

PLANNING COMMISSION STAFF REPORT TYPE IV DECISION

DATE:	November 15, 2024
FILE NO.:	24-055 ZC
PROJECT NAME:	Sandy Transit Operation Center Re-Zoning
APPLICANT:	Andi Howell, Transit Director
OWNER:	City of Sandy
ADDRESS:	16610 Champion Way
MAP/TAX LOT:	24E 15A 2 Tax Lot 205
LEGAL DESCRIPTION:	PP 2013-037 Parcel 1
PROPERTY SIZE:	5.72 Acres
APPLICABLE CRITERIA:	Chapter 17.26 – Zoning District Amendments
EXISTING ZONING:	I-1 (Industrial Park)
PROPOSED ZONING:	I-2 (Light Industrial)
STAFF CONTACT:	Patrick Depa, Senior Planner

BACKGROUND

The City of Sandy is requesting this hearing to change the zoning designation of 16610 Champion Way from Industrial Park (I-1) to Light Industrial (I-2). This proposal is being reviewed as a Type IV zone change. The parcel is currently utilized for the Sandy Public Works yard and the Sandy Transit Operation Center. The purpose of the hearing is for the Planning Commission to decide if the application conforms to the applicable criteria and make a recommendation to the City Council.

The Sandy Transit Operation Center is defined as a major public facility and is considered a conditional use in both the I-1 and I-2 zoning districts. After the zone change decision, the applicant plans to start the process of a design review for a new building that will contain two large maintenance bays, administrative offices, and conference rooms. The proposed building will be of similar design to the existing buildings and structures on the subject site. The expansion of the conditional use on the subject site is addressed in the “Findings” section of this document as a continuation of a “Master Plan” approval reviewed under File No. 06-062 CUP/DR and File No. 19-030 DR.

AGENCY COMMENTS

Fire Department

No comments were directed towards the Sandy Transit Operation Center property zone change. Specific comments about fire apparatus access and fire flow requirements will be submitted later if the applicant proceeds with site development.

Public

No public comments were received when the final packet was uploaded to the meeting platform.

SandyNet

SandyNet did not have any comments for the zone change, but the IT Department will have several considerations during the design and building permit phase.

Public Works

After months of negotiations with the Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ), the City of Sandy has an additional 270 ERUs available for construction. It is important to note that these additional ERUs were allocated almost entirely to development projects that have already received land use approval. While this enables development projects with existing land use approvals to proceed with construction, it does not provide for the submission of new land use applications with an additional sanitary sewer connection or an increase in sanitary sewer flows through an existing connection.

Based on this provision of 270 additional ERUs from EPA and DEQ, the City Council adopted Resolution No. 2024-11. This resolution included several significant changes, including but not limited to increased ERU numbers; allowance for zone change requests; terms and conditions for the limited transfer of ERUs; and an ERU allocation program for properties with an existing land use approval. This zone change request does not propose a new sanitary sewer connection nor does it create additional flows. Any new sanitary increases will be addressed later if the applicant proceeds with site development.

Public Works Comments for Stormwater

The stormwater facility designed in 2006 for the Operations Center was sized to treat and detain the full buildout of the site. No improvements will be required for stormwater management with this expansion. This zone change request does not propose additional impervious surface.

EXHIBITS

Applicant's Submittals:

- A. Land Use Application
- B. Project Narrative
- C. Vicinity Aerial Map
- D. Zoning Map

FINDINGS OF FACT

General

1. These findings are based on the applicant's submittals received on October 23, 2024. Staff deemed the application complete on October 24, 2024, with a 120-day deadline of February 21, 2025.

