

Central Oregon Intergovernmental Council: Central Oregon Ready, Responsive, Resilient (CORE3) Facility



Figure 1 CORE3 Facility Master Development Plan

Introduction to Land Use Applications

Prepared by Winterbrook Planning
In coordination with SERA Architects, Kittelson & Associates, and HHPR Inc.
This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

INTERNAL DRAFT June 2023



(page intentionally left blank)

Application Narratives:



Introduction to Land Use Applications

- Part 1. Comprehensive Plan Text Amendment
- Part 2. Urban Growth Boundary Amendment
- Part 3. Master Development Plan
- Part 4. Redmond Zone Change, Annexation, & Land Partition
- Part 5. Deschutes County Plan Map & Zone Change

General Information

Applicant:	Central Oregon Intergovernmental Council (COIC) Scott Aycock, COIC Community and Economic Development Director, 1250 NE Bear Creek Rd. Bend, OR 97701 541-390-4653, SCotta@COIC.org
Representative:	Jesse Winterowd, AICP, Winterbrook Planning 610 SW Alder Street, Suite 810 Portland, OR 97205 503-827-4422 ext. 109, Jesse@WinterbrookPlanning.com
Property Owner:	Kristie Bollinger, Deschutes County Property Management 14 NW Kearney Avenue Bend, OR 97703 541-385-1414
Site Address:	No Situs
Tax Lot ID:	151300-00-00103
Current Zoning:	Deschutes County Exclusive Farm Use – Alfalfa Subzone
Proposed Zoning:	City of Redmond Public Facility
Proposal:	Introduction to a series of land use applications necessary to permit the CORE3 facility in the City of Redmond. The facility is proposed on a site currently within Redmond's URA. Development on this site will require eight consecutive land use applications in five narrative parts.

Table of Contents

Application Narratives:	3
1 Project Context and Vision	7
2 Implementation	9
2.1 Applications	9
2.2 Subject Site History	10
3 Master Development Plan	11
3.1 Major Program Element Types	12
3.2 Site Concept Plan Layout	12
3.3 Great Neighborhood Principles	12
3.3.1 Transportation	13
3.3.2 Open Spaces, Greenways, Recreation	13
3.3.3 Integrated Design Elements	13
3.3.4 Scenic Views	13
3.3.5 Urban – Rural Interface	13
3.3.6 Green Design	14
4 Public Facilities	14
4.1 Water Service	14
4.2 Sanitary Sewer Service	14
4.3 Stormwater	15
5 Conclusion	15

Table of Figures

Figure 1 CORE3 Facility Master Development Plan	1
Figure 2 "The Big One", Readers Digest	7
Figure 3 Vicinity Map	8
Figure 4 Master Development Plan	11

Appendices

- Appendix A. Vicinity Map
- Appendix B. Property Information & Annexation
 - o B.1 Title/deed
 - o B.2 Tax Map

- B.3 Annexation Consent Agreements
- Appendix C. Master Development Plan Set
- Appendix D. Public Facilities
 - D.1 Public Facility Plan
 - D.2 Water and Sewer Capacity Analysis/Commitment
- Appendix E. Transportation Studies (TGR – TPR)
- Appendix F. Site Selection Analysis
- Appendix G. Background Information
 - G.1 Strategic Business Plan
 - G.2 Redmond-Deschutes County Joint Management Agreement
 - G.3 Oregon Emergency Services Center Viability Assessment
 - G.4 Revised Feasibility Study Deschutes County Shooting Range Property
 - G.5 DEQ RECORD OF DECISION REMEDIAL ACTION For Deschutes County Shooting Range Redmond, OREGON ECSI #s 4710, 5054
- Appendix H. Partition Information
 - H.1 Tentative Plat
- Appendix I. Neighborhood Meeting Evidence
 - I.1 Invitation
 - I.2 Mailing List
 - I.3 Meeting Materials
 - I.4 Participant Sign-in Sheet
 - I.5 Meeting Notes
 - I.6 Affidavits
 - I.7 Sign Posting Evidence

Reference Documents

- City of Redmond Comprehensive Plan (2020)
- City of Redmond Transportation System Plan (2020)
- City of Redmond Economic Opportunity Analysis (2020)
- City of Redmond Parks Master Plan (2018)
- Deschutes County Transportation System Plan (2010)
- City of Redmond UGB Adjustment, Redmond Ordinance No. 2020-01 (2019)

