



City of Sandy

Agenda

Sandy Urban Renewal Board Meeting
Meeting Date: Monday, February 6, 2023
Meeting Time: 6:00 PM

Page

1. MEETING FORMAT NOTICE

This meeting will be conducted in a hybrid in-person / online format. The Board will be present in-person in the Council Chambers and members of the public are welcome to attend in-person as well. Members of the public also have the choice to view and participate in the meeting online via Zoom.

To attend the meeting in-person

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

To attend the meeting online via Zoom

Please use this link: <https://us02web.zoom.us/j/85181523404>
Or by phone: (253) 215-8782; Meeting ID: 85181523404

2. ROLL CALL

3. APPROVAL OF MINUTES

3.1. Approval of Minutes

[Sandy Urban Renewal Board - 21 Jun 2022 - Minutes - Pdf](#)

2 - 3

4. NEW BUSINESS

4.1. 362nd and Bell Street Concept Plan

[362nd and Bell Street Concept Plan - Pdf](#)

4 - 29

5. ADJOURN



MINUTES
Sandy Urban Renewal Board Meeting
Tuesday, June 21, 2022 6:45 PM

BOARD PRESENT: Carl Exner, Councilor, Jeremy Pietzold, Council President, Laurie Smallwood, Councilor, Stan Pulliam, Mayor, Don Hokanson, Councilor, Kathleen Walker, Councilor, Richard Sheldon, Councilor, Khrys Jones, Chamber Director, and Phil Schneider, Fire Chief

BOARD ABSENT: (none)

STAFF PRESENT: Tyler Deems, Deputy City Manager / Finance Director, Jeff Aprati, City Recorder, and Jordan Wheeler, City Manager

MEDIA PRESENT: Sandy Post

1. Roll Call

2. APPROVAL OF MINUTES

2.1. **May 2, 2022**

Moved by Richard Sheldon, seconded by Carl Exner

Approve the May 2, 2022 minutes

CARRIED. 9-0

Ayes: Carl Exner, Jeremy Pietzold, Laurie Smallwood, Stan Pulliam, Don Hokanson, Kathleen Walker, Richard Sheldon, Khrys Jones, and Phil Schneider

3. New Business

3.1. **Urban Renewal Tax Increment**

Resolution 2022-14

Staff Report - 0586

The **Deputy City Manager** summarized the staff report, which was included in the agenda packet.

Board discussion ensued on the following issues:

- Differences between these property tax provisions and those that apply to the City's General Fund
- Considerations related to cost sharing, and percentage distributions to other agencies once cost sharing is triggered
- Potential for increased tax revenue if more properties are developed
- Clarification on the rationale for setting the incremental assessed value at \$114 million
- Expectations for similar resolutions annually in future years
- The Fire Chief expressed support for the proposal

Moved by Don Hokanson, seconded by Richard Sheldon

Adopt Resolution 2022-14

CARRIED. 9-0

Ayes: Carl Exner, Jeremy Pietzold, Laurie Smallwood, Stan Pulliam, Don Hokanson, Kathleen Walker, Richard Sheldon, Khrys Jones, and Phil Schneider

4. Adjourn

Mayor, Stan Pulliam

City Recorder, Jeff Aprati



Staff Report

Meeting Date: February 6, 2023
From Jordan Wheeler, City Manager
SUBJECT: 362nd and Bell Street Concept Plan

DECISION TO BE MADE:

No formal decision requested during this work session. Receive information and discuss initial concept planning for the 362nd and Bell Street Extension area in preparation of the upcoming SURA Goal Setting and budget process. The commercially zoned properties in the concept area are within the Sandy Urban Renewal Area boundary.

PURPOSE / OBJECTIVE:

The purpose of a concept plan is to create a vision for the future development of the commercial and medium density residential zoned properties adjacent to the new 362nd Avenue and Bell Street roadway extension project. This concept plan can serve as a foundation for future planning work to help guide development that aligns with the Council and community's vision and to help identify potential future strategic public investments in the area.

BACKGROUND / CONTEXT:

In 2022 the City began constructing the 362nd and Bell Street extension. For decades the road connection was identified as a priority in the city's transportation plan and was added to the Sandy Urban Renewal Plan in 2015. The project will help relieve a traffic bottleneck at Highway 26 and Bluff Road, provide a second access to Sandy High School and Cedar Ridge Middle School, and promote economic development on the last major acreage of commercial land in the city. The road construction is well underway with sidewalk construction and street paving to be completed this spring and summer.

It is anticipated that the new roadway will spur commercial interest in developing the properties given the increased access and proximity to Highway 26. Additionally, the City is currently engrossed in several key planning efforts (Comprehensive Plan, Economic Development Strategic Plan, Economic Opportunity Analysis, Housing Needs Assessment) that will interact with or relate to the City's economic development goals and growth planning. Staff approached our Comprehensive Plan consultants, 3J Consulting, to assist the agency with some initial concept planning for the immediate area around the new road alignment. The concept plan area includes over 100 acres of commercially zoned land and R2 residentially zoned land north of the new extension of Bell Street west of the High School. 3J Consulting brought on SERA Architects to assist with the project and develop the preliminary concepts.

The concept planning will provide the Board with the context of the land in the area, the opportunities and constraints, and preliminary scenarios for future development. This effort is purposefully high level at this stage in order to get the Board's reaction and input and discuss the next steps for proceeding with planning work for the subject area.

KEY CONSIDERATIONS / ANALYSIS:

The consultants will be presenting the existing conditions and landform analysis, opportunities and constraints, and the preliminary concepts for the area. The three concepts were chosen to provide enough of a contrast between different approaches and degree of effort needed for implementation. The three concepts are 1) Residential focused, 2) Retail/Commercial focused with no changes to existing zoning, 3) Office focused with more commercially zoned land.

An important element to consider if the Board desires to proceed with additional planning, is the incorporation and merger of the findings from the Economic Development Strategic Plan, Economic Opportunities Analysis (EOA), and Housing Needs Assessment (HNA). These plans will help identify and verify the amount of available and buildable lands, needed land for commercial, industrial, and residential uses, and the strategies and actions for pursuing the Council's economic development goals. For example, if the EOA finds that the city currently has a surplus of commercial zoned land but a deficit of residential zoned land to accommodate its needs for the next 20 years, it may be difficult to change the R2 zoned land to C2.

If the Board is interested in continuing planning work for the area, staff would add this to the SURA work plan for the upcoming year. Staff would then engage with the property owners, stakeholders, and developer community to complete a framework plan that is based on the preferred concept and vision for the area. Furthermore, to fully implement the concept and development framework, the Board could consider tools such as Overlay zoning and financial incentives.

Discussion Questions for the Board:

- Are the guiding principles accurate?
- Are there other opportunities or constraints that have not been identified or addressed in the concepts?
- Of the three concepts presented, is there a preferred vision for the area?
- Should the City or SURA proceed with additional work for concept planning?
- Is the City Council interested in exploring an overlay on the properties in the project boundary and making code changes to make sure the vision is realized?
- Does the Board have a preferred name for the area or should that be identified through the development of the framework plan (if proceeding with additional work)?

