



# ENVISION SANDY 2050

## 2050 Vision and Comprehensive Plan Update

### *Community Advisory Committee (CAC)*

**CAC Meeting #2**  
**May 11<sup>th</sup>, 2022, 6:30- 8:00 PM**

***In-Person:***

Sandy Public Library, Community Room  
 38980 Proctor Blvd  
 Sandy, OR 97055

***Online:***

Please click the link below to join the Zoom webinar:  
<https://us02web.zoom.us/j/88638421555>  
 Call-in by phone: 669-900-6833,  
 88638421555#

## AGENDA

Time	Subject	Lead
6:00	<i>Food and Drink available – come early to grab a bite!</i>	
6:30	<b>Welcome</b> <ul style="list-style-type: none"> <li>Tonight’s Agenda and Packet Materials</li> </ul>	Shelley Denison, City of Sandy
6:35	<b>Envision Sandy2050 Project Updates</b> <ul style="list-style-type: none"> <li>Outreach and Engagement</li> <li>Background Reports</li> <li>Process</li> <li>Schedule</li> </ul>	Shelley Anais Mathez, 3J Consulting
6:45	<b>Background Reports: Key Takeaways</b> <ul style="list-style-type: none"> <li>Questions? Reflections?</li> </ul>	Anais
7:00	<b>Strengths-Weaknesses-Threats-Opportunities (SWOT) Break-out Discussion Groups</b> <ul style="list-style-type: none"> <li>Small group break-outs (4)</li> </ul>	CAC Members
7:30	<b>SWOT Group Discussion Report-Back</b>	CAC Members
7:45	<b>Next Steps</b> <ul style="list-style-type: none"> <li>Community Conversations sign-up</li> <li>Upcoming Community Events</li> <li>Next CAC meeting</li> </ul>	Shelley Anais
8:00	<b>Adjourn</b>	Shelley



## Envision Sandy 2050: CAC Meeting #1

March 16<sup>th</sup>, 2022, 6:30pm-8:00 pm

[Community Advisory Committee - 16 Mar 2022 - YouTube](#)

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### Attendees:

#### *CAC Members*

Jessica Clark  
Tonja Stradley  
Amaya Peralta  
Daniel Prata  
Michael Prata  
Renaë Gregg  
Annette Freetage  
Shannon Ulizio  
Melissa Grant  
Omar Khan  
Amanda Van Wormer  
Shelby Butcher  
Kellie Treanor

#### *Project Staff*

Shelley Denison  
Kelly O'Neill, Jr.  
Anaïs Mathez  
Jeff Aparti

#### *Other*

Emily Meharg  
Laurie Smallwood

### Meeting Notes

Shelley welcomed the group to the first Community Advisory Committee for the Comprehensive Plan Update.

Anaïs Mathez, 3J Consulting, started the conversation with a round of introductions and asked the question, what do you love about Sandy? Members expressed their love of the small community Sandy provides, the recreational opportunities, and the access to amenities like food carts. CAC members come from a wide array of backgrounds, some are 5<sup>th</sup> generation Sandy residents, and some just moved to the area a year or two ago. Professional associations include auto dealerships, schoolteachers, equity groups leaders, engineers, healthcare workers, and IT specialists.

Anaïs followed with the presentation of the 2050 Vision and Comprehensive Plan update process. Starting with background information on what a community vision and comprehensive plan is.

- *What is a Community Vision?*
  - This is where we enter conversations to understand what you love about Sandy, what you are worried about, and what you want for the future.
- *What is a Comprehensive Plan?*
  - A land use document, a blueprint for city's future. It considers population and employment growth over time and sets the goals and policy direction for future change. The plan is implemented through updates to documents like the city zoning map and development code.

Anaïs moved into the Project Overview, outlining the objectives and process. Explaining that behind the scenes, 3J and the other consultants put together a series of background reports (existing conditions). These reports will be distributed in the next CAC meeting to help set the stage for where Sandy is now and guide the conversation of developing the vision for the future. The Vision helps to guide conversations into applicable Goals and Policies, which in turn guides the update of the Comprehensive Plan as a whole.

Next, the general schedule was discussed as outlined in the PIP, with the goal of adoption in Summer 2023. There will be eight CAC meetings throughout the process, with a set objective for each discussion. The project team was introduced as 3J consulting, ECONorthwest, Geos Institute, and Veritas, each with varying roles throughout the process.

Anaïs then discussed the role of the CAC, and the general items members will work on. Describing the process as a multi-level look at the data, from current conditions to a 30,000' level to create a vision. As for general ground rules, if you can't make a meeting, let the team know in advance.

### **Public Involvement Plan**

Anaïs described the Public Involvement Plan (PIP). It is put together for any public engagement process, and outlines activities, types of community members are out there to reach. Its purpose is to guide public and stakeholder interactions with the intention of creating opportunities for discussion, knowledge sharing, and problem-solving with community members. Objectives, key messages, engagement activities, and communication tools were outlined. All of which guides the transitioning into Phase 1: Develop the Sandy 2050 Vision, where over the next 6 months, the goal to understand community desires, preferences, and priorities. This will then all be synthesized into themes and big ideas.

### **Community Conversation Kit**

Anaïs transitioned the conversation to go over the Sandy Community Conversation Kit. It contains a series of questions to engage the community. The group then participated in an example Community Conversation discussing the following questions:

- *What makes sandy so special today?*
- *What should we strive to enhance for the future?*

The meeting turned over to a group discussion, and CAC comments included:

- *A lot of people are moving here, therefore Sandy is losing its small community feel*
- *Noticeable crowding*
- *Chose to live in Sandy for its livability. A mixture of rural living with access to economic opportunity*
- *Concerns over lack of transportation options, particularly related to evacuating the city from fires*
- *Sense of community needs to be preserved*
- *Concerns of overgrowth and inadequate infrastructure*
- *Preserving downtown walkability*
- *Safety for our children*
- *Affordability of housing*

- *Develop better business development practices, to attract new businesses*
- *Preserve access to, and maintenance of trails and natural areas.*

Anaïs outlined the Community Conversation process as essentially, a “meeting-in-a-box”, meant for anyone to take with them to host their own conversation anywhere. The kit outlines all the information you need for a successful conversation. It is helpful to rely on your networks to connect with all corners of Sandy. Conversations should take place over the next couple of months. After conversations, email your notes to Shelley, or fill out the survey with the responses. Lastly, keep track of planned conversations in log: [Envision Sandy 2050: Community Conversations Tracking Log](#).

### **Public Comment**

Kathleen Walker wanted to thank everyone for participating.

### **Announcements**

- Anaïs announced the next meeting is slated for May 11<sup>th</sup> at 6:30 pm
- Shelley will send a “Housing Snapshot” exercise follow-up email
- Anaïs said to watch out for a packet of information to review for next time

Project staff thanked the committee for their attendance. Shelley adjourned the meeting at 8pm.

# ENVISION SANDY 2050

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## COMPREHENSIVE PLAN BACKGROUND REPORTS

APRIL 2022

*DRAFT*

# INTRODUCTION

## Context

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.