Abbreviations

- (BLM) Federal Bureau of Land Management
- (BOCC) Board of Deschutes County Commissioners
- (COIC) Central Oregon Intergovernmental Council
- (CORE3) Central Oregon Ready, Responsive, Resilient
- (DLCD) the Oregon Department of Land Conservation and Development
- (DCC) Deschutes County Code
- (DCCP) Deschutes County Comprehensive Plan
- (ECC) Emergency Communications Center
- (EFU) Deschutes County Exclusive Farm Use Zone
- (EOA) Economic Opportunities Analysis

- (EVOC) Emergency Vehicle Operator Course
- (FEMA) Federal Emergency Management Agency
- (JMA) Redmond-Deschutes County Joint Management Agreement
- (MDP) City of Redmond Master Development Plan
- (OAR) Oregon Administrative Rules
- (ODOT) Oregon Department of Transportation
- (ORS) Oregon Revised Statutes
- (PF) City of Redmond Public Facility Zone
- (RCP) Redmond Comprehensive Plan
- (RDC) Redmond Development Code
- (RUUGA) Redmond Unincorporated Urban Growth Area
- (TGR) Trip Generation Report
- (TPR) Transportation Planning Rule – OAR Chapter 660, Division 012
- (TSP) Transportation System Plan
- (UGB) or (RUGB) Redmond Urban Growth Boundary
- (UGB Rule) the Urban Growth Boundary Rule – OAR Chapter 660, Division 024
- (URA) or (RURA) Redmond Urban Reserve Area
- (UH-10) Deschutes County Urban Holding Zone

1 Project Context and Vision

The Central Oregon Ready, Responsive, Resilient (CORE3)¹ facility will address a critical need for both a centralized public safety training facility and a coordination center for emergency response operations. The CORE3 facility will fulfill a local, regional, and state public facilities need in the following ways:

- **Training Facilities:** Central Oregon has insufficient facilities to meet existing, minimum mandatory training needs of public safety personnel. In a growing region, the need for trained public safety and emergency service professionals is increasing, and the CORE3 facility will incorporate industry best practices to ensure that the best training is provided to those that need it. There are significant operational and performance benefits and financial efficiencies to co-locating these facilities. The CORE3 facility will enable multiple emergency response agencies to coordinate logistics during the training stage, rather than having to do so in the field while responding to an emergency. It will also enable multiple agencies to share certain program elements, reducing the public funds needed for construction overall.
- **Emergency Coordination Center:** This facility will serve as a dedicated, multi-agency coordination center for emergency operations and regional recovery, as well as a centralized base for disaster response coordination that the region currently lacks.
- **Classrooms and Practical Learning Spaces:** The facility will provide opportunities for Central Oregon Community College's wildland and structural fire, criminal justice, and other related programs. This effort will further support public safety and provide workforce training.
- **State Resiliency Center:** U.S. Highway 97 has been identified by local, state, and the federal emergency management agency as a critical facility and the community of Redmond as a staging site for emergency response and recovery efforts during the event of a major natural disaster. In the occurrence of a Cascadia subduction zone event, the CORE3 facility, sited on E. HWY 126 that runs directly to HWY 97, will be critical to statewide emergency response efforts because there is far less likelihood of damage to facilities in Central Oregon than in the western portion of the state – including the state capital of Salem. CORE3 is envisioned as space for the continuity of state governance in the first weeks and months after a catastrophic event. Proximity to the Redmond Airport will be essential in this and other major regional disruption events.



Figure 2 "The Big One", Readers Digest

¹ Previously known as the Regional Emergency Services Training and Coordination Center (RESTCC).

The CORE3 facility is the result of a regional effort led by the Central Oregon Intergovernmental Council (COIC). COIC serves as a neutral convener on behalf of Central Oregon's local governments and public safety agencies, as well as several state agencies. COIC does not have a service provision role in emergency management or related services but has facilitated regional coordination for the conceptualization and implementation of the CORE3 facility.

In September of 2020, a [Strategic Business Plan](#) (see Appendix G.1) was prepared for COIC that provided an assessment of current emergency services and training capacity and identified additional training needs and facilities necessary for regional emergency relief response capacity. The plan highlighted some preliminary sites that could support the CORE3 facility in and around the City of Redmond. Specifically, the report defined locational needs and site characteristics for any future CORE3 site and pointed to a preferred site – the southern 300 acres of a roughly 1,800-acre Deschutes County-owned parcel near the Redmond Municipal Airport (see Figure 3). The property is outside the City of Redmond city limits and Urban Growth Boundary (UGB), but it is within the City's Urban Reserve Area (URA).

