

Community Development Department

Planning Division Building Safety Division Environmental Health Division

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STAFF REPORT

TO: Deschutes County Board of Commissioners

FROM: Catherine Morrow, Planning Director
Peter Gutowsky, Senior Planner

DATE: June 29, 2006

SUBJECT: Redmond Urban Growth Boundary Amendment / Public Hearing

A. Background

The Board's July 11, 2006 public hearing on Redmond's Urban Growth Boundary (UGB) amendment completes a six-month work program by the City of Redmond and Deschutes County. Aided by the Board's adoption of an Urban Reserve Area (URA) last December, creating a fifty year supply of land, Redmond public works staff initiated an engineering analysis to identify areas that could be 1) developed the fastest; 2) at the lowest relative cost; and, 3) generate the greatest development yield. Concurrently, Redmond planning staff and their respective consultants incorporated findings from the County's coordinated population forecast and the City's own housing needs analysis to identify a twenty year land supply to meet Year 2025 growth projections.

Starting in January, Redmond staff outlined a preliminary "west-side" UGB amendment, consisting of approximately 2,160 acres. The initial draft recognized NW Helmholtz Way as an arterial corridor that could act as a west-side bypass, adding transportation capacity to an already overburdened Highway 97 system. Similarly, favorable topography could also enable the City of Redmond to utilize right-of-way within NW Helmholtz Way to construct a gravity flow sewer interceptor. Upon direction from Redmond City Council in February, Redmond planning and public works staff spent two months convening a series of work shops and open houses to gather community input. By April, Redmond City Council agreed to formally initiate legislative amendments to their UGB, Comprehensive Plan, and zoning ordinances.

B. County Planning Commission Recommendation

Following a joint work session in May and a joint public hearing with Redmond's Planning Commission on June 8, 2006, the Deschutes County Planning Commission on June 22, recommended a 2,184-acre UGB amendment (Attachment 1). As Table 1 illustrates, the County's motions were nearly identical to the Redmond Planning Commission's, deviating by only eighteen acres. The other notable difference between the two Commissions pertained to their handling of the "Far West Properties," a group of twenty-seven property owners wishing to be incorporated into Redmond's UGB. Representatives submitted written findings and oral testimony asking both Planning Commissions to support a 168.5-acre legislative amendment that is separate from the City and County's UGB proposal.

Table 1: Deschutes County / Redmond Urban Area Planning Commission Recommendations		
(1) Parallel Recommendations		Action
County Planning Commission	2,162-acres	Support Staff Proposal
	4-acres	Add Russell Property
Redmond Planning Commission	2,162-acres	Support Staff Proposal
	4-acres	Add Russell Property
(2) Differing Recommendations		Action
County Planning Commission	18-acres	Add Elliot Property
	Far West Property Owners (168.5 acres)	Consider area during a separate amendment process
Redmond Planning Commission	18-acres	Exclude Elliot Property
	Far West Property Owners (168.5 acres)	No action taken
(3) Final UGB Recommendations		Total Area
County Planning Commission		2,184-acres
Redmond Planning Commission		2,166-acres

Upon evaluating the Far West Property Owners' findings, County planning staff testified on June 22, that the average annual growth rate cited in their report for Year 2026, differs from Redmond's URA population forecast that estimated the amount of land needed by Year 2050.¹ Without debating the merits of their population forecast, a majority of County Planning Commissioners recommended that the Board consider the Far West property owners' effort to undertake a separate UGB amendment (Attachment 1).

The last recommendation made by the County Planning Commission pertains to the amendments to Deschutes County Code, Title 20, Redmond Urban Growth Area Zoning. Deschutes County is creating an Urban Holding Zoning (UH-zone) that applies to the urban unincorporated area inside Redmond's UGB. Permitted and conditional uses are significantly limited in the UH-10 zone until the property owner submits a master plan and annexes into the city limits (Attachment 2). The County Planning Commissioners unanimously added two permitted uses for the UH-10 zone: 1) accessory uses customarily provided in conjunction with farm use; and, 2) alteration, restoration or replacement of a lawfully established dwelling.

C. Board Public Hearing

In preparation of the Board's joint hearing with Redmond City Council, a public notice was published in the *Redmond Spokesman* on June 21, and distributed to all individuals who provided public testimony. During the hearing, the Board will consider amendments to

¹ *ECONorthwest Redmond 2025-2050 Population Forecast*. Cited as a report in Redmond's Comprehensive Plan, ECONorthwest projects the city's population to reach 46,867 residents by Year 2026. This represents a 2.50% average annual growth rate from the Year 2025 population forecast of 45,725. Contrastingly, the Far West Property Owners methodology uses an average annual growth rate of 4.10% from Year 2025 to Year 2026. This discrepancy creates an inconsistent population projection of 47,595, a difference of 728 residents, that consequently alters Redmond's anticipated need for household units and rural land when compared to the ECO Northwest report.