RECOMMENDATION:

Staff recommends the Board discuss the concepts, provide feedback, and give direction on whether the topic should be considered as part of the SURA goal setting.

BUDGETARY IMPACT:

Additional planning work such as stakeholder and public engagement, creating a framework plan, and code changes would require funding for professional services assistance.

LIST OF ATTACHMENTS/EXHIBITS:

- Presentation Slides



362nd and Bell Street Concept Plan

City Council + Planning Commission Work Session / February 6, 2023

Project Overview / Purpose + Objectives

Project Purpose

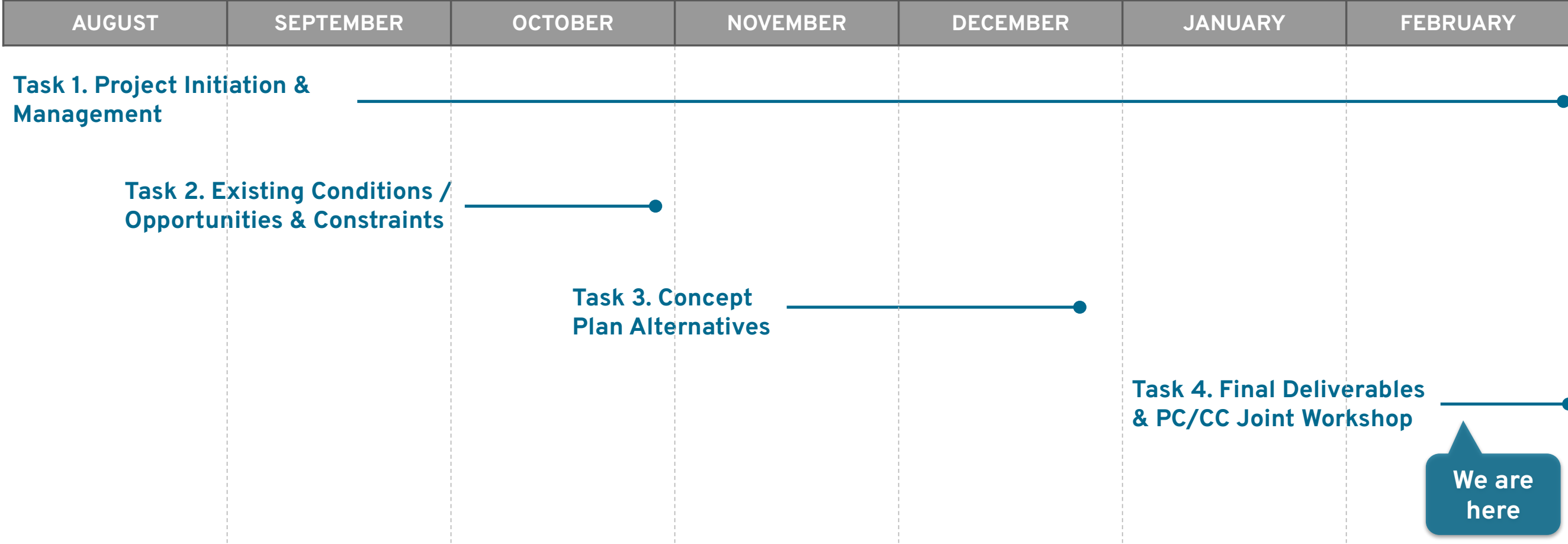
Develop preliminary scenarios for the West Sandy Concept Plan area that serves as a foundation for future planning work.

Project Objectives

- Consider the existing landscape and regulatory context in the 362nd and Bell Street Concept Plan.
- Identify opportunities and constraints for future development.
- Develop three concepts for the study area that focus on residential, retail, and office uses, respectively.



Project Overview / Schedule





Existing Conditions

Existing Conditions / Site Visit

At the beginning of the project, the consultant team visited the West Sandy study area with City staff to observe existing conditions and the future alignment of Bell Street.



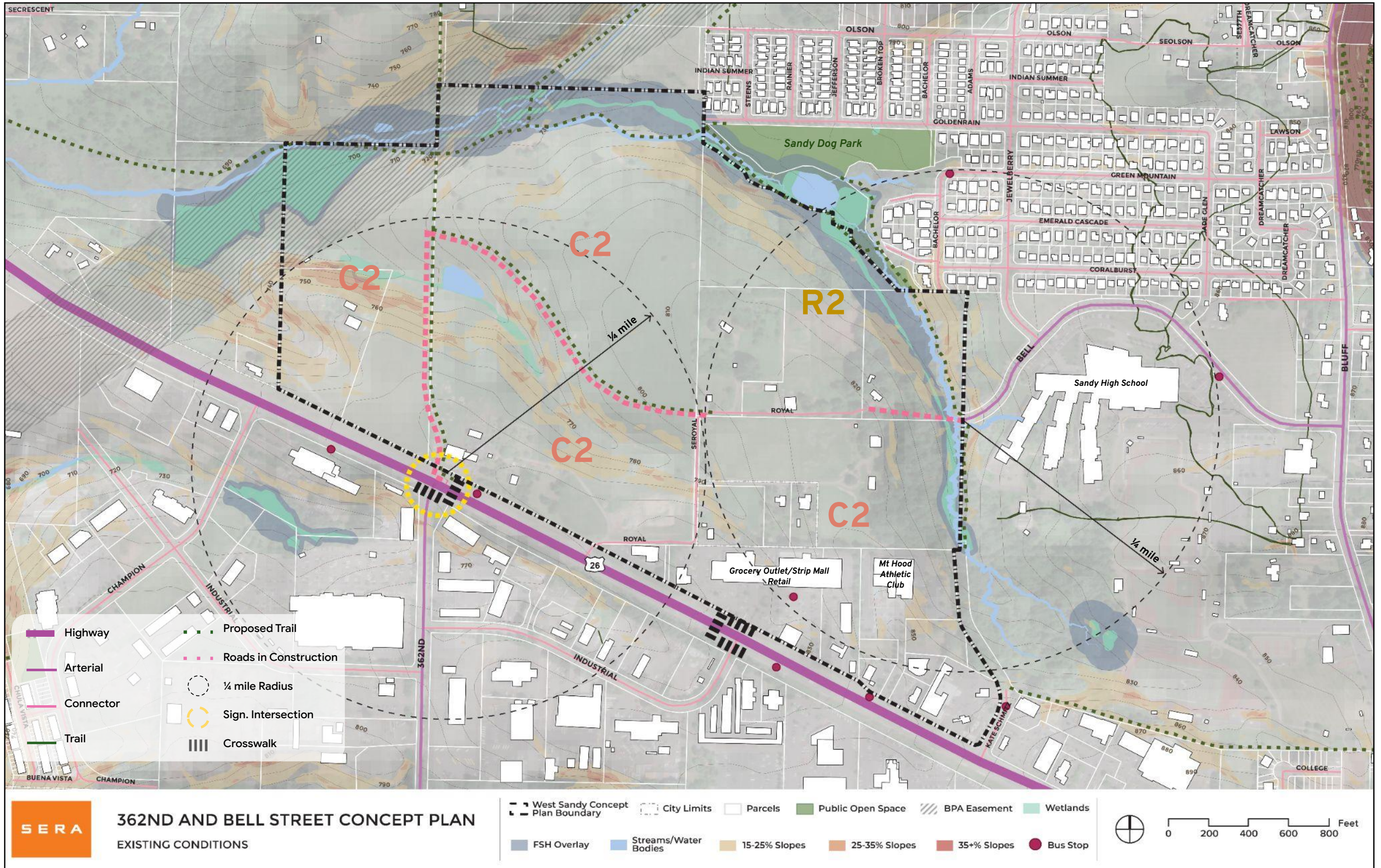
View from future Bell St. Connector, looking south