## Purpose

The City of Sandy is preparing a series of background reports intended to establish baseline information and develop a foundational understanding of land use topics that relate to Sandy. The following reports identify current conditions and future trends for each of the following topics as they relate to both Sandy and the applicable Statewide Planning Goals:

- 1. Housing and Economy**
- 2. Natural Hazards and Resiliency**
- 3. Parks, Trails and Natural Resources**
- 4. Community and Culture**
- 5. Transportation and Infrastructure**
- 6. Governance and Growth Management**

Each background report is informed by a review of relevant planning documents and a compilation of demographic, socio-economic, and GIS data, where applicable. The purpose of these reports is to create a shared understanding of the City's current assets, conditions and/or practices, as well as future trends and drivers of change.

# HOUSING AND ECONOMY

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## Regulatory Context for Comprehensive Plans

The following statewide planning goals provide local jurisdictions with direction for how to plan for housing and economic development through their Comprehensive Plans:

**Statewide Planning Goal 9 Economic Development:** Ensures cities and counties have the land available for potential economic growth and development opportunities. As a part of this goal, local governments perform Economic Opportunity Analyses on a 20-year timeline for population and job growth. All local governments are required to maintain a working inventory of areas suited for economic growth, and that can be connected to public services. Sandy is preparing an Economic Opportunities Analysis (EOA) as part of the Comprehensive Plan process and is also completing an Economic Strategic Plan.

**Statewide Planning Goal 10 Housing:** Ensures communities are aiming to provide an adequate housing supply that meets the needs of a community and offers people the range of various places to live, varying degrees of density, and doesn't cause an overburden of the financial resources of those living there. Cities must conduct a housing needs analysis (HNA) to satisfy the requirements of Goal 10. The HNA determines a city's residential land supply within the urban growth boundary (UGB) is sufficient to accommodate a 20-year residential land demand. If there is a deficit of residential land, cities must first enact measures to accommodate needed housing within the UGB. If a deficit still exists, cities can pursue a UGB expansion. The City of Sandy's most recent HNA was adopted as part of the 2015 Urbanization Study.

## I. 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 commercial businesses in the city. Sandy's population more than doubled between 2000 and 2021. Sandy's population was 12,869 in 2021. Since 2000, Sandy's population grew by 7,484 people at an average annual growth rate of 4.2%.<sup>1</sup> Sandy is forecast to grow by 7,788 people through 2045, at an average annual growth rate of 2.1%.<sup>2</sup>

### 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%.

### 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.

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

<sup>2</sup> Forecast by Population Research Center (PRC), Portland State University, [https://ondeck.pdx.edu/population-research/sites/g/files/znlchr3261/files/2020-07/Clackamas\\_Report\\_Final\\_2020.pdf](https://ondeck.pdx.edu/population-research/sites/g/files/znlchr3261/files/2020-07/Clackamas_Report_Final_2020.pdf).



## 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.

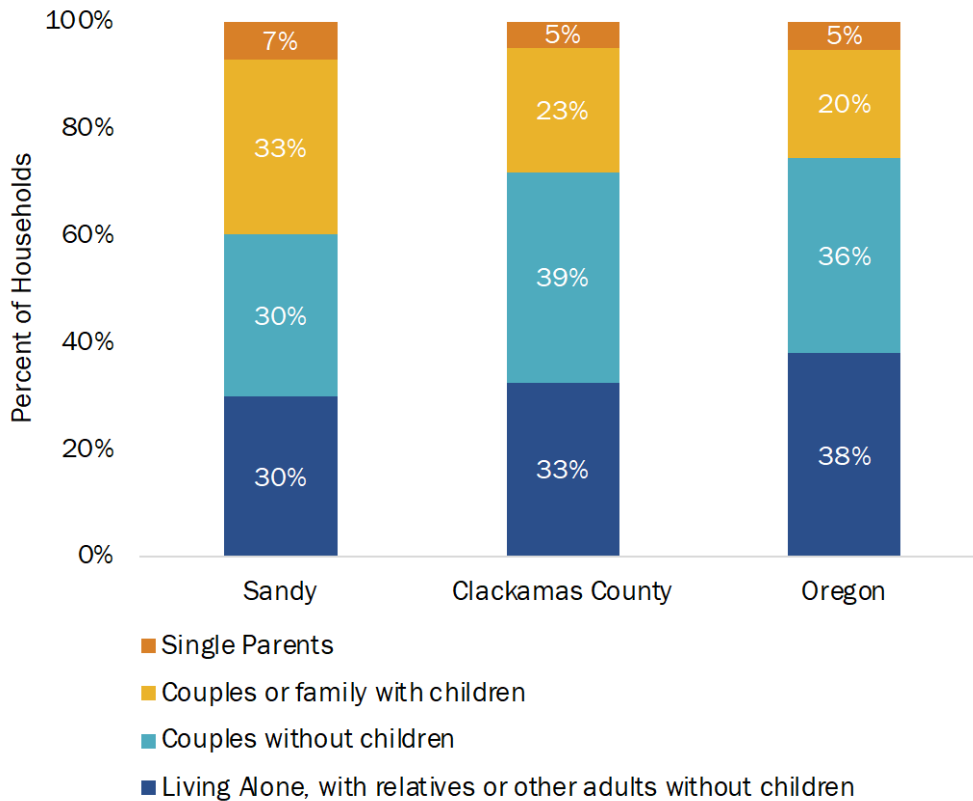


Exhibit 3. Household Composition, Sandy, Clackamas County, and Oregon, 2015-2019

Source: U.S. Census Bureau, ACS 5-Year Estimates 2015-2019 Table B11012.

## Income and Education

Sandy's median household income increased between 1999 and 2019 from \$42,115 to \$73,443 per year<sup>3</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.

<sup>3</sup> City of Sandy Urbanization Study (CSUS, 2015). January 2015. Ordinance 2015-01.

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%.

## II. 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. Moreover, Sandy is forecasted to grow to approximately 20,657 people by 2045. Historical population growth led to a high demand for housing. The limited supply of housing combined with population growth, 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 Development Trends

The 2015 Urbanization Study identified the following key changes regarding development trends between 2000 and 2014:

- Around 83% of permitted residential projects were single-family dwellings with over 16% multi-family and less than 1% manufactured homes. Distribution of housing types is influenced by several factors, including the cost of new home construction, economic and employment trends, demographic characteristics, and the amount of land zoned to allow different housing types and densities.
- Most of the housing units were owner occupied (almost 64% owner occupied). Overall, Sandy's housing stock increased by 1,840 dwelling units or by 89%. The mix of housing shifted with single-family dwellings accounting for about a 7% greater share in 2014 than in 2000.
- Employment forecasts indicate that Sandy will add 3,719 jobs between 2014 and 2034 with about 2,789 employees (75%) in retail/service, 558 employees (15%) in industrial, and 372 employees (10%) in government.

