



Highway 97 Plan (HAP) Land Use and Public Improvements

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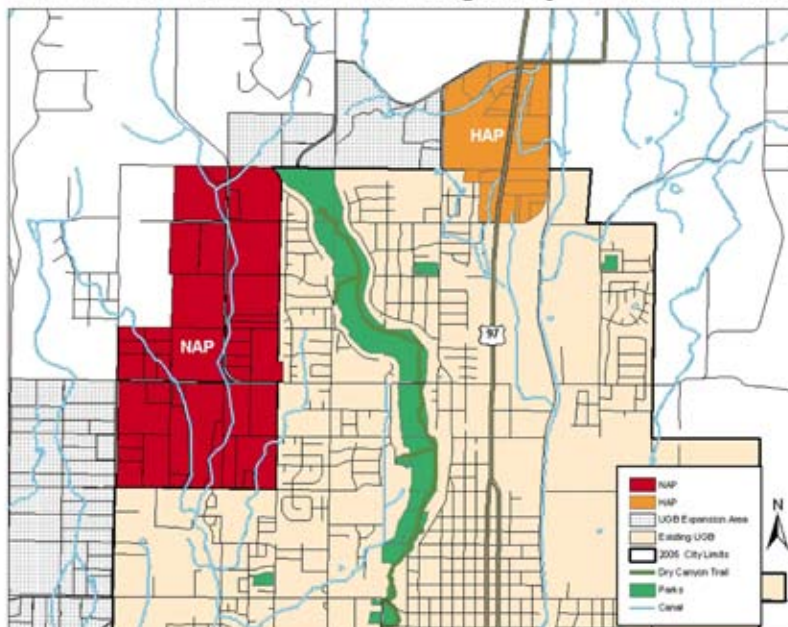
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Highway 97 Plan (HAP) Area Description

1.1 Area Description

The US Highway 97 Area Plan includes approximately 190 acres of land in Deschutes County. The land that is west of US Highway 97 (US 97) and within the Redmond UGB is zoned Urban Holding (UH-10) while land east of US 97 is outside the Redmond UGB and is zoned Mixed Use Agriculture (MUA-10). Existing uses in the HAP study area are a mix of small commercial, light industrial, rural residential, grazing and agriculture, and vacant properties. With the exception of the nursery at the corner of O'Neil Way and N. Canal Boulevard, all the commercial and light industrial businesses in the study area front US 97. The largest lots in the study area either are vacant or host rural residences and agriculture.

Northwest Redmond and Highway 97 Area Plans



Large lots characterize the land north of the existing city limits and UGB within a half-mile of the HAP study area. A telecommunications tower, mining operations, steep terrain, rural residences and agriculture are found northwest of the study area. Rural residences, grazing and agriculture dominate land north and east of the study area, particularly given the alignment of a large irrigation canal adjacent to N Canal Boulevard. The Burlington Northern Santa Fe (BNSF) Railroad runs parallel to the highway in this half-mile buffer of the study area.



Land south of the study area along US 97 is basically dedicated to commercial and industrial use – either it is already developed with commercial or industrial uses or is vacant and planned for commercial uses. Land southwest of the study area within a half-mile is almost fully developed with residential subdivisions, a park, and a new elementary school and middle school on a shared site.

The HAP study area, particularly the area to the west of US 97, lies on a distinctive plain that gently rises to the northeast. This area is sandwiched between Dry Canyon and the highway with the southern slopes of Cinder Butte as a backdrop. The area has stunning views of the Cascade Range and the vast plain on which the City of Redmond lies. The HAP area easily transitions into existing and planned residential areas to the west and southwest; this entire area could be defined as one neighborhood. Redmond has not formally applied neighborhood names to different parts of the city but names that may be suitable for the larger neighborhood area include:



Redmond has not formally applied neighborhood names to different parts of the city but names that may be suitable for the larger neighborhood area include:

- Cinder Butte – for the promontory that is the northern backdrop
- Tom McCall – for the former governor whose homestead was nearby
- East Canyon – for the position this area occupies lying east of Dry Canyon
- North Redmond – for its position at the north edge of the city
- Telima – indigenous name meaning Coyote

1.2 Purpose of the Plan

This plan is intended to meet the following objectives:

- Identify general land uses and potential zoning designations to be applied within them as land within the study area is annexed and developed in the future.
- Indicate expected levels of development including approximate numbers of dwelling units, densities of residential development and approximate amount of commercial or other employment-based land uses.
- Describe impacts of development on transportation and other public facilities, including improvements to those facilities that would be needed to serve future development.
- Identify the potential need for and approximate location of future school and park sites.
- Define standards associated with development of housing, businesses



and public improvements.

- Identify strategies for meeting public facility and other community needs in the planning area described above.

1.3 Consistency with Redmond Planning Requirements

This plan is consistent with current City and state plans and other requirements, including the following:

- **City of Redmond Comprehensive Plan.** Policies in this plan are consistent with or supplement policies in the Comprehensive Plan. Information in this plan related to existing or expected future conditions can be used to update the City's Comprehensive Plan at a later date.
- **Framework Plan.** This plan builds on information developed as part of the City's Urban Growth Boundary (UGB) Framework Planning process, conducted in support of the City's recent UGB expansion process. Targets for land use and development in this area are generally consistent with that plan, although this plan emphasizes more residential development for the HAP, in comparison to the Framework Plan.
- **Statewide Planning Goals.** This plan is consistent with Statewide goals related to housing, transportation, public facilities, environmental resources and other topics. Section 4 includes a brief summary of these issues. Findings in support of adoption of this plan will discuss consistency with these goals in more detail.
- **Great Neighborhood Principles.** This plan will help implement these principles. Following is a brief summary of how elements of the plan relate to the Great Neighborhood Principles. Those principles also are cited in individual sections of the plan.
 - **Walkable & Bikeable.** The HAP is designed with an integrated street and trail system that includes separate facilities for bikes and pedestrians, including connections to schools, parks, and employment areas; street and trail design features make these facilities feel safe for users.
 - **Interconnected Streets.** The HAP includes an interconnected street network that adheres to the city's standard block lengths and grid-street pattern and that connects existing neighborhood streets west and south of the planning area with the planned street network.
 - **Variety of Housing Choices.** Most of the HAP is planned for higher density housing under the city's R-4 and R-5 zones. Developments in the R-4 district over 50 units (approximately 10 acres) must include a mix of housing types. Over one-third of the housing envisioned in the plan is expected to involve developments achieving 10 or more units per acre.
 - **Diverse Mix of Activities.** In addition to residential areas, the HAP includes a neighborhood park site, a neighborhood

commercial center, a mixed use employment center and a planned civic use site (library, fire station, etc).

- **Open Spaces.** Public open spaces are planned throughout the area and include a neighborhood park, trail corridors, and signage directing bikes and pedestrians to Dry Canyon and other planned regional trails. Residential developments must include common open space in site plans.
- **Canals.** Central Oregon Irrigation Canals (COID) are integrated into the NAP design. Trails are proposed along a canal which crosses the northern portion of the planning area.
- **Public Art.** Locations for public art are shown on the plan and include the civic use site and near the Central Park site.
- **Scenic Views.** Views are recognized through the predominant east-west orientation of public streets and through the proposed creation of a berm on the west side of Highway 97 that would enhance the view for travelers as they enter this portion of the City.
- **Environmentally Friendly Design.** The east-west street orientation is designed to enable development to take advantage of passive and active solar design. Opportunities for “green-street” features to manage storm drainage are incorporated into street cross sections.
- **Urban-rural interface.** The HAP is adjacent to an urban reserve area to the east of Highway 97 as well as to the west. The highway serves as a buffer between the HAP and the area to the east. A preliminary land use designation has been identified for this area which is compatible with plans for the HAP. More detailed planning in the future will further ensure compatibility. The area to the west is slated for a similar planning effort. Residential land uses in the western portion of the HAP are expected to be compatible with this area. The area to the north of the HAP is outside the city’s UGB and is generally vacant, with few issues related to the urban/rural interface anticipated.
- **Integrated Design Elements.** Integrating features include the local street network, location of civic, neighborhood center and park uses near higher density residential uses, and proposed site design standards that will support an integrated approach to development of these different elements.

