



CITY OF REDMOND
Community Development Department

411 SW 9th Street
Redmond, OR 97756
541-923-7724

www.redmondoregon.gov

REDMOND URBAN AREA PLANNING COMMISSION

411 SW 9th Street-COUNCIL CHAMBERS Redmond, OR 97756

Wednesday, June 21, 2023 5:00 pm

Oral comments can be provided in-person or virtually. For those who plan to provide oral comments virtually during the hearing, pre-register at planredmond@redmondoregon.gov (must pre-register before 3:00 p.m. on June 21st)

Stream the meeting live at: <https://www.redmondoregon.gov/government/city-council/council-meeting-info/meeting-agendas-minutes-and-video>

Agenda

**UAPC
Members**

Norman
Schultz, Chair

Ben
Schimmoller,
Vice-Chair

Heather DeWolf

Joseph
Zampko

Mercedes
Cook-Bostick

Michael Rogers

Wanda Wai
Lyian Toe

Ex-Officio
Vacancy

I. CALL TO ORDER / INTRODUCTIONS

II. CITIZEN COMMENTS FOR ITEMS NOT ON THE AGENDA

III. APPROVAL OF MINUTES

- a. May 3, 2023

IV. DEVELOPMENT CODE AMENDMENTS

- a. Planned Unit Development (PUD) in Mixed Use Zones
- b. Exemption from Subsequently Adopted Land Use Regulations
- c. Evaluation of Higher Density Overlay Zone

V. Next Meeting – July 19th, 2023

VI. COMMISSION MEMBER COMMENTS

VII. ADJOURN

Please note that these documents are also available on the City's website www.redmondoregon.gov; click on City Government, hover on Commissions and Committees, click on Urban Area Planning Commission. You may also request a copy from City Records Office 923-7751 or email kelly.morse@redmondoregon.gov

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CITY OF REDMOND
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411 SW 9th Street
Redmond, OR 97756-2213

Phone **541-923-7724**
Fax 541-548-0706

www.redmondoregon.gov

REDMOND URBAN AREA PLANNING COMMISSION

Council Chambers

MINUTES

May 3, 2023

Commissioners Present: Chair Norman Schultz, Vice Chair Ben Schimmoller, Heather DeWolf, Mercedes Cook-Bostick, Michael Rogers, Joseph Zampko, Wanda Wai Lyian Toe

Youth Ex Officio: **Vacant**

City Staff: Kyle Roberts, *Planning Director*; John Roberts, *Deputy City Manager*; Morgan Snyder, *Long Range Planner*, Jamie Buddenbohn, *Planning Permit Coordinator*

Visitors: Brad Evert

Media: None

(The 3 digits after a motion title show the number of commissioners voting in favor/opposed/abstaining.)

I. CALL TO ORDER – INTRODUCTIONS

Chair Schultz called the work session of the Redmond Urban Area Planning Commission to order at 5:00 pm, May 3, 2023, with a quorum present (7 of 7 commissioners).

II. CITIZEN COMMENTS FOR ITEMS NOT ON THE AGENDA

Brad Evert who owns the corner piece of property at Helmholtz Way and Highland Avenue spoke about working on the property's inclusion in the West Redmond Area Plan annexation procedure. He was grateful the Commission had the WRAP on their agenda. He plans to attend the Commission's meetings for the rest of the year when he can.

III. APPROVAL OF MINUTES

A. February 1, 2023

Motion 1 (7/0/0): Commissioner Schimmoller moved to approve the February 1, 2023, minutes as presented, seconded by Commissioner Rogers. The motion passed unanimously.

B. February 15, 2023

Motion 2 (7/0/0): Commissioner Schimmoller moved to approve the February 15, 2023, minutes as presented, seconded by Commissioner Cook-Bostick. The motion passed unanimously.

IV. WEST REDMOND AREA PLAN (WRAP) – STATUS UPDATE & FEEDBACK

Long Range Planner Morgan Snyder provided an update on the West Redmond Area Plan which included steps taken so far, the feedback from the first Open House, and photos of the models

the participants made during the Open House.

The Planning Commission's thoughts on the first Open House were as follows:

- The way it was presented was unique.
- Many in attendance expected more of an open conversation. The attendees came prepared to talk, and they should get the opportunity to do so.
- Some of the attendees spoke about dissolving their HOA despite their desire for walking paths, parks, and gardens which typically come in HOA. Staff needs to think along the lines of maybe some of the amenities being City-owned and maintained versus independently because when the market starts to fall, people stop paying their HOAs.
- The way the Open House worked defused a lot of tension in the room.
- It would be good if the planned map of the stages were more presentable, and people understood their voices would be heard.
- Commissioner Schimmoller talked to some constituents who attended. They walked away feeling positive.
- Since the end of the Open House was contentious, it was suggested to make the website more informational as in the City is not coming to take anyone's land away, it is just the vision for the West Redmond Area.
- Further suggestions were a FAQ section on the front page and notices of the survey on the back of the City water bill.
- It was interesting to see the attendees get engaged with the provided materials.

Ms. Snyder addressed questions as follows:

- The second open house will be more traditional and designed to share the draft concepts drawn up in response to the first Open House's feedback.
- She can reach out and ask the OSU Master Gardeners Program about maintaining community gardens which they provide for free.
- The Open House and all materials generated from it are under the status on the WRAP website for reference.
- She will look into how to break the barrier for people who are less tech-savvy and not looking online to see the transparent WRAP process.

Ms. Snyder addressed other WRAP feedback methods, how Planning conducts the qualitative analysis of the public responses, themes seen from survey question responses so far, and near-term next steps. She confirmed the survey is online.

