

Sandy

Comprehensive Land Use Plan

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# **INTRODUCTION**

## **THE CITY**

Sandy, incorporated in 1913, is located 24 miles east of Portland, Oregon at the foot of the Cascade Mountains. Sandy is surrounded by farm- and forest lands, streams, rolling hills and the Sandy River Gorge. Currently, the city is home to nearly 5,000 citizens and it is anticipated that the population will reach 25,000 residents by the year 2040.

Sandy is served by an east-west highway system, U.S. Highway 26, which provides access to the Portland metropolitan area to the west and the Mount Hood National Forest to the east. Without railroad facilities, river transportation and major airport facilities, the city is dependent on the highway transportation system.

Since the city's incorporation in 1913 and until the mid-1960's, Sandy has served three basic functions: 1) a service center for the surrounding farming community; 2) a center for the lumber industry; and 3) a gateway to the recreation area of Mount Hood National Forest. Sandy's commercial and industrial base has continued to expand and provides a wide range of jobs and services to local residents within the city and the region.

## **THE PLAN**

Sandy's Plan was originally acknowledged by the Department of Land Conservation and Development (DLCD) in 1982. The preparation of this Policy document, along with a separate "Background Inventory" document and implementing ordinances and maps, has been partially funded through a grant from the Transportation and Growth Management Program (TGM), a joint program of the Oregon Department of Transportation and the Department of Land Conservation and Development.

The Comprehensive Plan is a set of maps, policies, and implementing measures affecting land use within the city limits, and ultimately within the Urban Growth Boundary. The Plan is a guide for both public officials and the general public to define the direction, quality and quantity of future development redevelopment and to evaluate decisions and weigh the possible effects on the future of the community.

## **WHAT DOES THE PLAN DO?**

The purpose of land use planning is to indicate the most appropriate land uses within a given area and to provide a means for effectively and efficiently facilitating and guiding development activity. Planning ensures that residential, commercial and industrial uses are properly located in relation to each other and that adequate quantities of all types of land are available. Planning also helps ensure that new developments enhance and help maintain the type of community that residents of Sandy desire.

The Plan is a tool that changes and evolves continually as the needs and goals of the city change. As significant changes occur within the community, the Plan should be amended after careful consideration of the future consequences.

Implementing measures, such as zoning and development ordinances, are specific approaches or techniques for implementing Plan policies. They delineate the criteria and standards for development addressed within the broad outlines of the Comprehensive Plan.

A well-defined planning and development process helps developers, builders and the public understand the city's policies and approach to existing and proposed development. Developers will have a clearer understanding of what information decision-makers will use to determine the desirability and acceptability of their proposals. The Plan also helps in the coordination of public and private sector activities and city departmental activities by indicating the municipality's development goals and objectives.

This document comprises the goals, objectives and policies of the City of Sandy Comprehensive Plan.

## *Goal 1*

### *Citizen Involvement*

This goal is to establish policies for development of a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

1. The City of Sandy shall maintain a citizen involvement program to allow opportunity for citizen involvement in the ongoing planning process.
2. Comprehensive Plan changes shall include the opportunity for participation of citizens affected by the change.
3. The City of Sandy shall review the process of citizen involvement during periodic review.
4. The City shall disseminate information and public notice to the residents of the Sandy area concerning on-going planning activities and pending actions.
5. The Planning Commission shall be the lead body responsible for ensuring ongoing citizen involvement related to the development, review, updating, and implementation of the Plan and implementing ordinances.

## *Goal 2*

### *Land Use Planning*

This goal is to establish policies for a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

#### **Comprehensive Plan and Ordinance Update**

1. The City of Sandy shall conduct a major update of the comprehensive plan every five to seven years, or as required for Periodic Review.
2. Changes to the Comprehensive Plan Map shall be consistent with the policies of the Comprehensive Plan, state law, and intergovernmental agreements.

#### **Specific Area Plans**

3. The City may use Specific Area Plans to refine the Comprehensive Plan and/or the zoning ordinance in order to further implement the Comprehensive Plan policies. A Specific Area Plan designates specific land uses and transportation elements through broad local participation. Specific Area Plans may be developed in a single linear process, including neighborhood workshops, Planning Commission hearing(s), and City Council adoption hearing(s).
4. Specific Area Plans may be used as a tool for coordinating development in a specific area plan, such as a village area. Specific Area Plans should implement coordinated residential and commercial development while integrating surrounding uses and transportation linkages.
5. A Specific Area Plan is developed through an extensive public process that relies upon the contributions of citizens and stakeholders. The creation of a Specific Area Plan Overlay District in the zoning ordinance shall further implement the policies of the Comprehensive Plan.

#### **Land Use Regulations**

6. The uses, area, and household number projected for each of the villages may be modified by a Specific Area Plan.

7. Land development proposals shall be consistent with the Sandy Development Code, Municipal Code, and all adopted standards and enforcement codes of the City of Sandy. The burden of proof with regard to consistency with the applicable standards and codes lies with the prospective developer.
8. The City of Sandy encourages land developments which are designed to take advantage of innovative design and technology, energy conservation, and the protection and conservation of cultural and natural resources. Examples of innovative residential developments include: common wall or "zero lot line" single-family dwellings, dwellings designed and sited so as to utilize solar energy, multi-family complexes including row houses and townhouses, and planned developments which provide for variety in housing types and mixed uses.
9. Planned development methods are particularly encouraged for special lands which display the following characteristics: property of large sizes or those which are well situated in relation to the street and traffic circulation network; properties which have natural features which limit development potential; and properties which involve significant natural or cultural resources, particularly active or passive recreational opportunities.
10. Due to the demand which new development places upon the community's infrastructure, the city may impose off-site improvement requirements necessitated by a development. Each development shall provide for all on-site needs, and in areas which represent a critical link in the facility and service delivery systems, the city may require the over-sizing of these systems. The City may negotiate late-comer fees or other arrangements to compensate developers for over-sizing of facilities.
11. Where a development offers greater improvement to the community infrastructure than is normally required, or extraordinarily serves to fulfill the objectives of the Sandy Comprehensive Plan, the City of Sandy may provide relief from city standards or requirements in consideration thereof. Relief from standards or requirements can be considered only where there is no infringement to PUBLIC health or safety.
12. It is important that land divisions do not preclude the development of the property or nearby property to planned urban densities. For that reason, land partitioning and subdivision will be controlled to the extent that there are options remaining for the future extension of public facilities and services.