1.4 Plan Adoption and Implementation

The HAP will be adopted as an element of the Redmond Comprehensive Land Use Plan. A separate map amendment will be adopted along with the plan. That map amendment will formally establish land use plan designations for each property covered by the HAP. Because the neighborhood plan amends the comprehensive plan, adoption requires legislative approval by the Redmond City Council.

The plan will be implemented through the City of Redmond's development review and approval process. Subdivision and site plan approval must follow the procedures set forth in the Redmond Development Code (RDC). The approval process may be altered to allow expedited administrative approval of land divisions that meet the minimum density and land development standards established in the neighborhood plan.

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Neighborhood Land Use Plan

2.1 Comprehensive Plan and Zoning

Great Neighborhood Principle: Diverse Mix of Activities.

The Highway 97 Plan is designed in accordance with Redmond's Great Neighborhoods design principals and is intended to be a complete neighborhood. The proposed land uses are consistent with the land development pattern shown in the Redmond Framework Plan, which was developed to provide a vision for planning in parts of the urban growth boundary that have not completed the land use planning process. Figure 1 shows the proposed land use pattern and illustrates important features of the neighborhood plan. These features include:

- US Highway 97 (US 97) bisects the HAP planning area. To soften the impact of the highway on new development, a "green" buffer is proposed along the west side of the highway that would feature a berm and landscaping. A narrower vegetated strip is proposed on the east side. A Redmond "Gateway" feature would be employed along the highway between the Pershall Road and the Upas Avenue bridge.
- Upas Avenue serves as the main east/west transportation route and it is extended across US 97 on a bridge.
- Access at Pershall Road is expected to be eliminated in the future but connectivity will be maintained on a bridge across US 97 per the interchange area management plan for the North Redmond Interchange.
- As development occurs on properties adjacent to US 97, existing access will be closed in favor of alternative access to local streets. A local street grid will provide access to 8th Street on the west side of the highway and N. Canal Blvd on the east side of the highway.
- The main north-south connection to the HAP on the west side of US 97 is via 10th Street or locally on 8th Street. On the east side, N. Canal Blvd provides access to future development on land that now abuts US 97. The local road network for the North Redmond

interchange management plan should be revised to reflect this local street configuration.

- The COID Canal system is used as a trail corridor that has connections to secondary trails/routes that link to planned residential neighborhoods, a small mixed use center, a park, and local streets and civic uses.
- Most developable land in the study area (west of US 97) is designated for residential use, with medium and high density housing planned in the central and southern portion and lower densities on the western and northern edges.
- A small neighborhood/civic center zoned Mixed Use Neighborhood is located along an approximately three block long section on the west side of 8th Avenue.



Neighborhood Commercial Area

- A neighborhood park is located north of the mixed use commercial area.
- A modest sized mixed use employment center is located immediately north of Upas Avenue approximately between US 97 and 8th Avenue. Access to this property will be from the north and not from Upas Avenue because of the ramp to the Upas Avenue bridge.

Figure 1 – Highway 97 Area Plan Land Use Plan

US Highway 97 Area Plan

City of Redmond



2.1.1 Land Use Plan Designations and Map

Figure 1 shows proposed comprehensive plan designations. This land use plan will be implemented using Redmond Area Comprehensive Plan designations approved with the adoption of this plan. These comprehensive plan map designations do not change the underlying Deschutes County zoning. City zoning that is consistent with the approved plan designations may be requested at the time an application is made for city annexation. The following section summarizes acres of land designated for the proposed land uses (see Table 2.1). In some instances, the planned land uses split existing parcels to conform to the land use plan in Figure 1.

2.1.2 Zoning Map/Descriptions

All land in the HAP is in Deschutes County and currently zoned for rural uses. That zoning applies after approval of the HAP but land owners then would be able to apply to annex to the city and rezone their property. The annexation and development approval process may be accelerated with approval of the Community Development Director, provided the zoning and proposed land development is consistent with the HAP. Figure E-1 in Appendix E also shows planned urban zoning (City of Redmond) for each land parcel in the HAP. In some instances, the zoning splits existing parcels to conform to the land use plan. A land division will be necessary to effect the zone change. The land division process largely follows existing city procedures except for special regulations that apply only to the HAP that address dedication of land and open space for public use.

Table 2.1 identifies the planned zoning districts for the HAP and generally describes the uses allowed. The acreages shown are net of the land reserved for major grid streets but do not include acres that will need to be dedicated for local streets or set aside for common open space.

Table 2.1

District	Label and Color	Acres	Primary Uses	Comments
Residential 4	R-4	48.37	Mix of Single Family and attached	Mostly single family dwellings with densities that may range from 5.6 to 14 units per net acre
Residential 5	R-5	12.54	Apartments, town houses, condominiums	Multi family dwellings with densities ranging from 10 to 24 units per net acre.
Mixed Use Neighborhood	MUN	1.65	Mixed retail and residential uses	Allows small scale retail and multi-story commercial buildings with residences above retail in.
Mixed Use Employment	MUE	83.66	Commercial business parks and office uses	Limited retail uses are allowed in support of primary businesses.
Open Space and Parks	OSPR	14.22	Parks, trails, natural areas	Land reserved for parks and other public recreation uses like trails.

Policies – Land Use

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Apply zoning designations within the planning area as land is annexed, consistent with the proposed Comprehensive Plan designations and land use maps included in this Plan.
2. Integrate planning for adjacent areas with proposed land uses in the HAP area to ensure a compatible, supportive land use framework within the larger surrounding area.
3. Adopt and apply new and/or amended zoning regulations proposed in this Plan to implement Plan objectives related to housing and employment.
4. Assess and address land use development and compatibility issues as development proposals are reviewed and approved.

2.2 Site Design and Development Standards

This section describes proposed standards related to future residential and employment land uses that are recommended to be applied to this and other new planning areas within the city. They include proposed amendments to the City's R-4 and R-5 residential districts as well as the MUE (mixed use employment) district and a new MUN (Mixed use neighborhood commercial) district.

2.2.1 Residential Districts

Great Neighborhood Principle: Variety of Housing Choices

As noted above, residential districts will include the R-4 and R-5 zones. Amendments to these zoning districts are being proposed as part of this planning process. These will include amendments to base zone requirements to achieve the following objectives:

- Allow for a variety of lot sizes within a subdivision by permitting average density calculations for subdivisions over 50 units.
- Increase maximum densities in the R-5 zone.
- Establish a minimum density in the R-5 zone.
- Reduce lot sizes and increase building heights for all dwelling types in the R-4 zone in exchange for dedicating public open space or for meeting other identified public needs (see density bonus discussion).
- Adjust minimum lot frontage requirements by housing types in the R-5 zone. Provide similar changes in the R-4 zone in conjunction with density bonus provisions.
- Establish requirements for developing a mix of housing types within any subdivision of 50 units or more within both zones, with a maximum limit on the percentage of single-family detached units and flexible allowances for other types of housing.
- Allow townhouses and cluster developments throughout R-4 and R-5 zoning to better meet affordable housing and density targets and encourage a mix of housing types. Allow for cottage cluster



developments in the R-5 zone.

- Reduce lot size requirements for subdivision developers who dedicate land for an alley.
- Require that all new dwelling units on an alley are required to have garage access behind the house/on the alley.

In addition, the following density bonus and density transfer provisions are proposed for application in the R-4 zone to act as an incentive to meet a number of community objectives, including development of affordable housing, use of sustainable design principles, dedication of open space and use of solar energy.

1. Density Bonus – The property owner would be allowed to reduce the minimum lot size or increase the overall residential density for the remainder of properties held in common with the parcel on which a public use is planned. The density bonus may be applied to lots created through an approved land division or subdivision by the City of Redmond. The density bonus allowance for a planned public use may equal 80% of the area planned for a public use. The bonus area may be used to:
 - a. Reduce average lot sizes in the subdivision by an aggregate amount up to the density bonus allowance, or
 - b. Increase the total number of dwellings that would otherwise be allowed by the underlying zoning.

