

Est. 1883

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EDUCATING THRIVING CITIZENS

OFFICE OF THE SUPERINTENDENT

Education Center
520 N.W. Wall Street
Bend, Oregon 97701-2699

October 20, 2015

Brian Rankin
City of Bend
710 NW Wall Street
Bend, OR 97701

Mr. Rankin,

Bend-La Pine Schools owns property adjacent to Shevlin Park road (tax map #1711230000600), in the area identified in the UGB Expansion Scenario 3.1 as "Shevlin Area." The property is planned for a school to meet growth projections in the northwest area of Bend. We are currently over capacity in some schools and anticipate that we will need another school in this area as the land in the west side continues to develop. We have been unable to locate an alternative suitable site that meets the location and size requirements for a school. Other sites, further south, would likely be too close to existing schools.

We request that the area identified in Scenario 3.1 as "Shevlin Area" be brought in to the UGB. Having the school district parcel and some additional residential land will complete the street grid system, provide buffers to existing development and enhance a walkable school neighborhood.

Thank you for your consideration.

Sincerely,



Brad Henry
Chief Operations and Financial Officer
Bend-La Pine Schools

October 16, 2015

Mr. Brian Rankin, Planning Manager, City of Bend

Submitted via Email: brankin@bendoregon.gov

Re: City of Bend, UGB Testimony for UGB Boundary TAC and UGB Steering Committee Meetings 10.22.15

Dear Brian:

I am a long-time Bend resident and have been following the UGB expansion since before the UGB remand began. I recently attended the Boundary TAC meeting on 10/8/15 where the group reviewed post-modeling data on expansion scenarios and the preferred UGB expansion scenario 2.1.

Like many others who reviewed the UGB data and recommendations, I feel that Scenario 2.1 focuses too much land in southeast Bend to the detriment of the City of Bend as a whole. While I agree that land on the eastern side of Bend is where the majority of the expansion should occur, I feel that the expansion should be more balanced between the north and south ends of Bend.

As articulated in the correspondence dated 10/7/15 by Miller Nash Graham & Dunn regarding the "Perfect Rectangle" land, inclusion of lands northeast of the current UGB boundary will better serve the City than concentrating the expansion in southeast Bend. The lands that they recommend for inclusion into the UGB will help to leverage recent parks built by the Bend Parks and Recreation District, provide residences easy access to a number of existing schools and will provide shorter trips to multiple shopping districts on the north side of Bend. New homes in this area will be closer to the City of Bend sewer treatment plant and will also provide more housing to service the city's investment in Juniper Ridge.

Placing so much of the City of Bend's expansion in a small number of land owners as would happen in the preferred expansion scenario 2.1 is a risky proposition from an infrastructure perspective. These large parcels of land that are being recommended for inclusion will face significant time delays due to the planning and cost of infrastructure that will be required to serve them. A more balanced approach that expands the UGB into more areas of town including smaller parcels that require less infrastructure improvements will allow new housing to be built in a timelier manner to help alleviate the City of Bend's current housing shortage and affordability crisis.

I urge you to carefully consider the benefits of a more balanced UGB expansion and to make modifications to expansion scenario 2.1 as it is currently proposed in order to provide a higher level of benefit to the City of Bend and its residents.

Best regards,



Mark Smuland

1532 Harmon Blvd. NW, Bend Oregon

October 19, 2015

Michael C. Robinson
MRobinson@perkinscoie.com
D. +1.503.727.2264
F. +1.503.346.2264

VIA EMAIL

Victor Chudowski, Chair
City of Bend UGB Steering Committee
710 NW Wall Street
Bend, OR 97701

**Re: City of Bend (“Bend”) Urban Growth Boundary (“UGB”) Expansion -
Letter in Support of Including Two Properties**

Dear Chair Chudowski and Members of the UGB Steering Committee:

This office represents the owners (“Owners”) of two properties located in unincorporated Deschutes County that are under consideration for inclusion in the City’s UGB expansion. The purpose of this letter is to request that the City’s UGB Steering Committee (“Steering Committee”) modify the preferred expansion scenario to include these two properties. A description of the properties and the justification for including them in the UGB at this time is set forth below.

1. The Steering Committee should recommend including Owners’ property located on O.B. Riley Road (“Westside Property”) in the UGB.

A. Description of Westside Property.

The Westside Property is approximately 140 acres in size and located at the northwest corner of O.B. Riley Road and Cooley Road in the “O.B. Riley/Gopher Gulch Area.” It is an exception area and designated urban reserve. The Westside Property is currently vacant and zoned UAR-10. Surrounding properties are generally vacant, although the “Golden Triangle” commercial properties are located immediately east-southeast of the Westside Property. An aerial photo with the Westside Property outlined in black is set forth in Exhibit 1.

B. Reasons for Including the Westside Property in the UGB.

The Westside Property is an excellent candidate to be included in the UGB expansion for the following reasons:

- Located immediately west of land recommended for inclusion in UGB
- Designated urban reserve, so highest priority for inclusion in the UGB under ORS 197.298(1)
- Ranked by City staff in “highest quartile” for consistency with Goal 14 factors
- Few constraints on development
- Proximate to approximately one-third of regional employment destinations (including Juniper Ridge) and approximately one-quarter of regional retail destinations (including Golden Triangle), so development in this location will reduce vehicle miles traveled relative to other locations
- Further, it will allow those trips to occur in an east-to-west manner on the north side of the City, without further congesting downtown or other high-traffic locations
- Large enough to develop a “complete community” with multiple types of residential areas, local-serving retail, parks, and a school
- Large enough to leverage extension/expansion of utility facilities
- Large enough to be eligible for master-planning, giving the City greater regulatory control and assuring a comprehensive development plan
- Pedestrian-friendly access to/from downtown Bend could be accomplished via a multi-modal path (5-mile/25-minute bike/walk) either in O.B. Riley Road or the Bend Parks and Recreation Trail system along the Deschutes River (see Deschutes River Trail Projects map in Exhibit 2)
- No adverse impact to Swalley Irrigation District

- Serviceable by gravity from Bend water system
- North Interceptor for sanitary sewer, which would serve the site, is programmed
- Although westside housing has historically been more expensive than eastside housing, this is a function of supply and demand, and the City should not interfere in the marketplace on this issue
- Many general disadvantages identified for the O.B. Riley/Gopher Gulch Area properties (steep topography, poor serviceability for wastewater) are not applicable

For these reasons, the Steering Committee should recommend including the Westside Property in the UGB at this time.

2. The Steering Committee should recommend including Owners' property located on Eagle Road ("Eastside Property") in the UGB.

A. Description of Eastside Property.

The Eastside Property is approximately 29 acres in size and located on the east side of Eagle Road north of Neff Road in the "Northeast Edge Area." It is an exception area and designated urban reserve. The Eastside Property is zoned Urban Area Reserve (UAR-10). Urban residential uses in the City limits are located immediately west of the Eastside Property, while lower-density residential uses surround the Eastside Property in other directions. An aerial photo with the Eastside Property outlined in black is set forth in Exhibit 3.

B. Reasons for Including the Eastside Property in the UGB.

The Eastside Property is an excellent candidate to be included in the UGB expansion for the following reasons:

- Located immediately east of and adjacent to the City boundary, so not dependent upon including intervening properties

- Designated urban reserve, so highest priority for inclusion in the UGB under ORS 197.298(1)
- Ranked by City staff in “highest quartile” for consistency with Goal 14 factors
- Prime for urbanization because it is flat with no inventoried resources
- Largely undeveloped, so suitable for future development
- Readily serviceable by City of Bend sanitary sewer with an existing eight-inch sanitary sewer mainline located on the opposite side of Eagle Road
- Readily serviceable by Avion Water Company with an existing 12-inch domestic water line located within Eagle Road right-of-way
- Proximate to existing parks, schools, and transportation facilities
- General disadvantages identified for the Northeast Edge properties (parcelization, limited capacity for development, lack of connectivity) are not applicable

For these reasons, the Steering Committee should recommend including the Eastside Property in the UGB at this time.

3. Conclusion.

For the reasons stated above, the Steering Committee should modify the preferred expansion scenario to include the Eastside Property and the Westside Property. We will appear at your meeting on October 22 and welcome the opportunity to address any of your questions at that time.

Thank you for your consideration of the points in this letter.

Victor Chudowski, Chair
October 19, 2015
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Very truly yours,



Michael C. Robinson

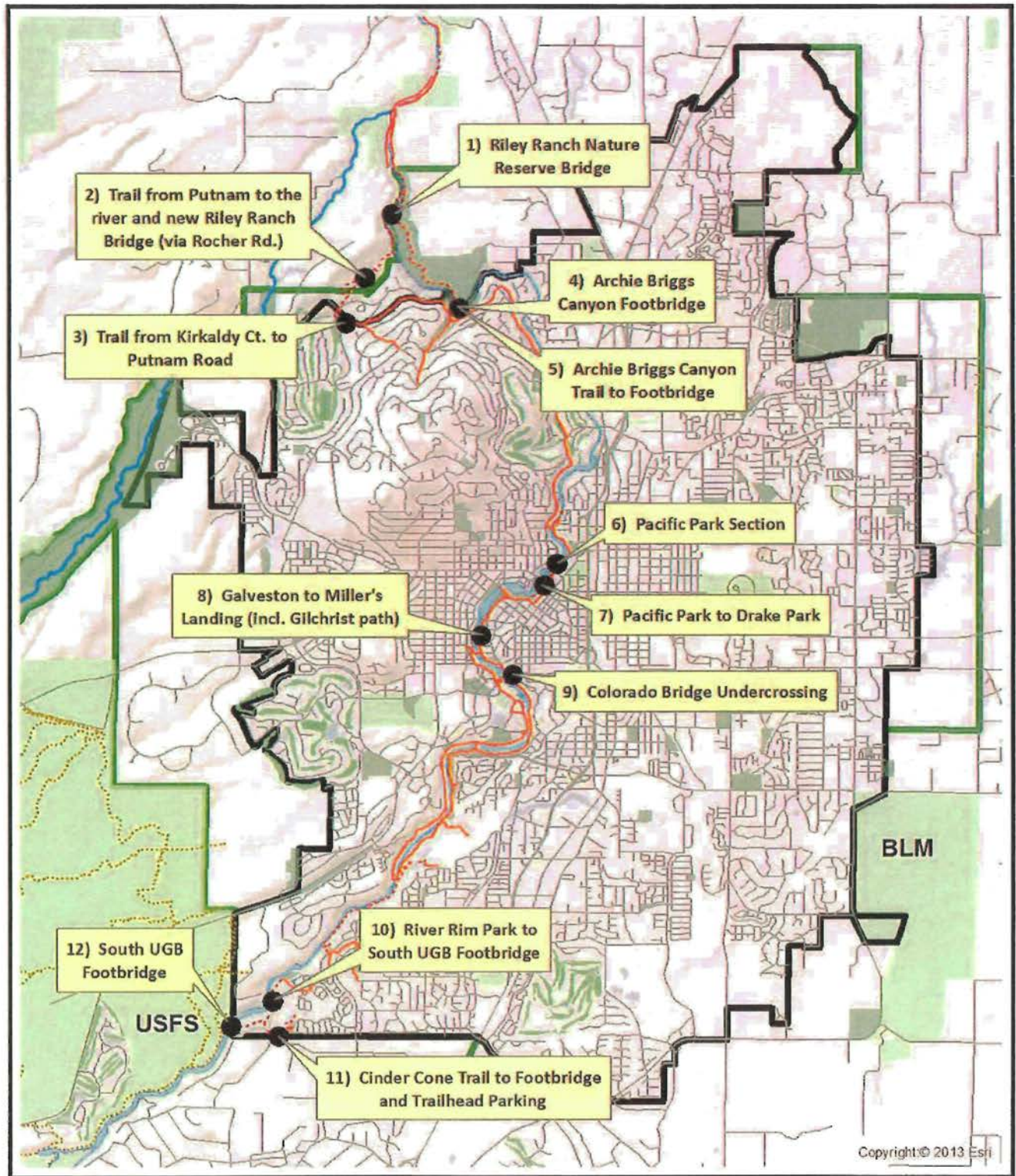
Encls.

cc: Matt Harrell (via email) (w/encls.)
Seth King (via email) (w/encls.)

Google Maps O. B. Riley Rd & Cooley Rd



Imagery ©2015 Google, Map data ©2015 Google 1000 ft



Deschutes River Trail Projects

- Legend**
- SPRD Trails 2014
 - Deschutes River Trail System
 - Existing
 - Planned
 - USFS Trails
 - SPRD Parks
 - Urban Growth Boundary
 - Park District Boundary



Project Map (http://bendparksandrec.org/current_projects/project-map/)

Bond-Funded Projects (http://bendparksandrec.org/current_projects/bond-funded-projects/)

Bond Projects Map (http://bendparksandrec.org/current_projects/bond-funded-projects/map/)

Google Maps eagle ave neff bend or



Imagery ©2015 Google, Map data ©2015 Google

500 ft

Google

To: Brian Rankin, Principal Planner, City of Bend, Oregon

From: Bill Galaway, Member of the Stonegate Homeowners Association and Chairman of the Southeast Bend Neighborhood Association

Subject: Public Testimony Regarding the UGB / Proposals for the "Thumb"

Brian;

Thanks for the opportunity to provide input to the UGB Remand project. It is good to hear that public opinion is both encouraged and appreciated.

Many of us in the Southeast Bend Neighborhood Association attended the public meeting on October 1, and were glad to hear that Scenario 2.1 was becoming the best overall choice. However, we also heard that while the area known as the "Thumb" was noted as Residential and Employment focus in Scenario 2.1, the current thinking is to have the "Thumb" be predominately Employment focus, as noted in all of the Supplemental Analyses.

There are a number of neighborhoods that border the "Thumb" or are in close proximity to this area of land, including but not limited to: Mountain Pines, Stonegate, Mountain High, Woodside Ranch, and Sunset View Estates (on county property). One common trait that we all share is the need to drive to anything, be it a restaurant, a store, any shopping, parks, schools, etc. A common theme included in all of the mixed use development scenarios would be to have these types of businesses and/or properties co-located with housing, so that they would be close to where we live. Thus we were all looking forward to having the mixed use development within walking distances of our neighborhoods in the "Thumb".

The concept of predominant Employment focus has us very concerned. While we recognize that Employment focus does not leave out restaurants and shopping, it also includes truck stops, warehousing, and call centers. A Mixed Use development would have developers considering amenities for the homeowners that will move there, akin to what has transpired in the Northwest Crossing area. Without housing being included in the plan, this property could become the southern Juniper Ridge development, which none of us who live here want to see, nor would we like the impact to our property values.

The other concern with a predominant Employment focus is Transportation. This alternative shows up to 2,000 jobs being located in this area. The road system cannot support this. Traffic from the north would have to drive down Parrell or Knott to get there, or drive south on Highway 97 to Baker/Knott and double back. Knott is already a highway with the amount of traffic on it, having 2,000 jobs added to the area will make this worse. Parrell will never be able to support this added traffic.

If Mixed Use development were to be built in the “Thumb”, at least some of the workforce would live there, reducing the amount of traffic into the area. Plus it would also drive developers to consider employment development to support the homeowners, as noted above.

Regardless of the choice for the “Thumb”, the road network has to be looked at very closely. As noted, Knott is already being used as a highway for those wanting to move from south to east, and vice versa. Traffic is becoming very dangerous along Knott, especially with the amount of intersections with main roads (China Hat, Country Club Road, Brousterhous) with limited views and no turn lanes. The lack of an off ramp at China Hat and Highway 97 means that many drivers will use Parrell to get to their area of work in the “Thumb”, this road likely cannot be upgraded to support this amount of increased traffic, nor should it as it is too close to neighborhoods to be used as a conduit. There needs to be a full on/off ramp from Highway 97 into the “Thumb” built into the proposal.

Thanks again for the opportunity to provide input into the UGB Remand project. If I can provide help in any way I would appreciate the opportunity to do so.

I look forward to the TAC Committee’s response to this letter.

Regards,

Bill Galaway

Jerry L. Curl, Trustee

703 NW Stonepine Dr.
Bend, OR 97703
Telephone: 541-389-6562
Facsimile: 541-383-2985
Email: debi@brickshiphouse.net

October 16, 2015

City of Bend Technical Advisory Committee (“TAC”) for UGB Expansion
Bend, Oregon 97701

RE: UGB Expansion – Jean Curl Trust Properties and “Perfect Rectangle” Proposal

I am Trustee for the Jean Curl Trust. The Jean Curl Trust owns three tax lots in the far NW corner of the UGB Expansion Scenario 1.2 map area denoted as “Northeast Edge”. On that map, the space is described as “Residential Area with Significant Employment”. The three lots are also within the 240 acre block referred to as the “Perfect Rectangle”, in the Miller Nash proposal submitted to the TAC on October 8, 2015.

On the UGB Expansion Scenario 2.1 map, the proposed UGB line is depicted as touching the south edge of part of the Jean Curl Trust property. It is roughly 250 feet south of other portions of the property. (*See attached Exhibit 3*)

My mother, Jean Curl, lived on the largest of the three aforementioned tax lots until her passing last August. (TL 700 - 16.88 a/c) The other two tax lots (TL 704 – 4.15 a/c & TL 707 – 8.30 a/c) are adjacent to the lot on which she lived. One lot is to the west, the other to the north, and neither have structures or improvements – other than a fence. Tax lot 707 has easterly access directly onto Deschutes Market Rd. It is located across the road from Pine Nursery Park.

Among other things, the combined 29.33 acres of relatively flat and cleared surfaces have long made this property attractive for UGB expansion. The extremely short distance to a sewer connection, nearby park availability, inclusion in the Bend Parks district, proximity and access to Deschutes and Butler Market Rd, full complement of nearby schools, short distance to the regional Redmond Airport and the Bend Airport, and proximity to improvable Yeoman and Cole roads are what earlier rightfully earned this acreage one of the most preferential and coveted designations – Urban Area Reserve. Thus, it has long been ripe for inclusion in the next UGB expansion. Previously, when evaluated in comparison to many other city boundary properties outside of the Perfect Rectangle, the location and superior ease-of-development criteria described herein is what caught the attention of planners and officials and resulted in zoning this property UAR.

A couple of weeks ago, after reading what was published in the paper on October 1st and after reviewing the city’s updated website, I immediately made contact with Planning Staff questioning why our property had been left off the new “preferred” UGB expansion map. (Previously, on June 10th, the Bend Bulletin published a nearly full-page map, distinctly depicting the Jean Carl (sic) Trust property as being included in Scenario 1 for the UGB expansion). If I understood Staff correctly, our property was earlier deemed

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acceptable for the configuration of Scenario 1, but the focus is now on Expansion Scenario 2.1 and that plunged our property, as well as others, into the unacceptable category of “poor” for this UGB update. That said, Staff has not been able to identify any criteria used nor locate any findings to support why there is this change in focus so I remain perplexed about what facilitated the change of outlook in the first place.

When assessing the different scenarios and their potential benefit to the long-range planning for the city, it appears **there may have been one critical connectivity component overlooked when the Scenario 1.2 map and the Jean Curl Trust and the Perfect Rectangle properties were analyzed for UGB expansion.** I realized this when communicating with Staff about Staff’s preferred Scenario 2.1 map over the Scenario 1.2 map. If Staff was not aware, then it is reasonable to conclude the TAC may also not be aware of some important transportation connectivity information related to Cole and Yeoman roads. After recognizing this, at the October 8th session, I hand-delivered pertinent documents to Planner Karen Swirsky showing that there are, and have been, long-standing connectivity availability options along Cole and Yeoman roads.

Deschutes County possesses a right-of-way to extend Yeoman Rd from the west, across the canal to the east, all the way to Cole Rd. This right-of-way runs along the north boundary of a portion of the Jean Curl Trust properties. (*See Exhibit 2, excerpt from Deschutes County file: Cole Rd*) Although the county right-of-way ends at Cole Rd, **the County Road System Transportation System Plan Map shows Yeoman Rd extending east from that point, as a future collector, all the way to the intersection of Hamehook & Butler Market Rd.** (*See attached Exhibit 1- future collector*). I verified with Peter Russell, Deschutes County Senior Transportation Planner, that the future collector between Yeoman Rd and Butler Mkt Rd is identifiable on the map.

The Jean Curl Trust property has a long-standing history of being appropriately designated as UAR, yet on the new Staff preferred UGB map, the property is ignored and non-UAR areas such as the “Thumb” and the “DSL” properties – both of which will require a greater length of time and considerably more effort and cost to develop – are seemingly given priority. The new preferred map appears to place an unjust emphasis on the southeast area. With that area consuming so many of the resources needed for development that will take several years, it would behoove the city to consider phasing those areas and, for immediate expansion, include primacies for more shovel-ready areas such as the properties within the Perfect Rectangle.

Although it may be a low priority in 2015, it is entirely plausible that within the timeline of a 20-year plan, the county will necessarily extend Yeoman Rd from Cole Rd to the intersection of Hamehook and Butler Market Rd. This is yet another valuable element for the TAC to consider when analyzing the Jean Curl Trust properties and the Perfect Rectangle parcel. In the final analysis, additional west to east future plans for a collector, lying along the north boundary of these parcels, should exponentially increase the city’s UGB desirability to annex the entire 240 UAR and MUA non-resource acres; over other areas without such plans or like designations.

Jerry L. Curl, Trustee

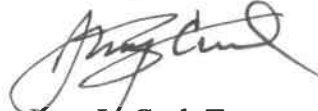
October 16, 2015

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I am in favor of the Perfect Rectangle proposal. Alternatively, because of the unique location and history of the three Jean Curl Trust tax lots (700, 704, 707), at the bare minimum, I urge the city to include *these* parcels in the next expansion of the UGB.

Please include me on any of the city's email lists regarding the UGB expansion discussion or decision. Should you have any questions, please feel free to contact me.

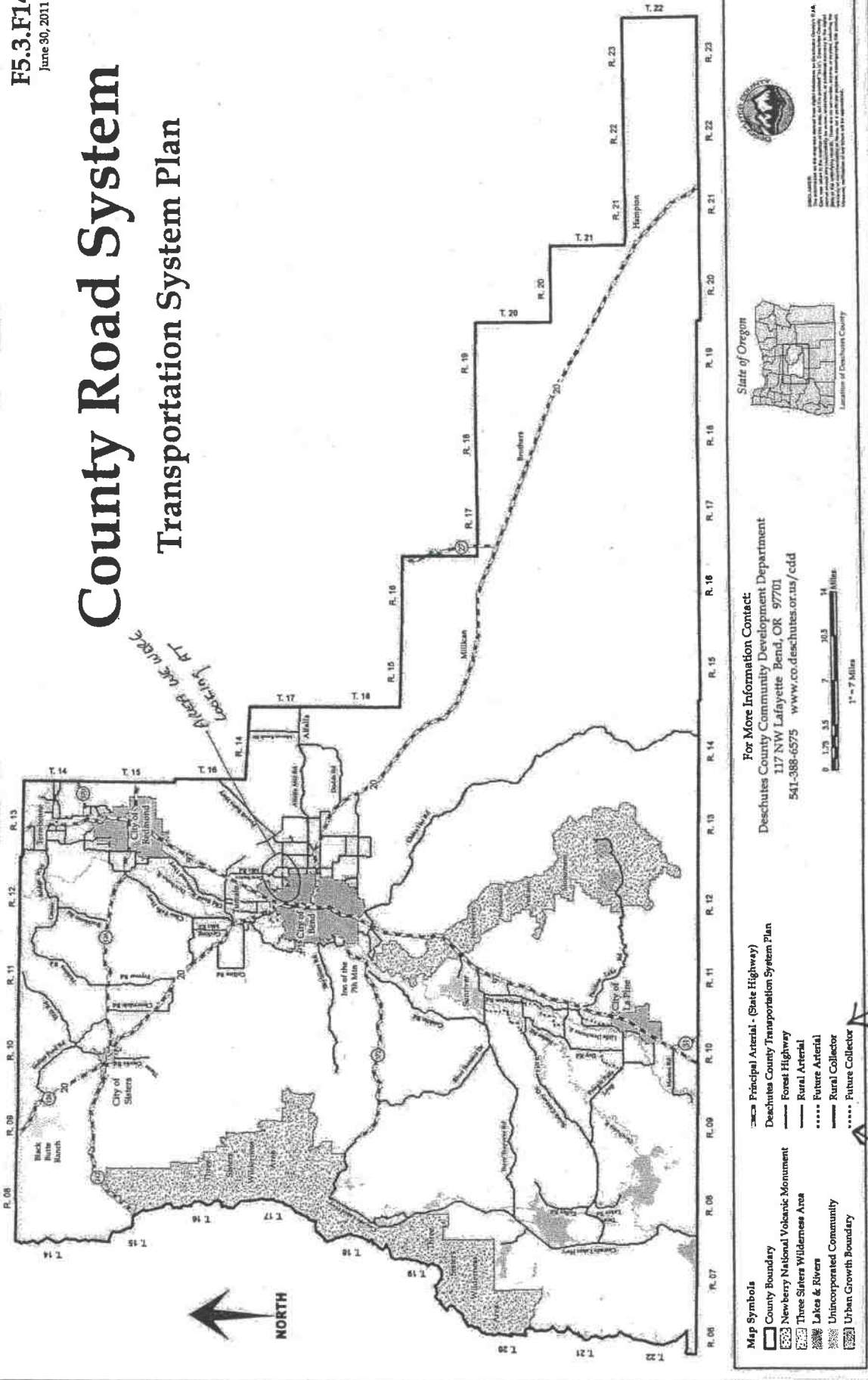
Sincerely,

A handwritten signature in black ink, appearing to read "Jerry L. Curl". The signature is fluid and cursive, with a large initial "J" and "C".