Recently completed analysis of permitted development showed Sandy's housing stock adding 837 total dwelling units between 2015 to 2021. Single family residential development continues to dominate, comprising 68% of total housing units (572 units) in comparison to multi-family residential which only provided 32% of the total housing units (265 units). Although single-family encompasses the largest share, the share of multi-family units has doubled from 16% to 32% of the total. Single-family development tends to be more expansive, consuming the majority of the newly developed land (83%) in comparison to multi-family developed areas (17%).

Residential Type	Zone	New Housing Units Permitted		Acres of Land Developed		Development Density Dwelling Units per Acre
		Number of Units	% of Total	Acres of Land	% of Total	
<b>Single-Family Residential</b>		<b>572</b>	<b>68%</b>	<b>73.3</b>	<b>83%</b>	<b>7.8</b>
	SFR (Single Family Residential)	246	29%	41.6	47%	5.9
	R2 (Medium Density Residential)	15	2%	0.9	1%	16.8
	R3 (High Density Residential)	107	13%	4.9	6%	21.9
	Village	204	24%	25.9	29%	7.9
<b>Multifamily Residential</b>		<b>265</b>	<b>32%</b>	<b>15.0</b>	<b>17%</b>	<b>17.7</b>
	R2 (Medium Density Residential)	97	12%	7.3	8%	13.3
	R3 (High Density Residential)	163	19%	7.3	8%	22.3
	C2 (General Commercial)	5	1%	0.3	0%	14.3
<b>Total</b>		<b>837</b>	<b>100%</b>	<b>88.3</b>	<b>100%</b>	<b>9.5</b>

Exhibit 4. Land Development, Sandy, 2015–2021

Source: City of Sandy, Clackamas County Property Appraiser. Notes: There was no newly developed non-residential development reported during the 2015-2021 time period (this includes commercial, office, industrial, etc.).

### Housing Cost Trends

The median gross rent in Sandy over the 2015-2019 period was \$1,228 per month, a \$581 (90%) increase from 2000. About 32% of Sandy’s households are cost burdened which is the same rate in the county. Renters are more frequently cost burdened than homeowners in Sandy and in the county.

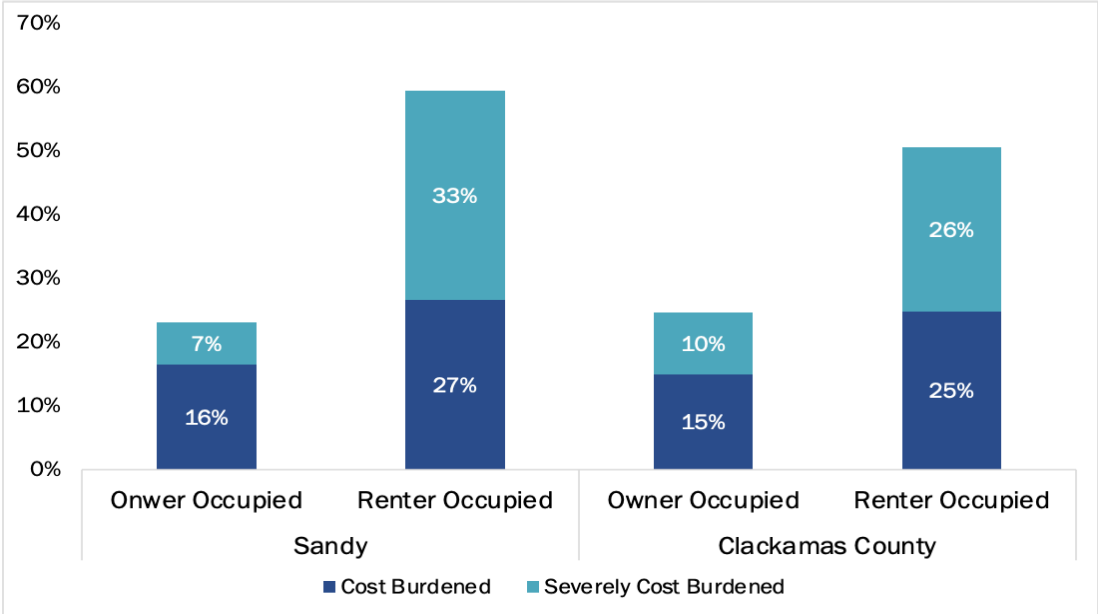


Exhibit 5. Cost Burdened Households by Tenure, Sandy, Clackamas County, 2016–2020

Source: U.S. Census Bureau, American Community Survey 2016–2020 5-Year Estimates, Table 25091, B25070

Median home sales prices have risen over the last ten years, increasing from almost \$200,000 in 2012 to almost \$500,000 in 2022. Over the 2012-2022 period, the median home sale price in Sandy increased by 149%.

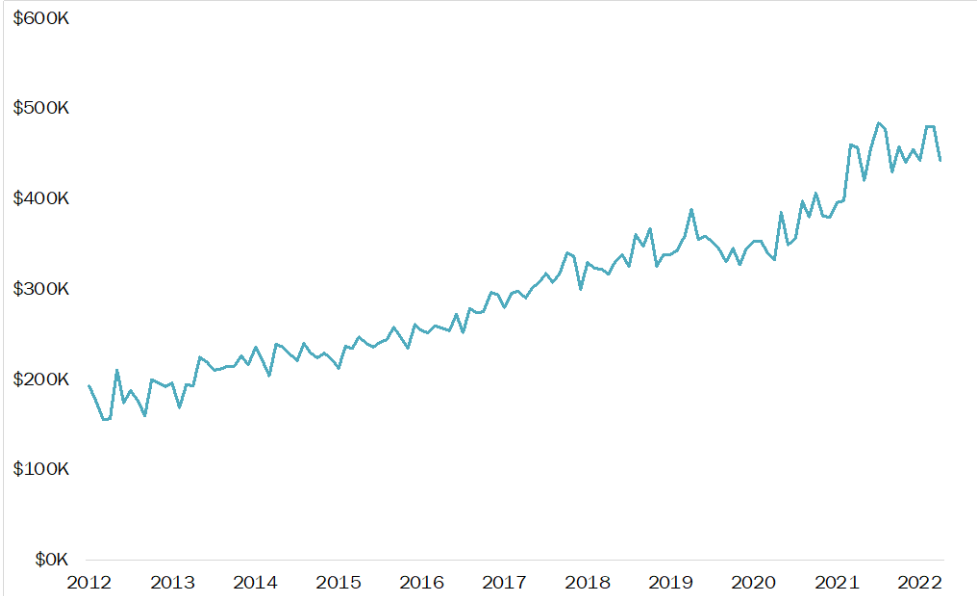


Exhibit 6. Median Home Sales Price, Sandy, 2012-2021

Source: Redfin

### Employment Trends

The industries with the greatest number of employees in Sandy are retail trade, accommodation and food services, government, and health care and social assistance (Exhibit 7). 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 than the county and state. Commuting plays a key role in Sandy’s economy because employers in the area can access workers from cities across Clackamas County and the greater Portland Metro Region.

