

# Eastside Framework Plan





# Eastside Framework Plan Summary

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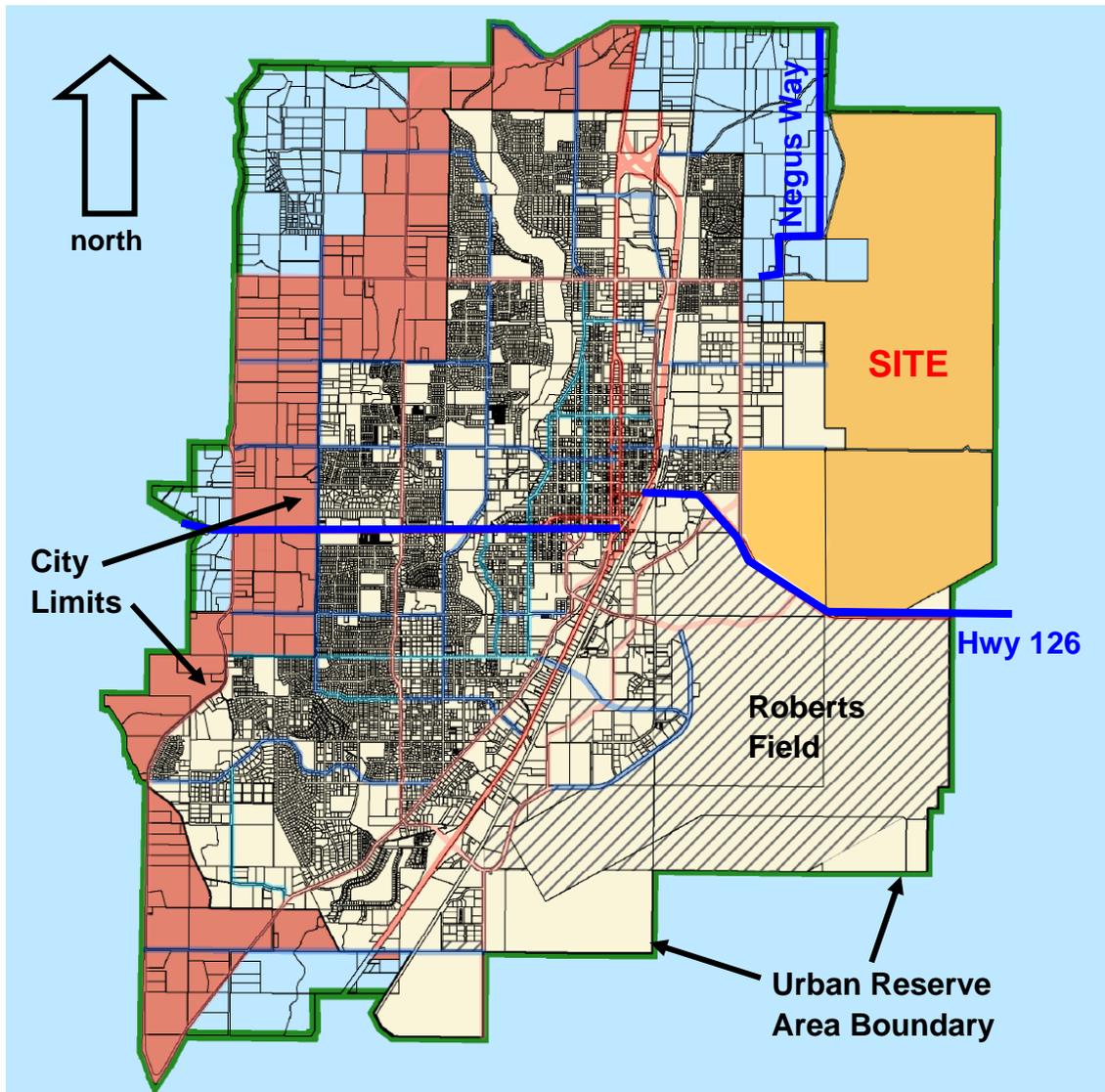
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# I. Introduction

## Proposal

The Eastside Framework Plan (Plan) is a general land use plan identifying a development pattern for a 1,800-acre area within the City of Redmond Urban Reserve Area (URA). It is located north of the Roberts Field Airport and Oregon Highway 126, and generally east of Negus Way and its southerly extension. All of the Plan area except for the southwesterly 266 acres and ten acres north of Antler Avenue on the west Plan area boundary are outside of the present City Limits and Urban Growth Boundary (UGB). About 250 acres of land is owned by the Central Oregon Irrigation District (COID) and has been added to this project.