2. This report is based upon the exhibits listed in this document, as well as the criteria in Chapter 17.26 - Zoning District Amendments.
3. Notification of the proposal was mailed to property owners within 500 feet of the subject property on October 25, 2024. A general legal notice containing a link to the City's webpage that lists upcoming public hearings was published in the Sandy Post prior to the hearing dates.
4. The required notice regarding this zone change request was sent to the Department of Land Conservation and Development (DLCD) on October 15, 2024.
5. The Public Works and Transit Operation Center is defined as a major public facility which is a conditional use in the proposed zoning district which is the Light Industrial (I-2) district.
6. In March 2007 the subject site was approved by the City of Sandy as the transit and public works headquarters and materials yard (File No. 06-062 CUP/DR). The approval contained a master plan with Phase One improvements that have already been completed and additional phasing for future building siting. The future phasing, including buildings and wash bays have already been captured in the original approval so as not to trigger another Type III Conditional Use review. One of the primary reasons for this zone change request is to implement simpler building design for structures that are internal to the site, such as the future Transit Operation Center. The uses at the subject site are a traditional industrial use and staff finds that instead of spending additional funds on building design, that money is better spent on providing transit and public works services.
7. The property to the north is zoned I-1 (Industrial Park), the property to the west is zoned R-3 (High Density Residential), the property to the east, northeast and south is zoned I-2 (Light Industrial). (See Figure 1: Surrounding Zoning)
8. The site and existing use had a traffic study performed in 2006 as part of the original project approval. The 2006 traffic study addressed the operation proposed at the time but also was written to accommodate the entire "master planned" development anticipating future growth as the site would be built out.
9. The site currently has multiple ingress/egress points from and to Champion Way. One that leads to the administrative building parking lot and two others that provide access points to the vehicle and maintenance yard. (See Figure 2: Ingress/Egress Drives)
10. The parcel has a Comprehensive Plan Map designation of Industrial and a Zoning Map designation of I-1, Industrial Park.
11. It is important to note that this zone change does not require a Comprehensive Plan Map change as the latter designation will remain Industrial.

Sandy Zoning Map (Site)

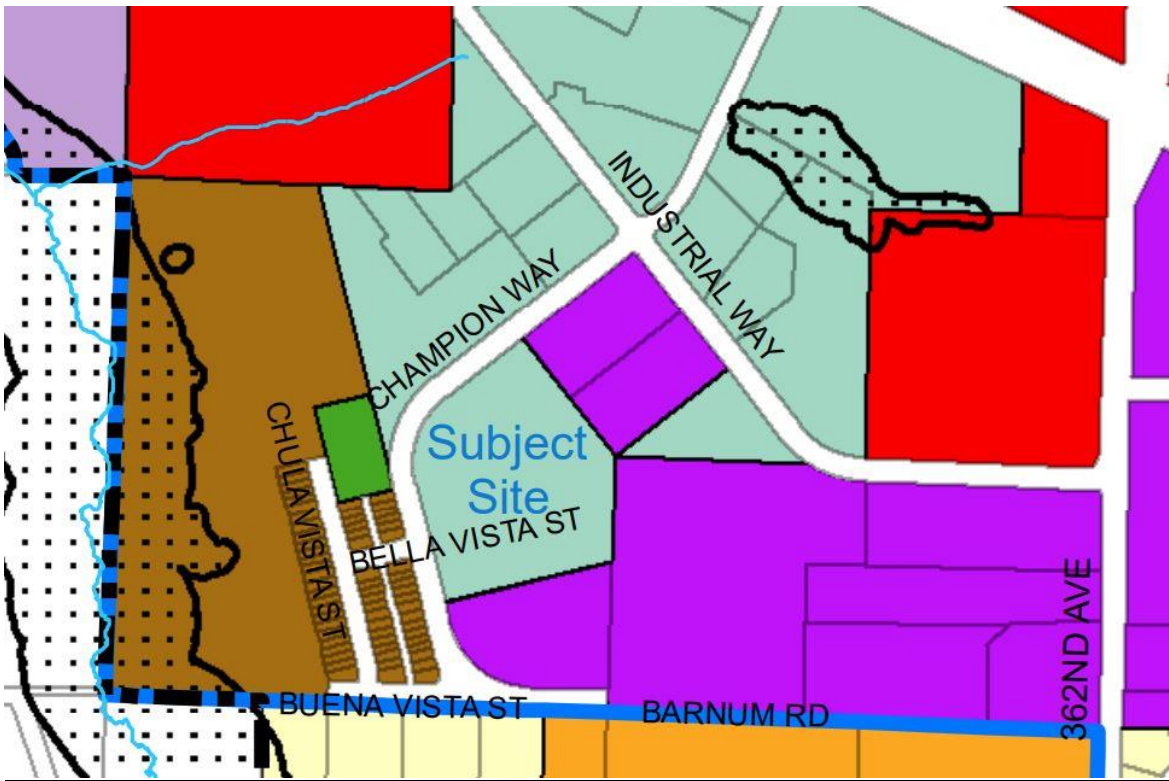









Figure 1: Surrounding Zoning

-  R-3 (High Density Residential)
-  C-1 (Central Business District)
-  C-2 (General Commercial)
-  C-3 (Village Commercial)
-  I-1 (Industrial Park)
-  I-2 (Light Industrial)
-  I-3 (General Industrial)