## **Interpretation of Comprehensive Plan Map**

13. Plan designations for land use categories are intended to guide zoning.
14. Proposed plan elements such as parks, roadways, schools, etc., are intended to be conceptual. Actual locations and quantities should be determined through the development process.

### ***Land Use Designations***

#### **Parks and Open Space (POS)**

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

#### **Low Density Residential (LDR)**

This designation is intended primarily for low density single-family with densities ranging from 3 to 8 units per net acre, including existing single-family residential areas and vacant lands with constraints to development at higher densities.

Commercial development with the exception of home businesses and limited neighborhood retail is not considered appropriate within this designation. The LDR Plan designation encompasses three zoning district designations.

- 1) The *Single Family Residential (SFR)* district is intended for 3 to 5.8 dwelling units per net acre. Intended uses are primarily single-family detached units. Duplexes, subject to siting standards, are also allowed in these areas. Single Family residential districts are generally located outside the village areas.
- 2) The *Low Density Residential (R-1)* district is intended for 5 to 8 dwelling units per net acre. Intended uses are single family detached and attached units. Duplexes, subject to siting standards, are also allowed in these areas. Low Density Residential districts are located outside village boundaries and on the periphery of the villages

## Medium Density Residential

The *Medium Density Residential (R-2)* district is intended primarily for medium density residential development at 8 to 14 dwelling units per net acre. Intended uses are duplexes, small lot detached units, row houses, townhouses, and apartments, detached and attached residential dwellings including existing developed areas and vacant land suitable for development at this density. Commercial development, with the exception of home businesses and limited neighborhood retail, is not considered appropriate for this designation.

Medium Density Residential areas are generally located nearby Village Commercial Centers and/or public facilities such as schools or parks. The MDR Plan designation encompasses one zoning district designation.

## High Density Residential

The *High Density Residential (R-3)* district is intended for high density residential development at 10 to 20 dwelling units per net acre. Intended uses are apartments, row houses, and townhouses, duplexes, single-family planned developments, and manufactured home parks including existing developed areas and areas suitable for development at this density.

High density residential areas are generally located immediately adjacent to village commercial centers or the Central Business District. Commercial development, including home businesses and limited neighborhood retail, is considered appropriate in high density residential developed in conjunction with villages or immediately north of the Central Business District. High density residential areas are generally located nearby Village Commercial Centers, the Central Business District and/or public facilities such as schools or parks. The HDR Plan designation encompasses one zoning district designation.

## Village

The *Village (V)* designation provides for a mixture of commercial and residential uses within the context of a village. The village designation is intended to provide flexibility in developing specific area plans. Permitted zoning in a village includes single family residential (when identified as part of a specific area plan), low density residential, medium density residential, high density residential, and village commercial. Development within village areas is governed by a specific area plan approved by the city. Existing review procedures (Types I-IV) may be used after the adoption of a specific area plan. A specific area plan may be developed in

phases with a conceptual development plan and specific site plans for each phase of development.

A shifting of the underlying zoning district boundaries to accommodate development constraints and land divisions for specific development proposals may be allowed through approval of a Specific Area Plan. Area and density increases may be increased or decreased up to 20%. Changes greater than 20% will require a Plan Map amendment.

## Commercial

This designation provides for a wide range of commercial activities to serve the residents of the villages and the city as a whole. The following areas may be designated C on the Plan Map:

1. Areas having a historic commitment to professional or business office, retail, wholesale and or business services, including areas already developed as commercial strips along arterials. use.
2. Areas necessary for commercial use, provided:
  - a) There is direct access to a collector or arterial.
  - b) That siting does not result in significant traffic or adverse environmental impact.
  - c) There is appropriate access to the regional transportation network.
3. Areas with sites large enough to accommodate expansion of individual establishments or provide for several establishments within one contiguous area.
4. Areas within the boundaries of a village.
5. Village commercial areas should generally be located in the center of a village to be convenient to all areas within the village.

Three specific commercial designations are provided:

The *Central Business (C-1)* district is intended to provide the community with a mix of civic, retail, personal services, offices and residential needs of the community and its trade area in the city's traditional commercial core. While the district does not permit new low density building types, it is not intended to preclude dwelling units in buildings containing commercial activities. All development and uses shall be consistent with the intent of the district, as well as compatible with the space, access and exposure constraints and opportunities of the central city.

The *General Commercial (C-2)* district is intended to provide for a wide range of commercial activities in a community scale shopping center and for commercial uses and related services and businesses which require large land areas for structures and parking facilities and direct automobile access. This district is not intended for residential or industrial uses.

The *Village Commercial (C-3)* district is primarily oriented to serve residents of the village and the immediately surrounding residential area. The Village Commercial area is intended to help form the core of the villages. Allowing a mixture of residential uses beside and/or above commercial uses will help create a mixed use environment which integrates uses harmoniously and increases the intensity of activity in the area. The orientation of the uses should integrate pedestrian access and provide linkages to adjacent residential areas, plazas and/or parks, and amenities.