V. COUNTY TRANSPORTATION SYSTEM PLAN (TSP) COMMENTS – AWARENESS & OVERVIEW

Deputy City Manager John Roberts spoke about the need for a new southern interchange south of the city to truly unlock the Large Lot Industrial (LLI) land of 800 acres, confirming it was about a five-year effort to bring the lands into the Urban Growth Boundary and then the city limits and rezone them.

He clarified currently if a user was sited on the first 200 acres of the LLI, they would absorb all the transportation capacity in terms of making the Yew Avenue interchange fail.

Quarry Avenue has always been discussed as the most likely candidate for the new interchange. The series of letters in the meeting packet demonstrates the feedback Staff has been giving the County. The County agreed there is a need to look at an interchange at Quarry, but their own

TSP does not justify it. A new study with the County's traffic engineer consultants reevaluated the model they used in their own TSP and found that an interchange at Quarry is in fact justified. In the interim, McVey Avenue has been suggested as a potentially more viable option because it would cost less.

The interchange, either Option 1 or 2, needs to get in the County's TSP which is currently being updated. If it does not, Redmond would be crippled with building out the Large Lot Industrial lands as well as an east side arterial. Engineering can come to the Commission to discuss the west side and east side arterials, other projects in motion, and matters needing addressed in TSP efforts. Staff will let the Commission know how things continue to evolve with the County TSP.

Questions from the Commission were addressed as follows:

- The Engineering Department could come talk to the Commission about projects to declutter Yew Avenue. The Capital Improvement plans include a series of four projects between Yew and Highway 126 that will be completed in five years.
- In the LLI, buying land and developing a business could move a little faster than five years, but something of that scale is a three- to five-year endeavor.
- The County was not more supportive or less supportive of options other than Quarry Avenue. They just stressed that Staff needs to provide the data to justify it at both the County level and Oregon Department of Transportation (ODOT) level.
- The County felt Staff's analysis was off quite a bit because the County does not have the intimate knowledge that Staff does of the area.

Commissioner Rogers spoke about the importance of preventing the difficulties experienced when navigating Bend. As Redmond sprawls outwards, the city must not stagnate from the lack of speed of moving economics around the city.

VI. SYSTEM DEVELOPMENT CHARGE (SDC) – AFFORDABLE HOUSING CREDITS

Mr. Roberts addressed the Code amendment last year was regarding the system development charge affordable housing credit program. SDC provisions are in Chapter 4. SDCs are an innovative tool to incentivize affordable housing. He explained how SDCs work. Right now the SDCs are \$18,000 for a single-family home and fluctuate for multi-family. Staff believed the Code is a little better because they took the time to polish the regulations.

Questions from the Planning Commission were addressed as follows:

- SDCs are completely separate from Low-Income Housing Tax Credit (LIHTC) because SDCs are evaluated at time of building permit.
- They come with land covenants, and through the application process the City gets assurance that an affordable housing project is at 60 percent AMI or less. Actually there is now more flexibility where it can be 80 percent AMI or less.
- The deed restriction varies project to project. For example, Housing Works would typically be 30 years. A Habitat project would not be as straightforward because the restriction runs more with the title of the land.
- The SDC information is not available online because it is used infrequently. Code amendments are now housed in Managing Community Development specifically through the Housing Programs Coordinator. When the City is in discussions with any affordable housing project, they are made aware of it.
- When asked if there is a plan of incorporating public transportation with requirements for affordable housing, Staff acknowledged transit is a requirement in the Northpoint development. Though the City does not exact it, typically they plan for it in larger master development plans or annexations or at least identifying opportunities to restrict property in

the future for transit.

VII. DEVELOPMENT CODE AMENDMENTS – C-4A ZONE

Planning Director Kyle Roberts presented the proposed amendments to the Development Code which makes fixes to the C-4A Zone, referring to his memo in the packet and the map he shared via PowerPoint. C4-A allows for limited service commercial, complements to light industrial, and very limited residential.

The C4-A lands are currently vacant. Recently Staff received some inquiries about the C4-A and the types of uses that would be allowed, primarily focused on residential development which prompted Staff to take a look at the table. They noticed some minor contradictions in the table in relation to both C4 and C4-A. Currently residential use above ground floor is not permitted in C4 and C4-A which is an error. Obviously it should say outright permitted rather than not permitted. In addition, a minor fix is proposed to C1 with regard to how much residential use is allowed on the ground floor. C4-A was never defined in the section of the Code providing definitions for each zone. Staff felt it was an opportune time to propose a description for C4-A.

Questions from the Commission were addressed as follows:

- When asked about looking at adding residential use on ground floor less than 25 percent for ADA purposes, Staff clarified currently no allowance exists for permitting anything on the ground floor in the zones. Their thought was to leave things as is and just clean up some of the contradictions, confirming that would be to accommodate the inquirer.
- The second floor could potentially be envisioned for workforce type housing. The C4-A zone does allow for multi-family complexes which would be the standalone residential, surrounded by the industrial.
- C4-A will be evolving and is a new thing.
- The zone is so oddly shaped because when the area was rezoned, the C4-A areas were along the highway. They had to be moved up because ODOT did not want to see the limited commercial along the highway.

VIII. DEVELOPMENT CODE AMENDMENTS – FOLLOW-UP FROM JOINT MEETING & STATUS UPDATES

Mr. Kyle Roberts provided a brief status update on Staff's work with the Development Code amendments. The packet included a brief, high overview of the topic. He spoke about the timeline and the process, addressing the efforts regarding water conservation regulations, aligning Public Works Standards and Specifications, the sign ordinance, siting issues and the permitting aspect for food carts, evaluating the high-density residential overlay zone, and updating the Urban Hold 10 zoning standards.

Mr. John Roberts addressed the Airport's auditing of the Code where they will forward some suggestions on how to modernize the airport regulations. He also spoke to Staff's draft of transitional shelter regulations which they will think about bringing forward if they are not preempted by HB 2006.

The Commissioners provided feedback on their joint meeting with City Council.