The property owner would not be able to take more than a 30% adjustment from the underlying zoning district's minimum allowed lot size, or take relief from parking, landscaping, common open space, or other site development requirements when applying for the density bonus.

2. Density Transfer – The property owner also could elect to transfer any portion of the allowed density bonus to other properties in the HAP. Density transfers would be recorded and would not be executed until a development plan is approved for the parcel/holding for which a planned public use density bonus is authorized.

Density Bonus for Private Open Space

Properties in the NAP that are greater than 5 acres and zoned under the R-4 residential district are required to set aside 10% of the development site for common open space. This open space requirement is made in response to the city's Great Neighborhood Principals. A property owner that dedicates more than 10% of a development site for common open space is entitled to a density bonus for all land above the 10% set aside. The open space density bonus shall be calculated on a one-for-one basis. The bonus area may be used to reduce minimum lot sizes within the development, or to increase the allowed number of dwellings in the development. A density bonus that is related to dedication of private open space may not be transferred outside the development.

These amendments will be applied to development within all future area plans that effect land annexed to the Redmond UGB.

Additional amendments to fencing and partitioning requirements for subdivisions or multifamily units also have been identified.

Policies – Housing

The following policies are intended to supplement policies in the City’s existing Comprehensive Plan and support implementation of this Area Plan.

1. Create opportunities and incentives to develop housing that is affordable to people with a wide range of incomes, including those with very low, low, and moderate incomes, consistent with related existing Comprehensive Plan policies.
2. Allow for and encourage development of a range of housing types, including single-family, multi-family, cluster housing and townhomes.
3. Disperse different types of housing throughout the planning area.
4. Establish a minimum density standard for the R-5 zone to ensure the development of multi-family and other higher density types of housing.
5. Locate medium-and high-density residential developments near commercial services, employment and public open space, consistent with the land use map for this Area Plan and the City’s Comprehensive Plan.
6. Ensure connectivity of residential areas to commercial areas and parks and open space by implementing the street and trails network identified in this plan.
7. Require new residential streets to be oriented to maximize solar exposure for energy conservation.
8. Allow average density calculations for subdivisions to encourage a greater mix of housing types, and to encourage creativity and flexibility in subdivision design.
9. Establish a density bonus program linked to the provision of one or more defined “public benefits.”
10. Encourage the use of alleys as access points for garages by reducing minimum lot sizes in return for dedication of an alley.
11. Design residential and mixed-use developments to take advantage of views of the Cascades and other scenic vistas in the planning area.



2.2.2 Employment Districts

Great Neighborhood Principle: Diverse Mix of Activities.

Two new zoning districts have been formulated for this plan, the Highway Area Plan (HAP), and other appropriate locations in Redmond. They include a

mixed use neighborhood (MUN) commercial zone and a mixed use employment (MUE) zone. Design standards for each district address site design, building design, parking, access, landscaping, and signage requirements. These districts enable the location of employment and commerce in closer proximity to residential areas to enable a more diverse development mix and activities in Redmond's neighborhoods.

An analysis of anticipated demand for neighborhood retail and commercial services was prepared for the HAP. The analysis considered total demand for retail services and then backed-out all services except those uses typically found in a neighborhood center. Using that limited range of commercial retail services, the total land area needed to support these services in the HAP is only one to two acres. These uses are located within the proposed neighborhood commercial center. Land that is designated for mixed use employment is intended to meet general community employment needs and to provide opportunities for people to live and work in relatively close proximity. The technical report supporting this conclusion is in Appendix C.

2.2.2.1 MUN District

The following language is proposed for defining the zone in RDC Section 8.0065, Establishment of Zones and Districts for the Mixed Use Neighborhood zone.

This district is intended to support surrounding residential neighborhoods by enabling development of small-scale retail and service commercial uses. These zones are limited in size to 5 acres or 110,000 square feet of commercial floor area. Residential uses may be combined with commercial uses (as horizontal or vertical mixed-uses or live/work units) or may be allowed as stand-alone uses when developed as multi-family housing subject to special standards. Commercial uses are intended to be the focus of this district and to offer everyday goods and services to residents of the surrounding neighborhoods. Development within the district shall be oriented to pedestrians and support the use of transportation alternatives. The district shall provide public gathering spaces. Designated neighborhood mixed use centers are not intended to compete with the central downtown commercial district. MUN zones should be spaced at least 2 miles apart.

A number of other amendments must be made to the RDC to enact this zoning district and achieve the type of development that is envisioned within the MUN. Important aspects of those regulations are summarized here. Proposed text is attached.

Permitted uses will emphasize the following:

- General retail (limited by building footprint of 40,000 sq. ft. for building and 20,000 to 30,000 sq. ft. for individual lease space)
- Food and beverages (no drive-through uses)
- Residential services (cleaners, laundromat, pharmacy, florist, barber,



hair salon, etc)

- Professional offices (law, real estate, insurance, banking, etc.)
- Live/work businesses (design restrictions for first floor entry and two-story minimum)
- Housing (stand-alone in some locations or above ground-floor commercial)

Site design standards will address and emphasize the following:

- Minimum and maximum lot sizes for non-residential uses to ensure a neighborhood scale for commercial uses and minimize the potential to compete with downtown businesses or larger commercial districts
- Minimum setback distances that allow for building up to the front and side lot lines with exceptions for public spaces and pedestrian amenities, access, sight distance, and adjacent residential zones
- Minimum street frontage to promote storefront character
- Maximum building heights similar to those established in the City's former Neighborhood Commercial and the City's existing R-5 zone, as well as regulations for height transitions between the MUN zone and adjacent residential zones
- Lot coverage maximums that promote pedestrian orientation and storefront character
- Landscaping that promotes attractive development and is compatible with existing city requirements
- Parking regulations that require off-street parking to be located to the side or behind buildings and allow on-street parking to be counted toward parking requirements
- Sidewalk and pedestrian environment standards, requiring site design elements such as street trees in grates, pedestrian scale lighting in the curbside planting strip/furnishing zone, and building canopies, awnings, or other forms of weather protection; and providing a menu for acceptable pedestrian amenities, such as:
 - Plazas, courtyards, or extra-wide sidewalks
 - Sitting spaces, particularly between building entrances and sidewalk
 - Public art, especially that which incorporates seating spaces



Building design standards will address and emphasize the following:

- Primary building entrances that are oriented to the sidewalk and main street
- Requirements for a minimum percentage of ground-floor windows or "glazing"
- Special design elements that encourage building entrance elements



such as small courtyards, recessed entries, or arcades

- Building façade features that have a unifying theme or visual interest features, providing a menu of:
 - Canopies or other overhangs
 - Window planter boxes
 - Projected window sills
 - Transom windows
 - Storefront friezes or sign bands above mezzanine level
- Corner building treatments that encourage activity at the intersections of streets by providing a menu of corner treatments such as:
 - Primary building entrances at or near the corner
 - Prominent features such as increased building height, a cupola, turret, or pitched roof at or near the corner
 - Chamfer entrances (a 45-degree cut of the building corner) at least 10 feet from the sidewalk corner
 - Roof treatments for a distinctive “top” to a building, requiring a selection from the following:
 - Cornice treatments with materials such as stone or other masonry
 - Sloping roof with overhangs and brackets
 - Stepped parapets
 - Other decorative roof treatments

2.2.2.2 MUE District

The purpose of the Mixed Use Employment (MUE) district is to provide opportunities for office and limited light industrial employment in close proximity to neighborhoods. The district will promote development of business and office parks with limited supporting retail uses. Housing may be allowed in special circumstances, such as dwelling units above the ground floor of a commercial use.