Jerry L. Curl, Trustee – Jean Curl Trust

F5.3.F14
June 30, 2011

County Road System Transportation System Plan



*Notes are wide
locating RT.*



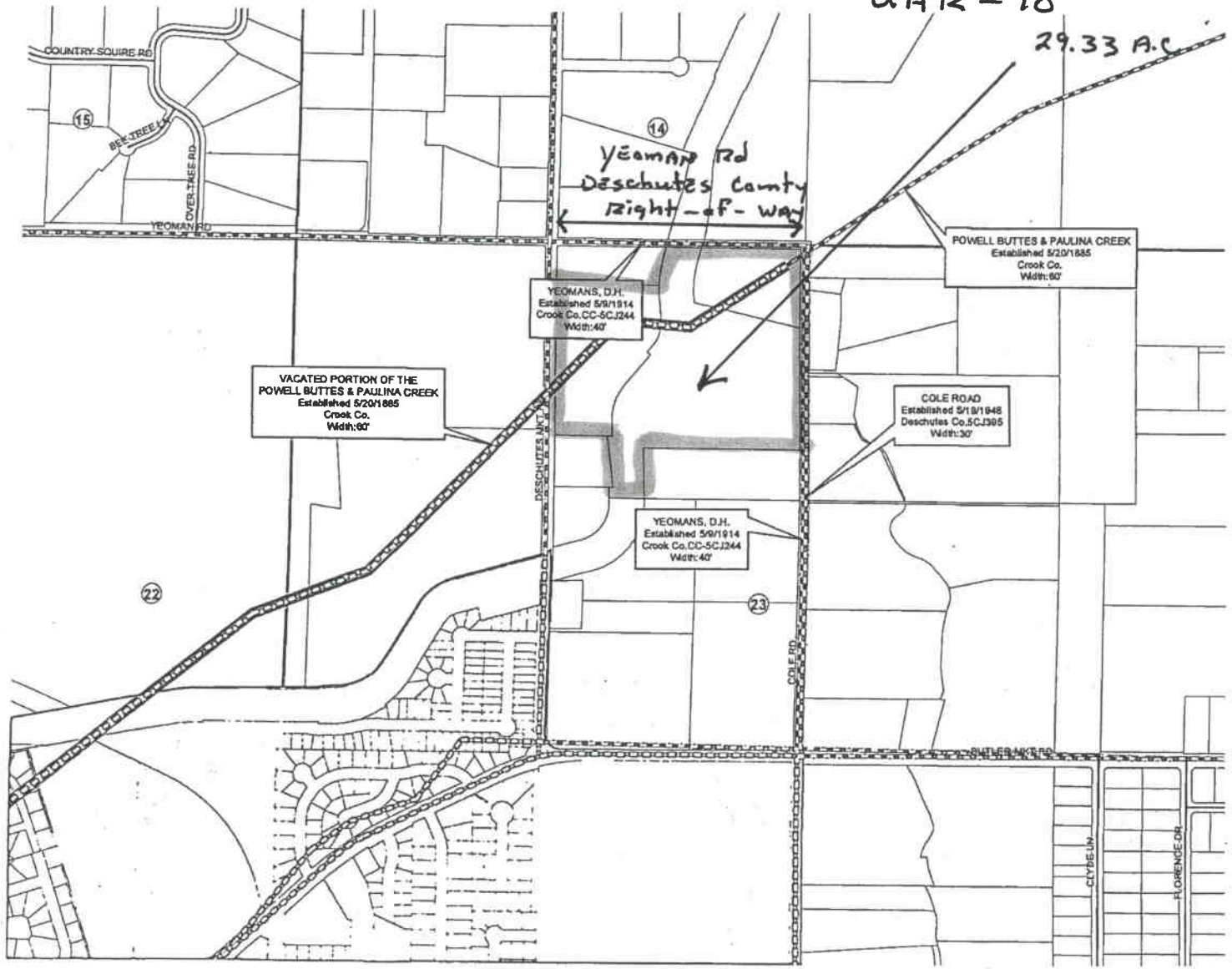
For More Information Contact:
Deschutes County Community Development Department
117 NW Lafayette Bend, OR 97701
541-388-6575 www.co.deschutes.or.us/cdd

- Map Symbols**
- Principal Arterial - (State Highway)
 - Deschutes County Transportation System Plan
 - Forest Highway
 - Rural Arterial
 - Lakes & Rivers
 - Unincorporated Community
 - Urban Growth Boundary
 - County Boundary
 - Newberry National Volcanic Monument
 - Three Sisters Wilderness Area

JEAN CURL TRUST EXHIBIT 1

Jean Curl Trust
 Total acreage
 UAR - 10

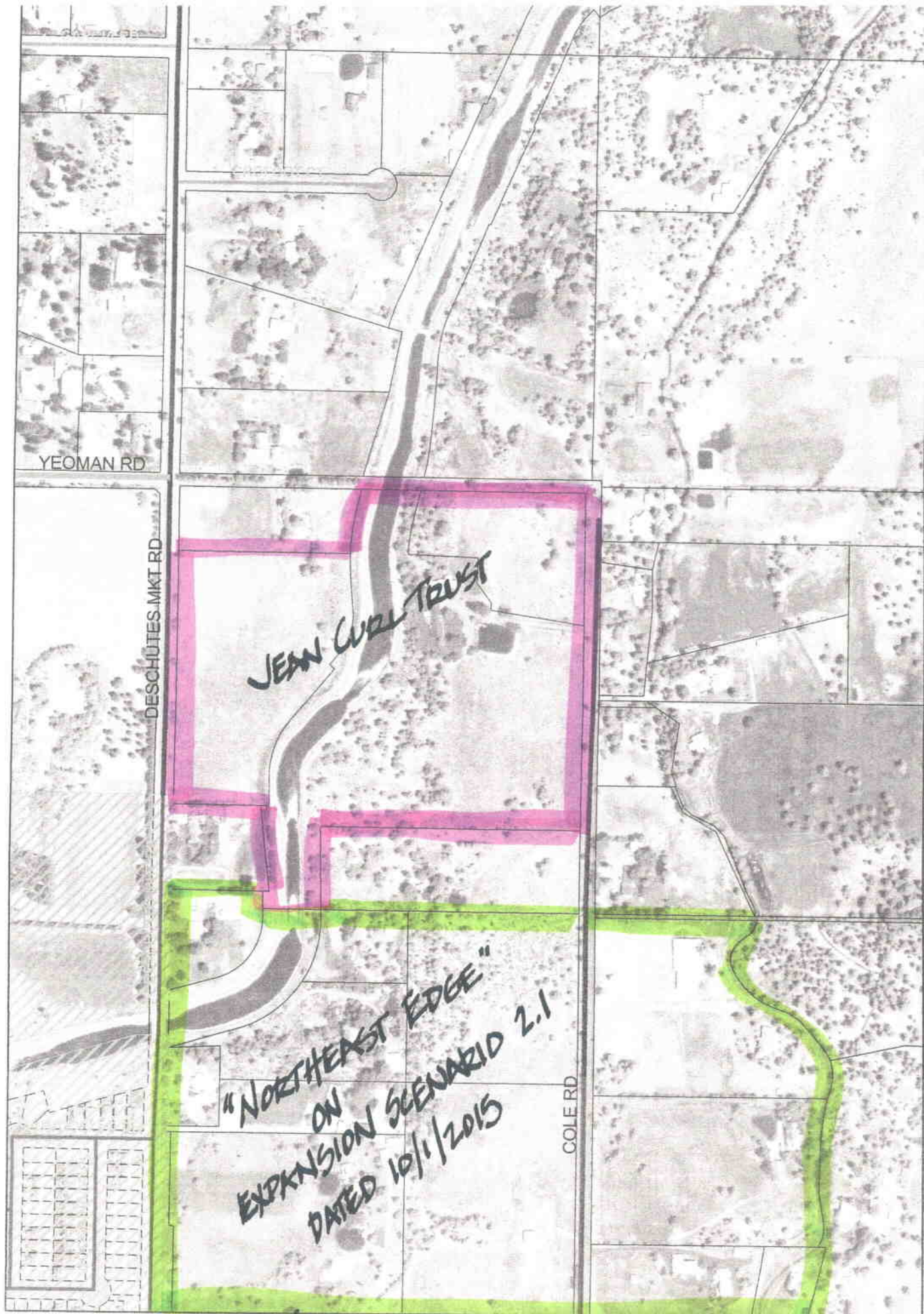
29.33 A.C.



T.L. # 700 - 16.88 A.C.
 T.L. # 707 - 8.30 A.C.
 T.L. # 704 - 4.15 A.C.

29.33 A.C.

JEAN CURL TRUST
 EXHIBIT 2



YEOMAN RD

DESCHUTES MKT RD

JEAN CURL TRUST

"NORTHEAST EDGE"
ON
EXPANSION SCENARIO 2.1
DATED 10/1/2015

COLE RD

JEAN CURL TRUST EXHIBIT 3

From: Edward Elkins [<mailto:thumper2@centurylink.net>]
Sent: Friday, October 16, 2015 12:10 PM
To: Brian Rankin <brankin@bendoregon.gov>; Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: Emailing: Order 001775

Brian, Damian:

Would you please submit the attached document into the current remand record. I understand Damian is out until the 19th, but feel it is important to have this avail to the BTAC before the Oct. 22, 2015 meeting.

Respectfully,

Edward J. Elkins
63613 o> B. Riley Rd.
Bend, Or 97703
thumper2@centurylink.net
541-647-7405

evaluate all of the parcels and/or areas of similar parcels in the next highest priority category in ORS 197.298(1). For Bend, the next highest priority of land for urbanization is resource land with low resource production capability in ORS 197.298(1) (d).

This evaluation *may* start with a suitability analysis based on: (1) one or more physical site need characteristics that were identified during the need analysis, if any, or (2) one or more of the exceptions to the priorities in ORS 197.298(3) if there are adequate data and findings to support one or more of the three exceptions, or (3) both. (See OAR 660-024-0060(1)(c) and (2).) The steps described for highest priority exception land above are applied to each available parcel of lower-capability farmland, providing a tentative list of suitable parcels in this priority to add to the UGB Note that the Goal 14 boundary location factors are *not* triggered and applied in this situation. The Goal 14 factors are applied only when there is an excess amount of suitable land in a priority category.

If, after the previous analyses, the city still does not have enough land to meet all of its 20-year identified need for the particular use, the city may consider lower priority lands (*i.e.*, the next set of higher capability farm and forest lands) under ORS 197.298(2), using the same analytical methodology used to select higher priority lands, and produce a tentative list of suitable parcels in this final priority to add to the UGB.

b. Summary of Local Actions

The analysis classified parcels designated UAR as exception lands. [R. at 162, 1177] In addition, the Bend Area General Plan (the city's comprehensive Plan) includes a statement that "Lands in this Urban Reserve area [land zoned UAR] are considered first for any expansion of the Urban Growth Boundary." Because of this plan provision, the amendment ranked UAR-zoned land higher than other exception land and included it in the UGB expansion before considering the other exception parcels zoned Suburban Residential 2.5-acre minimum, MUA 10-acre minimum, and Rural Residential 10-acre minimum. [R. at 175, 1190]

It is unclear from the record whether the city selected resource parcels in accordance with ORS 197.298(2), which includes mapping or describing the soil capability of all resource parcels in the study area, grouping them according to soil capability, considering low capability parcels before high capability parcels, and applying the Goal 14 boundary location factors if there is more resource land than needed.⁷⁷

⁷⁷ The record is missing a map showing the soil capability of all resource parcels in the original or revised study area. The boundary location analysis map that shows resource lands does not show soil capability. [See R. at 165,1180, Figure V-4]

Consideration of resource parcels assumes that all of the 20-year needed cannot reasonably be accommodated on land within the existing UGB through efficiency measures, and on exception land outside the existing UGB. Whether the city can reasonably accommodate more or all of its 20-year land needs within the existing UGB or on exception land is addressed elsewhere in this report.

To Mr. Brian Rankin, City Of Bend Planning Manager and UGB Committee
RE: City UGB Testimony

Dear Mr. Rankin and Committee Members,

I feel we are in danger of losing the opportunity for affordable housing in Bend if we do not put more land from the Northeast into the UGB. I have been a developer in Bend for over 25 years and the Northeast is one of the cheaper places to develop with great access to sewer and relatively flat land.

I recently reviewed the ranking scores for the various scenarios and see scenario 2.1 ranked higher mainly because of traffic. This was mainly due to the assumption large parcels will be mixed use and other areas will not be mixed use. There is no reason all areas of the city can't be multiple use. If residential areas are built, certain property owners will ask to be zoned commercial to meet those needs. You do not need to have a mixed use large parcel to have mixed use. A mixed use designation never even existed except for the last few years. All throughout the city you see mixed use. Look at the new development taking place around the hospital with restaurant and retail space, commercial retail around Boyd Acres and Butler Market as well as 27th and Butler Market. People will be there to fill the need for commercial when one exists. The city has specific zoning in its ordinance for this purpose such as Neighborhood Commercial Zone (CN) and Convenience Commercial Zone (CC). The Convenience Commercial Zone's purpose is listed below:

Section 14. Convenience Commercial Zone or CC Zone. (1) Purpose. This zone is intended to provide locations for a relatively wide range of small businesses and services which fit into the residential development pattern as a convenience to residents in that part of the City and to recognize existing uses of this type within the City. New centers of this type are intended to be limited in size to not more than four acres of contiguous land and to be located and developed in a manner consistent with the General Plan.

We are putting too much emphasis on large parcels. As a large property owner I can tell you large property owners will not develop land all at once. It is always done in phases over a period of years. Usually it is developed in six to ten acre tracks of land with about 25 to 40 lots at a time. All the large developments in town including ours, River's Edge, as well as others like Northwest Crossings have taken years to develop. Generally only one or two phases are done per year during busy times. No one wants to have too much inventory on hand should we get another down turn in building. Bend averaged over 82 single family detached home building permits per month from 7/1/14 – 2/4/15. There is no way large developments will keep up with the demand. I would also challenge you to check the cost of housing in these mixed use developments. They are not what you would consider lower cost.

Please do not put so many eggs in the large parcel basket. We need diversity of product. We need affordable housing near our current industrial area around the Boyd Acres and Empire area. We also need to have affordable housing for our future industrial area, Juniper Ridge. Northeast Bend has desirable infrastructure including a huge park complex at the old Pine Nursery, great sewer access and is located nearest to our sewer plant. It has easy to develop land that can create affordable lots which will translate into affordable housing.

Thank you for your time and consideration,


Wayne Purcell

Damian Syrnyk

From: Larraneta and Co <larranetaandco@yahoo.com>
Sent: Monday, October 19, 2015 9:48 AM
To: Damian Syrnyk
Subject: Re: Website links for information on Bend UGB Remand Project

Damian,

Thanks for all of the info. I did make a comment on the scenarios website but wasn't exactly sure if that was going to get through so I am writing again. If you could just make sure this gets into the record for consideration I would appreciate it:

I have been discussing the scenarios with several people in the area and after spending way to much time looking at the maps and data I don't understand how the "northeast edge" subarea is not incorporated into every scenario. Specifically on Eagle Rd. the 40 +- acres just north and south of Bradetich Park and corner of Cole Rd. These areas have always been slated to come into the city sooner rather than later as evidenced by their UAR zoning. Also, the area has full services of water, sewer, roads and parks right now which makes it ideal for more affordable housing option right now, not 10-20 years down the road. People have said that they want single family, affordable, small lot housing in this area and that is what it is set up for. The key is that it is available now with all services and for affordable housing, that is what we need, now. I would argue that most of the larger parcels in SE are going to take years to get ready by the time you get master plans and services to these areas.

I would also add that in order eliminate an overinflated acreage coming into the UGB, you delete areas such as north of Yeoman Rd. which will most likely never be developed. These areas with small 1-2 acre parcels are to hard to develop and don't help with the problem of providing affordable land for near term development.

Thanks for the time and consideration,

Mike

On Tue, 9/29/15, Damian Syrnyk <dsyrnyk@bendoregon.gov> wrote:

Subject: Website links for information on Bend UGB Remand Project
To: "mike@larranetaandco.com" <mike@larranetaandco.com>
Date: Tuesday, September 29, 2015, 3:44 PM

TO: Boundary Scenarios Technical Advisory Committee
FROM: John Russell
SUBJECT: Comments for October 22 meeting
DATE: October 15, 2015

Unfortunately I will be unable to attend the meeting on October 22, due to a long-planned vacation. It was also indicated by city staff that calling in would not be feasible because the Municipal Court room did not work well for a speaker phone. Thus I submit the following comments in advance of the meeting and without having the option of reviewing the agenda packet.

1. Complete Communities. I am a strong believer in complete communities as the best future development scenario for Bend. Scenario 2.1, as addressed by the consulting team at the October 8 meeting, best meets the criteria of complete communities. One need only look as far as Northwest Crossing to see how a complete community can be successful in Bend. The modeling supported this scenario as the best performing almost all of the factors (and was competitive in others). As the representative of the DSL property, I recognize that this scenario brings in the largest DSL ownership of the three scenarios. The DSL property has been identified as a complete community since the State Land Board adopted the Stevens Road Conceptual Master Plan in 2007 (which is part of the record of this process). The analyses completed by the consulting team that verified higher performance from Scenario 2.1, confirms that the vision adopted by the Land Board is consistent with the best solution for Bend.
2. Juniper Ridge. I have indicated before that I believe the eastern portion of Juniper Ridge, consisting of about 200 acres, is highly unlikely to be utilized for development during the planning period (Brian Meece has noted this even more often than I have). The reasons for my belief are as follows:
 - The 300 or so acres on the westerly, currently zoned portion of Juniper Ridge, require about \$50 million of public improvements to be fully developable. When one adds the time to market and sell the property *after it is developed*, it is simply unrealistic to believe that the easterly portion of the property will be utilized in the next 12 years (i.e. during the 2028 UGB planning period).
 - The 200 unplanned acres are on the far northeast corner of the city, and separated from major transportation facilities (e.g. Cooley, 18th) by a mile or so, and are essentially in a very large cul-de-sac (i.e. one point of access). Though the modeling only looked at potential properties for inclusion in the city, it would be very interesting to see how this area of Juniper Ridge would compare to those model results. I suspect that this area would not compare well with many other prospective areas that have been modeled. It would be nice to verify, or refute, my suspicions.
 - I believe Juniper Ridge holds tremendous long-term potential for the city as an employment center supported by a complete community. I strongly support this future use. However, at this point if it is not possible to bring that area to near-term

development, it is occupying 200 or so acres that will sit vacant for the duration of the planning term. If that land was removed from the current UGB, but kept in the city limits for the next UGB expansion, those 200 acres could be utilized elsewhere in a location that is much more likely to develop in the near-term. That would be the equivalent to about 10% more land in the expanded UGB. More importantly, it would be land that is developable, and not land that will sit idle.

- As noted above, I have suggested that this area be removed from the UGB but kept in the City. I asked the consulting team and staff about this possibility and was told it was not feasible to pursue. While I am not an expert on Goal 14 and the UGB expansion process, there are several members of the Boundary Scenarios TAC that have significant expertise. It would be a very interesting discussion to see if others agree with my opinions.
3. Modifications to Scenario 2.1. The team brought forth potential “tweaks” to this scenario. In general, I believe these tweaks can improve the scenario. Though I have expressed reluctance about the large lot industrial shift to the DSL property, in the current configuration of scenario 2.1 it can likely work. Under 2.1 the DSL property is all included and allows for a complete community, even with the large lot industrial designation. If the DSL property being incorporated into the UGB was significantly reduced, and also included the 50 acre site, there would be no potential for a complete community. This would be very unfortunate and counter to the community goals we have been trying to address as a TAC (and supported by the community), as well as the long term vision for the site addressed in the Conceptual Master Plan.

One possible modification to the plan if the above discussion of Juniper Ridge is addressed and pursued, is that the 200 acres currently in Juniper Ridge could be added to the Ward property (i.e. the Thumb). The suggested tweak by the team identified a reduction in the Scenario 2.1 size of the Ward property, and placing more of an employment emphasis rather than a residential emphasis on that property, thus not requiring a widening of Knott Road. The Ward Property is well suited for employment land, as it is immediately adjacent to Highway 97 and the BNSF railroad. This would provide a valuable and highly visible expansion of employment land if the modeling of this concept were successful. There are also other likely places that could be considered for additional employment land interspersed in the UGB analysis area.

Thank you in advance for considering these comments. I did not talk at the end of meeting TAC roundtable last week because I felt my ideas were not well formulated. Hopefully they are understandable in this memorandum.

Please let me know if there is a potential for a telephone connection for the 10/22. If so I will make every attempt to call in from the Midwest.

John



MARTEN LAW

October 21, 2015

Via Email

UGB Steering Committee and Boundary and Growth Scenarios,
Technical Advisory Committee
c/o Brian Rankin City of Bend, Long Range Planning

Re: Urban Growth Boundary Remand

Members of the Boundary TAC and UGB Steering Committee:

Our office represents Rio Lobo Investments, LLC (“Rio Lobo”). Rio Lobo owns an approximately 376 acre property in the urban reserve located on the west side of Bend, south of Shevlin Park Road and north of Skyliners Road (a depiction of the property is attached hereto). There are two reasons for our submittal. First, we are writing to provide the committees with some specific details regarding the Rio Lobo Property and its particular suitability for inclusion within the Urban Growth Boundary. Second, we are compelled to register our concern with any decision by either the Boundary TAC or Steering Committee to proceed with the adoption of a preferred expansion scenario until a property specific Goal 14 analysis has been performed. As is explained in greater detail below, applicable state laws require the City to evaluate and compare the relative costs, advantages and disadvantages of alternative UGB expansion areas before proceeding to determine a specific boundary location. In this case, the City has performed its detailed Goal 14 analysis in the context of artificial property groupings (the proposed “Expansion Scenarios”) that preclude a direct comparison of the advantages, disadvantages and relative infrastructure costs associated with specific properties. The methodology for this analysis is contrary to the requirements of OAR 660-024-0060(8).

The “Rio Lobo Property”

The entirety of the Rio Lobo Property is characterized as “Priority Exception Land” and identified as the “highest priority” for inclusion within the UGB. Large portions of the property are surrounded by the existing UGB on three sides, creating a peninsula of undeveloped property bordering directly on urban development. The eastern 40-acres of the Rio Lobo Property has been identified as the location of the future extension of the “Skyline Ranch” major collector roadway, which is identified in the Transportation System Plan (“TSP”) and the Bend Urban Area Roadway System Plan as a facility necessary to accommodate planned growth on the west side of Bend. The construction of a collector roadway in this location will reduce “vehicle miles travelled” for the benefit of all west side properties. The TSP specifically provides that this planned critical roadway shall not be constructed to an urban standard until it is brought into the UGB. *See TSP at page 171.*

The recently completed Goal 14 infrastructure analysis identifies a number of advantages associated with the inclusion of the Rio Lobo Property within the UGB. The large size of

this vacant parcel will promote the efficient use of residential lands. The property provides unique opportunities for large scale master planning efforts, where the desired “Complete Communities” and “Great Neighborhoods” can be developed in the future. The property lies in close proximity to the public amenities of Shevlin Park and provides exceptional opportunities to develop green space corridors and trail links to Shevlin Park and the adjacent public lands.

The property scores very well in the City’s analysis of potential infrastructure impacts. The property is located close to identified transit corridors and provides good opportunities to enhance City transit services. No issues have been identified for serving the property with City of Bend water service. The property also scores well for potential sewer impacts when evaluated individually and without aggregating other large west side properties in the analysis. The property can be served with multiple connections to the City road system and has been determined to have “good connectivity” and minimal reliance on “congested corridors” in the adopted “Factor 2 Maps.” The property does not overlap with any ODFW “Areas of Potential Concern” related to deer and elk habitat. In addition, the recently completed “Wildfire Hazard Technical Memorandum, dated October 1, 2015” stated there is a reduced wildfire hazard on the property as the result of good vegetation management. As previously noted in the record, the majority of the property burned in the 1990 “Awbrey Hall” fire. As a result of the intensity and very high temperatures associated with this fire, Ponderosa Pine trees have not re-generated within the footprint of the fire scar. Low fertility soils, the loss of organic materials and the limited available moisture significantly constrain the ability to re-establish a pine forest on the parcel. Incorporation of the Rio Lobo property into the UGB will provide additional fire protection to urbanized areas within the current City limits. Developer funded roads, fire hydrants and access infrastructure can be utilized to mitigate against the fire risks that exist today on the west side of Bend. Rio Lobo has previously submitted a report that outlines how inclusion of this property in the UGB will provide a fire management benefit to the City of Bend.

In sum, the Rio Lobo Property is well suited for inclusion within the UGB and provides the best fit of any property located on the west side of Bend. Rio Lobo asks the Boundary TAC and Steering Committee to include the property in any future expansion scenario.

Artificially Created “Expansion Scenarios” Have Precluded a Comparative Goal 14 Analysis of Individual Properties

OAR 660-024-0060 “Boundary Location Analysis” requires a local government to determine which land to add to a UGB by evaluating alternative boundary locations. The Goal 14 boundary location determination requires evaluation and comparison of the “relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations.” OAR 660-024-0060(8). The evaluation and comparison must include: (a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already included in the UGB; (b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and (c) The need for new transportation facilities, such as highways and other roadways, interchanges arterials and collectors, additional travel lands, other major transportation improvements on existing roadways and, for urban areas of 25,000 or more, the provision for public services. OAR 660-024-0060(8).

In this case, the City has performed its detailed Goal 14 boundary location analysis in the context of designated property groupings or “expansion scenarios.” Individual properties have only been studied and evaluated as part of an artificially created grouping or scenario. As a result, it is impossible for the City to fulfill its mandate to evaluate the relative costs, advantages and disadvantages of alternative UGB expansion areas as is required by OAR 660-024-0060(8). The detailed analysis contained in the “Expansion Scenarios Evaluation Report, dated October 1, 2015” (the “Expansion Report”) illustrates how different groupings of properties perform relative to the other designated groupings/scenarios. The study does not, however, compare the relative costs, advantages and disadvantages of individual properties as is required by state law.

The fundamental problem with this approach is illustrated by looking at the various west side properties under consideration in this expansion. The Miller property has been studied as the single west side property included in what has become the preferred expansion Scenario 2.1. As a result, a study of this scenario demonstrates a lesser degree of impact on City infrastructure. Portions of the Rio Lobo Property, the Miller Property, the Swisher Property, the Shevlin Property and a significantly larger OB Riley/Gopher Gulch Area have all been aggregated together in Expansion Scenario 3.1. Scenario 3.1 represents a considerably larger west side boundary expansion with correspondingly greater infrastructure impacts than resulted from the limited west side expansion proposed in the preferred Scenario 2.1. As a consequence of this grouping, additional infrastructure impacts have been identified to the detriment of all properties in Scenario 3.1.

In the case of Rio Lobo, many of the justifications used to reject Scenario 3.1 cannot be attributed to the Rio Lobo Property. The higher impacts (costs) associated with sewer and transportation infrastructure are related, in large part, to the additional west side acreage included in this expansion scenario. The Expansion Report notes that Scenario 3.1 performed “poorly” on transportation costs due to the high cost for connecting growth areas and the need to widen US 20 from Robal Road to 3rd Street. *See Expansion Report, page 32.* These improvements are related to the OB Riley/Gopher Gulch area and the remand record contains no evidence that such improvements would be necessitated solely by the inclusion of the Rio Lobo Property (or portions thereof). In addition, Scenario 3.1 rated “poorly on development in wildlife areas and wildfire hazard due to the inclusion of the Shevlin area, which is both an ODFW area of potential concern and has topographic features that make it difficult to fully mitigate wildfire risk.” *See UGB Expansion Scenarios Evaluation Report, page 32.* Scenario 3.1 also performed “poorly” on affordability “due to the heavy focus on the west side of the City.” Finally, Scenario 3.1 rated the lowest on farm and forest compatibility, “because they are proximate to the greatest number of working farms and also affect the greatest number of irrigation district customers.” *See Expansion Report, page 33-34.* The factors used in this reference have absolutely no application to the Rio Lobo property which is not adjacent to any agricultural areas and does not affect any irrigation districts. Moreover, there is absolutely no evidence contained in the remand record that development of the Rio Lobo Property would affect forestry operations conducted on properties across Shevlin Park to the west.

In sum, the factual basis utilized to reject Scenario 3.1 has little or no application to the Rio Lobo Property. The conduct of a Goal 14 analysis based on the developed scenario

analysis has precluded a full and independent look at specific properties as is required by state law.

Conclusion

The Rio Lobo Property (or portions thereof) are appropriate for inclusion within the UGB under the applicable Goal 14 factors. The property is surrounded by the existing UGB and has ranked favorably under all performance measures studied to date. A portion of the property is needed to extend a previously planned collector roadway (Skyline Ranch Road) for the benefit of all west side properties. Incorporation of the parcel into the UGB will also provide the City with an additional tool to address existing wildfire risks on the west side of Bend. The aggregation of west side properties into Scenario 3.1 has worked to the detriment of Rio Lobo and the City's Goal 14 analysis. The development and use of this scenario model precludes a meaningful evaluation and comparison of similarly situated properties and is contrary to applicable state law. We urge the Boundary TAC and Steering Committee to conduct a fair and meaningful comparison of individual properties as is required by Goal 14 and its implementing regulations. We are confident such an analysis will demonstrate the benefits of including portions of the Rio Lobo Property within the UGB. Thank you for your consideration of our concerns.

Sincerely,



Myles A. Conway

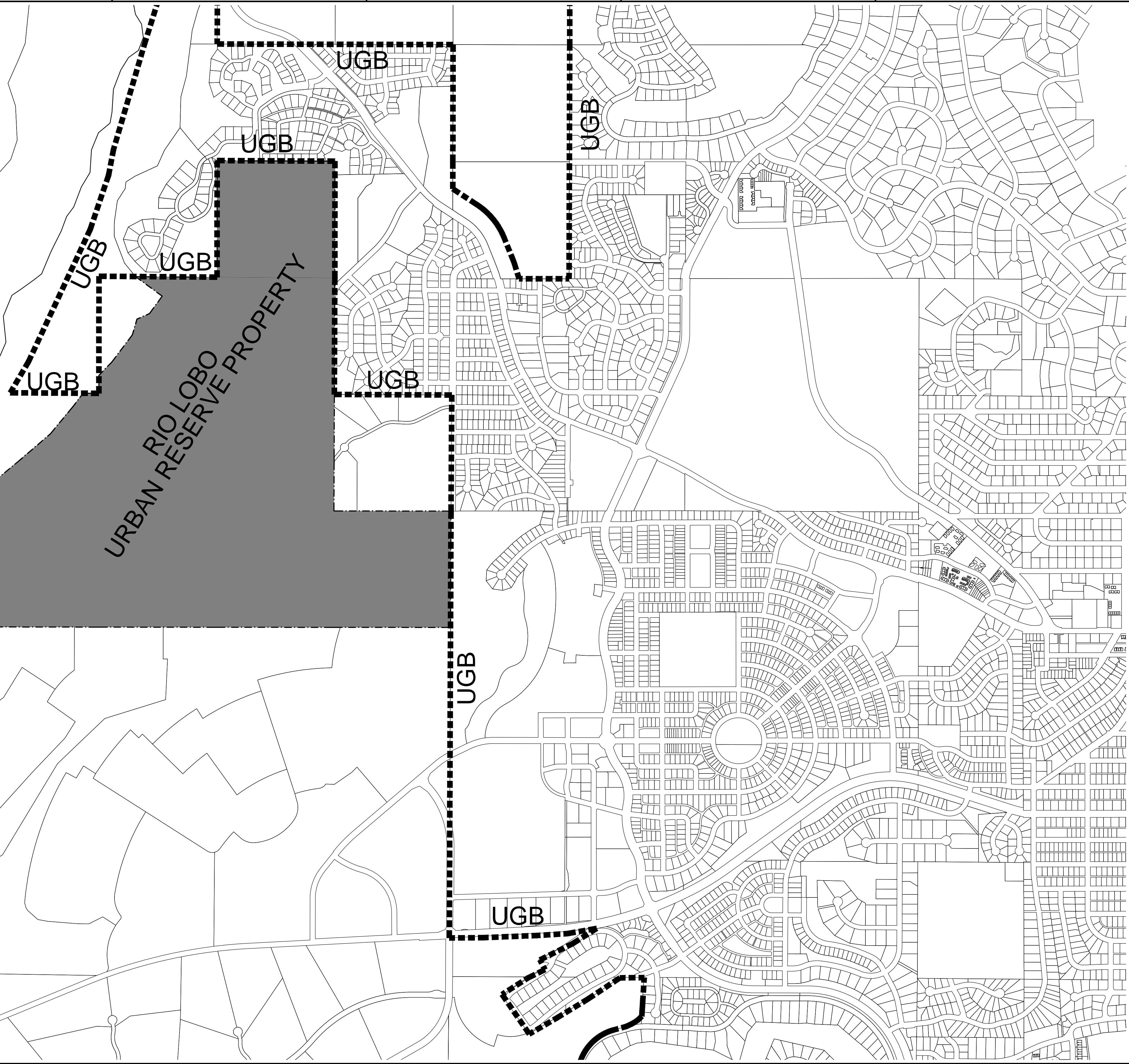
cc: Clients

Enclosures

johnk S:\JOHN Matt_Day\dwg\Day_Property-201530.dwg Tue Jun 23, 2015 - 12:30pm



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RESERVE PROPERTY



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**RIO LOBO
URBAN RESERVE PROPERTY
URBAN GROWTH BOUNDARY**

DESCHUTES COUNTY OREGON

HWA
SURVEYORS, ENGINEERS
& PLANNERS
HICKMAN, WILLIAMS & ASSOCIATES, INC
62930 O.B. RILEY ROAD, SUITE 100
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PHONE: 541.389.9351 FAX: 541.388.5416
WWW.HWA-INC.ORG

REVISIONS	
1.	
2.	
3.	