Sector	Establishments		Employees		Change in Employment		
	2008	2019	2008	2019	Number	Percent	AAGR
Construction & Agriculture	36	42	177	162	(15)	-8%	-0.8%
Manufacturing	18	22	240	202	(38)	-16%	-1.6%
Wholesale Trade	10	14	44	54	10	23%	1.9%
Retail Trade	44	46	717	978	261	36%	2.9%
Transportation and Warehousing	5	11	24	128	104	433%	16.4%
Information	3	8	96	62	(34)	-35%	-3.9%
Finance and Insurance	15	20	83	88	5	6%	0.5%
Real Estate and Rental and Leasing	18	18	42	38	(4)	-10%	-0.9%
Professional Services and Management of Companies	21	19	86	78	(8)	-9%	-0.9%
Admin. / Support and Waste Mgmt / Remediation Serv	10	21	29	57	28	97%	6.3%
Educational Services	3	5	4	18	14	350%	14.7%
Health Care and Social Assistance	22	31	278	454	176	63%	4.6%
Recreation, Accomodation, and Food Services	39	47	544	632	88	16%	1.4%
Other Services (except Public Administration)	31	72	195	300	105	54%	4.0%
Government	10	12	499	502	3	1%	0.1%
<b>Total</b>	<b>285</b>	<b>388</b>	<b>3,058</b>	<b>3,753</b>	<b>695</b>	<b>23%</b>	<b>1.9%</b>

Exhibit 7. Change in Covered Employment, Sandy UGB, 2008–2019

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2008 and 2019. AAGR: Average Annual Growth Rate.

Sandy has a higher labor force participation rate (69%) relative to Clackamas County (65%) and Oregon overall (62%). This means that a larger percentage of Sandy's population age 16 years and older are either employed or seeking work.

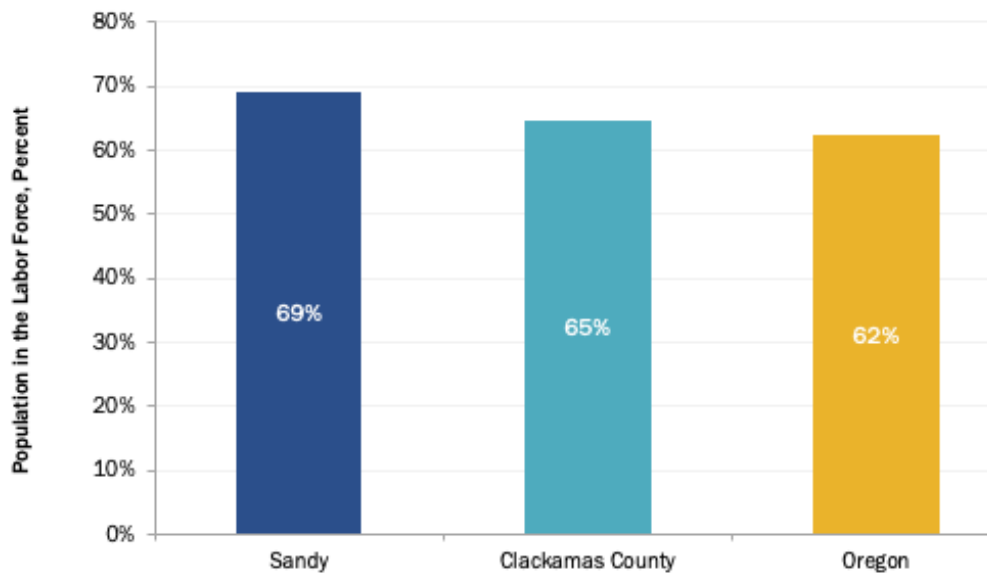


Exhibit 8. Labor Force Participation Rate, Sandy, Clackamas County, and Oregon, 2015–2019

Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B23001.

Sandy is part of an interconnected regional economy. Of the 3,715 people who work in Sandy, 80% of the workers commute into Sandy from other areas, most notably Gresham (please note the number of employees described in this analysis uses different data that does not include the UGB, included in Exhibit 7). More than 5,000 residents of Sandy commute out of the city for work, most of them 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.

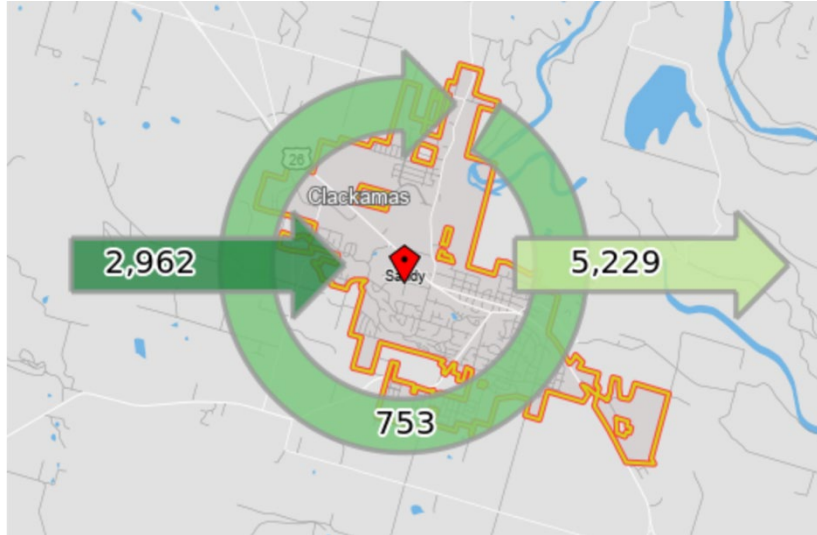


Exhibit 9. Commuting Flows, Sandy, 2019  
Source: U.S. Census Bureau, Census On the Map.

20%	12%	8%	4%
Sandy	Gresham	Portland	Mount Hood

Exhibit 10. Places Where Sandy Workers Lived,<sup>4</sup> 2019  
Source: U.S. Census Bureau, Census On the Map.

27%	13%	11%	2%
Portland	Sandy	Gresham	Beaverton

Exhibit 18. Places Where Sandy Residents Were Employed,<sup>5</sup> 2019  
Source: U.S. Census Bureau, Census On the Map.

<sup>4</sup> In 2019, 3,715 people worked at businesses in Sandy, with 20% (753) of workers both living and working in Sandy.

<sup>5</sup> In 2019, 5,982 residents in Sandy worked, with 13% of Sandy residents (753) both living and working in Sandy.