Deschutes County Code that are distinctly different from the City of Redmond. Enclosed with this report are Ordinances 2006-018 and 2006-19, formatted for the Board to formally consider the County Planning Commission recommendations (Attachments 3 and 4). Table 2 lists the exhibits associated with these two ordinances.

Table 2: Ordinances 2006-018 and 2006-019
Ordinance 2006-018: Deschutes County Comprehensive Plan Amendments
Exhibit A – Comprehensive Plan Policies
Exhibit B – UGB Legal Description (<i>pending</i>) ²
Exhibit C – Comprehensive Plan Map
Exhibit D – Transportation System Plan Map
Exhibit E – UGB Findings (<i>pending</i>) ³
Exhibit F – UGB Supplemental Findings (<i>pending</i>) ⁴
Ordinance 200-019: Amending Deschutes County Zoning Amendments
Exhibit A – Redmond Urban Growth Area, DCC Title 20
Exhibit B – UGB Legal Description (<i>pending</i>) ⁵
Exhibit C – Zoning Map

After conferring with Legal Counsel, County planning staff amended Deschutes County Comprehensive Plan, Chapter 23.48, Urbanization, to supplement the Planning Commission's recommendation. Exhibit A of Ordinance 2006-018, allows the County to adopt by reference, Redmond's Comprehensive Plan as the policy document that provides the basis for implementing land use plans and ordinances in Redmond's Urban Growth Boundary. The general purpose is to provide for one principal means of implementing the Redmond Comprehensive Plan.

D. Case File

Deschutes County's staff report and Ordinances 2006-018 and 2006-019 are located in a City of Redmond binder, under the first tab. Redmond staff prepared this binder to organize the findings, source documents, and legislative amendments to their Comprehensive Plan and Zoning ordinances. The entire case file, reflecting all the findings and public testimony submitted since June 8, 2006 will be entered into the record on July 11.

Attachments

1. County Planning Commission Recommendation
2. Permitted and Conditional Use Table
3. Ordinance 2006-018
4. Ordinance 2006-019

² On the date of this report, Redmond staff have not submitted a legal description of the proposed UGB amendment to the Deschutes County Surveyor's Office. No official action can be taken by the Board until the Surveyor's Office approves the legal description.

³ The findings justifying Redmond's original 2,162-acres UGB amendment, were not finalized by Redmond staff on the date of this staff report.

⁴ The supplemental findings to justify the County Planning Commission's recommendation to add the approximate 4-acre Russell parcel and 18-acre Elliot parcel into Redmond's UGB amendment were not finalized by Redmond staff on the date of this staff report.

⁵ See note 2 above.

Attachment A
Redmond Urban Growth Boundary Amendment
Text Amendment 2006-03 / Plan Amendment 2006-01

On June 22, 2006, the Planning Commission recommended the following:

1. Amend the **County Comprehensive Plan map** designation showing the new Redmond Urban Growth Boundary (UGB) and Urban Reserve Area (URA) boundaries and a plan designation identifying the unincorporated UGB area as “Redmond UGB,” as recommended by City staff.

(4-1 vote, Pace opposed)
2. Amend the **County Comprehensive Plan map** showing the new Redmond UGB and URA boundaries and a plan designation identifying the unincorporated UGB area as “Redmond UGB,” as modified by the County Planning Commission so it also includes 11-acres of the Elliot property.

(4-1 vote, Smith opposed)
3. Amend the **County Comprehensive Plan map** showing the new Redmond UGB and URA boundaries and a plan designation identifying the unincorporated UGB area as “Redmond UGB,” as modified by the County Planning Commission so it also includes 4-acres of the Russell property.

(5-1 vote)
4. Amend the **County Transportation System Plan (TSP) map**, as modified by the County Planning Commission in the previous motion, to reflect future City arterial and collector streets located in the urban unincorporated area of Redmond.

(4-1 vote, Pace abstained)
5. Adopt the findings supporting Redmond’s Urban Growth Boundary amendments, as modified by the County Planning Commission in the previous motion.

(5-0 vote)
6. Amend **Title 20** to establish the procedural and development standards for Redmond Urban Area Holding Zone as modified by the County Planning Commission to also recognize: 1) accessory uses customarily provided in conjunction with farm use; and, 2) alteration, restoration or replacement of a lawfully established dwelling

(5-0 vote)
7. Amend the **Title 20 County zoning map**, as modified by the County Planning Commission in the previous motion, to designate an Urban Holding Zone that applies to the unincorporated area inside the UGB.

(5-0 vote)

Attachment A
Redmond Urban Growth Boundary Amendment
Text Amendment 2006-03 / Plan Amendment 2006-01

8. Adopt the **Findings** supporting Redmond's UGB Amendments as modified by the Planning Commission to include the 18-acre Eliot and 4-acre Russell properties.