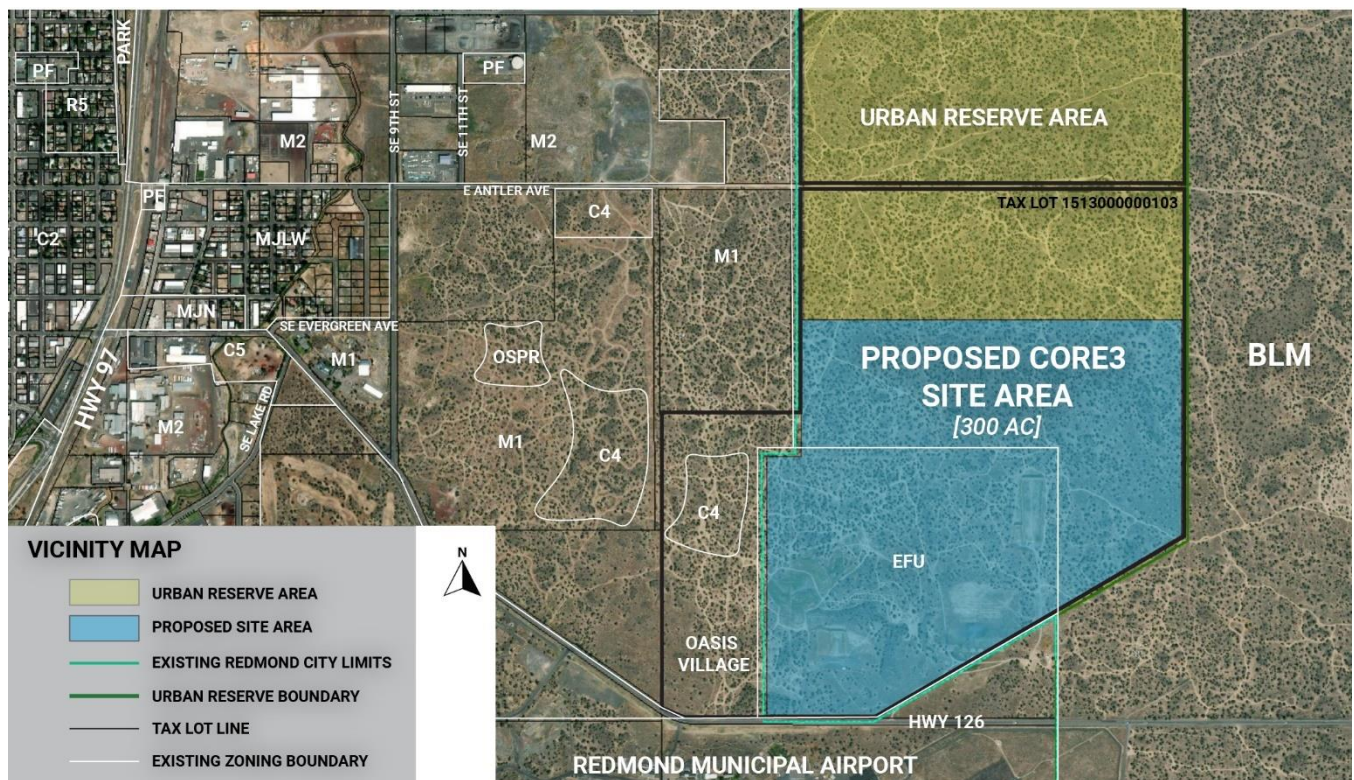


Figure 3 Vicinity Map

2 Implementation

Winterbrook conducted a detailed analysis of all lands within the City of Redmond's UGB, URA and up to 1.5 miles from the UGB to identify the best site for the CORE3 facility, considering a series of site and locational needs:

- 300 contiguous acres of suitable vacant land
- Within one-quarter mile of the Redmond Airport
- Direct access to a state highway without the need to travel through designated residential or commercial areas.

Like the Strategic Business Plan (Appendix G.1), this analysis also identified the subject site as the optimal site. For more detailed information, please see Appendix F. Site Selection Analysis. As shown in Figure 3, the subject site is outside of the existing Redmond UGB but within the Redmond URA. Because of this, an Urban Growth Boundary amendment and a series of land use applications are required to permit the CORE3 facility at this location.

