension will provide Roll Tide the same total number of years to complete its project as are now allowed under the City's current code, if extended under this Ordinance. As the Ordinance will only apply to those approved applications submitted prior to October 3, 2022, this longer extension will not be available to future projects.

Second, the Ordinance should be revised slightly to remove discretion for the class of extensions it proposes to allow. Under the "needed housing statutes" in ORS 197A.400 (formerly ORS 197.307(4)), ordinances governing the development of housing must be "clear and objective." The proposed Ordinance language is arguably not clear and objective, and while we do not believe discretion was intended in these extensions, we respectfully request that the operative terms of the proposed Ordinance be revised to comply with the needed housing rules as follows:

"An owner, as that term is defined in Sandy Municipal Code 17.10.30, whose property has received land use approval based on an application which was submitted prior to October 3, 2022, may apply for one-year extension of such approval, as provided herein. Such application shall be granted if an owner submits an application and pays the required fee. This extension will add one year~~will be added~~ to the current expiration date of the land use approval. This extension is shall be in addition to any other extension which may be available under the Sandy Municipal Code. The Development Services Director will review and approve an extension request pursuant to a Type I process under Sandy Municipal Code 17.12.10 if an applicant satisfies the clear and objective criteria above."

With these two proposed changes, we believe that the proposed Ordinance will do much to give Roll Tide and similarly-situated developers the confidence they need to continue their pre-



TONameList  
April 18, 2024

development activities. Regardless, we greatly appreciate Staff's efforts to provide some relief to this difficult situation, and hope the Commission will recommend adoption of an additional extension period.

Best regards,

SCHWABE, WILLIAMSON & WYATT, P.C.



Garrett H. Stephenson

GST:jmhi

cc: David Vandehey  
Carey M. Sheldon  
Kelly O'Neill  
Josh Soper



**Date:** April 19, 2024  
**To:** City of Sandy  
**Attn:** Kelly O'Neill Jr.  
**RE:** Ordinance 2024-09

Dear City of Sandy,

We, SGS Development and Rosemont Development are writing in to offer our support in the proposed Land Use Extension Ordinance that would allow for a one-year extension on Land Use Applications submitted prior to the October 3, 2022 moratorium.

This one-year extension would greatly benefit our residential land use approval located in the City of Sandy. This site is encumbered by the Moratorium and this extension allows the needed time to allow the City to continue the hard work and progress they have made have made on resolving the sewer moratorium without our land use decision expiring, so we may have buildable and livable housing units upon completion of our project.

Thank you for your consideration on this matter and we hope you support the approval of this ordinance.

Sincerely,

Margo Clinton  
Director of Development  
SGS Development, LLC



File #24-020 DCA

# Land Use Approval Extension Ordinance

City Council  
May 20, 2024



# REASON FOR ORDINANCE

Item # 5.

- To mitigate the impacts of the current sanitary sewer moratorium and consent decree on developments for which applications for land use approval were submitted prior to the establishment of the initial moratorium (October 3, 2022) and are currently approved.
- Creation of an equitable extension for land use approvals in order to allow those developments to proceed through construction.
- With the additional 270 ERUs (570 ERUs total) that were recently allotted to Sandy from EPA/DEQ, the City can now provide ERU allocations to developers that otherwise could not obtain financing.

# WHAT IS NOT PART OF THIS ORDINANCE?

Item # 5.

- Extension for any land use application submitted since October 3, 2022.
- Automatic approval. The Development Services Director will review and approve an extension request pursuant to a Type I process under Sandy Municipal Code 17.12.10.

# NOTICE INFORMATION

Item # 5.

- Notification sent to the Department of Land Conservation and Development (DLCD) on March 6, 2024.
- Email notice sent to developers on April 4, 2024. *(this was not required)*
- A legal notice was published in the Sandy Post on April 10, 2024.
- Facebook notification about the Planning Commission meeting on April 19, 2024.



# PUBLIC COMMENTS

Item # 5.

- Deek Heykamp (Next Adventure): supports the ordinance
- Margo Clinton (on behalf of Sandy Woods II): supports the ordinance
- Garrett Stephenson (on behalf of Bull Run Terrace): supports the ordinance, but has requested some modifications to the ordinance and requests a two (2) year extension instead of just one (1) year

# RECOMMENDATION

Item # 5.

The Planning Commission reviewed the ordinance and findings and provided a recommendation of approval to the City Council but asked staff and the City Attorney to add some additional provisions for additional extensions.

The additional provisions are in Section 2 of the 'alternative' ordinance.



May 17, 2024

**Garrett H. Stephenson**  
Admitted in Oregon  
D: 503-796-2893  
gstephenson@schwabe.com

VIA E-MAIL

Hon. Stan Pulliam, Mayor  
City of Sandy  
39250 Pioneer Blvd.  
Sandy, OR 97055

RE: Proposed Land Use Extension Ordinance

Dear Mayor Pulliam and Council:

This office represents Roll Tide Properties Corporation, which in 2022 received approval of a plan amendment, zone change, and subdivision known as Bull Run Terrace. We are writing in support of the proposed Land Use Extension Ordinance (Ord. 2024-09) and in particular, the Planning Commission's recommendation that an allowance be made for a two-year extension in some circumstances, as presented in the "alternative ordinance" in your packet.

Since Bull Run Terrace was approved, a perfect storm of high interest rates and reticent financing has forestalled its construction. Critically, much of this is due to lenders' hesitancy to issue construction loans on property located within a city under a development moratorium. Stated plainly, the limitation of development to a certain number of equivalent residential units ("ERUs") has effectively scared away many construction lenders because there is no guarantee that any of these ERUs will be available when projects reach the permitting stage. Thus far, the City has not allocated or reserved ERUs for particular projects, and so this problem remains a critical barrier to starting construction. This situation is in no way the fault of Roll Tide or similarly-situated developers, who have invested a great deal of time, money, and effort in reliance on the City's land use process.

For these reasons, the Planning Commission's proposal in the alternative ordinance to allow an additional two-year extension for developments under review prior to the original moratorium is very much appreciated, and Roll Tide strongly supports it, for two important reasons.

First, while a one-year extension will get Roll Tide through to December 2025, it has already lost one and a half years since approval and its project is large and complex, including the extension of Dubarko Road and its connection to Highway 26. Thus, completing the project to the point of plat recording may take more than the additional time that a one-year extension could provide.



May 17, 2024

Second, most, if not all, of the current approvals were granted when subdivision tentative plats were valid for only one year, which was far shorter than in most jurisdictions. The City has since increased this to two years, but that new allowance does not pertain to Roll Tide's project, which was submitted before the revised code became effective. The City's current extension allowance provides only a single, one-year extension, which Roll Tide has already used.