### Industrial

This designation provides for industrial parks, light industrial and general industrial activities. The intent is to encourage industrial growth and provide for industrial development at appropriate locations in order to increase the level of employment, enhance the tax base, decrease service costs, and achieve a healthy, diverse, and stable local economy. Non-industrial uses are not encouraged in industrial areas except for those, not including housing, which serve the needs of the area's work force. Areas may be designated I on the Plan Map providing that siting of businesses does not result in significant adverse impacts on residential or sensitive natural resource areas in the following areas:

1. Areas having a historic commitment to industrial use
2. Areas with appropriate access to the regional transportation network
3. Areas with sites large enough to accommodate expansion of individual establishments or provide for several establishments within one contiguous area.

The industrial plan designation is implemented through the Industrial Park (I-1), Light Industrial (I-2) and General Industrial (I-3) districts.

The *Industrial Park (I-1)* district is intended to allow desirable and beneficial mixing of light industrial and warehousing businesses and commercial uses totally enclosed within buildings on large, landscaped sites which will blend harmoniously with their surroundings and adjacent land uses.

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

The *General Industrial (I-3)* district is intended to provide locations in suitable areas for general manufacturing and warehousing businesses which because of potential land use conflicts require large, isolated sites removed from neighboring residential uses.

***Goals 3 & 4***  
***Agricultural Lands and Forest Lands***

There are no farm or forest lands within the Sandy Urban Growth Boundary.

## *Goal 5*

### *Open Spaces, Historic Resources, and Natural Areas*

This goal is to establish policies for conservation of open space and protection of natural and scenic resources.

In keeping with the mandate of Statewide Planning Goal 5, Oregon communities are required to provide programs that will “conserve open space and protect natural and scenic resources.” Additionally, the City of Sandy has the goal of providing parks, open space, and recreational opportunities for its citizens, as well as promoting healthy and visually attractive environments that are in harmony with the natural landscape character of the area. The following policies support these goals:

#### **Natural Resources**

1. The City shall notify applicable state and federal natural resource protection agencies of development proposals potentially impacting important natural features.
2. Significant natural features within the planning area shall be identified and inventoried by the City or through the development process. These shall include:
  - major natural drainageways, wetlands, and flood plains
  - lands abutting the Sandy River
  - land with significant native vegetation
  - ecologically and scientifically significant natural areas
  - outstanding scenic views; and
  - lands that provide community identity
3. Natural features and areas determined to be significant shall be preserved or have their losses mitigated. The City may place conditions upon development of such lands, private non-profit efforts, and city, state, and federal government programs to achieve this objective.
4. The City promotes development practices which maintain or enhance the environmental quality enjoyed by the residents of the community.

5. Where feasible, the system of parks and open space in the City should be restored and maintained to serve the habitat and migratory needs of fish and wildlife in the Sandy River and Clackamas River basins and tributary areas.

### **Open Space Policies**

6. Identify and inventory open space corridors within the Sandy urban growth area. Open space shall include lands useful for fish and wildlife habitat, trails, public access to natural resource lands and water, and protection of environmentally sensitive areas. Wherever possible, open space areas identified for protection shall be preserved through the application of constrained open space standards, through conservation easements, or through other similar methods.
7. Employ development regulations to preserve and protect open space and environmentally sensitive lands, integrate the natural environment of Sandy into project designs, minimize the creation of impervious surface, and discourage the unnecessary clearing of trees and other natural vegetation.
8. Wherever possible, native growth protection areas shall be established along Highway 26 at both the east and west entries to the City. These areas are intended to provide a pleasant entry to the City, screen industrial uses from the highway, and provide a buffer between the highway and other land uses. These native growth areas shall be planted with native tree species in locations where such trees do not exist.
9. Where appropriate, public open space or private protected open space should be connected to other open space corridors established by other agencies and by private development.
10. The City shall work with property owners and developers to preserve open space along Tickle Creek as part of the Tickle Creek Greenway.

### **Stream Corridor Protection Policies**

11. Designate and map approximate areas of known stream corridors, wetlands, and associated buffers.
12. Encourage projects which will protect, maintain, enhance, and restore the natural functions and values of stream corridors. This includes maintenance of

water quality, storm runoff and flood water conveyance, wildlife habitat, open space, recreation, and aesthetic values.

13. Require activities which use stream corridors and associated buffers to be compatible with the preservation of stream corridor functions and values. These activities include, but are not limited to, private and public development, recreation, and surface water management.
14. Allow development density on parcels constrained by stream corridors and associated buffers to be transferred to other portions of the development site or to immediately adjacent sites, but only for that portion of the site which is permanently dedicated as open space.
15. Promote innovative site and building designs which reduce the adverse impacts of development on stream corridors.

### **Indigenous Growth Protection Policies**

16. Require development and construction projects to minimize disturbance of significant indigenous growth and to enhance the cohesive quality of tree stands through sensitive site design and construction methods.
17. Promote innovative site and building designs which reduce the adverse impacts of development on native tree stands and other areas of significant vegetation.
18. Where feasible, preserve natural vegetation resource sites through public acquisition, conservation easements or other available methods to permanently limit development.
19. Encourage and, if necessary, require reforestation in open space areas to help mitigate the adverse impacts of development.

### **Historic and Cultural Resource Protection Policies**

20. Preserve, when feasible, significant historic sites and buildings and encourage restoration efforts.
21. Assist the Oregon State Historic Preservation Office and the National Parks Service in designating buildings and sites which are eligible for historic designation.