**Figure I. Framework Plan Location**



The Plan envisions a mixed use community, providing basic services and activities within a short travel distance of each other. The mixed-use pattern reflects that of adjacent urban land, with residential development toward the north and east, and industrial and employment activities to

the south and southwest. Rock features extend in a southwest-to-northeast pattern from Antler to Upas Avenues, and could be used as a primary open space design element to separate and buffer potentially incompatible land uses or to provide passive and active recreational opportunities. This design element could also form the backbone for an open space corridor network that extends through the site, encouraging pedestrian and bicycle travel between home, employment, shopping, school, cultural, and recreational areas. The separated bicycle and pedestrian network connects to the City transportation network, providing direct and efficient access to the rest of Redmond and surrounding area.

Following is a chart summarizing general land use allocations. It should be noted that these percentages are approximate, do not consider rights-of-way dedication, and will vary as more precise road alignments are made, rock formations are mapped, and boundaries are delineated.

**General Land Allocation**

Uses	Approximate Allocation (percent)
Residential (low, medium, and high-density)	35%
Mixed Use Employment (business center)	12%
Industrial (light and heavy)	31%
Commercial (C-1, C-2 and MUN)	6%
Open Space	16%

Purposes of the Plan are to:

- **Be a Vision** for the area, giving guidance to property owners and service providers.
- **Be a Framework** for more detailed master plans that will be prepared with each development phase.
- **Be a Resource** for future planning efforts to ensure an ample supply of land for future development.

**Surrounding Area**

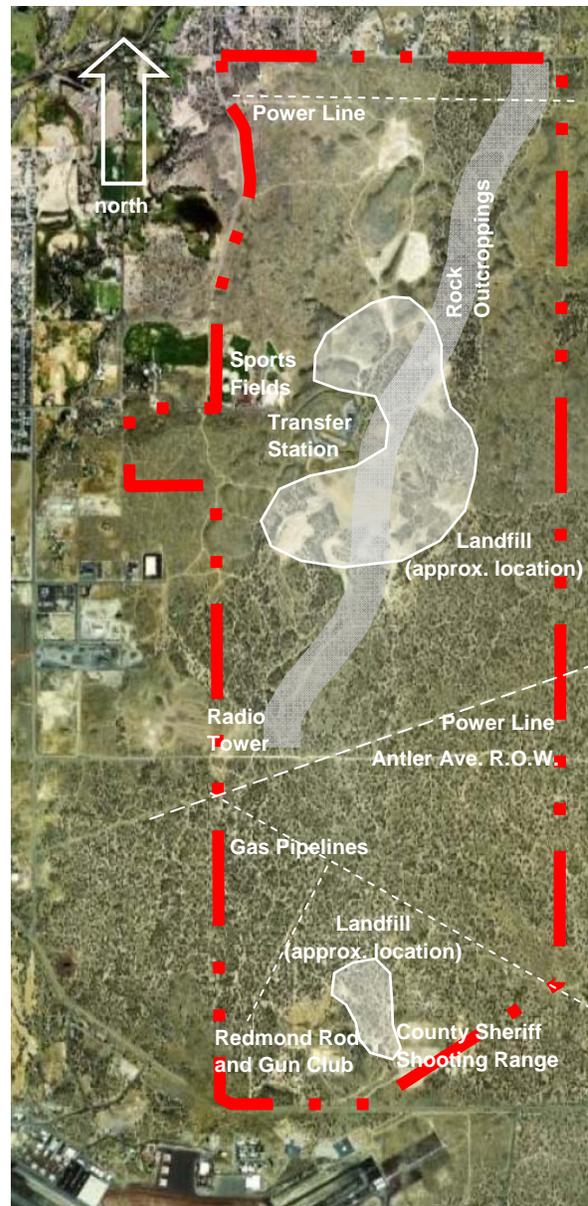
The surrounding area reflects the Redmond urban periphery. To the south is the Roberts Field Municipal Airport (Airport), the major commercial airport serving Central Oregon. West, between the extension of Kingwood Avenue and Antler Avenue, is an area being developed with industrial activities. South of Antler Avenue is vacant, although proposals have been submitted for future industrial development. North of the Kingwood Avenue extension along the west site boundary, land is generally undeveloped or low-density residential, with a small public golf course north of Maple Avenue. North of the Plan area, bordering Upas Avenue, is a residential subdivision on acreage tracts, and land to the east is undeveloped and managed by the Bureau of Land Management (BLM).

