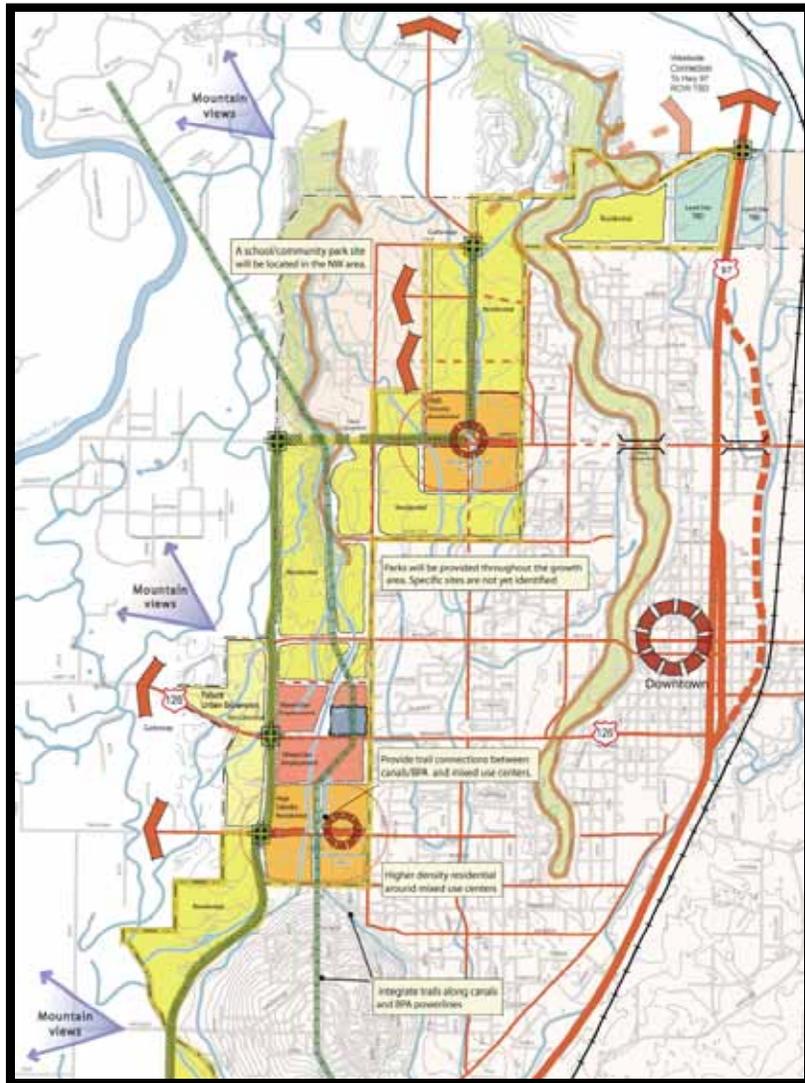


# City of Redmond

## Urban Holding Area Master Planning Requirements and Approval Process



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## Background

The City of Redmond and Deschutes County are jointly responsible for planning land that is included in the Redmond Urban Growth Boundary (UGB) until it is annexed to the city. Redmond's UGB is required to include enough land to satisfy expected growth for a 20 year planning horizon. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. Beyond the UGB, Deschutes County and the City have planned an area of mutual interest, which includes rural land expected to be converted to urban uses some time during the next 50 years. This land is designated Redmond Urban Reserve Area on the County's Comprehensive Land Use Plan.

To make the transition from rural land use to urban use predictable, the City and County have agreed to the following model sequence for adding land to the UGB and then planning for its development:

- Update the City of Redmond land needs analysis for housing and employment using coordinated population and employment forecasts (three to five year intervals);
- Bring land into the UGB commensurate with identified needs and modify the *Redmond Urban Area Framework Plan*, if necessary, to reflect identified land needs in the context of the existing urban area plan. UGB amendments may be initiated by the City for any amount of land or by private parties when encompassing an area greater than 150 acres;
- Land brought into the UGB will be designated *Urban Holding Area* (UHA) until land use planning is completed that enables the adoption of urban land use designations. UHA land is zoned for rural uses and is subject to a 10-acre minimum lot size;
- Master plans are prepared sequentially for the land added to the UGB. Master plan approval results in a comprehensive plan amendment that converts land from UHA to urban land use designations and zoning so that it may be developed. As such, master plan approval requires legislative (city council) approval and special notices to state agencies and affected property owners. Annexation to the City is expected to occur when the Master Plan is approved.
- Site development plans are subsequently approved for individual parcels of land, which enables the construction of homes and businesses. In some circumstances, this step may be combined with master planning to expedite development approval.