Commissioner Wai Lyian Toe said she agreed with Mayor Fitch about making Redmond more

connective in the infrastructure. Commissioner Schimmoller reiterated that, adding there is a need to avoid circumstances like Bend where crosstown commutes as well as north to south are brutally choked.

Chair Schultz said Mayor's Fitch's comments about Bend hit home to him. The development on the west side is super intense, and it is hard to get around. Redmond is looking to not have that happen if at all possible, needing wide and friendly streets and to keep the car usage down.

IX. Next Meeting -- May 17, 2023

X. COMMISSION MEMBER COMMENTS

XI. ADJOURN

With no further business, Chair Schultz adjourned the meeting at 6:29 pm.

APPROVED by the Redmond Urban Area Planning Commission and SIGNED by me this 21 day of June, 2023.

ATTEST:

/s/
Norman Schultz
Chair

/s/
Kyle Roberts
Planning Director



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**PROPOSED TEXT AMENDMENTS
TO THE REDMOND CITY CODE, CHAPTER 8
REDMOND DEVELOPMENT CODE (RDC)**

DATE: Prepared for June 21, 2023, Work Session
HEARINGS BODY: Redmond Urban Area Planning Commission
REVIEWING STAFF: Kyle Roberts, Planning Director
TOPIC: Planned Unit Development (PUD) in Mixed Use Zones

I. Purpose

- Correct Section 8.0260 to conditionally allow for Planned Unit Developments (PUDs) in the Mixed Use Neighborhood and Mixed Use Employment zones.
- Revise language in Section 8.0275 to reflect the appropriateness of PUDs more accurately.

II. Proposed Amendment to RDC

Proposed text amendments are shown in ~~strike-through~~ and **in Red or Red Underline**.

**ARTICLE I - ZONING STANDARDS
MIXED-USE ZONES**

8.0260 Table G, Uses Permitted. The following land uses are permitted outright or conditionally in each respective Zone as follows:

"O" means Permitted Outright

"C" means Permitted Conditionally

"N" means Not Allowed

Standard	MUN	MUE	Reference/Standards:
<u>Residential Uses:**</u>			All stand-alone residential uses listed in Table G may not occupy more than 20% of the net land area on the subject property zoned MUN.
Assisted Living Facility	O	O	
Bed and Breakfast	C	N	
Multi-Family Complex (5+ units)	O	O	See RDC Section 8.3035, Design Review Criteria
Residential use above ground flood (mixed-use unit)	O	O	

Live/Work Dwelling	O	O	See definitions of live/work houses, townhouses and apartments, and standards in RDC Section 8.3035, Design Review Criteria.
Residential Care Facility	C	C	
Townhouse	O	O	See Section 8.0142, Townhouse Development and Design Standards
<u>Planned Unit Development</u>	<u>C</u>	<u>C</u>	

(***)

ARTICLE I - ZONING STANDARDS MASTER DEVELOPMENT PLANS & PLANNED UNIT DEVELOPMENTS

8.0275 Planned Unit Development (PUD).

1. **Purpose and Applicability.** The purpose of a PUD is to:
 - A. Permit greater flexibility in land use regulations in all applicable zones (e.g., reduction of minimum lot size requirements).
 - B. Encourage creative developments.
 - C. Incentivize a variety of land uses and housing types, mixed use, the economy of shared services and facilities, public amenities, and developments compatible with the surrounding area and neighborhoods.
 - D. Promote and encourage infill development, flexibility in improvements on lots, and affordable and workforce housing.
 - E. Encourage preservation of natural features and enhancement of the area vegetation.
 - F. Facilitate sustainable design, energy efficiency, desirable aesthetics, and efficient use of open space.

(***)

//Analysis: Last year as part of the substantial House Bill 2001 amendment package, the Planned Unit Development (PUD) standards were amended to provide greater development flexibility and incentivize their use. A component of this was to provide opportunities for PUDs in more than just medium and high density residential zones. Changes were made to allow, conditionally, for PUDs in all residential zones as well as in commercial and industrial zones. The intent was to allow for them in the Mixed Use Neighborhood and Mixed Use Employment zones as well. Staff has reflected that change in the mixed use zones' uses table (Section 8.0260).

Last year the purpose and applicability section of the PUD provisions was updated as well. Although section 1.A of Section 8.0275 states that the purpose of PUDs are to permit greater flexibility in land use regulations in all zones, PUDs are not permitted in all zones. Staff has revised the language to accurately reflect PUD purpose and applicability.//



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**PROPOSED TEXT AMENDMENTS
TO THE REDMOND CITY CODE, CHAPTER 8
REDMOND DEVELOPMENT CODE (RDC)**

DATE: Prepared for June 21, 2023, Work Session
HEARINGS BODY: Redmond Urban Area Planning Commission
REVIEWING STAFF: Kyle Roberts, Planning Director
TOPIC: Exemption from Subsequently Adopted Land Use Regulations

I. Purpose

- Add a provision under the Land Divisions Standards that clarifies applicability of land use regulations during construction of a subdivision, pursuant to state law.

II. Proposed Amendment to RDC

Proposed text amendments are shown in ~~strike-through~~ and **in Red or Red Underline**.

Chapter 8 – Table of Contents:

ARTICLE III – LAND DIVISION STANDARDS

(***)

GENERAL PROVISIONS

Procedure	8.2100
Scope of Regulation.....	8.2105
Minimum Standards	8.2110
Sale	8.2115
Delegation.....	8.2120
Subdivision or Partitions in the OSPR Zone	8.2125
Enforcement	8.2130
<u>Exemption from Subsequently Adopted Land Use Regulations.....</u>	<u>8.2135</u>

**ARTICLE III – LAND DIVISION STANDARDS
GENERAL PROVISIONS**

8.2135 Exemption from Subsequently Adopted Land Use Ordinance. Pursuant to ORS 92.040(2) and (3), for lots created by subdivision after September 9, 1995, construction within an approved subdivision shall be subject to the City's land use regulations in effect on the date of tentative subdivision application. The lots shall not be subject to subsequently adopted land use regulations unless the applicant elects otherwise, in

which case all current regulations apply. In no instance shall this exemption extend beyond 10 years from tentative subdivision approval.