Given these realities, we believe that the proposed Ordinance should provide a two-year extension, either as a matter of right or under the criteria proposed by the Planning Commission. At least in Roll Tide's case, this is quite reasonable because as noted before, the code now allows for a two-year initial validity period.

Finally, we recommend that both the original and alternative ordinance be revised slightly to remove discretion for the class of extensions it proposes to allow. Under the "needed housing statutes" in ORS 197A.400 (formerly ORS 197.307(4)), ordinances governing the development of housing must be "clear and objective." For this reason, we respectfully request that the operative terms of both proposed ordinances be revised to comply with the needed housing rules as follows:

"An owner, as that term is defined in Sandy Municipal Code 17.10.30, whose property has received land use approval based on an application which was submitted prior to October 3, 2022, may apply for one-year extension of such approval, as provided herein. Such application shall be granted if an owner submits an application and pays the required fee. This extension will add one year-will be added to the current expiration date of the land use approval. This extension is shall be in addition to any other extension which may be available under the Sandy Municipal Code. The Development Services Director will review and approve an extension request pursuant to a Type I process under Sandy Municipal Code 17.12.10 if an applicant satisfies the clear and objective criteria above."

Roll Tide understands that there are criteria recommended by the Planning Commission for the allowance of a two-year extension (the alternative ordinance). Roll Tide recommends that a two-year extension be allowed by right, but barring that, encourages the Council to adopt the alternative ordinance.

With these two proposed changes, we believe that the proposed alternative ordinance will do much to give Roll Tide and similarly-situated developers the confidence they need to continue their pre-development activities. We greatly appreciate Staff's efforts to provide some relief to this difficult situation, and hope the Council will adopt an additional two-year extension.

May 17, 2024

Best regards,

SCHWABE, WILLIAMSON & WYATT, P.C.



Garrett H. Stephenson

GST:jmhi

cc: David Vandehey  
Carey M. Sheldon  
Kelly O'Neill  
Josh Soper

TONameList  
May 17, 2024





# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** May 20, 2024  
**From:** Jennifer Coker, Public Works Director  
**Subject:** PUBLIC HEARING - Resolution 2024-12: Adopting Findings to Support an Exemption from Formal Invitation to Bid Process

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## DECISION TO BE MADE:

Whether to approve Resolution 2024-12, which would allow the Council, acting as the Local Contract Review Board (LCRB), to exempt certain contracts from the formal invitation to bid process for public improvement contracts pursuant to ORS 279C.335(2), based upon findings of benefit to the City.

## PURPOSE / OBJECTIVE:

The objective of this exemption is to facilitate completion of the Sandy Clean Water Program wastewater upgrade projects to maintain compliance with the NPDES permit and build additional capacity; and to complete the Sandy Drinking Water Reinvestment Program upgrades to maintain reliable service and to assist in meeting compliance deadlines.

## BACKGROUND / CONTEXT:

Oregon law requires contracting agencies to award contracts for public improvements via an Invitation to Bid (ITB) to the lowest responsible, responsive bidder. In certain circumstances, an agency may wish to consider other factors beyond the lowest price when selecting a contractor or may require an expedited procurement process to respond to restoring reliability of a drinking water or wastewater system asset. In these circumstances, an agency may exempt a contract or class of contracts from this process when the LCRB finds:

- a) An exemption is unlikely to encourage favoritism or substantially diminish competition in awarding public improvement contracts; and
- b) Awarding public improvement contracts under the exemption will likely result in substantial cost savings and other substantial benefits to the contracting agency.

If approved by Council, City staff intends to utilize procurement flexibility to secure a roster of up to three pre-qualified construction general contractors, with master service on-call construction contracts that may be used for drinking water or wastewater capital improvement projects, in a sum not to exceed \$5M per construction contractor over a duration of five years.

The City faces a large number of smaller construction projects required to maintain or increase capacity, maintain permit compliance, and respond to assets at the risk of failure. Additionally, the

ARPA grant requires all construction projects to have binding construction contracts by December 2024 in order to utilize these ARPA funds.

Given the volume of work, and relatively small associated dollar values, staff is concerned that each small project bid individually will not be attractive to qualified contractors who are at capacity with regional infrastructure projects. Without securing strong partnerships with qualified contractors, the City risks compliance failures, asset failures, and loss of grant funding and schedule delays if zero bids are received.

#### KEY CONSIDERATIONS / ANALYSIS:

- **Consistency:** The City took a similar approach for engineering on-call contracts, which was approved by the Council on December 18, 2023. This companion resolution allows for a similar process for construction contracts.
- **Construction Contractor Market:** This is a time of historic reinvestment in infrastructure, with many cities and utilities in the region embarking on billions of dollars of work. Certain cities are starting to see zero bids received for advertised construction projects, as the construction contractor market is at capacity and is unlikely to respond to some of the smaller projects Sandy has planned in the next few years. By securing a pool of qualified contractors on a master services on-call list, the City's construction projects bundled together are a larger, and more attractive prospect.
- **Expedited Schedule:** Staff estimates a schedule savings of approximately 50% per contract with the creation of the master services contracts, allowing rapid execution of the near-term projects in the Sandy Clean Waters and Drinking Water Reinvestment Program.
- **Risk Management:** Creating a qualified pool of construction contractors allows the City rapid access to contractors for unknown repairs that may emerge in the near future, and mitigates risks of lack of compliance or loss of service.
- **Maximizing Grant Funds:** The \$14.7 Million ARPA grant must have all construction contracts obligated by December 2024, and all projects completed by September 2026. With long lead item purchases and new immediate needs in the wastewater system and drinking water system, the master-services contracting tool will allow the team to customize projects to spend the remaining grant funds, and get construction completed by the grant deadline.

#### BUDGET IMPACT:

The purchases in question are included in the previously approved BN 24-25 budget and the capital improvement programs. Projects will be funded from the ARPA \$14.7 Million grant and the \$46M SRF loan number 3 for the Sandy Clean Waters Program; and Business Oregon loans secured for the Drinking water program improvements.

This resolution will authorize a total of three master services contracts for a not to exceed cumulative price of \$5 Million each, for a total maximum of \$15 Million, split between the Wastewater and Water utility funds. The City is not obligated to spend all these funds.

**RECOMMENDATION:**

Staff recommends adoption of Resolution 2024-12.

**SUGGESTED MOTION LANGUAGE:**

"I move to approve Resolution 2024-12."