In order to prevent competing with the downtown and other commercial retail service districts, the amount of retail in the MUE district will be limited in size and scope. The most common tool for achieving the desired balance of uses is to establish a maximum amount of area (measured in gross floor area or site acreage) that retail commercial uses may occupy as a proportion of total employment uses within the development site. The development code also may specify where within the zone service/retail uses should be located. Another option may be to allow service/retail uses contingent or conditional on development of other employment uses first. Dimensional and/or design standards will be created to minimize negative impacts and encourage compatibility with nearby residential uses.

Permitted uses should be those that:

- are compatible with adjacent residential neighborhoods
- allow for a mix of employment types

- do not require direct access to a highway or arterial as a primary location criterion
- do not generate excessive freight traffic on collector or local streets

Examples of permitted uses include:

- Office and business parks
- Light manufacturing/industrial with limited truck traffic
- Flexible work space (office/light industrial)
- Business support services (e.g. postal and delivery services, photocopying, accounting, security services)
- Call centers

Retail/service uses that may be permitted in the district on a limited basis include:

- Office supplies, with an option of prohibiting large retailers by adopting building size limits
- Restaurants, cafes, and delis
- Convenience grocery stores
- Fitness and health centers
- Day Care facilities
- Flexible work space (office/light industrial)
- Business support services (e.g. postal and delivery services, photocopying, accounting, security services)

Site design standards will address and emphasize the following:

- Lot sizes that will accommodate a variety of employment uses, including campus-style office park development. Maximum lot sizes should be considered to maintain compatibility with the surrounding neighborhood.
- Minimum setback distances that allow for building up to the front and side lot lines with exceptions for building and fire code requirements.
- Maximum setbacks or other requirements that orient buildings to the perimeter of lots, where there are sidewalk connections to the surrounding street system. These standards should be coordinated with parking requirements.
- Maximum building heights compatible with the neighboring commercial uses. Lower heights could be required at the edge of the district and higher heights could be applied to buildings at least 100 feet from the district edge.
- Lot coverage maximum that promote pedestrian orientation and district character.
- Landscaping standards for the area bordering US 97 to reduce noise and visual impacts in the employment district and to enhance the look of the highway as one approaches Redmond. Overall landscaping standards should encourage the use of water management swales in parking lots and on screening the parking areas from view.

- Parking required to be in the rear of buildings that face the collector street and neighboring residential uses. In a campus-style setting, parking may be located in front of or to the side of buildings which are oriented to internal streets.
- Sidewalk connections from the buildings to the street and internal access that create a pedestrian-friendly, walkable environment.

Building design standards will address and emphasize the following:

- Building entrances requiring main entrances to be oriented to the sidewalk
- Building façade and fenestration/glazing standards that establish pedestrian-friendly environment. Consider prohibiting blank walls along sidewalks along the collector street and require a minimum of glass/window area on first floors
- Special design standards that encourage elements such as small courtyards, recessed entries, or arcades that can serve as seating/gathering places for district employees

Additional parking, landscaping, signage and other requirements in both the MUN and MUE districts are generally expected to reference other city code requirements, including those developed as part of the City's recent downtown development code update. However, a number of revisions to provisions related to parking and signage are described in Appendix D.

Policies – Employment

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Update the City's MUE (mixed use employment) zone and establish a new MUN (mixed use neighborhood commercial) zone to allow for employment and commercial service opportunities in this planning area.
2. Regulate uses in the MUE and MUN zone to ensure that they do not compete with uses in the City's downtown.
3. Review proposed neighborhood commercial and mixed use employment developments for compatibility with surrounding uses.
4. Ensure that the improvements to the local street network support development of proposed employment uses.
5. Provide amenities in commercial and mixed use areas, including parking for bikes and cars, pedestrian scale lighting and other features that enhance accessibility and attractiveness.

2.3 Public Amenities

The following public amenities are proposed within the planning area:

- The COID Canal system is used as a trail corridor through the northern portion of the planning area with connections to secondary trails/routes that link residential neighborhoods, the mixed use center, a park, and local streets and civic uses.

- A neighborhood park is located north of the mixed use commercial area. It is approximately 4 acres in size and would include a variety of amenities including some combination of playground equipment, picnicking areas, playing fields and paths and walkways.
- A vegetated berm is proposed along the west side of Highway 97 to buffer adjacent uses from traffic noise and to improve the visual experience for drivers in this section of the Highway 97 corridor. This buffer area also would include a segment of the regional trail system with views of Cinder Butte, Smith Rocks, and the Cascades.
- Public plazas, gathering spaces and public art will be incorporated in the mixed use neighborhood center.
- East-West streets provide views to the Cascades while north-South streets provide views to Cinder Butte.

No schools are proposed in the HAP. The existing elementary and middle schools at the intersection of 10th and Upas Avenue will serve area residents. It is likely that a new elementary school will be needed east of the highway when eastern urban reserve areas are included in the UGB, but schools serving those areas likely will be located east of Canal Blvd.

More information about these improvements is included in Section 3.



3

Transportation and Public Facility Improvements

The planned transportation and public facility improvements in this section of the HAP were informed by and are consistent with the Redmond Transportation System Plan (TSP) and public facility master plans for water, sanitary sewer, parks, and storm drainage. Final locations and sizes for planned facilities are subject to change based on future, more detailed transportation analyses conducted for specific developments and/or future studies by the City or ODOT.

3.1 Transportation Improvements

At the area plan level, the Upas Avenue bridge provides connectivity between this important activity center and future urban development to the east of US Highway 97. Within the plan area, 8th Street is planned as the core public street with several blocks of mixed use retail, a civic use, and higher density housing. It is envisioned as a green street corridor linking the commercial activity center to a neighborhood park in the center of the community. Bike and pedestrian facilities are designed into the street network and an east/west multi-use trail links the HAP to recreation trails in Dry Canyon and beyond.

Changes to city collector and arterial street standards must be adopted in the Redmond TSP to realize the area plan vision. Upas Avenue likely will be designated a city collector street. The proposed bridge crossing of US 97 for Upas Avenue will require that the bridge tapers extend west to 8th Street and east almost to Canal Street. Direct local street connections are not anticipated north of UPAS Avenue between 8th Street and N. Canal Blvd. 8th Street and 10th Street would serve as the main north /south access routes to the west side of the HAP while Canal Blvd. would provide access along the east side. UPAS and Pershall Road provide east/west connections; eventually, Pershall Road access to US Highway 97 will be closed and a bridge constructed over the highway on this alignment. Access to parcels that abut the highway will be oriented toward local street extensions from Canal Blvd. on the east and from 8th Street on the west. This local street network will also be reflected in the North Redmond Interchange Area Management Plan and the Redmond TSP.



A transportation demand model for the Redmond Area developed by the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU) was used to evaluate the impact of area traffic growth. According to the system-wide model, five intersections in the Highway 126 corridor are forecast to fail to meet performance standards in 2027. Other than the two planned bridges across the highway at Upas Avenue and at Pershall Road, the improvements needed to correct these problems do not effect the HAP local road network. Intersections along the Highway 97 Business Route would meet performance standards following the opening of the Highway 97 Reroute in 2010. A technical report with more detailed information concerning the traffic analysis is in Appendix A.

3.1.1 Street System

Great Neighborhood Principle: Interconnected Streets.

The proposed street cross sections are included on pages 24 and 25. Planned streets adhere to the City's adopted grid-street pattern, which calls for an interconnected street grid with a minimum ¼ mile spacing. Street spacing in the HAP generally is 1/8th mile spacing. Bike lanes are required on all collector and arterial streets. Sidewalks are required on all streets. Connections are required to existing streets in adjacent developed areas. Subdivision plans, master plans, and individual site plans may include additional local streets that connect to the street network depicted in the area plan.



Policies – Street System

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Update the City's street standards, as needed, to incorporate street designs proposed for this planning area.
2. Update the City's Transportation System Plan (TSP) and Capital Improvement Plan (CIP), as needed to ensure implementation of transportation improvement projects needed to implement this plan.
3. Require local street and circulation plans to be consistent with the street network recommended in this plan.
4. Encourage use of alleys to serve residential development in the planning area.
5. Ensure the street system provides for safety, mobility and access, consistent with Comprehensive Plan policies and project objectives.
6. Incorporate opportunities for future transit use into the design of the street system.



