



CITY OF REDMOND
Community Development Department

716 SW Evergreen Ave.
Redmond, OR 97756

(P) 541-923-7721
(F) 541-548-0706

www.ci.redmond.or.us

URBAN AREA PLANNING COMMISSION
716 SW Evergreen Ave Conference Room A

Tuesday, May 17, 2011
7:00 PM

Agenda

UAPC
Members
Eric Porter,
Chair

Will
Van Vactor,
Vice Chair

Tory
Allman

Bob
Bleile

Stan
Clark

Katie
McDonald

John
Nastari

- I. CALL TO ORDER**
- II. CITIZEN COMMENTS**
- III. WORK SESSION**
 - a. Mixed Use Live Work Zone:
Live/Work Units cont'd (Exhibit 1)**
- IV. PRESENTATIONS**
 - a. Central Oregon Regional Economic
Opportunity Analysis (Exhibit 2)**
- V. COUNCIL LIASON COMMENTS (if present)**
- VI. STAFF COMMENTS**
- VII. COMMISSIONER COMMENTS**
- VIII. ADJOURN**

*Please note that these documents are also available on the City's website www.ci.redmond.or.us; 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 KellyM@ci.redmond.or.us

Anyone needing accommodation to participate in the meeting must notify Mike Viegas, ADA Coordinator, at least 48 hours in advance of the meeting at (541) 504-3032, or through the Telecommunications Relay Service (TRS) which enables people who have difficulty hearing or speaking in the telephone to communicate to standard voice telephone users. If anyone needs Telecommunications Device for the Deaf (TDD) or Speech To Speech (STS) assistance, please use one of the following TRS numbers: 1-800-735-2900 (voice or text), 1-877-735-7525 (STS English) or 1-800-735-3896 (STS Spanish). The City of Redmond does not discriminate on the basis of disability status in the admission or access to, or treatment, or employment in, its programs or activities.



CITY OF REDMOND
Community Development Department

EXHIBIT 1
716 SW Evergreen Avenue
Redmond, OR 97756
(541) 923-7721
Fax: (541) 548-0706
www.ci.redmond.or.us

STAFF REPORT

DATE: May 17, 2011
TO: Redmond Urban Area Planning Commission
FROM: James Lewis, Senior Planner – Long Range Planning
SUBJECT: Work Session - MULW Zone – Consideration of Modified Text

Report in Brief:

Exhibit A includes modifications of the proposed MULW zone text as discussed at the Planning Commission work session on May 3rd. The issues discussed all involve the live/work units, and include: the number of dwelling units allowed; the types/sizes of the business component; and, parking requirements. The attached Exhibit A shows the **proposed text highlighted in yellow**, text to be **eliminated in red strikethrough**, and ***re-located text in underline blue italic***.

Live/Work Units – 1.) The definition for Live/Work Unit has been modified to specifically state that no more than two dwelling units are allowed as part of a live/work unit (as discussed with the Planning Commission at their May 3rd meeting).

Parking Requirements – The initial draft text requires live/work units to have two parking spaces regardless of the size of the unit and associated business. Because of the unrestricted nature of the size of some of the businesses that could be developed as part of a live/work unit, this parking requirement may not be adequate – even with on-street parking taken into consideration. A revision to the parking requirement has been proposed (as discussed with the Planning Commission at their May 3rd meeting).

Background:

Over the past year the Planning Commission worked with Staff to develop the draft text for the MULW zone. At the March 15, 2011 meeting, the Planning Commission made final adjustments to the draft text per Staff's previous fine tuning as directed by the Planning Commission – a working public review/hearing draft was subsequently developed that incorporated all the changes and direction of the Planning Commission. A neighborhood information meeting is scheduled for May 19, 2011 and a formal public hearing is scheduled for June 7, 2011. While preparing staff reports and findings for the project, and after receiving comments from ODOT and DLCD, Staff identified the issues raised above and initially discussed these with the Planning Commission at the May 3rd meeting. Subsequently, the attached Exhibit A was prepared to reflect the direction from the Planning Commission and are again being presented for review.

Discussion:

Live/Work Units – Uses and Size

Use – An initial issue was raised and discussed at the May 3rd meeting regarding the open ended nature of the draft wording for live/work units – meaning that any type and size of “work” use could be developed, with any number of dwelling units within the definition and context of “live/work unit.” The unrestricted nature in which businesses could be created as part of live/work units has significant transportation impacts that make compliance with Transportation Planning Rule (TPR) improbable. In

this regard, the direction of the Planning Commission was to limit the number of dwelling units to two (2), and to explore methods by which the business components could be limited in terms of their potential traffic impacts, but so as to not limit the ability for a wide variety of uses to be developed. Notwithstanding this direction, it was acknowledged that some uses may not be appropriate in the MULW area so as to not take away from the viability of other portions of Redmond (i.e. such as limiting commercial and office uses so that the MULW area does not draw such business away from downtown).