DESIGNED BY: **JMK**
 DRAWN BY: **JMK**
 CHECKED BY: **JMK**
 SCALE: **1"=600'**
 FILE: **DAY_PROPERTY.DWG**

DATE: **06/22/2015**

SHEET
1 / 1
HWA # NUMBER

**MILLER TREE FARM, LLC
110 NE Greenwood Avenue
Bend, OR 97701**

October 21, 2015

TO: Boundary Alternatives TAC

RE: Development plans for Miller property in UGB "West Area"

We would like to take this opportunity to comment on the new proposed UGB Boundary Alternatives published on 10/20/2015 as they relate to our plans and intent for the entire Miller property and infrastructure needs for the "West" subarea. While we like the new Scenario 2.2 for obvious reasons, we believe that Scenario 2.3 represents the best compromise of the many competing goals, needs, and interests. We also support the changes in uses recommended by the consultant team because the West subarea is not highly suitable for employment uses; therefore additional residential (and lower density residential) should be placed there instead. In addition, we have the following comments and recommendations on the alternative maps:

- Reduce employment lands in West subarea on Scenario 2 and relocate to the north "Triangle" as reflected in Scenario 2.2 and 2.3;
- Scenario 2.2 includes the entire 245-acre Miller property; this allows for a complete master plan, and also places more lower density single-family residential in this area to continue the "transect" of density transition between the rural Highlands and Tree Farm developments and the city;
- While we fully support the inclusion of our entire property as depicted in Scenario 2.2, we believe the inclusion of additional West subarea lands owned by Rio Lobo and Anderson Ranch as depicted Scenario 2.3 is critical in order to accommodate the completion of Skyline Ranch Road;
- Ideally, we would suggest a further hybridization of all lands included in Scenario 2.2 and 2.3 for the West subarea.

As noted above, Scenarios 2.1 and 2.2 exclude land owned by Rio Lobo and Anderson Ranch Holdings that should also be included in the UGB expansion in order to accommodate completion of the transportation network in the area. As currently depicted on the Bend Urban Area Transportation System Plan, this incomplete segment of Skyline Ranch Road follows the current UGB boundary, but due to significant topography is likely to be re-routed further to the west as highlighted on the attached map of the Miller property and surrounding lands. Once this last segment is complete, Skyline Ranch Road will form a connection between Century Drive and Shevlin Park Road that will alleviate pressure on Mt. Washington Drive and several other westside roads. The configuration of Scenario 2.3 includes the Rio Lobo and Anderson Ranch lands necessary to accommodate this preferred road alignment.

We have recently obtained land use approval from the Deschutes County Board of Commissioners for The Tree Farm development project, located on approximately 530 acres zoned both UAR and RR-10 just west of the West subarea. The Tree Farm is a cluster planned unit development at rural densities consisting of fifty 2-acre lots and over 420 acres of open space. The open space features a network of

public trails connecting to Shevlin Park. The project forms a logical soft edge to an expanded UGB in this area, providing a transition from urbanized areas to the east and public lands to the west. As discussed at length in our June submittal, wildland fire was a major consideration and component of our development plans as well as the County's approval, and the result will be a model fire-adapted community. The Tree Farm will create precisely the type of wildland fire buffer between forest lands and future urbanization recommended by the City's Wildland Fire Focus Group.

The attached map highlights the approved Tree Farm project and a conceptual urban area in the 245 acres situated between The Tree Farm and the UGB wrapping around Miller Elementary School and Pacific Crest Middle School. Our intent is that the entire 245-acre property would ultimately be brought into the UGB and urbanized. We are working with the development team behind the adjoining NorthWest Crossing master planned community to design a continuation of the mixed-use development pattern established to the east. Our preliminary design concepts include a mix of residential uses and a significant amount of open space on areas that were previously mined (roughly 40 acres) that will serve as an extension of Discovery Park, forming a continuous open space/trail corridor to the 420+ acre open space/trail network in The Tree Farm and on to Shevlin Park and U.S. Forest Service trail networks further west. This open space corridor will also contribute to the soft edge transect from urbanized areas to the undeveloped public lands to the west already established by The Tree Farm.

In summary, the advantages of the Miller property are:

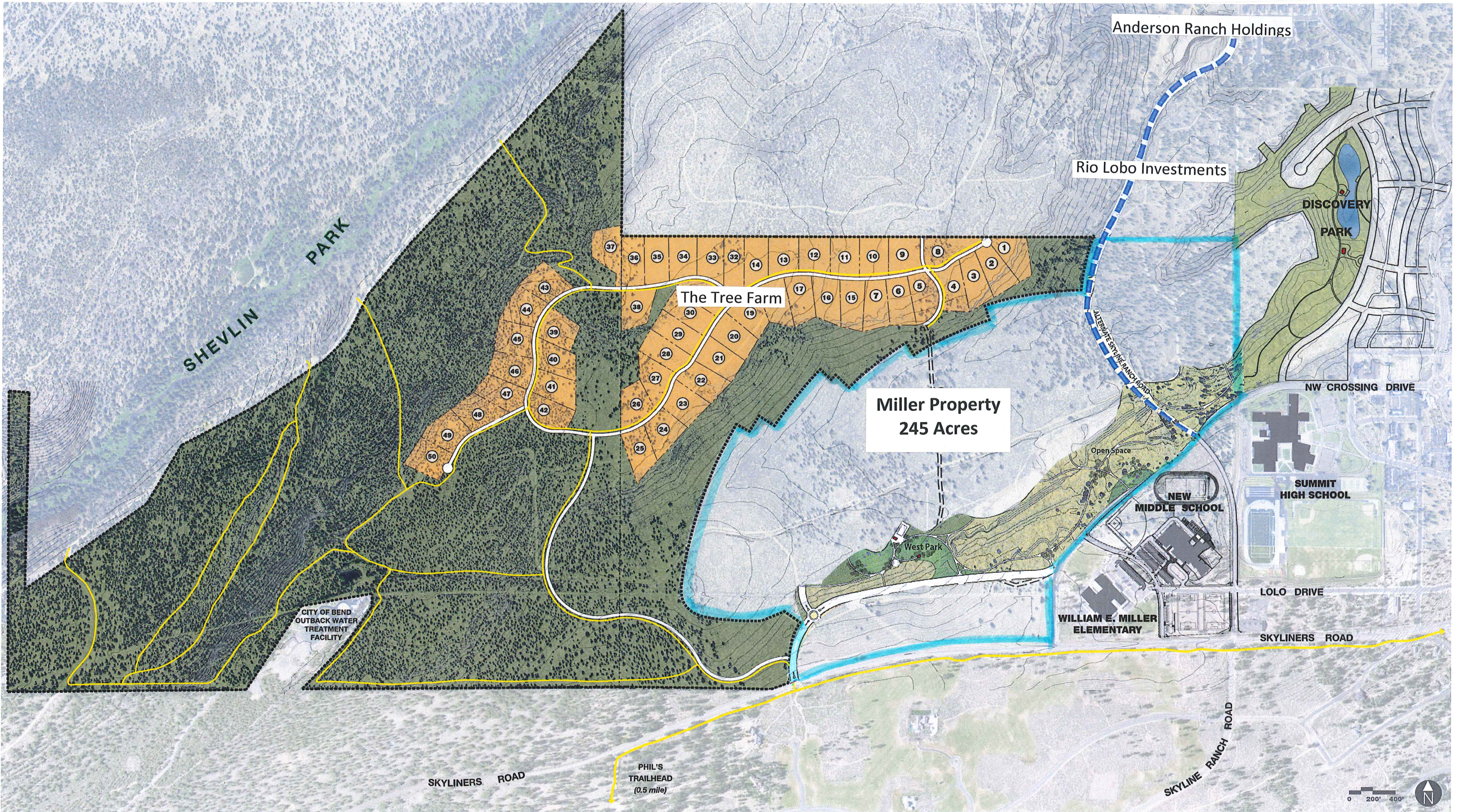
- The property scores highly on the total Goal 14 metrics utilized by the consultant team and a significant portion of the property appears in all three Scenarios;
- The 245-acre property will be master planned to provide a complete community as an extension of NorthWest Crossing;
- Commercial uses and employment opportunities already exist in NorthWest Crossing directly to the east;
- The county-approved Tree Farm project will provide the wildfire fuel buffer recommended by Wildland Fire Focus Group.
- Parks have already been developed in the adjoining NorthWest Crossing and the master plan will provide a park/trail corridor connecting Discovery and Shevlin Parks;
- Schools – Miller Elementary, Pacific Crest Middle School, and Summit High School all adjoin the property.
- Infrastructure:
 - Sewer can be easily extended from the east and will be gravity served;
 - City water service is readily available from existing water lines on the property;
 - Transportation access is good and the network can be expanded with the completion of Skyline Ranch Road.

Thank you for your attention.

Sincerely,



Charley Miller
Co-Manager
Miller Tree Farm, LLC



Damian Syrnyk

From: Gary Timm <garytimm7@gmail.com>
Sent: Wednesday, October 21, 2015 4:55 PM
To: Brian Rankin; Damian Syrnyk
Subject: UGB TAC meeting

Hi Brian and Damian,

As you know I am traveling and will not be able to attend the TAC meeting this week. I have read the materials, however, and am providing some brief comments on the revised scenarios.

If I am reading the maps correctly it appears that scenarios 2.2 and 2.3 both expand west side residential development with more low density development. I believe that any west side development should be kept to a minimum and should be small-lot residential and clustered on the eastern edge of the existing UGB adjacent to the schools. Development should be compatible with that currently existing or being constructed in Northwest Crossing. I don't believe any new commercial or employment land is necessary in west side expansion. I think it is important to note that Northwest Crossing is still being developed with high density residential housing including apartments, townhouses, and clustered housing and that there are still several vacant commercial and employment lots to be developed.

The MetroQuest online survey results show that a quality natural environment received the highest priority among respondents and that scenario 2.1 received the highest rating. I agree on both but recommend some revisions that I believe would benefit the goal of a quality natural environment as well as providing more affordable housing. My suggestion is, as stated above, to minimize westside UGB expansion by clustering new residential on the eastern edge and relocating some proposed residential and new employment and commercial westside UGB expansion to the northeast and east side of the City. In my opinion revising scenario 2.1 in this manner would provide more protection for the forest lands and river habitat on the west side (a quality natural environment) and allow for the construction of more affordable housing for future residents of Bend.

I apologize for submitting my comments so late. Available time to review the materials and provide comments has been significantly limited by travel.

Gary Timm

Sent from my iPad

From: Dave Swisher [<mailto:dave@daveswisher.com>]
Sent: Wednesday, October 21, 2015 12:55 PM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: Video

Good afternoon Damien,

Dave Swisher here. I was wondering if you could put the attached video into the record. It sounds like folks are starting to think Skyline Ranch Road is important and I put together along with my son a video that might be silly, but explains my thoughts.

It would be great if you could send it out to the TAC members, but nonetheless make it part of the record. Is there any way you could play the video tomorrow in the hearing? It is 3 minutes.

Thanks a bunch,

Dave Swisher

<https://vimeo.com/142736609>

October 20, 2015

Boundary and Growth Scenarios TAC
c/o Brian Rankin
710 NW Wall St.
Bend, Oregon 97701

Re: Inclusion of Vergho/Reed and Bauer Properties

Dear Boundary and Growth Scenarios Technical Advisory Committee:

I write to advocate inclusion of the properties identified on Deschutes County Assessor's Maps 18-12-15 as Tax Lots 100 and 201 in the committee's ultimate recommendation. These properties are located in the "Elbow" near the intersection of Ferguson Rd. and 27th Street. I am part owner of Tax Lot 100 and have a business relationship with the Bauer family, who own Tax Lot 201.

As the *Bend Urban Growth Boundary Expansion Scenarios Evaluation Report* confirms, this area rates highly in nearly all of the measures identified by the TAC. These properties are principally responsible for the Elbow's high rating because together they are roughly 76 acres of flat, vacant, un-irrigated, sparsely vegetated, UAR-10 zoned land immediately adjacent to the existing UGB. Given the topography, existing roadways, accessible infrastructure, and adjacent uses, these properties can be economically served with urban services, are within walking distance of schools, and will not conflict with any existing agricultural uses.

The property owners are also committed to developing a complete neighborhood featuring an efficiently integrated mix of retail, office, and residential uses as contemplated in the boundary scenarios. Please find enclosed a conceptual master plan setting out the property owners' vision for these properties based on the Scenario 2.1 and 2.2 detail maps. As you will notice, there is a strong emphasis on density and affordable housing options with 160 units of apartments, 30 units of cottage housing, and 6 duplexes in addition to single family housing (8.9 units/acre on Tax Lot 201). We also included desperately needed commercial services to reduce vehicle miles traveled for the entire southeast quadrant of Bend and designed public spaces to provide focal points for this neighborhood.

These properties are integral to each other and to successful urbanization of the Elbow, so we hope you include them both.

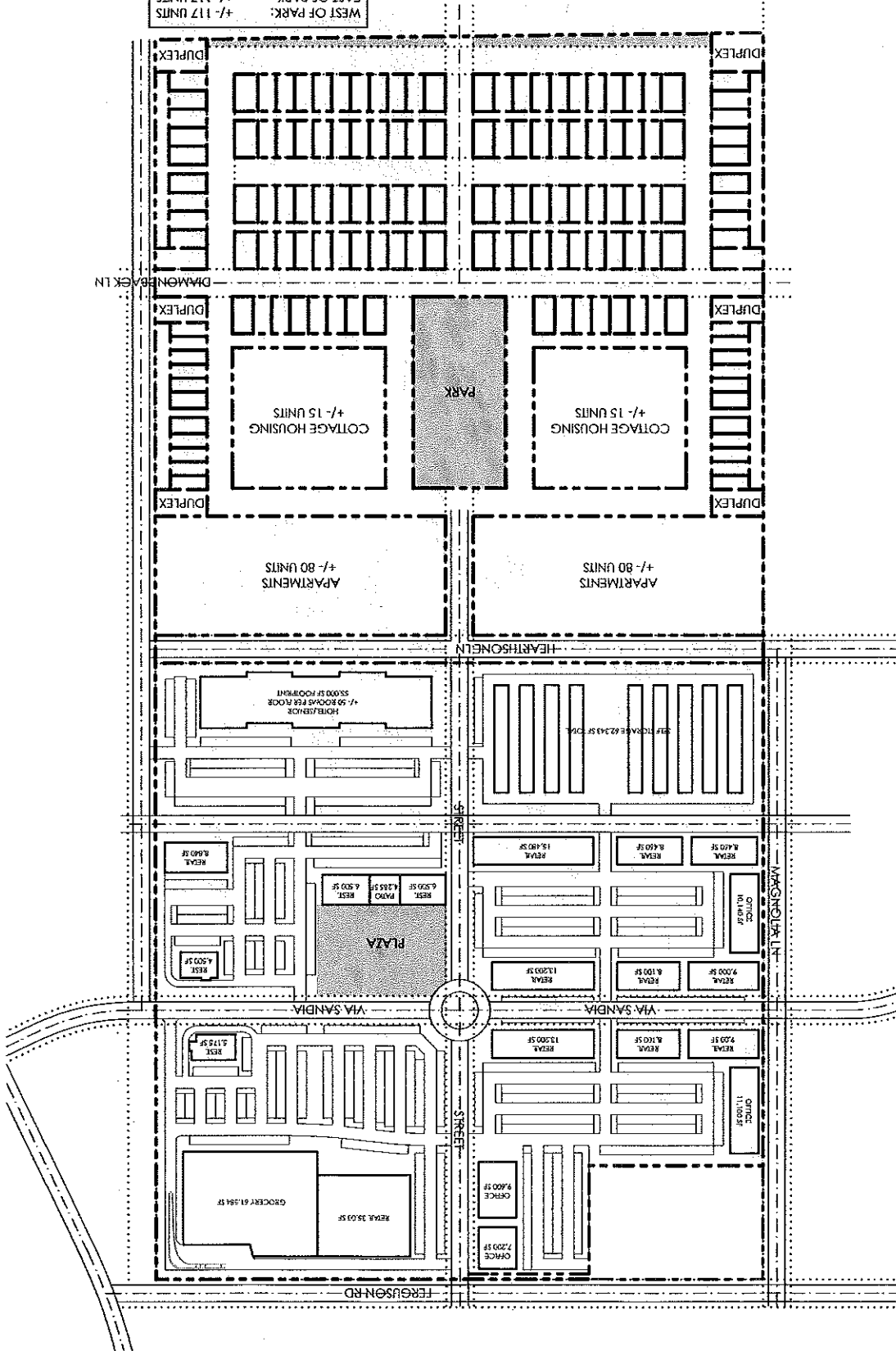
Thanks for your efforts in shaping the future of our community,

Jeff Reed



Enclosure

WEST OF PARK: +/- 117 UNITS
 EAST OF PARK: +/- 117 UNITS
 SOUTH OF PARK: 112 UNITS
 TOTAL: 346 UNITS
 MINIMUM REQUIRED: 284 UNITS



1
 SITE PLAN
 SCALE: 1" = 200'

Damian Syrnyk

From: Tom Kemper <tkemper@housing-works.org>
Sent: Thursday, October 22, 2015 1:09 PM
To: Damian Syrnyk; Joe Dills; Brian Rankin
Subject: RE: Missing the meeting-Boundary TAC

Follow Up Flag: Follow up
Flag Status: Flagged

I apologize for having to leave early. I had a critical appointment.

I do want to discuss my thoughts on the scenarios.

1. I think the 2.3 scenario relating to the Westside makes sense. The Skyline Ranch Road extension is very important.
2. In the SE, I prefer 2.2 as I do not think taking out the sections proposed by 2.3 in the Elbow makes sense. It is not efficient.
3. The 2.3 NE version is preferable to me. More land in the NE in the UGB makes sense.
4. As regards the Thumb, I understand the desire for industrial near 97. I appreciate the desire of neighbors to have a more balance commercial element. I would lean toward 2.2 or 2.3

I know that my preferences screw up the mix of needed commercial uses. I also understand that scrambling the scenarios does not help you. But those results make better sense to me. I also have to agree with John Russell that we should pull a piece of Juniper Ridge out of the UGB to get a better balance of commercial uses in the right areas that will actually get developed by the 2028 horizon.

From: Damian Syrnyk [mailto:dsyrnyk@bendoregon.gov]
Sent: Thursday, October 22, 2015 9:27 AM
To: Joe Dills; Brian Rankin
Subject: FW: Missing the meeting-Boundary TAC

From: Ron Ross [mailto:rross@compasscommercial.com]
Sent: Thursday, October 22, 2015 9:21 AM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: Missing the meeting-Boundary TAC

Hi Damian,

Please pass along my apologies to the committee members. At both the October 8 meeting and today's meeting I had a conflict that required me to leave at 10AM. And today, I showed up at the wrong venue. By the time I realized that, was not worth showing up late and then leaving at 10. So apologies. Will get up to speed and pass along comments that I have. Thanks.

Ron Ross, CCIM

Principal Broker

Tel 541.322.1230

rross@compasscommercial.com



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Damian Syrnyk

From: Ellen H. Grover <ehg@karnopp.com>
Sent: Thursday, October 22, 2015 8:18 AM
To: Mike Riley; smith@bljlawyers.com
Cc: Mary Winters; Brian Rankin; Damian Syrnyk
Subject: Today's meeting--process point

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Mike and Sharon. I apologize but work demands prevent me from attending today's meeting. And I also apologize for the lateness of this email, but I've been mulling over where the committee is and where it is going and how most appropriately to contribute. I'll just get to the point: I think the committee's work/recommendation will be strongest if we can build the highest level of consensus possible. And I think that is the intent of staff in running these meetings.

I don't pretend to think we'll get complete consensus (meaning everyone is in favor or can live with the result). But, we are at a stage in the process—the Goal 14 balancing—where both technical and policy considerations are necessarily intermixed. I have the highest regard for the members of the committee and believe our work to date has been principled, but it is a committee comprised of both technical advisers and stakeholders—many of whom have direct interests at stake in the recommendation/scenarios. From a process standpoint, I think any consideration to be mapped as part of a true recommendation should have a strong level of consensus before being mapped. I raise this because I believe the foundations that lead to scenarios 2.1 and 2.2 probably do, but I am not sure that scenario 2.3 does as it reflects simple individual comments—such as a concern about over burdening the east side (which is a concern I do not share). It may be necessary to test out certain ideas, but it is important to ensure that the policy considerations that lead to a recommendation are based on as broad of a consensus as possible as we are now looking at specific properties (where there is a surplus of available land).

Thanks, Ellen

Ellen Grover
Attorney



360 SW Bond St, Ste. 400 | Bend, OR 97702
office: 541.382.3011 | email: ehg@karnopp.com
web: www.karnopp.com | blog: www.karnopp.com/blog



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Damian Syrnyk

From: Rockland Dunn <rdunn@botc.com>
Sent: Thursday, October 22, 2015 7:23 PM
To: Brian Rankin; 'jdills@angeloplanning.com'
Cc: Damian Syrnyk; 'mike@envirocenter.org'; 'smith@bljlawyers.com'; Bill Wagner
Subject: Clarification of My Position as It Relates to Scenario 2.3 and the Refinements

Follow Up Flag: Follow up
Flag Status: Flagged

Brian/Joe:

I just wanted to clarify my position in today's votes on scenario 2.3 and the refinements. I feel like I was stuck in the middle of two different opinions and from the comments and expressions on the faces of my fellow TAC members, my concerns may not have been fully articulated or understood.

I am not in favor of reducing any acreage on the Westside, nor in any location for that matter from scenario 2.3. I don't feel we are bringing in enough acreage as it is and I think that concern is shared by many with the comments that we may be going down this road again in the not too distant future. However, I understand we have limitations to what we can bring in and reduce our risk of appeal and approval by the State.

As a recently retired Planning Commissioner, my biggest concern is the housing mix in each location and the goal of creating more diverse and complete communities throughout Bend. I understand that the Northeast Side had a rather high amount of SF mix vs ASF and MF and I did support adjusting that mix to a more consistent approach and bring in some employment lands as well. But adding acreage to the Westside, we did so at the expense of a land in the Southeast side. More importantly, by moving medium to high density units from the Westside to the Eastside only continues a problem we already see today. Which is more SF units on the Westside and more MF on the Eastside. I don't think this gets us any closer to complete communities.

I agree that higher density on the Westside will create more traffic issues but unfortunately, we will have transportation and infrastructure issues regardless of what and where we bring land in. In fact we face those issues by simply developing the land within the UGB. These will need to be addressed. But I thought the idea of adding acreage to the Westside allows us to complete the Skyline Ranch Road which is a key to a more complete transportation plan there and the City is also working on a Westside Transportation Plan to address many of these issues already.

My goal is more complete communities to reduce the length and number of trips, provide more localized employment opportunities and to provide more affordable housing throughout Bend. Increasing MF housing on the Westside will allow for townhomes and apartments which will provide some level of affordable housing on the Westside and we would still be bringing in many more SF units than previously discussed in scenarios 2.1 and 2.1. Meanwhile, increasing the number of SF units on the Eastside will create additional affordable housing since land prices are lower and more affordable SF homes can be built. It would also make the Southeast side more complete by adding additional SF to the MF that exists plus the significant addition of all the Commercial and Industrial land being brought in down there.

Bottom line, I was clearly outvoted today and I am fine with that. But I wanted to make sure you understood where I was coming from and why my votes may have seemed so off target and inconsistent compared to what appears to be basically a 2 sided argument between TAC members. This is important for me to note in the record, since my purpose on this committee is to represent the Planning Commission.

Thanks for all the great work you are doing in what is a miserable process and in the end, the thorough dialogue and discussion, regardless of the outcome, will result in a better Bend.

Sincerely,
Rockland Dunn

Rockland Dunn


SVP, Mortgage Production Manager
NMLS# 98585

BANK OF THE CASCADES

1070 NW Bond I Bend | OR | 97701

rdunn@botc.com

P: 541-617-3570 | F: 541-706-6685

Go anywhere from here. 

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Damian Syrnyk

From: Robin Vora <robinvora1@gmail.com>
Sent: Thursday, October 22, 2015 2:14 PM
To: CouncilAll; Tony.DeBone@deschutes.org; Bill Wagner; Rex Wolf; Brian Rankin; Damian Syrnyk; Joe Dills; Mike Riley
Subject: UGB recommendation Scenario 2.3

Follow Up Flag: Follow up
Flag Status: Flagged

To: Bend Urban Growth Boundary (UGB) Steering Committee

I did not support the UGB Boundary TAC recommendations today because they add more exclusive single family housing to the west side that is not affordable to most of Bend's residents. I continue my opposition to UGB expansion to the west given available lands elsewhere, especially on the east side, that better meet State Goal 14 factors (more affordable, and fewer conflicts with wildfire and wildlife habitat).

Scenario 2.3 also drifts away from the complete neighborhood concept in some sub-areas. I do support the increase emphasis on the northeast, especially on a complete neighborhood, even though I live in that part of town and would suffer from the increased traffic.

I believe the Boundary TAC's present recommendation is a step backward and I urge you to reconsider it.

Robin Vora
1679 NE Daphne Dr.
Bend, OR 97701



Sign in Sheet

Meeting: USC meeting
 Date: 10/22/15
 Location: COUNCIL CHAMBERS

Name	Organization	Email Address
Wayne Purcell	self	wayne@vinesedgegolf.com
Tim Elliott	ANDERSON RANCH	tim@eaattorneys.com
LORI MURPHY	MILLER NASH	LORI.MURPHY@MILLERNASH.COM LORI@MILLERNASH.COM
TONY DeBONE	DESCHUTES COUNTY	
Suzanne B. Herfield	Swalley ID	Suzanne@swalley.com
Kendall Brauning Myles County	land owner	meadow@prolaska.com
Smith Edlan	OLCO	
Tia Lewis	Cotts / Shewlin Soul Gard	tlewis@schwab.com
Brian Meere	self / 2007	brian@realoregon.com
Paul Dewey	land watch	pdewey@bradford.com
Robin Vark		
Becki Timson	landowner	becki@bltimson.com



Don Horton, Executive Director
799 SW Columbia Street
Bend, OR 97702
tel: 541.706.6100 fax: 541.388.5429
www.bendparksandrec.org

October 21, 2015

Brian Rankin
City of Bend
710 NW Wall Street
Bend, OR 97701

RE: Bend Park and Recreation District (District) Park Land UGB Inclusion and Concurrent Annexation via Urban Growth Boundary (UGB) Amendments

For background, it is important to note that the District is the provider of park and recreation services for Bend residents. The District delivers services to its residents as an Oregon special service district in accordance with the provisions of ORS 266.010 et seq. The city of Bend (City) and the District have entered into an Urban Services Provider Agreement, also known as an Intergovernmental Agreement (IGA) pursuant to ORS 190.003 et seq. in order to deliver park and recreation services to residents on behalf of the City. Under the statute, Deschutes County has the responsibility for convening the City and any special district that provides urban services within the Bend UGB for the purpose of negotiating urban service agreements. As has been discussed earlier during the UGB process, the existing IGA between the City and the District will be reviewed and revised to ensure the equitable and efficient provision of services within new UGB after the new boundary has been adopted.

Bend Park and Recreation District (District) Park Land UGB Inclusion

Currently, the District boundary is co-located with the UGB in several areas, and also extends outside the UGB into Deschutes County jurisdiction in several other areas. The issues the District is most interested in include:

- The possible inclusion of several District-owned properties within a preferred UGB expansion scenario, and
- The subsequent future annexation of the new park properties into the City, and what that process will entail.

If a preferred UGB expansion scenario does not propose to include current District-owned properties within the new expanded boundary, the District would request that the TACs and UGB Steering Committee consider boundary expansions to include just those properties that are already contiguous with the current UGB. These properties are already publically-owned by the District and should not negatively affect the residential and employment land calculations, nor impact the future park land calculations since they should already be considered in the expansion formulas.

For any of the parks identified below, the future provision of City water and sewer service can be integral to their ability to be developed or redeveloped as they have their master plans amended over time to adjust to changes in resident demands for new and/or different amenities, as well as other factors. For example, Pine



National Gold Medal Award Winner



Don Horton, Executive Director
799 SW Columbia Street
Bend, OR 97702
tel: 541.706.6100 fax: 541.388.5429
www.bendparksandrec.org

Nursery Park will likely have sewage capacity issues that will constrain development options as Bend's population grows, park visitation increases, and the on-site septic system reaches capacity thresholds.

The properties the District would like considered for inclusion within an expanded UGB, in priority order are:

1. Pine Nursery Community Park (developed, 147.3 acres)
2. Rock Ridge Community Park (undeveloped, 36.6 acres)
3. Alpine Neighborhood Park (undeveloped, 14.3 acres)
4. High Desert Community Park (undeveloped, 33.1 acres)

We have identified these properties on the attached map for reference.