Figure 3.1 Street System Map

City of Redmond "DRAFT" TSP Map

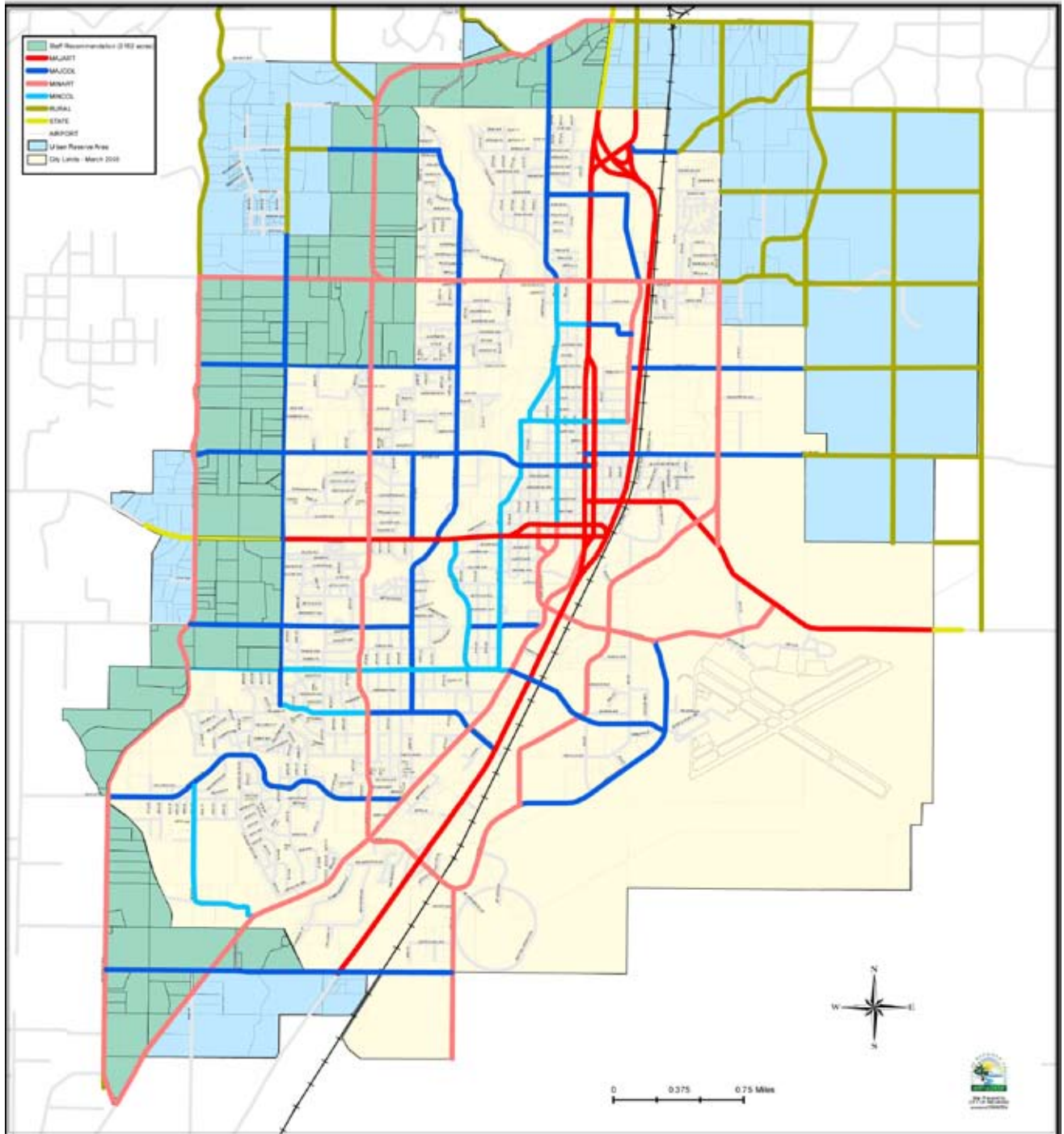
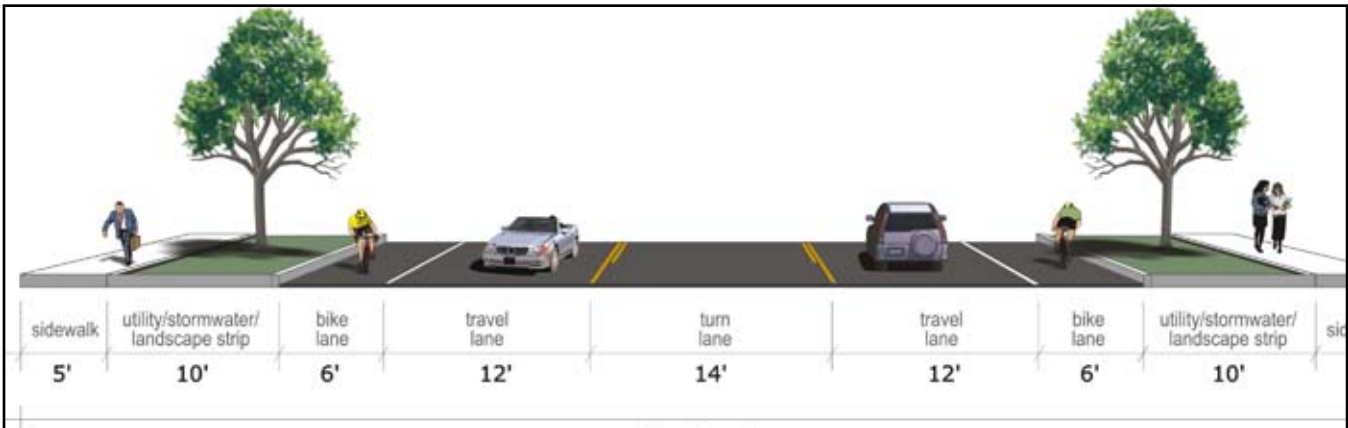
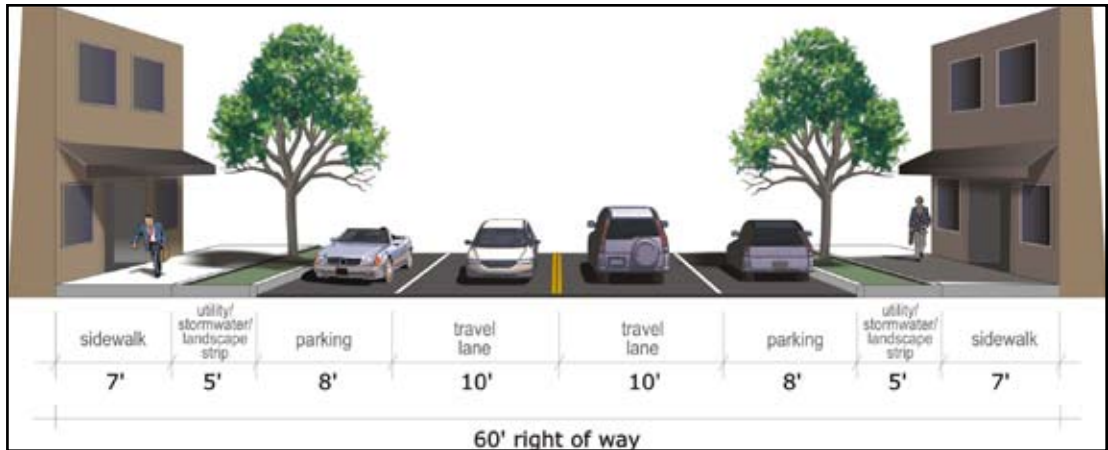


Figure 3.1 Proposed HAP Street Cross Sections (replace with updated sections)



A. Major Collector (Upas)

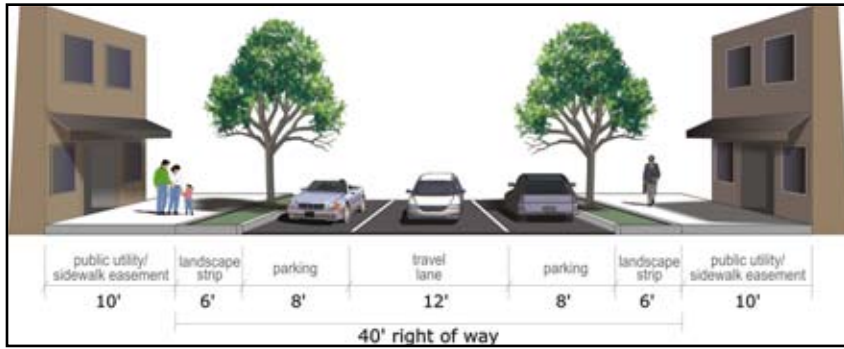


B. Local Street



C. Local Main Street

Figure 3.1 Proposed HAP Street Cross Sections (replace with updated sections)



D. Local Residential Street

3.1.2 Bicycle and Pedestrian System

Great Neighborhood Principle: Walkable and Bikeable.