## NATURAL HAZARDS AND RESILIENCY

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### **Regulatory Context for Comprehensive Plans**

The following statewide planning goals provide local jurisdictions direction for how to plan for natural hazards, ensuring resiliency and the quality of natural resources, through their Comprehensive Plan:

**Statewide Planning Goal 6 Air, Water and Land Resources Quality:** Instructs local governments to consider protection of air, water and land resources from pollution and pollutants when developing comprehensive plans. The pollutants addressed in Goal 6 include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants. The goal asks cities and counties to choose areas suitable for use in controlling pollution. It calls on them to use a variety of market, zoning and management tools in creating these outcomes. At a federal level, the elements within Goal 6 correspond broadly to the Clean Air Act and Clean Water Act. At a state level, Goal 6 covers many areas regulated by the Oregon Department of Environmental Quality (DEQ) through its permitting actions. DEQ ensures its permitting decisions follow the plan and zoning regulations of the affected local government and coordinates with DLCD and other agencies to be sure that city and county plans follow state and federal laws.

**Statewide Planning Goal 7 Areas Subject to Natural Hazards:** Requires comprehensive plans to address Oregon's natural hazards. This includes river and coastal floods, landslides, wildfires, and coastal erosion. Additionally, planning for the likelihood of a major earthquake and tsunami from the Cascadia Subduction Zone has gained necessary traction recently. Ideally, this planning looks to avoid the location of essential services like schools, hospitals, fire and police stations away from the zones of potential heavy impact. This is addressed through comprehensive planning and development code and informed by a natural hazard inventory tailored to the surrounding area.

## I. 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>6</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.

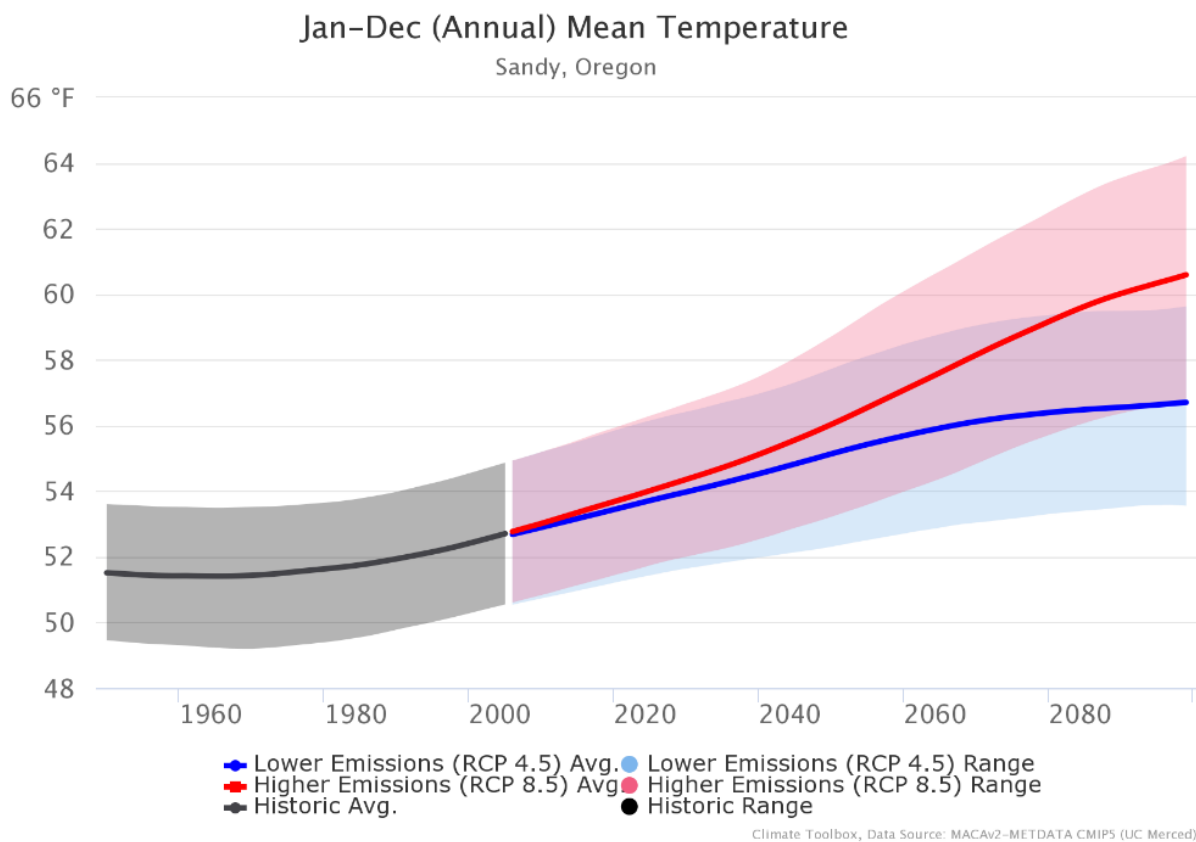
If emissions of greenhouse gases continue as they are trending, average annual temperature in Sandy is expected to increase by 9°F (range from 5-13°F) by the end of this century, as compared to 1951-80. If emissions are substantially reduced, average warming could likely

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<sup>6</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/>.



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>7</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>8</sup>

<sup>7</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Time Series' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>8</sup> Hegewisch, K.C., Abatzoglou, J.T., 'Future Climate Dashboard' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

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

**Table 1.** *The estimated number of days/year over 90°F, 100°F, and 105°F in Sandy, Oregon based on continued higher emissions (RCP8.5).*

## II. 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>9</sup>

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

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.

### Extreme Rainfall and Flooding

Extreme rainfall is increasingly likely, even if average rainfall does not change. Storms larger than 99.9% of all historical storms are expected to increase in frequency in coming decades.<sup>10</sup> Oregon will face more mudslides and flooding during the next 80 years as a result of extreme wildfires followed by extreme rains.

### Drought

Drought events have already become more frequent and extreme in Sandy, Oregon.<sup>11</sup> Continued higher temperatures will increase the rate of loss of soil moisture during dry periods, leading to increased intensity of droughts, even if precipitation rates do not change. Thus, drought is expected to worsen in the coming decades.

### Snowpack

April 1 snowpack, measured as Snow Water Equivalent (SWE), has declined throughout the Western U.S. and Oregon by about 15-20% since the middle of the 20<sup>th</sup> century.<sup>12</sup> Across Clackamas County, snowpack is expected to continue to decline, from an average of 13 inches from 1971-2000 to an average of 1 inch by the end of this century.<sup>13</sup>

### Streamflow

Streamflow projections for the Sandy River were not available. The nearest available stream gauge with projections for future flow levels came from the Clackamas River.<sup>14</sup> We can expect similar changes in overall hydrology, even if flows are different between the two rivers. A

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<sup>10</sup> Touma, D. et al. 2022. "Climate change increases risk of extreme rainfall following wildfire in the western U.S. Science Advances v. 8. DOI: 10.1126/sciadv.abm0320

<sup>11</sup> Hegewisch, K.C., Krosby, M. "Historical Drought Stripes" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