Concurrent Annexation via Urban Growth Boundary (UGB) Amendments

The District understands that inclusion within a new UGB boundary does not equal annexation. Traditionally, UGB areas to be annexed to the District would require a public vote; (i.e. under a voter-approved annexation plan as provided for in ORS 195.220.) Oregon Revised Statute (ORS) and Oregon Administrative Rules (OAR) provide for and facilitate other methods of annexation. The District's understanding is that annexation of new UGB areas to the City of Bend (City) and to the District would likely take place concurrently in order to allow for the orderly provision of urban services.

ORS 198.857(3) allows for annexation to the City and District by property owner petition. In this case, a "Consent to Annex" from the property owner (District) would allow for concurrent annexation of the new park properties and facilitate the orderly extension of urban services called for in the IGA. Concurrent annexations would only apply to Rock Ridge Park and High Desert Park which are currently outside both the UGB and the District Boundary. Should Rock Ridge Park and High Desert Park be included in the new UGB, the District boundary would only be extended to encompass just the park area once the Consent to Annex was approved.

Pine Nursery and Alpine Parks would only need to annex to the City.

The District is prepared to coordinate with City staff to help to bolster arguments for inclusion of these identified park properties as necessary to meet State requirements. The District is asking that the Remand TACs and Steering Committee consider this request in the context of further discussions on the boundary expansion scenarios.

Thank you,

Don P. Horton
Executive Director
Bend Park and Recreation District

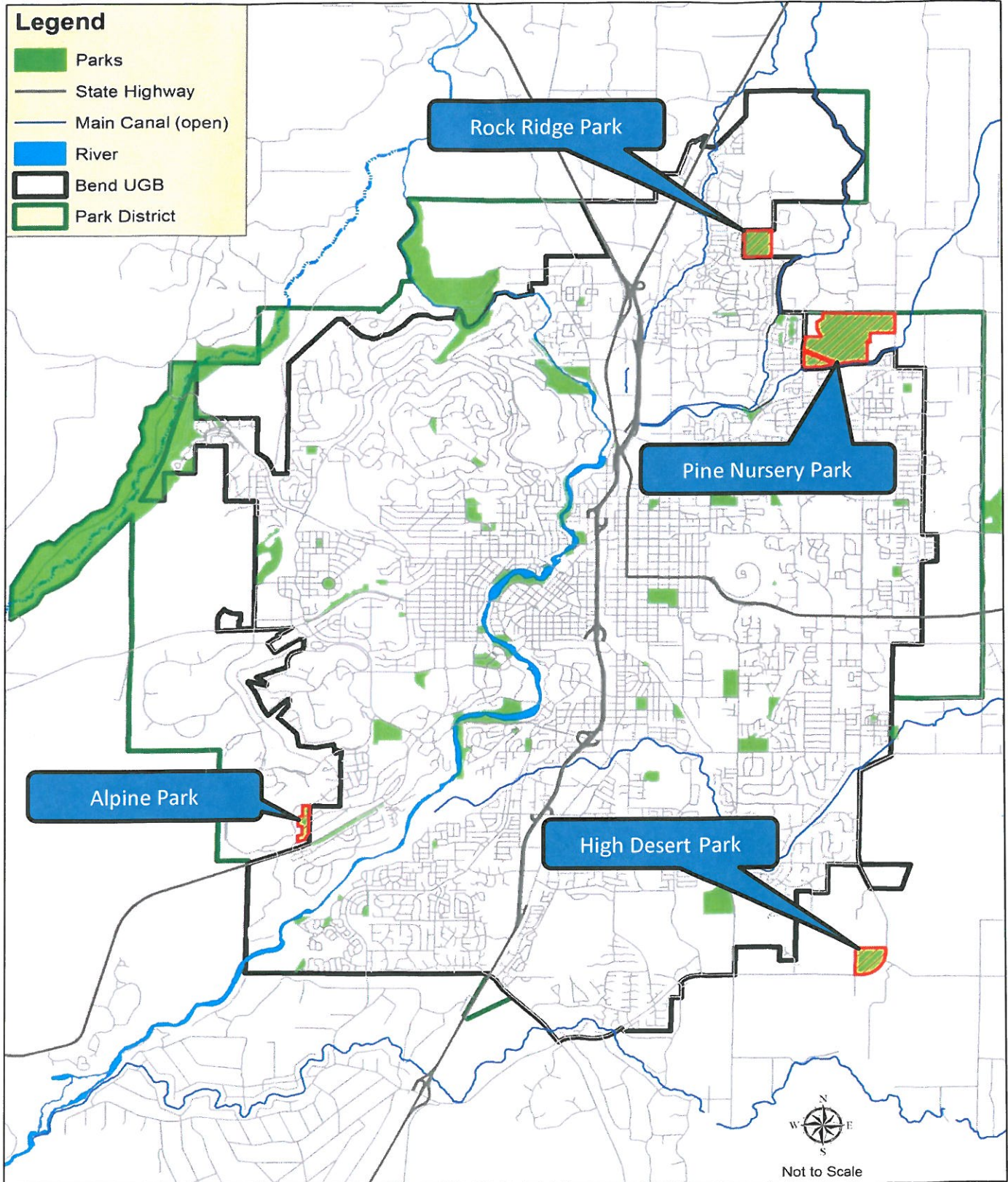


National Gold Medal Award Winner



Bend Park & Recreation DISTRICT

Don Horton, Executive Director
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www.bendparksandrec.org



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Refinements to 2.3 ^{14 voting members present}

1. ~~NE~~ NE ^{like 2.2} $2\uparrow/4\downarrow/7\leftrightarrow$
2. expand in NE, less in West, more to DSL & Elbow $8\uparrow/6\downarrow$
3. more employment & more med/high density housing in NE $10\uparrow/0\downarrow/4\leftrightarrow$
4. change some low density in West to medium/high density residential (same footprint) $2\uparrow/12\downarrow$
5. change some medium/high density residential to low density residential: ^{in West units} (move to NE) $7\uparrow/3\downarrow$
(same footprint)
6. remove West area north of Miller property (same footprint as 2.1) $4\uparrow/7\downarrow$
7. utilize full Elbow & DSL - like 2.1 or 2.2 $6\uparrow/7\downarrow$
8. put residential back in Triangle $4\uparrow/9\downarrow$



Post-it
Sticky Notes
3x5 in. 100 sheets



100% RECYCLED
PAPER
30% POST-CONSUMER WASTE
100% SOY INK

of NE corner
better in E & W
E good

2.3

- ⊕ Skyline Ranch road ✓
- ⊕ less dependence on SE
- ⊕ balanced approach - E/W/N/S
- ⊕ adds MF & attached in West
- ⊖ shift to complete communities in Elbow & NE

slides: 2.3

"strategic" - small
 & Westside, r
 up infrastructure
 a little, about
 probability - 40
 out - second
 in - low density
 in
 and about 1000
 density more by
 and about 1000
 20% of the / 100
 a - 10000
 back for
 residential

Likes / Dislikes: 2.2

- ⊕ SE & NE make sense
- ⊕ like this version of NE corner
- ⊕ housing mix better in NE & West
 - ↳ node in NE good

Likes / Dislikes: 2.3

- ⊕ "Perfect Rectangle" - smaller landowners
- ⊕ NE Edge & West Side not dependent on major infrastructure projects
- ⊕ spreads a little around all sides
- ⊕ better serviceability - efficient infrastructure
- ⊕ leaves out SE corner of "perfect rectangle"
- ⊕ increase in low density res in west w/ expense of NE & SE
- ⊕ concerned about transportation impacts of significantly more housing in west
- ⊕ concerned about looking in west side - re distribute
- ⊕ like OB Pkwy / N Triangle
- ⊕ use "perfect rectangle" - maybe arrange
- ⊕ add back to DSE site
- ⊕ residential in Thumb

Likes/Dislikes: (2.1)

- ④ good at complete communities
(others shift too much residential
to west side) - concerned not enough
in east)
- ④ less on west side ✓
- ④ bringing in all of Elbow & DSL makes sense
- ④ directs attention to master planning in SE
- ④ less on westside should help w/ affordability

Other comments

- complete communities need a lot of infrastructure
- can all expansion areas be designated mixed use & market decide?
- opportunity to guide community we want to grow into
- disperse affordable housing
- miller property about the western edge, will probably continue to expand east
↳ need more jobs, multifamily
- parcelized land & conducive to large employment
• add mixed employment to NE rectangle

Refinements to 2.3

- NE like 2.2
- expand in NE, less in West, more to DSL & Elbow
- more employment & more med/high density housing in NE
- change some low density in West to medium/high density residential
- change some medium/high density residential to low density residential (move to NE)
- remove West area north of Miller Property (same footprint as 2.1)
- utilize full Elbow & DSL - like 2.1 or 2.2



Easy Pad
Tableau à feuilles mobiles
Block de Notes Réutilisables

Super Sticky
Super Colleur
Super Adhésif

2.3

- ⊕ Skyline Ranch road ✓
- ⊕ less dependence on SE
- ⊕ balanced approach - E/W/N
- ⊕ adds MF & attached in West
- ⊖ shift to complete communities
& NE

Refinements to 2.3

1. NE like 2.2
2. expand in NE, less in West, more to DSL & Elbow
3. more employment & more med/high density housing in NE
4. change some low density in West to medium/high density residential
5. change some medium/high density residential to low density residential
6. remove West area north of Miller Property (some footprint as 2.1) ^{in West units} (move to NE)
7. utilize full Elbow & DSL - like 2.1 or 2.2
8. put residential back in Triangle

Legend

Existing School
Generalized Land Uses
Commercial
Industrial
Mixed Employment
Public
Low Density Residential
Med. and High-Density Residential
Mixed Use
Park
Other



MARKET



Victor Chudowsky, Chair
City of Bend UGB Steering Committee
710 NW Wall Street
Bend, OR 97701

November 12, 2015

RE: Steering Committee Action

Dear Chair Chudowsky and Members of the UGB Steering Committee:

For the past 15 months, 60 citizen volunteers devoted a tremendous amount of time, energy, and thought towards a community driven effort to update Bend's UGB. Modeled after the SIAG process, this was an innovative way to include public input in the critical UGB expansion process. Our process culminated in a 4-hour session that resulted in a 10-3-1 vote approving a recommendation of Scenario 2.3, with some specific amendments intended to reduce the overall number of units in the west and increase the intensity of development in the east.

Our recommendation was based on months of fact gathering and carefully analyzing alternatives to arrive at a balanced boundary expansion that fully considered a mix of uses in the expansion areas and the shortcomings of the areas omitted. Although there were a diverse set of interests, and tough decisions to be made, the TAC reached a recommendation supported by a substantial majority through exhaustive study and respectful compromise. We left our last meeting feeling that we had developed a solid recommendation, built to withstand the inevitable challenges from various parties dissatisfied with the results. Thus, you can understand our disappointment that the USC proceeded to reject our recommendation mere hours later.

Given that there was insufficient time between our two meetings to revise the maps and proposed density calculations based on the recommendation, it did not appear that the USC fully understood the nuances and intent of the TAC's recommendation. For these reasons, I ask that you reconsider our recommendation of Scenario 2.3, or at least be open to having staff make the changes to the map that were encompassed in our recommendation and giving them the careful consideration that we did.

Going forward, please be mindful of how you treat the TAC recommendations. Giving short shrift to the Boundary TAC's carefully considered recommendations undermines the integrity of the entire citizen-driven process on which the city has spent millions of dollars in order to build a defensible UGB expansion proposal. The message it sends to staff, the consultant team, and the 60 volunteers on the three TACs who worked very hard to craft both a process and a recommendation that could stand up to rigorous scrutiny is: "your work is unimportant." But this work is important and too much effort was put into our recommendation to be summarily dismissed.

Our community needs to finalize the UGB expansion in a defensible way. The evidence shows that we have an inadequate land supply. This contributes to the affordable housing crisis and hampers economic development. Our community cannot afford more delay. We need to work together and this public process is critical to the success of the UGB and the other challenges facing our community. Thank you for your consideration.

Sincerely,



Sharon R. Smith

cc: Brian Rankin; UGB Steering Committee members

Damian Syrnyk

From: Jim Prestwood <jprestwood@bendbroadband.com>
Sent: Thursday, November 12, 2015 12:38 PM
To: Damian Syrnyk
Subject: RE: UGB Parcels
Attachments: Buck Canyon - UGB0001.pdf

Follow Up Flag: Follow up
Flag Status: Completed

Damian,

Thank you for the opportunity to speak at the recent TAC meeting on October 22, 2015. I should have had this letter to be placed on the record at that time but would now like it to be made part of that record. Please see that the TAC committee receives a copy for review and consideration.

Everywhere we look we see projections and forecasts of continued of growth in Deschutes County and the City of Bend. The three years ending in 2013 Deschutes County grew 5.21 % with 2.5% of that growth between July 2012 to July 2013. The 2012 to 2013 time frame brought over 4000 new folks to Deschutes County, many of these coming to Bend. Ending in July 2015, 2385 new folks moved in. The morning of the recent TAC meeting saw an article in The Oregonian quoting a Census Bureau report showing Bend's growth to be at 3% per year. A recent article in "Bend" magazine projects an increase in Bend's population by 54% by 2035 to 132,209.

These new residents will be looking for reasonably priced property. It is a well-known fact that property on the westside will cost much more per square foot than property in other areas of town. This area on the south end will help increase options of affordable housing in Bend as well and makes sense as an extension of the Baney property's inclusion. We have attached a plat showing how our property's dovetail into Baney's parcel. These additional parcels total approx. 23 acres.

We know you are using your own growth projections during this whole process as well. One question we have is that in the three scenarios, they only allow for approx. 4000 new housing units. As a long term projection, this seems a little shy of what the city will need to keep up with demand and growth. Granted, some of your anticipated growth is going to be in-fill property within the existing City limits, but even at that, we believe Bend will be exceeding its boundaries before the ink dries on the final approval from the State. To that end, we would like to offer additional land that ties in directly to two parcels on the south end of town; Ward's and Baney's parcels as shown in Scenario 2.1. Your handout describing "The Thumb" area stated one of the advantages of the Ward and Baney properties' were that they were both over 20 acres and provided increased opportunities for master planning. At the recent TAC meeting it was added that the infrastructure planned for "The Thumb" would be a sunk cost and the more property (Baney) that was near-by would help spread these costs. The adjacent property to Baney's we have is 23 acres. and would also provide the option of additional access off of Buck Canyon which leads directly to Elk Meadow School and shopping at Lovejoy shopping center.

We are anxious to see our property's be included as part of the UGB expansion scenario 2.1, as they were in the last submission of 2008. Please consider this as an additional option in your future discussions before any final boundaries are drawn. Thank you for your consideration.

Jim & Kathi Prestwood
Roger & Lesa Fadness
Mike & Kathy Kutansky

From: Damian Syrnyk [mailto:dsyrnyk@bendoregon.gov]
Sent: Friday, October 09, 2015 11:49 AM

To: Jim Prestwood
Subject: RE: UGB Parcels

Hi Jim,

The next step is the October 22, 2015 meeting of the Boundary TAC, the same group that met yesterday morning. There will be a public comment period on that meeting's agenda. You can also submit any letters and materials to me that I can then forward on to the Boundary TAC.

Please let me know if you have any questions.

Thanks, Damian



From: Jim Prestwood [mailto:jprestwood@bendbroadband.com]
Sent: Thursday, October 08, 2015 5:16 PM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: RE: UGB Parcels

Damian,

I was able to attend today's TAC meeting, however, the time allowed for public comment and a previously scheduled meeting for me conflicted and I had to leave before 11:00am. I did speak with a member of the TAC committee before the meeting started and interestingly was told to talk to you! Anyway, I would like to be able to speak my (and neighbors) piece on the approx. 20 acre total of our property which sits next to Ward's "thumb" and Baney's parcel.

Please let me know what the next step would be and if not you, who we could discuss this with. Thanks.

Jim Prestwood
541-280-2083

From: Damian Syrnyk [mailto:dsyrnyk@bendoregon.gov]
Sent: Friday, October 02, 2015 9:09 AM
To: Jim Prestwood
Subject: RE: UGB Parcels

Good Morning Jim,

The Boundary and Growth Scenarios TAC will be meeting on Thursday, October 8. They are the body to whom to direct your testimony.

I'm enclosing a link to their website through which you can download their meeting materials for Thursday as well as materials from past meetings.

<http://bendoregon.gov/index.aspx?page=52&parent=17589>. Newest meeting materials are at the top; oldest at the bottom.

Please let me know if you need anything else.

Thanks,
Damian



From: Jim Prestwood [<mailto:jprestwood@bendbroadband.com>]
Sent: Friday, October 02, 2015 7:03 AM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: re: UGB Parcels

Damian,

It was nice to chat with you last night at the UGB neighborhood meeting. I was the one asking about the possibility of having a parcel included into one of the scenarios as it appears none of the 6 scenarios are static at this time. My 13 acre parcel sits next to Baney's on the south end next to "the thumb." It was included in the first go around a few years ago. If you could direct me to the person(s) who are developing these scenarios I'd appreciate it. I am planning on attending the October 8th meeting as well. Thanks for your time.

Jim Prestwood
541-280-2083

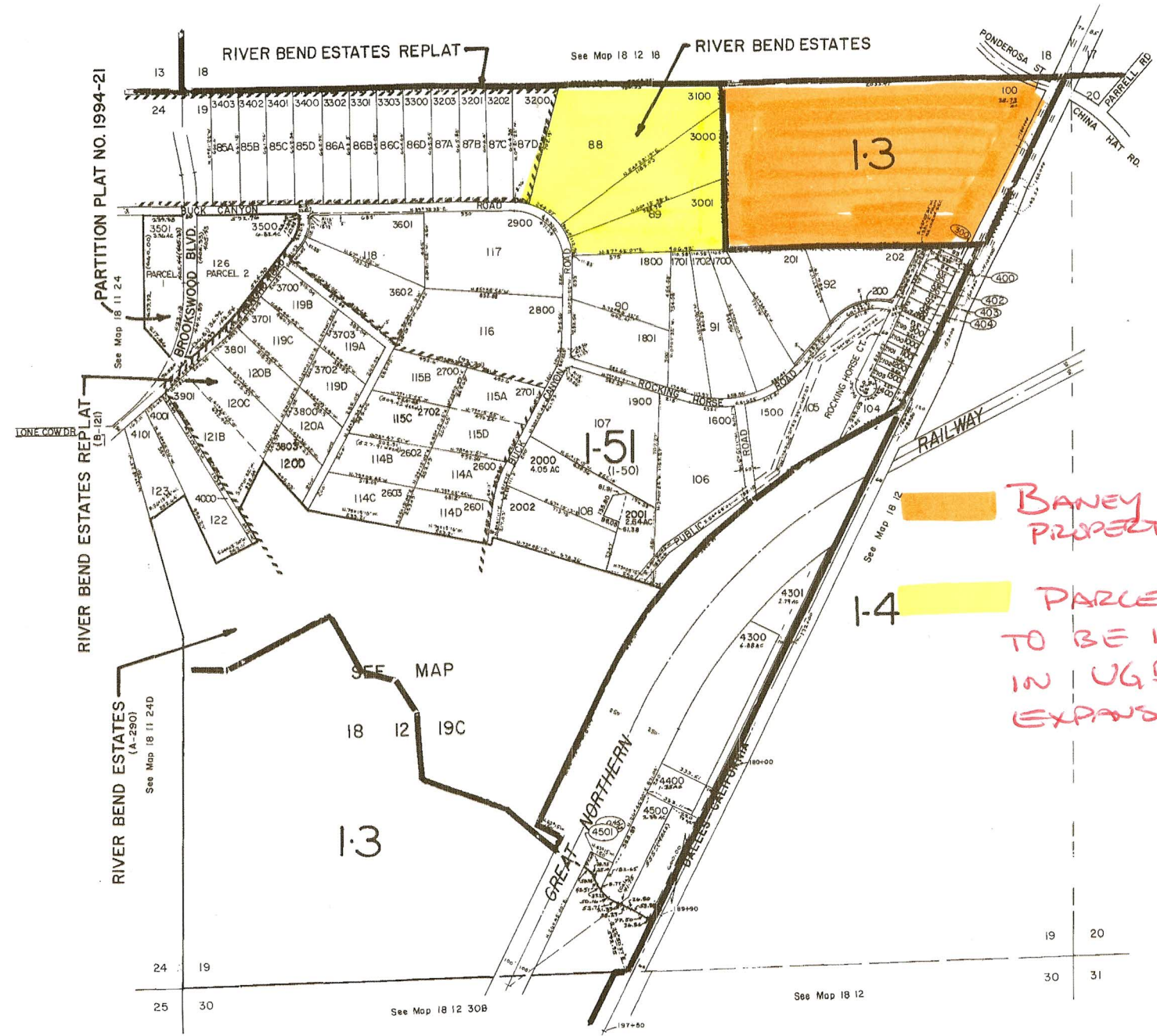
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SECTION 19 T.18S. R.12E.W.M.
 DESCHUTES COUNTY
 1" = 400'

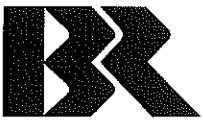
Cancelled numbers 101,
 500 thru 800,
 2100 thru 2501, 3600
 3900, 501, 1001, 1101
 4002, 1201, 1301
 4100,
 4200
 401
 3802

Revised Date
 7-94
 8-11-03
 1-15-04
 12-18-04
 7-17-07
 8-26-13



BANEY PROPERTY

PARCELS TO BE INCL. IN UG3 EXPANSION



Brooks Resources Corporation

November 11, 2015

Victor Chudowsky, Chair
City of Bend UGB Steering Committee
710 NW Wall Street
Bend, OR 97701

RE: Scenario 2.3 as modified by the TAC

Dear Chair Chudowsky and Members of the UGB Steering Committee:

On October 22, 2015, I spent nearly 7 hours either participating in or observing public meetings regarding the City's Urban Growth Boundary expansion. The first four hour stint was spent as a participant in a meeting of the Boundary Alternatives Technical Advisory Committee, a meeting that was the culmination of 15 months of combined effort between 20 citizen-volunteers, city staff, and an expert team of consultants. The end result of this time consuming, and expensive, effort was 10-3-1 vote approving a recommendation of Scenario 2.3 with amendments. These very specific amendments were to retain the overall boundary depicted in Scenario 2.3 while reducing medium and high density units in the West subarea and move them to the Northeast, DSL property, and the Elbow, resulting in a more balanced mix of housing types in the Northeast and West. The recommendation also included adding more employment and medium/high density residential to the Northeast.

The second half of my day was then spent attending the UGB Steering Committee meeting to consider the TAC's recommendation, which followed the TAC meeting by less than 2 hours. Due to this short turnaround time, staff and the consultant team did not have sufficient time to create a new map that reflected and quantified the TAC-recommended modifications for USC evaluation. This nuance did not appear to be considered or fully understood by the USC, as reactions to the incorrect total number of units listed on 2.3 seemed to drive the discussion back toward 2.1. It was thus with great disappointment that I listened to two of the three dissenting members of the Boundary TAC testify in direct opposition to the recommendation that had just been endorsed by a large majority of the TAC, and then observed the USC reject the TAC's recommendation based largely on the reasoning espoused by those minority TAC members who spoke.

By way of disclosure, while I am member of the Boundary Alternatives TAC, my employer also has an interest in the Miller property that is currently included either all or in part on all three Scenario Maps 2.1, 2.2, and 2.3. Approximately 180 acres of the Miller property is included on both 2.1 and 2.3, while all 245 acres of the property are included on Scenario 2.2. Despite the obvious self-interest inherent in Scenario 2.2, I am a strong advocate for Scenario 2.3 with the amendments recommended by the TAC for the reasons discussed below.

During the USC's rush to judgement it appeared that several subtle, yet important, components of the TAC's recommendation were not fully considered by the USC. The most significant of these considerations was that the land area included in the West subarea in Scenario 2.3 is necessary to accommodate the completion of the Skyline Ranch Road Collector that is currently on the Bend Urban Area Transportation System Plan. The TAC's recommended modifications to Scenario 2.3 includes

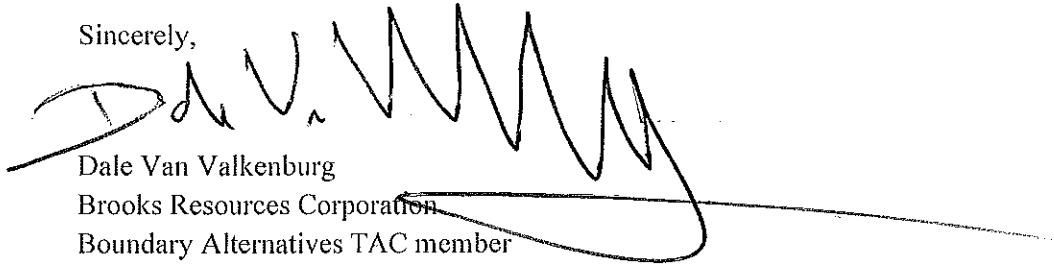
enough land area in the West to allow this planned street segment to be connected, but proposed a significant decrease in the overall number of residential units and to lessen the intensity of non-residential uses to reduce the overall impacts of development in this area. This was a point of major discussion at the TAC level, and was the compromise that eventually led to a significant majority of TAC members voting to support this recommendation.

Skyline Ranch Road is already nearly complete between Century Drive and Shevlin Park Road, except for a short section between NW Crossing Drive and the Shevlin Meadows subdivision to the north located in the area being considered for inclusion in the UGB. Once completed, Skyline Ranch Road will provide alternative access to Miller Elementary, Pacific Crest Middle, and Summit High School from neighborhoods to the north, relieving pressure on Mt. Washington Drive and neighborhood streets in NorthWest Crossing. If the West subarea lands in Scenario 2.3 are not included, it will become very unlikely that this important urban roadway that is needed now to serve school traffic will be completed within the planning period (2028). This will leave the planned arterial/collector circulation pattern incomplete in this area and effectively prohibit an important and already needed alternate access to the three schools that would benefit from its completion. In accordance with the TSP, the City required the School District to build an extension of Skyline Ranch Road between Skyliners Road and NW Crossing Drive with construction of the Pacific Crest Middle School, at a cost of over \$1,000,000. If the UGB is not expanded in such a way to allow Skyline Ranch Road to be completed, the short section constructed by the school district will be a million dollar road to nowhere and a waste of public money.

Given that there was insufficient time between the TAC and USC meetings for staff and the consultant team to revise the maps and proposed density calculations, it did not appear that the USC fully understood the nuances of the TAC's recommendation before rejecting it in favor of Scenario 2.1. I ask the USC to reconsider the TAC's recommendation to move ahead with amended Scenario 2.3 by first directing staff and the consultant team to make the changes to the map and quantify the resultant mix of uses that were encompassed in our recommendation, and then fully evaluate the TAC's recommendation at the December USC meeting.

Thank you for your attention.

Sincerely,



Dale Van Valkenburg
Brooks Resources Corporation
Boundary Alternatives TAC member

November 6, 2015

Victor Chudowsky, Chair
City of Bend UGB Steering Committee
710 NW Wall Street
Bend, OR 97701

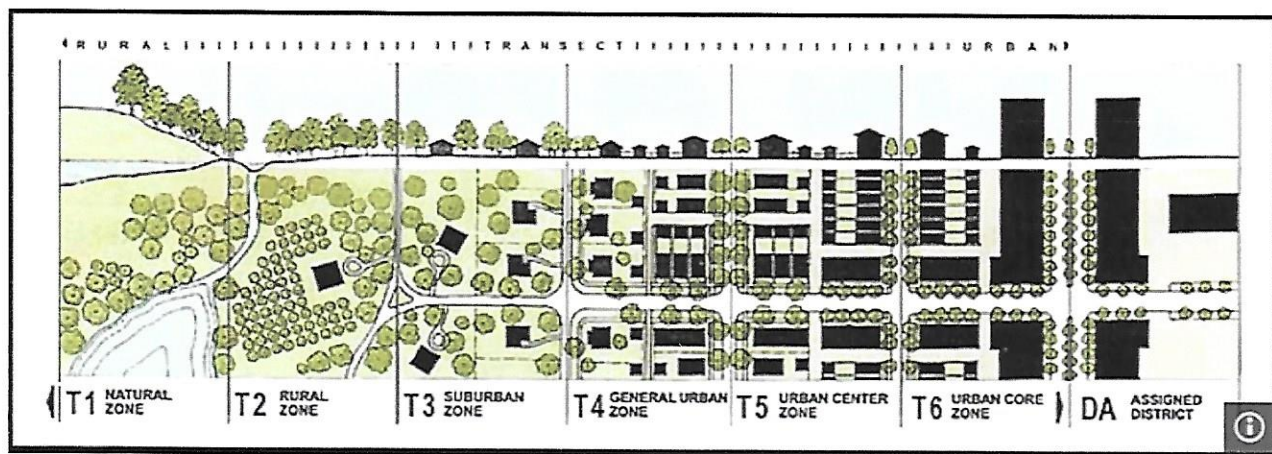
Dear Chair Chudowsky and Members of the UGB Steering Committee:

My name is Kirk Schueler and I reside at 144 NW Vicksburg Avenue, in Bend. In full disclosure of my potential conflicts and interests, I am a partner in West Bend Property Company 2, LLC (WBPC 2). I am also a member of the City of Bend UGB Residential Technical Advisory Committee. WBPC 2 has interests in developing land on the west side of Bend that potentially could be brought into the UGB. The partners of WBPC 2 are essentially the same group that developed NorthWest Crossing.