22. Use historic overlay districts, zoning and design guidelines to help preserve historic and cultural resources.
23. Facilitate historic preservation efforts in conjunction with redevelopment in the downtown and other areas.
24. Encourage new building design that blends with the character of existing historic structures without falsely imitating historic styles.
25. Pursue obtaining historic landmark status and the provision of interpretive centers along the pristine and high priority segments of Barlow Road as identified in the *Barlow Road Historic Corridor Background Report and Management Plan prepared by Clackamas County*. Consideration shall be given to the public acquisition of these areas as potential park or open space sites.
26. Work with the appropriate county, state, and federal agencies and the private sector to develop a regional park along the Sandy River connecting the City with the river, and preserving the scenic view along the bluff.

### **Environmental and Cultural Resources**

27. The City of Sandy shall promote the planting of trees throughout the community on both public and private properties.
28. The City of Sandy shall consider the establishment of a street tree plan that identifies particular trees within different areas of the City but that provide species diversity to add visual interest throughout the community, create individual neighborhood identity, and provide additional resistance through species diversity against disease.
29. The City of Sandy shall review existing development standards, including street standards, to assure that the standards support and encourage the maintenance of a sustainable urban forest.
30. The City of Sandy shall consider incentives to encourage the preservation of significant trees.

31. The City of Sandy shall undertake a study to designate "significant/heritage" trees or areas of second growth that exist within the City's urban growth boundary. Designated trees shall be protected and preserved where possible.
32. The City shall explore the creation of programs to increase public awareness of the benefits of street trees. The City shall encourage proper care and maintenance of trees by providing educational materials to property owners concerning tree health and maintenance.
33. The City shall encourage the creation of an organization that will plant trees in areas where planter strips exist but no trees are currently planted. The City shall explore funding sources for neighborhood tree planting efforts.

## *Goal 6*

### *Air, Water, and Land Resources*

This goal is to establish policies to maintain and improve the quality of the air, water, and land resources of the state.

1. Maintain environmental quality by guiding future development and land use activities. Allow activities that will not significantly deteriorate the existing high quality of air, water and land resources.
2. Cooperate with federal, state and regional agencies to meet the air quality standards of the Federal Clean Air Act.
3. Preserve and enhance the City's open space and natural resources to sustain their positive contribution to air quality.
4. Reduce congestion and delay on major streets to lessen localized pollution impacts of automobile travel through methods such as signal timing, access management, intersection improvements, etc.
5. Reduce air pollution by decreasing the need for vehicle trips through:
  - a) Promoting pedestrian, bike, and transit friendly land uses, including mixed use developments that are compatible with existing neighborhoods
  - b) Implementing the Oregon Transportation Planning Rule
  - c) Providing opportunities to utilize alternative transportation modes
  - d) Encourage employers, including the City of Sandy, to implement programs to reduce single occupant trips to and from work
6. Favor the use of the natural drainage system and other non-structural methods to treat, convey and dispose of runoff.
7. Require all development to:
  - a) Comply with applicable local, state, and federal water quality and erosion control standards
  - b) Implement measures to minimize runoff from the development site during and after construction
8. Facilitate the extension of the City's sanitary sewer systems to areas within the Urban Growth Boundary where failing septic systems are contaminating ground and surface waters, provided:
  - a) Those properties benefiting from sewer extension pay their commensurate share of the cost of service

- b) Annexation occurs prior to any property receiving service.
9. Require adequate screened and enclosed space for recycling, solid waste storage and compacting within industrial, commercial and high density housing developments and ensure proper access to these areas.
  10. Provide for a zoning designation which will accommodate recycling facilities with standards that will mitigate impacts on adjacent land uses.
  11. Encourage reductions in the amount of solid waste generated by private and public construction and demolition activities.
  12. Ensure that new commercial, industrial and community service facility development is landscaped, buffered and designed so adjacent properties are not negatively impacted.

## *Goal 7*

### *Natural Hazards*

This goal is to establish policies to protect life and property from natural disasters and hazards.

1. Designate and map areas of steep slopes (25% or greater) and other known hazard areas.
2. Require development and construction activities which occur on steep slopes, hazard sites, and their required buffers to be in accordance with development standards for such sensitive areas.
3. Allow development density on parcels constrained by steep slopes or hazard areas to be transferred to other portions of the development site or to immediately adjacent sites, but only for that portion of the site which is permanently preserved as open space.
4. Promote innovative site and building designs which reduce the adverse impacts of development on steep slopes and other natural hazard areas.

## *Goal 8*

### *Parks and Recreation*

This goal is to establish policies to satisfy the recreational needs of the citizens of the state and visitors.

Policies pertaining to parks, open space, and recreation planning for the City of Sandy are divided into specific categories which include general policies, parks and recreation, funding, and community design.

#### **General Policies**

1. Ensure that new residential development contributes equitably to park land acquisition, development, and maintenance.
2. Establish methods to maintain and enhance the quality and quantity of parks, open space, and recreational facilities and services. Ensure that these facilities and services serve the diverse recreational needs and interests of area residents and are accessible to all members of the community.
3. Establish viewpoints of Mt. Hood and the Sandy River along Bluff Road, Park Street, and along Vista Loop Road.
4. Provide public recognition for developers of projects which are exceptional in their protection of open space, natural features, fish and wildlife habitat, air and water quality, and avoidance of environmentally sensitive areas.
5. Recognize individuals and organizations that donate or preserve land, provide easements, funding, equipment, or services for parks, open space, and recreation.