The *Framework Plan* and Master Planning are critical steps in the sequence and are related because the former provides guidance for the later. The purpose of this document is to explain the relationship between them, the contents of a master plan, and the application and review process for master plan approval.

## The Framework Plan

The *Redmond Urban Area Framework Plan* is an urban design concept that was developed for land that is designated in the Deschutes County Comprehensive Plan as Redmond Urban Reserve Area (RURA) and for unincorporated area in the Redmond UGB that are designated Urban Holding Area. The first *Framework Plan* was developed through a public visioning and urban planning process associated with the 2006 expansion of Redmond's Urban Growth Boundary. A copy of the most recent version of the *Framework Plan* is shown at the end of this document.

The *Framework Plan* is not an adopted element of the Redmond Comprehensive Land Use Plan, although it is referenced in it. The *Framework Plan* is adopted by resolution by the City of Redmond to

assist property owners, developers, land use planning consultants and interested community groups to complete the land use planning process for land brought into the Redmond UGB. As such, the *Framework Plan* is an advisory document to which land owners and developers are not strictly bound. That being said, the plan embodies land development and urban design concepts that city and county residents, community interest groups, city and county planning staff, state agencies, area planning commissions, and the Redmond City Council have embraced for the urban area as it expands.

The *Framework Plan* is shaded so that more vivid colors are used for areas that have been annexed to the Redmond UGB. In these areas, the amount of land shown as residential, high density residential, and neighborhood commercial is roughly proportional to the acreage needed for these uses in the 2005 Redmond Urbanization Study, which was the land use analysis the city relied to document how much land should be added to the UGB to satisfy land supply needs from 2005 to 2025. So while the *Framework Plan* is advisory, Master Plan applicants that wish to modify the development concepts shown in the *Framework Plan* to suit their own development plans need to demonstrate how the land needs and housing densities and employment uses depicted in the *Framework Plan* for a particular area can be accommodated elsewhere and do so in a way that achieves a well-balanced land use distribution and development pattern.