I watched the October 22nd, 2015 Boundary TAC meeting where they recommended to the UGB Steering Committee to adopt Scenario 2.3, with two amendments. Based on the well-known and widely adopted new urbanist planning principles that I believe in, and were the basis for developing NorthWest Crossing, this appeared to me as the scenario that best supported good planning. I believe the Steering Committee's adoption of Scenario 2.1 contradicts those good planning principles, and overlooked the evidence and testimony presented to the technical advisor committees and boundary committee that supported Scenario 2.3. I am providing this letter to the Steering Committee to highlight the strengths of the Boundary TAC's recommendation, and to request that the Steering Committee reconsider their decision to put forward Scenario 2.1.

The basic building block of New Urbanism is the neighborhood. Neighborhoods are small in scale, roughly ¼ mile from center to edge. Cities are made up of many neighborhoods, typically defined at the edge by corridors, which can include natural features, railroad lines, major transportation elements, and even special districts (i.e. – a hospital, an airport, a major shopping center, etc.). New Urbanist planners have developed the Transect model to guide how neighborhoods are organized when they transition to a defined edge of development, like the undevelopable open spaces beyond the exception and rural residential lands on the west side of Bend.

The Transect is a tool to arrange, in a useful order, the elements of urbanism by classifying them from rural to urban. The concept is relatively simple and makes great sense when you see it in graphical form, as follows:



It is easy to see how this planning principle fits the west side of Bend, where there is a very clear Natural Zone consisting of national forest lands, a large regional public park, and an important waterway (Tumalo Creek). Other parts of Bend do not have this condition. Most of the north and east sides of Bend abut large tracts of

privately owned low-value agricultural land, suitable to accommodate growth for decades to come. However, they are not in the current Urban Reserve, so until they are designated something other than resource lands, they are not eligible for consideration.

A unique opportunity exists on the west side to permanently create this “transect” between the Urban Core (T6) and the Natural Zone (T1). Developments like NorthWest Crossing, Shevlin Ridge, Shevlin Pines, and Shevlin Meadows represent typical development in the General Urban Zone (T4). The question is then how do we develop between these established parts of our city and the “hard edge” of our Natural Zone. The Transect model calls for development that follows the Suburban Zone (T3) treatment. This is already present on the west side in Tetherow and Shevlin Commons, and in the recently approved Tree Farm subdivision. Rural Zone (T2) treatment already exists in the large tracts of private land under forest use zoning in the county and Cascade Highlands, allowing minimal housing density. The right development for lands west of the current UGB should predominantly follow the Suburban Zone (T3) treatment.

The Suburban Zone, as described in the New Urbanism Best Practices Guide, “...isn’t exactly the ‘burbs. Its close, to be sure, but it doesn’t include some things like the big box retail you might instead find in a highway business district. The suburban zone is most similar to the areas on the outskirts of town where the town grid begins to give way to nature.”

The Steering Committee’s decision to support Scenario 2.1 assigns 750 households and a housing mix of 32% single family detached (SFD), 19% attached single family (ASF), and 49% multifamily housing to 120 acres of the Miller Tree Farm land. As shown in Table 1 below, this means that there will be 511 attached housing units (143 ASF and 368 MF) and 240 detached housing units on this property that is transitioning to a Natural Area. As a comparison, NorthWest Crossing is projected to have between 240 and 300 attached housing units at build out. The proposed housing mix in Scenario 2.1 is not consistent with the planning concept embodied in the Transect. If there was no permanent Natural Zone to the west, then this housing mix would make more sense. This housing mix is more appropriate for the north and east sides of Bend. That is because over the next several decades the current boundaries on those sides of town will have transitioned to more urbanized cores as the boundaries keep moving outward.

<u>Table 1</u>	Scenario	Scenario 2.1
	<u>2.1 Mix</u>	<u>Units</u>
SFD	32 %	240
ASF	19 %	143
MF	<u>49 %</u>	<u>368</u>
	100 %	750

A more appropriate housing mix would be more like the housing mix proposed for the expansion land in the north east in Scenario 2.1. Quite amazingly, the housing mix for this land is proposed to be 73% SFD, 7% ASF, and just 20% MF. Applying that housing mix to the proposed 750 households on the west side would yield the housing units shown in Table 2.

<u>Table 2</u>	<u>North East Mix</u>	<u>Units</u>
SFD	73 %	548
SFA	7 %	53
MF	<u>20 %</u>	<u>150</u>
	100 %	750

In addition to the inappropriate housing mix, Scenario 2.1 includes 40 acres of employment land. Using the 21% right-of-way factor to get to net acres, and common industry rules of thumb for office and industrial

development (30% to 40% Floor Area Ratios), under Scenario 2.1 there will be between 432,000 sf and 576,000 sf of commercial and industrial buildings on the 180 acres of land brought into the UGB in Scenario 2.1. This does not sound like an area where the town grid begins to give way to nature. In comparison, West Bend Property Company recently completed an analysis of their commercial and industrial lands in NorthWest Crossing and projected at buildout there would be roughly 612,000 sf of commercial and industrial buildings in the 485 acre master planned development.

At the October 22nd boundary TAC meeting there were arguments raised that the west side needs an over-weighted mix of multifamily units in order to provide more affordable housing. There are two serious flaws in this argument. The first is that basic community planning concepts would not locate large concentrations of “affordable housing” away from major transit corridors, centers of employment, or retail. Since this area will never (and should never) urbanize to that degree for the reasons noted above, this area is unlikely to ever provide those infrastructure needs. The second flawed belief is that building multifamily units on the west side will create affordable housing. There is a reason housing is expensive on the west side; people are willing to pay more to live there. Unless there is a significant source of funds available to create enough subsidized affordable housing (since inclusionary zoning is illegal in Oregon), then these apartments will for the most part be for the middle and upper class population; probably financially successful millennials. A second round of UGB expansion will be necessary to address affordable housing, especially if any market rate housing is to be included in that mix.

I believe strongly in good land use planning, and for me that includes the principles of the Transect. I respectfully request that the Steering Committee consider amending its decision to pursue Scenario 2.1 to reflect the following, as encompassed in the Boundary TAC’s recommendation to move forward with Scenario 2.3:

- Bring into the UGB all 260 acres of land on the west side as depicted in Scenario 2.3 (owned by Miller, Rio Lobo, and Anderson Ranch) with the following use designations: 205 acres of residential, 15 acres of employment, and 30 acres of civic and open space use.
- Adopt a housing mix for the west lands of 75% SFD/ 5% ASF/ 20% MF, and correspondingly adjust the housing density in the north east to include more density to accommodate the future long term growth of Bend.

Thank you for considering these comments.



Kirk Schueler
Schueler Consulting Services, President
West Bend Property Company 2, LLC, Member

CC: Sharon Smith, Co-Chair Boundary Technical Advisory Committee
Mike Riley, Co-Chair Boundary Technical Advisory Committee



Don Horton, Executive Director
799 SW Columbia Street
Bend, OR 97702
tel: 541.706.6100 fax: 541.388.5429
www.bendparksandrec.org

October 21, 2015

Brian Rankin
City of Bend
710 NW Wall Street
Bend, OR 97701

RE: Bend Park and Recreation District (District) Park Land UGB Inclusion and Concurrent Annexation via Urban Growth Boundary (UGB) Amendments

For background, it is important to note that the District is the provider of park and recreation services for Bend residents. The District delivers services to its residents as an Oregon special service district in accordance with the provisions of ORS 266.010 et seq. The city of Bend (City) and the District have entered into an Urban Services Provider Agreement, also known as an Intergovernmental Agreement (IGA) pursuant to ORS 190.003 et seq. in order to deliver park and recreation services to residents on behalf of the City. Under the statute, Deschutes County has the responsibility for convening the City and any special district that provides urban services within the Bend UGB for the purpose of negotiating urban service agreements. As has been discussed earlier during the UGB process, the existing IGA between the City and the District will be reviewed and revised to ensure the equitable and efficient provision of services within new UGB after the new boundary has been adopted.

Bend Park and Recreation District (District) Park Land UGB Inclusion

Currently, the District boundary is co-located with the UGB in several areas, and also extends outside the UGB into Deschutes County jurisdiction in several other areas. The issues the District is most interested in include:

- The possible inclusion of several District-owned properties within a preferred UGB expansion scenario, and
- The subsequent future annexation of the new park properties into the City, and what that process will entail.

If a preferred UGB expansion scenario does not propose to include current District-owned properties within the new expanded boundary, the District would request that the TACs and UGB Steering Committee consider boundary expansions to include just those properties that are already contiguous with the current UGB. These properties are already publically-owned by the District and should not negatively affect the residential and employment land calculations, nor impact the future park land calculations since they should already be considered in the expansion formulas.

For any of the parks identified below, the future provision of City water and sewer service can be integral to their ability to be developed or redeveloped as they have their master plans amended over time to adjust to changes in resident demands for new and/or different amenities, as well as other factors. For example, Pine



National Gold Medal Award Winner



Don Horton, Executive Director
799 SW Columbia Street
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tel: 541.706.6100 fax: 541.388.5429
www.bendparksandrec.org

Nursery Park will likely have sewage capacity issues that will constrain development options as Bend's population grows, park visitation increases, and the on-site septic system reaches capacity thresholds.

The properties the District would like considered for inclusion within an expanded UGB, in priority order are:

1. Pine Nursery Community Park (developed, 147.3 acres)
2. Rock Ridge Community Park (undeveloped, 36.6 acres)
3. Alpine Neighborhood Park (undeveloped, 14.3 acres)
4. High Desert Community Park (undeveloped, 33.1 acres)

We have identified these properties on the attached map for reference.

Concurrent Annexation via Urban Growth Boundary (UGB) Amendments

The District understands that inclusion within a new UGB boundary does not equal annexation. Traditionally, UGB areas to be annexed to the District would require a public vote; (i.e. under a voter-approved annexation plan as provided for in ORS 195.220.) Oregon Revised Statute (ORS) and Oregon Administrative Rules (OAR) provide for and facilitate other methods of annexation. The District's understanding is that annexation of new UGB areas to the City of Bend (City) and to the District would likely take place concurrently in order to allow for the orderly provision of urban services.

ORS 198.857(3) allows for annexation to the City and District by property owner petition. In this case, a "Consent to Annex" from the property owner (District) would allow for concurrent annexation of the new park properties and facilitate the orderly extension of urban services called for in the IGA. Concurrent annexations would only apply to Rock Ridge Park and High Desert Park which are currently outside both the UGB and the District Boundary. Should Rock Ridge Park and High Desert Park be included in the new UGB, the District boundary would only be extended to encompass just the park area once the Consent to Annex was approved.

Pine Nursery and Alpine Parks would only need to annex to the City.

The District is prepared to coordinate with City staff to help to bolster arguments for inclusion of these identified park properties as necessary to meet State requirements. The District is asking that the Remand TACs and Steering Committee consider this request in the context of further discussions on the boundary expansion scenarios.

Thank you,

Don P. Horton
Executive Director
Bend Park and Recreation District

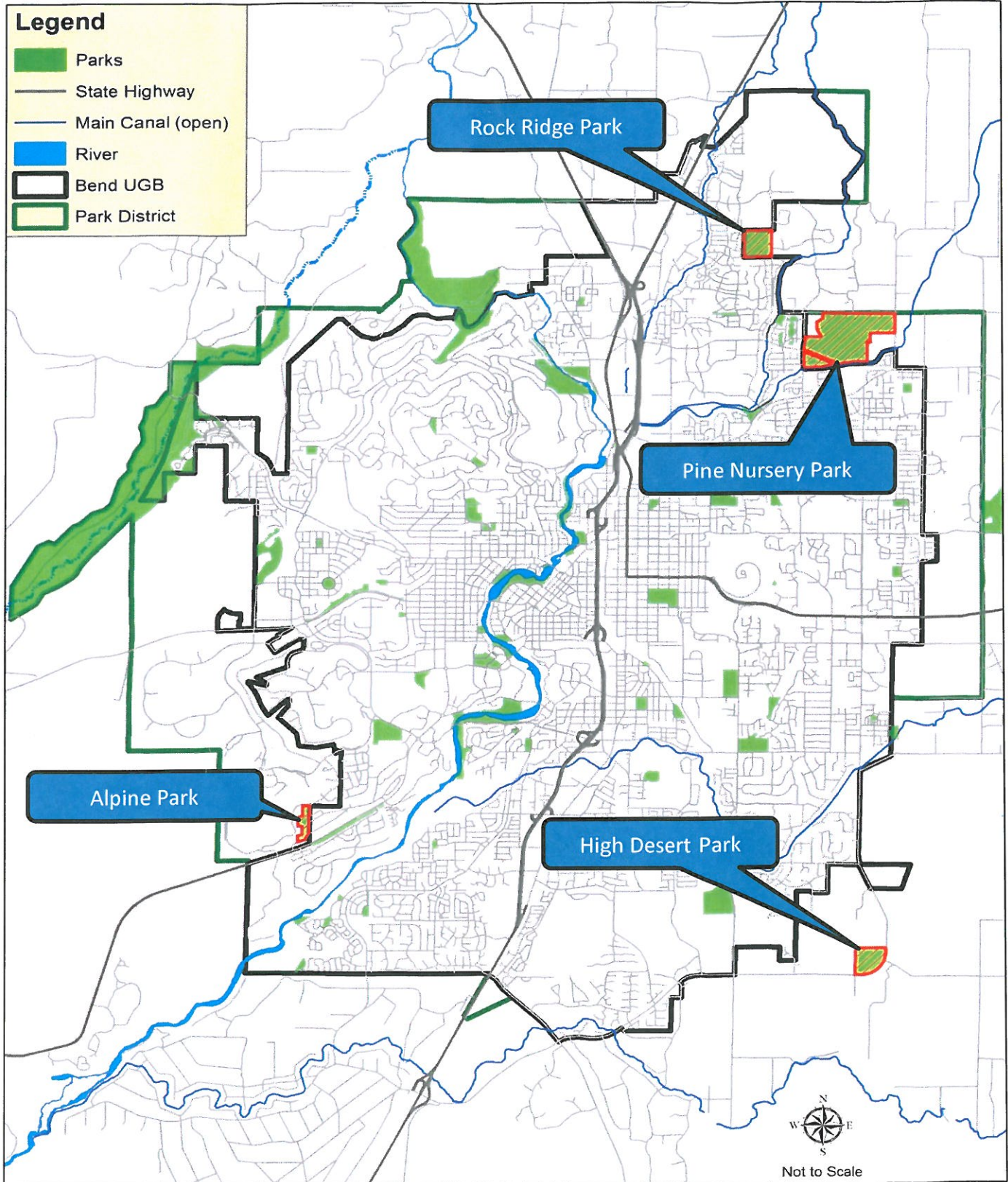


National Gold Medal Award Winner



Bend Park & Recreation DISTRICT

Don Horton, Executive Director
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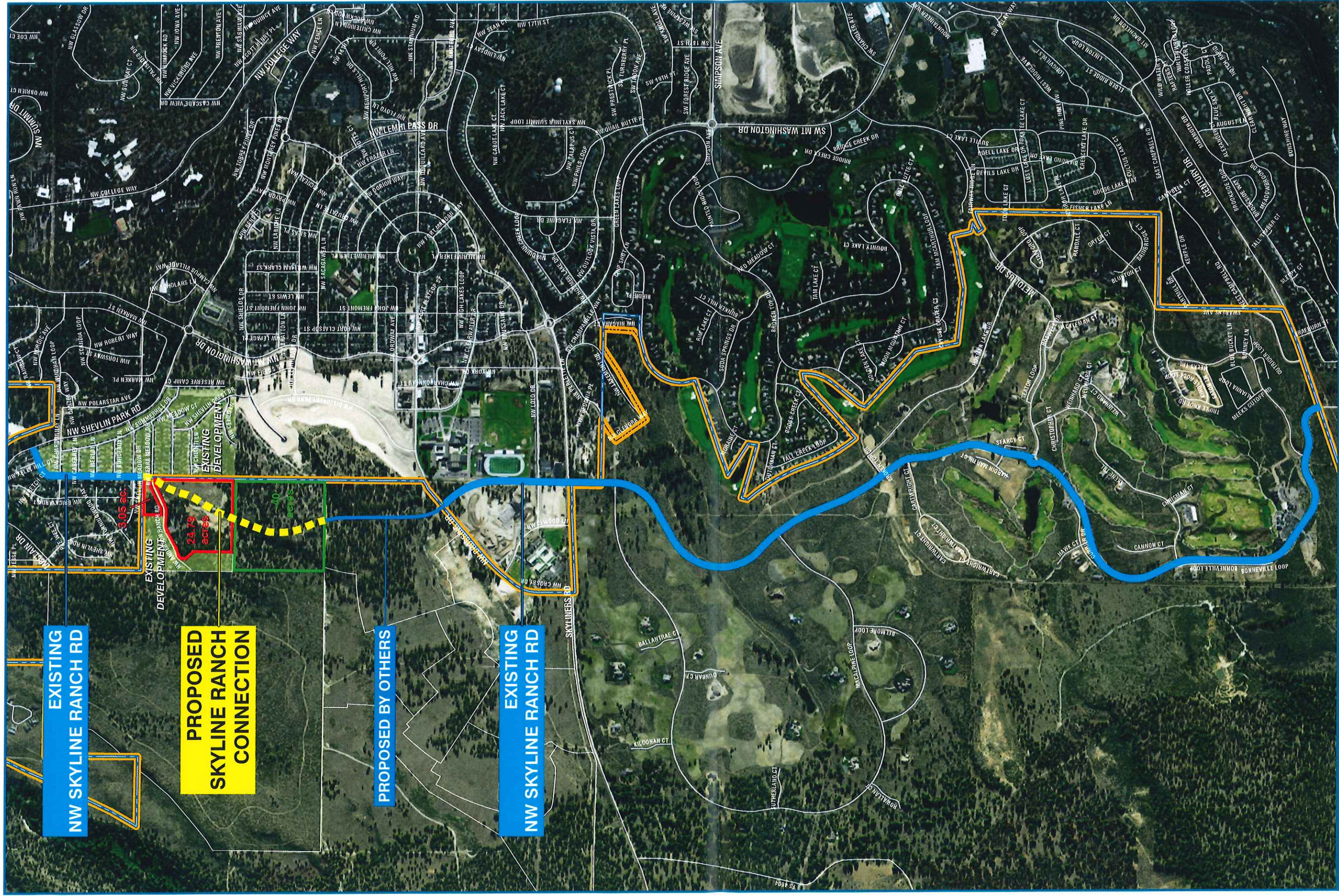


National Gold Medal Award Winner

Reasons for including Skyline Ranch Road into the UGB

1. When the proposal was put in front of you for review the number of homes that would be included on the Westside went from 750 to 1,450 for a difference of 700 additional homes. I understand how there would be some resistance to that many homes. I don't know where that number came from as the actual number is closer to 171. That is less than $\frac{1}{4}$ the amount represented.
2. Skyline Ranch Road is on the TSP and is necessary for transportation including the schools, fire, and police.
3. The property will make the final connection of the important link of Skyline Ranch road. I have attached a map showing the two properties being discussed outlined in red and green. The 28 acre piece I represent, and the 40 acre piece of Matt Day's. You can see the thick blue line depicts Skyline Ranch Road, and how it sweeps around from Shevlin Park Road to Century Drive. I developed Skyline Ranch road to the North of Shevlin Meadows, the School just this year developed it to the North of Skyliner Road, and Tetherow partners further South to Century Drive. You can see that blue line representing Skyline Ranch Road gets interrupted by the dashed yellow line. That dashed yellow line is the missing link of Skyline Ranch road.
4. Bend/LaPine schools support the inclusion of Skyline Ranch Road
5. Bend Fire department would obviously support the connection of roads
6. Including just one developer on the west side is not good for competition, not good for prices, and never works out well.
7. The average square foot price of NWX is \$297 vs Shevlin Meadows at \$202. Don't get me wrong NWX is a fantastic development, but so is Shevlin Meadows. 45 of the planned 51 lots on the proposed property will be similar to Shevlin Meadows. By just allowing a NWX type property, it only allows the very rich to live on the Westside. Shevlin Meadows allows an entirely different income bracket to own a home and live on Westside. I feel it's really important to have some diversity in our City.

8. This property scores as high as any property on the UGB scoring system and higher than some that are being included in other parts of town.
9. Originally this property was part of the 96 acre master-plan development of Shevlin Meadows and this is the remaining 28 acres.
10. One of the complaints the special interest groups have is they don't want to develop any more land to the West. This property is already bordered on the Westside by rural 5 acre lots. My addition would actually be to the East of the Western border, so it isn't encroaching further to the West.
11. This property was originally zoned surface mine. We depleted the pumice and received a zone change through a public hearing to UAR-10. I can tell you that there aren't any Deer or Elk on the property unless they eat pumice.
12. This property would be the only development that participated in the Westside consortium that has yet to be developed. The developer installed the roundabout at 14th and Newport. It would be unsettling, and ironic that this property would have participated in the roundabout at 14th and Newport 12 years ago, and used all these years to improve traffic congestion, as well as dedicate Skyline Ranch road and not be included in the 20 year plan.
13. This property upsized the lift station to handle the sewage from the property, and that capacity still exists – hence the reason there is no lack of sewer capacity as with other properties to the North and West.
14. I prepared a small video a few weeks ago that gives more visual aides to Skyline Ranch road and its connection. The website address to watch the video is <https://vimeo.com/142736609> I will send all of you an electronic link tomorrow on your email.



**EXISTING
NW SKYLINE RANCH RD**

**PROPOSED
SKYLINE RANCH
CONNECTION**

PROPOSED BY OTHERS

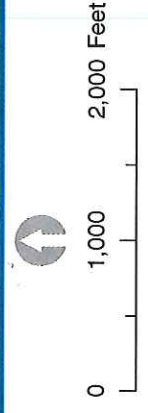
**EXISTING
NW SKYLINE RANCH RD**

EXISTING DEVELOPMENT
30.05 ac.

EXISTING DEVELOPMENT
24.79 ac.

Potential Skyline Ranch Road Connection

- Parcel of Interest
- Neighboring Property
- Adjacent Development
- Existing Road
- Proposed by Others
- Proposed Connection
- UGB
- City Limit



Damian Syrnyk

From: Toby Bayard <tobybayard@hotmail.com>
Sent: Friday, November 06, 2015 9:29 AM
To: Damian Syrnyk; Joe Dills; Brian Rankin; Ellen Grover
Cc: Toby Bayard
Subject: Re: Today's meeting--process point

While in France, I sent a garbled message that was intended to express agreement with Ellen's comments. Sorry about the typos in the earlier message. I agree about needing "consensus" or approximate consensus ... I don't want to see "special interests" do to this process what happened during the last one, albeit on a much larger, messier scale and with a different Council.

Thanks,

Toby Bayard

From: [Damian Syrnyk](#)
Sent: Thursday, October 22, 2015 8:53 AM
To: [Joe Dills](#) ; [Brian Rankin](#)
Subject: FW: Today's meeting--process point

[Boundary TAC members, please find enclosed an email from Ellen Grover. Thanks, Damian](#)

From: Ellen H. Grover [mailto:ehg@karnopp.com]
Sent: Thursday, October 22, 2015 8:18 AM
To: Mike Riley <mike@envirocenter.org>; smith@bljlawyers.com
Cc: Mary Winters <mwinters@bendoregon.gov>; Brian Rankin <brankin@bendoregon.gov>; Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: Today's meeting--process point

Hi Mike and Sharon. I apologize but work demands prevent me from attending today's meeting. And I also apologize for the lateness of this email, but I've been mulling over where the committee is and where it is going and how most appropriately to contribute. I'll just get to the point: I think the committee's work/recommendation will be strongest if we can build the highest level of consensus possible. And I think that is the intent of staff in running these meetings.

I don't pretend to think we'll get complete consensus (meaning everyone is in favor or can live with the result). But, we are at a stage in the process—the Goal 14 balancing—where both technical and policy considerations are necessarily intermixed. I have the highest regard for the members of the committee and believe our work to date has been principled, but it is a committee comprised of both technical advisers and stakeholders—many of whom have direct interests at stake in the recommendation/scenarios. From a process standpoint, I think any consideration to be mapped as part of a true recommendation should have a strong level of consensus before being mapped. I raise this because I believe the foundations that lead to scenarios 2.1 and 2.2 probably do, but I am not sure that scenario 2.3 does as it reflects simple individual comments—such as a concern about over burdening the east side (which is a concern I do not share). It may be necessary to test out certain ideas, but it is important to ensure that the policy considerations that lead to a recommendation are based on as broad of a consensus as possible as we are now looking at specific properties (where there is a surplus of available land).

Thanks, Ellen

Ellen Grover

Attorney



360 SW Bond St, Ste. 400 | Bend, OR 97702

office: 541.382.3011 | email: ehg@karnopp.com

web: www.karnopp.com | blog: www.karnopp.com/blog



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Damian Syrnyk

From: Mary Winters
Sent: Monday, November 02, 2015 1:58 PM
To: Damian Syrnyk
Subject: FW: UGB Development

Damian, do you get these council all emails for the record? Mary

From: Barbara Campbell
Sent: Friday, October 30, 2015 4:11 PM
To: STEVE BRADFORD <sbradford@gci.net>; CouncilAll <councilall@bendoregon.gov>
Subject: Re: UGB Development

Thank you. Mr Bradford.

I think you are correct about people not relocating across town just to be near their jobs. I do think that we have so many new people wanting to move here that many of them would choose a home closer to their work if it was available. And we absolutely do think we can reduce vehicle miles travel by putting grocery stores near homes.

Barb Campbell
Bend City Councilor

"Well behaved women rarely make history."
-Attributed to Eleanor Roosevelt and Marilyn Monroe

From: STEVE BRADFORD <sbradford@gci.net>
Sent: Friday, October 30, 2015 9:13 AM
To: CouncilAll
Subject: UGB Development

The stated goal of our UGB expansion is to provide a 20 year supply of land for our growing needs. The latest mapping shows only 1800 acres, that is less than 3 square miles for expansion. This seems way under what is needed. If we look back 20 years, it is easy to see that our city has grown far more than this. With the steady inflow of baby boomers into this region, we can expect a far greater population growth than what has been experienced to date.

One aspect of the mapping that I find unrealistic is to think we are going to create employment centers and living centers in the same area so workers don't have to commute. Workers must go where their employer is located, be it across town or in an outlying city. I think it is a waste of time and unrealistic to think that workers are going to relocate their residence to be near their place of employment. Our UGB expansion should simply show proposed residential development areas and proposed commercial development areas.

I would suggest that if we only need 1800 acres by current estimates, then why bother with expanding our UGB at this time? Let's wait for some more in-fill to occur.

Thank you.

Steve Bradford, Bend

I

Damian Syrnyk

From: Mary Winters
Sent: Wednesday, November 04, 2015 10:09 AM
To: Damian Syrnyk
Subject: FW: UGB Development

Follow Up Flag: Follow up
Flag Status: Completed

From: Anne Aurand
Sent: Wednesday, November 04, 2015 6:03 AM
To: Brian Rankin <brankin@bendoregon.gov>; Mary Winters <mwinters@bendoregon.gov>
Subject: Fwd: UGB Development

Sent from my cell, please excuse any typos.

Begin forwarded message:

From: GCI <sbradford@gci.net>
Date: November 4, 2015 at 4:58:18 AM PST
To: Anne Aurand <aurand@bendoregon.gov>
Subject: Re: UGB Development

The stated goal of the UGB is to provide developable land for the next 20 years. You are not in compliance with your stated goals.

Sent from Steve's iPhone

On Nov 3, 2015, at 11:27 AM, Anne Aurand <aurand@bendoregon.gov> wrote:

Steve,

Thank you for writing to your City Councilors. They all receive emails to this address and they do appreciate input. The UGB is a huge topic at the City right now and we've been collecting input in many ways. As a staff person who works with the Council and the City's UGB planners, here's what I can add:

The 1,800-acre plan resulted from a thorough public involvement process, is backed by considerable data and meant to fulfil land needs for the next 13 years. But you're right: Bend will certainly continue to grow. And, we will continue to add land as needed. Doing this expansion project now is important not only because it helps address anticipated future land shortages, but it also allows the City to more accurately (and therefore efficiently) plan and build infrastructure that will be needed as we grow.

The plan is not mapping employment/residential centers with the expectation that people will necessarily relocate closer to their jobs. The new employment and residential areas are modeled after existing land-use patterns that have a mix of employment and housing areas in close proximity. This mixing has been shown to have some benefits over time, such as decreased reliance on the automobile. We are not assuming everyone will walk to work, but there should be more opportunities to shorten trips over time if we provide services and employment where it is currently not possible.

It sounds like you're following this process, but I wanted to make sure you were aware of the project website: www.bendoregon.gov/bendugb where you'll find lots of project information.

Thanks again for your interest,
Anne

<image002.png> Anne Aurand | Community Relations Manager
541-388-5573

<image003.gif><image004.gif><image005.gif><image006.gif><image007.gif>

From: STEVE BRADFORD <sbradford@gci.net>

Sent: Friday, October 30, 2015 9:13 AM

To: CouncilAll

Subject: UGB Development

The stated goal of our UGB expansion is to provide a 20 year supply of land for our growing needs. The latest mapping shows only 1800 acres, that is less than 3 square miles for expansion. This seems way under what is needed. If we look back 20 years, it is easy to see that our city has grown far more than this. With the steady inflow of baby boomers into this region, we can expect a far greater population growth than what has been experienced to date.

One aspect of the mapping that I find unrealistic is to think we are going to create employment centers and living centers in the same area so workers don't have to commute. Workers must go where their employer is located, be it across town or in an outlying city. I think it is a waste of time and unrealistic to think that workers are going to relocate their residence to be near their place of employment. Our UGB expansion should simply show proposed residential development areas and proposed commercial development areas.