Vicinity Map



Figure 2: Ingress/Egress Drives

FINDINGS APPLYING DECISION CRITERIA

17.26 – Zoning District Amendments

12. Chapter 17.26 sets forth review criteria and procedural requirements for quasi-judicial and legislative zoning map amendments. The applicant is requesting a quasi-judicial zoning map amendment to modify the zoning district boundaries for the site.
13. Section 17.26.40 outlines the procedures for a quasi-judicial zoning map amendment.
14. **Section 17.26.40(B)(1)** requires the City to determine the effects on City facilities and services.

Findings: The proposed zone change should not negatively impact public facilities or create service capacity shortfalls. The potential uses on the site should have similar impacts on sanitary sewer and water facilities as uses permitted in the I-2 zoning district. Independent of the zoning classification the use will be the same.

Conclusion: *Criterion (B)(1) is met.*

15. **Section 17.26.40(B)(2)** requires the City to assure consistency with the purposes of this chapter.

Adherence to this chapter sets forth review criteria and procedural requirements for quasi-judicial and legislative zoning map amendments to maintain sound, stable, and desirable development within the City and permit changes in zoning district boundaries where appropriate. The Zoning Map is consistent with the adopted Comprehensive Plan, as amended, and as such it is a reflection of the City's land use planning goals. The Zoning Map has been adopted as part of the Development Code. Nevertheless, it may be necessary to amend the Zoning Map from time to time to correct errors or to respond to changing conditions or unforeseen circumstances. A series of steps in the review process shall be followed to maintain the integrity of this chapter and the Development Code as a whole.

Findings:

- A. Adequate public involvement through noticing affected property owners and holding two public hearings meets this criterion.
- B. **Section 17.26.50. Staff evaluation.** This staff report was compiled following the criteria set forth in this chapter.
- C. **Section 17.26.60. Action by hearing body.** Both the Planning Commission and the City Council will hold a public hearing. The criterion has been met.
- D. Because this zone change is not changing the Comprehensive Plan Map designation for Industrial, a decision can be made.

Conclusion: *Criterion (B)(2) is met.*

16. **Section 17.26.40(B)(3)** requires the City to assure consistency with the policies of the Comprehensive Plan.

Findings: Multiple goals and policies support the City’s plan to efficiently expand the Transit Department’s operations.

Mobility & Connectivity

GOAL 4: Provide a transportation system that prioritizes mobility and connectivity for all users.

- Policy 4.1 Maintain the livability of Sandy through well-connected transportation facilities.
- Policy 4.2 Improve the safety and accessibility of transit amenities.

Capital Investments and Funding

GOAL 5: Promote cost effective investments in the transportation system.

- Policy 5.1 Optimize the use, performance, and value of existing facilities while planning for future infrastructure.

Transit

GOAL 9: Provide safe, efficient, high-quality transit service that gives Sandy residents, businesses, and visitors more freedom to meet their needs within the city, region, and state, and offers an alternative to private vehicle use to support efficient use of roadways and reduce air pollution and energy use.

- Policy 9.1 Provide service that is safe, comfortable, and useful for all users.

Industrial

GOAL 35: Promote sustainable and non-polluting industrial growth that diversifies Sandy's economic base, supports high-wage job creation, and cultivates innovation.

- Policy 35.1 Ensure that Sandy has sufficient industrial land to provide industrial growth opportunities, with a variety of characteristics and sizes and with adequate access to transportation and utility facilities but avoiding conflicts with incompatible adjacent uses.

Given that the existing and proposed future development conforms with the Sandy Municipal Code and goals and policies of the Comprehensive Plan, staff finds that these criteria have been met.

