

A G E N D A
CANBY PLANNING COMMISSION

REGULAR MEETING
City Council Chambers
Monday, September 11, 1995
7:30 p.m.

I. ROLL CALL

II. MINUTES

July 10, 1995
July 24, 1995
August 14, 1995
August 28, 1995

III. CITIZEN INPUT ON NON-AGENDA ITEMS

IV. COMMUNICATIONS

V. COMMISSION DISCUSSION OF PLANNING ISSUES

Mike Jordan, City Administrator - County road conditions, repair, maintenance

VI. OLD BUSINESS

DR 95-10/PUD 95-03 - Willamette Commons

VII. NEW BUSINESS

VIII. FINDINGS

DR 95-10/PUD 95-03 - Willamette Commons
SUB 95-04 - Township Village VIII
DR 95-14 - Canby Apartments II

VIII. PUBLIC HEARINGS

MLP 95-05, an application by John Stout [applicant] and Carl and Judith Soles [owners] for approval to partition a 4.5 acre parcel into two parcels, with the dividing line running along the central axis of the roadway easement from S.W. Berg Parkway to the rear property line. The site is located on the east side of S.W. Berg Parkway [Industrial Seating] [Tax Lot 900 of Tax Map 4-1E-4B]. **Continued from August 14, 1995.**

DR 95-15, an application by Daniel R. Chandler for Pro-Construct, Inc. [applicant] and Equity Advantage, Inc. [owner] for design review approval of 40 two-bedroom/2-bath apartment flats at 925 square feet per unit. The complex is proposed to have an attached recreation room. The 2.97 acre parcel is located on the east side of N. Pine, between Highway 99-E and N.E. 9th Avenue [Tax Lot 201 of Tax Map 3-1E-34BC]. *Continued from August 28, 1995.*

DR 95-16 an application by Rod Larios [applicant/owner] for design review approval to construct a single story 36' x 80' industrial/commercial building to be used as a manufacturing facility for fencing boards and a showroom. The 21,742 square foot parcel is located on the north side of S.E. 3rd, east of S. Pine Street and south of Highway 99-E [Tax Lot 600 of Tax Map 3-1E-34C]. *Continued to September 25, 1995.*

VIII. DIRECTOR'S REPORT

IX. ADJOURNMENT

The City of Canby Planning Commission welcomes your interest in these agenda items. Please feel free to come and go as you please.

Kurt Schrader, Chair
Dan Ewert

Linda Mihata, Vice-Chair
Carlin Jackson
James Larson

Bob Gustafson
Brad Gerber



MEETING TIMELINES AND PROCEDURES

- In order not to restrict any person from testifying but, rather, to encourage everyone to do so, the Canby Planning Commission shall try to adhere as closely as possible to the following timelines:
 - Applicant (or representative[s]) - not more than 15 minutes
 - Proponents - not more than 5 minutes
 - Opponents - not more than 5 minutes
 - Rebuttal - not more than 10 minutes

- Everyone present is encouraged to testify, even if it is only to concur with previous testimony. For more complete presentations, Proponents and Opponents may "buy" time from one another. In so doing, those either in favor, or opposed, may allocate their time to a spokesperson who can represent the entire group.

- All questions must be directed through the Chair.

- Any evidence to be considered must be submitted to the hearing body for public access.

- All written testimony received, both for and against, shall be summarized by staff and presented briefly to the hearing body during presentation of the Staff Report.

The applicable substantive criteria for evaluating the application are displayed on the walls. Please direct your testimony to these criteria or other criteria in the Plan or land use regulations which you believe apply to the decision. Failure to raise an issue at this hearing with sufficient specificity to afford the Commission or Council and the parties an opportunity to respond to the issue precludes appeal to LUBA on that issue. A decision shall be made by the hearing body at the close of the hearing or the matter will be continued to a date certain in the future. This will be the only notice of that date that you will receive.



M E M O R A N D U M

TO: Planning Commission

FROM: James S. Wheeler, Assistant Planner *JSW*

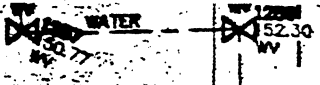
DATE: August 31, 1995

RE: DR 95-14 (Canby Apts. Phase 2) Traffic Control on S. Pine/ Play Structure Location

The Fire Marshall and the Police Chief were questioned regarding the use of either stop signs on S. Pine Street and one of the apartment complex entrances and speed "humps" on S. Pine Street. The Fire Marshall stated that the use of speed "humps" on a collector street is not acceptable as these devices inhibit the response time of emergency vehicles. The Fire Marshall favors stop signs over the speed "humps", as stop signs can be driven through using their various warning devices. The Police Chief does not favor stop signs along a street where no other streets intersect. In his opinion, they significantly increase the probability for accidents at the stop signs.

Given that there is not consensus from the emergency service providers regarding traffic control devices along this portion of S. Pine Street, and given that it is considered to be a collector in the Transportation Systems Plan, staff recommends one of two courses of action for the Planning Commission. The first is to require no traffic control devices along S. Pine Street. This would require that the Planning Commission eliminate finding number 5 in the draft findings and final order. The second course of action is to relocate the current barricade on S. Pine Street from the southern end of Pine Crossing Manufactured Home Park, to the southern end of Canby Apartments Phase 1, and to not improve S. Pine Street from this point south to Township Road. This would require that the Planning Commission eliminate condition of approval number 17.

The location of the play structures will be centered in the overall "play area", approximately twenty (20) feet from both the apartment building and the street right-of-way. A copy of this portion of the site plan, with the area outlined is attached to this memo. The area outlined is where the low, chain-link fence will be located.



CONCRETE DRIVEWAY
CURB CUT
OF CANBY
ROADS

CONCRETE
CANYON
ROADS

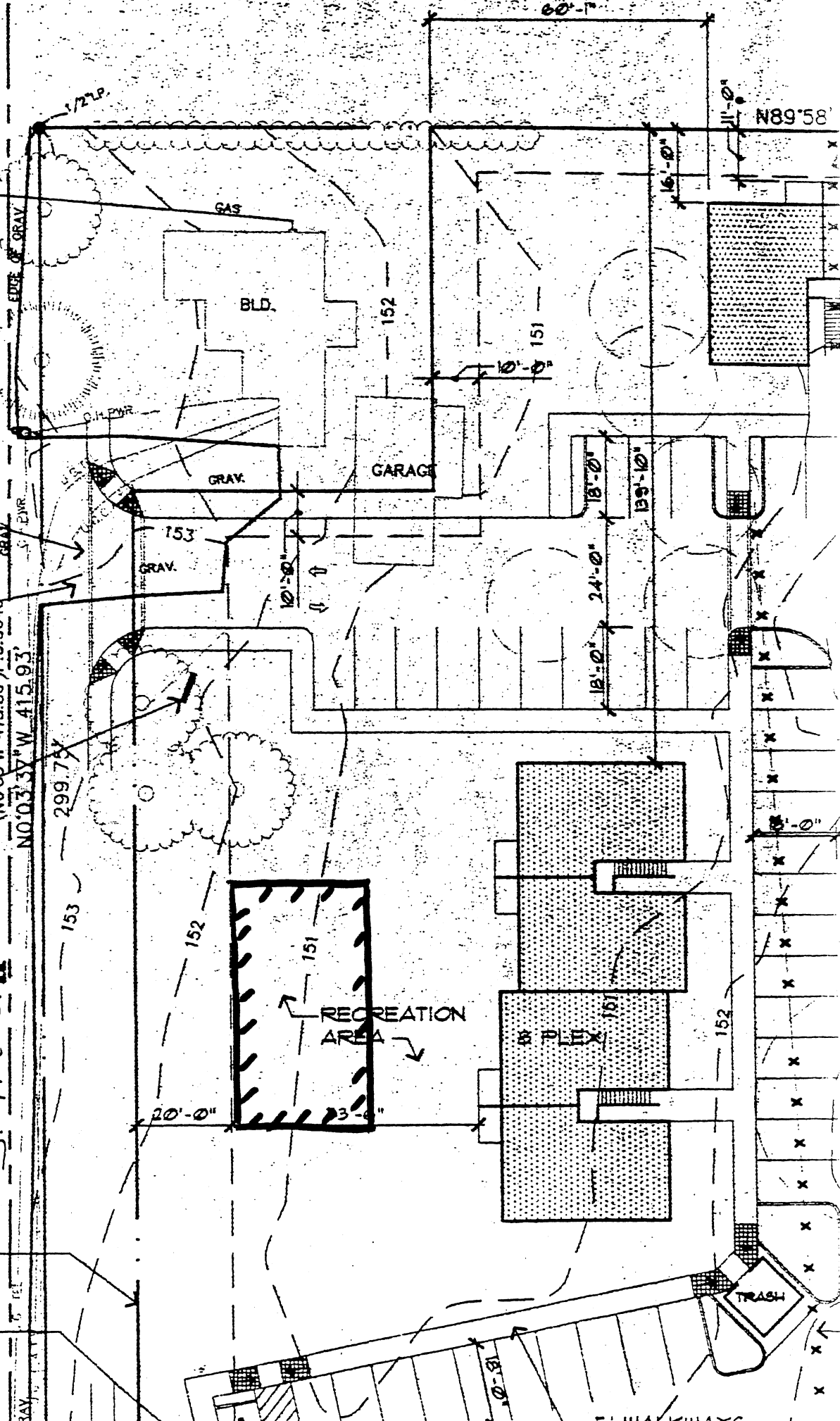
10 FT. (MAX) PROJECT
INDIRECT LIGHTING.