#### **Parks and Recreation Policies**

6. Develop a Parks Master Plan which includes standards and guidelines for the location of parks and recreational facilities and services.
7. Develop a parks system that provides for the needs of those seeking active recreation and exercise, and those seeking more passive forms of recreation and enjoyment of the out-of-doors.
8. Where practical, locate neighborhood parks adjacent to elementary schools, and community parks near high schools or middle schools.

9. Cooperate with the school district to develop joint recreational facilities, particularly at new school sites.
10. The conceptual location of community and neighborhood parks and areas of open space have been indicated on the City of Sandy Land Use Map. Actual park locations may be determined based on more site-specific information

### **Funding Policies**

11. Utilize impact fees and system development charges as sources of capital funding for new parks, open space, and recreational facilities.
12. Issue bonds; pursue federal, state, and county funding; establish trust funds; and explore other revenue sources for acquisition of land and easements for parks, open space, and recreation areas. The City should actively pursue donation of land and easements for these purposes. Consider the establishment of user fees for some recreational uses and for facility reservations.
13. Consider the dedication of a portion of road construction and improvement funds for sidewalk projects and bicycle facilities.
14. Seek public and private support through grants, endowments, and donations to develop and enhance recreational services and facilities.
15. Encourage civic, neighborhood, and other groups to participate actively in the maintenance of public parks and open space through “Adopt-a-Park” and similar types of programs.

### **Community Design Related Policies**

16. Maintain, preserve, enhance, and reinforce the desirable and distinctive characteristics of Sandy and its individual neighborhoods. The City will promote strengthening the sense of place by providing parks and open space and other focal points for each neighborhood. Strengthen connections from these areas and surrounding neighborhoods to cultural, educational, institutional, and recreational opportunities.
17. Encourage landscaping in new developments that is environmentally compatible with existing native vegetation and protective of water, soil, and air quality.

18. Establish regulations for landscaping new and existing streets and parking lots.
19. Encourage an active street tree planting and maintenance program.
20. Use the village neighborhood model as the organizing element for the City's overall development pattern.

## *Goal 9*

### *Economic Development*

This goal is to establish policies to diversify and improve the economy of the state.

#### **Commercial**

1. The City of Sandy shall ensure, at each periodic review, an adequate supply of land to meet the forecast 20-year commerce and service needs of the city's residents and trade area.
2. The City will support projects that:
  - Are consistent with the City's planning and growth policies
  - Maintain the quality of the environment
  - Can be accommodated by existing or planned water, sewer and streets capacity
  - Carry out specific community goals

#### **General Commercial Policies**

3. At the west end of Sandy, general commercial uses shall be concentrated on the north side of Highway 26. Access points to commercial uses shall be limited to inhibit the development of a "strip" commercial character and to avoid traffic delays associated with a high frequency of drive cuts. Work with property owners and developers to limit the number of accesses onto major roadways. Encourage the use of shared driveways, off-street connections between properties, and access from streets with a lower functional classification.
4. Larger-scale commercial uses such as grocery stores, drug stores, and auto sales shall be directed to the westerly commercial area, except for the village commercial area located east of downtown on the south side of US 26.
5. Design review shall be applied to redevelopment, major reconstruction and new commercial uses, with particular emphasis on the following features:
  - landscaping or screening of surface parking areas
  - building scale, location and orientation
  - pedestrian improvements and connections and creation of walkable access
  - signage
  - position of access drives and neighboring use connections
  - historic character of an area

6. A new commercial area is planned to the east of downtown and south of Highway 26. This commercial area shall be planned to relate and integrate with the adjacent village and contribute to an attractive east entrance to the city.
7. A General Commercial district is planned at the east end of town to capitalize on proximity to Mt. Hood and the Sandy River and outstanding views.

### **General Commercial District - East of Downtown Hwy. 26**

8. This commercial area is intended to provide a unique opportunity for commercial development which supports tourism in the Sandy area. The district shall promote the concentration of commercial uses which relate to tourism. Uses shall provide pleasing views and/or other natural amenities for visitors.
9. Encourage planned developments and density transfers to protect view corridors and natural amenities which are an asset for tourism.
10. Consider use of a master plan process for this entire commercial district to provide the framework for review of individual building permits. Provisions for view corridor protection, shared access and parking, consistent signage, pedestrian connections and landscaping shall be included in the overall master plan.

### **Downtown Commercial Policies**

In order to create a vital downtown which has mixed uses to serve the variety of Sandy area residents and visitors, the City shall:

11. Adopt design guidelines to provide the framework for public and private improvements within the downtown area.
12. Allow permitted and conditional uses which meet the purposes of the central business district and which are in scale and character to a traditional downtown business district.
13. Adopt zoning regulations which allow a mix of uses appropriate and desirable in the downtown area, including public/civic uses, service/retail uses, professional office uses, art galleries and limited residential development.
14. Recognize the downtown area as the focal point for concentrated, small-scale commercial retail and service uses, which can be integrated with public uses and spaces.

15. Limit expansion of the downtown commercial area to the north of the existing downtown rather than east or west along Highway 26 in order to avoid linear strip development.
16. Develop the west and east ends of the downtown as gateways to the downtown.
17. Encourage a mix of office, commercial uses, residential uses, and retail shopping within buildings or development sites in the downtown core.
18. Encourage offices, housing, and other non-storefront type of uses to occupy the upper floors of buildings in the downtown area in compliance with applicable design standards.
19. Require that all developments be connected by safe, direct sidewalks. Sidewalks shall be located along all downtown streets, and the use of mid-block walkways should be discouraged except on unusually long blocks.
20. Require public spaces such as small plazas or sitting areas as part of commercial or mixed use projects of over 10,000 gross square feet in the downtown core. A fee in lieu of the provision of such public space may be assessed by the City.
21. When feasible, ensure the creation of transit stops in the downtown core and surrounding area. Consider the possibility of locating park-and-ride lots immediately adjacent to, or within, downtown.