At the direction of the Planning Commission, Staff explored various methods of addressing the issues that the initial draft text creates – some discussed at the May 3rd Planning Commission meeting. These included: limiting the overall size of the structure; employing a floor area ratio (ratio of land area to gross square footage of structure); limiting only the size of the business portion of the structure; and, limiting businesses on a case by case basis according to their traffic impacts. While some of these have more merit than others, Staff believes the best way in which the intent of the zone can be met and compliance with the TPR maintained is to include the text as proposed in the attached Exhibit A (limiting the business portion of the live/work units to those businesses otherwise permitted elsewhere and as stand-alone businesses in the zone – except adding offices). Other methods explored tended to limit businesses which were not necessary to limit (because they are the primary intended uses in the zone and do not generate many trips), were overly cumbersome, were difficult for the average property owner to understand, or were unable to be monitored and enforced by staff.

Transportation Planning Rule Compliance – For any proposed changes to land use designations, the State Transportation Planning Rule must be addressed. Compliance with the TPR requires that the proposal either not have adverse impacts to the transportation system (based on potential impacts 20 years into the future), or that mitigation for such impacts is identified, funded and reasonably likely to occur in the near term (meaning, with a specific plan and identified funding sources secured). This is a very big test – one that has been the subject of great debate at the legislative level. Nonetheless, it must be demonstrated that Rule is being met.

In order to comply with the TPR, the potential traffic impacts from the uses in the proposed MULW zone must be deemed to be less than or negligible in comparison to those that can be generated by the uses in the existing M-1, M-2 and R-4 zones. Under the initially proposed MULW zone text, the unrestricted nature of the live/work unit as discussed herein would allow a variety of business uses that could generate traffic impacts significantly over and above those possible in the existing zones (based on the City traffic analysis). Thus, compliance with the TPR would either not allow the MULW zone to be applied to the area proposed (however, it could be adopted into the Comprehensive Plan Development Code as a new City zoning standard) or mitigation, necessary funding and plans for construction must be identified as described above. From historical traffic analysis data, we know that significant traffic impacts generated by application of the MULW zone in the subject area would have adverse impacts to the US 97 Re-Route intersection with Evergreen Avenue and Highland Avenue. Improvements to these facilities would likely cost millions of dollars and are not identified as projects which are reasonably likely to be constructed in the City's 20-year Public facilities Plan.

As a result, in order to comply with the TPR, the uses listed in the MULW zone must not have the potential of generating impacts greater than those of the underlying zones if it is going to be applied to the subject area. From a practical standpoint, this means that the uses in the MULW zone cannot be so broad as to include high trip generators such as stand-alone retail commercial or office uses especially as those uses grow in scale. On this basis, the City could not approve such Comprehensive Plan and Zoning map changes to apply the MULW zone provisions without being out of compliance with the TPR and receiving sharp criticism from ODOT and the likelihood of a valid appeal. In short, even though this is a City initiated project, the proposal must have some restraints regarding overall uses and scale.

The initial traffic analysis, which has looked at applying the MULW zone as initially drafted but with live work units that are limited as proposed herein, shows that the MULW zone generates slightly fewer trips than what is possible under the current zoning. If the potential type and scale of the business uses allowed within the live/work units is unrestricted, the trips significantly exceed that which is

possible under the existing zoning. On this basis, the map changes to apply the MULW zone would not comply with the TPR.

Parking – Live/Work Units

Staff has amended the parking requirements for live/work units as directed by the Planning Commission at the May 3rd meeting – see attached Exhibit A. These standards will allow live/work units of moderate size to be constructed with minimal parking. However, as the unit sizes grow and potential parking need increases, the proposed standards will require additional on-site parking to mitigate impacts on public infrastructure and adjoining properties. Such requirements though will still be far less than if such uses were developed as “stand alone” businesses and will rely on the shared nature of the mixed use zone.

Other Sections of the Draft MULW Zone and MULW Special Overlay District

Other than those sections of the draft code addressed herein, no other issues were identified that could create non-compliance with the TPR or unintended consequences during implementation and development. The MULW Special District Overlay included all the uses previously discussed with the Planning Commission (as inventoried as existing in the subject area by Staff) and will allow continuation and expansion of those uses indefinitely. Aside from the allowed uses, the code also continues to include design and development standards as discussed with and recommended by the Planning Commission.