NEW
PROP. LINE

ALL HANDICAP
SLOPE 1:12 MAX.
WITH DETECTABLE
TEXTURE
STRIPING

WOOD 4" x 6" W 415.87'
(N 0° 3' W 415.80') P.S. 3048
NO. 03 37' W 415.93'

S. Pine St

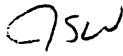


N89°58'

TRASH

-M E M O R A N D U M-

TO: *Planning Commission*

FROM: *James S. Wheeler, Assistant City Planner* 

DATE: *August 31, 1995*

RE: *DR 95-16 (Larios) Application*

The applicant is requesting that the application to construct a single story 36' x 80' industrial/commercial building, on the north side S.E. 3rd Avenue, between the two segments of S. Pine Street, be continued to the September 25, 1995 Planning Commission meeting. The applicant desires to make a few minor modifications to the site plan material. When this revision is submitted to the Planning Department, a full staff report will be completed.

The action that is required of the Planning Commission is to open the hearing and continue it to September 25, 1995, by motion.

AUGUST 29, 1995

CITY OF CANBY PLANNING DEPARTMENT

I WISH TO REQUEST A CONTINUANCE ON THE PLANS I HAVE SUBMITTED TO THE CITY OF CANBY PLANNING DEPARTMENT.

DUE TO THE FACT THAT THERE ARE CERTAIN MINOR PROVISIONS TO BE MADE, I WISH CONSIDERATION FROM THE SEPTEMBER 11TH MEETING TO THE SEPTEMBER 25TH MEETING.

THANK YOU,

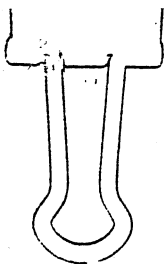
A handwritten signature in cursive script, appearing to read "Rod Larios".

ROD LARIOS

MEMORANDUM

TO: Planning Commission
FROM: James S. Wheeler, Assistant Planner *JSW*
DATE: August 31, 1995
RE: DR 95-15 (Pine Terrace Apts.) 15' Drywells

Curt McLeod, contract engineer for the City, was questioned regarding the use of 15' deep drywells on site to handle the stormwater runoff of the apartments. He stated that while he might still dig the drywells deeper, as well as use more drywells, the overall concept of using more 15' deep drywells instead of the standard 26' deep drywells should work.



M e m o r a n d u m

To: Neighboring Cities 2040 Study Management Committee

From: Joe Dills, AICP

Date: June 19, 1995

Subject: *Text of Neighboring Cities 2040 Study Report*

Enclosed for your review is the (nearly complete) text of the study report. Sections currently being completed are the Green Corridor principles and diagram, and the Sandy Transportation System Plan narrative. Graphics are also being prepared.

Please note that this is a draft of the "main" report. A technical appendices will be compiled which includes all of the technical memoranda, full text of Intergovernmental Agreements, and other written products.

Please review this and bring your comments to our meeting on Friday, 1:30 at Metro. Mark-ups are welcome, but of course are completely voluntary. I think we will spend up to about 90 minutes on the report and discussion of project products, so please tailor your comments accordingly.

Please call (699-4598) if you have any questions or comments prior to Friday.

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Neighboring Cities 2040 Study - Findings and Recommendations

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- Implementation of the Joint Work Element Findings

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Neighboring Cities 2040 Study - Findings and Recommendations

List of Figures - Draft June 19, 1995

Joint Work Element	Region 2040 Growth Concept Green Corridor Diagram
Sandy	Sandy Town Plan (RLIS version) Village Plan Park and School Plan Downtown Design Sketch (from charrette) Downtown Framework Plan Downtown Sketch Sandy Street Classification- Year 2015
Canby	Site Analysis Canby Land Use and Transportation Plan - Current Trends Canby Land Use and Transportation Plan - Neighborhood Ctrs. Neighborhood Plan Illustration of Agricultural Preserve Concept Canby Open Space Plan

The first part of the document discusses the importance of maintaining accurate records. It emphasizes that proper record-keeping is essential for the efficient operation of any organization. This section also touches upon the legal implications of record retention and the potential consequences of non-compliance.

In addition, the document highlights the role of technology in modern record management. It suggests that utilizing digital tools can significantly reduce the risk of data loss and improve the accessibility of information. However, it also notes the need for robust security measures to protect sensitive data.

Furthermore, the text addresses the challenges associated with data migration and integration. It provides guidance on how to ensure that data is accurately transferred between different systems and formats, minimizing the risk of corruption or loss.

Overall, the document serves as a comprehensive guide for organizations looking to optimize their record-keeping processes. It offers practical advice and best practices that can be applied across various industries and sectors.

The second part of the document focuses on the importance of data security. It discusses various threats to data integrity and confidentiality, such as malware, phishing, and insider threats. The text provides detailed recommendations for implementing strong security protocols, including the use of encryption, firewalls, and regular security audits. It also emphasizes the importance of employee training and awareness in maintaining a secure data environment.

Moreover, the document explores the concept of data governance. It defines data governance as the framework of policies and procedures that ensure the effective and efficient use of data. It outlines the key components of a data governance framework, such as data ownership, data quality, and data privacy.

In conclusion, the document underscores the critical role of data in organizational success. It stresses that organizations must take a proactive approach to data management, ensuring that their data is accurate, secure, and accessible. By following the guidelines provided in this document, organizations can maximize the value of their data and mitigate the risks associated with poor data management practices.

CONFIDENTIAL
This document contains
information that is
classified as
CONFIDENTIAL
under the
Freedom of Information
Act (5 U.S.C. 552).
Unauthorized disclosure
of this information
is prohibited.

Purpose and Process

The overall purpose of the Neighboring Cities 2040 Study is to explore implementation of the Region 2040 Neighboring Cities concept. The concept embodies three planning ^{principles} policies: (1) separation of the metro area from neighboring cities; (2) "green corridor" highways connecting the ~~metro area and neighboring cities~~ ^{metro area and neighboring cities}; and, (3) some strong local jobs to housing balance in neighboring cities. This study explores the implementation of those ^{principles} policies through three work elements:

- model intergovernmental agreements for coordinated planning and information sharing between Metro, Neighboring Cities, Metro area counties, and state agencies
- the Sandy Town Plan, which accommodates 45 years of growth in a "village" development pattern
- Canby land use and transportation alternatives for growth to the year 2040, with analysis of implementation policies and a job development strategy

"This study explores implementation of the Region 2040 Neighboring Cities Concept."

The participating governments include: Oregon Department of Transportation, Oregon Land Conservation and Development Department, Metro, Clackamas County, City of Canby, City of North Plains and the City of Sandy. These governments agreed at the outset that the project would be a cooperative *study* - participation in the study did not bind the governments to any subsequent decisions. An intergovernmental policy committee was formed to guide the project. They met five times between November 1994 and May 1995. A list of the Policy Committee members is attached.

Major Findings and Conclusions

Intergovernmental Agreements

Intergovernmental agreements (IGAs) between Metro and the neighboring cities should be developed on a cooperative, voluntary basis, emphasizing a reciprocal relationship between the parties. Throughout the study, the cities stated their interest in dialog with Metro, but voiced strong concerns about being overshadowed by the regional government.

This is one mechanism to implement flow outside METRO UGB boundary

Summary (Cont.)

Four model intergovernmental agreements were prepared. The models intentionally provide process and policy options. They are intended as templates to be tailored to the individual needs of the parties.

Key topics and provisions of the IGAs are:

Green Corridor — The model green corridors IGA establishes corridor planning principles, and sets a process for defining the boundaries of the corridors and establishing land use and access management regulations.

Rural Reserves — This IGA establishes ^{agreement on location} areas of permanent ^{rural areas next to} separation ^{and} between urban areas and provides for notice and opportunity to comment on land use proposals within those areas.

Growth Management — This IGA provides for coordinated population and employment projections, policy development and dialog on major land use decisions affecting growth management.

Performance Standards — This IGA provides for coordinated planning principles and standards selected by the parties. Examples include: some jobs-to-housing balance, residential densities and urban design guidelines.

Development Potential in the Rural Reserves

Rural reserve areas around Sandy and Canby appear to be substantially built out. A 36 square mile area around Sandy has been estimated to have 4990 existing rural dwellings and the potential for 450 more. In the same area around Canby, the numbers are 647 existing rural dwellings and potential for 112 more.