## Site

The Plan area is approximately 1,800 acres of County land and 250 acres of COID land, located generally north and east of the Redmond city limits; however, the COID land and 216 acres of County land are inside the City limits. Existing uses are relatively small, and are located toward the site periphery. They include:

- **Deschutes County Waste Transfer Station.** The waste transfer station is located south of the easterly extension of Maple Avenue, toward the center of the site.
- **Redmond Rod and Gun Club.** The shooting range is located north of Highway 126 toward the southeast corner of the site and in a portion of the site that is within the Redmond city limits.
- **Deschutes County Sheriff Shooting Range** The Sheriff's shooting range is located approximately 800 feet east of the Redmond Rod and Gun Club.
- **Central Oregon Park and Recreation District Sports Fields.** A 40-acre site including several sports fields and other recreational activities is located north of Maple Avenue along the west site boundary.
- **Radio Transmission Tower.** The tower is located along the west site boundary and north of the unimproved Antler Avenue right-of-way.
- **Natural Gas Pipelines.** Two pipelines forming a "T" are located on the south portion of the site, within the city limits. They are within utility easements.
- **High Voltage Power Lines.** Two power lines cross the site. The first is located approximately 700 feet south of and paralleling Upas Avenue along the north site boundary. The second extends diagonally across the site, crossing Antler Avenue at approximately midpoint.
- **Landfill Sites (no longer in use).** Two landfills are present. The larger one is a

**Figure 2. County Property Features**



- **Antler Avenue Right-of-Way.** The unimproved right-of-way extends across the site in a west-east direction, connecting to Antler Avenue and the city limits on the west, and terminating at the east site boundary where it abuts undeveloped Federal land.

The remainder of the site is unimproved, primarily a sagebrush prairie with juniper scrub. The land is generally level with a series of low-lying rock outcroppings (approximately 30 feet in height) extending from Antler Avenue to the northeast corner of the site at Upas Avenue.

### Services and Access

The Plan area has no sewer or water services. A sewer interceptor is planned to be extended from the northwest, and will be able to serve the north and east portions of the Plan area. The south and southwest segments can be served through extensions of existing sewers serving industrial development to the west. Water services can be extended from the existing water main network.

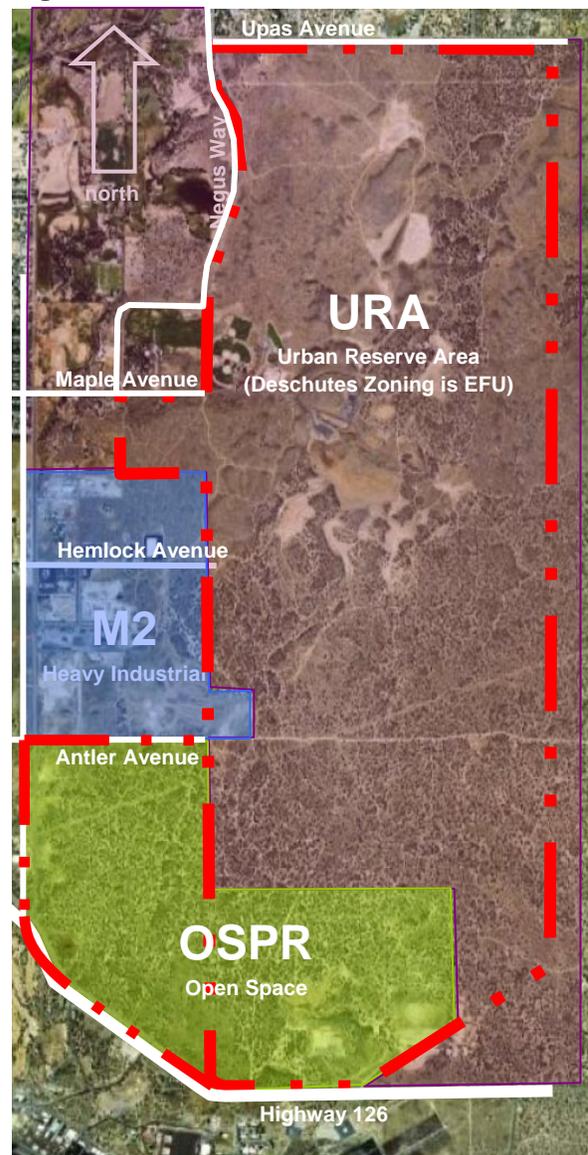
The Plan area is bordered on the north by Upas Avenue, on the northwest by Negus Way, and on the south by Highway 126. Other access points from the west are Hemlock, Maple, and Antler Avenues. However, only Maple Avenue and Highway 126 will be able to provide connections to the City of Redmond west of the Highway 97 Bypass.