**LIST OF ATTACHMENTS / EXHIBITS:**

- Resolution 2024-12
- Resolution 2024-12 Findings





**RESOLUTION NO. 2024-12**

**A RESOLUTION ADOPTING FINDINGS TO SUPPORT AN EXEMPTION FROM THE FORMAL INVITATION TO BID PROCESS FOR THE CLASS OF PHASE 1 WATER AND WASTEWATER RELATED PUBLIC IMPROVEMENT PROJECTS, DECLARING SUCH EXEMPTION, AND AUTHORIZING FLEXIBILITY IN CHOOSING APPROPRIATE FORMAL PROCUREMENT METHODS FOR SUCH CLASS**

**WHEREAS**, the City of Sandy (“City”) City Council (“Council”) is the Local Contract Review Board for the City; and

**WHEREAS**, ORS 279C.335(2) authorizes a Local Contract Review Board to exempt certain contracts from the least cost policy for public improvement contracts pursuant to ORS 279C, upon approval of certain findings of fact; and

**WHEREAS**, the Local Contract Review Board may exempt a class of such public improvement contracts from the least cost policy, provided the class is sufficiently limited in scope and properly identified by written findings; and

**WHEREAS**, the City’s Local Contract Review Board has determined that Phase 1 of required upgrades, maintenance, repair, and renovation work for the City’s existing water and wastewater systems is a sufficiently defined class of public improvement work; and

**WHEREAS**, exempting this class of public improvement contracts from solely being awarded to the lowest responsible, responsive bidder lends the City needed contracting flexibility, is unlikely to encourage favoritism, and is likely to result in cost savings and other benefits, based on the findings attached as Exhibit A; and

**WHEREAS**, pursuant to ORS 279C.335(5)(b), the City published notice of the proposed exemption in the Daily Journal of Commerce on May 6, 2024 not less than 14 days prior to the date on which the City Council intends to take action to approve the exemption; and

**WHEREAS**, the City held a public hearing to allow comments on the Local Contract Review Board’s draft findings on May 20<sup>th</sup>, 2024; and

**WHEREAS**, after due deliberation, the City Council, acting as the Local Contract Review Board, hereby adopts the findings in support of permitting formal procurement flexibility for a defined class of public improvement contracts, as set forth in Exhibit A.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANDY:**

**Section 1: Exemption Approval.** The City Council hereby adopts findings supporting an exemption from the formal invitation to bid solicitation process for the class of Phase 1 Water and Wastewater Related Public Improvement Contracts, declares such an exemption, and authorizes city staff to select, in its

discretion, the appropriate formal solicitation method for such class. The findings are attached to this resolution as Exhibit A.

This resolution is adopted by the City Council of the City of Sandy this 20th day of May, 2024.

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Stan Pulliam, Mayor

ATTEST:

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Jeffrey Aprati, City Recorder

# Exhibit A

## Resolution No. 2024-12

### **Findings in Support of Formal Procurement Approach Flexibility (Request for Proposals (RFP) or Invitation to Bid (ITB)) for a Class of Phase 1 Water and Wastewater Utility System Related Public Improvement Services**

Oregon Law requires contracting agencies to award contracts for public improvements (i.e., contracts for construction, reconstruction, or major renovation) via an Invitation to bid (ITB) or Request for Proposals (RFP) that is awarded to the lowest responsible, responsive bidder. In certain cases, however, an agency may wish to consider additional factors beyond price when selecting a viable contractor for a public improvement or may require an expedited procurement process to effectively respond to the needs of maintaining or restoring reliability of a water or wastewater system asset. In such circumstances, an agency may exempt a contract (or class of contracts) from this process where its local contract review board (“LCRB”) finds that:

- (a) An exemption is unlikely to encourage favoritism in awarding public improvement contracts or substantially diminish competition for public improvement contracts; and
- (b) Awarding public improvement contracts under the exemption will likely result in substantial cost savings and other substantial benefits to the contracting agency.

The Sandy City Council serves as the LCRB for the City of Sandy (“City”). City staff worked with legal counsel and Stantec Consulting Services Inc. to draft this document, which Council may adopt to permit additional formal procurement flexibility and an increased formal procurement threshold for a certain class of public improvements (as defined below). If approved, City staff intends to utilize this procurement flexibility to strategically choose, as needed, whether to select a prospective contractor based on lowest bid only, or to select one based on additional, qualifications-based criteria. In addition, staff intends to use the increased formal procurement process threshold to streamline public improvement work in connection with this project class. These exemptions are justified for the reasons provided below.

#### **Project:**

##### **1. Nature of the Project:**

City currently owns physical assets whose purpose is to collect, treat and dispose of wastewater and to treat, store and distribute potable water to its customers. These physical assets require systematic maintenance, repair and replacement of individual components to ensure their functionality, reliability, and general ability to maintain regulatory compliance. However, a lack of sufficient maintenance and repair attention provided to these individual asset components over the past several years has exposed the City to undue risk of component failure that in turn could result in either health violations or unpermitted environmental discharges.

Recent requirements imposed by the Bilateral Compliance Agreement with the Oregon Health Authority regarding the City’s utilization of the Portland Water Bureau Bull Run Supply of potable water and the US Environmental Protection (USEPA), Department of Justice (DOJ), State of Oregon’s Clean Water Act



consent decree provided by the EPA further demonstrate that the need for water and wastewater system asset maintenance and reliability is paramount.

The City desires to pursue a Programmatic approach to systematically making substantial investments in both their water and wastewater systems. These Programs, known as the Sandy Drinking Water Reinvestment Program (SDWRP) and the Sandy Clean Waters Program (SCWP) were implemented in 2022 to achieve the goals of resolving challenges faced by both the potable water and wastewater systems and their assets. Both SDWRP and SCWP outlined a three phased approach to the necessary series of capital improvement projects for both systems:

**Phase One (referred to as Near Term)**, whose goals and objectives are to stabilize and complete immediate critical repairs to existing equipment and assets for the sole purpose of improving reliability and functionality for the benefit of human health protection and environmental permit compliance of the City's existing assets and infrastructure. Projects identified for completion within Phase One are considered minor in nature and are intended to replace, repair and maintain existing assets to achieve an additional 3 to 5 years of performance.

**Phase Two (referred to as Mid Term)**, whose goals and objectives are to define, design, and construct replacement or new assets for the purpose of meeting the requirements of the Bilateral Compliance Agreement and the Clean Water Act Consent decree. The projects considered for Phase Two are considered as significant capital improvements, expansion of capacity, and treatment efficacy with an intended design life of 20 plus years.