Green Corridor Analysis

Three highways between the Metro urban growth boundary and neighboring cities (OR 26 to Sandy, OR 99E to Canby, and OR 26 to North Plains) were modeled for the effectiveness of High Occupancy Vehicle Lanes and increased transit, assuming population and employment projected to the year 2040. None of the corridors were found to have sufficient reserve capacity if a general purpose travel lane was converted to HOV/transit only.

Summary LU.
Policy Language

^{the 3}
Overall, both highways have sufficient capacity to accommodate the assumed 2040 populations in the neighboring cities (45,000 persons in Canby, 7,600 in North Plains and 32,500 in Sandy).

The Sandy Town Plan

The goal of the Sandy Town Plan is to preserve the small town character of Sandy as the community grows from a current population of 4,720 to a year 2040 population of 32,500.

The Town Plan uses the following planning principles to achieve the community's goal:

- The downtown is the core of the community
- ~~Light~~ ^{Medium} density neighborhoods (11.25 units/net acre) are planned as residential "villages"
- Areas for traditional single family housing are planned next to villages
- All residential areas have parks
- Sensitive environmental areas are protected
- General locations for schools are planned
- There is a connected, logical pattern of streets
- Commercial and industrial lands will support a jobs-to-housing balance (1.25:1)
- The direction of growth is based on efficiency of public facilities and consideration of prime farm land

The Draft Town Plan (January 1995) plans new residential growth at average densities of 8.73 units per net acre (6.99 per gross acre).

A framework plan for the downtown includes a six block civic core, historic districts, identification of key intersections, a multifamily housing area and design recommendations to promote a pedestrian-friendly environment.

The school siting element of the Town Plan was highly coordinated with the school districts, including ^{Schools} three high schools, four middle schools, and eight elementary schools.

A framework for creating neighborhood plans is recommended to promote public involvement in designing the villages.

Canby Land Use and Transportation Alternatives

Two land use and transportation plans were prepared for Canby to evaluate the impacts of growing from 10,500 people in 1994 to 45,000 in the year 2040. Both alternatives provide ^{with} jobs-to-housing balance of 1.2 :1; use "natural" boundaries as the limits to growth; provides parks and school sites throughout the community; plans for a connected street pattern and includes a community college, sports complex and equestrian center.

The two plans illustrate two different growth concepts.

- *Current Trends* — This concept continues the existing pattern of lot sizes and housing choices in Canby. Single-family homes and manufactured homes make up about 84 percent of new growth and the overall density of the city is 6.2 units per net acre (five units per gross acre).
- *Neighborhood Centers* — This concept plans four neighborhoods with a mix of housing types and a local neighborhood density of about 10 units per net acre (eight units gross acre). The effect of the localized density is expected to increase the city's overall density for new growth to about 7.4 units per net acre. Single-family and manufactured homes comprise about 62 percent of new dwellings.

Selected observations from the Canby work element include:

- Preserving the "small town feel" is a top priority value in Canby, and the addition of many more residents is perceived as a threat. Given the focus on "whether to grow," there was substantial alarm raised by the two plans and it was difficult to engage a discussion of "how" Canby might grow.
- Preserving farmland is also a top priority. Many people want to maintain lower densities, but few seem to make the connection to ^{that} preserving farmland (i.e., larger lots require more land). ~~conservation~~
- There is strong support for the concept of a local jobs-to-housing balance, improving Highway 99E through Canby, enhancing local walking and bicycling opportunities and increased business activity in the downtown.

densities - lower require conversion of more

- Increasing residential densities from 6.2 units/acre to 7.4 units/acre would save about a square mile of land at full build out (45,000 people) of Canby.

Potential Next Steps

The following recommendations were endorsed by the Policy Committee at its meeting on May 23, 1995.

- *Articulate local perspective* — Canby, North Plains and Sandy should make local decisions on whether to continue dialog with Metro on neighboring city issues.
- *Create a forum to continue communication* — Metro, in partnership with the other governments, should create a mechanism to continue communication among the neighboring cities, counties, Metro, state agencies and economic interests on neighboring city issues.
- *Coordinate population and employment* — Canby and Sandy, at their own discretion, should decide what population and employment projections they want Metro and Clackamas County to assume in upcoming regional decisions (e.g., adoption of the Region 2040 Plan Growth Concept). *would like?*
- *Develop and adopt intergovernmental agreements* — The model IGAs from the Neighboring Cities 2040 Study should be used as the starting point to craft IGAs which meet the specific interests of each neighboring city.
- *Prepare "Green Corridor" Plans* — ODOT, in partnership with the affected governments, should prepare corridor plans for each "green" corridor to implement the green corridor principles.

The Neighboring City Concept

During the development of the Region 2040 growth concepts in 1993-94, the Metro's Metropolitan Policy Advisory Committee (MPAC) reached a key conclusion: that the more the Region 2040 Plan sought to focus compact growth within the metropolitan Urban Growth Boundary, the more likely it was that people would seek out the surrounding cities. In response, MPAC developed a growth concept (Concept C) that anticipated this impact and promoted coordinated planning between the region and the surrounding cities.

The Region 2040 Growth Concept recommended in the fall of 1994 included the neighboring city concept. The adopted concept states:

The recommended alternative recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. Communities such as Sandy, Canby and Newberg will be affected by the Metro Council's decisions about managing the region's growth. A significant number of people would be accommodated in these neighboring cities, and cooperation between Metro and these communities are necessary to address common transportation and land use problems.

There are three key concepts for cooperative agreements with neighboring cities:

- There should be a separation of rural land between each neighboring city and the metropolitan area. If the region grows together, the transportation system would suffer and the cities would lose their sense of community identity.
- There should be a strong balance between jobs and housing in the neighboring cities. The more a city retains a balance of jobs and households, the more trips will remain local.
- The "green corridor" highway through a rural reserve serves as a link between the metropolitan area and a neighbor city with limited access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth, but limits the adverse effect on the surrounding rural areas.

Communities such as Sandy, Canby and Newberg will be affected by the Metro Council's decisions about managing the region's growth."

Joint Work Element

(Cont.)

Compact Urban Growth and Urban Design Guidelines

The Policy Committee established a general principle that the land use plans in the study would illustrate compact urban growth. Rather than adopt a strict definition, the Committee stated that "compact urban growth" would be locally defined and coordinated with Metro and the state.

The following design guidelines were developed to help maintain and enhance community identity and liveability. They were established as starting point for the Sandy and Canby land use and urban design studies.

- a. Planned residential densities within neighboring cities will be consistent with the following densities of the Region 2040 Recommended Alternative (fall 1994): Town Centers (18 units/net acre); Corridors (11.3 units/net acre); Inner Neighborhoods (6.3 units/net acre); and Outer Neighborhoods (5.9 units/net acre).
- b. Mixed-use zoning will be used to encourage pedestrian, bicycle and transit use and linking of trips, and to meet local retail and service needs.
- c. The downtown areas will be preserved and enhanced as the focal point for each neighboring city.
- d. Parks and open spaces will be provided throughout each neighboring city. Plans will provide for schools and parks/open space to serve each neighborhood.
- e. Each plan will promote a "sense of place", that is, a development pattern that reflects the community's values and vision of the future.
- f. A connected street pattern will be planned in order to foster choices for travel by foot, bike, auto and transit.

Coordinated Population and Employment Projections

The following population and employment projections were adopted for study purposes. The figures in bold types were used as the projected population and employment for the three cities.

Joint Work Element

(Cont.)

	1990 Actual	Year 2015	Year 2040
City of Sandy	4,154 people		
Low		8,300 (2.8%)	22,200 (3.4%)
Mid-Range			27,600 (3.8%)
High		15,000 (5.3%)	32,500 (4.2%)
Employment	2,146 jobs		16,100 jobs
Jobs/Housing Ratio	1.45		1.2
City of Canby	8,990		
Low		16,500 (2.5%)	21,200 (1.7%)
Mid-Range			30,800 (2.5%)
High		24,100 (4.0%)	45,000 (3.3%)
Employment	2,830		22,400 jobs
Jobs/Housing Ratio	0.88		1.2
City of North Plains	972		
Low		1,300 (1.3%)	1,375 (0.7%)
Mid-Range			3,600 (2.7%)
High		3,000 (4.6%)	7,600 (4.2%)
Employment	389		3,600 jobs
Jobs/Housing Ratio	1.12		1.2

Bold numbers are the recommended forecasts for planning and analysis purposes only. No approval of these forecasts is proposed or implied by either funding agencies (ODOT and DLCD) or the participating local governments. The City of Canby expressed major concerns with the high forecast for the year 2040.