Bicycle lanes, shared roadways, sidewalks, and paved and unpaved trails would comprise the HAP's bicycle and pedestrian system. The Existing and Proposed Trail Corridors Map depicts major walking and bicycling routes, providing connections within and beyond the study area. The system was laid out to meet the non-motorized transportation and recreation needs of HAP residents and visitors. Major pedestrian and bicycle destinations within and near the study area include the mixed-use neighborhood center along 8th Street, the future Central Park, and the mixed-use employment area east of U.S. 97.

3.1.2.1 On-Street Facilities

On-street bicycle facilities include shared roadways and dedicated bicycle lanes. Shared roadways accommodate motorists and bicyclists in the same travel lanes; they are appropriate on local streets with lower traffic volumes and posted speeds. The HAP's proposed street system includes a network of local streets suitable for bicycle travel. They serve the neighborhood center and residential areas. The network of local streets would also parallel higher-order streets (e.g., Upas Avenue), providing alternative route options for cyclists. All streets within the HAP would include sidewalks and planter strips on both sides.

Dedicated bicycle lanes would be provided on the HAP's collector streets, consistent with requirements of Redmond's Transportation System Plan. It is possible that the bike/ped elements paralleling US Highway 97 may be constructed as multi-modal components of the Oregon Highway System. Coordination with ODOT on the construction of these facilities will be managed through the Redmond Public Works Department.

3.1.2.2 Trails

Great Neighborhood Principles: Walkable and Bikeable & Canals.

The Existing and Proposed Trail Corridors Map depicts several trails passing through the HAP study area. Generally, the HAP's major trails would parallel canals operated by the Central Oregon Irrigation District (COID). Trails following open canals would use existing unpaved COID maintenance roads. Trails built over buried canals also would include an unpaved surface to avoid costly repairs associated with canal maintenance activities.

The HAP's primary north-south trail would follow the west side of U.S. 97 between Spruce Avenue and Pershall Way. This trail would meander within a linear park situated between U.S. 97 and a new local street to the west. The trail would lie within close proximity to residential neighborhoods, and connect with an east-west trail proposed in the HAP's northern area (described below). It is possible that this trail could be constructed as a multi-modal component of the

highway system. Redmond Public Works will coordinate with ODOT on the function of this facility.

An east-west trail would either parallel or travel above a COID canal south of Pershall Way. This trail would serve nearby residential areas and provide connections to the proposed Central Park. This trail could also continue west of the HAP to provide a direct non-motorized connection to Dry Canyon. A trail also is proposed along an existing COID canal within the mixed-use employment area east of U.S. 97. That improvement will not be developed until the area east of the freeway is brought into the UGB to meet future need for employment land. That is not expected to occur for at least five years and possibly much longer.

The development of trails along COID canals will require the intergovernmental agreement (IGA) between COID and the City of Redmond to be updated. The IGA will specify COID requirements for trail design, maintenance, road crossings, and other relevant issues. Similar agreements between COID and other cities generally assign trail maintenance responsibilities to the local jurisdiction. Redmond's Parks and Recreation Department would maintain trails in the HAP and throughout the city.

Appendix B discusses general trail design guidelines, including trail/roadway crossing treatments, trailheads and trail amenities.

Policies – Trails and Pathways

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Use the trail and sidewalk system to provide connections to and between important community destination such as parks, schools, commercial areas and other community trails.
2. Update the City's Transportation System Plan (TSP) and Capital Improvement Plan (CIP), as needed to ensure implementation of trail improvement projects identified in this plan.
3. Provide a minimum 5-foot buffer between the trail and roadway to address potential conflicts between motorists and trail users.
4. Provide signage and other needed amenities for trail users, consistent with recommendations in this plan.
5. Provide for safe trail crossings of arterial and collector streets through use of marked, signalized or grade-separated crossings, as appropriate and consistent with guidelines included in this Plan as well as other City standards and regulations.

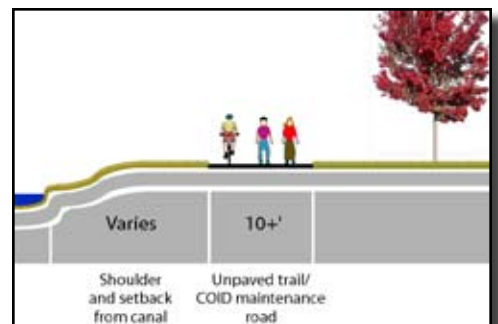
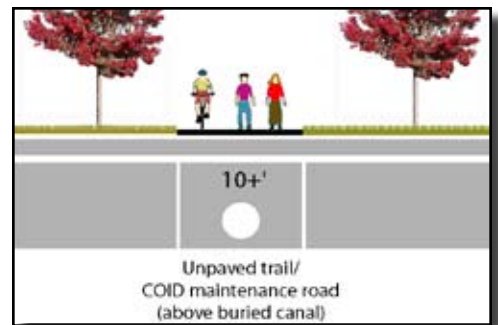
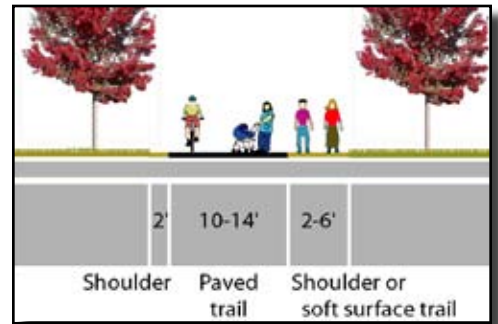
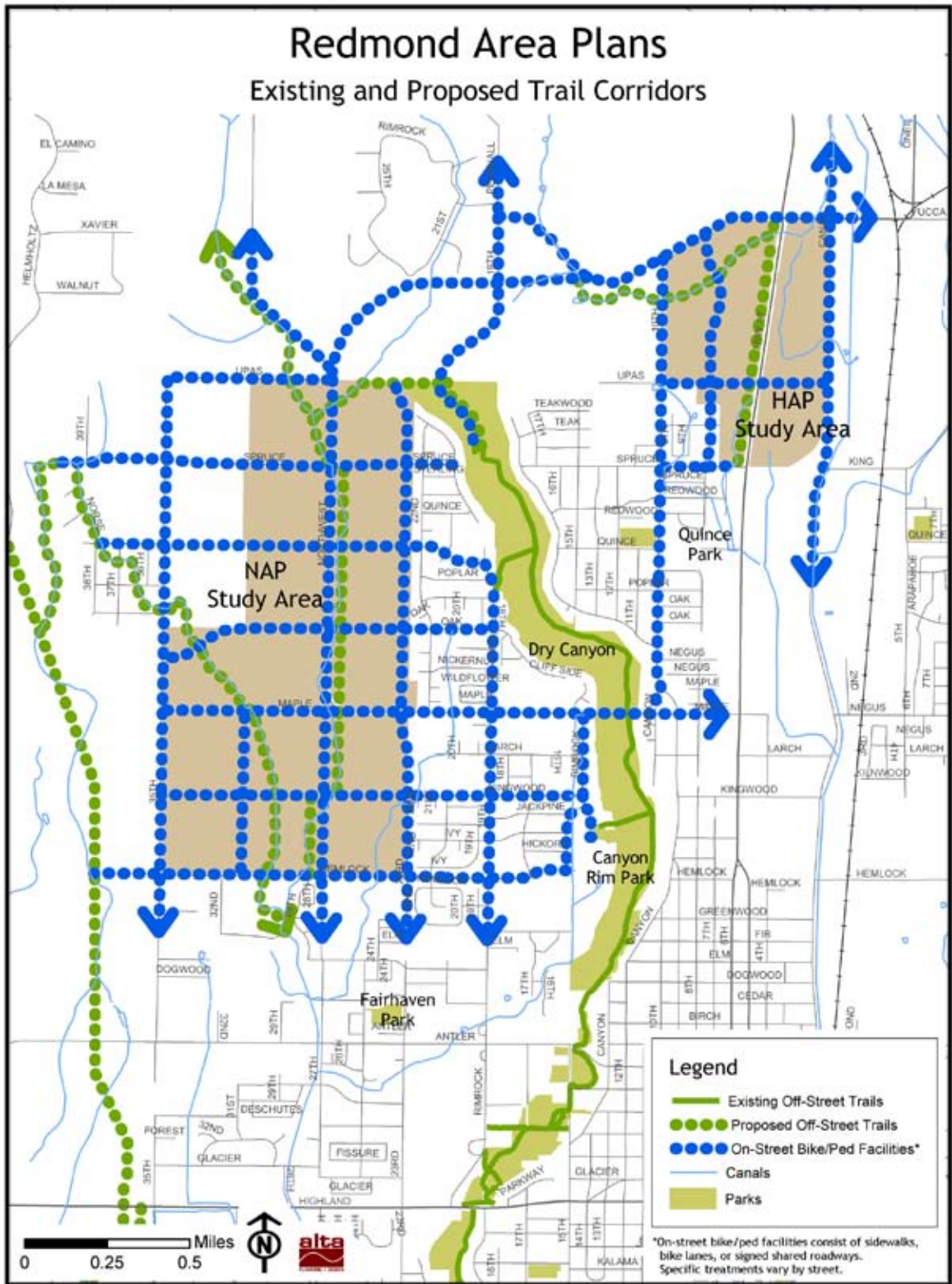