//Analysis: Although already directly applied as state law, adding this provision into the Redmond Development Code (RDC) will be useful for staff and applicants.

After a tentative subdivision is approved there is an amount of time that follows before construction of structures can occur on the newly subdivided lots. At a minimum, this is due to the applicant's need to meet conditions of approval, install infrastructure, and final plat and record lots. This can take anywhere from several months to years, depending on the subdivision and scope of project. At the same time, it's not uncommon for the RDC to be amended once or twice a year. As such, this provision allows an applicant to proceed with construction of the lots using the regulations in place at the time the tentative subdivision was approved regardless of whether there have been changes to the regulations since receiving subdivision approval. Additionally, the provision also allows an applicant to elect to use the current regulations if they've changed since receiving subdivision approval.

For example, when a building permit is received to construct on a lot in a subdivision that was approved no more than 10 years ago, the regulations (e.g., setbacks, building height, etc.) used to review the permit are those that were in place at time of tentative subdivision approval, unless the applicant elects to have the City apply the current regulations. In no circumstance will an applicant be allowed to pick and choose from pre-existing and current regulations.//

III. Attachment

Oregon Revised Statute

92.040 Application for approval of subdivision or partition; tentative plan; applicability of local government laws. (1) Before a plat of any subdivision or partition subject to review under ORS 92.044 may be made and recorded, the person proposing the subdivision or partition or authorized agent or representative of the person shall make an application in writing to the county or city having jurisdiction under ORS 92.042 for approval of the proposed subdivision or partition in accordance with procedures established by the applicable ordinance or regulation adopted under ORS 92.044. Each such application shall be accompanied by a tentative plan showing the general design of the proposed subdivision or partition. No plat for any proposed subdivision or partition may be considered for approval by a city or county until the tentative plan for the proposed subdivision or partition has been approved by the city or county. Approval of the tentative plan shall not constitute final acceptance of the plat of the proposed subdivision or partition for recording. However, approval by a city or county of such tentative plan shall be binding upon the city or county for the purposes of the preparation of the subdivision or partition plat, and the city or county may require only such changes in the subdivision or partition plat as are necessary for compliance with the terms of its approval of the tentative plan for the proposed subdivision or partition.

(2) After September 9, 1995, when a local government makes a decision on a land use application for a subdivision inside an urban growth boundary, only those local government laws implemented under an acknowledged comprehensive plan that are in effect at the time of application shall govern subsequent construction on the property unless the applicant elects otherwise.

(3) A local government may establish a time period during which decisions on land use applications under subsection (2) of this section apply. However, in no event shall the time

period exceed 10 years, whether or not a time period is established by the local government.

[Amended by 1955 c.756 §7; 1973 c.696 §7; 1983 c.826 §8; 1989 c.772 §5; 1995 c.812 §9; 2005 c.22 §71]



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**PROPOSED TEXT & MAP AMENDMENT
TO THE REDMOND CITY CODE, CHAPTER 8
REDMOND DEVELOPMENT CODE (RDC)**

DATE: Prepared for June 21, 2023, Work Session
HEARINGS BODY: Redmond Urban Area Planning Commission
REVIEWING STAFF: Kyle Roberts, Planning Director
TOPIC: Evaluation of Higher Density Overlay Zone

I. Purpose

- Correct the name of the overlay zone in the Table of Contents.
- Evaluate all properties overlaid with the Higher Density Overlay Zone.

II. Proposed Amendment to RDC

Proposed text amendments are shown in ~~strike-through~~ and **in Red or Red Underline**.

Table of Contents

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RESIDENTIAL USE ZONES

SECTION

Limited Residential R-1 Zone	8.0100
Limited Residential R-2 Zone	8.0105
Limited Residential R-3 Zone	8.0110
Limited Residential R-3A Zone.....	8.0111
General Residential R-4 Zone.....	8.0115
High Density Residential R-5 Zone	8.0120
Higher Density Residential <u>Overlay</u> Zone.....	8.0121

(***)

**ARTICLE I – ZONING STANDARDS
INTRODUCTORY PROVISIONS**

(***)

Higher Density Overlay Zone. Various areas within the city that permit density up to 30 units per net acre. The underlying base zone controls the land uses.

(***)

//Analysis: The Higher Density Overlay Zone is an overlay that was established and applied to nine properties dispersed throughout Redmond in 2017 via Ordinance 2017-12. An overlay zone applies a unique set of standards to a specified area and is placed over an existing base zone. Specifically, the subject nine properties, which are zoned either medium-high (R-4) or high density residential (R-5), are overlaid with the Higher Density Overlay that permits a density greater than what the base zone (i.e., R-4 or R-5) allows.

The allowance of greater density that the overlay affords only applies to multi-family complex development (5+ dwelling units on one lot). For example, the maximum density in the R-4 and R-5 zones are 14.5 and 17.4 dwelling units/net acre, respectively. With the overlay, the maximum density allowance increases to 30 dwelling units/net acre.

According to the Ordinance 2017-12 staff report findings, the creation and application of the Higher Density Overlay Zone was, generally, intended to gradually increase density throughout the city; increase the development of affordable housing (or housing priced to be affordable), particularly multi-family housing; and provide for a diversity of housing types and densities in a variety of locations. Now, nearly six years after the overlay was created, staff has evaluated its present day use and relevance.