Actual employment in 1990 is from the Census of Employment by Place of Work. Employment targets are calculated on a basis of 1.2 jobs per household for the High 2040 forecast. For the City of Sandy, the number of persons per household was 2.81 in 1990 and is forecast in 2040 to be 2.42 persons, for the City of Canby — 2.82 in 1990, 2.41 in 2040 and for the City of North Plains — 3.07 in 1990 and 2.52 in 2040.

Joint Work Element

Introduction

The "joint" work element of this study addresses four intergovernmental issues relevant to cooperation between neighboring cities, counties, Metro and the state:

- Planning Principles and Coordinated Population and Employment Projections
- Green Corridors
- Rural Reserves
- Model Intergovernmental Agreements

"Key Principles:

Jobs/Housing Balance

Planning Principles and Coordinated Population and Employment Projections

Rural Reserves

Green Corridors

Compact Urban

Growth"

The Policy Committee established the initial direction and assumptions for the study by adopting a Statement of Intent. The Statement defined the project purpose and neighboring city concept (see Background section of this report) and set forth key assumptions and principles. The Policy Committee was explicit that the Neighboring Cities 2040 Study is an *exploration* of specific implementation issues related to the Neighboring Cities concept. In other words, the project is a study. Participation in the study does not bind the governments to any subsequent decisions.

Planning Principles

The following principles were established to guide development of policies and land use plans in the Neighboring Cities 2040 Study.

Jobs-to-Housing Balance

The principle of promoting a jobs-to-housing balance is central to the neighboring cities concept. The rationale is that it helps keep trips local and reinforce the identity of the city. The minimum ratio adopted for study purposes was 1.2 jobs for every household. The Policy Committee also recognized "local" jobs may sometimes require include jobs within an "employment shed" of up to five miles of the neighboring city. This idea is meant to recognize nearby major employers — it is not intended to encourage non-resource employment outside of urban areas.

Joint Work Element

(Cont.)

Rural Reserves

Rural reserves are rural and resource areas that keep adjacent urban areas separate. They have often been referred to as greenbelts. The Policy Committee defined them as

“Permanent areas will be preserved between neighboring cities and the metropolitan area (and between the neighboring cities themselves) to serve as buffers between urban areas, and establish areas of very low-density zoning ^{to} maintain the rural character of the rural reserve areas.”

Green Corridors

The connecting highways between the Metro area and neighboring cities are referred to as “green corridors”. The corridors identified on the Region 2040 Growth Concept include:

- U.S. 26 between Gresham and Sandy
- U.S. 26 between the Metro Urban Growth Boundary and North Plains
- OR 30 between Portland and half way to Scappoose
- OR 99E between Oregon City and Canby
- OR 99W between Sherwood and Newberg
- OR 212/24 between Damascus and US 26
- OR 8 between Hillsboro and Cornelius
- I-5 between Tualatin and Wilsonville

The corridors are intended to be high performance, multimodal transportation facilities, where access is tightly controlled and development pressures are minimized. The objective is to:

- reinforce the individual identities of the cities and the metro area
- support a multimodal transportation system and intra-urban connectivity
- reduce sprawl and encourage economic development within cities

A set of initial green corridor principles was adopted by the Policy Committee, then refined following a land use and transportation analysis for the green corridors. The principles are described in the green corridor section of this chapter.

Green Corridor Analysis

Transportation Analysis

A technical analysis of the green corridor concept was performed by Kittelson and Associates, using year 2040 travel demand forecasts prepared by Metro for the neighboring cities of Sandy, Canby and North Plains. Each corridor employed an existing state highway with the identified Green Corridor section extending from the Metro Urban Growth Boundary to the neighboring city Urban Growth Boundary. Target population and employment figures for each city were provided by each neighboring city for the horizon year 2040. Inherent to these population and employment targets was an assumed jobs-to-housing ratio. The findings of this analysis could be substantially different if these numbers are not realized or the ratio is not maintained. *OV*

Three unique scenarios were considered in an effort to determine the characteristics most likely to support the Green Corridor concept and compliment the travel corridor. The Base Condition scenario modeled each corridor as it exists today in terms of capacity, number of travel lanes, and at grade intersections. No transit was assumed to be provided. The HOV Lane scenario converted one of the two travel lanes on all corridors to a High Occupancy Vehicle (HOV) only travel lane (two + persons per vehicle) during the peak hours of operation in the peak direction. Parking costs were assumed to be fully subsidized for HOV trips made on the corridor to the Metro area. The final scenario, HOV + Transit, assumed the same HOV lane with the provision of fully subsidized transit at an aggressive level of operation.

Conclusions

The primary conclusions drawn from this analysis were:

- No corridor will experience significant capacity problems in the 50-year future.
- No corridor had sufficient reserve capacity in the 50-year future to adequately serve demand safely and efficiently if a general purpose travel lane was converted to HOV/transit only, even during the peak period of demand. The lane utilization imbalance likely to occur under such circumstances would be so great as to promote misuse of the HOV lane and potentially result in public outcry not unlike the Banfield HOV lane experience of many years ago.

Joint Work Element

(Cont.)

- A strong likelihood that the provision of transit at an aggressive level of service on the Sandy and Canby corridors could result in a reasonable ride share for this mode.
- Access management can improve the safety and capacity characteristics of a corridor, when applied reasonably, and in recognition of potential negative impacts of out-of-direction travel.

Land Use Analysis

Development potential in the Sandy and Canby green corridors was estimated from data in the "Potential Development Impact Analysis for Clackamas County - 4/30/94", prepared by the Oregon Department of Transportation, Region 1. Two areas were evaluated: an eight-square mile corridor along Hwy. 26 and a six-square mile corridor along Hwy. 99E. The development potential is as follows:

<i>Development Type</i>	<i>Sandy Corridor</i>	<i>Canby Corridor</i>
Existing dwelling units	502 du's	199 du's
Potential new dwelling units	48	45
Existing commercial development	25.5 acres	6.23 acres
Potential new commercial develop.	8.25	0.28
Existing industrial development	39.9 acres	0.38 acres
Potential new industrial develop.	0	0

Green Corridor Planning Principles

[To be added]

see METRO adopt

Rural Reserves Analysis

The neighboring Cities Policy Committee developed a draft planning principle regarding rural reserves. The policy stated:

"Rural Reserves

Permanent areas will be preserved between neighboring cities and the metropolitan area (and between neighboring cities themselves) to:

- serve as buffers between urban areas; and,
- maintain the rural character of rural reserve areas."

After developing the draft principle cited above, the Policy Committee directed the project team to estimate the development potential in the rural reserve areas surrounding Sandy and Canby. The objective was to develop a sense of how much change to the existing character of the surrounding areas can occur under current zoning and lot patterns.

Development potential was estimated from the "Potential Development Impact Analysis for Clackamas County - 4/30/94", prepared by the Oregon Department of Transportation, Region 1. Two areas were evaluated: (1) a 36-square mile area between Sandy and Gresham; and, (2) a 36-square mile area around Canby.

The ODOT data estimate 4,990 existing rural residential dwellings in the Sandy area, with the potential for 946 new rural residential dwellings. The data was reviewed with ~~John Borge~~ of Clackamas County, who had previously evaluated rural development potential near Sandy, it was concluded that potential for new dwellings in the Sandy area is closer to 450 new dwellings. In sum, the rural residential land in the Sandy study area is 84 percent to 92 percent built out, with the actual number believed to be closer to the 92 percent figure.

The Sandy study area, according to the ODOT data, has 13.2 acres of vacant commercial land and 9.2 acres of vacant rural industrial land.

The ODOT data estimate 647 existing rural residential dwelling in the Canby area, with the potential for 196 new rural residential dwellings.

Joint Work Element

(Cont.)

After adjusting the ODOT estimate as was done ⁱⁿ for the Sandy area, it was concluded that the potential for new dwellings around Canby is closer to 112 new dwellings. In sum, the rural residential land in the Canby study area is 77 percent to 85 percent built out, with the actual number believed to be closer to the 85 percent figure.

The Canby study area, according to the ODOT data, has 0 acres of vacant commercial land and vacant 0 acres of rural industrial land.

Information was not available to estimate the potential for conditional uses, home occupations and expansion of non-conforming uses. A proliferation of churches, schools, home occupations and the like could begin to undermine the "buffer" and "rural character" objectives. This does not suggest that the planning principle should be changed. However, it does raise an issue to be discussed Intergovernmental Agreements dealing with rural reserves. ⁱⁿ

Model Intergovernmental Agreements

Four model intergovernmental agreements (IGAs) were prepared in this study. The purpose of the IGAs is to provide a tool for Metro and neighboring cities to use in formalizing cooperative planning and communication. The four IGAs are:

- urban growth management
- performance standards
- green corridors
- rural reserves

Each IGA addresses a different topic, but all four implement the following principles.

Model agreements — The IGAs are "model" agreements, meaning that the details of the agreements can be tailored to individual needs and situations. Various options are identified for consideration by the parties when they negotiate the actual agreements. IGAs can be combined if the parties wish.