2.1 Applications

This Introduction provides broad context for eight applications required for CORE3 land use entitlements. Applications are designed to be heard consecutively by decision makers to provide the full project context. The eight requested applications are contained in the following five narrative parts:

- Part 1. Comprehensive Plan Text Amendment:** A new comprehensive plan policy is proposed to support the identified regional public facilities need. This new policy describes needed site and locational characteristics for the facility.
- Part 2. Urban Growth Boundary Amendment:** The subject site must be included into the City of Redmond's UGB. UGB expansions must be consistent with Statewide Planning Goal 14 (Urbanization) and its implementing rule (OAR Chapter 660, Division 024).
- Part 3. Master Development Plan (MDP):** MDPs are required as a condition of annexation and development. The MDP must demonstrate consistency with applicable Great Neighborhood Principles (RDC 8.0270.3.C.14). See page 11 for discussion of the MDP.
- Part 4. Redmond Zone Change, Annexation, & Land Partition:** Any future development, consistent with the MDP, will require a zone change from County Urban Holding (UH-10) to the City Public Facility (PF) zone, annexation into the city limits, and a land partition of tax lot 151300-00-00103 to create a 300-acre parcel on the southern portion of the subject site.
- Part 5. Deschutes County Plan Map & Zone Change:** Concurrent with city land use applications, dual map amendments are required in Deschutes County to move from County Exclusive Farm Use (EFU) to County UH-10. This will allow the rezoning and annexation applications contained in Part 4.

All application parts contain their relevant approval criteria and demonstrate individual consistency with applicable Statewide Planning Goals, state rules, statutes, and local criteria and plans. For example, Redmond Comprehensive Plan (RCP) policies relating to Part 1. Comprehensive Plan Text Amendment are different from the relevant RCP policies addressed in Parts 2 or 3. Additional applications will be required for project development and are not included

at this stage of the planning process. Among them include Redmond Site and Design Review, public works and building permits.

To aid in project development and to help prove consistency with approval criteria, Winterbrook consulted a variety of reports and planning documents from the City of Redmond and other agencies. Below is a list of materials referenced, some of which are included as appendices to this application package.

- **Strategic Business Plan (Appendix G.1):** The COIC commissioned a 2020 report to plan for the future CORE3 facility (which at that time was branded the RESTCC). Information from this document helped inform site requirements and programmatic details.
- **Intergovernmental Agreement (Appendix G.2):** This agreement between the City of Redmond and Deschutes County, passed in 2007, establishes the process for providing an orderly transition of urban services from county to city jurisdiction, including plan and map amendments in the Redmond URA into the UGB.
- **Oregon Emergency Services Center Viability Assessment (Appendix G.3):** This June 2018 report prepared by the University of Oregon's Partnership for Disaster Resilience found a strong regional need for an emergency services center in Central Oregon.
- **City of Redmond Development Code:** Contains requirements for requested applications.
- **City of Redmond Comprehensive Plan:** All proposals must comply with RCP policies.
- **City of Redmond Transportation System Plan and Deschutes County Transportation System Plan (TSP):** These TSPs were consulted both to facilitate long-range transportation planning in the Redmond URA and to inform the Site Selection Analysis (Appendix F).
- **City of Redmond Economic Opportunities Analysis (EOA):** The Economic Opportunities Analysis assisted in discussions of demonstrated compliance with State-Wide planning Goal 9: Economy of the State.
- **City of Redmond Parks Master Plan:** The Parks Master Plan assisted in discussions of demonstrated compliance with State-Wide planning Goal 8: Recreation Needs.
- **Deschutes County Code (DCC):** Titles 18-23 of the DCC contain county zoning regulations and county comprehensive plan policies.
- **City of Redmond UGB Adjustment (2019):** This 2019 application shows the process by which 156 acres of the subject site was removed from the UGB and "swapped" for another site.