Since the overlay was created, the development code has undergone two major amendments that have directly addressed two major goals cited in the justification for creating the overlay. The major code amendments in 2020 and 2022 have expanded the housing types allowed and increased densities in all residential zones. Specifically, in 2020 (Ordinance 2020-15) outright permitted plexes (duplex, triplex, quadplex), townhomes, and cottage clusters in all residential zones. Also, as a result of House Bill 2001, in 2022 (Ordinance 2022-04) the development code was amended to no longer limit maximum density for all plex and cottage cluster developments in all residential zones. The result of these amendments is a likely increase in density throughout the city as well as a diversification of housing types and densities throughout the city. Therefore, the primary relevance of the overlay today is simply the allowance of an increased maximum density limit for development of multi-family complexes on the subject properties with the overlay.

The table below presents the current status of the subject properties with the overlay.

<u>Property</u>	<u>Area</u>	<u>Development</u>	<u>Density: Units/Acre</u>	<u>Zone</u>	<u>Used overlay?</u>
2052 SW Helmholtz Way	7.52 acres	Vacant	-	R-4	-
1511 SW 15 th St.	0.92 acre	Existing boarded up SFD (built in 1934)	-	R-5	-
3030 & 3055 NW 7 th St.	3.40 acres	84-unit multi-family complex (built in 2022)	24.7	C-1*	Yes
2975 & 2980 NW 7 th St.	5.35 acres	108-room assisted living facility (built in 2020)**	N/A	C-1*	N/A

2445 SW Canal Blvd.	3.43 acres	60-unit multi-family complex (land use approval in 2023)	17.4	R-5	No
1610 SW Reindeer Ave.	1.38 acre	38-unit multi-family complex (built in 2020)	27.5	R-5	Yes
1601 SW Reindeer Ave.	2.57 acres	50-unit senior housing complex (built in 1994)**	N/A	R-5	N/A
1575 SW Reindeer Ave.	1.53 acre	29-unit multi-family complex (built in 2019)	19.0	R-5	Yes
1624 SW Quartz Ave.	0.82 acre	13-unit multi-family complex (5 units built in 2015, 8 units built in 2019)	15.9	R-5	No

*Residential uses permitted in C-1 are subject to density standards for the R-5 zone.

**Exempt from residential density standards.

Seven of the nine properties are developed. Two of the seven developed properties include projects not subject to residential density standards, and of the remaining five properties, three utilized the overlay's increased density allowance. The two undeveloped properties include a 7 ½ acre property in southwest Redmond, adjacent to SW Helmholtz Way, and an acre property in central Redmond at the corner of SW 15th Street and SW Obsidian Avenue.

The potential incompatibility of the overlay on the 7 ½ acre Helmholtz property became apparent as a result of a development proposed in 2021 (applicant withdrew proposal in 2023). Although the current Redmond Comprehensive Plan Policy 10-2-3 states "Allow and encourage development of higher density multifamily housing in High Density overlay zone," it is questionable why the overlay was applied to the Helmholtz property after researching the records.

According to the Ordinance 2017-12 staff report findings, the property owner had indicated an interest in higher density along SW Helmholtz Way, the westside's primary transportation arterial and that the area would benefit from a wider choice of housing types. Furthermore, the findings state that the proposed properties for the overlay are located along busy streets suitable for future fixed-route transit, and are close to existing or planned community services, which are needed to support higher density development. Lastly, cited are policies from the then current Comprehensive Plan including "Affordable housing should be permitted closer to schools, services, parks, shopping, employment centers or transit facilities" and "Housing of medium to high density should be encouraged and promoted close to and within the Central Business District and Neighborhood Commercial Centers."

It appears that the Helmholtz property is an outlier of the nine properties assigned the overlay. The property is the only one that doesn't have a base zone of R-5 (high density residential), and located directly south of the property is R-2 (limited, low density residential) zoned properties. Additionally, the property is located on the western edge of the city and is not located near existing or planned community services or transit facilities. Although adjacent to SW Helmholtz Way, no Cascade East Transit stops or facilities are planned for the area.

Staff presents the following three options to be discussed with the Planning Commission:

- 1) Do nothing (retain the higher density overlay on all subject properties)

- 2) Remove the higher density overlay from all subject properties
- 3) Remove higher density overlay from select properties

If the City were to do nothing, there will continue to be the opportunity to develop multi-family complexes at higher densities for the two undeveloped properties. The acre property at 1511 SW Obsidian Avenue is a suitable location for this type of development as it is zoned R-5 and is located near other high-density residential developments, a school, and other services and amenities. The Helmholtz property, as previously discussed, is not an ideal location for a relatively high-density development.

If the City were to remove the higher density overlay from all subject properties, the City should also amend the Comprehensive Plan to remove Policy 10-2-3 (*Allow and encourage development of higher density multifamily housing in High Density overlay zone.*). Additionally, because removing the overlay is analogous to changing the properties' zone designation, the City will be required to provide individual notice to the subject property owners.

If the City were to remove the higher density overlay from select properties, the City will be required to provide individual notice to the subject property owners. Recognizing that the overlay may not be appropriate for all nine subject properties, this option provides the opportunity to retain and remove the overlay where it makes sense on an individual property basis.

Staff would recommend removing the higher density overlay from all subject properties (option 2). The purpose and use of the overlay has diminished given the recent housing-related development code amendments, as mentioned earlier, and that seven of the nine subject properties have been developed. Moreover, staff believes the overlay is not suitable for the Helmholtz property. Ultimately, this item is subject to discussion with the Planning Commission and will result in a preliminary recommendation from the Planning Commission.