In order to ensure that the downtown area develops at sufficient intensity, the City of Sandy shall:

22. Encourage new development that is two or more stories in height unless market and other factors strongly dictate otherwise.
23. Encourage higher density residential development such as apartment buildings, row houses, townhouses, condominiums, and residences above first floor commercial in the downtown area. A density of 10 to 20 dwelling units per gross acre is encouraged for the residential district abutting the Central Business District. No minimum density shall be required for residential development located above commercial development in the downtown area.
24. Encourage new development that has the potential of having an average of at least 30 jobs per net acre in the downtown commercial areas. This employment

density may be adjusted to allow for the fact that retail employment densities are lower (typically about 25 jobs per acre), and for mixed-use developments that include residential units above the ground floor.

25. Prohibit new single-family detached residential development in the downtown area.
26. Encourage shared parking arrangements whenever neighboring facilities have different peak use periods.
27. Require convenient and safe bicycle parking as part of the parking requirement for all new development in the downtown area.

### **Village Commercial Policies**

28. One of the central themes in the Comprehensive Plan is the use of Village areas. These are compact neighborhoods (160-200 acres) which are designed to encourage travel on foot, and reduce reliance on the car. The center of each village includes housing, retail shops, public uses, a village green or park, and, potentially, a transit stop. The street pattern is connected and designed to provide direct and convenient access to the village center.
29. The village commercial district is oriented to retail/service uses to serve surrounding village residential development.
30. Village commercial districts range in size up to 12 acres. The size and character of each village commercial district may vary depending on the location and character of the village. The approximate location of each village commercial district is shown on the Zoning District Map. Precise boundaries may be modified with preparation of a specific area plan. However, the village commercial district shall retain the following features:
  - proximity to highest density residential uses within the village
  - opportunity to link with nearby public open space, school or civic uses
  - accessibility to collector streets
  - good pedestrian connections to surrounding residential uses
31. The following types of uses are envisioned for the village commercial district:
  - service uses oriented to the village (dry cleaners, beauty salon, etc.)
  - small scale professional offices (accountant, real estate, medical/dental, etc.)
  - retail uses oriented to the village (cafe, corner store, espresso shop)
  - day care center
  - residential above commercial storefronts

32. To retain the scale of the villages, sizes of individual uses should be limited. Larger individual commercial uses shall be approved through the conditional use permit process.
33. Site development shall require building orientation to the street/pedestrian network, placement of parking behind or beside buildings, and a character of development compatible with the surrounding village area.

### **Industrial District Policies**

34. Encourage a range of job types and skill levels to foster growth in the local labor pool.
35. Promote a diversity of small industries and businesses. Through diversification, the community will retain its economic strength through changes in the market place.
36. Protect designated industrial lands for industrial uses. Limit commercial development in industrial areas to uses which are clearly ancillary and subordinate to industrial development.
37. Work with other jurisdictions and agencies such as Clackamas County, Metro, the Port of Portland, the Oregon Economic Development Department and the Oregon Department of Transportation to identify and support expansion of existing industries and attraction of new industries to the community.
38. Promote performance standards for commercial and industrial developments that reduce demand on municipal water and wastewater service and maintain air quality standards.
39. Plan for a jobs-housing balance in order to provide opportunities for Sandy residents to work locally and reduce the potential for commuting. At each periodic review, the City shall evaluate its jobs-housing balance and determine if plan map amendments are needed to maintain a balance exceeding 1.0 jobs per household.

## ***Goal 10 Housing***

This goal is to establish policies to provide for housing needs of the state.

1. Assure an adequate supply of developable land for low, medium, and high density housing to meet the 20-year population projections.
2. Encourage the private sector to provide adequate housing choices, including affordable housing types.
3. Encourage innovations in construction, funding, regulation, and siting of housing in order to provide well designed and energy efficient housing.
4. Cooperate and coordinate with the Clackamas County Housing Authority and with the FHA in their efforts to construct low income housing.
5. Make information available on current programs and techniques of construction and housing rehabilitation which will enhance the quality of housing in Sandy.
6. Provide for a balance between the growth in job opportunities and the growth in housing opportunities.

### **Residential Districts**

7. Provide for distinct mixed use villages separate from the central core of the city. Villages are to be developed around a commercial center or other focal point.
8. Residential densities shall generally decrease with distance from village centers.
9. Assure that residential densities are appropriately related to site conditions, including slopes, potential hazards, and natural features.
10. Link housing density and location to reduce automobile travel by locating higher density housing near village centers, schools, and potential transit routes.

## ***Goal 11***

### ***Public Facilities and Services***

This goal is to establish policies to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

#### **Community Facilities and Services**

1. Establish an ongoing five-year capital improvement program covering all public facilities, services, and utilities.
2. Coordinate the siting of public facilities and services with other agencies or districts; such as, the fire district, post office, school districts, etc.
3. Consider the needs of emergency service providers in the review of all development. Particular attention should be paid to:
  - a) Street and driveway layout and site design features that ensure emergency vehicle access and building identification.
  - b) Fire hydrant locations and fire flow.
  - c) Security through appropriate lighting and landscape design.