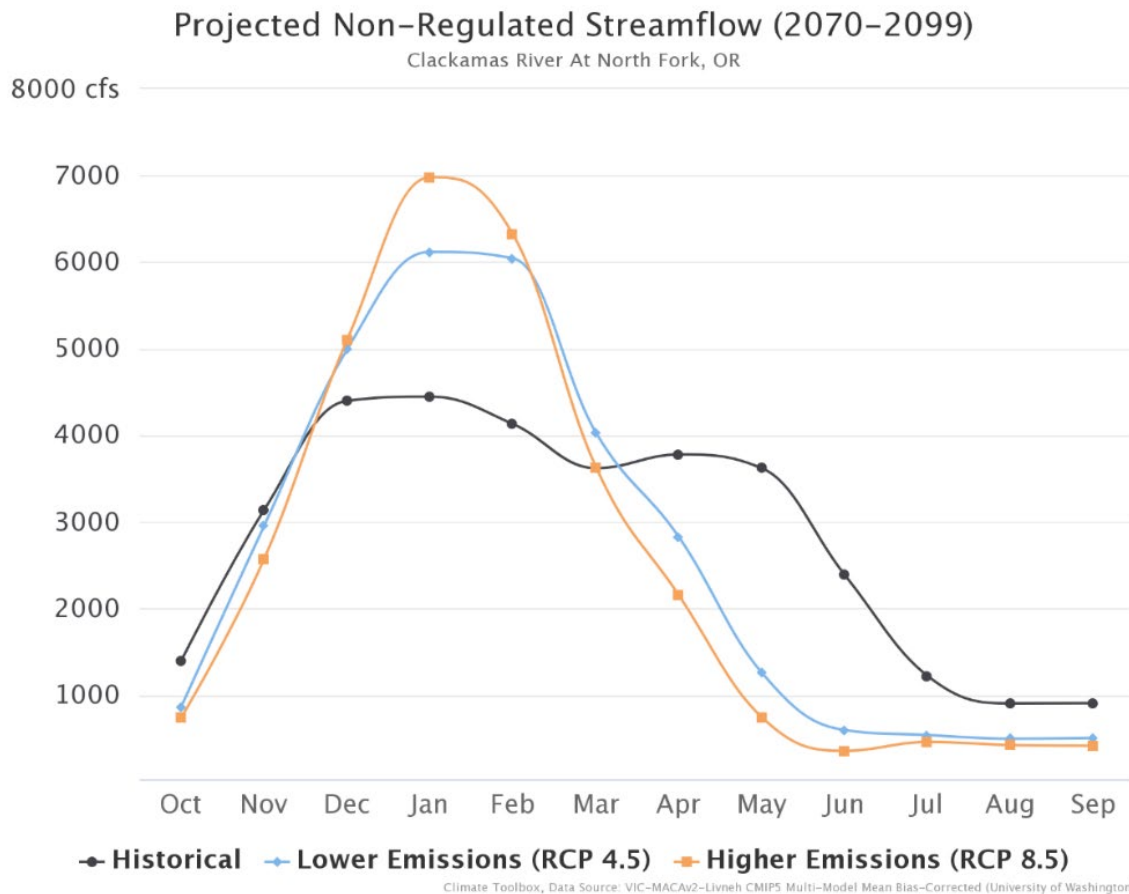
<sup>12</sup> Dalton, M., and E. Fleishman, editors. 2021. Fifth Oregon Climate Assessment. Oregon Climate Change Research Institute, Oregon State University, Corvallis, Oregon. <https://blogs.oregonstate.edu/occri/oregon-climate-assessments/>.

<sup>13</sup> Hegewisch, K.C., Krosby, M. "Future Boxplots" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

<sup>14</sup> Hegewisch, K.C., Abatzoglou, J.T., and Chegwidan, O., 'Future Streamflows' web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

similar pattern is projected for rivers throughout Oregon as the shift from snow to rain leads to a significant change in the hydrograph.

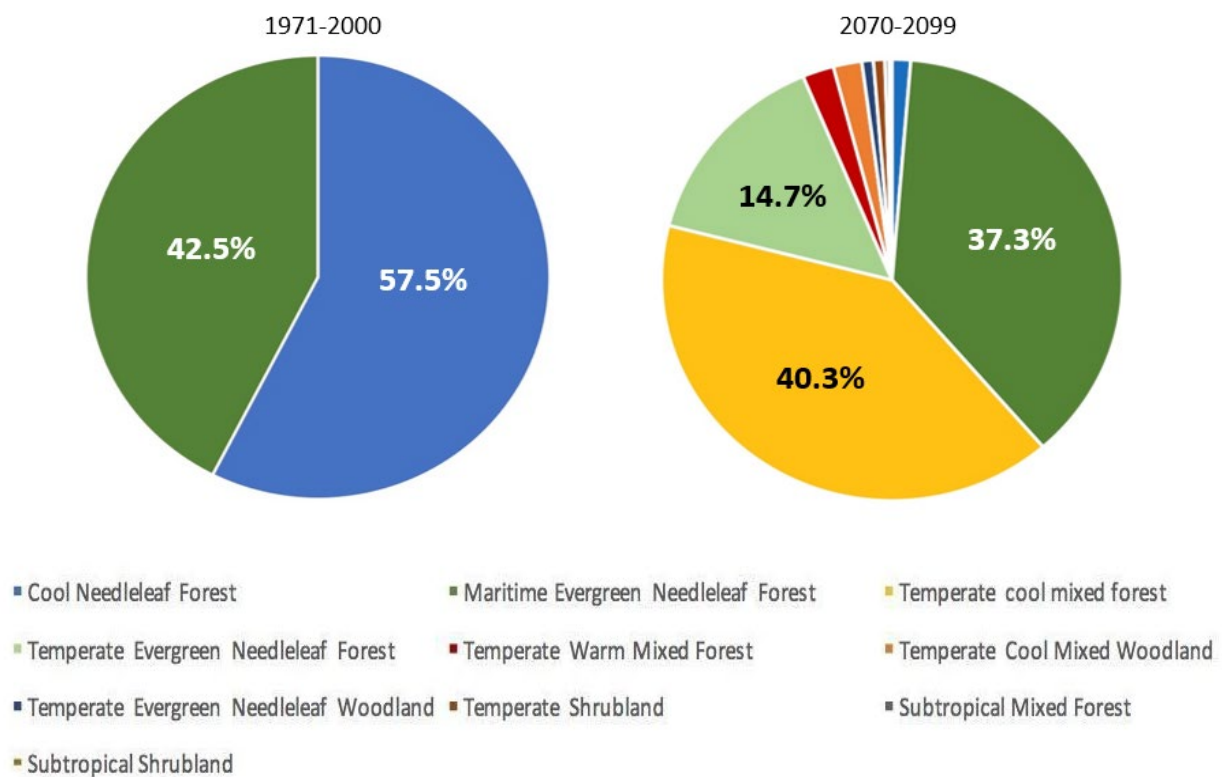
The Clackamas River at North Fork shows a major shift in the hydrograph towards the end of the century, even for the lower emissions scenario. The historical hydrograph is characterized by an extended winter to early summer peak in flow resulting from slowly melting snowpack. In contrast, the late-century hydrograph shows a much higher winter peak (January and February) that quickly declines to extremely low flows from May through October (Fig. 2).