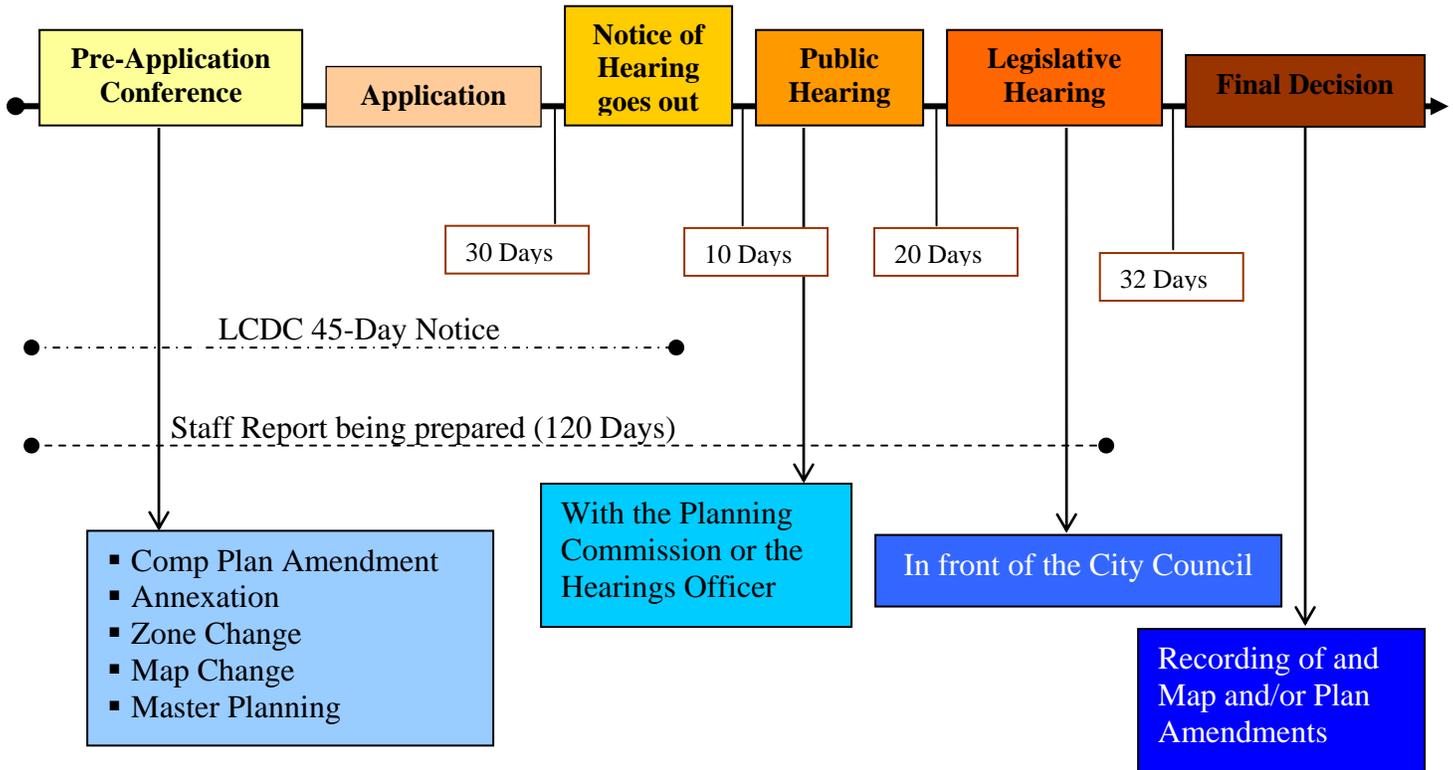
## Master Plan Process Overview

The City of Redmond employs a two-step Master Planning approval sequence. The process is set forth in the Redmond Development Code (RDC) 8.013.10. The chart below shows the sequence of steps associated with an application for final Master Plan approval and an ideal timeline associated with that approval process. The timeline is expected to be shorter for conceptual master plan approval because that document not require as much detail and because there are no legislative amendments to the comprehensive plan enacted with the approval of the conceptual master plan. Approval of the concept plan sets the stage for an application for final master plan approval.

A conceptual master plan means just what it says: plan elements are presented in concept with general information concerning the proposed land uses and their related impacts on public facilities, natural resources, and existing urban uses. For the conceptual plan review process, there is no need for the 45-day notice to the Oregon Land Conservation and Development Department or local Measure 56 notice, although for any large scale master plan, early involvement of nearby property owners and state agencies that may have an interest in the effect of urbanization on state interests is advised. No waiting period is required prior to recording a final decision because the decision does not yet amend the Redmond Comprehensive Plan. It may be possible to combine the public and legislative hearings shown in the chart in a joint work session, which would further reduce the timeline for reviewing the concept plan.

For the final master plan approval, however, legislative review and approval is required. More detail is needed concerning planned land uses and related development impacts. Formal state agency and local property owner notices are required. A complete set of findings demonstrating compliance with state and local land use planning rules must accompany the document. Proposed land use plan designations and zoning and any special development standards need to be submitted with the application. The public hearing with the Redmond Area Planning Commission and the legislative hearing with the Redmond City Council may require more than one meeting depending on the complexity of the master plan and public interest in the associated development program. There also is a possibility of appeals because the master plan's approval in effect amends the Redmond Comprehensive Land Use Plan.