Conclusion: *Criterion (B)(3) is met.*

17. **Section 17.26.40(B)(4)** requires the City to assure consistency with the Statewide Planning Goals as may be necessary, and any other applicable policies and standards adopted by the City Council. The applicable goals are as follows:

Findings:

- A. **Goal 1: Citizen Involvement.** The Planning Commission is holding a public hearing for this application on November 25, 2024. The City Council will also hold a public hearing on January 6, 2025. Public notices have been sent for these respective meetings.
- B. **Goal 2: Land Use Planning.** Comprehensive plans must comply with the requirements of each applicable statewide planning goal and must be supported by an adequate factual base. The Department of Land Conservation and Development (DLCDC) reviewed Sandy's Comprehensive Plan and confirmed it is in compliance with the statewide planning goals.

Goal 2 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual base and follow their plan when making decisions on appropriate zoning. The City's proposed zone change is

supported by the polices codified into the Comprehensive Plan adopted in 2024 and the regulations adopted to create the City's development code.

- C. Goal 9: Economy. Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of a City. The plan to expand the Transit Center Operations facilities is based on the City's ability to grow and set themselves up to provide adequate services into areas suitable for increased economic growth and activity. The subject zone change is part of a larger blueprint of design and efficiency to increase the City of Sandy's economic base. Scheduled fixed routes are supported with a demand-response service for door-to-door trips as needed to get to local services or provide transportation to local shopping. The Transit Division also provides a higher need of assistance requiring door-to-door service for medical appointments outside of the service area. All of the above objectives represent the Transit Division's commitment to the economy of the City of Sandy.

- D. Goal 11: Public Facilities. The City has an existing public facilities plan that includes all properties within the city's urban growth boundary, including islands of unincorporated property. The proposed zone change will not undermine or contradict any aspect of the existing public facilities plan.

- E. Goal 12: Transportation. The proposed zone change will strengthen the Transit Department's goals for the Transportation System Plan (TSP) to minimize adverse social, economic, and environmental impacts and costs; conserve energy; meet the needs of the transportation disadvantaged by improving transportation services; facilitate the flow of goods and services so as to strengthen the local and regional economy; and conform with the City of Sandy's Comprehensive Plan. The proposed zone change and the expansion of the Transit Operation Center in the future will assist in providing better service to the city's transit system and routes.

Conclusion: *Criterion (B)(4) is met.*

17.50 – Light Industrial (I-2)

- 18. According to the intent of Chapter 17.50, this zoning district is meant for light industrial uses that do not depend on high visibility. Such uses are intended to be screened from view from arterial streets and highways. The two streets which mark the location of the site, Champion Way and nearby Industrial Way, are neither arterial streets nor highways. Rather, they are both defined as collector streets.

- 19. All development and design requirement adherences found in this chapter as well as in Chapters 17.80, 17.84, 17.90, and 17.90 shall be determined during the review of a future design review application.

- 20. The subject site is approximately 1,200 feet from Highway 26 (as measured on Google Earth), along Champion Way. Additionally, the site is partially screened from Highway 26 by the Mt. Hood National Forest Headquarters, Tractor Supply, FreeUp Storage, and numerous trees. Due

to distance, existing buildings, and established trees between the highway and the subject site the prominence of this location is not highly visible from Highway 26. Based on limited visibility of the site from Highway 26 and to be consistent with the zone change for 16620 Champion Way (File No. 20-041 ZC for Rogue Fabrication), staff recommends the following conditions are imposed on future development of the site:

- A. Robust screening of the parking area or any outdoor storage with at least 20 feet of landscaping;**
- B. SandyStyle approved colors on all future buildings on the subject site, including all walls and any metal roofs;**
- C. Design features for buildings visible from Champion Way consistent with existing buildings that front Champion Way; and**
- D. Future development of the property shall have minimal impact on its surroundings and shall not produce noise, light, smoke, odor or other pollutants in excess of average levels preexisting at the boundary of the site.**

CONCLUSION

Staff concludes that required findings for the zoning map change support those required in Chapter 17.26 – Zoning Amendments and are incorporated here in support of this application. Staff recommends the Planning Commission pass a motion to recommend approval of the requested zone change to the City Council with additional conditions as identified in Finding #20.

RECOMMENDED MOTION

I MOVE THAT:

The findings as presented in the staff report dated November 15, 2024, shall be adopted, including the conditions in finding #20, and the Planning Commission recommend approving File No. 24-055 ZC to City Council to amend the Zoning Map from Industrial Park (I-1) to Light Industrial (I-2).