**Figure 2.** Streamflow in the Clackamas River is expected to shift from snow-dominated spring and summer melt to rain-dominated winter flow, resulting in decreasing summer flows.

## Vegetation

As conditions change, dominant vegetation across Clackamas County could also change. Natural areas of the County are currently dominated by needleleaf forests. These forests could shift to new types of vegetation, including mixed forest (both deciduous and evergreen) and mixed woodlands (Fig. 3).<sup>15</sup> Shifts in vegetation type affect wildfire and habitat availability for many important species. Shifts in vegetation occur over highly uncertain timeframes, as disruptions, including insect outbreaks, fire, and drought stress, lead to losses of vegetation while new types take many decades (and longer) to become established and grow to maturity.



**Figure 3.** Major shifts in vegetation are expected across Clackamas County, from mostly needleleaf forest to mixed forest (both needleleaf and deciduous) and woodlands (more open than forest) by the end of the century.

<sup>15</sup> Hegewisch, K.C., Krosby, M. "Future Vegetation" web tool. Climate Toolbox (<https://climatetoolbox.org/>) accessed on 30 March 2022.

## PARKS, TRAILS, AND NATURAL RESOURCES

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### Regulatory Context for Comprehensive Plans

The provision of sufficient quality parks, trails, facilities, and open spaces is an essential component to the quality of life of Sandy residents. Access and enjoyment of these amenities also intersects with the quality and preservation of Sandy's natural resources, including scenic and historic resources. The following statewide planning goals provide local jurisdictions direction for how to plan for these topics through their Comprehensive Plan:

**Statewide Planning Goal 8: Recreational Needs:** Requires local governments to plan for the recreation needs of their residents and visitors. The goal places priority on non-motorized forms of recreation, and recreation areas that serve high-density populations with limited transportation options and limited financial resources. It also places priority on recreation areas that are free or available at a low cost to the public. Local, state, and federal agencies must coordinate their plans for recreation facilities to protect natural resources and help communities meet the demand these recreation destinations place on public services and facilities such as roads.

**Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Space:** Broadly covers more than a dozen resources, ranging from wildlife habitat to historic places. To protect and plan for them, local governments are asked to maintain inventories of identified resources in the community. Inventories in a local plan may address only a part of the resources included in Goal 5. The process starts with an inventory of specific resources. Resource sites are assessed, and significant sites are protected. Rules for some Goal 5 resource categories rely on inventories and assessments that have been conducted by state or federal entities. There are six Goal 5 resource categories that rely on state or federal inventories: wild and scenic rivers, state scenic water ways, ground water resources, Oregon recreation trails, Sage Grouse habitat, and wilderness areas. Three categories require local inventories. Initiating an inventory and completing the Goal 5 process for and the remaining resource categories is optional. There are separate state rules for each Goal 5 resource category. Many of the rules have not been revised since 1996 and rely on periodic review as a trigger for compliance. Since many jurisdictions no longer need to enter periodic review, many local plans and codes are not consistent with the current Goal 5 standards.

# I. Current Assets, Practices and Conditions

## 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.

### *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 light passive use. These include Knollwood Park, Sandy River Park, Sandy Community Campus, and Tickle Creek Park, including 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, such as 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.

#### TRAILS & PATHS WITHIN PARKS

Park Name	Miles of Path / Trail
Sandy River Park	3.85
Sandy Bluff Park	0.70
Cascadia Park	0.16
Timberline Park	0.06
Meinig Park	0.50
Salmon Estates Park	0.07
Barlow Ridge Park	0.21
Hamilton Ridge Park	0.21
<b>Total</b>	<b>5.76</b>

#### TRAILS & PATHS OUTSIDE PARKS

Associated Feature	Miles of Path / Trail
Tickle Creek	2.10
Sandy High School <sup>1</sup>	0.53
Neighborhood Paths	0.99
370th Right-of-way	0.44
Kate Schmidt Trail	0.14
<b>Total</b>	<b>4.20</b>

<sup>1</sup> High School trail includes restricted access nature trail no always available for public use.

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

### Historic and Cultural Resources

The Sandy River Water Trail celebrates the history of Sandy and the importance of the waterway for the community. Nearly 38 miles of trail feature basalt cantons, old growth

forest, and river restoration projects. The trail offers ample recreation opportunities both on and off water.

Sandy's history is also celebrated through the 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.

## II. 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.

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

- The City remains one of the fastest growing communities in Oregon, growing at a rate nearly four times the state average. In 2021, Sandy was home to approximately 12,869 residents and is expected to add another 7,788 residents by 2045.
- There are several favorite parks and trails in Sandy. The top sites that were mentioned in the most recent community engagement process included Tupper Park, Tickle Creek Trail, Bornstedt Park, and Meinig Park.
- 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.

## COMMUNITY AND CULTURE

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### **Regulatory Context for Comprehensive Plans**

Civic engagement and a sense of community and culture fosters a strong quality of life for Sandy residents, and the provision of public, civic and cultural spaces is directly related to the success of Sandy's future growth.

Public involvement is the first of Oregon's Statewide Planning Goals, and several laws and regulations from federal to regional levels compel local governments to conduct public involvement efforts. Proactive and effective public involvement is a cornerstone of planning practice, and focused public engagement is crucial to achieve success in land use and transportation planning initiatives that impact the entire community.

**Statewide Planning Goal 1: Citizen Involvement:** Requires municipalities to ensure the opportunity for the public to have meaningful involvement throughout the land use planning process. Goal 1 requires municipalities to incorporate six key components in their public involvement program:

- Citizen Involvement: An officially recognized committee for public involvement broadly representative of geographic areas and interests related to land use and land-use decisions to provide for public involvement.
- Communication: Mechanisms for effective two-way communication between the public and elected/appointed officials.
- Influence: Opportunities for the public to be involved in all phases of the planning and decision-making process.
- Technical Information: Access to technical information used in the decision-making process, provided in an accessible and understandable format.
- Feedback Mechanisms: Programs to ensure that members of the public receive responses from policymakers and that a written record for land-use decisions is created and made accessible; and,
- Financial Support: Adequate resources allocated for the public involvement program as an integral component of the planning budget.

# I. Current Assets, Practices and Conditions

## 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, 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 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.

## II. 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 Web site 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.

## TRANSPORTATION AND INFRASTRUCTURE

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### **Regulatory Context for Comprehensive Plans**

An updated and organized transportation and infrastructure system provides connectivity within and beyond for Sandy residents and its visitors. Access and enjoyment of these amenities also intersects with the quality of life for those who live, work, and recreate in Sandy. The following statewide planning goals provide local jurisdictions direction for how to plan for these topics through their Comprehensive Plan:

**Statewide Planning Goal 11 Public Facilities and Services:** Ensures that the public facilities and services we rely on are planned into the systems around us. These include water and sewer, police and fire, health services, recreation facilities, energy, and communication services. Cities with populations greater than 2,500 are required to create public facilities plan that meets the current and long-range needs. A city with an urban growth boundary cannot include an intent to serve areas beyond the current urban growth boundary.