#### **Utilities**

4. Allow new water service outside the Urban Growth Boundary only in the case of an immediate health hazard.
5. Allow new water and sanitary service outside of its incorporated limits only if the property is located within the urban growth boundary; and 1) the owners agree to annex to the City; 2) the owner(s) agree to waive the right to remonstrate against a formation of local improvement district for water service extension; and 3) the owners sign a declaration of deed restriction agreeing to complete site improvements, including, but not limited to streets, sidewalks, street lighting, street trees, etc. and any other public improvement which directly benefit the property.
6. Annex no lands that cannot feasibly be served with water and sewer services.
7. Prohibit the use of new sanitary sewage pump stations unless:
  - a) Gravity sewer cannot be extended to serve the site for site-specific reasons such as topography or other physical constraints; or

b) The site is located within a drainage basin identified in the Sandy Sewer Master Plan as an area to be served with public pump stations.

8. Develop and adopt a storm drainage master plan.
9. Require developers to install and extend all public utilities to, and through, the property to serve the needs of the development and surrounding properties in a logical manner.
10. Require developers to over-size and design facilities for adjacent development.
11. Pursue the development of future water sources by participating in an intergovernmental agreement with Clackamas County.
12. Encourage the utilization of swales and natural ponding areas to satisfy storm drainage retention and detention requirements where possible.
13. Require utilities such as telephone, electricity, and cable television to be placed underground in new developments, except where not technically feasible. The city shall work with private utilities to replace existing overhead utilities with underground service.

### **Schools**

13. Coordinate with the school districts in planning for and developing new school sites.
14. Allow siting of schools which meet the following siting criteria:
  - a) Access to Site: Safe and convenient multi-modal access to the school sites should be available. School sites should be connected via streets and pathways to residential areas, parks and other schools.
  - b) Location within Villages: The priority is to locate elementary schools within most villages and within 1/4 mile of 80% of the residential units. Middle schools and high schools should be distributed throughout the city. When feasible, elementary and middle schools should be located next to neighborhood parks; high schools should be located next to community parks.
  - c) Availability of Services: The site shall be capable of being served by all necessary public services.

15. Future school sites indicated on the Comprehensive Plan Map are approximate locations. The City recognizes public schools as a needed infrastructure component. When feasible, The City will actively pursue the acquisition of school sites through land development agreements.
16. Coordinate resources with the school districts to reduce duplication of services, where possible, to meet community needs. Options may include:
  - a) Coordinating public utility expansions with pending school expansions and new construction.
  - b) Implementation of a system development charge to off-set the impact of new development on schools. This option should be considered if statutory authority becomes available.
17. Cooperate with the school district to develop and manage joint facilities. Such facilities may include green spaces, recreation uses, cultural facilities, etc.
18. Support the development of a community college or university. Such a facility will promote higher education and allow for coordination with the schools and local industries to increase employability.

## *Goal 12*

### *Transportation*

This goal is to establish policies to provide and encourage a safe, convenient, and economic transportation system.

#### **Neighborhood Street System**

In order to provide convenient, safe, and equitable access throughout the community, the City of Sandy shall:

1. Support a pattern of connected streets, sidewalks, and bicycle routes to: a) provide safe and convenient options for cars, bikes, and pedestrians; b) create a logical, recognizable pattern of circulation; and, c) spread traffic over local streets so that collector and arterial streets are not overburdened.
2. Work with fire district, police, and other emergency service providers to ensure that adequate emergency access is possible on all streets.
3. Require connected streets that form pedestrian-scaled blocks, except where it is shown that topography, existing land ownership patterns, or other conditions preclude the creation of blocks.
4. Discourage the use of cul-de-sacs and dead-end streets, except where it is shown that topography or other existing conditions make them necessary. If cul-de-sacs or dead-end streets are found necessary, the City shall consider requiring pathways that connect these streets to adjacent through streets.
5. Encourage the use of parks and open space corridors as pedestrian and other non-auto oriented linkages within the urban area. Where possible, connect these pathways to a regional system of trails linking public and private open space, parks, and recreational resources within and between jurisdictions.
6. Encourage the development of neighborhood parks or other public or private open spaces connecting short cul-de-sac streets or other local streets in order to provide neighborhood focal points.
7. Encourage joint use of major power line or utility corridors as pedestrian/bicycle linkages where feasible.

## **Pedestrian Friendly Street and Streetscape Design**

8. Encourage the planting of street trees in tree-deficient area of the city.
9. Require buildings, awnings, landscaping, and modifications to the street width and sidewalks in commercial areas to create a sheltered, interesting, and safe environment that works for pedestrians as well as for automobiles.
10. Encourage the development of sidewalks on both sides of all streets, especially in high pedestrian activity areas such as near schools and in the downtown area.
11. Develop street, bicycle, and pedestrian facilities that encourage pedestrian-friendly streetscapes.

## **Bicycle Facilities**

12. Establish a system of designated bicycle routes and pathways that link neighborhoods, schools, parks, employment centers, and other points of interest.
13. Establish a logical and coherent transportation network within the city, and provide connections to larger, regional facilities. Bicycle facilities should be constructed in accordance with the design standards of the *Oregon Bicycle and Pedestrian Plan* or other approved plan.
14. Make provisions for bicycle facilities in accordance with the bicycle network map. Recognize that this map represents a conceptual plan. Actual bicycle routes will be determined when the proposed street network is more fully developed.
15. Identify and develop local or collector streets which can provide good parallel bicycle facilities with less vehicular traffic within a short distance of an arterial as the preferred bicycle route.
16. Encourage the provision of bicycle racks for existing commercial, industrial, civic, and school facilities.