Ninth Avenue is the only existing north-south collector street east of the Highway 97 Bypass, limiting traffic flow.

### Land Use Designations

All but approximately 266 acres of the Plan area is within the Redmond URA but outside of the city limits, and is located in the City's Urban Reserve Area (URA).

**Figure 3. Access and Land Use**



## Other Planning Activities

There are several other planning projects underway that will impact future development of the site.

- **Roberts Field Municipal Airport Master Plan.** The Airport Master Plan for Roberts Field has been prepared, and implementation will begin in the near future. It includes extension of Runway 4-22 to the northeast, along the southeast boundary of the Plan area boundary, requiring realignment of Highway 126 around the runway extension and approach.
- **Open Space Park Reserve (OSPR) Rezoning and 50-Year Buildout Analysis for the Urban Reserve Area.** There are major offsite traffic impacts that are associated with Plan area development. The City is undertaking two studies to determine potential impacts and mitigation measures. The OSPR Rezoning Analysis considers development impacts of the DesertScape Industrial Area to the west (approximately 250 acres) and the 216 acres of the Plan area abutting Highway 126 that are now in the city limits. Both of these sites are zoned OSPR, Open Space Park Reserve, and will be considered for rezoning to an industrial designation. The 50-Year Buildout Analysis for the URA considers impacts of full urbanization of the site and other property within the URA, and identifies necessary long-term transportation improvements. The Transportation Study has been completed.
- **Master Plan for the DesertScape Industrial Development.** A Comprehensive Plan amendment and master plan review for the DesertScape Industrial Area abutting the Plan area and south of Antler Avenue has been submitted to the City of Redmond. Approval of it by the City is dependent upon funding traffic mitigation measures identified in the OSPR Rezoning analysis previously described. The property is included in the Eastside Framework Plan.

## II. Plan

### Plan Goal

**The Eastside Framework Plan** subscribes to the **Great Neighborhood Principles** adopted by Redmond and is a visionary document that reflects Redmond's role as a dynamic Central Oregon community that promotes the best life possible for its citizens. It serves as a general guide for property owners and service providers to meet the long-term (i.e. 50+ years) development needs for the City and Deschutes County, and integrates the various uses both within the site and with the surrounding community, taking full advantage of the surrounding natural landscape.

In order to achieve compliance with the Great Neighborhood Principles, the Eastside Framework Plan has been developed as mixed community, reflecting surrounding industrial and employment development to the south and southwest, transitioning into residential development toward the northeast and north. Land uses are generally most intense on the west boundary, the east boundary borders land outside of the URA and managed by the BLM. An open space network forms a major design feature for the site. To address existing limited access and offsite transportation impacts of future development, internal circulation includes dedicated pedestrian and bicycle corridors connecting employment areas with residential neighborhoods, and the creation of neighborhood commercial centers within walking distance.

### Assumptions

A number of assumptions regarding access, services extension, land use commitments or needs for support services, and other planning activities were necessary.