**Phase Three (referred to as Long Term)**, whose goals and objectives are to complete planning for management of the City's assets over a longer period, however, do not anticipate construction of facilities for 20 plus years into the future. This planning of Phase 3 is focused on a future horizon timeline and anticipated growth and demand for services in year 2045 and beyond.

To enable the completion of Phases One and Two, the City will require the services of multiple construction contractors in order to complete the required asset repairs, maintenance, replacement or construction of new assets.

## 2. Class Definition and Characteristics:

When exempting a class of public improvements, the contracting agency must provide a clear identification using the class's defining characteristics. As noted above, the City has identified the immediate need for a series of routine maintenance, repair and replacement activities in connection with both the water and wastewater infrastructure (see Phase One, above). Moreover, these Phase One public improvement activities are needed immediately to preserve the operational integrity of the water and wastewater systems and solely for the purpose of extending the operational life of these assets and their components for three to five years until more permanent and advanced resolutions are implemented in Phase Two. These activities require an efficient, flexible method of acquiring construction services to quickly enact critical equipment repairs and replacement of assets that have deteriorated for the reasons mentioned above. Therefore, the City seeks this exemption for this class of public improvement work required during Phase 1 of this project.

## Public Notice and Public Hearing:

As required by ORS 279C.335(5), the City published notice for interested parties to request a public hearing to comment on these findings in the May 6, 202 edition of the Daily Journal of Commerce.

## Additional Analysis:

*The following discussion is offered in support of ORS 279C.335(2) to show the exemption will be unlikely to encourage favoritism and will likely yield cost savings and other benefits to the City.*

### 1. Availability of Potential Contractors.

This class of public improvement work is technical in nature and requires a general contractor familiar with public works contracting methodologies and policies, working under tight deadlines and on existing and operating assets without disruption of services and oftentimes requires a combination of electrical, mechanical, structural and heavy civil capabilities.

These required qualifications considerably narrow the number of potentially available contractors. Given the current market conditions, many general contractors who may be qualified for this class of work are already fully engaged on existing contracts and assignments and repeated bidding of low value projects by the City will likely result in little to no bids being received.

By allowing for a best value contracting option that establish a short list of pre-qualified contractors, staff anticipates generating the required interest of the contracting community such that the City has a qualified and incentivized pool of prospective contractors. Utilizing this pool of prospective and qualified contractors, the City will then solicit price proposals for each assignment, thereby assuring responsible fiduciary stewardship of the ratepayer-based funding.

### 2. Budget.

City anticipates completion of the Phase One public improvements to occur over the next three to five years and the anticipated total expenditure will be between \$5 and \$15 million. Given the lack of definition currently known around the number of needed repairs and the actual condition of the assets and asset components, the costs are not quantified with a high sense of certainty. This is a significant reason why the City needs flexibility in timing and procurement methods for public improvement services for this class of projects.

City intends to award up to three master service on call public improvement contracts, each with a \$5 million cumulative limit for the 12- to 24- month duration of planned activities. In addition, City recognizes that it may have a continued need for these services for up to 36 months beyond its intended construction timeline. These budgetary and cumulative contract limits will provide sufficient volume of work potential to attract a qualified pool of contractors, enable contractors to remain competitive throughout the duration of the master services contract and provide the City with flexibility to quickly, efficiently and cost effectively address the most severe risk of failure of assets and components of its water and wastewater systems.

### **3. Public Benefits of Exemption.**

The City and its citizens would benefit significantly from this exemption. Similar to the standard formal procurement process for goods and services found in ORS 279B, this exemption would afford the City necessary flexibility in awarding formal contracts, saving the City both time and money.

As noted above, the class of work anticipated for this exemption includes the repair, maintenance and in some cases replacement of existing assets and individual components. Failure of these assets or components will result in immediate and direct impact to both human health and the inability to meet environmental regulations for the discharge of treated wastewater. As mentioned, the City is under considerable scrutiny with potential fines imposed should permit violations occur, or in some cases, requiring boil water notices should drinking water standards not be met.

Given the critical and dire need for this work to be completed as quickly and efficiently as possible, City needs to have the ability to have a pool of qualified contractors available to be able to react quickly and cost effectively in preventing catastrophic failure of assets or components. As previously noted, given the current market conditions many contractors may not be available or be willing to participate in a lengthy and expensive bid and procurement process. However, if they were pre-qualified in a select pool of potential bidders, the contractor community will be more likely to submit a qualified proposal and be shortlisted for select portions of work that will fit their current work schedule, capabilities and company resources.

It is anticipated that shortlisting a pool of prequalified contractors will save between 25 and 50 percent of the time and effort as compared to individual invitation to bid (ITB) process over the period of Phase One activities. This time savings and efficiency gains will enable the City to react more quickly, addressing these critical repairs and maintenance and avoiding failures and resulting human health hazards and permit violations and fines.

Finally, this exemption will not result in favoritism because it will still afford a public formal solicitation process for prospective contractors. By mirroring the flexibility afforded to formal goods and services procurements, the City will ensure that prospective contractors are fully informed of available procurements while being afforded the opportunity to compete for an award. In addition, when utilizing a tiered selection process as described above, the City will build a targeted cost-based selection process into its formal request for proposals (RFP).

### **4. Value Engineering.**

Given the nature of the repairs, maintenance and replacement activities anticipated, multiple opportunities exist for implementing value engineering principals regarding materials selection, equipment vendor availability, construction sequencing, timing and unique construction techniques. By having a qualified pool of contractors available to the City, input can be sought and obtained during the pricing process to ensure the best value of qualifications, quality, performance and cost.

### **5. Cost and Availability of Specialized Expertise.**

The current market conditions for the general construction of publicly owned infrastructure has resulted in a decreased number of available contractors with the specialized experience and expertise required by work on public infrastructure and public contracting requirements. These market conditions make it



extremely challenging for the City to locate, solicit and award construction tasks quickly, efficiently and cost effectively as tasks arise. By providing the City with flexibility in the procurement of construction services beyond simply lowest price evaluation, while maintaining a best value approach of quality, safety, availability as needed and cost, will enable the City to best control its exposure to the untimely failure of assets and components that would result in human health and/or environmental permit compliance.

#### **6. Public Safety.**

As noted, public safety is paramount to the City in owning, operating and maintaining public infrastructure for drinking water and wastewater collection and treatment. The City's systems are in critical need of emergency repairs, maintenance and/or replacement for certain assets and components that are essential to the overall performance of these systems. Providing the City with a procurement model that enables efficient, timely, and flexible procurement of contractors to address these repairs, maintenance and replacement as quickly as possible will increase public safety and attenuate the risk of failure and human health concerns.