## Final Master Plan Approval Process



### Legislative Procedures

- The Pre-Application Conference is scheduled through the Planning Department and allows Planning Staff to review the project prior to submittal and recommend changes, outline application procedures and meet with the applicant.
- The Application is submitted. The Planning Department generally has 30 days to review the application for completeness. During this time the staff may request additional information to complete the application. At the end of the 30 days, the application may be deemed complete and the assigned Planner will begin the formal review process.
- Once an application is deemed complete, the City has 120 total days to complete the Land Use review process and issue a Final Decision.
- At the time that the Application is submitted, notice of the Application must be submitted to the Land Conservation and Development Commission 45 days prior to the Public Hearing.
- A Public Hearing, administered by the Planning Commission or the Hearings Office, will be held where the application will be presented and testimony can be given. Notice of the Public Hearing must be sent out 10 days prior to the hearing.
- At least 32 days after the Public Hearing, a Legislative Hearing will be held in front of the City Council where the application will again be presented along with the staff planner's recommended decision. The City Council may approve, approve with conditions or deny the application.

- Once the Final Decision is made, any Map or Plan Amendments will need to be recorded by the City and changes made to the appropriate documents.

## Master Plan Approval Criteria

The following bulleted list includes the Approval Criteria that City Planning Staff will use during the formal review of the submitted Master Plan.

- Plan Objectives. A narrative shall set forth the goals and objectives of the master plan.
- Plan Area and Context. A map of the plan area and surrounding vicinity shall set the context for the master plan. Include a list of all affected properties with ownership, parcel size, etc. and other information that is pertinent to the plan.
- Land Use Diagram. The land use diagram shall indicate the distribution and location of planned land uses for the master plan area, including plans for park and open space and community facilities. The plan shall show proposed comprehensive plan designations and zoning.
- Significant Resources Inventory. An inventory of significant natural resources, scenic and historic resources, and open space areas that have the potential to qualify for protection under Redmond's Goal 5 resource protection program. When significant resources are present, the master plan shall include a management plan to protect resource sites.
- Parks and Open Space. Identify land suitable for park and recreation use in accordance with the needs analysis in the City of Redmond Park and Recreation Master Plan (Park Plan). In particular, where the Park Plan indicates there is a need for neighborhood or community park, the master plan needs to identify sites that may be suitable for park development using the design and location criteria from the Park Plan. Density transfers, SDC credits, dedication, and other value consideration may be identified in the planning process to compensate property owners for land dedicated to public use.
- Air, Noise, and Water Resources. Review air, noise and water resources that may be impacted by planned development and address how adverse impacts will be avoided or mitigated in compliance with applicable local, state, and federal regulations. This requirement is particularly important for the management of urban storm water that is discharged into receiving waters or into the ground.
- Natural Hazard Areas. Inventory areas subject to natural hazards, particularly steep slopes.
- Site Design and Development Standards, if different from normal City standards.
- Residential Uses. Identify areas planned for housing development and the proposed zoning districts to be applied. The housing plan must identify a mix of housing types and densities so that the overall density in the area meets or exceeds the housing density objectives for the area that are identified in the Redmond Urban Framework Plan. The Framework Plan includes policies that specify the housing densities that need to be achieved in order to meet future housing needs. Where proposed land uses differ from this shown in the framework plan, the

master plan needs to result in an alternative development concept that achieves the housing objectives outlined in the Framework Plan.

- Employment Areas. Identify areas planned for employment use and/or mixed uses and proposed zoning districts for them. Applicants may propose new zoning districts in cases where existing districts are not suitable for the planned development provided the proposed district meets the same or greater housing and employment densities in the zoning district most closely related to the use envisioned in the Redmond Framework Plan.
- Transportation Analysis and Diagram. Prepare a traffic impact analysis and local street plan that is consistent with street spacing and connectivity guidelines in the Redmond Transportation System Plan. Show the proposed classification for all streets at least down to the (local collector?). Show the location of all approved TSP improvement projects and any capital improvements related to the project that may need to be added to the TSP. Show proposed bicycle routes and pedestrian facilities and trails. Show how streets, bike routes, and pedestrian facilities will connect with adjacent urban areas and be extended to adjacent un-planned urban areas. Typical street cross-sections must be shown unless approved city street cross sections are used. Address on street and off street parking.
- Public Facilities Analysis and Diagram. The plan should include a conceptual layout of public facilities (including at least sanitary sewer, water, and storm drainage) needed to support the land use diagram. The Public Facilities Analysis should address overall capacities and funding strategies for public facilities and must be consistent with the city's adopted Public Facility Plan (PFP) and related facility master plans, including improvements related to the plan that may require amending the PFP.