Joint Work Element

(Cont.)

Cooperative planning and reciprocal relationships — The spirit and substance of the agreements is establishing "equal" relationship between Metro and the neighboring cities. The Policy Committee felt strongly that the main purpose of the IGAs is to facilitate and foster communication. The IGAs are not intended to result in a loss of autonomy by any of the parties or to allow one party to impose its will on another.

Voluntary selection of issues — The neighboring cities and Metro may choose which IGAs they want to negotiate and sign. For example, a city may not wish to coordinate population estimates but may wish to be a party to Green Corridor and Rural Reserve cooperation.

the County, State

The Urban Growth Management IGA

The purpose of this IGA is to:

- coordinate population and employment projections used for urban growth management plans and policies
- coordinate development and amendment of comprehensive plans and implementing measures
- Provide notice and opportunity to comment on land use decisions

All cities and counties have IGAs which require coordination of comprehensive planning and notice within urban growth areas. This IGA is specific to population and employment, and adds Metro as a party. This IGA may be tailored to coordinate urban reserve area planning, which goes beyond the typical 20-year term of establishing urban growth boundaries.

The Performance Standards IGA

The purpose of this IGA is to:

- Provide mutual "support" for implementing key planning principles, such as:
 - a. Separation of the neighboring city and the metropolitan area;
 - b. A strong balance between jobs and housing within the city;
 - c. A "green corridor" as link between the city and the metropolitan area;
 - d. Protection of *rural reserve and* natural areas

Joint Work Element

(Cont.)

- e. Commitment to efficient urban growth and/or agreed upon densities; and,
- f. The timely, orderly and efficient provision of an infrastructure.

- negotiate benchmarks to evaluate the effectiveness of policies and implementing measures to achieve the objectives of the planning principles

The Performance Standards IGA is for when a city and Metro wish to "go beyond" the coordination of population and employment to formally collaborate on such issues as urban design, open space planning, and economic development. Such agreements should be closely coordinated with the Department of Land Conservation and Development to ensure consistency with acknowledged plans and state planning law.

The Green Corridor IGA

The purpose of this IGA is to establish cooperative planning to:

- preserve the distinct and unique identities of the city and metropolitan area by maintaining a separation of the city from the metropolitan area
- plan and manage connecting highways between the city and the Metro area as high performance, multi-modal transportation facilities
- recognize that each Green Corridor is critical to inter-urban connectivity and to support and encourage economic development and a jobs-to-housing balance within the city
- preserve and enhance the rural and natural resource character and values of rural reserve areas along the Green Corridor that separate the city from the metropolitan area
- control access to the Green Corridor to maintain the function, capacity, and level of service of the facilities, enhance safety and minimize development pressures on rural reserve areas
- establish a plan to protect the unique visual character of each Green Corridor

This IGA establishes a mutually agreed upon policies (the purpose statements listed above) and a process to do a corridor-specific plan for the identified corridors. The specificity is important — the various Green Corridors (US 26, OR 99E, OR 212/224, OR 99W, OR 30, I-5

Joint Work Element

(Cont.)

between Tualatin and Wilsonville) are all unique situations requiring unique plans. The IGA addresses establishing Green Corridor boundaries, comprehensive planning, land use regulation, screening/buffering/signage, excess management and roadway improvements, and notice and coordination.

The Rural Reserves IGA

The purpose of this IGA is to establish cooperative planning to:

- maintain the distinct identity and separation of the city from the metropolitan area
- permanently designate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the city's Urban Growth Boundary and Urban Reserve areas
- reduce development pressures upon rural reserve areas and thereby enhance certainty and viability of resource uses in the rural reserves

This IGA establishes a process to set rural reserve boundaries, coordinate comprehensive planning and zoning, limit specific types of development (e.g., schools) and provide notice of certain land use decision making within the rural reserves.

Implementation of the Joint Work Element Findings

Next Steps

The following next steps are recommended (these are also stated in the Summary of this report):

- *Articulate local perspective* — Canby, North Plains and Sandy should make local decisions on whether to continue dialog with Metro on neighboring city issues.
- *Create a forum to continue communication* — Metro, in partnership with the other governments, should create a mechanism to continue communication among the neighboring cities, counties, Metro, state agencies and economic interests on neighboring city issues.

Joint Work Element

(Cont.)

- *Coordinate population and employment* — Canby and Sandy, at their own discretion, should decide what population and employment projections they want Metro and Clackamas County to assume in upcoming regional decisions (e.g., adoption of the Region 2040 Plan Growth Concept).
- *Develop and adopt intergovernmental agreements* — The model IGAs from the Neighboring Cities 2040 Study should be used as the starting point to craft IGAs which meet the specific interests of each neighboring city.
- *Prepare "Green Corridor" Plans* — ODOT, in partnership with the affected governments, should prepare corridor plans for each "green" corridor to implement the green corridor principles.

Suggestions for Further Study

The following suggestions are based on issues and concerns voiced during the study but were beyond its scope.

Strategies to promote a jobs-to-housing balance — This study included two steps toward promoting local job-to-housing balance: (1) development of policy; and, (2) designation of sufficient commercial and industrial plans in the land use studies conducted for Sandy and Canby. These are essential efforts to set the stage, but a structure and strategy for local job retention and expansion is needed. What are those strategies? What should a neighboring city do first? What is the role of Metro and state? These issues should be explored in an actual case study for a neighboring city. *what role of Chambers etc.*

Further transportation modeling of green corridors — The following additional model runs are suggested:

- perform and analyze demand model runs assuming non-exclusive HOV and/or transit with incentives
- perform and analyze a demand model run with transit in a non-exclusive HOV lane without incentives
- study the effects of severing all at-grade rural accesses to the corridor on both corridor operation and out-of-direction travel for impacted trips
- evaluate the model runs with various jobs-to-housing ratios to test the impact of that policy on the transportation system

Joint Work Element

(Cont.)

- evaluate the impact on vehicle miles traveled of various population and employment levels in the neighboring cities

Visual analysis of green corridors — This study would inventory each corridor to determine the important visual elements to be protected and enhanced.

Parcel-specific evaluation of green corridor development potential — This study provides an overview of development potential in the corridors. As a next step, the specific parcels which are yet to develop should be identified and evaluated for permitted intensity of use, access options and visual impact.

Case studies of "successful" neighbor cities — This study would seek out those places which have the qualities of the neighboring cities envisioned for the Portland area. What do these places look like? What strategies have worked and not worked?

1948-1949

1. The first part of the report deals with the general situation in the country during the year 1948-1949.

2. The second part of the report deals with the economic situation in the country during the year 1948-1949.

3. The third part of the report deals with the social situation in the country during the year 1948-1949.

4. The fourth part of the report deals with the political situation in the country during the year 1948-1949.

Introduction

The Sandy work element of this study is an evaluation of a complete redrafting of the city's comprehensive plan. The consultant team worked closely with city staff and the community on the following parts of the plan:

- The Sandy Town Plan
- Land Needs
- Public involvement
- Public facility analysis
- School siting
- Open space analysis
- Downtown design
- Neighborhood planning framework
- Updates of selected plan policies and municipal ordinances
- Transportation system plan

“The goal of the Sandy Town Plan is to preserve the small town character of Sandy.”

The consultant team worked as a partner with the city. The work program was structured so that the consultants, working with the community, developed draft products and recommendations. These were then carried forward by city staff for further refinement and public review. During this later phase, the consultants' role was primarily advisory. The one exception to this approach is the Transportation System Plan. For the TSP, the consultants have responsibility for the final plan.

The Sandy Town Plan

Sandy, today, has all the best qualities of a small town. It has a clear self-image of being a neighborly, safe and affordable place to live and work. Sandy has a beautiful physical setting and strong connection with the environment and outdoor recreation.

The goal of the Sandy Town Plan is to preserve and enhance the small town character of Sandy as growth occurs between 1994 and the year 2040.

Sandy as a Neighbor to the Metro Area

The draft Town Plan looks at Sandy as a neighbor to the Portland Metropolitan Area. The assumption is that Sandy is likely to continue

to grow rapidly, reaching a population of about 32,500 by the year 2040. Preserving Sandy's small-town identity is partially dependent upon land use and transportation policies of Clackamas County, Metro and the state. The plan assumes the following policies will be written into intergovernmental agreements:

- rural reserves will separate Sandy from the edge of the metro area in Gresham and any expansion in the Damascus area
- a jobs-to-housing balance must exist so there are opportunities to live and work locally
- Highway 26 between Gresham and Sandy will be planned as a "green corridor" with limited access and development

Planning Principles Used in the Town Plan

The Downtown is the Core of the Community

The downtown is planned for a mix of commercial, public and residential uses. Building placement, street and sidewalk improvements and public spaces will be planned to achieve a walkable, thriving center of the city.