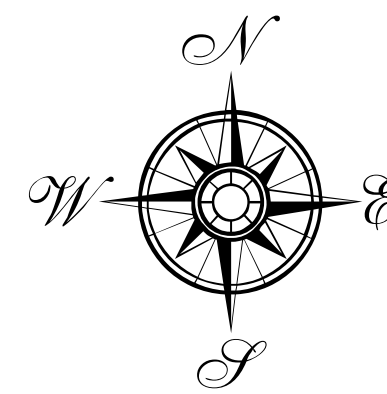
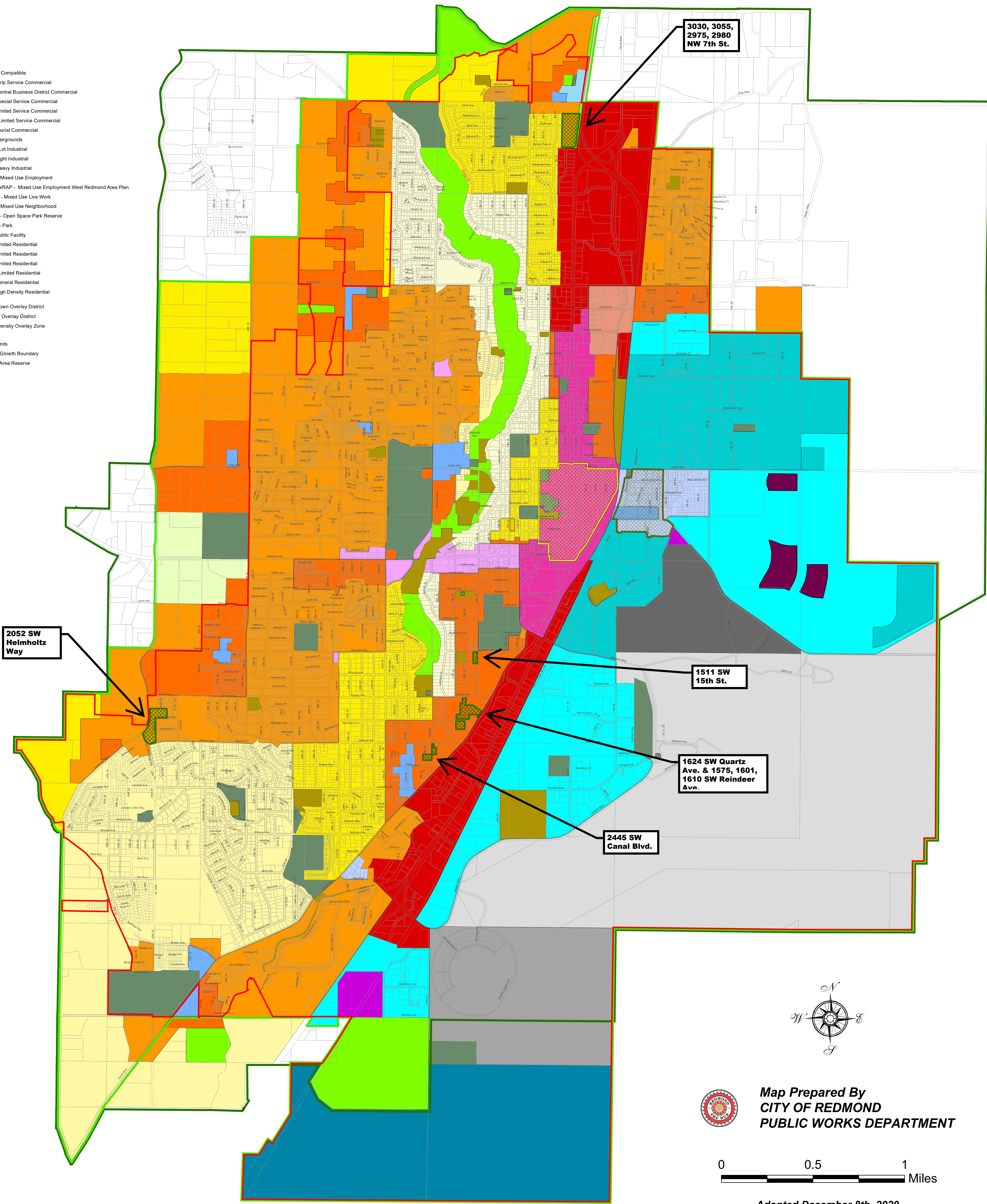
III. Attachments

- 2040 Greater Redmond Area Comprehensive Plan and Zone Map with overlay properties identified.
- Ordinance 2017-12 staff report, December 12, 2017

2040 Greater Redmond Area Comprehensive Plan and Zone Map

Legend

- Airport
- Airport Compatible
- C1 - Strip Service Commercial
- C2 - Central Business District Commercial
- C3 - Special Service Commercial
- C4 - Limited Service Commercial
- C4A - Limited Service Commercial
- C5 - Tourist Commercial
- FG - Fairgrounds
- Large Lot Industrial
- M1 - Light Industrial
- M2 - Heavy Industrial
- MUE - Mixed Use Employment
- MUE-WRAP - Mixed Use Employment West Redmond Area Plan
- MULW - Mixed Use Live Work
- MUN - Mixed Use Neighborhood
- OSPR - Open Space Park Reserve
- PARK - Park
- PF - Public Facility
- R1 - Limited Residential
- R2 - Limited Residential
- R3 - Limited Residential
- R3A - Limited Residential
- R4 - General Residential
- R5 - High Density Residential
- Downtown Overlay District
- MULW Overlay District
- High Density Overlay Zone
- City Limits
- Urban Growth Boundary
- Urban Area Reserve



Map Prepared By
CITY OF REDMOND
PUBLIC WORKS DEPARTMENT

0 0.5 1 Miles

Adopted December 8th, 2020



CITY OF REDMOND
Community Development Department

716 SW Evergreen Avenue
Redmond, OR 97756
(541) 923-7721
Fax: (541) 548-0706
www.ci.redmond.or.us

STAFF REPORT

DATE: December 12, 2017
TO: City Council
FROM: Deborah McMahon, Planning Manager
THROUGH: Keith Witcosky, City Manager
SUBJECT: Public Hearing to Consider Ordinance No. 2017-12, City File No. 711-HD-Overlay, adopting Higher Density Overlay Zones and related Comprehensive Plan and Development Code Amendments

Addresses Council Goal:

7. COMPREHENSIVE PLANNING

Enhance the quality of life in the city through adoption of programs, policies, and standards that balance growth while maintaining our unique character.