## **Transit**

17. Promote local transit service for Sandy.

18. Promote the creation of transit stops in neighborhood centers and other areas of the city. The City shall consider the possibility of locating park-and-ride lots immediately adjacent to, or within, the downtown and other neighborhood centers.
19. Identify bus pull-outs and spaces for bus stops and shelters. Some type of bus shelter or other protection from weather should be included at all bus stops in the downtown area. Such protection may consist of awnings or other overhangs from adjacent buildings, provided the sheltered area is adequate to meet the needs of waiting transit riders as well as pedestrians.

### **Major Roadway Circulation**

20. Work with property owners and developers to limit the number of accesses onto major roadways. Encourage the use of shared driveways, off-street connections between properties, and access from lower order streets.
21. Work with ODOT to determine locations for necessary traffic control signals. Proposed locations for future traffic signals have been determined for the downtown area in the City of Sandy Transportation System Plan. Other locations need to be determined in order to improve the safety and convenience of pedestrians, bicycles, and automobiles. The location of traffic signals should be consistent with the street network indicated in the Comprehensive Plan Map and current traffic engineering standards.
22. Submit notice of development proposals impacting Highways 26 and 211 to ODOT for review and comment.

### **Parking**

23. Wherever feasible, encourage the provision of on-street parking on both sides of streets. Cooperation with ODOT will be necessary along Highway 26 and Highway 211.
24. Reduce parking requirements for development proposals where existing on-street parking and excess parking from adjacent development is available to meet parking requirements. Consideration should also be given to allowing payment of fees in lieu of required on-site parking. The fees shall be dedicated to the development of public parking lots.

25. Public parking lots may be developed for commercial and other areas in order to help relieve obligations for off-street parking and to encourage commercial development with higher floor-to-area ratios.
26. Encourage shared parking arrangements when parking demands for the sharing uses can be satisfied.
27. Require convenient and safe bicycle parking as part of the parking requirement for all new development, except single-family houses.
28. Require that each downtown development project be connected to adjacent developments by a direct and continuous sidewalk.

## ***Goal 13***

### ***Energy Conservation***

This goal is to establish policies to conserve energy.

1. Promote infill developments to reduce the need to extend services and streets.
2. Encourage the use of mass transit as a commuter service connection to the metropolitan area.
3. Promote high-density housing near major transportation corridors, village commercial centers, the downtown, and other areas accessible by transit in an effort to reduce vehicle miles traveled.
4. Encourage energy-efficient design.

## ***Goal 14***

### ***Land Use and Urbanization***

This goal is to establish policies to provide for an orderly and efficient transition from rural to urban land use.

#### **Urbanization Policies**

1. Maintain an urban growth boundary with sufficient residential, commercial, industrial, and public use lands necessary to support forecast population and employment for a 20-year horizon. The City will evaluate and update the 20-year land supply at each periodic review plan update.
2. Urban growth should be directed in a generally contiguous manner consistent with the city's ability to economically maintain and extend public services and facilities.
3. The City of Sandy shall encourage the development of land according to the following priorities:
  - a) Vacant, buildable lands or underutilized lands located within developed or developing areas.
  - b) Lands contiguous to development areas where services can be easily and economically extended.
  - c) Lands which are significantly separated from developing areas by vacant land, or areas which would place an undue burden on the city's infrastructure.

#### **Coordination with Clackamas County**

4. An Urban Growth Boundary (UGB) and Urban Reserve Area (URA) shall be jointly adopted by the City of Sandy and Clackamas County. Procedures for coordinated management of the unincorporated lands within the UGB and URA shall be specified in an intergovernmental agreement adopted by the Sandy City Council and the Clackamas County Board of Commissioners.
5. The designated URA identifies the priority lands to include within the Sandy UGB to meet projected growth needs to the year 2040.
6. Designated URA lands will be considered for inclusion within the UGB on a phased basis, primarily at periodic review. Legislative amendments to the UGB shall be large enough to facilitate cohesive neighborhood framework planning and efficient provision of public facilities. Property owners will also have the

opportunity to request that land within the designated URA be included within the Sandy UGB, based on the criteria outlined in LCDC Goal 14 and the Urban Growth Management Agreement with Clackamas County.

7. The City of Sandy shall have the lead role in designating planned land uses and densities for incorporated and unincorporated lands within the UGB and the URA. The Comprehensive Plan shall constitute the comprehensive plan for all land within the Urban Growth Boundary and Urban Reserve Area.
8. The City of Sandy shall have the lead role in coordinating public facility planning (streets, sanitary and storm sewers, water, parks and open space, schools) within the UGB and the URA.
9. County zoning shall apply to unincorporated lands within the UGB and URA until annexation to the City of Sandy.
10. The City of Sandy shall coordinate with Clackamas County to protect trees on property that is outside the City limit but within the City's UGB.
11. Clackamas County shall have the lead role in processing land use and development applications for unincorporated lands within the UGB and URA.
12. The City of Sandy will support development within the areas outside the city limits but within the Sandy Urban Growth Boundary or Urban Reserve Area based on the following standards and restrictions:
  - a) County zoning in effect at the time of adoption of the Urban Reserve Area will be frozen until the unincorporated land is included within the UGB and annexed for urban development.
  - b) New commercial and industrial uses will generally be discouraged outside the City limits and within the UGB or within the Urban Reserve Area.
  - c) Agricultural and forest uses will be allowed in accordance with Clackamas County zoning.
  - d) The City and County shall coordinate plans for interim rural residential development within the designated Urban Reserve Area. The following strategies will be used to ensure that interim rural development does not inhibit long-term urbanization of lands within the Sandy UGB and Urban Reserve Area:
    - 1) shadow plats
    - 2) cluster development
    - 3) redevelopment plans
    - 4) non-remonstrance agreements or deed restrictions for annexation and provision of urban facilities