#### **7. Risk Reduction.**

By granting an exemption to the City to allow for a best value approach to contracting the required maintenance, repair and replacement of failing critical infrastructure, the exposure risk of failure can be mitigated. The City and its residents will benefit from establishing a pool of qualified and available contractors who can quickly and cost effectively complete the assignments and relieve the risk of failure by addressing the problems before failure is realized. This risk reduction is a critical reason as to why the City is seeking this exemption.

#### **8. Effect on Funding Source.**

City has been awarded American Rescue Plan Act (ARPA) funding that requires all construction contracts to be executed by December 31, 2024. This funding is targeted as the source of payment for this Phase 1 class of activities. Eligibility of project costs for ARPA funding requires that construction contracts must be executed prior to the December 2024 expiration deadline. The City needs to move very quickly to secure construction contracts and expend/commit its ARPA funding sources. By granting this exemption, City will be provided the flexibility to contract with construction contractors quickly and cost effectively to secure the funding sources and reduce financial burden on the City rate payers.

#### **9. Market Conditions.**

As noted previously, market conditions are not favorable for securing construction contractors to provide services for smaller and schedule driven projects. By providing procurement flexibility and a best value approach to contracting, the City can overcome the challenges present in the marketplace by offering secure agreement provision with minimal effort and cost to the contractor community. This will result in a favorable response to the request for qualifications and developing a pool of experienced, qualified, and available contractors for the City to employ to address these critical issues.

#### **10. Technical Complexity.**

The assets and components are currently in services 24 hours per day, seven days per week and the public relies upon the unwavering performance of the equipment to collect, treat and discharge wastewater and to treat, store and distribute drinking water throughout the City. The repair, maintenance and/or replacement of these failing assets and components must be done on an active basis, meaning the work

must be started and completed all while maintaining the integrity of the entire system performance in an uninterrupted manner. This requires a unique skill set and experience of a construction contractor who has familiarity in working in a highly technical and complex environment, possessing experience, equipment and personnel who are trained in protecting the integrity of disinfected water sources that are consumed by the public and/or bypass pumping, sanitation and personal protections to safeguard against pathogens, viruses and bacteria present in wastewater collection and treatment systems. Due to the technical complexity of the desired work, it is important to permit the City to solicit prospective contractors for this class of public improvements by considering factors other than price.

**11. Nature of Public Improvement.**

This class of public improvements involves substantial reconstruction, maintenance or repairs of existing pieces of infrastructure.

**12. Occupancy**

The contemplated public improvement activities will be to existing equipment, assets and components that are currently in service and will remain in service during the activity as part of the larger operating water or wastewater system. The need for ongoing service lends further complexity to the needed contractors, as mentioned in Section 10 above.

**13. Construction Phases.**

As noted above, construction phases are not anticipated as the repair and maintenance projects anticipated will require full completion for each system and are not conducive to a phased approach.

**Expertise of Staff and Consultants**

City staff, independent engineering experts, and legal counsel have the necessary expertise to solicit, negotiate, administer, and enforce both RFP and ITB procurements and resulting individual and master contracts.

***End of Findings***



# STAFF REPORT

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**Meeting Type:** City Council  
**Meeting Date:** May 20<sup>th</sup>, 2024  
**From:** David Snider, Economic Development Manager  
**Subject:** Funding Request: Sandy Area Chamber of Commerce

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## DECISION TO BE MADE:

Whether to approve funding assistance for the Sandy Area Chamber of Commerce.

## PURPOSE / OBJECTIVE:

To provide the Sandy Area Chamber of Commerce with funding assistance to help build and promote tourism in the region.

## BACKGROUND / CONTEXT:

At the conclusion of the review of the Special Service Contract Program (SSCP) applications for the current biennium at the September 18th, 2023 City Council meeting, members of the Council expressed a desire to consider the SSCP applications for the Sandy Area Chamber of Commerce (SACC) and the Sandy Historical Museum separately from the rest of the SSCP applications.

Following that direction, two additional meetings took place: a February 5th City Council work session and an additional discussion on April 5th with Mayor Pulliam and Councilors Walker and Sheldon, where it was emphasized that area tourism promotion should be a direct focus and expected outcome of these proposed funding enhancements. Both organizations agreed that expanding and promoting tourism in the area would be a primary focus of future activities.

## KEY CONSIDERATIONS / ANALYSIS:

The Sandy Area Chamber of Commerce is proposing a tourism marketing initiative called **Travel26**, which would be the beginning of a regional program to promote tourism and the businesses that benefit from it along the section of the Hwy 26 corridor from Boring to the Mt. Hood Villages.

In the first year of the program, funding would be used primarily to complete a large amount of convening work to develop a strong stakeholder's group of tourism-facing businesses to serve as a de-facto board of directors to guide future marketing and promotional work, and to create basic infrastructure (dedicated website, branding and brand promotion) for the program. This work will require significant time spent convening and organizing local business owners, particularly in the Villages where the closure of the Mount Hood Chamber of Commerce has left local businesses without leadership in this area. Work would also include a first year promotional campaign to introduce the Travel26 brand to visitors and prepare for future campaigns.



After the first year, work processes would shift to the creation of advertising and promotional campaigns driven by the stakeholder's group to publicize tourism assets and tourism facing businesses along the corridor using multiple channels including print ads, radio, social media marketing and other internet based channels, and tourism partners like Oregon's Mount Hood Territory, Experience Mount Hood and the Gorge, Travel Oregon, the ski resorts, and area lodging partners. This would also include the potential creation of tourism-facing events to begin boosting visitation to the area, such as hosting mountain bike events at Sandy Ridge, or the restoration of the Bite of Mount Hood. The ultimate long term goal of this program would be to establish Travel26 as a destination marketing organization (DMO) at some point in the future, establishing a permanent funding source to continue this work.

#### **BUDGET IMPACT:**

The amount of the Chamber's funding request is **\$28,000**. To supplement this funding, the SACC was recently awarded a \$5,000 grant from Experience Mount Hood and the Gorge, a DMO funded through Clackamas County Tourism, to assist with the convening work that will be required to get this program going – the grant award announcement is included as an attachment to this report.

#### **SUGGESTED MOTION LANGUAGE:**

"I move to approve the funding request from the Sandy Area Chamber of Commerce, as included in the agenda packet."