Future Bell Street connector



Aerial of eastern boundary of site, looking east toward Sandy HS

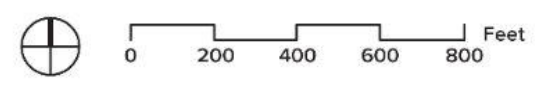


- Highway
- Arterial
- Connector
- Trail
- Proposed Trail
- Roads in Construction
- 1/4 mile Radius
- Sign. Intersection
- Crosswalk



362ND AND BELL STREET CONCEPT PLAN
EXISTING CONDITIONS

- West Sandy Concept Plan Boundary
- City Limits
- Parcels
- Public Open Space
- BPA Easement
- Wetlands
- FSH Overlay
- Streams/Water Bodies
- 15-25% Slopes
- 25-35% Slopes
- 35+% Slopes
- Bus Stop



Existing Conditions / Zoning Context

The site includes land zoned R2 and C2.

R2 allows:

- Single-family detached dwellings
- Single-family attached dwellings
- Duplexes
- Multifamily dwellings

C2 allows:

- Multifamily dwellings above a commercial business
- Retail businesses
- Service and professional businesses (office)
- Manufacturing, assembly, processing, and production (limited)
- Other commercial uses including nurseries, outdoor recreation, overnight lodging, park and ride stations, public parks, etc.



Existing commercial uses along Hwy 26

Existing Conditions / Regulatory Context

Concurrent long-range land use planning processes have preliminarily concluded the following:

Draft Sandy Economic Opportunities Analysis (EOA):

- Small deficit of Industrial land
- Small surplus of Commercial land

Sandy Housing Needs Analysis (HNA) in progress:

- If a deficit of medium-density residential land, changes from Commercial (C-2) to Residential (R-2) zoning will be challenging
- If a surplus of medium-density residential land, limited changes from Commercial (C-2) to Residential (R-2) zoning may be possible



Opportunities + Constraints

Opportunities + Constraints / Overview

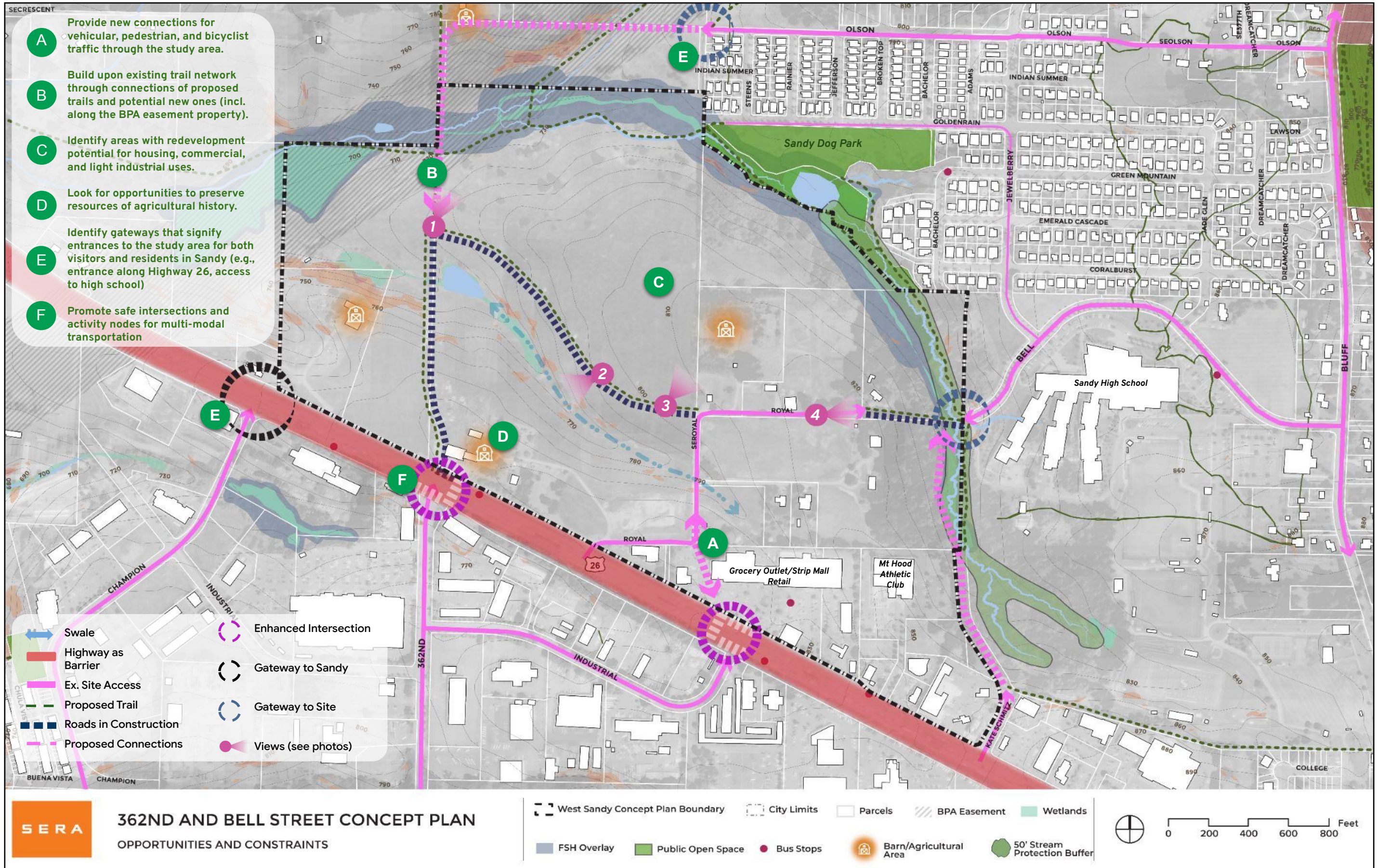
Initial observations and existing conditions analysis helped to inform the opportunities and constraints on the West Sandy Concept Plan Area.

Opportunities

- Build new connections that build upon proposed trails
- Emphasize gateways
- Draw from agricultural heritage and architecture (e.g., barns)
- Identify safe intersections and active nodes
- Focus on areas with redevelopment potential
- Preserve views
- Protect ecological assets (dense tree canopies, creeks, wetlands)
- Recognize proximity to high school
- Consider BPA easement as a potential area for new trails/open space and other compatible uses.