- **Major North-South Connections.** The Plan will provide at least two major north-south collector streets through the site to augment 9<sup>th</sup> Street. The western street will be an extension of Negus Way to the south (17<sup>th</sup> Street). The eastern street will be near the east Plan area boundary.
- **Highway 126 Realignment.** Highway 126 will remain in its present location but will be relocated as necessary to avoid the Airport Runway Clearance zones.
- **Highway 126 Access.** Direct access to Highway 126 from abutting private property will be discouraged. Direct access from the Plan area will be restricted to street intersections.
- **OSPR Rezone Traffic Analysis and 50-Year Buildout Analysis for the Urban Reserve Area.** These two studies will be completed prior to any development and traffic mitigation measures will be funded.
- **Desert Rise Industrial Area.** The City-owned Desert Rise Industrial Area that encompasses the ten-acre parcel containing the radio tower will expand east into the site.

- **Affordable Housing.** The 40-acre portion of the site at the southwest intersection of 17<sup>th</sup> Street and Maple Avenue will include medium and high-density housing, to provide affordable housing.
- **Sports Fields Relocation.** The sports fields at the northeast corner of the future intersection of 17<sup>th</sup> Street and Maple Avenue will be relocated to a more centralized park area within the Plan area.
- **Negus Transfer Station.** The County waste transfer station will remain at its present location.
- **Central Landfill.** Prior to development of the phase in which it is located, an accurate landfill boundary determination, an assessment of landfill material, and any necessary remediation will be completed. The landfill will be incorporated into a central park.
- **Southern Landfill.** Prior to development of the southern 216 acres of the Plan area within the city limits, an accurate landfill boundary determination and an assessment of landfill material will be completed, along with any necessary remediation.
- **Federal Land.** The Federal land abutting the east Plan area boundary and managed by BLM will remain in open space use and access limited until a management plan is adopted.
- **DesertScape.** The DesertScape Industrial Area abutting the Plan area on the west will be developed as an industrial area with supportive commercial uses.
- **Shooting Ranges.** The Redmond Rod and Gun Club and Deschutes County Sheriff shooting ranges will be relocated, and any required reclamation will be completed prior to development of the first phase.
- **School Needs.** The school needs generated by the residential development in the Plan area and surrounding land are two elementary and one middle school. A high school may also be needed.
- **Gas Utility Pipelines.** The pipelines will remain in their present location.
- **Electrical Transmission Lines.** The high voltage transmission lines crossing the site can be relocated as needed.
- **Sewer Extension.** A sewer interceptor will be extended from the northwest to serve the north and eastern portions of the Plan area. Sewer service to the south and southwest portions of the Plan area can be served by extension of nearby sewers to the west.
- **Offsite Improvements.** Major offsite improvements include transportation mitigation and sewer interceptor.

## Great Neighborhood Principles

The Great Neighborhood Principles are incorporated into the Plan. Following is a brief summary of how each of the Principles is achieved.

- **Walkable and Bikable.** The internal circulation includes a series of pedestrian/bicycle pathways within green spaces and corridors, augmenting the street system and supporting the use of nonmotorized transportation in a pleasant setting. Neighborhood commercial centers are located within convenient walking distance in residential neighborhoods. Landscaped boulevards are strategically placed in areas of intense employment, encouraging outdoor activities and pedestrian use.
- **Interconnected Streets.** Two new major north-south streets (17<sup>th</sup> and 33<sup>rd</sup> Streets) extend the full length of the site to augment 9<sup>th</sup> Street, the only existing north-south collector street east of the Highway 97 Bypass. There is also a Central Parkway that serves the northern residential area, and a central Park Blocks and boulevard with a high school, community/recreation center, and town center south of the Central Park. Major east-west streets providing access the full width of the site are Upas Avenue along the north site boundary, existing Highway 126 along the south site boundary, and extensions of Highland, Antler, and Maple Avenues to the center of the site from the west. Quince Avenue connects to the Central Parkway in the center of the site, and the future realigned Highway 126 (which may replace Antler or Highland Avenues) will provide an east-west connection, although access to the Plan area will be limited to major intersections. Future potential access to the BLM-managed land is shown at Antler, Hemlock, and Maple Avenues. Local streets will be identified with Master Plans as each development phase occurs.
- **Variety of Housing Choices.** A full spectrum of housing densities and locations are provided. The most intense housing is toward the center of the site, between the Central Park and the industrial area. Other high-density residential development is allowed throughout, particularly along the west site boundary and around neighborhood parks. Lower-density housing is found throughout the site where it interfaces with non-urban lands and open spaces.
- **Diverse Mix of Activities.** As noted above, the Plan provides for a full range of land uses with major employment areas on the southern portion of the site, open space and recreational areas throughout with the Central Park in the middle, and residential development north of the industrial lands. Schools, parks, and neighborhood commercial uses are located where they can take advantage of nearby open areas and bicycle/pedestrian corridors.
- **Open Spaces.** The major open space element incorporates the rock features that extend diagonally across the site from 17<sup>th</sup> Street and Antler Avenue to 33<sup>rd</sup> Street and Upas Avenue, and includes the solid waste landfill site. The southern terminus at 17<sup>th</sup> Street and Antler Avenue provides the opportunity for an open space connection to Antler Avenue,