Neighborhood Centers are Planned in a Series of "Villages"

Village residential areas will provide a variety of housing choices (detached homes, townhomes and apartments) surrounding a neighborhood commercial center. Parks and schools are also included in each village. The average housing density will be nine units per gross acre of residential land.

Areas for Traditional Single-Family Housing are Planned Next to Villages

The plan envisions areas for traditional single-family housing surrounding the villages. A mix of housing types (including duplexes and townhomes) will be allowed and the average zoned density will be five units per gross acre.

All Residential Areas Have Parks

Neighborhood parks are spaced about one mile apart to be within walking distance of most residences. Community parks are planned to provide space for organized sports and community gatherings.

Sensitive Environmental Areas are Protected

The plan will regulate development within stream corridors, wetlands, significant tree groves and other sensitive areas. Transfer of density out of these areas will be encouraged.

General Locations for Schools are Planned

The town plan included enough schools to accommodate future growth. General locations are planned so that schools become part of neighborhoods and logical sites are available. The city and school district cooperate in planning future schools.

There is a Connected, Logical Pattern of Streets

The pattern of streets is connected to (1) provide safe and convenient options for cars, bikes and pedestrians; (2) create a recognizable pattern of circulation; and (3) spread the traffic over many streets so that key streets (particularly U.S. 26) are not overburdened.

Commercial and Industrial Lands are Sufficient to Support a Jobs-to-Housing Balance

The amount of land designated for employment uses is enough to support at least 1.2 jobs for every household in Sandy. The objective is to promote local economic development and provide an alternative to commuting.

The Direction of Growth is Based on Efficient Provision of Public Facilities and Protection of Prime Farm Land

The plan encourages growth where water, sewer and streets can be provided efficiently. Areas which require pumping of sewage are avoided. Prime farm lands are generally avoided except where the extension of public facilities is logical and there are adjacent developed lands.

Key Facts

Population: 5,720 Within the 1994 Urban Growth Boundary
32,500 Planned for the year 2040 and included in
the Urban Reserve Boundary

Total Area: 2467 ac. 1994 Urban Growth Boundary
~~4530 ac.~~ Urban Reserve Boundary
7003 Total

Schools: 3 High Schools
4 Middle Schools
8 Elementary Schools
1 Community College

Parks: 4 Community Parks (Meinig and 3 new 20-acre sites)
28 Neighborhood Parks

The Village Residential Concept

A village is a compact, mixed-use neighborhood. It is designed to encourage travel by all modes of transportation and therefore reduce reliance on the car.

There are eight villages on the Sandy Town Plan. Each is unique, but they all share the following elements:

A village center — This is the neighborhood center where retail shops, civic buildings and a village green are located. If a local bus system were present, the bus would stop at the village center.

Variety of housing densities — Each village has land for apartments, town homes and single-family housing. The highest densities are clustered close to the village center. The Sandy Town Plan uses an average density of nine dwelling units per gross acre of residential land. The various densities are familiar to today's market — 18-24 du/ac for apartments, 10-12 du/ac for town homes and five units per acre for detached homes. The plan anticipates tomorrow's housing needs by allowing a broad range of dwelling types within each area. For example, town homes and triplexes would be allowed in the "single-family" portion of the villages as long as the densities did not exceed five units per acre in that area.

layouts of the village at Hwy. 211 and Bornstedt Road. Subsequent to the consultants' work, the city decided to retain a rural residential density of two units/gross acre for a 54-acre area in the eastern portion of the city.

Employment Densities

Employment densities are listed in Table _____. These are based upon the 1990 Metro Employment Density Study and an informal survey of employment densities in downtown Sandy.

Population to Commercial Land Ratios

To test the amount of commercial land designated on the Town Plan, Otak researched commercial land to population ratios in cities with similar population to that which is projected for Sandy. The objective was to use a "comparable" ratio as an index to what the population will need in the future.

Newberg is considered an appropriate "index" community because it shares many of Sandy's commercial market attributes: proximity to Portland, along a highway serving as a major tourism route, small college, and large adjacent rural hinterland. Newberg's 1992 ratio was .0088 acres/capita and year 2010 projection is .014 acres/capita.

Sandy's current ratio is very high: .0203 acres/capita. The Sandy ratio is expected to decrease over time. The assumed future ratios are .014 acres/capita by the year 2015 and .010 acres/capita by the year 2040.

Land Needs

The Town Plan was tested and refined using the assumptions listed above. The result was a plan that accommodates an estimated 33,050 people and 11,040 jobs. The projected jobs-to-housing ratio is 1.3 jobs per household. Tables ____-____ summarizes the projection.

See the following attached tables.

**DRAFT SANDY TOWN PLAN
RESIDENTIAL DENSITIES
YEAR 2015**

Inside the City of Sandy Urban Growth Boundary (existing)
Projected 15,000 population

<u>Land Use</u>	<u>Total Acres</u>	<u>Committed Acres</u>	<u>Developable Acres</u>	<u>Gross Density</u>	<u>New Households</u>	<u>New Population</u> ¹
Single Family	729	447 ¹	282	5	1,412	3,671
Village Res.	415	188 ²	227	9	2,043	5,312
Downtown Res.	23	23	23 ³	15	345	897
Rural Res.	54	10	44	2	88	213
Subtotals	1,221	668	576		3,888	10,093
1994 Pop.						4,520
TOTAL						14,613

¹Includes assumption of 70% churches in SFR, 15% in Village Residential, and 15% in commercial areas. Churches are calculated at one per 600 people and with an average need of 2 acres each.

² Assumes need of Pocket Parks at one acre per 1000 people.

³ Assumes existing density of 5 units/ acre will be increased with infill and some redevelopment.

RESIDENTIAL DENSITIES

YEAR 2040

Inside the City of Sandy Proposed Urban Reserve
Projected 32,500 population

<u>Land Use</u>	<u>Total Acres</u>	<u>Committed Acres</u>	<u>Developable Acres</u>	<u>Gross Density</u>	<u>New Households</u>	<u>New Population</u>
Single Family	1587	573 ⁴	1014	5	5,070	12,168
Village Res.	872	224 ⁵	648	9	5,832	14,113
Downtown Res.	23	23	23 ⁶	15	345	897
Rural Res.	54	10	44	2	88	213
Subtotals	2,536	874	1,718		11,335	27,329
1994 Pop.						5,720
TOTAL						33,049

Conclusion: The Sandy Town Plan can accommodate a population of 32,500 people by the year 2040.

⁴Includes assumption of 70% churches in SFR, 15% in Village Residential, and 15% in commercial areas. Churches are calculated at one per 600 people and with an average need of 2 acres each.

⁵ Assumes need of Pocket Parks at one acre per 1000 people.

⁶ Assumes existing density of 5 units/ acre will be increased with infill and some redevelopment.

**DRAFT SANDY TOWN PLAN
JOBS-TO-HOUSING
YEAR 1995 - 2015**

Inside the City of Sandy Urban Growth Boundary - Estimated Households 5,424
Current Jobs-to-Housing = 1.45 Jobs/HH

<u>Land Use</u>	<u>Gross Acres</u>	<u>Jobs/Acre</u>	<u>Jobs</u>
Industrial	189		
Heavy	75	18	1,350
Light	114	18	2,052
Office	32	30	960
Commercial	266		
Downtown	82	30	2,460
General	122	18	2,196
Village	21	18	378
Destination	41	10	410
Schools			
Existing	78	Varies by type	2,40 ¹
High	20	140/ facility	1,40 ²
Middle	20	60/ facility	60 ³
Elementary	33	40/ facility	1,60 ⁴
Home Office Uses	N/A	10% of jobs	637
TOTAL			11,043 2 JOBS/HH

¹ Approximate numbers: Includes Sandy Union High School, Sandy Elementary School, and Cedar Ridge Middle School

² Need one additional High School to serve population up the mountain, may be relocated east along the Hwy 26 corridor.

³ Need one additional Middle School.

⁴ Need four additional Elementary Schools.

Public Involvement

The city had lead responsibility for the public involvement process. An open process was conducted that had five basic components:

- a 2040 Plan Task Force and six subcommittees, totaling 20-30 citizens use had ongoing input into the plan; between October 1994 and June 1995, over 60 meetings were held
- two open houses, attended by 40 and 60 people
- three newsletters, mailed to 2,500 households in the Sandy area each time; the newsletters included surveys
- a series of presentations to service clubs and local groups
- colorful displays at City Hall informing people of current events and upcoming meetings

The consultant team participated in about 25 local meetings and had an ongoing advisory and technical support role in the public involvement process. Presentation boards were supplied for each of the open houses.

Public Facility Analysis

CH2M-Hill prepared a public facility analysis. The purpose of the report is to identify critical capacities and elements of Sandy's water and wastewater treatment facilities and comment on potential consequences of facilities planning decisions.