Constraints

- Highway 26 as a barrier
- Limitations in zoning and land use regulatory framework
- Incomplete network of trails/roads
- Sloped areas throughout the site



- A** Provide new connections for vehicular, pedestrian, and bicyclist traffic through the study area.
- B** Build upon existing trail network through connections of proposed trails and potential new ones (incl. along the BPA easement property).
- C** Identify areas with redevelopment potential for housing, commercial, and light industrial uses.
- D** Look for opportunities to preserve resources of agricultural history.
- E** Identify gateways that signify entrances to the study area for both visitors and residents in Sandy (e.g., entrance along Highway 26, access to high school)
- F** Promote safe intersections and activity nodes for multi-modal transportation

- Swale
- Highway as Barrier
- Ex. Site Access
- Proposed Trail
- Roads in Construction
- Proposed Connections
- Enhanced Intersection
- Gateway to Sandy
- Gateway to Site
- Views (see photos)

SERA **362ND AND BELL STREET CONCEPT PLAN**
 OPPORTUNITIES AND CONSTRAINTS

West Sandy Concept Plan Boundary
 City Limits
 Parcels
 BPA Easement
 Wetlands
 FSH Overlay
 Public Open Space
 Bus Stops
 Barn/Agricultural Area
 50' Stream Protection Buffer

0 200 400 600 800 Feet

Opportunities + Constraints / Views

1



When travelling north on the road in construction before it turns east, the view looks up to a barn on a hill, reinforcing the area's agricultural context

2



Travelling along the natural swale looking towards another barn, the natural and cultural resources of the site are highlighted

3



Travelling east, an agricultural plot marks an entry to a wooded area

4



When travelling east towards the wooded area, the view culminates at Sandy High School

The numbers shown on this slide correspond to the views marked on the opportunity and constraints map



Concept Plan Alternatives

Concept Plan Alternatives / Principles + Typologies

Three concept plan alternatives were developed to reflect the Guiding Principles, conform to the existing cultural and natural landscape, and respond to goals for future land uses and development intensities.

Guiding Principles:

- Provide services that cater to both residents and visitors to Sandy.
- Promote opportunities for placemaking in the district.
- Incorporate residential uses in each concept alternative.

Future Development Concept Alternative:

1. Residential-focus

- Provide mixed uses along highway and on C2-zoned land, with medium and lower densities along local and minor arterial streets.

2. Retail-focus

- Promote mixed-use development in key subdistricts, with an emphasis on opportunities for big box retail and commercial pad development.

3. Office campus-focus

- Maximize uses that promote higher wage jobs. Provide compatible mixes of uses amongst an office campus-style development.

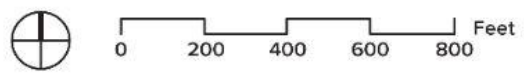
The landform analysis shows natural divisions in land in relation to existing parcelization.

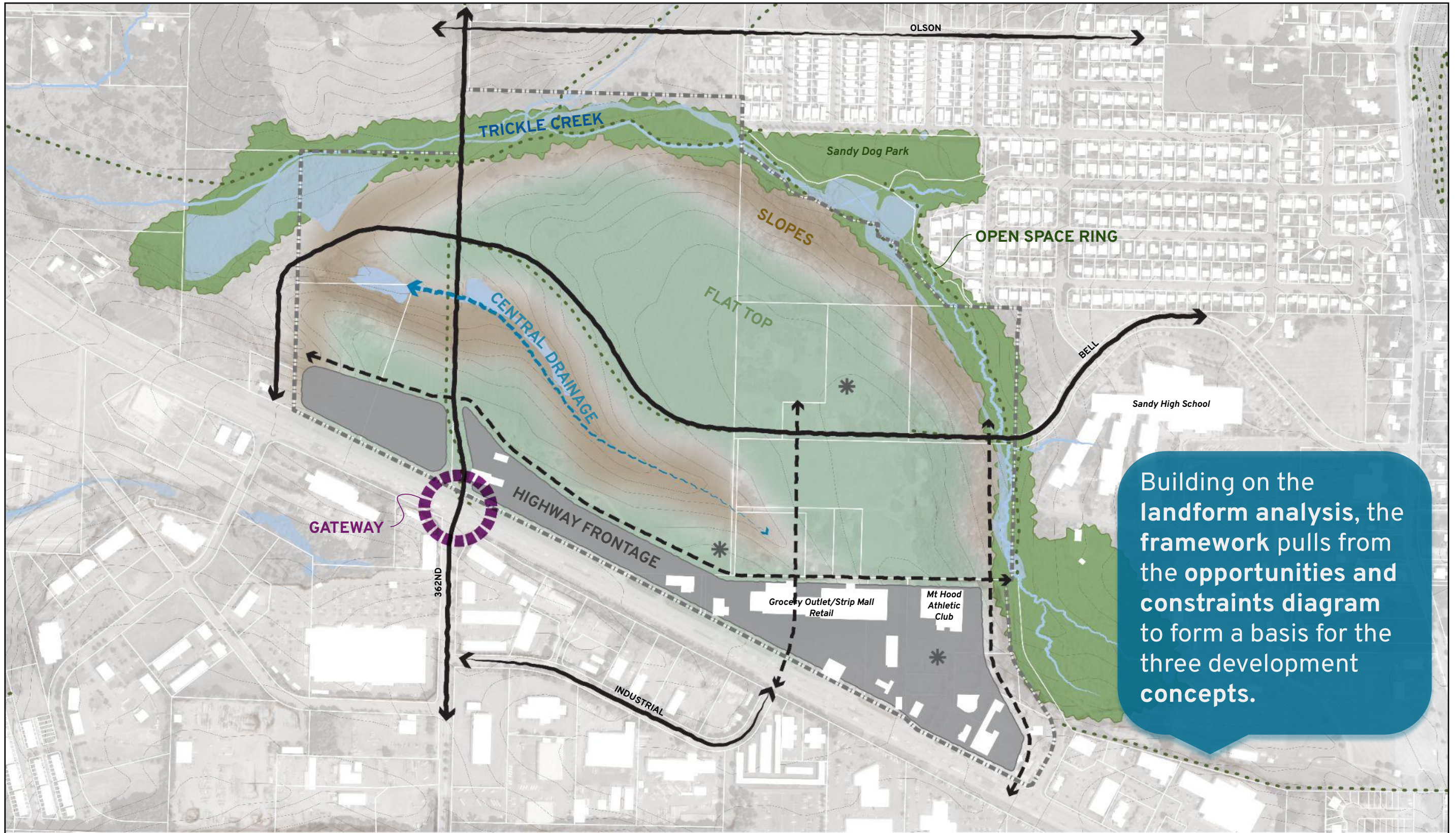
The natural and physical elements help to provide a framework for future development.