I would suggest that if we only need 1800 acres by current estimates, then why bother with expanding our UGB at this time? Let's wait for some more in-fill to occur.

Thank you.

Steve Bradford, Bend

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ELLIOTT, RIQUELME & WILSON, LLP

ATTORNEYS AT LAW

1558 SW Nancy Way, Ste. 101

Bend, Oregon 97702

Telephone: (541) 383-3755

Facsimile: (541) 330-1480

RECEIVED
11/19/2015
RESIDENTIAL
TAC

Timothy G. Elliott, P.C.
tgm@eaattorneys.com
Admitted Oregon/Idaho

November 18, 2015

City of Bend
UGB Residential and Employment Technical
Advisory Committees
710 NW Wall Street
Bend, Oregon 97701

Dear Committee Members:

I represent Dave Swisher and Anderson Ranch Holding Company. Attached for consideration and inclusion in the record is an assessment undertaken by Ferguson & Associates, Inc. respecting the importance of the connection of Skyline Ranch Road. The report concludes that such a connection would be an important improvement over any scenario that fails to include such a connection, and that such a connection would in fact significantly reduce traffic and congestion on Mt. Washington Drive. The report give clear support for the recommendation of scenario 2.3, or any scenario that includes the Skyline Ranch Road connection.

Please include the report in the record and consider when deliberating.

Thank you.

Very truly yours,



Timothy G. Elliott
Attachment



November 19, 2015
#01462

David Swisher
Alexander Drake Building
250 NW Franklin Ave. Suite 401
Bend, Oregon 97701

(541) 382-8223 Office
(541) 788-8971 Cell
dave@daveswisher.com]

re: Assessment of UGB Expansion - Skyline Ranch Road Options - Bend, OR

INTRODUCTION

We have reviewed and analyzed the recent direction of the UGB Steering Committee to exclude lands from the UGB expansion which would preclude the completion of Skyline Ranch Road. The scenario recommended by the Steering Committee (Scenario 2.1) would include more lands farther to the west; but it excluded Skyline Ranch Road. An localized illustration of Scenario 2.1 (approximate boundaries) is shown in Figure 1. The approximate boundaries for the scenario recommended in this report is shown in Figure 2.

Skyline Ranch Road is identified in the Regional Transportation Plan (RTP) as a collector street and as been historically defined as a major collector in the Bend Transportation System Plan. In the study area, the plan shows Skyline Ranch Road connecting Century Drive to Shevlin Park Road as a future connection. It is identified as a future "Illustrative" project in Figure 6-4 and in Table 6-13 of the RTP.

In summary, this report concludes that a solution which allows for the completion of Skyline Ranch Road would unquestionably better meet the requirements of the Oregon Transportation Planning Rule.

OREGON TRANSPORTATION PLANNING RULE

ORAR 660 Division 12 implements Goal 12, Transportation: "To provide and encourage a safe, convenient and economic transportation system." In the remand, it was concluded that the UGB expansion did *not* adequately address these requirements. To address these requirements, there are a number of factors that need to be considered. These are not cited directly here, but in general, are addressed herein, as they pertain to the two scenarios compared in this report.

TRANSIT

The difference between the two scenarios evaluated in this analysis amounts to: including 68 acres of land to support the planned Skyline Ranch Road and eliminating about the same amount of land from a potential expansion area located farther to the west, as shown in Figure 3. There are two nearby transit routes. As shown in Figure 3, from the center of the recommended alternative, the distance to the closest transit route (Route 12) is about 0.5 miles, as the crow flies. By comparison, the extra land included in Scenario 2.1 is about 1.1 miles to Route 12, also as the crow flies. Moreover, the recommended scenario is also about 0.6 miles to Route 3, while Scenario 2.1 is about 1.4 miles to route 3.

Transit ridership improves greatly as walking distances to a transit stop decreases. The recommended scenario here, consistent with Scenario 2.3, has significantly shorter walking distances and significantly increases the likelihood that transit would be used compared to the extra lands in Scenario 2.1. The recommended scenario here better meets the requirements of the TPR.

WALK AND BICYCLE TRIPS

The recommended scenario locates buildable land closer to goods and services as well as to the new Discovery Park. From the center of the recommended scenario lands to the center of the park, the distance is about 0.4 miles, as shown in Figure 4. The distance to the extra lands to the center of the park is about 1.1 miles. Almost all walk trips from the recommended location will be shorter than walk trips from the extra lands located farther west, *simply because it is closer.*

AUTOMOBILE TRAVEL

The recommended scenario here has a number of clear advantages related to automobile travel that simply cannot be ignored. These advantages are related to the facts that:

1. The lands in the recommended alternative are much closer the center of the Bend than the lands included in Scenario 2.1;
2. The added connectivity of Skyline Ranch Road provide much shorter routes to a number of users, especially to the nearby schools; and,
3. The added connectivity of Skyline Ranch Road provides an alternative route to Mt. Washington Drive for perhaps thousands of vehicles per day.

Most trips from the extra lands added to Scenario 2.1 will add about 0.5 miles of additional travel compared to the recommended alternative. Assuming each of the 250 homes generates about 10 trips per day (and a little less on

the weekends) the added travel distance would be about 450,000 miles per year with Scenario 2.1 over and above the recommended alternative here, which includes Skyline Ranch Road.

Skyline Ranch Road would provide a connection to three schools: Miller Elementary School, Summit High School, and Pacific Crest Middle School. School boundaries for each of these schools includes a substantial area to the west via Shevlin Park Road. Trips to and from these schools would be shortened with the construction of Skyline Ranch Road and would draw traffic off of Mt Washington Drive lessening traffic congestion on Mt Washington Drive.

BASIS OF STEERING COMMITTEE RECOMMENDATION

The recent Steering Committee decision to exclude the lands which would allow Skyline Ranch Road to be complete was based on part on testimony from the City's transportation consultant:

" We didn't see that [Skyline Ranch Road] would be required to meet your city's mobility standards on the Westside. Connectivity is a good thing, it helps with VMT, it helps with walking, it helps with Biking; there was actually some follow up to our meeting this morning where people were talking about that as a key evacuation route . . . a secondary connection could be a great thing for that reason, so I view that link as a good connection to provide options, but it by itself is not a major capacity corridor that is going to alleviate congestion on the Westside."

We don't believe that the above statement is a sufficient reason to exclude Skyline Ranch Road:

1. The measure of spot congestion at intersections (mobility standards) is not the only criteria necessary to evaluate TPR compliance. This is only one of many criteria and it is limited to one aspect of automobile mobility. Moreover, the assertion that Skyline Ranch Road is not needed to meet mobility standards appears to be based on the Regional Transportation Plan. This plan did not include 750 homes which would be routed down Skyliner Road and no supplemental data or analysis has been made available to demonstrate that this would be true.
2. Other TPR criteria are better met with the inclusions of Skyliner Ranch Road and the lands around the extension. Specifically: the connection reduces vehicle-miles-travelled (VMT); and, the location provides closer walking access to parks and transit as well as shorter distances for bicyclists. And while it might not be a specific criterion, the connection would provide for additional exit routes in the event of an evacuation of the three schools and residences in close proximity.

3. Finally, the evidence does suggest that the connection would lessen congestion on the street system. Contrary to the above statement, whenever alternative routes and more connections are available, drivers spread out over the system reducing the amount of traffic on adjacent streets. Less traffic on a street means less congestion.

SUMMARY AND CONCLUSIONS

It was shown herein that developing lands that would allow Skyline Ranch Road to be connected would result in:

1. Better access to transit;
2. Better access to parks;
3. Reduced travel time for automobiles;
4. Less impact on Mt. Washington Drive; and,
5. Shorter walking and biking times for most walk/bike trips.

An expansion of the UGB requires that alternatives be evaluated in terms of the Transportation Planning Rule, which favors alternatives which promote alternatives to the automobile as well as alternatives which reduce VMT. The UGB Steering Committee's preference for a scenario that would exclude the completion of Skyline Ranch Road does is inconsistent with the requirements of the Transportation Planning rule when compared to a scenario that includes the skyline Ranch Road connection.

* * * * *

Very truly yours,
FERGUSON & ASSOCIATES, INC.

Scott Ferguson, PE

Attachments:
Figure 1-4





Figure 1

Ferguson & Associates, Inc.

Approximate Location of Land for Scenario 2.1
UGB Expansion Review - Bend, Oregon

#01462
November 16, 2015



Approximate Location of Land Recommended Scenario
 UGB Expansion Review - Bend, Oregon

Figure 2
 Ferguson & Associates, Inc.

#01462
 November 16, 2015



Figure 3

Ferguson & Associates, Inc.

Proximity to Transit
 UGB Expansion Review - Bend, Oregon

#01462
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Figure 4

Ferguson & Associates, Inc.

Proximity to Parks
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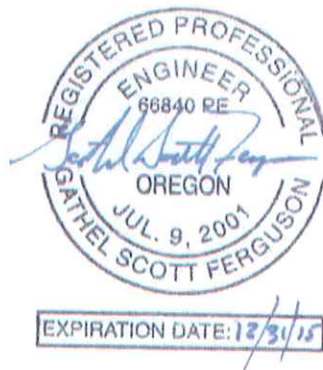




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Ferguson & Associates, Inc.

Approximate Location of Land for Scenario 2.1
UGB Expansion Review - Bend, Oregon

#01462
November 16, 2015



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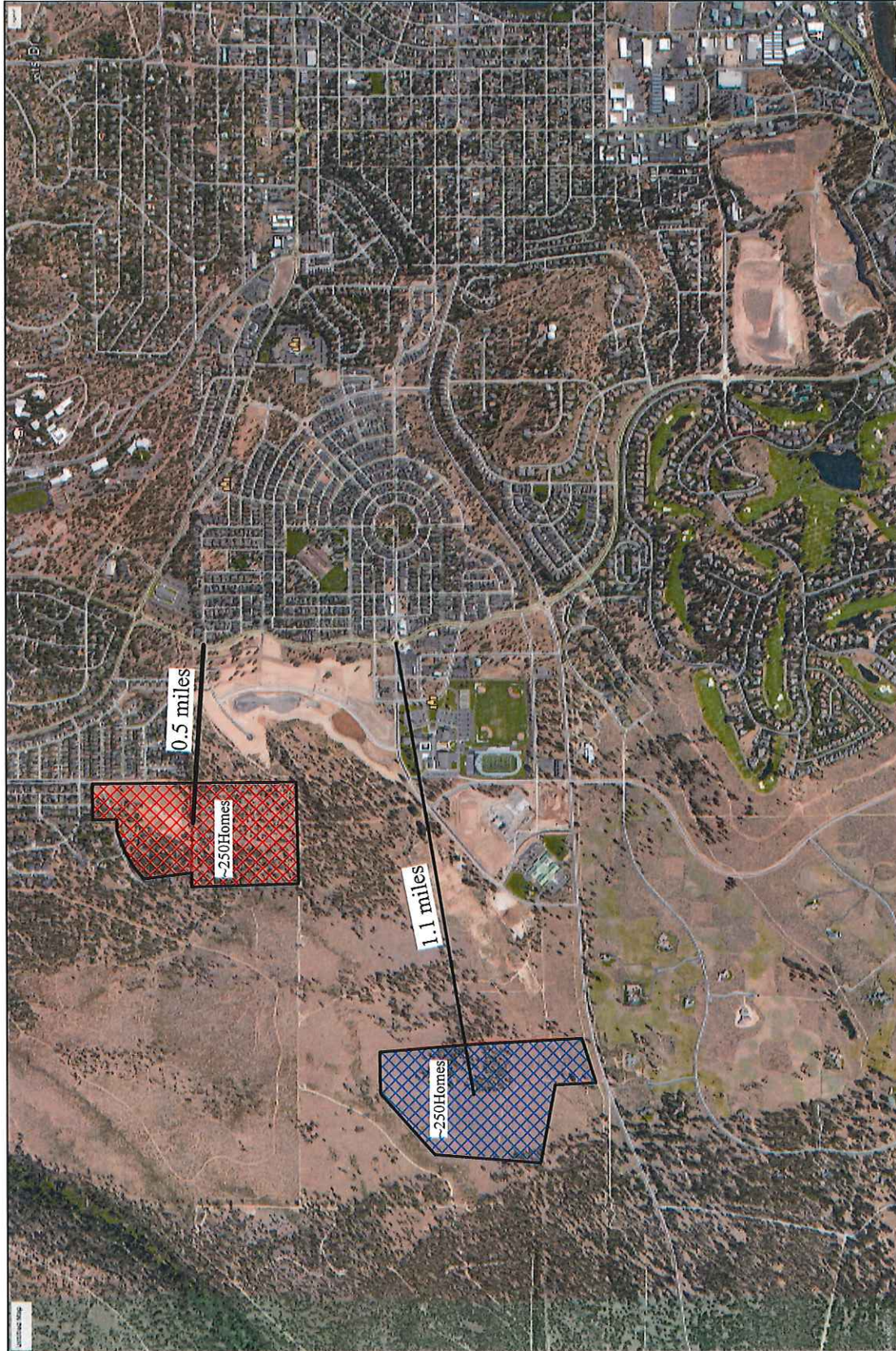


Figure 3

Ferguson & Associates, Inc.

Proximity to Transit
 UGB Expansion Review - Bend, Oregon

#01462
 November 16, 2015

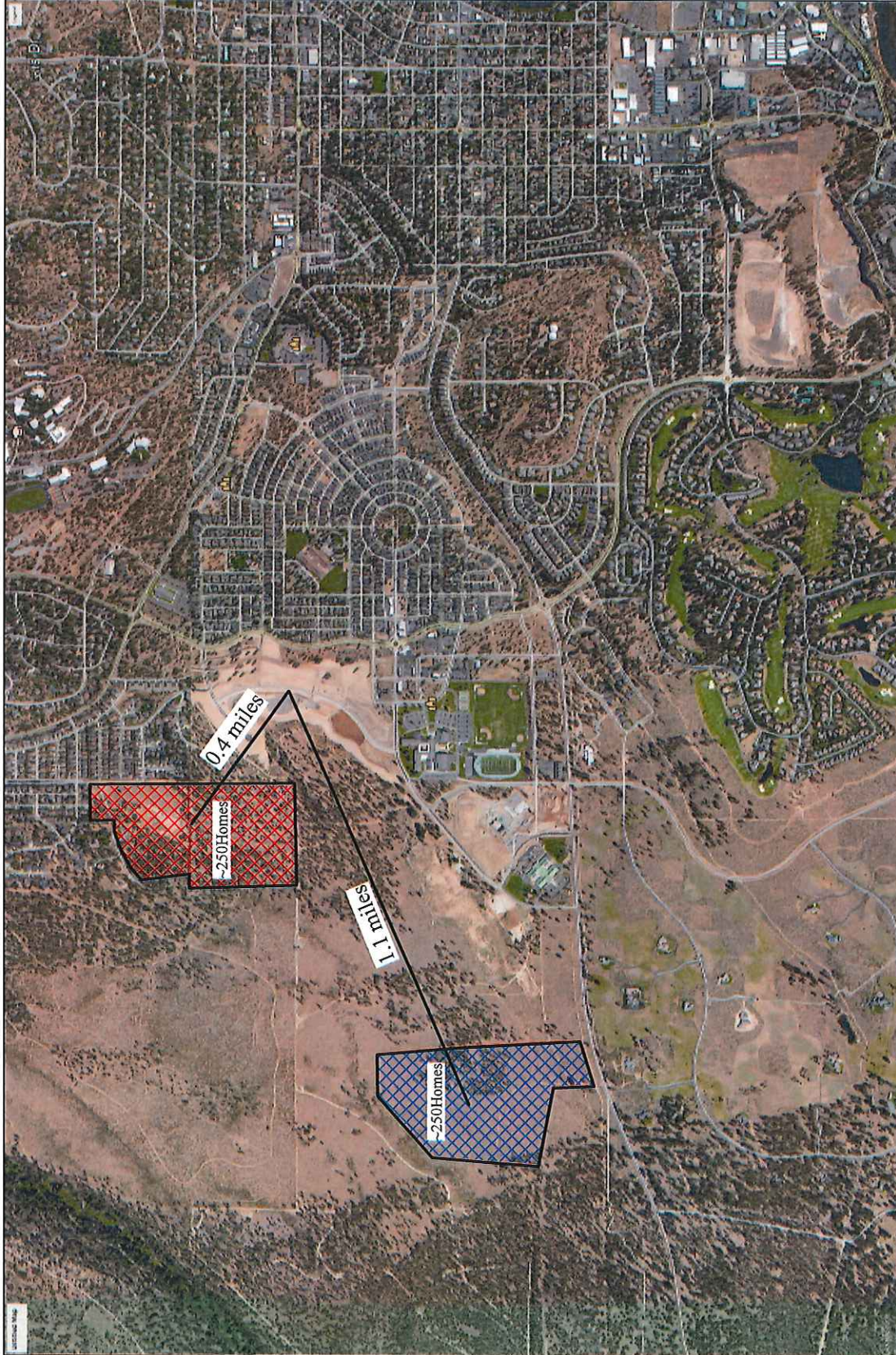


Figure 4
Ferguson & Associates, Inc.

Proximity to Parks
UGB Expansion Review - Bend, Oregon

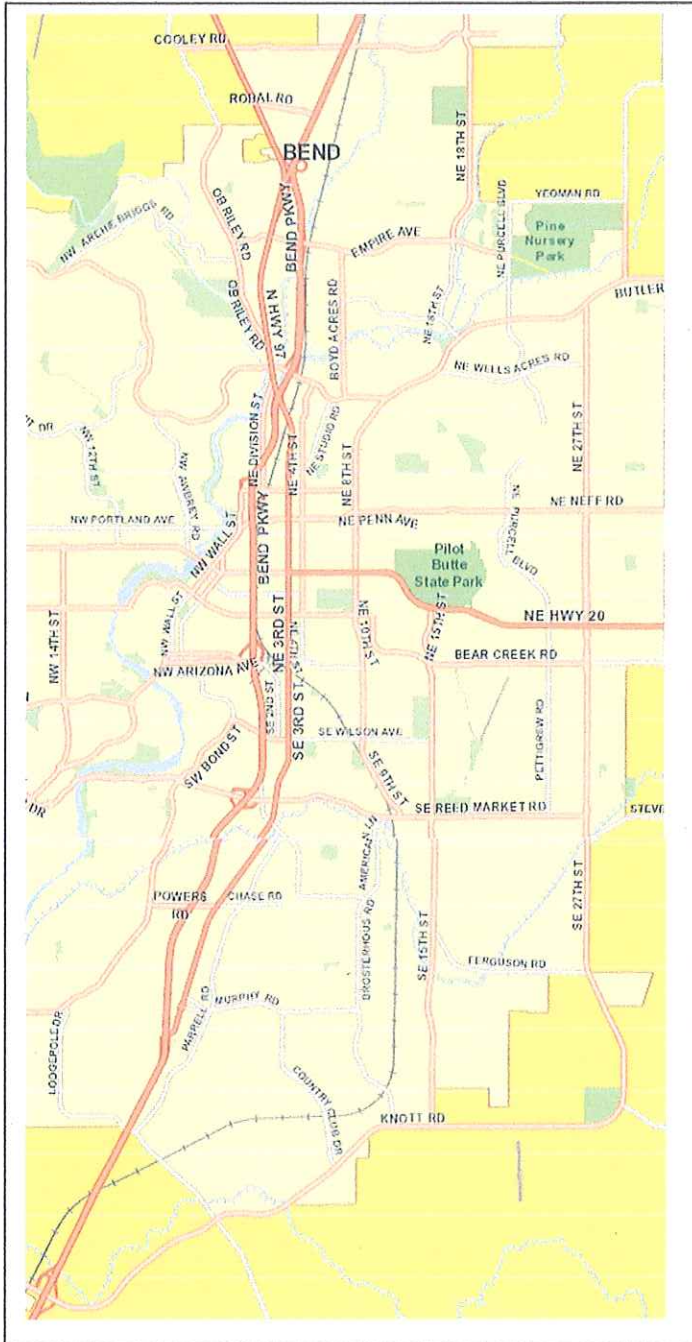
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November 16, 2015

11/19

10am - 1300 NW Wall

Res TAC

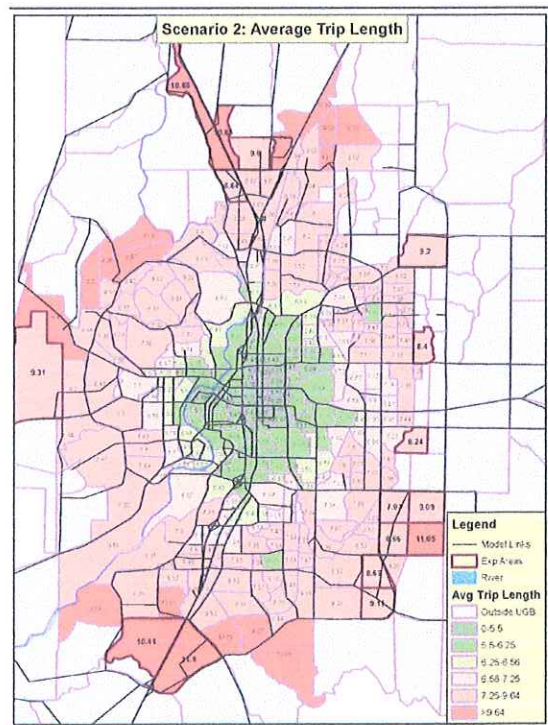
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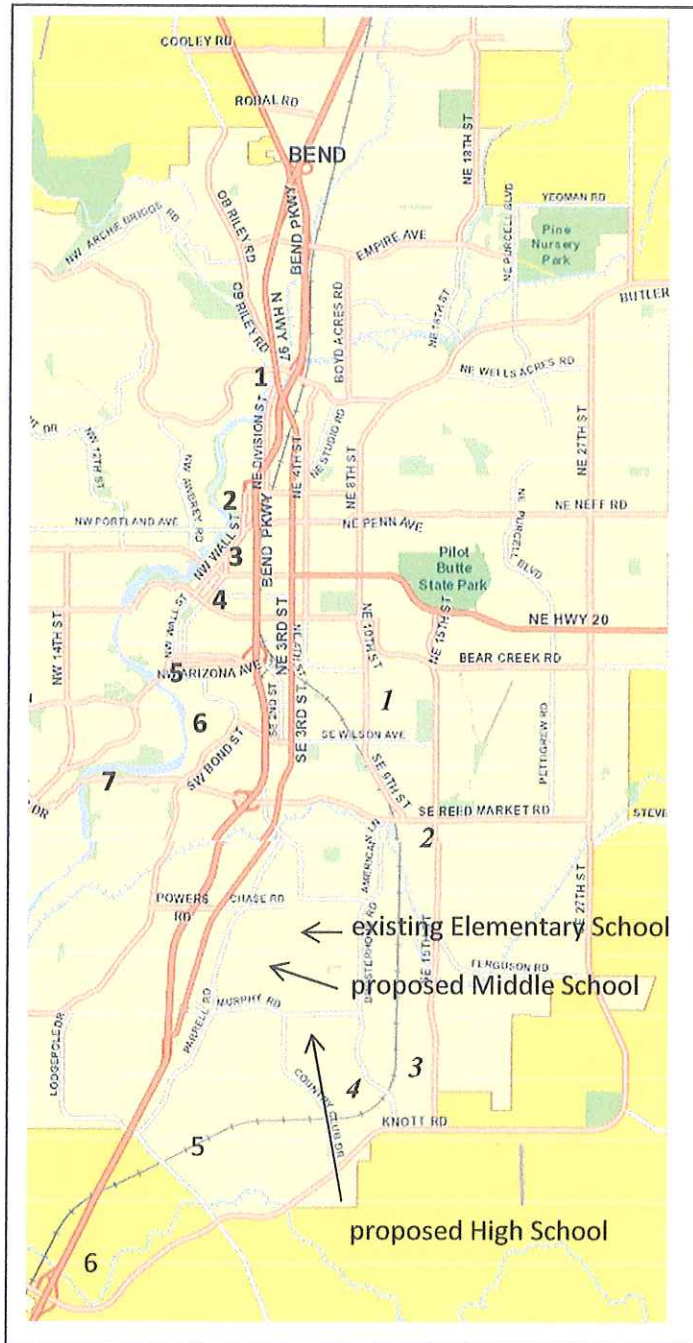
BEND BY THIRDS

Bend divides itself into thirds, in terms of acreage, quite evenly - West Side, Northeast, Southeast. However each third can be treated quite differently. While the West Side is exempt from multifamily - per report to City Council - due to only seven river crossings (Mt. Washington/Butler Mkt, Portland, Newport/Greenwood, Galveston, Colorado, Columbia, Mt. Washington/Reed Market*) - leading to isolation and traffic congestion, the Southeast is considered the prime location for multifamily/affordable housing with only five** railroad crossings - Wilson, Reed Market, Country Club, China Hat, Baker Road.*** But the planning staff seems to explain this contradiction with the comment that the land is less expensive "over there" and that "affordable housing" belongs there".

Also, the Southeast properties considered in this UGB expansion plan seem to suffer under the cloud of "average trip length from this area (highest in all sub areas)" but in fact the same of the outer limits of any other third. In fact the "Average Trip Length" map suggests that Bend is ideally occupied for an effective mass transit with a strong central tendency for trips. All that remains now for a successful mass transit is a strong deterrent for central area car transit and parking.



- * for which all SDC road charges from development in any area of Bend seem to continue to pay
- ** Murphy Road Crossing sits waiting for funding to make the Murphy Crossing project truly effective
- *** the Baker Road crossing was identified in the 2009 Central Oregon Rail study as the most critical and most expensive to address. With proper attention to the Ward property this could be addressed with less expense and more comprehensive traffic issue resolution.



BARRIERS -

NATURAL AND MAN-MADE

While the WEST SIDE is considered*, with ONLY six river crossings, to be so constrained that it can't accommodate multi-family housing yet the SOUTHEAST SIDE, with only six points around the railroad, is considered to be the target for affordable/multi-family housing.

While river bridge crossings cause some traffic concentration,

- 1 Mt. Washington/Butler Market, 2 Portland, 3 Newport/Greenwood, 4 Galveston, 5 Colorado, 6. Columbia, Mt. Washington/Reed Market

they do not represent the stoppage and potential danger of five of the six rail crossings

- 1 Wilson** (signaled on grade), 2 Reed Market** (signaled on grade), 3 Brosterhaus Rd. (height restricted underpass), 4 Country Club** (signaled on grade, potential underpass), 5 China Hat Rd.** (signaled on grade, potential overpass), 6 Baker Road*** (signaled on grade, potential overpass)

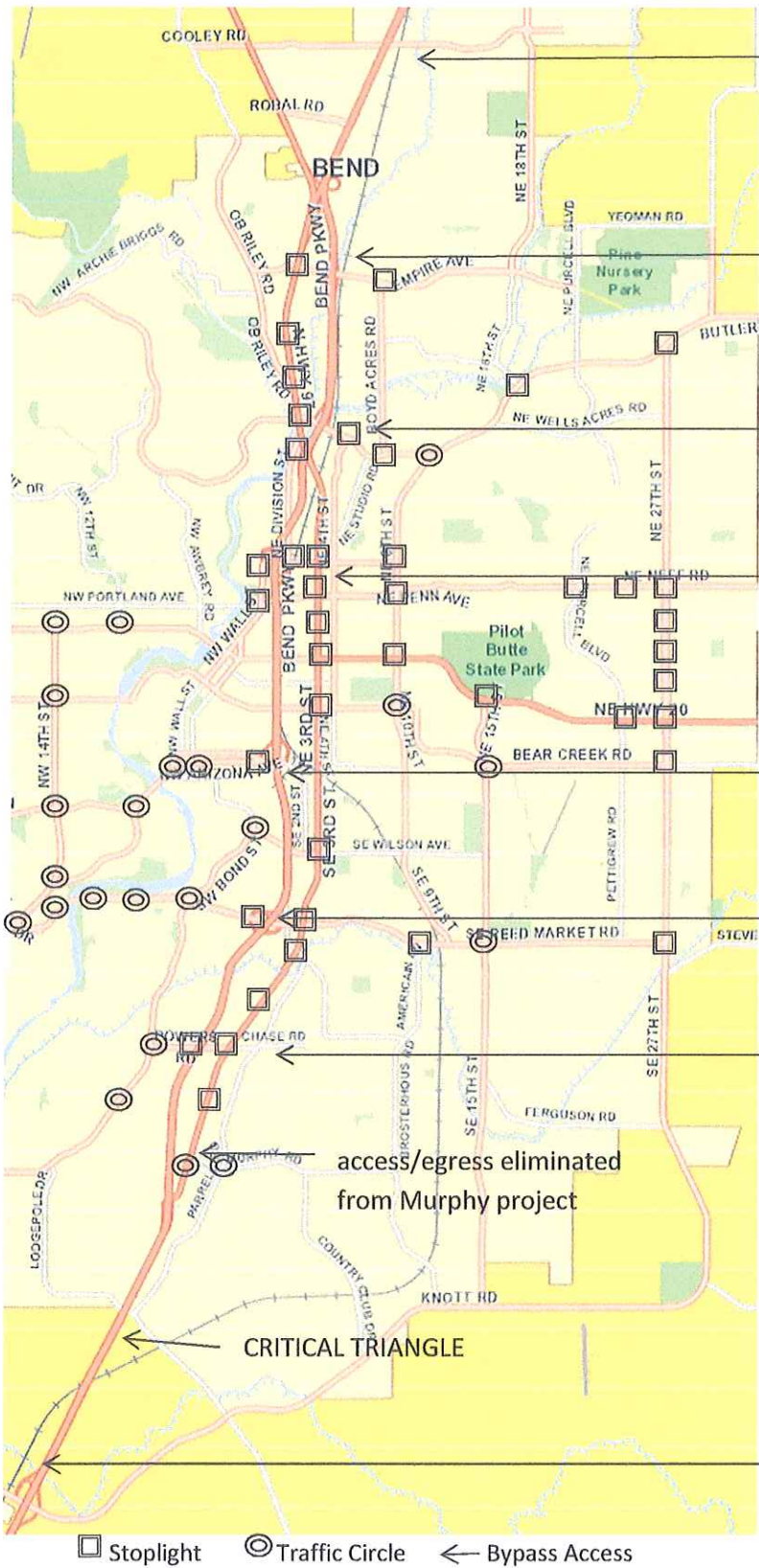
which could receive funding and attention given the proper development options for surrounding properties. Developer funding for the resolution of these issues is not only dependent upon SDC charges but also increased property values derived from "off grade" crossings and the lack of "on grade" crossing signal and whistle noise.