In some instances, approval of a development plan may be granted without going through a Master Planning process. This can occur for an existing parcel that is less than 10 acres in size. For parcels not designated for housing use in the Framework Plan, development approval may be secured through a Planned Unit Development (PUD) process, unless the land is to be used for a public use, such as for a park or school or some other public facility. Existing parcels less than 10 acres that are show for residential use may only obtain development approval without submitting a Master Plan when:

- The Site Development plan conforms with the minimum density guidelines established for the area in the Framework Plan.
- The submission includes a local street plan that complies with street spacing and connectivity requirements in the Redmond TSP and showing street connectivity and bike/pedestrian system connectivity to adjacent planned and unplanned residential areas.
- The parcel can be annexed to the City of Redmond.
- The development application meets all other required elements for one of the City's land use planning approval processes.

# Master Plan Design Principles

## **Residential Areas**

### **Orientation of Homes**

- Homes and front porches should be located close to the street, in order to encourage interaction with neighbors and social activity.
- Garages should be tucked to the side or behind homes, or access them from alleys.

### **Streets**

Design streets so that traffic moves slowly, creating comfortable and livable environments that provide shared social spaces for residents to meet and build stronger community bonds.

### **Density**

It is important to build at reasonable densities to preserve land, to provide a significant customer base for neighborhood commercial uses, and to ensure that important community destinations (parks, schools, etc.) are close and accessible to all residents.

*Residential* – Areas designated Residential on the Framework Plan map should achieve an overall density of 7.1 units per net developed acre. Applicants are encouraged to plan for lower density development at the perimeter of the urban growth boundary where land uses are transitioning from an urban to a rural setting. The city’s R-1 zone may be appropriate in these areas and also in areas where steep slopes or other development constraints limit development opportunities. In interior neighborhoods, higher residential densities should be planned as permitted under the city’s R-3 and R-4 zones.

*High Density Residential* – Housing densities in areas depicted on the Framework Plan Map as High Density Residential should achieve average densities of 12 units per net developed acre or higher. These areas are suitable for zoning under the city’s R-5 zoning district.

### **Commercial Areas:**

#### **Mixed Use Neighborhood Centers and Mixed Use Employment Center**

Intent: these community centers should be designed to encourage public interaction and gathering in proximity to commercial activities. Transportation, land use and urban design in these areas must be integrated in a way that will encourage people to walk, bike or, at some time in the future, use transit. A design with these principals in mind is especially important for linking higher density residential areas with the neighborhood businesses located in these centers.

Density: In Mixed Use Employment districts, and Neighborhood Centers, stand alone multi-family housing projects may be integrated into the development plan and are encouraged in particular at the perimeter of the district. Employment densities should not fall below 20 employees per net developed acre.

### **Design Guidelines**

- Architectural consistency
- Create a strong identity and sense of place through the thoughtful design of the public realm: streetscapes, parks and plazas
- Create synergies between uses so that important destinations are with walking distance of each other
- Where residential development is planned, encourage relatively high density (e.g. greater than 12 units per acre).
- Building heights should be about 3 stories or 45 -50 feet
- Tasteful and consistent signage