(5-0 vote)

9. A **condition** that the UGB amendment be subject to a legal description, approved by the County Surveyors office, prior to Board adoption.

(5-0 vote)

10. Recommend consideration of the Far West Redmond Property Owners' area as a separate amendment package to the City Council and the Board of Commissioners. This amendment package needs to be completed to include additional elements, such as legal description and County ordinances in correct format. As noted by County staff, this package has not been reviewed by County legal counsel.

(3-2 vote, Smith and Pace opposed)

Redmond UGB Amendment
Deschutes County Urban Holding Zone
Permitted and Conditional Use Comparison

Uses	Exclusive Farm Use (EFU) Zone		Multiple Use Agricultural (MUA-10) Zone		Urban Holding (UH-10) Zone	
	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses
<i>Agricultural (Farm) uses</i>	X		X		X	
<i>Accessory uses and structures (noncommercial horse stables)</i>	X		X		X	
<i>Bed and breakfast inn</i>		X		X		X
<i>Commercial activities in conjunction with farm use</i>		X		X		X
<i>Commercial horse stables</i>				X		X
<i>Farm stand</i>	X					X
<i>Hardship dwelling (manufactured home)</i>		X				X
<i>Home occupation</i>	X		X		X	
<i>Kennel and/or veterinary clinic</i>		X		X		X
<i>Non-municipal utilities constituting radio, television and wireless tower, nonmunicipal utility station or substation</i>		X		X		X
<i>Operation, maintenance, and piping of existing irrigation systems</i>	X		X		X	
<i>Single family dwelling or a manufactured home (in conjunction with farming)</i>	X		X		X	
<i>Utility (Municipal) facilities (incl. service lines)</i>	X	X		X	X	
<i>Wireless telecommunications facilities</i>				X		X
<i>Accessory buildings customarily provided in conjunction with farm use</i>	X				X	
<i>Alteration, restoration or replacement of a lawfully established dwelling</i>	X				X	
<i>Breeding, kenneling and training of greyhounds for racing</i>	X					
<i>Cemetery, mausoleum or crematorium</i>	X			X		
<i>Churches</i>		X		X		
<i>Climbing and passing lanes within a right of way</i>	X					
<i>Cluster developments</i>				X		

Attachment B

Redmond UGB Amendment
 Deschutes County Urban Holding Zone
 Permitted and Conditional Use Comparison

Uses	Exclusive Farm Use (EFU) Zone		Multiple Use Agricultural (MUA-10) Zone		Urban Holding (UH-10) Zone	
	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses
<i>Commercial utility facility, including a hydroelectric facility for the purpose of generating power for public use by sale</i>		X				
<i>Community centers owned by a governmental agency or a non-profit organization</i>		X				
<i>Construction of additional passing and travel lanes requiring the acquisition of right of way</i>		X				
<i>Creation, restoration or enhancement of wetlands</i>	X					
<i>Destination resorts</i>		X		X		
<i>Dude ranch</i>				X		
<i>Dwelling in conjunction with a wildlife habitat conservation and management plan</i>		X				
<i>Excavation, grading and fill and removal within the bed and banks of a stream</i>	X			X		
<i>Expansion of existing county fairgrounds and activities</i>		X				
<i>Exploration for minerals</i>		X		X		
<i>Facility for primary processing of forest products</i>				X		
<i>Facility for the processing of farm crops</i>	X					
<i>Farm-related dwellings</i>	X					
<i>Fire service facilities providing rural fire protection services</i>	X					
<i>Golf courses (incl. expansion, accessory uses))</i>		X		X		
<i>Guest house</i>		X		X		
<i>Guest lodge</i>		X		X		
<i>Home Occupation (Type 2 or Type 3)</i>		X		X		
<i>Horse events</i>				X		
<i>Horse events, including associated structures, involving: 1) Fewer than 10 riders; 2) Ten to 25 riders, no more than two times per month on nonconsecutive days; or 3) More than 25 riders,</i>			X			

Attachment B

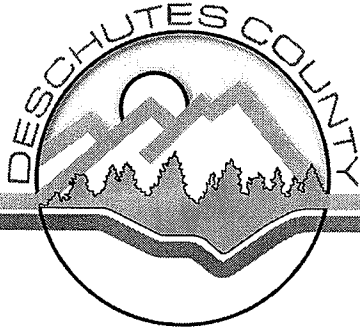
**Redmond UGB Amendment
Deschutes County Urban Holding Zone
Permitted and Conditional Use Comparison**