3 River 3 Railroad

* per planning TAC report at 11/9/15 Planning Commission meeting

** Used presently and more so in the future by fully loaded school buses

*** Considered by the 2009 rail crossing study to be the most critical and expensive crossing to address



The Commute and Shopping Trip

1 "Key Disadvantages" noted for the "Thumb" are "heavily reliant on US 97 for connections to the rest of the city" and "average trip lengths are long".

2 It is not the fault of this City Council or Planning Commission that the previous path of Hwy 97 turned into a continuous strip mall with little cross traffic control, and it is understandable that the Highway Dept. want to control access to the 97 Bypass. But, while all of the Westside encounters one stoplight enroute to downtown Bend, 2 to Cascade Village, and none to the Mill District, trips from the Southeast encounter 5-8 stoplights without using the 97 Bypass. Even using the 97 Bypass presents its own challenges - right turn only access onto 55+ mph traffic - since there isn't an acceleration lane access northbound onto 97 south of Reed Market for over three miles to the Baker/Knott Road interchange. Southbound use of the 97 Bypass is equally difficult with right turn only egress from the 97 Bypass for over 2.5 miles from Powers Rd. to the Baker/Knott Rd. interchange. This compares to a full interchange every mile north of Reed Market.

There is a critical triangle of property that is at the center of resolving many of the connectivity problems for both the "Thumb" as presently define and the rest of Southeast Bend. Part of the Ward property, it is critical that the definition of the "Thumb" be reconsidered to include all of the Ward property to the Baker/Knott Rd. interchange with zoning sufficient to support the necessary infrastructure investment.



Sign in Sheet

Meeting: BEMP UGB - RESIDENTIAL TAX
 Date: 11-19-2015
 Location: BARNES / SAWYER

Name	Organization	Email Address
Jody Ward	JL Ward Co	jody@JLWardCo.com
Desn Wise	J.L. WARD CO	desn@JLWARDCO.COM
Kendall Brunning	homeowner	
Dan Pena	Schumacher Family	dpenasc@gmail.com
Gary Vadden		vandal.sni@gmail.com
Kristina Barragan	Alzheimer's Association	
Steve Jorgensen	BPRD	stwe@beulpeakradnet.org
DON SENECAU	HLC	
Ken Atwell		
Kat Jungendort	HHPR	
Ken Schfield	CWNA	
Jacob Schumacher	Knotts Landing	jacobgschumacher@gmail.com
Smith Edilana	DLCO	
Laura Futz		
TIM ELLIOTT	Attorney	tim@easthorney.com



Sign in Sheet

Meeting: EMPLOYMENT TAC
 Date: 11-19-2015
 Location: BARNES / SAWYER

Name	Organization	Email Address
ANN MARIE COLUCCI	COLN COMMERCIAL	ANNMARIE@BENDPATRICK.COM
Gary Voddew		vandal.vi@qmail.com
Kendall Branning		
Lade Maloff		
Jody Ward		
Scott Edelman	DLCD	
Bill Kuhn		
Brian Frazee		
Peter Christoff	Merrill O'Sullivan, LLP	
Tim Elton		



Meeting Agenda

Residential Technical Advisory Committee – Meeting 12

Thursday November 19, 2015 10 AM – 12:30 PM

Deschutes Services Center – 1300 NW Wall Street, Bend
Barnes/Sawyer Room

Meeting Purpose and What is Needed from the TAC

The purposes of this meeting are to:

- Review and approve the updated Housing chapter of the Comprehensive Plan (aka General Plan)
- Review and direct changes for draft code language for the Efficiency Measures
- Hear informational updates regarding: (a) a working list of the documents to be adopted with the Urban Growth Boundary (UGB) package; and (b) process update for TAC and UGB Steering Committee (USC) meetings

The Housing chapter of the Comprehensive Plan has been discussed twice by Residential TAC. This updated draft incorporates policy revisions suggested by TAC members after the last review. TAC approval of this draft is requested, after which it will be forwarded to the USC.

Building on input received from the Residential TAC regarding Efficiency Measures (EMs) concepts, issues and options, this agenda packet includes a first draft of actual code language. The TAC is requested to review and discuss these materials, and provide input for provisions that are not clear or on-target with the intended efficiency concepts. As with previous TAC meetings where detailed text was on the table for review, the TAC is asked to give direction and not spend its meeting time on “writing by committee”. If needed, a follow-up comment period can be used, as has been done in the past.

The agenda also includes two informational items: (a) a working list of the documents to be adopted with the UGB package (see memorandum in this packet); and (b) a process update for upcoming TAC and USC meetings (verbal report at the meeting).

For additional project information, visit the project website at <http://bend.or.us> or contact Brian Rankin, City of Bend, at brankin@bendoregon.gov or 541-388-5584



Accessible Meeting/Alternate Format Notification

This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the City Recorder no later than 24 hours in advance of the meeting at rchristie@ci.bend.or.us, or fax 385-6676. Providing at least 2 days notice prior to the event will help ensure availability.

Agenda

- | | | |
|-----------|---|----------------------------------|
| 1. | Welcome | 10:00 AM |
| | <ul style="list-style-type: none"> a. Welcome and convene b. Where we are in the process – a brief look back and look forward c. Review and approve minutes | Chair
Joe Dills, Brian Rankin |
| 2. | Updated Housing Chapter (V3)
<i>Information, discussion and action</i> | 10:10 AM |
| | <ul style="list-style-type: none"> a. Presentation and discussion: <ul style="list-style-type: none"> • Updates based on TAC feedback b. TAC action: <ul style="list-style-type: none"> • Recommend approval of the draft Housing Chapter to the USC | Mary Dorman,
APG |
| 3. | Residential Land Use Efficiency Measures
<i>Information, discussion and direction</i> | 10:40 AM |
| | <p><i>For this item, the TAC will work from the text in the packet materials, covering the sections in sequence.</i></p> <ul style="list-style-type: none"> a. Presentation and discussion, section by section: <ul style="list-style-type: none"> • Brief overview • Discussion and direction b. TAC action: <ul style="list-style-type: none"> • Direct changes for the next draft of the efficiency measures code | Becky Hewitt,
APG |
| 4. | Adoption Documents and Process Updates
<i>Information</i> | 12:00 AM |
| | <ul style="list-style-type: none"> a. Adoption documents - see memorandum in packet b. Process update – the plan for finishing Phase 2 of the project | Joe Dills,
Brian Rankin |
| 5. | Public Comment | 12:20 PM |
| 6. | Adjourn | 12:30 PM |

REVISED DRAFT HOUSING CHAPTER (INTRO & POLICIES)

CHAPTER 6 HOUSING

Background

Context

Oregon Statewide Planning Goal 10 (Housing) requires cities to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.” Goal 10 requires the city to adopt and incorporate two important documents into the Comprehensive Plan.

The first is a buildable lands inventory (BLI) that catalogues the development status (developed, vacant, etc.) and capacity (housing units) that can be accommodated on lands within the UGB. Bend’s BLI for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan.

The second is a housing needs analysis (HNA) that includes an analysis of national, state, and local demographic and economic trends, and recommendations for a mix and density of needed housing types. Bend’s HNA for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan. The HNA documents historical housing and demographic trends, the projection of population and housing growth, and analysis of housing affordability. Based on this analysis, the HNA estimates needed housing density and mix for growth to 2028.

The BLI and the HNA provide the factual base to support the housing goals and policies in this chapter of the Comprehensive Plan. A major objective of the Comprehensive Plan is to establish residential areas that are safe, convenient, healthful, and attractive places to live, and which will provide a maximum range of housing choices for the people in Bend. The City of Bend will face a variety of issues over the coming years in meeting these needs, including:

- Maintaining an adequate supply of land available and zoned appropriately to provide opportunities for a range of housing types needed in Bend in the face of rapid population growth.
- Responding to a land and housing market that has appreciated significantly in recent years, driving the cost of housing up significantly and leaving relatively few market opportunities for low-cost owner-occupied housing.
- Affordable housing for service workers, both for individuals and families, is in short supply in Bend. Rapid increases in home and rental prices have combined with growth in the (low wage) service sector to make it difficult for much of Bend’s workforce to live in the city.
- The increasing gap of housing affordable to low and moderate income households is resulting in many area workers living in other Central Oregon cities and commuting to Bend for work. This is exacerbating traffic congestion and it also affects the ability of area employers to attract workers for jobs at many income levels, including service and professional workers.

- The City is currently limited to some degree in what it can do by state and other regulations that restrict the ability to enact funding mechanisms or regulatory approaches to meeting housing needs.

As summarized in the HNA, Bend's population grew rapidly between 1990 and 2014, increasing from about 20,000 to 80,000 people during that period. At the same time, Bend's housing stock nearly tripled. Most new housing development during this time was single-family detached housing.

This rapid population growth increased the demand for all types of housing. During the same period, average wages were flat and the combined result was a decline in housing affordability. Housing sales prices more than doubled between 2000 and 2014, while household income levels increased by only about 18 percent. In addition to wage stagnation, several other factors contributed to a decline in affordability between 1990 and 2014, including

- High demand for second homes in Bend
- Significant growth in the tourism/recreation economy and the associated jobs that tend to pay lower wages
- Demographic changes, as described in the Demographic Trends section below

As growth continues, Bend must carefully plan for new housing that meets the needs of its changing population. The Comprehensive Plan's goals and policies support a range of housing choices matched to Bend's needs. ~~residential neighborhoods that are safe, convenient, affordable, healthful, and attractive places to live, and which provide a range of housing choices matched to Bend's needs.~~ One of the challenges facing the community is how to plan for a variety of housing options in existing neighborhoods and new residential areas that support the changing demographics and lifestyles of Bend's current and future residents.

Demographic Trends

There are a number of factors that will increasingly affect the choices people make when it comes to housing type; three primary factors are a person's age, the number of people in the household and household income. In Bend, and across the country, the first two decades of the 21st century saw some key demographic changes that will impact the way communities plan for the housing needs of their existing and future populations.

- **Growth in Baby Boomers.** The number of people over age 65 is projected to increase significantly. Households over 65 tend to have less income than younger households and are more likely to choose lower-cost multifamily housing. Some baby boomers may also choose to downsize their housing, resulting in greater demand for small dwellings.
- **Growth in Millennials.** Millennials are people who will be between 31 and 44 years old in the year 2028. This segment of the population is also expected to increase in Bend. Younger millennials typically have lower incomes and may have higher debt. Growth in millennials will increase need for affordable housing rental and ownership options.
- **Growth in Hispanic and Latino population.** The Hispanic and Latino population in Bend more than doubled between 2000 and 2014, and growth is expected to continue.

Many Hispanic and Latino residents in Bend are also within the Millennial age range. To the extent that Hispanic and Latino households currently have lower household incomes than the population as a whole, demand for more affordable housing, both rental and ownership options, will increase.

In 2015, Bend will also welcome its first four-year university, which will ultimately bring up to 5,000 students into the mix. While some of these students will live on campus, there will also be a need for affordable student housing off campus.

Based on these trends, the future housing mix in Bend will look different than it has in the past. There is a growing need to provide a wider range of housing sizes and prices to accommodate the shifting demographics. Evidence suggests that a substantial portion of Bend's residents will live in attached housing, such as townhouses, cottage housing, duplexes, garden apartments, or urban apartments. At the same time, Bend also has a continuing demand for single family detached housing, primarily on small or moderately sized lots (5,000 to 7,000 square feet). A growing share of households will be renters, either by choice (e.g., Baby Boomers who prefer to rent smaller units) or by economic necessity. Demand for these types of homes will be particularly high in areas close to Bend's commercial and recreational amenities. In planning for future housing, Bend must pay close attention to the following housing issues:

- **Widening demand for a range of housing types by retirees.** Older households tend to move less frequently than younger households, and a large majority would like to age in place. Being near family, friends, and social organizations in walkable neighborhoods also becomes increasingly important with age.
- **Increasing demand for family housing.** Millennials and Hispanic households are poised to account for the largest percentages of growth in Bend over the next 20 years. Millennial will be entering the phase of life when they form families and have children. In addition, Hispanic households have larger than average household size because they often live in multi-generational households and have a larger average number of children. Growth in households with families will drive need for housing that is both affordable and has sufficient space.
- **Increasing demand for affordable housing.** A substantial proportion of Bend's households cannot afford housing in Bend. Many workers in Bend live in nearby communities because affordable housing is in short supply in Bend, and the demand for small-lot housing with nearby amenities is increasing. For two of the fastest growing demographics in Bend, the Millennials and Hispanic and Latino population, affordability is more likely to be a barrier to homeownership or higher-cost rental housing.

Neighborhood livability

While the range of housing types and prices in Bend will expand, Bend will continue to emphasize livability in all neighborhoods, old and new. What does a livable neighborhood look like?

- Safe and convenient for travel by foot, car and bike
- Natural features, parks, open space
- Small-scale shops and places to eat and drink in the neighborhood or nearby
- Well-designed, quality housing
- Diverse housing types that “fit” the neighborhood

- **Location and design of housing.** The location of housing is becoming increasingly important, with increased demand for housing in walkable neighborhoods near retail and other amenities. Well-designed multi-family and compact single-family homes located in desirable neighborhoods can provide opportunities for a wider range of housing options.

Residential Plan Districts

The Comprehensive Plan has five residential districts that are shown on the Comprehensive Plan Map and described in Table 6-1 below. These districts provide for variety and choice in housing types, lot sizes, and locations needed to serve the existing and future housing markets. In addition to these residential districts, some future housing will occur in the Plan’s mixed use districts and as secondary uses in some commercial areas.

Table 6-1. Residential Plan Districts

Residential District	Implementing Zone(s)	Density Range (dwellings per gross acre) ¹	Characteristics
Urban Area Reserve	Urban Area Reserve (UAR-10)	No min. Max: 1 per 10 acres	The Urban Area Reserve District is a holding zone for urban development. Areas with the Suburban Low Density Residential zoning reflect the existing development patterns and presence of community water systems located on the perimeter of the City intended for urban redevelopment. <u>Primary uses:</u> single-family detached homes <u>Secondary uses:</u> destination resorts in specific areas only, accessory dwelling units (SR-2½ only)
	Suburban Residential (SR-2½)	No min. Max: 1 per 2.5 acres	
Urban Low	Residential Low	Min: 1.1	This district applies primarily to areas developed with

¹ See Bend Development Code for methodology to calculate minimum and maximum densities.

Density	Density (RL)	Max: <u>4.0</u>	single-family homes that are away from the city center. <u>Primary uses:</u> single-family detached homes <u>Secondary uses:</u> duplexes, manufactured home parks, accessory dwelling units
Urban Standard Density	Residential Standard Density (RS)	Min: <u>4.0</u> Max: 7.3	This is the primary district for existing and future single family homes, and is distributed throughout the urban area. <u>Primary uses:</u> single-family detached homes, duplexes <u>Secondary uses:</u> manufactured home parks, cluster/cottage housing, accessory dwelling units
Urban Medium Density	Residential Medium Density (RM-10)	Min: 6.0 Max: 10.0	This district is distributed throughout the urban area in a pattern that reflects both existing developments and land for future development or redevelopment. These areas are generally adjacent to commercial areas and along or near major transportation and transit corridors. <u>Primary uses:</u> attached housing, manufactured home parks, accessory dwelling units <u>Secondary uses:</u> single-family detached homes, boarding houses, cluster/cottage housing, neighborhood commercial uses
	Residential Medium Density (RM)	Min: 7.3 Max: 21.7	
Urban High Density	Residential High Density (RH)	Min: 21.7 Max: 43.0	This district allows the greatest concentration of population in the city and is generally applied in proximity to downtown and adjacent to commercial areas and/or transit corridors. <u>Primary uses:</u> multifamily and attached housing <u>Secondary uses:</u> neighborhood commercial uses

The following goals and policies set the framework for the City of Bend to adopt amendments to the Development Code and to make more efficient use of lands within the UGB, to permit a broader range of housing types in different zones, and to require a mix of housing types in larger master plan areas.

~~Additional information about how the need for housing is determined can be found in the Housing Needs Analysis (HNA), which is a supporting document to the Comprehensive Plan. The HNA documents historical housing and demographic trends, the projection of population and housing growth, and analysis of housing affordability. Based on this analysis, the HNA estimates needed housing density and mix for the planning period.~~

~~The need for housing correlates strongly to the need for land within Bend's urban growth boundary. The Urbanization Chapter (Chapter X) of the Comprehensive Plan provides a discussion about how land needs for housing and other uses are determined and how Bend will meet residential land needs over time.~~

PROPOSED POLICY AMENDMENTS: RESIDENTIAL POLICIES

Proposed amendments are presented in an annotated table with language in underline/strikeout format; underlined text indicates new policy language and ~~strikeout~~ text indicates deleted language. The left column contains the amended policy language and the right column provides a brief explanation for the change. **Changes to goals, policies or rationale since the August 25th TAC meeting are highlighted in yellow.** Policy language that has not been amended is retained in plain text. Policies will need to be renumbered as appropriate for final adoption.

Chapter 4 Population and Demographics

Proposed Policy Amendment	Rationale for Amendments
<p>POLICIES</p> <ul style="list-style-type: none"> • The City shall review and update the urban area population forecast every five years. • The City shall update income levels, household size, and other demographic information for the urban area after every U.S. census, or when other data for the City of Bend are available. 	<p>Deleting this chapter reflects approved legislation assigning coordinated population forecasting to the Population Research Center (PRC) at Portland State University (PSU). The PRC will provide coordinated forecasts with a 50-year forecast horizon for Oregon counties and cities no less than once every 4 years.</p>

Chapter 5 Housing and Residential Lands

Proposed Policy Amendment	Rationale for Amendments
<p>GOALS</p> <p><u>The intent of the Comprehensive Plan is to provide and maintain sufficient residential land to accommodate needed housing units under Statewide Planning Goal 10 (Housing). The following goals set the context for the policies in this chapter. The citizens and elected officials of Bend wish to:</u></p> <ul style="list-style-type: none"> • <u>Keep our neighborhoods livable by offering a variety of living styles and choices, creating attractive neighborhoods located close to schools, parks, shopping and employment.</u> • <u>Accommodate the varied housing needs of citizens with particular concern for safety, affordability, open space, and a sense of community.</u> • <u>Recognize the importance of transportation linkages (streets, bikeways, sidewalks</u> 	<p>These existing goals are presented in paragraph format at the beginning of Chapter 5.</p> <p>Format revised for consistency with the bulleted goals in the Economy and other Plan chapters.</p> <p>Last bullet added after August 25th TAC meeting (this goal was included in 2008 update to Housing Chapter that wasn't acknowledged by LCDC).</p>

Proposed Policy Amendment	Rationale for Amendments
<p><u>and paths) in connecting neighborhoods and building and maintaining a sense of community.</u></p> <ul style="list-style-type: none"> • <u>Promote more flexibility in development standards to balance the need for more efficient use of residential land and preservation of natural features.</u> • Zone adequate land in specific designations to allow for production of needed housing units. <p><i>“Throughout the public workshops, visioning exercises, and committee meetings, one of the common themes was the desire to keep our neighborhoods livable. Bend will continue to offer a variety of living styles and residential choices, creating attractive neighborhoods located close to schools, parks, shopping and employment. It is a goal of the General Plan to accommodate the varied housing needs of citizens with particular concern for safety, affordability, open space, and a sense of community.</i></p> <p><i>A transportation system of streets, sidewalks, bicycle ways, and trails that connect our neighborhoods to schools, parks, shopping and employment and to other neighborhoods is an important factor in building and maintaining a sense of community. It is a goal that these neighborhood transportation linkages shall provide ways to move about the community, and also create a positive community image through design elements that provide for safe and attractive neighborhoods.</i></p> <p><i>The need for more housing in the urban area and the ever-increasing price of land can both work against preserving natural features in new developments. It is a goal that the General Plan policies and development standards that will promote more flexible and creative subdivision designs that will help preserve natural features, while containing development within the Urban Growth Boundary.”</i></p>	
<p>POLICIES</p> <p><u>Population Forecasts</u></p> <ul style="list-style-type: none"> • <u>The City will coordinate with and provide data to Portland State University for their preparation and regular update of a coordinated 50-year forecast for the Urban Growth Boundary as scheduled by Portland State University.</u> • <u>Using the new coordinated 50-year forecast, the City will, within 5 years after</u> 	<p>New policy language to reflect the new approach to regular updates to population forecasts and related updates to HNA.</p> <p>Population forecasts and HNA will be updated every 4-5 years and adopted as ancillary documents to the Comprehensive Plan. HNA is considered part of the Comprehensive Plan and provides factual base to support policies in Housing Chapter as required by Goal 2.</p>

Proposed Policy Amendment	Rationale for Amendments
<p><u>acknowledgment of the current update becomes final and no longer subject to appeal. The city initiate a supplemental legislative review in order to demonstrate continuing compliance with state needed housing laws for a new full 20-year planning period. as defined in the needed housing statutes. should consider updating the Housing Needs Analysis after the release of a final population forecast for Bend by Portland State University. This update will include any needed data, including but not limited to household size, income levels, and demographic characteristics.</u></p> <ul style="list-style-type: none"> The City should will use <u>the regular updates of the population forecasts and Housing Needs Analysis</u> Analyses to monitor housing trends relative to the <u>planned housing mix, and densities, location, and affordability assumed within the Urban Growth Boundary.</u> 	<p>Revised second bullet and deleted initial rationale (below) based on TAC input. Commit to initiating legislative review for full 20-year planning period within 5 years after UGB decision is acknowledged and final. At the August 25th meeting, the TAC agreed this commitment was important because we're dealing with a relatively short planning horizon.</p> <p>Updating the HNA may drive the need to amend the UGB. This is more of a policy choice by the City Council, than a technical study. Policies directing analysis would be fine, but not necessarily the HNA.</p> <p>Revised third bullet based on TAC input.</p>
<p><i>Housing <u>mix, density and affordability</u></i></p> <ul style="list-style-type: none"> The City will apply plan designations, zoning districts, and development code regulations to implement <u>allow and encourage the mix of housing assumed indicated in the adopted Housing Needs Assessment HNA.</u> <p>21. <u>The main purpose of maximum densities recommended shown on the Plan Map shall be recognized in order is to maintain proper relationships between proposed public facilities and services and population distribution. The One purpose of minimum densities is to assure efficiency of land use, particularly for larger sites. Another is to encourage development of housing in locations and at the densities that support healthy, accessible, and affordable housing choices.</u></p> <p>22. In developing a subdivision, Planned Unit Development, or multifamily housing project the following uses and natural conditions may be deducted from the gross acreage of the property for the purpose of density calculations:</p> <ul style="list-style-type: none"> areas dedicated for public park use or public open space; areas developed for active recreational uses such as golf courses, tennis courts, swimming pools, and similar uses; land in excess of 25 percent slope that is not developed; natural wetlands and riparian areas that remain in a natural condition; and, 	<p>These policies have been moved up earlier in Chapter 5. Renumbering of policies will be done later.</p> <p>New policy to recognize and implement the updated HNA. Wording revised based on TAC input.</p> <p>Policy 21 revised to articulate the purpose for minimum and maximum densities and provide policy support for proposed efficiency measures relating to minimum densities. Wording revised based on TAC input.</p> <p>Policy 22 is more appropriate as code language and may conflict with existing code provisions. Additional discussion will be needed regarding calculation of minimum/maximum densities (gross/net acres), particularly for master plan areas.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>• “Areas of Special Interest” designated on the General Plan Land Use Map.</p> <p>23. The City shall rezone residential lands to the designated General Plan densities when sewer service is available to the area. Upon application request, the City shall zone residential lands in accordance with their plan designations, and without a separate showing of public need, subject only to conditions, if applicable, requiring annexation or availability of public sewer or public water before occupancy.</p> <ul style="list-style-type: none"> • <u>The City will continue to create incentives for and remove barriers to development of a variety of housing types in all low- and medium-density residential zones, consistent with the density ranges and housing types allowed in the zones. and with This policy is intended to implement the City’s obligation under the State Housing Goal to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density”.</u> • <u>The City will consider the relative enforceability, potential impact, and effectiveness of affordable housing incentives created by the private sector in considering the economic and social consequences of including competing potential urban growth areas in urban growth boundary expansions.</u> • The City will apply innovative and flexible zoning tools to support allow for a mix of housing types and densities. including but not limited to development code language that allows for accessory dwelling units and small lot (cottage) development and incentives for housing in mixed use developments. • 24. Accessory dwellings to a single family home may be allowed in new subdivisions or Planned Unit Developments, provided that the maximum General Plan density is not exceeded. The City will calculate accessory dwelling density using the same fraction of a full dwelling unit provided in the Systems Development Charges resolution. <p>25. The City and County will work support with public and private non-profit and for-profit entities organizations that provide affordable housing in Central</p>	<p>Policy 23 is overly broad and compels the City to upzone when it may not be supported by the residents. The modification of this policy reflects TAC input and links zone change to availability of adequate public facilities.</p> <p>New policies to generally support efficiency measures and achieve housing mix identified in the updated HNA. Expanded policy language reflects TAC input and emphasizes City obligations under the State Housing Goal.</p> <p>New policy in second bullet recommended by TAC member. Staff recommends including this policy in the new Urbanization Chapter where it could be considered as part of the “balancing” of Goal 14 factors for UGB expansion areas. At the August 25th meeting, the TAC suggested revised wording to make the policy “aspirational.”</p> <p>Policy in third bullet revised based on TAC input.</p> <p>Policy 24 deleted - accessory dwellings are considered a housing type and therefore do not need to be called out in policy.</p> <p>Policy 25 revised and bulleted policy added based on TAC</p>

Proposed Policy Amendment	Rationale for Amendments
<p><u>Oregon within the urban area.</u></p> <ul style="list-style-type: none"> <u>The City and County will coordinate with each other and other affected governments as required by the State Housing Goal to ensure that “the needs of the region are considered in arriving at a fair allocation of housing types and densities” and that “needed housing is provided on a regional basis through coordinated comprehensive plans”.</u> <p>26. The City shall evaluate the community’s housing mix and density levels every five years beginning in 2000.</p> <ul style="list-style-type: none"> <u>The City will continuously monitor the yield of efficiency measures as required by state needed housing statute and publish the results on its Growth Management Documents website not less than once a year.</u> The City will require master planning for large development sites (+20 acres) to ensure that a mix of housing types and densities will be provided. To promote complete neighborhoods and the integration of other supporting uses the City will employ a master planning process for large development sites which are 20 acres or greater. The master plan process will offer two options for approval 1) applying clear and objective standards or 2) applying discretionary standards for more flexibility. <p>27. When new commercial centers are created in developing residential areas, the City and County may allow up to 20 acres of medium-density residential housing within one eighth of a mile of the commercial center.</p> <p>28. Existing <u>low density Residential Standard density</u> areas that are adjacent to commercial or mixed use development at the south or north ends of the commercial corridor may be re-designated for <u>medium-density Residential Medium and High density</u> development.</p> <ul style="list-style-type: none"> <u>The City will support re-designation of suitable low density areas that are adjacent within a 15-minute walk to transit corridors for medium-density development.</u> 	<p>input and to reflect Goal 2 coordination requirements.</p> <p>Policy 26 replaced with new policies under Population Forecasts above. Trying to avoid reference to specific years in the Comprehensive Plan that are quickly out of date.</p> <p>New policy to implement and monitor efficiency measures and achieve the housing mix/densities identified in the updated HNA through master planning.</p> <p>Policies revised based on TAC input, including new policy directive to offer two options for master plan approval. There was substantial discussion of the two options for master plans at the August 25th TAC meeting. Targeted amendments to the master plan chapter, including Type II and Type III options, will be on the agenda for the November 19th TAC meeting.</p> <p>Policy 27 is old and more multi-family housing may be needed on a case by case basis.</p> <p>New policy to support transition to transit-supportive densities where appropriate.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>29. The City shall provide <u>employ special redevelopment standards and other strategies</u> for manufactured home parks as an incentive to <u>retain and redevelop existing affordable housing stocks at affordable prices and rent levels.</u></p> <p>30. The City may consider <u>D</u>density bonuses may be considered as an incentive to providing affordable housing.</p> <ul style="list-style-type: none"> • <u>The City will monitor parking needs for residential uses and set parking requirements to the lowest standards that will meet the community’s needs in order to reduce land utilized for parking, reduce the cost of housing development, and encourage a more walkable development pattern.</u> • <u>The City will assist in identifying, obtaining and leveraging funding sources for the development of new housing for very low, low, and moderate - income residents, as determined by appropriate percentages of Area Median Family income in the Housing Needs Assessment.</u> • <u>The City will monitor the results of actions and programs funded through the use of the City’s Affordable Housing Fee Trust Fund.</u> 	<p>Wording of policies 28-30 revised based on TAC input.</p> <p>New policy to support efficiency measures related to reduced parking.</p> <p>New policy to implement efficiency measures and achieve the housing mix/densities identified in the updated HNA.</p> <p>The City Council recently extended the sunset date for the Affordable Housing Fee. It makes sense to monitor the results of all adopted efficiency measures, but the details and schedule for monitoring do not need to be specified in the plan policy.</p>
<p><i>Residential compatibility</i></p> <p>1. Future development and local development standards shall recognize and respect the character of existing areas.</p> <p>2. In areas where existing urban level development has an established lot size pattern, new infill subdivision or PUD developments shall respect have a compatible lot transition that respects the number of adjoining lots, lot size and building setbacks of the existing development while developing residential densities within the range for the underlying zone. New developments may have smaller lots or varying housing types internal to the development.</p>	