#### **LIST OF ATTACHMENTS / EXHIBITS:**

- Sandy Area Chamber of Commerce proposal & funding request (Travel26)
- Contract budget (Travel26)
- Mt Hood Gorge Strategic Investment Funds award notice 4\_23\_24



May 9, 2024  
City of Sandy

The Sandy Area Chamber of Commerce is seeking funding from the City of Sandy for our tourism marketing initiative, Travel26. This program aims to bolster tourism activities along the Hwy 26 corridor, thereby enhancing economic stability and fostering community development. We are requesting a total of \$28,000 over a two-year period, equating to \$14,000 annually, to facilitate the successful implementation of Travel26.

Travel26 is designed to harness the natural beauty and historical significance of the City of Sandy and its surrounding areas to attract visitors and promote economic growth. The program comprises two primary components:

1. Establishment & Launch:

In the first year of implementation, funds allocated to this phase will be directed towards the development and launch of key components essential for establishing the Travel26 program. In addition to providing an influx of labor to provide proper staffing for the program, this includes the creation of digital marketing channels such as a dedicated website and the initiation of an impactful promotional campaign to introduce the Travel26 brand to potential visitors. The platform will be utilized to highlight and promote local events such as Sandy Mountain Days, Hoodland Farmers Market, Boring and Dull Day, Winterfest, and many others, thereby enhancing community engagement and fostering a sense of local pride. By investing in this foundational stage, we aim to establish a robust online presence and generate initial interest and engagement from target audiences.

In the second year, a portion of the allocated funds will be earmarked for marketing and advertising efforts aimed at potential tourists in areas identified through data analysis as key visitor demographics. This strategic approach ensures that Travel26 remains dynamic and responsive to evolving tourism trends while effectively showcasing the diverse offerings of the Sandy area to a broader audience.

2. Convening & Collaboration

The second component of the program centers on fostering collaboration and engagement among local businesses, tourism partners, and relevant stakeholders along the Hwy 26 corridor. Through strategic partnerships and collaborative efforts, we seek to convene a dedicated group of stakeholder businesses, including in the Villages where many of the region's tourist attractions reside, amplify promotional initiatives for the area, support the growth and resilience of visitor-facing businesses, and enhance regional planning endeavors. This phase will serve as a catalyst for collective action, aligning stakeholders towards a shared vision of leveraging the region's rich history and natural assets to drive sustainable tourism growth.

After the first year, we plan to analyze the data collected (both business sentiment data and visitor data) to help us better understand our audience for year two of the program. Our long term vision centers around the establishment of a local Destination Marketing Organization (DMO) through the Sandy Area Chamber of Commerce. This is a solution that can further rejuvenate our local tourism ecosystem, stimulate economic resurgence, and enhance the overall visitor experience.

#### Key objectives of Convening & Collaboration:

1. Engaging local businesses in building collaborative efforts to promote tourism and support economic stability.
2. Developing relationships and fostering partnerships among stakeholders to drive sustainable tourism development.
3. Collecting and analyzing visitor data and feedback to inform strategic decision-making and the development of future initiatives.
4. Assessing the Chamber's impact and presence within rural communities and refining strategies accordingly.

The funds requested will be instrumental in enabling the Chamber to execute these objectives effectively by providing our organization with the ability to dedicate more labor hours towards these efforts. Moreover, by working closely with industry partners such as Hood-Gorge Experience, Oregon's Mt. Hood Territory and Travel Oregon, the project aims to leverage innovation and collaboration to maximize its impact on rural tourism development.

By investing in the Travel26 program, the City of Sandy can actively contribute to the realization of this objective by supporting projects and initiatives that enhance the local tourism economy, promote collaboration among local stakeholders, and showcase the unique offerings of our community to visitors.

We believe that the Travel26 tourism marketing program represents a strategic investment opportunity for the City of Sandy to advance its economic and community development objectives. By providing funding support for this initiative, the City Council can play a pivotal role in catalyzing tourism growth, promoting local businesses, and showcasing the unparalleled beauty and heritage of the Sandy area. We look forward to the opportunity to collaborate closely with the City to bring the Travel26 program to fruition and create lasting benefits for our community and its residents.

Thank you for considering our proposal. We remain available to provide any additional information or clarification as needed.



<u>On Going Expenditures</u>		<u>Annual Cost</u>	<u>Additional Funding</u>
Advertising	Advertising/Marketing	\$1,600.00	Advertising & marketing; brand promotion
Convening	Convening		Grant from Experience Mt. Hood/Gorge -- build strong stakeholders group of tourism-facing businesses
Supplies	Infrastructure	\$2,140.00	Website creation, printing, etc.
Labor	SACC Staff	\$10,260.00	47.5 hours/month for 12 Months =720 hours @ \$18 hour = \$10,260
<b>Total</b>		<b>\$14,000.00</b>	<b>\$5,000.00</b>

<u>On Going Expenditures</u>		<u>Annual Cost</u>	<u>Additional Funding</u>
<b>Advertising</b>	Advertising/Marketing	\$1,600.00	Advertising & marketing; brand promotion
<b>Supplies</b>	Infrastructure	\$1,200.00	Website, printing, etc.
<b>Labor</b>	SACC Staff	\$11,200.00	47.5 hours/month for 12 Months =720 hours @ \$18 hour = \$10,260 + promotional events TBD
<b>Total</b>		<b>\$14,000.00</b>	<b>\$0.00</b>



**FOR IMMEDIATE RELEASE**

April 23, 2024

**Experience Mt. Hood and the Gorge Awards \$73,500 in Strategic Investment Funds**

*Recipients will Receive Funding to Support Tourism Assets, Experiences, and Destination Management Across the Region*

Oregon City, OR - Experience Mt. Hood and the Gorge, also known as the Mt. Hood and Columbia River Gorge Regional Destination Management Organization (RDMO), has awarded eight projects with a total of \$73,500 through the organization's Strategic Investment Fund. The funding reflects the organization's commitment to responsibly manage the region's visitor experiences and to support and reflect the needs and benefits to its local communities.

"We are thrilled to offer this funding to continue our support for improving the region's tourism assets," said Lizzie Keenan, regional lead, Experience Mt. Hood and the Gorge. "There's an incredible amount of commitment and creativity from those in the region's tourism industry, and by investing in their projects, we can work together to attract overnight visitors, support off-season travel, showcase our unique culture and attractions, and strengthen our local economy."

The following projects have been awarded Strategic Investment Funds in this year's cycle:

**Bridge of the Gods Trailhead Restroom Project - Port of Cascade Locks**

- Support for the purchase and installation of a prefabricated restroom/shower facility at the newly completed Bridge of the Gods Trailhead parking lot located at a key junction of the Pacific Crest Trail, Gorge Trail #400, and the Cascade Locks Trail System. The parking lot and restrooms/showers will serve the needs of hikers and bikers with a high quality, multifunction facility that will enhance the visitor experience, leverage the committed partnerships of the Oregon Parks and Recreation Department (OPRD), the Port, the US Forest Service, and Northwest Trail Alliance.