**Statewide Planning Goal 12 Transportation:** Cities and communities rely on access to the transportation services they need to commute, obtain goods and services, and maintain connections. Public transit, freight delivery, etc. the quality and availability of transportation options impacts quality of life, cost of living, and the general flow of goods and services within and beyond a local economy. This goal requires cities, counties, and the state to create a transportation system plan (TSP) that includes all modes of transportation: transit, air, water, rail, highway, bicycle, and pedestrian. The TSP should support many modes to connect the community to the jobs, goods, and services they need.

# I. 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.

### *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. 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. Most of the design standards in the 2011 Sandy Transportation System Plan (TSP) also require a landscape buffer.
- 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 Conner 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 Mount Hood. The bus routes include:

- Sandy Shoppers (A & B) – Every 60 minutes, afternoons and evenings, Monday through Friday
- Sandy/Gresham Express – Every 30 minutes, Monday through Friday; 60 minutes Saturday and Sunday
- Sandy/Estacada Express – Five trips daily, Monday through Saturday
- Mount Hood Express – Seven trips daily (extra runs in the winter), Monday through Sunday. This line also includes the Villages Shuttle which runs to Rhododendron 4 times a day.

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.

Other key characteristics of the City's transit system include:

- Transit riders can transfer to TriMet routes at the Gresham Transit Center for access to transit service in the Portland Metro area.
- Sandy Transit is investing in seven new vehicles from 2019 to 2021.
- Bus stops with more than 10 boardings per day should have a shelter and a bench per Sandy Transit's standard. The bus stops in Sandy are currently meeting that standard.
  - The SAM stop at Gresham Transit Center is the highest ridership stop in Sandy Transit's system.
- There is poor connectivity between the regional fixed routes and the local shopper routes. Pedestrian improvements and a new shopper shuttle stop at Proctor Boulevard and Hoffman Avenue are proposed in the Transit Master Plan to remedy this issue.

In 2020, the City updated the Transit Master Plan, which 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 notes that, in an update of the Comprehensive Plan, 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.



## II. Future Trends and Drivers of Change

### Public Utilities and Services

#### *Water System*

With the completion of the Water Master Plan in mid 2022, Sandy Water will have a concise plan 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 Water 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 Clean Water has embarked on a deep dive analysis to best 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 us 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. Funding has recently been secured for these improvements and construction is slated for 2022.

### *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 362<sup>nd</sup> 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 is constructing the northern expansion of 362nd Drive and the western extension of Bell Street. This project will provide 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.

# GOVERNANCE AND GROWTH MANAGEMENT

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## Regulatory Context for Comprehensive Plans

The planning and regulation of growth related to population increases and economic opportunity is essential to maintaining and preserving the qualities enjoyed by Sandy residents and visitors alike. Maintaining and updating land uses guides harmonious and thoughtful development. The following statewide planning goals provide local jurisdictions direction for how to plan for these topics through their Comprehensive Plan:

**Statewide Planning Goal 2: Land Use Planning:** Instructs local governments to have and follow a comprehensive land use plan and implement the regulations. Comprehensive plans are required to comply with the requirements of each of the statewide planning goals. The comprehensive plan and zoning ordinances are the guiding documents for all local land use decisions.

**Statewide Planning Goal 14: Urbanization:** Ensures every city in Oregon has an urban growth boundary (UGB), a tool to plan for upcoming growth trends through containing urban development and maintaining land outside of the boundary for non-urban uses. The UGB is designated in a city's comprehensive plan, and when deciding where to place the boundary, a city must plan to include a twenty-year supply of land for housing, employment, industry, open space, and recreation. An UGB plan is also required to help transition land use types to avoid conflicts. Cities with populations over 2,500 are required to have a transportation system plan and a public utility plan. The UGB portion of a comprehensive plan needs to analyze a city's population forecast for the next twenty-years, the supply of buildable lands, and adequate land for recreation and open space. The location of an UGB must be informed by a location analysis that compares locations for cost effectiveness, reduction of neighboring land use conflicts, and the location that causes the fewest negative environmental and economic consequences.

## I. 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

The 1973 Legislature mandated comprehensive planning in Oregon 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. LCDC adopted these Goals and Guidelines in December 1974 and they became effective on 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 City or County community and specific area plans, zoning codes, permits, and public improvements are required to be consistent with the Comprehensive Plan. This structure ensures that cities and counties implement the State's goals first through the comprehensive plan, and then by more detailed supporting and implementing documents.

Sandy's current Comprehensive Plan was last adopted in 1997 and most recently amended in 2012. Twelve of the nineteen statewide planning goals apply to Sandy. These include:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resources
- Goal 6: Air, Water and Land Resource Quality
- Goal 7: Natural Hazards
- Goal 8: Recreational Needs
- Goal 9: Economic Development
- Goal 10: Housing

- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 13: Energy
- Goal 14: Urbanization

Sandy's 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).

### Zoning and Development

The Zoning Map details zoning districts (also known as "zones"), overlays (such as the Flood Slope Hazard and Bornstedt Village Overlay), planned development locations (although new planned developments can no longer be proposed due to a code amendment in 2021), 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 are described in Table 1.

Table 1. Sandy Land Uses by Zoning Districts

<b>Zone</b>	<b>Acreage</b>
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

### 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>16</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.

<sup>16</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>

The conclusion of the 2015 Urbanization Study indicated that in the 20 year planning period (2014-2034) there is expected to be a deficit in the existing UGB of properties zoned for low and medium density residential development and commercial properties. The study also concluded that the current UGB contains a small surplus of high density residential and industrial zoned properties.

## II. 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. Approximately 12,869 people lived in Sandy in 2021, adding 7,484 people since 2000 at an average annual growth rate of 4.2%.<sup>17</sup> Sandy is forecast to grow by 7,788 people through 2045, at an average annual growth rate of 2.1%.<sup>18</sup>

Population growth has also resulted in a growth of jobs in Sandy. The current employment forecast assumes employment will grow at a rate of 2.8% annually during the 2014 to 2034 period, adding a total of 3,719 jobs. 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 and employment projections used in the City's 2015 Urbanization Study the following land use deficit and surplus were identified, which prompted the City to expand its UGB in 2017:

- *Land Deficits:*
  - 276.8 acres of low-density residential land
  - 4.5 acres of medium-density residential land
  - 45.7 acres of retail/service land
  - 6.1 acres of government land
- *Land Surplus*
  - 13.9 acres of high-density residential land
  - 45.0 acres of industrial land.

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<sup>17</sup> Portland State University Population Estimates, 2021.

<sup>18</sup> Forecast by Population Research Center (PRC), Portland State University, [https://ondeck.pdx.edu/population-research/sites/g/files/znlchr3261/files/2020-07/Clackamas\\_Report\\_Final\\_2020.pdf](https://ondeck.pdx.edu/population-research/sites/g/files/znlchr3261/files/2020-07/Clackamas_Report_Final_2020.pdf).

## 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.

## Natural Hazards and Resiliency Planning

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.