362ND AND BELL STREET CONCEPT PLAN
LANDFORMS

- West Sandy Concept Plan Boundary
- City Limits
- Parcels
- High Point
- Open Space / Riparian Corridors
- Sloped Areas
- Flat Top Area

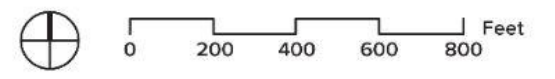


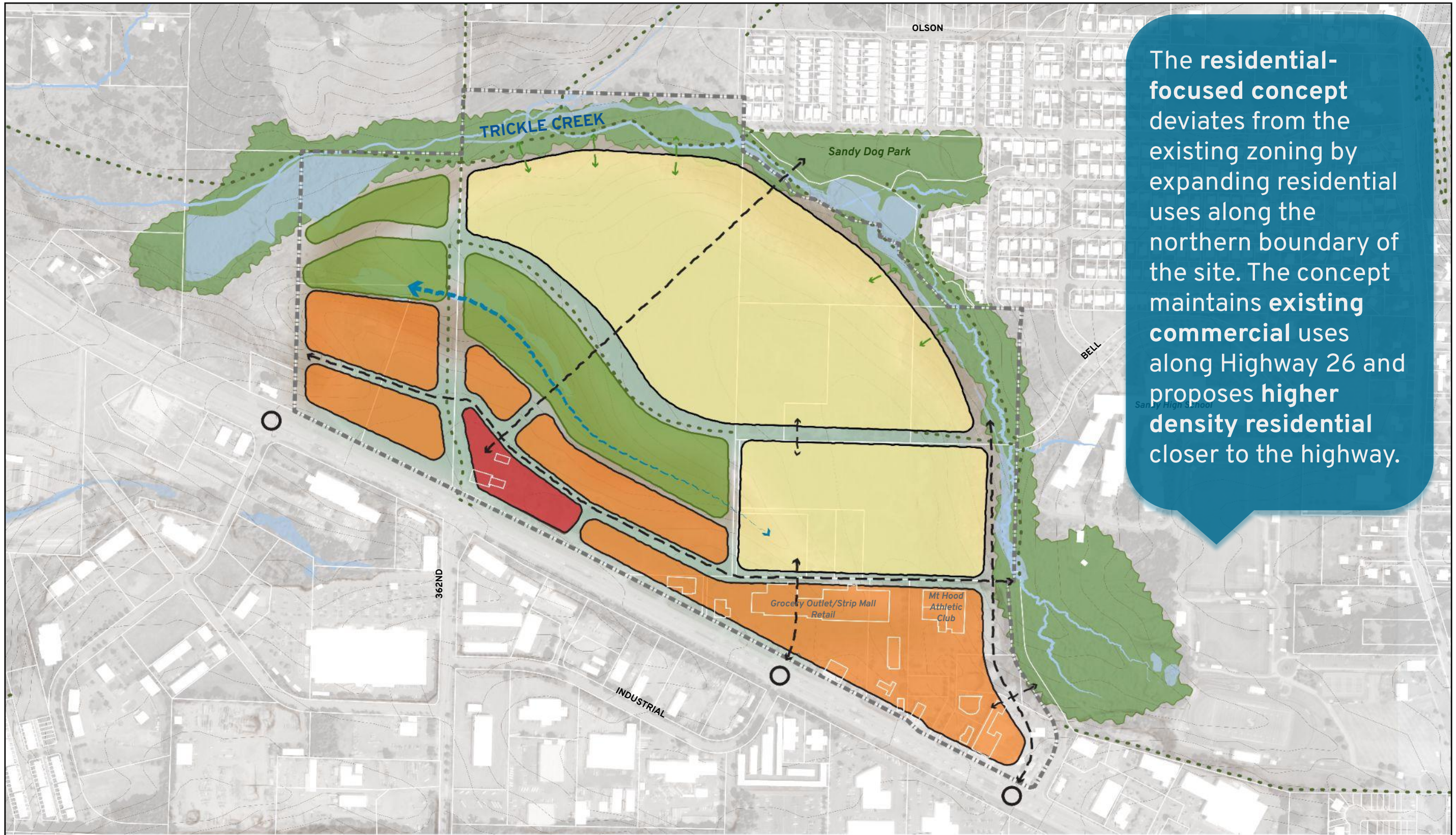


Building on the landform analysis, the framework pulls from the opportunities and constraints diagram to form a basis for the three development concepts.



362ND AND BELL STREET CONCEPT PLAN
FRAMEWORK





The residential-focused concept deviates from the existing zoning by expanding residential uses along the northern boundary of the site. The concept maintains existing commercial uses along Highway 26 and proposes higher density residential closer to the highway.



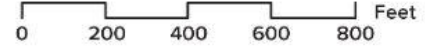
362ND AND BELL STREET CONCEPT PLAN
RESIDENTIAL CONCEPT

- West Sandy Concept Plan Boundary
- Open Space / Riparian Corridors

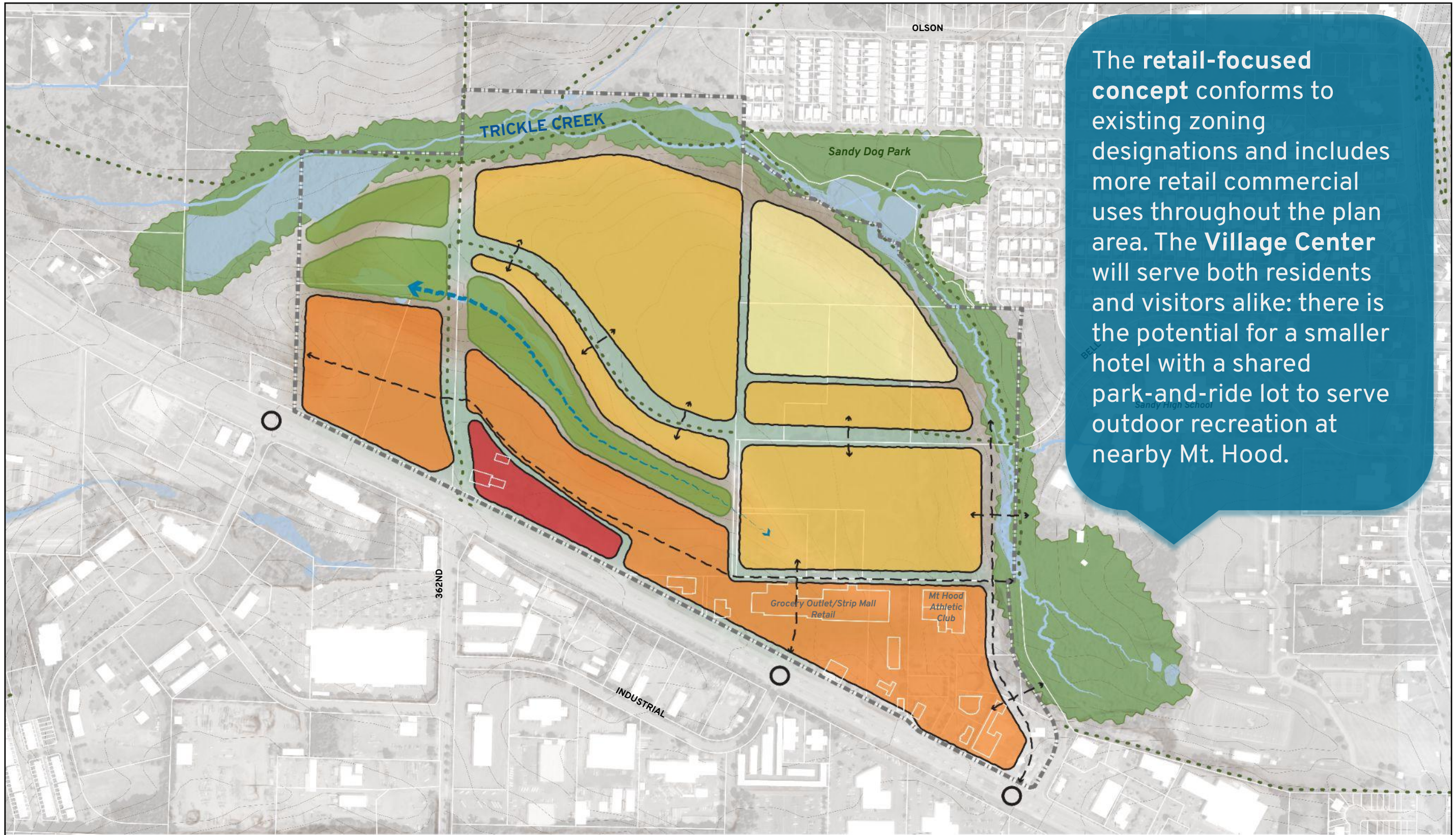
- Residential
- Commercial M.U.