The study population was set at 32,500. The assumed average number of persons occupying a dwelling unit (DU) is 2.8 through the year 2015. It was assumed that after the year 2015 the number of people per DU reduces to 2.61 and continues to decrease linearly to 2.42 in 2040. The job:household ratio is targeted at 1.2 in 2040. A community having similar land use elements to those desired by Sandy was examined to compare the proportion of commercial/industrial land use to residential land use. Forest Grove, having a forecasted population of 21,700 in the year 2005 and a job:household ratio of 1.04, was chosen for this comparison.

Public Facility Analysis Conclusions

The city will have enough water to supply its needs to the year 2040 provided it is allowed to develop its water right on the Salmon River. Furthermore, it is highly likely that the city will be able to fully develop its water rights on the Salmon River. The city will need 13.6 mgd maximum daily demands in the year 2040 with a population of 32,500, a job:household ratio of 1.2:1, and an average density of 2.42 people per household. The ultimate population that the city's current water rights can serve is 44,703 which will occur in the year 2051.

The projected improvements to the water system are:

<i>Year</i>	<i>Water System Improvement</i>
1995	Alder Creek Water Treatment Plant (WTP) expansion and Brownell springs upgrade (2.5 million gallons/day maximum day demand (MDD))
2000	Salmon River WTP begins operation (3.1 MDD)
2015	Replace Alder Creek and Brownell WTP (2.5 MDD) and upgrade Salmon River WTP (8.9 MDD)
2035	Replace Alder Creek and Brownell WTP (2.5 MDD) and expand Salmon River to 16.2 MDD

The city will not be able to meet its future wastewater effluent discharge needs in Tickle Creek. The city's preferred option is to discharge effluent to the Sandy River. In the year 2040, the city of Sandy will need to treat sanitary flows of 6.59 mgd average annual flow and 4.55 mgd average dry weather flow.

<i>Year</i>	<i>Sanitary Sewerage System Improvement</i>
1996	Phase 1 Waster Water Treatment Plant (WWTP) is constructed
2006	Phase 2 WWTP is constructed
2007	Pump station to Sandy River is constructed
2015	New WWTP is constructed
2035	Replace WWTP

School Siting

The three tasks of this element of the plan were:

- determine the number of school facilities needed by 2015 and 2040

- develop school siting guidelines
- map general locations for school sites needed by 2015 and 2040

School Siting Conclusions

The most important outcome of this element was the cooperative relationship established between the City of Sandy and the Sandy school districts. The two agencies had never before worked so closely on specific, long range-planning for school sites.

School Projections

	<u>2015</u>	<u>2040</u>
Elementary School	6 schools	8 schools
Middle School	2	4
High School	1	3

School Siting Guidelines

Guidelines were developed to address the following issues: site size, parcel configuration, slope, environmental constraints, access, location within villages, services, acquisition costs, and nuisances. The site size guidelines used for the Town Plan are:

Elementary School:	10 to 12 acres (400 student school)
Middle School:	20 acres (800 student school)
High School:	40 acres (1,400 students)

Potential locations for schools were mapped. The locations are illustrated with symbols on the Town Plan to indicate general locations for schools.

Open Space Analysis

The purpose of the Sandy Open Space Analysis is to guide the open space and parks element of the Sandy Town Plan. Otak worked jointly with city staff and the Sandy Open Space and Parks Subcommittee to:

- develop park and open space classifications
- develop park and open space selection guidelines
- develop park and open space development guidelines and
- recommend park and open space sites for inclusion in the Draft 2040 Town Plan

Parks on the Draft Town Plan

	Number	Acreage
Constrained Open Space	N/A	766
Golf Course (primary site)	1	198
Community Parks	3	92
Neighborhood Parks	28	93

The numbers listed above were slightly revised for the final Town Plan. Overall, when the 24 acres of existing parks are added to the acreage for the community and neighborhood parks listed above, the ratio is approximately 6.4 acres per 1,000 population.

Classifications, Guidelines and Standards

Eight types of parks and open space were defined and mapped:

- constrained open space (environmentally sensitive areas)
- community parks
- neighborhood parks
- pocket parks
- specialty recreations areas (e.g., swimming pool)
- school recreation sites and facilities
- bicycle and pedestrian pathways and trails
- local streets and parkways

Definitions, site sizes, locational standards, facility guidelines, and site selection guidelines were developed for each of the above. Two highlights of the standards include:

Contained open space — Recreation development will be low-impact, non-intrusive and habitat sensitive. Development will be set back from the ordinary high water of streams by at least 100 feet.

Neighborhood parks — Sites will be selected to centralize the park within 1/4 mile of 80 percent of the dwellings the park is serving.

Downtown Design

Purpose and Process

The purpose of the Downtown Framework Plan was to:

- establish a broad supported "vision" for downtown as the center of Sandy
- set the basic structure for developing zoning and design standards

Downtown Design Charrette

A half-day charrette was held on November 4, 1994. The goal of the charrette was to generate a wide range of ideas and possibilities toward about the following questions:

"How can Sandy make its downtown a citadel and pedestrian-friendly center of the community?"

Sixty-four people participated, including about 45 local business people, citizens and public officials. The balances of the participants were professional planners from the Portland areas and several communities outside of the Portland area.

Small groups brainstormed ideas to address four issues: economic vitality, mixed-use, circulation, and entries/edges. This work generated eight maps that were put on the wall and discussed. Seven common themes emerged as the consensus direction for the Framework Plan:

- "expand" the downtown to the north
- identify a civic center
- strengthen north-south transportation linkages
- develop gateways at couplet ends
- locate a site for a public plaza
- underground the utilities
- retain on-street parking

The Downtown Framework Plan

Following the charrette, a sketch plan was prepared to illustrate the seven themes, identify districts that would set the stage for zoning, identify key intersections and locate the gateways. Each of these issues are discussed below.

Districts

A district is an area where there is a recognizable character and common set of design regulations.

Civic Commercial

The center of downtown. Three-story buildings. Uses: Public, retail, office, residential. Drive-through discouraged.

Downtown Commercial

Retail and office use in two-story buildings. Residential allowed as conditional use. Drive-through uses allowed, but with design standards.

Historic Commercial

Preservation and enhancement of the building character along the south side of Pioneer Street. Same uses and design guidelines as the Downtown Commercial District.

Downtown Residential

Medium-high density (12-24 units per acre) housing close to downtown. Office and neighborhood commercial uses allowed as conditional uses.

Superblock

The largest redevelopable acreage in the downtown area. Allow large users (e.g., grocery stores) but assure street connections through the block and orientation to the streets.

General Design Guidelines

District	Sidewalk Width	Minimum Setback	Parking Location ¹	On Street Parking	Street Furnishings
Civic Commercial	12'	0	Rear	Yes	High
Downtown Comm.	8'	0	Side/Rear	Yes	Medium
Historic Comm.	8'	0	Side/Rear	Yes	Medium
Downtown Res.	6'	0	Side/Rear	Yes	Low
Superblock	8'	0	Side/Rear	Yes	Medium

Key Intersections

Use the intersections of the Civic Commercial District to emphasize the pedestrian character of the area. Use curb extensions, pavers, scored concrete for crosswalks, plantings, site furnishings, and landscaping to emphasize these areas. Front doors of buildings should be oriented to the corner.

Gateways

Develop "front-doors" to the downtown area through placement of monuments at the ends of the couplet, different street trees, and placement of buildings up to the streets within the gateway.

Landscaping

Street trees are recommended in tree wells and spaced 30-feet on center. Parking lot landscaping should be required, especially at the interface with the street if it is a side lot. Six-foot wide planter strips in are recommended in the Downtown Residential district. To emphasize the districts, different street trees in five areas:

- along Pioneer and Proctor
- along the Town Center Walk
- along the remainder of the commercial streets
- fronting Downtown Residential streets
- through the gateways

Neighborhood Planning Framework

Neighborhood plans are recommended as a useful tool for implementing the Sandy Town Plan. Neighborhood plans are defined to be:

- a master plan for an area of the city
- a process for involving a neighborhood in specific land planning

There are three key benefits to neighborhood plans:

- to help "knit together" private land development
- to promote certainty for locating key uses and streets
- to involve the local community in the planning process

The elements to be included in the plan should be decided by the participants in the planning process. The plan can be narrowly focused (design studies for a village center) or comprehensive. The key is to orient the plan to the issues of most concern to the participants. The Sandy Town Plan is specifically designed to link land use and transportation planning. This approach should be carried through to neighborhood plans in Sandy.

Broad-based participation should be solicited. The key stakeholders should be personally contacted and invited to join the process.