- Elements of a great street
  - Create a comfortable pedestrian and bicycling environment
    - Sidewalks in commercial areas should be from 12 to 15 feet.
    - Build crosswalks that are safe and visible to drivers at all intersections.
    - Put bike lanes on main streets (minimum width of 5 feet) and extensive use of bike signage on connecting local streets. Create bicycle boulevards on low traffic neighborhood streets.
- Human-scale architecture and design
  - Design “human scale” buildings by:
    - Siting buildings close to the street near on-street parking;
    - Create active ground floor uses;
    - Create building transparency through the frequent use of doors and large windows;
    - Providing sun and rain protection through canopies, alcoves, etc.
  - Use details, materials, and workmanship that blends with the Central Oregon environment and landscaping
- Reinforce the corners
  - Create a strong sense of place at intersections by:
    - Orienting building entrances onto the corners
    - Provide pedestrian amenities, such as furnishings and curb bulb-outs
- Parking
  - Place parking lots at the side or the rear of buildings
  - Use on-street parking

## **Urban Fabric**

### **Street Connectivity**

Street connectivity is critical to creating livable and accessible residential and commercial neighborhoods. It is recommended that local and arterial streets be spaced no more than 530 feet apart (except in areas where there are natural and/or manmade barriers). Master plans should take advantage of opportunities to extend streets from nearby existing development.

Bicycle and pedestrian connections should be made (via trails, pathways or on the road right of ways) every 330 feet. Cul-de-sacs (or closed end streets) are discouraged and should be no longer than 200 feet, and have no more than 25 dwelling units. Cul-de-sacs also should provide for pedestrian and bicycle access at the end. Redmond’s updated Transportation System Plan (TSP) provides guidance on street connectivity requirements.

### **Streets**

#### **Streetscape and Sidewalks**

- Sidewalks should be built on all streets. In residential areas, they should be at least 6 feet in width. In commercial areas, they should be 12 to 15 feet.
- They should have buffer strip between the sidewalk and the curb, for planting and/or furniture.
- At all intersections, place crosswalks highly visible to drivers.
- On street parking is strongly encouraged in all places possible.

#### **Build trails where possible**

Trails provide important safe and comfortable connections parallel to busy roads, and provide critical links between residential and mixed use commercial areas for walkers and bicyclists of all ages. The updated Redmond TSP provides guidance on trail connectivity.

#### **Use of Canal Easements**

Where possible, trails should be constructed, especially along canal easements.

The following documents may help applicants determine the canal easements with highest priority for trails:

- City of Redmond's Parks Master Plan
- Central Oregon Parks and Recreation District Master Plan
- City of Redmond Transportation System Plan

Whenever possible, canal easements should be dedicated to the public to provide trail corridors and public access for linking community destinations.

### **Public and Community Places**

Place schools, libraries, places of worship, parks plazas, etc. within neighborhoods and ensure that they are easily accessible. Small neighborhood parks and playgrounds should be located throughout the community and sized in accordance with design guidelines contained in the Redmond Park Master Plan and the Central Oregon Park and Recreation District's master plan.

### **Sustainability**

- Solar Orientation: proper orientation to optimize solar energy use and shading.
- Use of local materials
- Stormwater retention and percolation treatments should be built into both the public and private realms, as much as possible (city codes require this).
- Use local materials construction processes wherever possible
- All public and institutional buildings should be built to LEED Silver standards.
- Landscaping: Use of low maintenance plants, especially native plantings that are suitable for the climate, is encouraged in all landscape plans

## **Master Plan Design References**

The following documents were relied on to develop the Framework Plan concepts and are recommended as reference documents to land owners, developers, planners, architects, and engineers that work on conceptual and final master plans.

*Main Street: When A Highway Runs Through It, 1999, ODOT TGM Program*

*Planning for Street Connectivity: Getting From Here to There, 2003, Handy, et al, Planner Advisory Service*

*Best Development Practices, Ewing, Planners Press*

*Best Development Practices: A Primer for Smart Growth, Ewing, Smart Growth Network*

*Pedestrian and Transit Friendly Design: A Primer for Smart Growth, Ewing*  
[http://www.epa.gov/dced/pdf/ptfd\\_primer.pdf](http://www.epa.gov/dced/pdf/ptfd_primer.pdf)