which in turn could be developed as a major boulevard and pedestrian connection to the west. Seventeenth Street south of Antler Avenue is a landscaped boulevard with a median, becoming a unifying design element and open space corridor for the Plan area industrial district and the proposed DesertScape development to the west. Open space corridors connect schools and activity centers, encouraging walking and bicycling. They also extend to the east site boundary, allowing future access to the BLM-managed land when a management plan is completed. In summary, open spaces are provided primarily on either land that has severe development constraints (landfill, rock features) or that functions to enhance the transportation network and merge the site with surrounding development. Overall, the open space features become a major identity feature and landmark for the Plan area.

- **Canals.** There are no canals on the site, but two are located to the east and west. Both the east-west grid streets and open space network provide numerous opportunities for bicycle/pedestrian connections between them.
- **Public Art.** Because this is a framework plan, specific public art locations are not identified. Rather, the opportunities for future public art are provided. Most prominent of these is the gateway into the site and City of Redmond from the east on Highway 126. Other potential art locations include roundabouts at major intersections, boulevards, parks, and the community/recreation/civic center.
- **Scenic Views.** The general level nature of the site provides potential panoramic views from the low-lying rock features that extend diagonally across the site. Additionally, the major street system, augmented by the open space network, allows distant views of Smith Rock to the north and Powell Butte to the east. Within the site, incorporation of rock features into open space calls attention to this nearby natural feature, giving local identity.
- **Environmentally-Friendly Design.** A major environmentally-friendly feature of the Plan is creation of a transportation network of separated bicycle/pedestrian pathways connecting major employment areas, commercial nodes, and residential neighborhoods. A full range of land uses are arranged so they are within walking and bicycling distance, reducing traffic levels. They also encourage internal trips rather than traveling outside of the Plan area for working, shopping, recreation, schools, or residences. This reduces traffic impacts on the street network outside of the site.
- **Urban-Rural Interface.** The site abuts the eastern URA boundary and a large parcel of BLM-managed land. There is no management plan in place, so access must be restricted at this time. The Plan recognizes the edge of the URA by placing a meandering landscaped parkway along the edge with landscaping, open spaces, and low-density residential development separating the roadway and BLM land. A number of potential future access points to the east are shown, which can be used as appropriate when the management plan is developed.

- **Integrated Design Elements.** Major design elements of the Plan are included under each of the Great Neighborhood Principles described previously. In combination they:
  - **Establish** a unique neighborhood character that reflects Central Oregon and the City of Redmond.
  - **Integrate** the Plan area into the existing City development pattern and take advantage of surrounding commercial and industrial development.
  - **Identify** neighborhood centers and activity nodes.
  - **Create** edges and boundaries for the neighborhood through design.
  - **Create** efficient transportation pathways to and through the site in a manner that connects the neighborhood to the rest of the City and reinforces neighborhood activities and livability.
  - **Identify and Emphasize** natural landmarks, both within and beyond the Plan area, which provide identity of individual neighborhoods and orientation within them.