Process

There are three typical phases for neighborhood plans in a small community such as Sandy. They are:

Phase 1 — Start-up

- develop stakeholder interest and agreement on the need for, and purpose of, the plan
- obtain Council authorization
- form advisory committee(s)

Phase 2 — The Plan

- define issues and initial goals
- inventory existing conditions
- prepare concept plan (2-3 alternatives)
- evaluate implementation
- open house and/or presentations before community groups in the neighborhood
- develop recommended plan

Phase 3 — Adoption

- workshops with the Planning Commission
- hearings

When to Initiate a Neighborhood Plan

Two signs that a neighborhood plan is needed are:

- when there's local concern about the livability of the area, and/or
- there is strong development pressure on an area of the city

The latter situation is common to areas directly adjacent to the city limits, which are likely to annex in the near future. A neighborhood plan for these types of areas can help tie them into the existing fabric, or, create a whole new neighborhood.

Updates on Selected Plan Policies and Ordinances

The approach and tasks are described in the work program are:

- prepare an initial list of "what's new" about the neighboring cities plan for Sandy that may differ from the existing land use plan and regulations
- review an existing comprehensive plan, zoning ordinance and subdivision ordinance to "flag" areas of potential revision
- prepare a list of recommended revisions and additions which identifies the specific section of the plan or ordinances to be updated or revised and the substance of the needed change

The City requested that the focus of the work be on review and update of three specific sections of the comprehensive plan text: Urbanization, Industrial Lands, and Commercial Lands.

The Urbanization Element

The revised text describes the authority, rationale and requirements for establishing urban reserve areas. An overview of the Sandy urban reserve area is provided. Key policies drafted this element are listed below.

"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."

"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 Sandy Town Plan shall constitute the comprehensive plan for all land within the Urban Growth Boundary and Urban Reserve Area."

"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."

"Clackamas County shall have the lead role in processing land use and development applications for unincorporated lands within the UGB and URA. Application review shall be coordinated with the City of Sandy and regulated with tools such as shadow plats, clustering and redevelopment plans to ensure that long term options for urban development are protected."

"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 for annexation and provision of urban facilities"

The Industrial Element

This element describes the existing plan and several important concepts embodied in the Town Plan, including:

- the industrial niche identified for Sandy is small manufacturers of durable goods who supply other manufacturers and assembly plants in the Portland area
- the employee density assumed for industrial land are 18 employees per acre
- the jobs-to-housing ratio of the draft Town Plan is 1.25:1

A simplification of the number of industrial zones is recommended. Additionally, tighter standards should be set for commercial uses in the industrial district to ensure that industrial land is not preempted for general commercial use.

The Limited Commercial Industrial zone is proposed to be deleted from the Zoning Ordinance. Additionally, it is recommended that the

Industrial Park be deleted as a separate zoning district. A developer always has the opportunity to develop a Light Industrial area as an industrial park.

It is recommended that the Light Industrial (I-2) and General Industrial (I-3) Districts be retained as currently structured. However, tighter standards for commercial uses are recommended.

The Commercial Element

Selected policies drafted for this element are listed below.

"The downtown area shall be recognized as the focal point for concentrated, small-scale commercial retail and service uses."

"Civic uses which locate within the boundaries of the Civic Overlay shall be permitted uses rather than conditional uses."

"Density standards should be established for residential development in the C-1 district. A range of housing types is permitted (duplexes, triplexes, townhouses, condominiums, apartments) at an overall density of 15 units per acre. The plan may allow for a density bonus (a maximum of 24 units/acre) for residential above retail uses."

"At the west end of Sandy, general commercial uses shall be concentrated to the north side of Highway 26. Access points to commercial uses shall be limited and shared to inhibit the development of a "strip" commercial character."

"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."

"The Destination Commercial district represents a major entrance to the Sandy urban area and a cohesive master plan for development of the entire commercial district shall be approved 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."

"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"

"The office district is recommended to provide for:

- larger scale medical/research and business/professional office uses
- opportunities for employment and professional services in close proximity to neighborhoods and major transportation facilities
- to provide for groups of businesses in centers
- to locate office employment where it can support downtown commercial uses"

Implementation

Next Steps

The following next steps are recommended:

Complete the Transportation System Plan (TSP) — The TSP process needs to be completed prior to adoption of the Town Plan and subsequent amendments to the existing comprehensive plan.

Adopt the Town Plan as the new comprehensive plan — The development of the Town Plan has had substantial and meaningful involvement by the public. It appears to be broadly supported in the community. It is forward looking to meet the needs of the community and firmly reflective of local values.

The transition from a study plan to a proposed legislative decision requires continued commitment to public involvement. We recommend that information and opportunity for comment be provided

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prior to the actual hearings on amending the existing comprehensive plan.

Review and fine tune proposed implementing ordinances — The City has developed draft revisions to land use ordinances. These included literally hundreds of standards and requirements intended to implement Town Plan principles and policies. The city would be well advised to set the ordinances aside for a short while and then review them for consistency and workability. Undoubtably, there are a few areas where additional research or alternative approaches need to be considered. The City should consider a review by an outside party to get a fresh perspective on the standards and procedures.

Continue the close coordination with the school districts — The work of the school siting subcommittee strengthen the relationship between the City and school districts. The City should seek ways of ongoing dialog and communication. A work session with the planning commission and/or City Council is recommended at least once each year to monitor school capacities and stay ahead of siting issues.

Develop an initial public improvement (or series of improvements) in the downtown — Private investment often follows investments in the public realm of streets, sidewalks, plazas and parks. To demonstrate the commitment to the downtown as the focal civic place in Sandy, the community should develop a plan for making visible improvements that will hopefully stimulate additional private investment.

Recommended Areas of Further Study

The following additional studies should be considered:

Neighborhood Plans for the Villages — The more certainty for the land use and street network of the villages, the more likely the village residential concept will be fulfilled. The city should work with key property owners and community groups to develop neighborhood plans for the villages which are most likely to develop (or request annexation) in the future.

Downtown Parking Study — How much parking is needed to implement the downtown design recommendations in this study? What innovative approaches have other communities used? These and other

questions needed to be addressed so opportunities for shared parking are maximized and sufficient parking is provided.

Develop a database of committed and vacant lands — This study the existing information (the Spencer and Kupper Report) and aerial photographs to establish committed and vacant lands. A more detailed and updated inventory of parcels should be created. The Metro RLIS database is the logical choice for the format.

Introduction

The City of Canby work element of the Neighboring Cities 2040 Study has three parts:

- preparation of two land use and transportation plans which would illustrate different growth concepts for a city of 45,000 people
- evaluation of the selected comprehensive plan changes and major infrastructure improvement required to implement the plans
- a business development workshop and literature search of information highway publications

“Canby is cautious.” Canby is cautious. The three work elements listed above were all directed at studying the impacts of the neighboring cities concept.

The Canby Land Use and Transportation Plans

Process

Two land use and transportation plans were prepared for the city, using the following steps:

- workshop with the Planning Commission and Council to review key points of the Canby-by-Design visioning process and establish two growth concepts for study
- preparation of a site analysis
- stakeholders workshop to review the growth concepts
- development of draft land use and transportation plans
- public Open House to review the draft plans
- final workshop with the Planning Commission and City Council

Site Analysis

Canby is adjacent to two broad flood plains: to the south is the Molalla River floodplain; to the west and northwest are the lowland areas where the Molalla and Pudding River flood plains merge. The city's comprehensive plan and zoning ordinance allow development within flood plains, consistent with the National Flood Insurance Program. However, the Canby-by-Design process established a community goal to “use natural boundaries” in establishing growth directions. For this reason, and due to the increased costs and hazards associated with floodplain development, the south and west sides of the city were avoided in the growth concepts.

The Canby area has high quality soils. Most of the lands adjacent to the city are Class I and II soils, the highest in the Soil Conservation Services' capability class system. The area to the northwest of the city is particularly productive for nursery stock and dahlias. People who attended the stakeholder's workshop placed a priority on retention of agricultural land to the northwest of the city.

Canby is adjacent to the small community of Barlow, population 150. Commercial and industrial land on and along Hwy. 99E in Barlow is part of Canby's employment base. Sewer and water extensions to Barlow are feasible if pump stations are provided. Given the choice between growing toward Barlow versus easterly growth beyond Central Point Road, participants at the stakeholder's workshop preferred Barlow.

The Plan Concepts

The two land use and transportation plan concepts are:

- Current Trends
- Neighborhood Center Concept

The Current Trends concept assumes the development densities and housing mix recently built (last 10 years) and planned for the remainder of the urban growth boundary, are continued to the year 2040. This is an overall average of 6.2 units per net acre (five units per gross acre). This concept also assumes very little change to land use designations located between the current city limits and the urban growth boundary (UGB).

The Neighborhood Centers Concept utilizes medium density, mixed use neighborhoods to cluster density, reduce the overall spread of the city and promote a transportation-efficient land use pattern. The overall average of 7.4 units per net acre (5.9 units per gross acre). This concept redesignates much of residential land between the current city limits and the UGB.

The neighborhood centers are similar to the Sandy Village Residential concept but are tailored to Canby. Neighborhood centers have a small commercial center where retail shops, services such as day care and a neighborhood park would be located. An overall density of ten units per net acre (eight units per gross acre) would be planned, with