2.2 Subject Site History

The CORE3 facility is proposed on the southern 300 acres of a roughly 1,800-acre Deschutes County-owned parcel near the Redmond Municipal Airport (see Figure 3). Until recently, 156 acres of the 300-acre subject site were included in the Redmond UGB and city limits. An abbreviated site history is as follows:

- 1979: the southern 156-acre portion is shown within Redmond's UGB, zoned Industrial.
- 1980: rezoned Open Space, Parks and Recreation to allow for a fairgrounds project that was ultimately never constructed.
- 1980-2012: the City was unable to rezone the property back to Industrial, constrained by transportation improvements required by the State's Transportation Planning Rule (TPR).
- 2012: Oregon Senate Bill 1544 was adopted. It allowed cities to plan for large lot industrial development, mitigating traffic impacts incrementally. The 156-acre portion of the subject site was rezoned Light Industrial and Heavy Industrial with approval of the Senate Bill.

- 2020: No development occurred between 2012 and 2019. Because of this, it was included in a reconfiguration of the Redmond UGB. The 156-acre portion of the subject site was excluded from the UGB, and a separate 156-acre portion of URA was included into the UGB (see City of Redmond Ordinance No. 2020-01).

Today, the subject site is outside of the UGB, zoned County EFU, but inside the URA. As show on the Existing Conditions Diagram contained in Appendix C., the site contains the former Redmond Rod and Gun Club skeet range and rifle/pistol range, along with the former sheriff's office shooting range and a landfill. The site is largely undeveloped, with multiple unimproved vehicle pathways throughout.

3 Master Development Plan

The CORE3 MDP is shown in Figure 4. The Master Development Plan Set is contained in Appendix C. Application narrative Part 3. MDP contains details on the major program elements and site layout, and responses to approval criteria. This information is summarized in this section.



Figure 4 Master Development Plan

3.1 Major Program Element Types

The MDP shows the full build-out of the site, addressing regional training and emergency response needs in the long term. The features and structures planned for the CORE3 facility generally fall into the following categories:

- Academic and Administrative Facilities;
- Multi-Purposed Scenario Area and Training Props;
- Vehicular Training;
- Specialized Training Areas; and
- Storage and Maintenance.

Multiple structures have dual purposes to serve both immediate training needs and future state resiliency. For instance, the academic and administrative facilities will ordinarily host classrooms, conference rooms, etc., but during the event of a natural disaster these facilities are intended to support an Emergency Communications Center.

Other features to support regional emergency response training activities include: structures for simulations, driving tracks with various terrains, an emergency communications tower, gun range, and general storage for vehicles and fuel.

3.2 Site Concept Plan Layout

The 300-acre CORE3 facility is planned to meet identified facility needs, while buffering activities from one another and from surrounding land uses. As shown on the MDP (Figure 4), large buffers are planned for the western and northern sides of the site, and a proposed public right of way is planned on the western side of the site. These buffers will separate training facilities from land currently within the Redmond UGB to the west and from future urban lands to the north within the URA.

The MDP has been designed to take advantage of key programmatic adjacencies in order to maximize collaborative training opportunities across the different agencies. Similar uses are grouped together, with some internal buffers between functions. A private loop road will provide internal access, and the proposed right-of-way of 21st Ave. will provide public access. With full buildout of all phases, the CORE3 facility will have one primary access and one secondary access onto 21st Ave. The secondary access is proposed for redundancy and emergency response events.

3.3 Great Neighborhood Principles

MDPs must demonstrate consistency with applicable Great Neighborhood Principles, in addition to other local criteria (RDC 8.0270.3.B.1). The CORE3 facility campus will have controlled access for security and safety reasons, limiting access to the general public. The facility's proposed program elements, buildings, and internal transportation system will be restricted to only authorized users. As such, the primary applicability of Great Neighborhood Principles are most relevant around the CORE3 facility's edges. Edge conditions and internal buffer areas have been designed with the Great Neighborhood Principles in mind to better integrate the proposed facility with existing and future adjacent urban uses and the adjacent rural interface.

3.3.1 Transportation

Connect people and places through a complete grid street network and trail system that invites walking and bicycling and provides convenient access to parks, schools, neighborhood service centers, and possible future transit stops. Traffic calming techniques and devices may be required to slow vehicles. Curved streets are encouraged to provide interest and variety in neighborhood design. Trails shall be provided to link with existing or planned pedestrian facilities.

A new public road is proposed along the western side of the site. This road will connect to E. HWY 126, providing access to undeveloped areas within the URA. This road is consistent with Redmond's Eastside Framework Plan. No other transportation facilities are proposed, because CORE3 will be a secure facility that is unavailable to the public.