- A. Promote quality development.
 - i. Incorporate the Great Neighborhood Principles in both new development and infill development. Position the Great Neighborhood Principles for successful implementation by strengthening the City Code and other tools.
 - ii. Review and drive livability goals for design requirements in residential and commercial development in Redmond.
- C. Update the Comprehensive Plan, the Transportation System Plan and associated plans that advance the City's long-term development goals.
- E. Identify housing objectives, policies, and implementation strategies to diversify the range of housing choices in the community.

Report in Brief:

The City of Redmond Planning Commission recommends the City Council approve a Higher Density Overlay Zone over six key properties dispersed across the city. The recommended changes also include a number of Comprehensive Plan and Development Code Amendments to improve the processing, site design and architecture of higher density multi-family developments.

Background:

The Planning Commission believes the proposed changes will help the city better accommodate growth within the urban growth boundaries. Adding the higher density areas allows for a broader range of housing choices as required by the State of Oregon. The Plan currently contains statements and policies designed to gradually increase density throughout the city. These zones also help the city become a more a sustainable and complete community and positions Redmond better meet adopted planning objectives. Moreover, the Planning Commission recommends various code updates to achieve better site planning and building design. This helps create enduring value as the city grows.

Discussion:

Affordable housing, particularly multi-family housing, is in high demand but short supply due to growth pressures and low vacancy rates, etc. In addition, local housing experts/developers have also requested the City study and increase the density beyond what is allowed in the City's R-5 zone, which allows 17.4-24 units per acre. The City has received requests for density levels of up to 30 units per acre. The Comprehensive Plan contains various policies related to density:

Comprehensive Plan Policies

8. To bring about general overall increase in population density throughout the community to facilitate efficient transportation systems as energy conservation factors become more prevalent.

24. Higher density neighborhoods should complement the areas in which they are located. Development criteria should include: a) Buffering by means of landscaping, fencing or distance from conflicting uses. b) Compatibility of design, recognizing the conflicts of mass and height between larger multi-family and mixed-use buildings smaller single-family houses. c) On-site recreation space, such as adequate yard space for residents and play space for children in a distinct area shall be required for all new neighborhoods. d) Open space must be used for amenity or recreational purposes. The uses authorized or required for the common open space must be appropriate to the scale and character of the development, considering the size, density, expected population, topography, and the number and type of dwellings to be provided. e) Open space must be suitably improved for its intended use, but common open space containing natural features found worthy of preservation may be left undeveloped. The buildings, structures and improvements which are permitted in the common open space must be appropriate to the uses which are authorized. f) Multi-modal transportation facilities that provide pedestrian and bicycle users access to parks, schools, mass transit stops and convenience shopping. g) The siting of buildings to minimize the visual impact of parking areas from public streets. h) Access points for automotive, pedestrian, and bike traffic. i) Signage. j) Street connectivity. k) Traffic impacts.

25. The City should encourage subsidized housing to be located at a variety of locations within city limits.

27. Affordable housing should be permitted closer to schools, services, parks, shopping, employment centers or transit facilities.

29. Residential zones should allow for a wide variety of compatible housing types and densities.

30. The City and County shall consider providing incentives to develop higher densities of housing. Residential High Density (RH) – Areas designated RH are intended primarily for development as multi-family development complexes, condominiums, congregate living facilities, and other attached dwelling products. Planned urban densities are expected to average more than 8 dwelling units per acre. The Redmond Development Code may establish more than one zoning district for the RH designation to address local conditions and the need for different development review criteria. Commercial (C) – ...Residential development may be permitted in the C designation, either in the form of residences on upper stories above retail uses or, where compatible with surrounding uses, as stand-alone high density residential development.

42. Housing of medium to high density should be encouraged and promoted close to and within the Central Business District and Neighborhood Commercial Centers.

The current density across the City averages 3 units per acre or less and our goal is a minimum of 8 units per acre citywide per the Plan policies. The target density will take time to achieve and our objective is to look at increasing density in key areas rather than concentrating in one area. Gradually increasing density levels from 24 units per acre to 30 units per acre for key areas would result in spreading the density out rather than concentrations of density in any one area and “bring about a general increase in population density” consistent with Policy 8 above. Several housing developers, including HousingWorks and Avamere have identified their need for additional density to develop more efficiently and meet housing demand. Additional density would also result in more housing choices, dispersed across the community, without overloading infrastructure and public facilities.

The map within the Ordinance shows the location of the six properties and these are also described below:

- Area 1 – Spruce/Hwy 97 – C-1 Strip Commercial Zone - this site is near transportation corridors, services, and is in a location that would benefit from a better mix of uses.
- Areas 2-5 – Canal, Pumice to Salmon - R-5 High Density Zone - This area contains lots owned by HousingWorks and Lawnae Hunter. Both parties are interested in building higher density development. This area has easy access to a variety of transportation choices and services.
- Area 6 – Helmholtz from Quartz to Salmon - R-4 High Density Zone – Owner Kathryn Sinclair has indicated an interest in higher density along the west side's primary transportation arterial. This area would benefit from a wider choice of housing types.

These six properties share several important attributes. The properties are located on busier streets suitable for future fixed-route transit, they have motivated property owners, and are close to existing or planned community services – all are needed to support higher density development.

The Planning Commission also recommends enhanced architectural design review for higher density projects. The proposed code changes will supplement current design review requirements and ensures that the City Council goals for achieving a variety of housing choices and enduring value will be met.