Alternative Courses of Action:

1. Approve the suggested additions/modifications to the draft text of the MULW zone as proposed by Staff in Exhibit A, and direct staff to include the additional/modified text in the draft presented for public hearing on June 7, 2011.
2. Further modify the proposed text (at the discretion of the Planning Commission) and then direct staff to include the additional/modified text in the draft presented for public hearing on June 7, 2011.
3. Direct Staff to take no action and not modify the current text.

Recommendation/Suggested Motion:

Staff recommends that the Planning Commission direct staff to include the proposed text and make changes to the draft that will be presented at the June 7, 2011 public hearing. A motion by the Planning Commission to add the text as discussed and proposed herein, and vote of approval, would direct Staff to make such changes.

James J. Lewis
Senior Planner, Long Range Planning

EXHIBIT A

PROPOSED MODIFICATIONS TO MIXED USE LIVE WORK (MULW) ZONE TEXT

I. Definitions

Live/Work Unit, New – a new structure or use, which is being created to have **a no more than two (2) residential-component dwelling units**, as well as a business component (more intensive than a licensed home occupation).

Live/Work Unit, Modified – any existing on-site building that is being changed into a **unit structure** for the purpose of having **a no more than two (2) residential-component dwelling units**, as well as a business component (more intensive than a licensed home occupation).

II. Proposed Modifications to Uses Permitted in the MULW Zone

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

USE:	ZONE:	REFERENCE/STANDARDS:
	MULW	
<u>Residential Uses:</u>		
Existing Single Family Residential Use prior to May 2011	O	
<u>Live/Work Uses:</u>		
Live/ Work Units	O	The business components are limited to those uses and corresponding design standards and limitations as listed in this Section.
Live/Work Unit with Office	O	Office Use is Limited to 2,500 square feet in size
<u>Eating and Drinking</u>		
Bakery (retail/sit-down)	O	
Bar, tavern	C	
Café, sit-down restaurant, diner, brew pub	O	
Convenience Store	⊖	Limited to 2,500-square feet in size.
<u>Entertainment</u>		
Indoor commercial recreation	C	
<u>Automotive Uses:</u>		
Auto service and repair	C	
Gas Stations	C	

<u>Industrial Uses:</u>

Light Industrial Uses including manufacturing, fabrication, and assembly	O	
Office in support of <u>as an accessory use to</u> a primary industrial use	O	
Distribution center	O	
Wholesaler	O	
Precision machine shop	O	
Research and development facility	O	
Contractor Service and Supply	O	Retail associated with this use is limited to 2,500-square feet.
Shop or studio (including woodworking and other artisans)	O	
Warehousing and Manufacturing	O	
<u>Office-Type Uses:</u>		
Office service and supplies	O	
Printing and publishing	O	
Telemarketing, call center, back office	O	
<u>Public and Semi Public Uses:</u>		
Churches, religious institutions	C	
Lodge, club, non-profit/fraternal organization	C	
Park (public or private)	O	
Public transportation station	O	
Recreation Facility (public or private)	C	
Schools (public or private)	C	
Utility facility	C	

<u>Commercial Uses:</u>		
Retail Uses	O	In the MULW zone, retail use shall be only allowed as a part of <u>an accessory use to</u> an outright permitted or conditional use and shall be limited to 2,500-square feet per use. This land use category pertains to uses not already permitted in the zone.
Service Commercial Uses	O	In the MULW zone, service commercial uses shall support the neighborhood (such as beauty and barber shops, day care, dry cleaners) and shall be limited to 2,500-square feet per use. This land use category pertains to uses not

		already permitted in the zone.
<u>Convenience Store</u>	<u>O</u>	<u>Limited to 2,500 square feet in size</u>
New Drive through / up facilities as part of an approved use (facilities must include an inside use component such as seating or a service area, except for voting drop offs and postal drop boxes):	C	Drive through or drive up facilities shall not be located within 600 feet of any arterial or collector intersection with a state highway, within 400 feet of a local street intersection with a state highway, and not adjacent to or have access to a state highway. Otherwise, drive through or drive up facilities may be located within 100 feet of a collector or arterial street intersection, and shall be separated from other drive through and drive up facilities by a minimum of 300 feet.

III. Proposed New Text for Parking Requirements for Live Work Units

8.3170 Site and Design Review Criteria. Prior to issuance of a building permit, the following applicable criteria shall be met.