Figure 3.2 – Existing and Proposed Trail Corridors



3.2 Public Facilities

Project Objective:

Identify appropriate locations and standards for neighborhood parks, trails and school sites and other public facilities needed to serve the projected number of residents in the planning areas.

The HAP includes planned improvements to vital public infrastructure that will support the planned urban development in the area and future urban expansion to adjacent planning areas. Water, sewer, and storm drainage facilities will be constructed according to city master plans to serve the area. *(Note: A specific list of public facility improvements will be identified at a later date based on results of the process of updating the City's facility master plans.)*

3.2.1 Water System

Water lines and storage reservoirs will be sized to supply fire flow to commercial areas and schools. Water storage facilities likely will be constructed on Cinder Butte. A 12-inch water line will be constructed in the Upas Avenue right of way to supply water to all users in the HAP. This line is adequate to meet peak demand and fire flow needs for the area west of US Highway 97. East of the highway, larger supply lines may be needed depending on the demand characteristics in the MUE district and transmission routing for URA lands farther east. Those needs will be established when that area is added to the UGB.

3.2.2 Sanitary Sewer System

This neighborhood is located at the lower end of the East Side Trunk sewer, which will require that trunk lines be oversized to serve future urban development in urban reserve areas east of US Highway 97. In addition, urban development on several hundred acres of land west of the HAP likely will need to occur before the trunk sewer line is extended far enough to enable HAP development. The Redmond Waste Water Treatment Plan Facility Plan permits expansion of the sewage treatment plant to meet build-out conditions in the HAP.

3.2.3 Storm Water System

Redmond's development code requires storm drainage to be managed entirely on site for commercial and industrial uses. Runoff from residential areas is sometimes collected in local storm sewers and conveyed to a basin where it percolates into the ground. One or the other of these methods will be used for storm drainage control in the HAP.

Policies – Water, Sewer and Stormwater Facilities

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Provide facilities consistent with updated water, sewer and stormwater master plans.
2. Work with property owners and developers to identify opportunities to extent facilities ahead of schedule if funding is available to provide for services before or concurrent with development.

3. Use sustainable design and construction practices, such as “green streets” to detain and treat stormwater runoff.
4. Encourage property owners and developers to use low-water use vegetation for landscaping and other water-conservation measures to reduce future water use.

3.3 Schools and Parks

Project Objective:

Identify appropriate location(s) and standards for neighborhood parks, trails and school sites and other public facilities needed to serve the projected number of residents in the planning areas.



A neighborhood park is located north of the mixed use commercial area. No school facilities have been identified in this planning area.

Potential school enrollment in the study area at buildout conditions has been calculated by applying the average number of students per household in the Redmond School District the potential number of households at buildout, assuming average densities of development applied to each residential zoning designation. Calculations assume the HAP area could have approximately 500-700 households at buildout, resulting in approximately 80-140 elementary school students and 10-20 middle school students. This assumes an average of 0.45 students per household and a mix of elementary, middle and high school students similar to the current distribution. This is not enough students to justify location of either an elementary school in this area.



The park identified in the planning area is assumed to be neighborhood a park and would be similar in size to other neighborhood parks and the City’s standards for them. Neighborhood parks typically include amenities such as playground equipment, picnicking areas, one or more playing fields and other recreational elements. The City’s Park and Recreation Master Plan will provide more detail on the design of the park in this area.

Policies – Schools and Parks

The following policies are intended to supplement policies in the City’s existing Comprehensive Plan and support implementation of this Area Plan.

1. Work with the Redmond School District to identify needs for future schools within the surrounding area; identify appropriate new school sites in those areas as part of other area planning processes.
2. Design the proposed park in the HAP to meet the needs of residents, consistent with the City’s Park and Recreation Master Plan; involve residents and property owners in the design process.
3. Incorporate recreational opportunities for young people in the design of park and trail facilities.

4. Integrate trail, sidewalk and bicycle pathway connections into the design of new parks.
5. Orient housing located around the Central neighborhood park to face it.

3.4 Public Art and Other Amenities

Great Neighborhood Principle: Public Art

The HAP map identifies potential location for public art. Possible locations include:

- Civic use site north of the neighborhood commercial center
- Near the Central Park site

In addition to public art, other public amenities should be incorporated in the design and development of all types of land uses, particularly in neighborhood commercial and civic areas. Such amenities may include benches, ornamental street lighting, areas for outdoor seating and public gathering places.

Policies – Public Art and Other Community Amenities

The following policies are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of this Area Plan.

1. Work with citizens, property owners and the Redmond Commission for Art in Public Places to identify and/or refine proposed locations for public art.
2. Ensure provision of benches, lighting, street trees and other public amenities to make the area more attractive and livable.
3. Incorporate recreational opportunities for young people in the design of park and trail facilities.
4. Integrate trail, sidewalk and bicycle pathway connections into the design of the new Central Park.
5. Orient housing located around the Central neighborhood park to face it.

3.5 Protection of Community Resources and Development Constraints

Great Neighborhood Principles: Scenic Views

Other than the COID canals, which are being protected for water delivery to COID customers and developed cooperatively as a trail corridor, there are no known open space or historic resources in the HAP that are deemed significant. There are important scenic views north to Cinder Butte and west to the Cascades. These views will be protected in transportation corridors and using height regulations in neighborhood centers. Individual site plans and master plans also are required to address this Great Neighborhood principle. There are no natural surface water features or known hazard areas in the HAP. There are no significant development constraints in the NAP.