**Place-based Community Mural in Sandy River Delta Restrooms - USDA Forest Service, Columbia River Gorge**

- The project will improve the visitor experience to the Sandy River Delta by addressing vandalism at this important recreation site within the Columbia River Gorge National Scenic Area. The project will engage artists from surrounding communities to create a place-based mural on the interior of the restroom to discourage graffiti and vandalism and foster a positive user experience at this beloved recreation site.

**Gorge Towns to Trails: Mosier to The Dalles - Friends of the Columbia Gorge**

- The project supports Friends and USFS in their commitment to intentional and inclusive engagement on the Mosier to The Dalles Trail Concept development project which includes conducting 6 stakeholder meetings to engage the public in the planning process. The project's study area includes a diversity of communities, including many people who do not speak English



as their first language. These focus groups are intended to provide a comfortable space for dialogue on the project issues, needs, and goals with project staff. The feedback and advice heard during these meetings will inform the discussions of the project's Community Representatives Committee, directly influence project outcomes, and serve to broaden our understanding of the diverse needs of the community and trail users.

#### **Gorge Impact Film Festival - Gorge Impact Film Festival**

- To support the expansion of the Film Festival from a one-day event to a two-day event, which will encourage overnight visitors and support more diverse storytelling perspectives.

#### **Troutdale Arts Festival - Cascadia Arts Association**

- Provide support of additional shuttle services to the festival to alleviate traffic and parking issues and to expand marketing outreach to out-of-state audiences.

#### **The Dalles Public Boat Launch Improvements - Port of The Dalles**

- The funding will be used for immediate and necessary improvements to the public boat launch that provides free access to the Columbia River, as well as to the public restroom facilities located in the same area.

#### **Taste of the Gorge - Columbia Gorge Tourism Alliance**

- Supports the "Taste of the Gorge" campaign, which is an innovative marketing initiative designed to showcase the diverse and rich culinary scene of the Columbia River Gorge, to be launched in the Fall of 2024.

#### **Travel 26 - Sandy Area Chamber of Commerce**

- Support the convening and collaboration efforts to bring tourism businesses along the Hwy 26 corridor together to enhance regional planning and promotion efforts.

The goal of the Strategic Investment Fund is to make one-time investments into regionally impactful projects that address one or more of the five priorities for the region:

- **Care for Community:** Create and/or support ways in which our communities can engage with, advocate for, and understand the benefits from the tourism economy.
- **Destination and Visitor Management:** Leverage and support tools and programs that address high-use/low-use, seasonality, and economic impact needs in the region.
- **Improve Visitor Experiences:** Access funding and partnerships to support partners with improving existing visitor experiences in the region.
- **Leverage Resources through Partnerships:** Expand the work the RDMO can accomplish to meet our goals through partnerships with Travel Oregon, RDMOs, DMOs, associations, and other partners.
- **Regional Alignment:** Maintain and support a strong sense of alignment between Mt. Hood and the Columbia River Gorge in visitor communications.

Funding for Experience Mt. Hood and the Gorge's Strategic Investment Fund comes from the state transient lodging tax made available through the Regional Cooperative Tourism Program administered by Travel Oregon.

#### **About [Experience Mt. Hood and the Gorge](#)**

Experience Mt. Hood and the Gorge, also known as the Mt. Hood and Columbia River Gorge RDMO, is managed through Clackamas County Tourism with regional leadership from The Dalles Area Chamber of Commerce, Visit Hood River, Explore Troutdale, and Mt. Hood Territory. The region is home four distinct

regions: West Columbia River Gorge, Hood River Valley, The Dalles and Mt. Hood Territory. From exploring Mt. Hood, the tallest mountain in Oregon, to the Columbia River Gorge with its awe inspiring views, the region is a place where visitors can experience Oregon's history, culture, local cuisine and wine/beer, and an abundance of year-round adventures. For more information about Experience Mt. Hood and the Gorge, follow us on Facebook (Mt. Hood/Columbia River Gorge Region) and Instagram (@hoodgorge) or visit hood-gorge.com.



# STAFF REPORT

**Meeting Type:** City Council  
**Meeting Date:** May 20, 2024  
**From:** Tyler Deems, City Manager  
**Subject:** Transportation System Development Charge Discussion

**PURPOSE / OBJECTIVE:**

Consideration of the Transportation System Development Charge (SDC) and implementation of a new rate based on the revised methodology and updated [Transportation System Plan \(TSP\)](#). Following the May 6<sup>th</sup> work session, the Mayor determined that further discussion and direction to staff regarding the SDC methodology and rate is needed.

**BACKGROUND / CONTEXT:**

In 2023, the Council adopted the updated TSP. The last time the City’s Transportation SDC methodology was updated was in 2004. There was also a slight modification to the methodology in 2016. The updated TSP provides a list of capital improvement projects and categorizes the projects into different levels of priority (high, medium, low, and all). FCS Group took the projects and related data from the TSP to establish the maximum defensible Transportation SDC. Based on the categorization of projects, FCS provided four scenarios for potential fee increases. Below is a table detailing the four scenarios.

	A. High Priority Projects Only	B. Medium & High Priority Projects	C. Low, Medium & High Priority Projects	D. All TSP Projects Total
<b>Calculated TSDC per Person Trip End</b>				
Cost Basis:				
Improvement Fee	\$ 16,933,808	\$ 38,240,094	\$ 56,605,149	\$ 180,451,425
Reimbursement Fee	7,525,668	7,525,668	7,525,668	7,525,668
Compliance Costs	159,520	159,520	159,520	159,520
<b>Total Cost Basis</b>	<b>\$ 24,618,996</b>	<b>\$ 45,925,281</b>	<b>\$ 64,290,336</b>	<b>\$ 188,136,613</b>
<b>Proj. Growth in Daily Person-Trip Ends</b>	<b>74,887</b>	<b>74,887</b>	<b>74,887</b>	<b>74,887</b>
Improvement Fee per Trip End	\$ 226	\$ 511	\$ 756	\$ 2,410
Reimbursement Fee per Trip End	\$ 100	\$ 100	\$ 100	\$ 100
Compliance Fee per Trip End	\$ 2	\$ 2	\$ 2	\$ 2
<b>Total SDC per Trip End (rounded)</b>	<b>\$ 329</b>	<b>\$ 613</b>	<b>\$ 858</b>	<b>\$ 2,512</b>
Equivalent New TSDC Rate per SFR:	\$ 5,208	\$ 9,716	\$ 13,601	\$ 39,800
Equivalent New TSDC Rate per Multi-family Unit:	\$ 3,722	\$ 6,944	\$ 9,721	\$ 28,447

The Council reviewed the SDC methodology at the last two council work session ([March 18, 2024](#) and [May 6, 2024](#)). On May 6, 2024, Council directed staff to take the necessary steps to move forward with



the adoption of the Transportation SDC methodology. The updated methodology would adopt the total cost basis from Option D, which included all projects identified in the TSP. The maximum SDC that could be charged under this methodology is \$39,800. To be clear, there is no recommendation to implement an SDC near this rate. This figure only represents the maximum defensible charge based on the projects that are identified in the TSP.