**Figure 4. Framework Plan**



### III. Implementation

The Eastside Framework Plan is a generalized land use plan. As additional land is needed for growth of Redmond, more detailed plans and land use reviews will be required prior to development. Except for land already within the city limits, the following steps are generally required:

- **Inclusion into the Redmond Urban Growth Boundary.** The URA identifies land anticipated as needed for urban development over the next 20 to 50 years. Land within the UGB is that which services can be extended to within ten to 15 years and which is eligible for annexation.
- **Annexation into the City of Redmond.** Annexation into Redmond allows the extension of City services including sewer and water, which will support urban development.
- **Comprehensive Plan Amendment in Conformance with the Framework Plan.** Land use designations within the broader Framework Plan categories are applied, allowing more accurate assessment of compatibility with adjacent land and service needs.
- **Resolution of Outstanding Issues.** There are several outstanding land development issues which must be resolved prior to development of the Plan area or certain portions of it. These issues are discussed in a separate section below.
- **Zone Map Amendment in Conformance with the Comprehensive Plan and Master Plan Adoption.** Application of specific land use zones and adoption of a development master plan provides a more accurate idea of access and service needs, and allows an assessment of the functioning of the area relative to the Framework Plan area and nearby development.
- **Subdivision or Development Review.** This is the final land use review stage prior to development. It creates ownership parcels, provides assurances that access and utilities can serve the site, and ensures that the proposed development meets land use requirements relating to use and design.

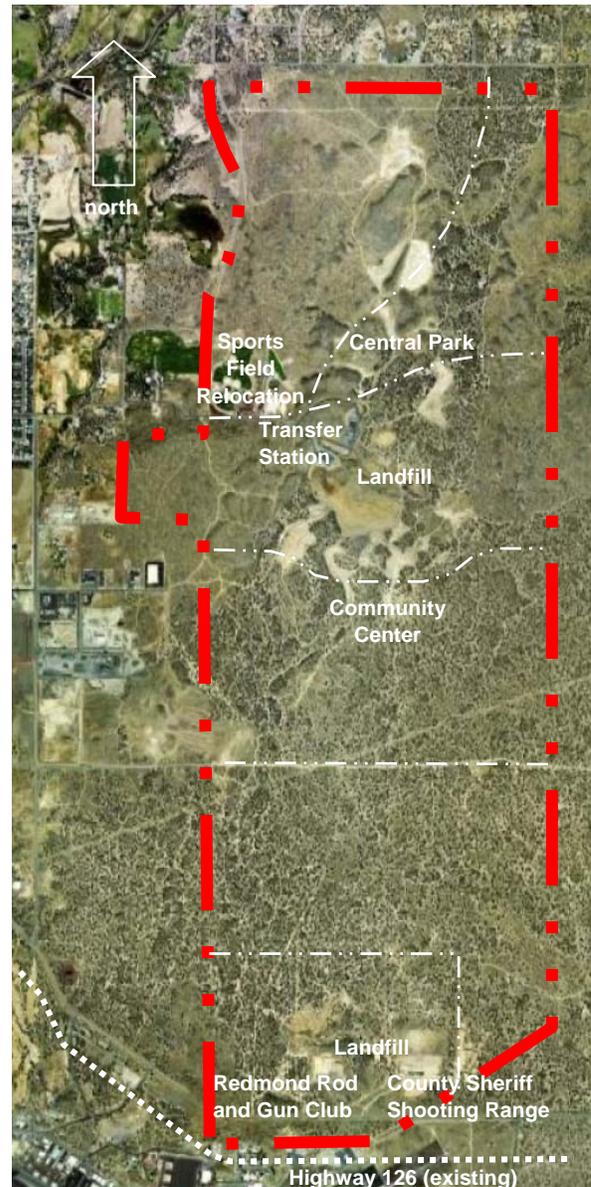
#### Future Planning Issues

Several plan design elements have yet to be resolved for full development of the site to occur. These future decisions and actions, along with identification of the point in time at which they must be made, are part of the overall Plan.

- **Phasing.** The major property owner, Deschutes County, wishes to rezone and prepare a Master Plan for the 216 acres within the City Limits and zoned OSPR as a first phase of Plan area development. This will be followed by development phases ranging from approximately 250 to 500 acres as needed for urban expansion. Phase boundaries can coincide with major streets and phased development can occur as services are extended to the site, offsite traffic

mitigation measures are completed, other identified issues are resolved, and the market needs support the urban development. Although phases are numbered in Figure 5, development does not need to occur in this order. Rather, services availability, transportation, and land use needs should determine the future development schedule.