Uses	Exclusive Farm Use (EFU) Zone		Multiple Use Agricultural (MUA-10) Zone		Urban Holding (UH-10) Zone	
	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses
<i>no more than two times per year on nonconsecutive days</i>						
<i>Hydroelectric facility</i>		<i>X</i>		<i>X</i>		
<i>Improvement of public roads and highway-related facilities such as maintenance yards, weigh stations and rest areas where additional property or right of way is required</i>		<i>X</i>				
<i>Land application of reclaimed water, agricultural process or industrial process water or biosolids for agricultural, horticultural or silvicultural production</i>	<i>X</i>					
<i>Landfills</i>				<i>X</i>		
<i>Living history museum</i>		<i>X</i>				
<i>Lot of record dwelling</i>		<i>X</i>				
<i>Manufactured home as a secondary accessory farm dwelling</i>		<i>X</i>		<i>X</i>		
<i>Manufactured home park</i>				<i>X</i>		
<i>Operations conducted for mining and processing of geothermal resources natural gas or oil</i>		<i>X</i>				
<i>Operations for the exploration for and production of geothermal resources</i>	<i>X</i>					
<i>Operations for the extraction and bottling of water</i>		<i>X</i>				
<i>Personal use landing strip for airplanes and helicopter pads, including associated hangar, maintenance and service facilities</i>		<i>X</i>		<i>X</i>		
<i>Planned developments</i>				<i>X</i>		
<i>Private or public schools (incl. expansion)</i>		<i>X</i>		<i>X</i>		
<i>Private parks, playgrounds, hunting and fishing preserves, campgrounds, motorcycle tracks and other recreational uses</i>		<i>X</i>		<i>X</i>		
<i>Propagation or harvesting of a forest product</i>			<i>X</i>			
<i>Propagation, cultivation, maintenance and harvesting of aquatic species</i>		<i>X</i>				

Attachment B

Redmond UGB Amendment
 Deschutes County Urban Holding Zone
 Permitted and Conditional Use Comparison

Uses	Exclusive Farm Use (EFU) Zone		Multiple Use Agricultural (MUA-10) Zone		Urban Holding (UH-10) Zone	
	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses	Permitted Uses	Conditional Uses
<i>Public use</i>				<i>X</i>		
<i>Relative farm help dwelling</i>	<i>X</i>					
<i>Residential home or facility in existing dwellings</i>		<i>X</i>				
<i>Semipublic use</i>				<i>X</i>		
<i>Site for the disposal of solid waste</i>	<i>X</i>	<i>X</i>				
<i>Site for the takeoff and landing of model aircraft</i>	<i>X</i>					
<i>Storage, crushing and processing of minerals</i>		<i>X</i>		<i>X</i>		
<i>Storage, crushing and processing of minerals</i>		<i>X</i>				
<i>Surface mining / Operations for the exploration for minerals</i>		<i>X</i>		<i>X</i>		
<i>Surface mining of mineral and aggregate resources in conjunction with the operation and maintenance of irrigation systems</i>		<i>X</i>				
<i>Temporary public road or highway detours</i>	<i>X</i>					
<i>Time-share unit</i>				<i>X</i>		
<i>Wildlife habitat conservation and management plan</i>	<i>X</i>					
<i>Winery</i>	<i>X</i>					



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STAFF REPORT

TO: Deschutes County Board of Commissioners

FROM: Catherine Morrow, Planning Director
Peter Gutowsky, Senior Planner

DATE: June 30, 2006

SUBJECT: Supplemental Findings Justifying Amendments to DCC Chapter 23.48

After conferring with Legal Counsel, County planning staff amended Deschutes County Comprehensive Plan, Chapter 23.48, Urbanization, to supplement the Planning Commission's recommendation (Exhibit A of Ordinance 2006-018).

Supportive Findings

1. Adopting by reference Redmond's Comprehensive Plan as the policy document that provides the basis for implementing land-use plans and ordinance in Redmond's UGB complies with the Statewide Planning Goals because Redmond's Comprehensive Plan is acknowledged by the Oregon Department of Land Conservation and Development (DLCD).
2. In Deschutes County the three incorporated cities have been given the authority, by the County, to prepare plans for their respective urban areas. These plans are coordinated with the County's planning effort and will eventually be adopted as part of the County's comprehensive plan. In addition to a plan, each city also prepares an urban area zoning ordinance and a cooperative agreement for mutually administering the urbanizing area.
3. Deschutes County's Comprehensive Plan, Urbanization Chapter, DCC Title 23.48 contains a goal and policy pertaining to intergovernmental coordination.

DCC 23.48.020, Goal (2) states, "To assure that planning and implementation of plans in the urban areas are consistent with the best interest of both urban and urbanizing area residents."

DCC 23.48.030, Urban Growth Boundary Coordination Policy (2a) states, "Within an urban growth boundary City and County land use regulations and standards shall be mutually supportive, jointly proposed and adopted, administered and enforced, and plans to integrate the type, timing and location of development of public facilities and services in a manner to accommodate demand as urbanizable lands become more urbanized, and to guide the community's growth."