2. Outside Requirements – New Live Work Units.

a.) Parking. ~~Each unit shall have a minimum of 2 off-street parking spaces.~~ Each live/work unit shall have one (1) off-street parking space for each dwelling unit and one (1) off-street parking space for the first 1,000 square feet of non-residential floor area. Additional off-street parking spaces for non-residential floor area over and above the first 1,000 square feet shall be provided pursuant to Section 8.0500 through 8.0515 (Off-Street Parking and Loading Requirements). The applicant may propose approved materials for parking that are porous and yet strong enough to support vehicles. The Community Development Director or designee shall be the final authority for acceptable alternatives to pavement.

5. Modifications to Existing Residential Structures.

b.) Outside Requirements.

b1.) Parking. ~~Each unit shall have a minimum of 2 off-street parking spaces.~~ Each live/work unit shall have one (1) off-street parking space for each dwelling unit and one (1) off-street parking space for the first 1,000 square feet of non-residential floor area. Additional off-street parking spaces for non-residential floor area over and above the first 1,000 square feet shall be provided pursuant to Section 8.0500 through 8.0515 (Off-Street Parking and Loading Requirements). The applicant may propose approved materials for parking that are porous and yet strong enough to support vehicles. The Community Development Director or designee shall be the final authority for acceptable alternatives to pavement.



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

EXHIBIT 2

DATE: May 17, 2011
TO: Redmond Urban Area Planning Commission
FROM: Heather Richards, Community Development Director
SUBJECT: Work Shop: Central Oregon Regional Economic Opportunity Analysis

Report in Brief:

This is a work shop to update the Redmond Urban Area Planning Commission on the progress and next steps for the Central Oregon Regional Economic Opportunity Analysis, a Department of Land Conservation and Development (DLCD) grant funded pilot project in Central Oregon amongst Crook, Deschutes and Jefferson Counties, evaluating whether or not there is need for an inventory of large industrial lots to respond to regional and state-wide recruitment requests.

Background:

Oregon land use law prescribes how municipalities can plan for growth (both residential and employment) through a variety of land use goals. Goal 9 pertains to economic development and employment lands. Specific to this goal is the premise that a community can only entitle as much employment (industrial) land that it needs to support its predicted population growth in the future, ie number of future jobs needed by the number of future residents. The population growth is calculated based on past trends and predicted opportunities. This formula does not account for "exogenous" industrial land need – large industrial lots that are not specific to supporting the organic job growth expected with normal population growth, but are more responsive to opportunity.

In 2010, DLCD awarded Deschutes County a technical assistance grant to work with Crook and Jefferson Counties as well as all of the municipalities on a Regional Economic Analysis that would define the exogenous need for large industrial lots in Central Oregon. This is a pilot project for DLCD.

Planners and economic development officials from all impacted governments have been meeting regularly for the past nine months to work on this project. The final deliverables will be available by June 30, 2011 for distribution.

A regional forum outlining the results of this effort is scheduled for May 24, 2011, 4 – 6 PM, Deschutes County Services Building.

Discussion:

Oregon is entering an increasingly competitive dynamic in the recruitment and retention of global large scale employers and producers. Central Oregon has the potential to compete as a region, but not as individual jurisdictions. It is due to the Central Oregon quality of life factor that so many people and businesses have relocated to the region in the past decade. The same quality of life amenities in Central Oregon that have attracted so many new residents is a major draw and appeal for new industries looking to locate a facility.

Developing and maintaining a regional supply of large readily available industrial sites will allow Central Oregon communities to compete for a broader range of economic development opportunities than they are currently capable of. There are a substantial number of large firms regularly seeking sites that are not currently available within the region, precluding economic development organizations such as

Business Oregon and EDCO from marketing the area to these prospects. The primary economic development objective of this analysis is to assure that the regional industrial land inventory is adequate to support the specific needs of large lot industrial users.

Economic recruitment benefits from some degree of market choice. Firms evaluating prospective locations are more likely to consider Central Oregon if multiple appropriate sites can be seen in a single trip. The region needs to establish and maintain a “competitive portfolio” of large lot industrial sites. This would include an inventory of readily available and appropriate sites. The Central Oregon Regional Economic Opportunity Analysis has identified the need for six large industrial sites in the region dispersed throughout at least three jurisdictions. Definitive sites have not been identified and will not be part of this process, but will however be part of a future process.

This work shop will focus on the final draft content of the Central Oregon Regional Economic Opportunity Analysis and the next steps for implementing a program.

Respectfully submitted,

Heather Richards,
Community Development Director