Staff is currently working on drafting the required 90-day SDC methodology update notice. The public hearing to adopt the methodology is scheduled for September 3, 2024. While the SDC rate does not necessarily need to be modified at the same time the methodology is adopted, it typically is. Staff is seeking direction from Council as to whether or not the Transportation SDC should be increased at the same time as the methodology update and, if increased, to what amount.

**KEY CONSIDERATIONS / ANALYSIS:**

System Development Charges (SDCs) provide revenue for infrastructure projects that are generally related to increasing capacity. As noted previously, the last time the City’s Transportation SDC methodology was in 2004. There was a slight modification to the methodology in 2016, which did not have a significant impact on the rate. Since that time, the SDC has only increased (annually) in accordance with the Engineer News Record Construction Cost Index (ENR CCI) for Seattle, WA. The current rate is \$4,826.

With the upcoming adoption of the revised methodology, the Council has the opportunity to modify the Transportation SDC to better align with their goals and priorities for future transportation capital improvement projects. Every dollar increase in the SDC will provide additional funding for these projects. For example, a \$1,000 increase in the SDC would generate approximately an additional \$440,000 based on the remaining allocated equivalent residential units (ERUs) that are anticipated to be constructed in the next few years under the existing moratorium, minus approximately 80 ERUs that have already been submitted to the Building Division.

The following table shows Transportation SDC rates for other Oregon cities. When available, the last TSP or SDC methodology update is noted.

City	TSDC per	
	SFR	Last Update / Notes
Wilsonville	16,823	TSP updated 2020
Oregon City	13,939	TSP updated 2013 / SDC updated 2017
North Plains	13,705	TSP updated 2019 / SDC updated 2022
Sherwood	12,719	TSP updated 2014
Happy Valley	12,304	TSP updated 2023
Forest Grove	10,599	TSP updated 2014
Molalla	8,722	TSP updated 2018 / SDC updated 2019
Woodburn	5,988	TSP updated 2019
McMinnville	6,255	TSP updated 2010 / SDC updated 2015
Sandy	4,826	TSP updated 2023 / SDC updated 2016*
Gladstone	4,440	TSP updated 2017 / SDC updated 2018
Estacada	4,131	TSP updated 2024
Canby	4,013	TSP updated 2010 / new TSP to be adopted 2024
Milwaukie	2,470	TSP updated 2018 / updated TSP currently underway
Troutdale	1,297	TSP updated 2014 / amended in 2022

There have been several discussions around the total cost of permitting and the concern that raising rates could have an adverse impact on future development. The following table is intended to provide the Council with information on other cities within Clackamas County to gain a better understanding of how the City of Sandy's SDCs compare. In total, the City is approximately 28% below the average of all other Clackamas County cities.

City	Water	Wastewater	Stormwater	Street	Park	Total	Notes
Canby	4,754	2,953	257	4,013	6,025	18,002	Canby Water
Estacada	7,715	6,035	1,225	4,131	6,676	25,782	
Gladstone	9,402	6,755	3,616	4,440	9,388	33,601	
Happy Valley	12,176	9,746	240	12,304	10,089	44,555	Water to be updated in near future
Lake Oswego	9,571	3,484	295	17,984	16,565	47,899	
Milwaukie	2,297	8,860	1,086	2,470	3,985	18,698	
Molalla	4,042	8,077	950	8,479	2,550	24,098	2020 Rates
Oregon City	14,022	2,973	1,186	13,939	7,912	40,032	
West Linn	8,184	3,283	1,144	9,208	10,014	31,833	
Wilsonville	12,089	6,929	2,327	16,823	14,000	52,168	Park SDC updated March 2024
<b>Average</b>	8,425	5,910	1,233	9,379	8,720	33,667	
<b>Sandy</b>	4,294	6,126	-	4,826	8,897	24,144	Does not include FIL
<b>% over/under</b>	-49%	4%	-100%	-49%	2%	-28%	

(Note: this does not include the Parks Fee in Lieu amount, as that is not an applicable charge for every ERU.)

Since the May 6<sup>th</sup> meeting, staff has engaged with FCS Group and is finalizing a contract to update both Water and Wastewater SDC methodologies in the near future. Water will be relatively easy to begin, as the Master Plan is already completed. The Wastewater SDC methodology will take longer due to the EPA/DEQ review of the nearly finished Facilities Plan Amendment.

#### **BUDGET IMPACT:**

Unable to determine at this point in time. Any increase in the Transportation SDC is favorable for the Street Fund and will help towards completion of capital improvement projects as identified in the 2023 TSP.

#### **RECOMMENDATION:**

Discuss Transportation SDCs and provide staff with direction as to whether or not the Transportation SDC rate should be increased at the same time as the methodology update in September 2024 and, if increased, to what amount.

#### **SUGGESTED MOTION LANGUAGE:**

None.

#### **LIST OF ATTACHMENTS / EXHIBITS:**

- Transportation SDCs for other Oregon communities
- Total SDCs for other Clackamas County cities

City	Water	Wastewater	Stormwater	Street	Park	Total	Notes
Canby	4,754	2,953	257	4,013	6,025	18,002	Canby Water
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<b>Sandy</b>	4,294	6,126	-	4,826	8,897	24,144	Does not include FIL
<b>% over/under</b>	-49%	4%	-100%	-49%	2%	-28%	

FIL	
869,242	per acre
0.0068	acres per person
3.00	per household
0.02	
0.02	rounded
17,384.84	FIL to charge
41,528.54	

<b>Sandy Revised</b>	4,294	6,126	-	13,601	12,118	36,139
<b>% over/under</b>	-49%	4%	-100%	45%	39%	7%



City	TSDC per SFR	Last Update / Notes
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North Plains	13,705	TSP updated 2019 / SDC updated 2022
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