- Village Center M.U.
- Prop. New Intersections

Bldg Footprints



The retail-focused concept conforms to existing zoning designations and includes more retail commercial uses throughout the plan area. The Village Center will serve both residents and visitors alike: there is the potential for a smaller hotel with a shared park-and-ride lot to serve outdoor recreation at nearby Mt. Hood.

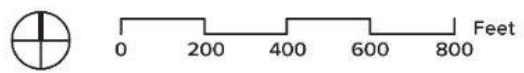


362ND AND BELL STREET CONCEPT PLAN
COMMERCIAL CONCEPT

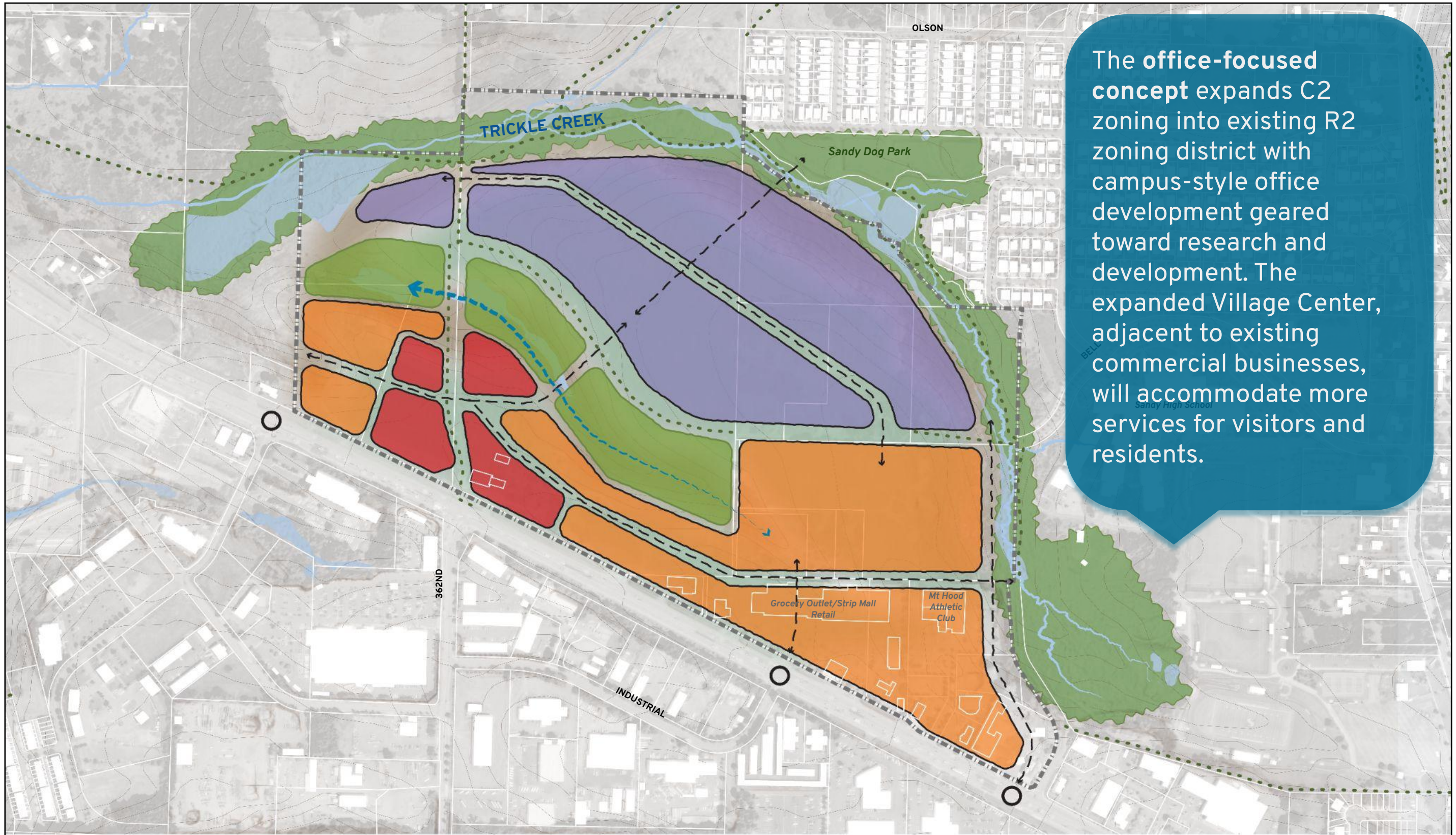
- West Sandy Concept Plan Boundary
- Open Space / Riparian Corridors

- Residential
- M.U. Residential
- Commercial M.U.
- Village Center M.U.

- Bldg Footprints
- Prop. New Intersections

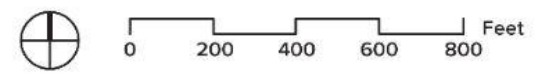


The office-focused concept expands C2 zoning into existing R2 zoning district with campus-style office development geared toward research and development. The expanded Village Center, adjacent to existing commercial businesses, will accommodate more services for visitors and residents.