During the research phase of this staff received comments from developers regarding why triplexes fourplexes are not being built in the city. Staff found this is primarily due to triplexes and fourplexes being required to go through costly site plan review processes. This is a barrier to affordable housing and the Planning Commission recommends this be removed. Removing the site plan review process would leave in place the current design review requirements utilized for single family homes and duplexes, thus assuring the public of an effective review process.

Various other text changes within the code will be required to administer and implement the higher density overlay zones and these are included in the attached Ordinance.

The City provided and posted extensive published public notice, conducted workshops and provided at least two public hearings. Written and verbal comments received were in support of the changes. No comments were received opposing the proposal. Staff consulted with the Central Oregon Builders Association throughout the entire process.

As required by City Charter, on December 5, 2017, notices regarding this Council action were posted in three public places (the library, the Police Department, and the Redmond Chamber of Commerce) in addition to City Hall. Three copies of the ordinance were also available for review at City Hall.

Fiscal Impact:

There is minimal negative fiscal impact. Staff anticipates additional multi-family development to occur because of the proposed changes, which will have a positive impact upon the city.

Alternative Courses of Action:

1. Close the public hearing and approve the amendments as proposed herein or as further modified by the City Council;
2. Continue the public hearing, and/or leave the written record open, for further testimony and public comment; or,
3. Close the public hearing and recommend against approving the amendment.

Recommendation/Suggested Motion:

"I move to have a first and second reading of Ord. #2017-12 by title only." (Voice vote)

(City Attorney will read ordinance by title only, twice.)

"I move to approve Ord. #2017-12." (Roll call vote "I move to approve Ordinance 2017-12)

Respectfully Submitted,

Deborah McMahon, Planning Manager

**CITY OF REDMOND
ORDINANCE NO. 2017-12**

AN ORDINANCE APPROVING AN AMENDMENT TO THE CITY OF REDMOND ZONING AND COMPREHENSIVE PLAN MAP AND TEXT BY ADDING SIX HIGHER DENSITY OVERLAY ZONES; ADDING TEXT TO CHAPTER 14, URBANIZATION, POLICY 16B; AND NEW TEXT TO CHAPTER 10, HOUSING; AMENDING THE REDMOND DEVELOPMENT CODE BY MODIFYING SECTION 8.0141; AND ADDING A NEW SECTION 8.0142, ARCHITECTURAL DESIGN STANDARDS FOR MULTI-FAMILY DWELLINGS, FIVE OR MORE UNITS; AMENDING THE TEXT OF SECTION 8.0300 MASTER DEVELOPMENT PLANS; AMENDING THE TEXT OF SECTION 8.3010 EXEMPTIONS; AND, VARIOUS OTHER SECTIONS OF THE REDMOND DEVELOPMENT CODE, CHAPTER 8.

WHEREAS, the City of Redmond has adopted zoning and planning regulations in accordance with Oregon Revised Statutes Chapter 227 that regulate and control the development of land within the City; and

WHEREAS, the City of Redmond has adopted a set of goals that include: “enhance the quality of life in the City through the adoption of programs, policies and standards that balance growth while maintaining the city’s unique character and promote quality development; and

WHEREAS, the Redmond Urban Area Planning Commission held a public hearing on June 5, 2017 and, after reviewing the record and gathering public testimony, has recommended that the Redmond City Council approve the Zoning and Comprehensive Plan Amendments; including changes to the Plan Map and new standards for multi-family development.

WHEREAS, the Redmond City Council held a public hearing on December 12, 2017 to consider the recommendation of the Redmond Urban Area Planning Commission, review the existing record and gather additional evidence and public testimony; and

WHEREAS, the Redmond City Council has received the Planning Commission’s recommendation and, after receiving additional evidence and testimony, determined that the requested Comprehensive Plan amendments would contribute to the Redmond Comprehensive Plan Goals and Policies; and

WHEREAS, the Redmond City Council finds that the findings supporting the proposal have fully addressed the City’s Comprehensive Plan amendment process, the applicable state law, the Statewide Planning Goals and the City’s standards and criteria for an amendment to the Redmond Development Code; and,

WHEREAS, the Redmond City Council finds that the proposal furthers the interests of the City.

NOW, THEREFORE, THE CITY OF REDMOND ORDAINS AS FOLLOWS:

SECTION ONE: The City of Redmond hereby approves the amendments to the City of Redmond Zoning and Comprehensive Plan Map and text by adding six Higher Density Overlay Zones; adding text to Chapter 14, Urbanization, Policy 16B and new text to Chapter 10, Housing; amending the Redmond Development Code Section 8.0141; and adding a new Section 8.0142, Architectural Design Standards for Multi-Family Dwellings, Five or More Units; amending the text of Section 8.0300 Master Development Plans; amending the text of Section 8.3010 Exemptions; and, various other sections of the Redmond Development Code Chapter 8. The Staff Report, Map and Multi-Family Guidelines, Planning Commission Recommendation of Approval, and Public Record are attached hereto as “Exhibit A”.

SECTION TWO: In support of the approval, the City of Redmond hereby adopts the findings, which are attached hereto as "Exhibit B" which were prepared by City staff and demonstrate compliance with the Redmond Comprehensive Plan, Development Code and Section 8.0750-8.0760 Amendments to the Zoning/Plan Map and the applicable Statewide Planning Goals.

SECTION THREE: SEVERABILITY. The provisions of this Ordinance are severable. The invalidity of any section, clause, sentence, or provision of this Ordinance shall not affect the validity of any other part of this Ordinance, which can be given without such invalid part, or parts.

PASSED by the City Council and **APPROVED** by the Mayor this 12th day of December 2017.

George Endicott, Mayor

ATTEST:

Kelly Morse, City Recorder