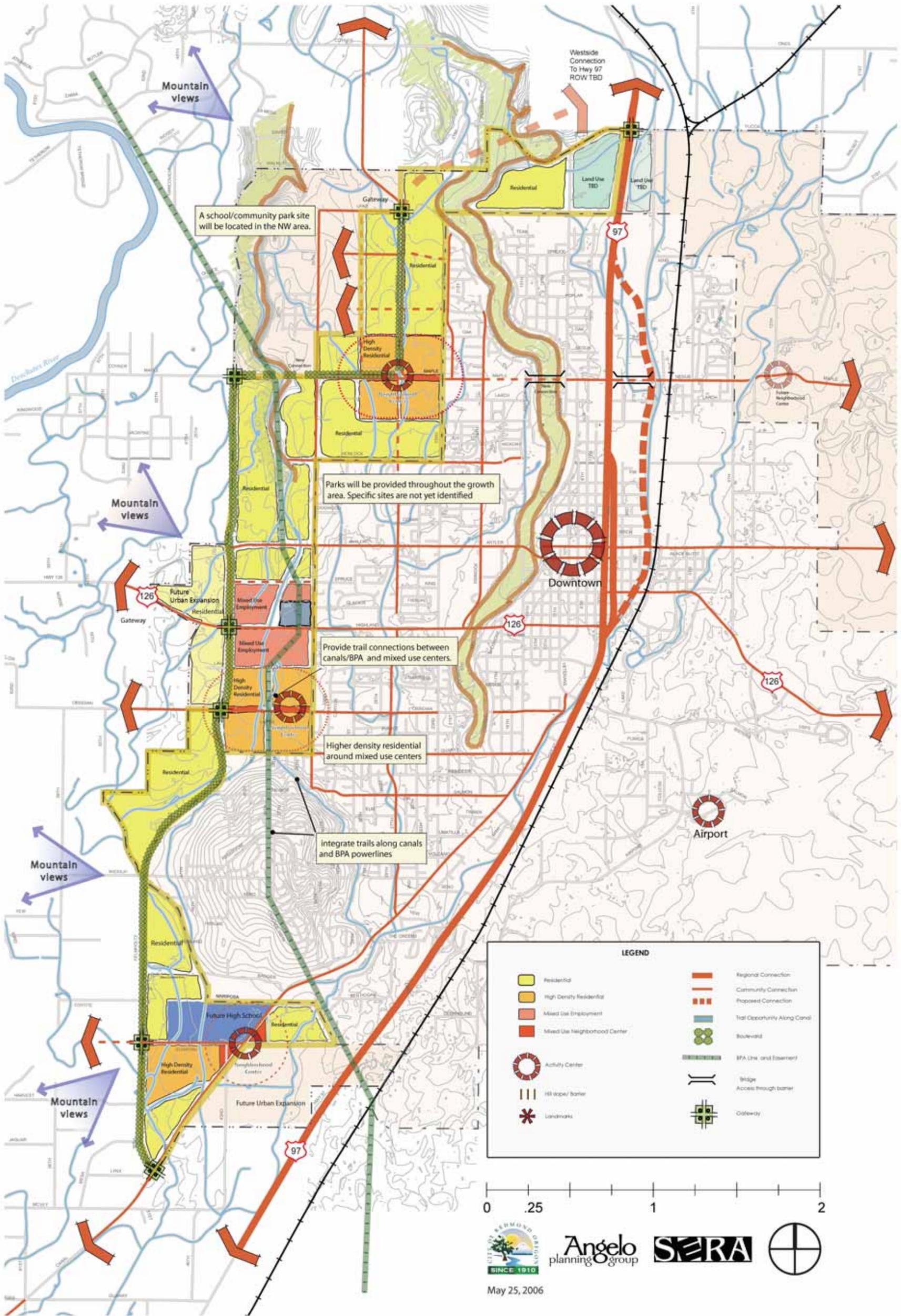
*Boulevard Book, Jacobs, et al, MIT Press*

*Skinny Street Standards, City of Portland Oregon*

*ITE Traffic Calming Web Page*  
<http://www.ite.org/traffic/tcdevices.htm>  
*Livable Streets, 1981, Appleyard, UC Press*

*The Practice of Sustainable Development, 2006, Porter, et al, Urban Land Institute*

# DRAFT City of Redmond Framework Plan



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