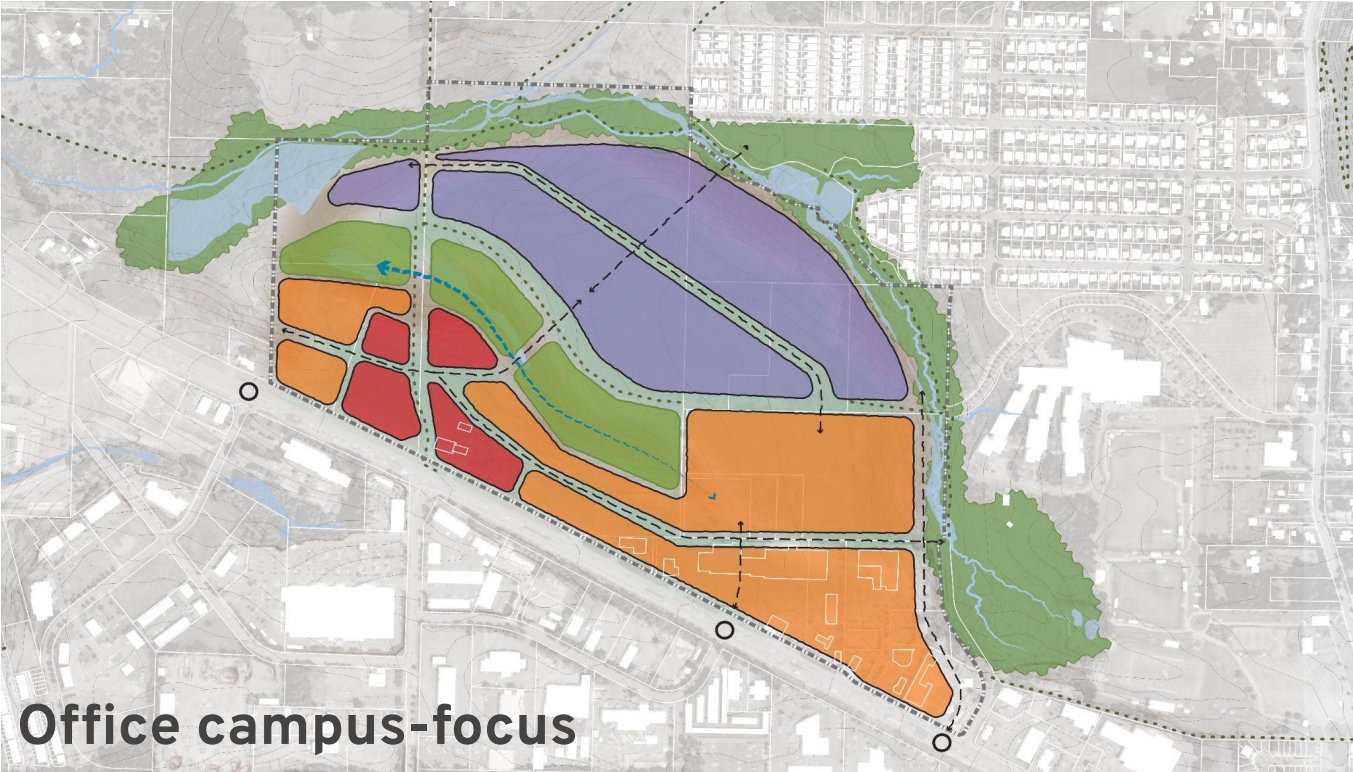
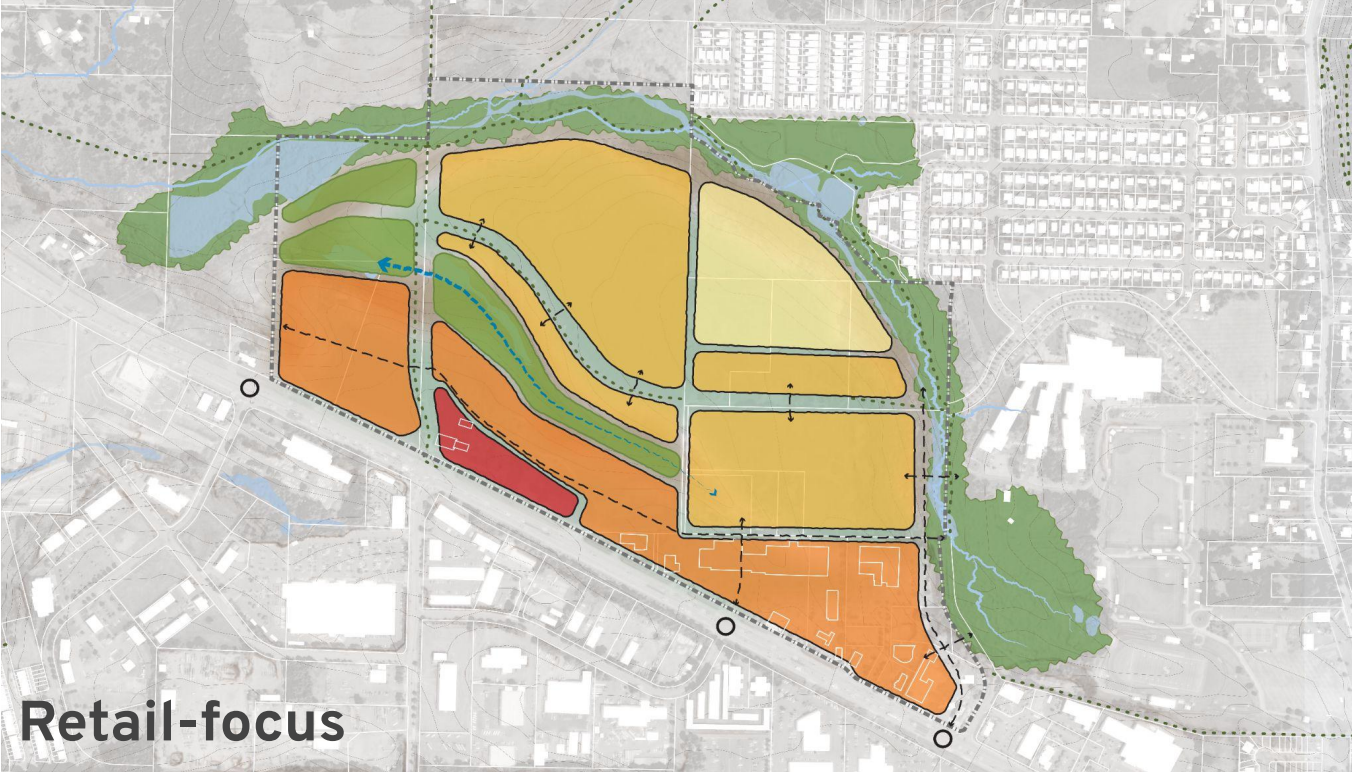
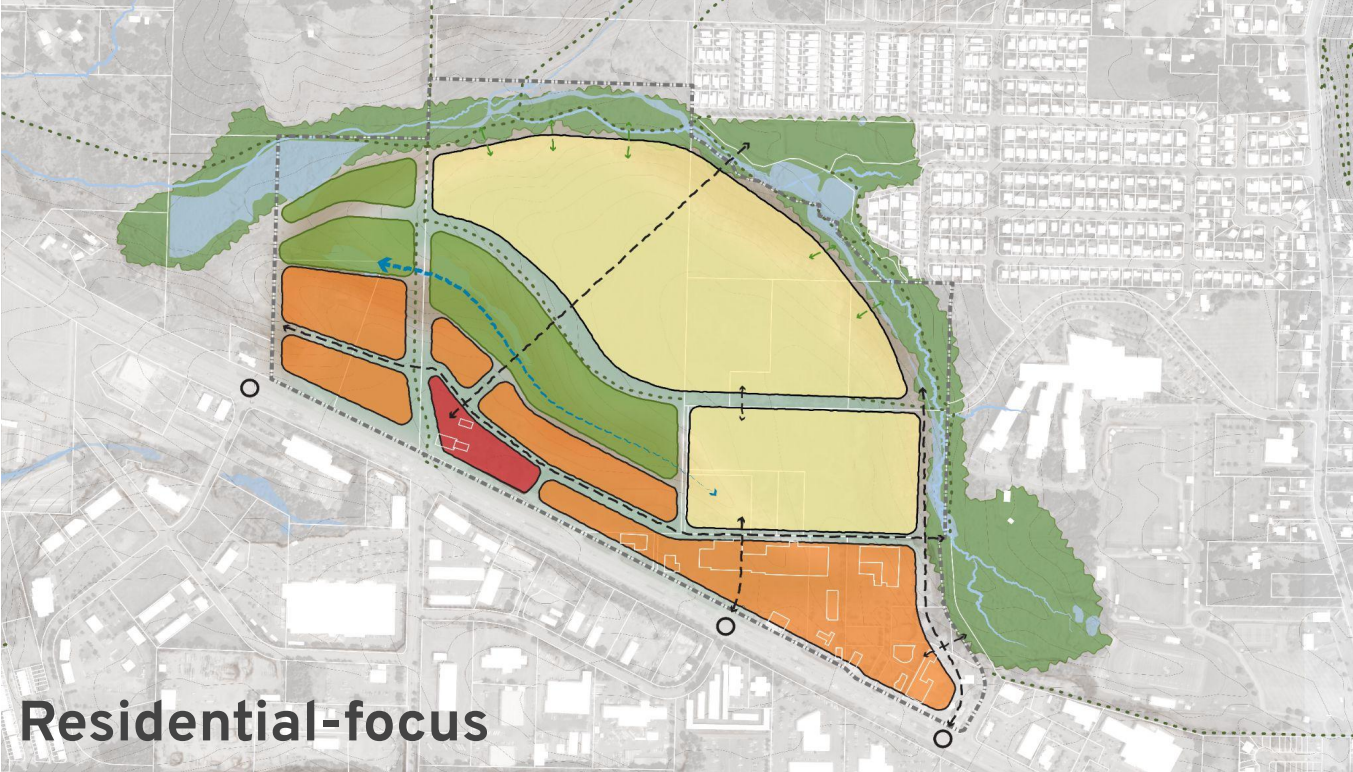