4

Land Use Planning Requirements

Following is a brief summary of how this Plan complies with Oregon's statewide planning requirements. More detailed information about this topic will be included in a Findings Report prepared by City staff as part of the adoption process for this Plan.

4.1 Citizen Involvement

The HAP planning process incorporated an extensive citizen participation program, including the following activities.

- **Project Advisory Committee (PAC) meetings.** The PAC met four times at key points during the process to provide feedback on draft work products, including project objectives, planning alternatives, and draft plans, policies and development standards. The PAC included a broad cross-section of nearly 40 interested citizens who represented area property owners, adjacent neighborhoods, housing, environmental and other community interest groups.
- **Technical Advisory Committee (TAC) meetings.** The TAC, which included representatives of a variety of public agencies such as the Redmond School District, Oregon Department of Land Conservation and Development, Central Oregon Irrigation District, Oregon Department of Land Conservation and Development, and others met several times during the project. Similar to the PAC, they provided guidance on planning requirements, project objectives, planning alternatives, and draft plans, policies and development standards.
- **Public Meetings.** The project team conducted two public meetings – one to review preliminary draft planning alternatives and a second to review a proposed draft HAP. Each meeting offered opportunities to provide feedback through discussion and in writing via questionnaires and comment forms.
- **Newsletters and Project Mailings.** The project team prepared two project newsletters to provide property owners and other interested parties with information about project objectives, alternatives and

opportunities for public participation. These were sent to all property owners within the planning area, as well as within 100 or more feet of the area.

- **City Web Site.** The City used its Web site to provide information about the project throughout the planning process, including draft work products, meeting schedules and summaries, and other key information.
- **Media Coordination.** City staff worked with the *Bend Bulletin* and local radio stations to publicize the project, including schedules for public meeting and opportunities to obtain additional information.

4.2 Land Use Planning

The HAP identifies parcel specific land use plan designations that reflect the area plan. The area plan identifies the expected future city zoning. Planned residential uses may be accommodated through the application of existing city zones, with recommended modifications. Two new zoning districts have been developed to implement the planned employment uses. The land use plan is generally consistent with the planned land uses for this part of Redmond's urban area as depicted in the Redmond Framework Plan. A policy guided program provides property owners that dedicate land for public uses the right to use or transfer the residential density that would have occupied that area to other parts of their development or to other properties in the plan area. Policies also provide property owners that dedicate more than the minimum required common open space the right to develop at higher density than the base zone would allow. Rural zoning is retained on all properties until city annexation is approved. The city's existing development review procedures enable the approval of development projects that conform to the area plan based on clear and objective review criteria. Great Neighborhood Principles must be addressed in each development application as well.

4.3 Open Space and Natural Resources

The City's Comprehensive Plan element addressing Open Spaces, Scenic and Historic Areas, and Natural Resources (Goal 5) identifies the Redmond Dry Canyon as a Goal 5 resource. Dry Canyon is adjacent to the very northeast portion of the NAP planning area. Canals found in the HAP planning area are not classified as Goal 5 resources. However, the Comprehensive Plan identifies them as corridors that should be pursued for trails.

Through public meetings and outreach (mailed letters to property owners) associated with the City's UGB expansion in 2006, the City attempted to identify additional potential Goal 5 resources in the HAP study area. No additional resources have been suggested. Further, there are no resources or sites in the HAP planning area identified in Deschutes County's existing Comprehensive Plan Goal 5 inventory.

4.4 Water Resources

Technical studies conducted in establishing the Redmond Urban Reserve Area (URA) and background information in the water resources section of the

Deschutes County comprehensive plan show that there are no natural surface water features in the HAP planning area. Canals found in the planning area are also not designated as resources of concern for water quality by the Deschutes County Comprehensive Plan.

Redmond is not located in a federally designated air quality management area according to the database of air quality Nonattainment and Maintenance Areas in Oregon maintained by the Oregon Department of Environmental Quality (DEQ). Further, no federal or state designated hazardous waste sites listed in the Comprehensive Environmental Response, Compensation and Liability Information System (CERCLIS) or in the Oregon DEQ's 2006 Environmental Cleanup Site Information (ECSI) database are found in the HAP planning area. The City of Redmond has developed a groundwater protection program to minimize adverse impacts from urban development on groundwater resources, particularly from the infiltration of stormwater runoff into the ground and is cooperating with other jurisdictions in Central Oregon to develop a set of uniform standards for managing stormwater.

4.5 Hazard Areas

City and County hazards maps do not identify any land in the HAP planning area as subject to natural disasters or hazards.

4.6 Recreation

The HAP planning area includes a proposed neighborhood park, approximately 3-5 acres in size. City standards call for neighborhood parks to be located within approximately ½ mile of all city residents. Location of a park in this area as proposed will help meet this guideline. The size of the park is consistent with city standards for both average park size and acres of park land per number of residents. Community park needs in this area are intended to be met through land and facilities in the Dry Canyon area. In addition to the proposed neighborhood park, proposed trails in the area will provide opportunities for walking and bicycling, as well sidewalks and bicycle lanes constructed as part of the street system.

4.7 Employment

The 2005 Urbanization Study, which served as the basis for the City's UGB amendment in 2006, included an analysis of the City's employment and commercial land inventory. The study found that while the City has a surplus of commercial land, that land is not in the proper designations or locations to foster the transportation-efficient development patterns. Employment or "office parks" and neighborhood commercial centers provide a balance to the surplus of land designated for highway and strip commercial uses in the city. The Mixed-Use Employment (MUE) and Mixed-Use Neighborhood (MUN) zones are designed for office park and neighborhood commercial uses, respectively. The HAP planning area includes land designated for MUN zoning. The HAP planning area also includes land designated for MUE zoning. This will help redistribute employment more evenly throughout the city instead of concentrating it on the city's east side.

4.8 Housing

Statewide Goal 10 requires cities to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.” The HAP achieves this objective by zoning land for a mix of medium and high density housing to help adjust the overall balance of housing in the city which has been developed predominantly as single-family detached housing. The R-4 and R-5 zones in the HAP allow for a variety of housing types, including single family detached and attached housing, duplexes, tri-plexes and other multi-family units. The amount of land and allowed densities in the planning area will potentially result in development of approximately 400-700 housing units, consistent with the number identified in the city’s UGB framework plan.

A number of amendments are being proposed to the R-4 and R-5 zones as part of this process, including requirements to develop a mix of housing types for developments over a certain size, density bonus provisions provided in exchange for development of affordable housing, reductions in allowable lot sizes, and minimum density requirements in the R-5 zone. The mix of zoning provided in the HAP will allow for development of a mix of housing that is consistent with overall need identified by the city. Policies incorporated in this plan and the City’s Comprehensive Plan further encourage a variety of strategies to meet the housing needs of residents with a range of incomes and housing needs.

4.9 Public Facilities

The area plan includes a description of necessary public facilities that need to be constructed in order for urban development to proceed. A more specific list of improvements based on updated City Master Plans or the City’s Public Facility Plan will be prepared at a later date. SDCs, reimbursement districts, and exactions will be relied on to finance these improvements. The city collects utility fees to maintain these systems.

4.10 Transportation

The area plan includes a list of transportation improvements that need to be constructed in order for urban development to proceed. Planned improvements are adequate to meet adopted performance standards based on an area-wide traffic system analysis. A more specific list of improvement projects will be prepared at a later date based on results of the City’s Transportation System Plan update process. See page 23 for a map of the City’s future road system. The city has a variety of funding sources it relies on to maintain its transportation system.

4.11 Urbanization

The HAP has been prepared to address adopted city requirements for area plans and to address adopted Great Neighborhood principals. Individual development plans are still required to address Redmond’s Great Neighborhood Principals when seeking approval for master plans, site plans or subdivisions.

Appendix A

Transportation Analysis



Appendix B

Recommended Trail Design Guidelines



Appendix C

Market Assessment

Appendix D

Proposed Zoning and Subdivision Ordinance Amendments



Appendix E

Parcel Specific Land Use Maps