3.3.2 Open Spaces, Greenways, Recreation

All new neighborhoods shall provide useable open spaces with recreation amenities that are integrated to the larger community. Central parks and plazas shall be used to create public gathering places and should be located in or near the center of the project to the extent practicable. New neighborhoods should retain and incorporate significant geological features such as rock outcroppings or stands of clustered native trees into the design and lot layout. Neighborhood and community parks shall be developed in locations consistent with the Redmond's Parks Master Plan.

While there will not be public access into the site, buffer zones at the northern and western side of the property could include native vegetation that can be viewed from adjacent properties and could contribute to a larger green space context that supports local habitat.

3.3.3 Integrated Design Elements

Streets, civic spaces, signage, and architecture shall be coordinated to establish a coherent and distinct character for the MDP. MDPs may integrate design themes with adjacent developed or planned areas.

The Academic Building will act as a gateway to the facility and be visible from the public right of way. Attention will be given to ensure that it fits within the context of its place and is cohesive with other site elements, signage, etc.

3.3.4 Scenic Views

Identify and preserve scenic views and corridors of the Cascade Range, Ochoco Mountains, and Smith Rock, such as in street view sheds or park areas. Streets and common, or public, open spaces should be located and oriented to capture and preserve scenic views for the public. Minimize visual clutter from signs and utilities within scenic corridors.

While still very much in concept stage, the CORE3 campus will remain sensitive to key view corridors. Attention will also be given to the design of the Administration/Classroom Building that will be visible from E. HWY 126.

3.3.5 Urban – Rural Interface

Urban development shall interface with rural areas through landscaped open space buffers at least 100 feet wide and the length of the urban development, excluding public streets, or

shall be transitioned from higher density development to lower density development at the urban - rural interface.

Land to the west is currently within the UGB and planned for development. Land to the north is within the RURA and will eventually be developed at urban densities. Land to the east is outside of the UGB and RURA and will likely never develop since it's owned by the Federal government. Large buffer areas, exceeding 100 feet, are planned along the western and northern edges of the site. These buffer areas are planned deliberately manage the interface between the campus and its surroundings. These buffer areas will include native vegetation that can be viewed from adjacent properties and could contribute to a larger green space context of the area.

3.3.6 Green Design

Energy-efficient design through solar access setbacks, xeriscaping, and planting of drought-resistant trees to minimize water usage and provide shade.

As resilient facilities, the buildings for the CORE3 campus will be held to a high standard of efficiency and performance to ensure the optimal use of resources and support emergency operations. Native and drought-tolerant vegetation will be prioritized as part of the planting design.

4 Public Facilities

The CORE3 site fronts E. HWY 126, opposite the Redmond Municipal Airport. The site will be served by a new public water main and sanitary sewer line from the proposed right-of-way of 21st Avenue (see Appendix C). Stormwater will be contained on-site.

4.1 Water Service

Potable water service will be provided by extending the existing 16" public water main from the south side of E. HWY 126 at SE Ochoco Way, approximately 1,200 linear feet easterly to the planned right-of-way of 21st Avenue. From there, the public water main will be extended northerly in 21st Avenue approximately 550 linear feet to the project's access road. The CORE3 site will be served by a single potable water service and a single fire service. All on-site domestic and fire water service will be private and isolated from the public water main system.

4.2 Sanitary Sewer Service

Sanitary sewer service will be provided by connecting to the existing 12" public sanitary sewer main along the south of E. HWY 126. The connection will require crossing E. HWY 126 and extending a public sewer main northerly approximately 600 linear feet in future 21st Avenue to the project access road. The CORE 3 site will be served by a single sanitary service. All on-site sanitary sewer will be private and gravity served where possible. Due to project topography, lower lying areas will be served by a private lift station/force main system.

4.3 Stormwater

Stormwater will be collected and dispersed on-site via swales, underground injection control devices (such as drywells), or a combination of both methods.

5 Conclusion

This introduction provides broad context for all decision makers across the eight requested land use applications. These applications are designed to be heard consecutively to provide the full project context. The eight requested applications are contained in the following five application parts:

- Part 1. Comprehensive Plan Text Amendment
- Part 2. Urban Growth Boundary Amendment
- Part 3. Master Development Plan
- Part 4. Redmond Zone Change, Annexation, & Land Partition
- Part 5. Deschutes County Plan Map & Zone Change

Although the applications are related, the applicable Statewide Planning Goals, state rules, statutes, and local criteria and plans are different for each of the requests. Depending on the purview of your review, please view each application part separately for demonstrated compliance.