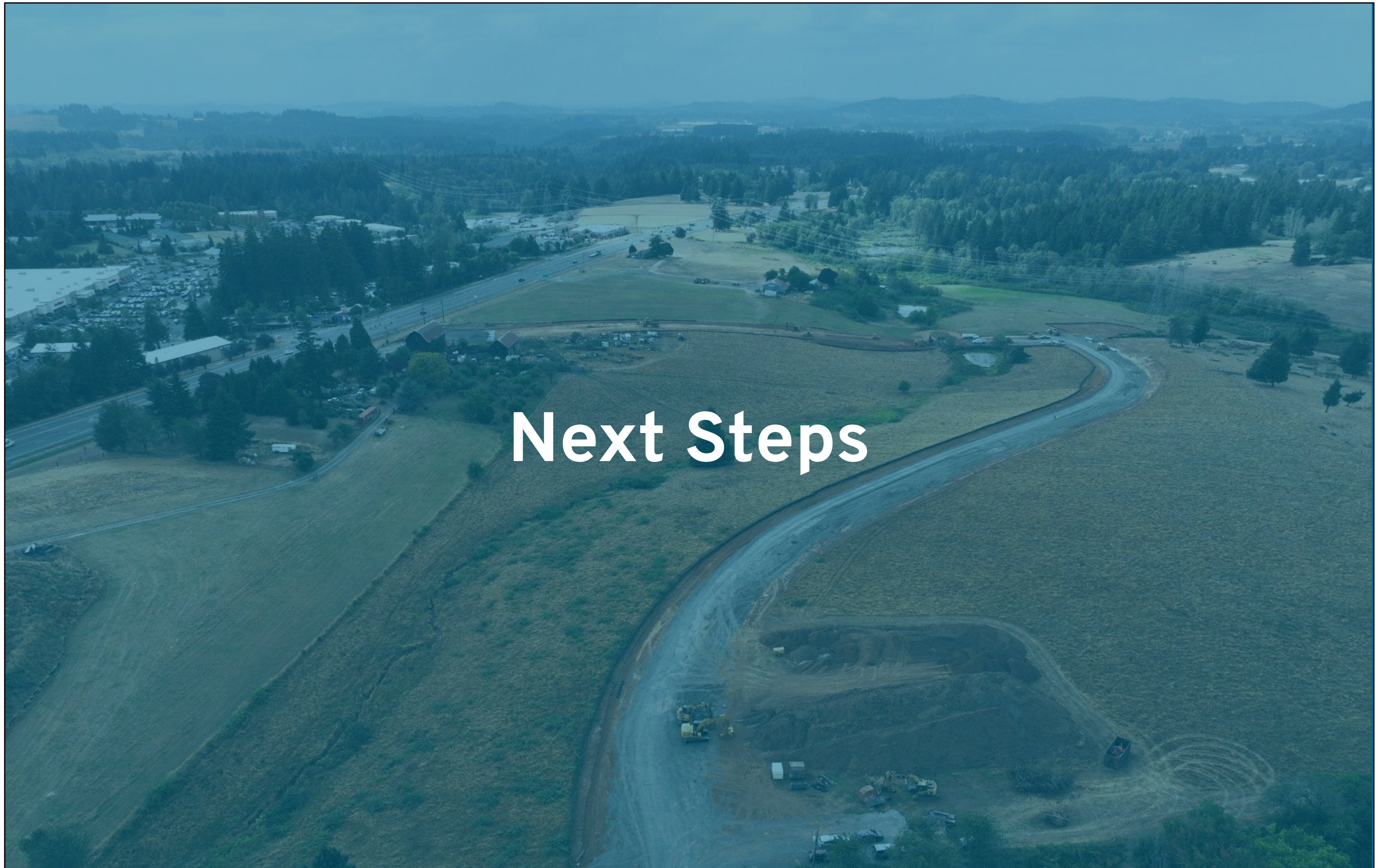
362ND AND BELL STREET CONCEPT PLAN
OFFICE/R&D CONCEPT

- West Sandy Concept Plan Boundary
- Open Space / Riparian Corridors
- Residential
- Office + R&D
- Commercial M.U.
- Village Center M.U.
- Bldg Footprints
- Prop. New Intersections



Concept Plan Alternatives / Summary





Next Steps

Next Steps / Process

The next step, should the City decide to proceed, will be a full concept planning project for the study area that includes:

- Engagement with property owners on goals and objectives and vision for the area
- Public involvement and other stakeholder engagement
- Infrastructure planning
- Development of a development framework plan for the area based on preferred concept
- Implementation through Overlay zoning or code changes, developer incentives for achieving the concept

Next Steps / Q + A

Questions for CC+PC:

- Is the City Council and Planning Commission interested in making an overlay on the properties in the project boundary and making code changes to make sure the overlay is realized?
- Are the guiding principles accurate?
- Are there other opportunities or constraints that have not been identified or addressed in the concepts?
- Of the 3 concepts presented, is there a preferred vision for the area?
- Should the City or SURA proceed with additional work for concept planning?
- Does the PC/CC have a preferred name for the area or should that be identified through the development of the framework plan (if proceeding with additional work)?