**Figure 5. Future Planning Issues**



- **Highway 126 Realignment.** Two major decisions must be made prior to rerouting Highway 126 to a more efficient and safe alignment. The first is to identify a suitable location across both the Plan site and abutting land. The second decision is to identify a funding source for its construction and right-of-way acquisition. Affected property owners and jurisdictions will determine a corridor location for Highway 126 during 2008.
- **Highway 126 East Gateway.** This includes the location and design of a significant entry into Redmond. Funding also needs to be identified and land acquired.
- **Negus Transfer Station.** At present there are no plans for terminating this operation at the present site. All Plan alternatives require its relocation when the development phase east of Maple Street. A long-range relocation plan must be prepared and implemented.
- **County Sanitary Landfill.** Although approximate landfill limits are identified, a more precise determination must be made, along with an assessment of the type of material it contains and what, if any, hazard it may present. Depending on the site assessment and future use of the site, remediation may be required. These items, coupled with questions relating to future subsidence and stability, prevent designating the landfill for a use other than open space.
- **Air Field-Related Landfill.** The location may be in the first development phase, and both its boundaries and waste material are unknown. Full site assessment and remediation should be made.

- **Central Park.** Precise location and design of the Central Park depends on a thorough analysis of landfill boundaries, rock formation location, and desired recreational activities.
- **Community/Recreation/Civic Center.** A visioning process should be undertaken to identify the types of activities to be undertaken in order to determine the amount of land, general design, and approximate cost of the facility.
- **Sports Field Relocation.** The intersection of 17<sup>th</sup> Street and Maple Avenue is identified for a mixed-use neighborhood center with high-density residential development. Retaining the sports fields at their present location is an underutilization of this area. A more appropriate location is within the Central Park, where fields can be arranged in a more efficient manner. Discussion with the County about relocation should be completed prior to Central Park design.
- **Shooting Ranges.** The Redmond Rod and Gun Club shooting range is located in the first development phase, with the County Sheriff shooting range immediately east (identified as Phase II). Notice to relocate, site assessment, and remediation must be made.
- **Railroad Alignment.** A study has recently been initiated to determine the feasibility of relocating the main railroad line that passes through Redmond further east. There is the possibility that it will be extended through a portion of the site. If this occurs, modification of the Framework Plan will be required.

**Unresolved Issues**

Issue	Time of Resolution
<b>Phasing</b>	Phase I boundaries are already established. Other phase boundaries may be established prior to Master Plan approval for each phase.
<b>Highway 126 Realignment</b>	Highway 126 will be realigned so it does not conflict with the Airport Runway Approach Zone
<b>Solid Waste Transfer Station</b>	The Negus Transfer Station will stay at it's present location.
<b>Sanitary Landfill Delineation and Remediation (both locations)</b>	The airfield site needs to be surveyed before the property is sold. Development phase that includes the area between Maple and Hemlock Avenues for the northern site.
<b>Central Park Location, Design</b>	Development phase that includes the area between Maple and Hemlock Avenues
<b>Community/Recreation Center Location</b>	Development phase that includes the area between Hemlock and Antler Avenues
<b>Sports Field Relocation</b>	Development phase that includes the area between Quince and Maple Avenues
<b>Relocation of Shooting Ranges</b>	Prior to sale of property, this should be resolved with the operators of the shooting ranges.

### III. Summary

The Eastside Framework Plan incorporates the Great Neighborhood Principles adopted by the City of Redmond and promotes an attractive and inviting development climate. It provides a unique identity for the Plan area, while at the same time connecting it to and merging it with surrounding development and land use activities. The mixed-use community minimizes offsite traffic impacts by reducing motor vehicle trips for shopping, employment, and recreation. Open space is located on land with major development limitations or in a manner that maximizes its function for recreation, pedestrian and bicycle transportation, visual impact and enhancement, and district identity. In summary, the Plan provides a framework for long-range development of a mixed land use community that will become a hallmark for Redmond as it grows in both size and stature in Central Oregon.