Proposed Policy Amendment	Rationale for Amendments
<p>3. The development of infill areas may, as an alternative to the standard subdivision review process, proceed through a public involvement process that would allow the maximum flexibility of design and provide for neighborhood participation.</p> <p>4. Private and public nonresidential uses are necessary and should <u>will</u> be permitted <u>encouraged</u> within residential areas for the convenience and safety of the people <u>residents</u>. Such facilities shall be compatible with surrounding developments, and their appearance should enhance the area.</p> <p>5. Of necessity, nonresidential uses may <u>will have to</u> abut <u>residentially planned and zoned</u> areas in different parts of the community. In these instances, any nonresidential uses shall <u>will</u> be <u>subjected</u> to special development standards <u>such as in terms of setbacks, landscaping, sign regulations, and building design that harmonize and provide transitions consistent with the primary purposes of the adjacent zones.</u></p> <p>6. <u>Homes built to HUD Class A manufactured homes standards shall</u> <u>will</u> be permitted <u>in as part of a manufactured home parks, or part of a planned unit development, or</u> <u>and</u> on individual lots. Non-Class A manufactured homes may be allowed in manufactured home parks or as replacement for non-conforming manufactured homes subject to conditional use approval <u>standards that are clear and objective and that encourage retention and replacement of existing affordable housing stock.</u></p> <p>7. <u>Homes built to HUD manufactured home standards</u> located on individual lots in areas already developed with conventional housing shall be subject to special siting standards <u>as provided by state needed housing law.</u></p> <ul style="list-style-type: none"> • <u>Manufactured and modular homes meeting IRC Modular and CABO building code standards shall be permitted on the same basis as site-built homes.</u> • <u>Private covenants and deed restrictions recorded hereafter that support compact urban form, higher densities and better access to affordable housing are encouraged as supportive of City policy. while those that undermine these goals are discouraged and should be considered as contrary to City policy in any legal</u> 	<p>Wording of policies 4 and 5 revised based on TAC input.</p> <p>Policies 6 and 7 revised and supplemented based on TAC input relating to manufactured home standards.</p> <p>New policy recommended by TAC to address private covenants. <u>There was substantial discussion of this policy at the August 25th meeting, including input from the City Attorney. TAC consensus to delete the last sentence.</u></p>

Proposed Policy Amendment	Rationale for Amendments
<p>proceedings to enforce, interpret or apply them.</p> <p>8. Neighborhood commercial shopping areas may be located within residential districts and shall<u>shall</u> have development standards that <u>appropriately limit their scale and recognize their residential area setting.</u></p> <p>9. In many cases, home occupations <u>small home-based businesses</u> are a legitimate use within residential areas, and shall <u>will may</u> be permitted <u>subject to design and nuisance standards in the Development Code.</u> provided that the use displays no outward manifestations of a business.</p> <p>10. Certain private recreational uses, such as golf courses or tennis courts, can <u>may</u> be successfully integrated into residential areas provided the location, design, and operation are compatible with surrounding residential developments <u>and do not prevent development of lands inventoried for needed housing to minimum density standards as assumed in the current Residential Lands Update.</u></p> <p>11. Residential areas shall <u>will</u> offer a wide variety of housing types in locations best suited to each <u>a range of housing types, needs and preferences.</u></p> <p>12. Rehabilitation or redevelopment of older residential areas shall be encouraged.</p>	<p>Wording of policies 8 through 11 revised based on TAC input. Revised Policy 10 clarifies that private recreational uses shall not prevent development of lands inventoried for needed housing.</p> <p>Policy 12 deleted because it is so broad and doesn't provide guidance for planning or land use decisions.</p>
<p>Neighborhood Appearance (See related policies in Chapter 9, Community Appearance.)</p> <p>13. Above-ground installations, such as water and sewer pumping stations, power transformer substations or natural gas pumping stations, shall be screened and designed to blend with the character of the area in which they are located.</p> <p>14. All new developments shall include trees <u>in the road right of way</u>, as practical, in the planter strip between the curb and sidewalk. Such trees shall be consistent with the City's Urban Forestry Plan.</p> <p>15. Walls and fences along arterial or collector streets shall be subject to special design standards. The fence or wall, and the area between the fence or wall and the curb or pavement, shall be landscaped and maintained by abutting property</p>	<p>Revise Policy 14 - City does not have an Urban Forestry Plan.</p> <p>Wording of Policies 14 through 18 revised based on TAC input.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>owner(s) or homeowners association.</p> <p>16. Walls and fences in the setback area between the front of the house and the adjacent street shall not exceed 3½ feet in height.</p> <p>17. All residential development should <u>will</u> respect the natural ground cover of the area insofar as possible, and existing and mature trees within the community <u>should</u> should <u>shall</u> be preserved where to the greatest extent practicable.</p> <p>18. The City encourages flexibility in design to promote safety, livability and preservation of natural features. Lot sizes as small as 4,000 square feet may be applied for in the RS zone to meet these objectives. To that end, the City will provide development code standards to allow flexibility on dimensional standards, such as lot size and setbacks, to achieve these objectives.</p> <p>19. To encourage flexibility in design and preservation of natural features in areas planned for medium density housing, lots as small as 2,500 square feet shall be allowed in the RM-10 and RM zoning districts.</p> <p>20. Hillside areas shall be given special consideration in site design by both the developer and local regulations. Building sites, streets, and other improvements shall be designed and permitted in a manner that will minimize excessive cuts and fills and other erosion-producing changes. (Note: see related policies in Chapter 10, Natural Forces.)</p>	<p>Policy 16 deleted because it is not policy language and is more appropriate for code standards (implemented in 3.2.500)</p> <p>Policy 18 revised to support efficiency measures and remove development standards (lot sizes) from the policy language.</p> <p>Policy 19 deleted and replaced with more general language in Policy 18.</p>
<p>Transportation connectivity (See related policies in Chapter 7, Transportation Systems, and Chapter 3, Community Connections.)</p> <p>31. Medium-and high-density residential developments shall <u>should have good access to transit (preferably be located where they within ¼ mile of transit corridors), K-12 public schools, have good access to arterial streets and be near commercial services, employment and public open space to provide the maximum convenience access</u> to the highest concentrations of population.</p> <p>32. Street widths on public residential local streets <u>shall be as narrow as reasonably possible to preserve safety, and limit the effects of surface runoff and excessive</u></p>	<p>Policies revised by staff to streamline and clarify language.</p> <p>Modifications to wording of Policies 31 through 43 based on TAC input.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>vehicle speed. may vary depending on topography, anticipated traffic volumes, natural features that warrant protection, and existing street patterns in the neighborhood. Narrower streets may have limited on-street parking to ensure emergency vehicle access.</p> <p>33. The City may require adjustments to the street <u>design</u> pattern or installation of traffic calming devices in order to discourage high speed traffic on local residential streets.</p> <p>34. In all residential areas the City should <u>shall</u> encourage the use of open space amenities such as landscaped traffic islands or extra-width planting strips.</p> <p>35. Schools and parks may be distributed throughout the residential sections of the community, and every dwelling units in the area should be within convenient distance of <u>have safe and convenient access to a schools or and a parks based on the standards of the school and park districts.</u></p> <ul style="list-style-type: none"> • <u>The City will coordinate with the school and parks districts to ensure that the respective plans of each local government are coordinated and consistent with state law.</u> <p>36. Sidewalks shall <u>will</u> be required in all new residential developments. Separated sidewalks shall <u>will</u> be required, as practical, on all new streets that provide or will provide access to schools, parks, or commercial areas. However, an alternative system of walkways and trails that provide adequate pedestrian circulation may be approved.</p> <p>37. <u>Per the City's Transportation Systems Plan</u> Efforts shall the City shall continue to the City will complete or connect existing <u>walks along priority walkways on</u> routes to schools, parks, or commercial areas.</p> <p>38. Bikeways shall be considered as both a circulation and recreation <u>a transportation element in the Plan</u>, and adequate facilities should <u>shall</u> be obtained for this purpose in all <u>provided as a part of</u> new development.</p> <p>39. Efforts shall <u>will</u> be made to extend trails, pedestrian ways, and bikeways through</p>	<p>New policy added for Goal 2 coordination with school and park districts.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>existing residential areas. <u>Existing trails, pedestrian ways, and bikeways will be extended through new developments to allow further extension and promote alternative modes of travel.</u></p> <p>40. To <u>The City will encourage pedestrian scale block length to encourage connectivity and pedestrian access, residential block length shall not exceed 600 feet except for topographic constraints standards shall be included in the Development Code.</u> When existing conditions or topography prevent a cross street, a pedestrian accessway to connect the streets shall <u>may</u> be required.</p> <p>41. Residential local streets shall be developed whenever practicable to increase connectivity within and between neighborhoods.</p> <p>42. Cul-de-sac and “hammer-head” residential streets may be allowed only where existing development, steep slopes, open space, or natural features prevent connections, or when the objectives of connectivity are met within the neighborhood.</p> <p>43. <u>The City will consider the need for emergency</u> Emergency equipment access shall be considered during <u>for</u> any new residential development.</p>	
<p>Public utilities and services (See related policies in Chapter 1, Plan Management and Citizen Involvement and Chapter 8, Public Facilities and Services.)</p> <p>44. All residential areas shall <u>will</u> be provided with community water and sewer services and other facilities necessary for safe, healthful, convenient urban living consistent with the density of development.</p> <p>45. Residential development shall will <u>shall</u> be coordinated with other land use elements and community facilities which are consistent with projected housing densities.</p> <p>46. Electric power, telephone, and cable TV distribution and service lines will <u>shall</u> be located underground in new developments. Efforts shall be made to place existing utility lines underground in established residential areas.</p> <p>47. Street lighting shall be provided in all new subdivisions at the time of development.</p>	<p>Minor changes to wording based on TAC input.</p> <p>Policy 46 revised and Policy 47 deleted because they are implemented through the Development Code.</p>

Proposed Policy Amendment	Rationale for Amendments
<p>Street light fixtures shall be shielded to direct light down.</p> <p>48. Street names shall be unique within the County.</p>	
<p>Destination Resorts</p> <p>49. In addition to lands excluded from eligibility for destination resort siting under state law, the following lands within the Urban Area Reserve shall not be mapped as eligible for destination resort siting:</p> <p>(a) All lands owned by public agencies.</p> <p>(b) All lands zoned for surface mining.</p> <p>(c) All lands zoned SR-2 ½ and all lands platted for subdivisions.</p> <p>(d) Land for which contiguous area not otherwise removed from eligibility is less than 160 acres, except where adjoining land under the same ownership outside the Urban Area Reserve is mapped with the Deschutes County destination resort (DR) overlay.</p> <p>(e) Single parcels, or adjoining parcels in the same or related ownership (including lands outside the Urban Area Reserve) of less than 160 acres.</p> <p>(f) Lands not adjacent to either (1) F1 zoning, or (2) Deschutes County destination resort (DR) overlay adjoining F1 zoning.</p> <p>50. Destination resorts, as defined by state law, shall only be allowed in areas designated for such use as shown on the adopted destination resort map. An exception to statewide goals relating to agricultural lands, forestlands, public facilities and services or on the eligible lands in the urban area.</p> <p>51. A destination resort within the Urban Area Reserve shall <u>may</u> be served by municipal water and sewer service or an approved community water and sewer service for domestic use, <u>subject to City approval</u> <u>compliant with state law.</u></p> <ul style="list-style-type: none"> <u>Properties that are eligible for destination resort development will lose that</u> 	<p>Policies 49 and 50 deleted: Destination resorts in the UAR are regulated by Deschutes County, and are therefore not under the City's jurisdiction. These policies are not required in the Bend UGB. Same explanation applies to policies 52-55.</p> <p>Policy 51 revised because destination resort developers may not want urban services.</p> <p>New policy language to assure that any land added to the UGB is developed for urban uses and densities. The project</p>

Proposed Policy Amendment	Rationale for Amendments
<p>eligibility upon annexation into the Cityinclusion into the UGB.</p> <p>52. No destination resort master plan shall be approved in the Urban Area Reserve until the County, pursuant to its management agreement with the City, has adopted destination resort development standards that, at a minimum, satisfy the standards in state law.</p> <p>53. Any destination resort developed within the Urban Area Reserve shall provide a sufficient open space buffer between any development and the Deschutes National Forest lands to protect against wildfires and to protect the scenic values and wildlife values of the forest.</p> <p>54. Destination resorts shall provide for any arterial or collector streets that are shown on the transportation system plan map to be extended through the site, or as needed as a result of a traffic study.</p> <p>55. Destination resorts shall provide for pedestrian and bicycle access through the development from the urban area to the National Forest and/or other public lands such as parks, scenic areas, and designated trails.</p>	<p>team recommends that the policies addressing Destination Resorts and Refinement Plans be deleted from the Housing Chapter and included in the new Urbanization Chapter.</p>
<p>Refinement Plan Areas (See related policies in Chapter 1, Plan Management and Citizen Involvement.)</p> <p>56. A refinement plan that includes residential areas may prescribe residential density limits on specific properties which differ from the density range provided for in the Comprehensive Plan. However, the average density of residential development allowed within a refinement plan area shall <u>be not less than 80 percent or more than 100 percent of the maximum density, including applicable density bonuses or transfers, prescribed for the area by its pre-existing comprehensive plan map designation</u>comply with the density limitations of the General Plan.</p> <p>57. The Lava Ridge Refinement Plan is adopted as part of the Bend Area General Plan.</p> <p>58. If the City and County do not adopt refinement plans for the two study areas shown on Figures 22A and 22B by January 2000, the RL zoned land in those</p>	<p>The project team recommends that Policy 56 be removed from the Housing Chapter and included in the new Urbanization Chapter. Wording may be revised as needed for consistency with revised minimum/maximum density provisions for master plans.</p> <p>Policies 57 and 58 no longer necessary because refinement plans have been adopted.</p>

Proposed Policy Amendment	Rationale for Amendments
areas shall be rezoned to RS.	

DRAFT EFFICIENCY MEASURES CODE AMENDMENTS COVER MEMO

Memorandum



November 13, 2015

To: Residential Lands Technical Advisory Committee
Employment Lands Technical Advisory Committee

From: Angelo Planning Group Project Team

Re: Efficiency Measures – Overview of Draft Code Amendments

INTRODUCTION

The purpose of this memorandum is to introduce and provide context for draft development code amendments proposed to be included with the Urban Growth Boundary (UGB) adoption package. The development code amendments are intended to implement the efficiency measures that the Employment Lands Technical Advisory Committee (Employment TAC) and Residential Lands Technical Advisory Committee (Residential TAC) discussed during July and August 2015. The draft development code amendments are included as an attachment to this memorandum (Attachment A). This memo offers a brief summary of highlights of the code amendments; the code amendments themselves also include commentary from the project team with explanations for the proposed amendments. Because a number of the amendments have relevance for both TACs, this memorandum is directed to both, and all proposed amendments are attached. However, this memorandum also highlights the key issues and updates that are most relevant to each TAC -- highlights for the Employment TAC on pages 2-3, highlights for the Residential TAC on pages 4-6, and discussion of items for future work (relevant to both TACs) on pages 7-8.

The following chapters and sections of the development code are included:

- Chapter 2.1: Residential Districts (primarily relevant to the Residential TAC; informational only for the Employment TAC)
- Chapter 2.3: Mixed-Use Zoning Districts (primarily relevant to the Employment TAC; informational only for the Residential TAC)
- Section 3.6.200: Special Standards for Certain Residential Uses (primarily relevant to the Employment TAC; informational only for the Residential TAC)
- Section 4.5.400: Master Planned Neighborhoods (primarily relevant to the Residential TAC; informational only for the Employment TAC)

The proposed amendments focus only on those efficiency measures that are proposed to be implemented through code text amendments packaged with the adoption of the UGB. As noted in prior memos and tables, additional measures will be implemented through other processes, including code amendment work by the Community Development Department (CDD) with the Planning Commission and the Parking Study, which are both underway.

HIGHLIGHTS AND KEY UPDATES: EMPLOYMENT TAC

New Mixed Use Zones

At the last Employment TAC meeting, there was some discussion of whether new Mixed Use zones would be needed to implement the TAC recommendations for the opportunity sites. The general consensus was that the existing zones did not seem to be a good fit for the TAC's desired outcomes in the opportunity areas.

Two new mixed use plan designations and corresponding implementing zones are proposed: urban-scale (Mixed Use – Urban or MU-U) and neighborhood-scale (Mixed Use – Neighborhood or MU-N). Draft text for the zones is attached (see pages 10-21 of Attachment B). For a shorter and simpler summary of how the zones would treat key issues, such as regulating new residential uses and maximum height, the project team put together the attached matrix (see Attachment A). The matrix compares existing commercial and mixed use zones and proposes an approach for the new mixed use zones. The matrix also shows at a summary level what changes to standards for existing zones are proposed.

Pages 4 and 5 of Attachment A offer a preliminary recommendation on where the new mixed use plan designations could be applied within the UGB project opportunity areas. This has been the subject of discussion primarily with the Employment TAC, though input from the Residential TAC is also welcome.

The project team is requesting feedback from the Employment TAC on the general direction for the two new mixed use zones and the proposed changes for the other zones, as summarized in the matrix. Feedback on the detailed draft code amendments is welcome (in writing), but the TAC is not asked to approve exact wording at this point. Feedback is also requested on the proposed plan designations for the UGB project opportunity areas.

Residential Density in Commercial and Mixed Use Zones

Currently, there are no minimum or maximum density standards for residential uses developed in commercial or mixed use zones. In commercial zones, residential uses are only permitted as part of a mixed use development, but this can include “horizontal” mixed use where the uses are in separate buildings and the residential uses are on the ground floor. In mixed use zones, residential uses are allowed (outright or conditionally) as stand-alone uses as well as through mixed use developments.

In order to ensure that land used for housing in the commercial and mixed use zones is used efficiently, the project team is recommending setting density standards as follows:

- In commercial zones, make horizontal mixed use subject to a minimum density of 12 units per acre, measured only on the portion of the site dedicated to residential uses on the ground-floor. No maximum density standard (except through the height and lot coverage limitations), and no minimum or maximum for “vertical” mixed use where the housing is above commercial. (The proposed code amendments for this are on page 23 of Attachment B.)

Employment Land Efficiency Measures – Overview of Draft Code Amendments

- In mixed use zones, tie residential uses to density standards from one of the residential zones, measuring only on the portion of the site dedicated to residential uses on the ground-floor. (See code amendments on pages 15 and 19 of Attachment B.)
 - ME and the new MU-N zone – link to RM minimum and maximum density (7.3 and 21.7, respectively)
 - MU-U – link to RH minimum and maximum density (21.7 and 43, respectively)

The project team is requesting feedback from the TAC regarding this approach to addressing residential density in the commercial and mixed use zones and the proposed standards for each zone (generally). As with other changes, feedback on the detailed draft code amendments is welcome (in writing), but the TAC is not asked to approve exact wording at this point.

HIGHLIGHTS AND KEY UPDATES: RESIDENTIAL TAC

Approach to Minimum Density

At the August 19, 2015 Residential TAC meeting, TAC members discussed how to address a gap that would be created if the minimum density in the RM zone were increased to 12 dwelling units per acre (given that the maximum density in the RS zone is 7.3 dwelling units per acre). Ideas discussed included creating an additional zone, increasing the maximum density in the RS zone to close part of the gap and not raising the minimum density in the RM zone as much, and using density bonuses to allow development between 7.3 and 12 units per acre. The TAC did not support the idea of creating an additional zone, and was uncomfortable with having a gap. The project team agreed to provide visuals to help the TAC understand what development in this density range may look like on the ground and inform a TAC recommendation on how to address the gap.

The project team prepared a set of slides (see Attachment C) to illustrate examples of developments and buildings that fall roughly in the 7 to 12 unit per acre (gross) density range. After reviewing these examples, the project team noted that net housing densities are often much higher than the gross densities, and that most of the developments that fell in the 7.3 to 12 dwellings per gross acre range seem more appropriate for the RM zone than the RS zone, with many emphasizing attached housing.

As a result, the project team is currently recommending leaving the minimum density in the RM zone at 7.3 units per acre. The recommendation to increase the minimum density in the RS zone to 4.0 units per acre and increase the maximum density in the RL zone to 4.0 units per acre remains and is reflected in the draft code amendments.

Note that, as often occurs with a code update, there are some questions on details of how the density is applied. These include whether to round up, down or to the nearest whole number when density calculations result in a fraction of a dwelling unit; and whether further revisions are needed for applicability and calculations on small sites. The proposed code amendments take one approach to these issues, but they are the subject of on-going discussions among city staff and the project team. TAC input is invited, and the team will provide an update at the meeting if the working recommendation on these details changes.

Ensuring Housing Mix

In order to ensure that housing mix targets are met even without increasing the minimum density in RM, the project team is proposing additional code amendments targeted at facilitating housing mix in the RS zone and ensuring housing mix in the RM zone. In the RS zone, the project team proposes making additional housing types permitted rather than conditional, including:

- Single family attached townhomes;
- Courtyard housing (detached housing with modified side setbacks); and
- Duplexes and triplexes.

It is worth noting that a development site would need to be over 10,000 square feet in order to add a unit (other than an ADU) or partition due to the maximum density standard for the RS zone, regardless of the changes proposed. As a result, townhomes and duplexes are not likely to be an attractive option for small infill projects, and making them permitted instead of conditional will have minimal impact on infill on small lots. It may, however, make it easier for developers to incorporate a few townhomes or duplexes into mid-size subdivision projects where they can use lot size averaging to provide a variety of housing types.

In the RM zone, the project team is proposing requiring at least half of the units in developments between 3 and 20 acres (large enough for a mix of housing, but smaller than the master plan threshold) be something other than single family detached housing. This is intended to help that zone achieve the needed mix of housing units even without changing the minimum density.

In addition, the draft amendments to the master planned neighborhoods section sets upper limits on the percent of housing units that may be single family detached in each zone where master plan standards apply (see next section for details).

These proposed amendments build on work that has already been done by the Community Development Department related to allowing greater housing mix, including allowing Cottage Housing in the RS and RM zones subject to special standards; allowing duplexes outright on corner lots in the RS zone; and working on revisions to the regulations for ADUs to allow them outright subject to special standards.

Master Plan Density and Mix Requirements

The draft code amendments take a slightly different approach to the minimum density for master planned neighborhoods than was previously recommended and discussed with the Residential TAC. Given the wide range of densities in the RM and RH zones and the likelihood that future expansion areas will have master-planned sites that include some RM and RH zoning, the standard needed to be realistic for all zones while still ensuring efficient use of land in the RS zone. Rather than a flat minimum percentage of the maximum density (e.g. 70%, as recommended at the last meeting, or 60% as currently required), the draft amendments tailor the requirements to each of the residential zones. The proposed minimum density for master planned sites in each zone is listed below.

- RS: 80% of maximum (5.84)
- RM: 60% of maximum (13.02)
- RH: base zone minimum (21.7)

In addition to a higher minimum density standard for master plan sites, the draft code amendments include maximum percentages of housing units that may be single family detached in order to ensure that housing mix is met. The proposed maximum percentage of units that may be single-family detached (SFD) in each zone is listed below. The percentages below have been calibrated based on the assumptions built into the development types within the Envision Tomorrow model so that they help ensure that the needed housing mix can be met.

- RS: no more than 80% SFD

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- RM: no more than 30% SFD (note that this supersedes the 50% maximum for smaller RM-zoned sites)
- RH: SFD is proposed to be prohibited, but since master plans can vary from the standards in the base zone, a maximum of 10% SFD even if flexibility is allowed to include some SFD in the RH zone

ITEMS FOR FUTURE WORK

The following items are not included in the proposed code amendments in Attachment B, but are summarized below for both TACs' information.

Pedestrian Street Overlay Zone

The project team is recommending that the city work towards creating a Pedestrian Street Overlay Zone that would apply more pedestrian-oriented development standards in certain key areas, such as Newport and Galveston, 14th Street, and other primary transit corridors where appropriate. The Pedestrian Street standards might include:

- tighter maximum setback standards (no allowance for an 80' setback on streets without on-street parking and perhaps more of the building needing to meet the maximum setback standard);
- not allowing off-street parking in front of the building, even on streets without on-street parking;
- higher window coverage requirements (e.g. 60% street-facing facades rather than 10% and applied to all buildings, not just ones with long walls);
- requirements for human-scale design elements (e.g. pedestrian-oriented lighting and signs) and weather protection;
- reduced parking standards (e.g. through increases to credit for on-street parking); and
- Transportation Demand Management requirements (e.g. designating carpool/vanpool spaces, providing showers and lockers, providing transit amenities, and/or programmatic requirements such as providing information to employees).

Because such an overlay zone is not proposed to be applied as part of the UGB adoption package, the project team has prioritized other code amendments, and is seeking input at this point (primarily from the Employment TAC) on the concept and direction for such an overlay, as well as input on where it would be most appropriate to eventually apply it.

Revisions to Parking Standards

Revisions to parking standards will be considered through the Parking Study. No amendments to parking standards are proposed as part of the draft package of development code amendments. Specific ideas for further evaluation include:

- Consider increased maximum credit for on-street parking in certain areas and/or zones (e.g. the new mixed use zones);
- Discount parking requirements for mixed-use developments as of right, in addition to allowing for shared parking when need doesn't overlap;
- Reductions to parking requirements for affordable housing in any location, not just adjacent to transit;
- Reductions to parking requirements for multifamily housing as broadly as possible, but especially near priority transit corridors;
- Reductions to parking for 1-bedroom duplexes and triplexes (to 1 space per unit); and

- Reductions to parking requirements for residential and commercial uses in the MU-U zone, similar to those in place for the CBD (e.g. 1 space per housing unit, regardless of size and type; 1 space per 500 square feet of commercial for all commercial uses).

The project team is requesting feedback from both TACs on whether these are the appropriate recommendations into the parking study to capture UGB efficiency measures, and whether there are other ideas that should be added to this list.

**DRAFT EFFICIENCY MEASURES CODE AMENDMENTS
ATTACHMENT A: MIXED USE ZONES SUMMARY MATRIX**

EXISTING AND PROPOSED COMMERCIAL AND MIXED USE ZONES COMPARISON MATRIX

Underlined text indicates new standards; ~~strikethrough~~ indicates standards that are proposed to change.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
How new residential uses are treated³	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	MF & SFA or SFD conditional as primary ⁴ use, permitted as secondary use – no min or max density <u>apply minimum and maximum density for the RM zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>	MF, SFA, or SFD permitted as primary ⁴ or secondary use – no min or max density	MF, SFA, or SFD conditional as primary ⁴ use, permitted as secondary use – no min or max density	<u>MF & SFA permitted as primary⁴ or secondary use – apply minimum and maximum density for the RH zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>	<u>MF & SFA permitted as primary⁴ or secondary use – apply minimum and maximum density for the RM zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>

¹ Existing Zones: Central Business District (CB), Convenience Commercial District (CC), Limited Commercial District (CL), General Commercial District (CG), Mixed Employment (ME), Mixed-Use Riverfront (MR), Professional Office (PO). Proposed new Mixed Use – Urban zone = MU-U, proposed new Mixed Use – Neighborhood zone = MU-N.

² Few changes are proposed to the PO zone because it is applied to very little land in the UGB and is not expected to be applied to UGB expansion areas.

³ MF = Multi-family housing; SFA = Single Family Attached housing; SFD = Single Family Detached .

⁴ Per the development code definitions (Chapter 1.2): “Primary means the largest or most substantial element on the property, as in “primary” use, residence, entrance, etc. All other similar elements are secondary in size or importance.” Note that “secondary” is not directly defined; all uses that do not meet the definition of “primary” are assumed to be secondary.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
Auto-oriented uses⁵ allowed?⁶	N (auto-dependent) / C (auto-oriented & drive-through) / P (parking)	P	P	C	<u>P / C (auto-dependent and drive-throughs)</u>	N / P (parking)	N / C (parking)	<u>N / C (parking)</u>	<u>N / C (parking)</u>
Light Industrial & similar uses⁷ allowed?	N / L (mfg & production less than 5,000 sf with retail outlet)	P / C (mini-storage, manufactured home sales, freight & distribution, etc.)	P / L (mfg & production less than 5,000 sf with retail outlet)	N / L (mfg & production less than 5,000 sf with retail outlet)	P / C (freight & distribution) / N (unenclosed storage)	P / C (freight & distribution) / N (unenclosed storage & industrial service)	N / C (production businesses)	<u>N / L (mfg & production less than 5,000 sf with retail outlet)</u>	<u>N / L (mfg & production less than 5,000 sf with retail outlet)</u>
Special Parking Regulations ?	Reduced parking requirements for residential and most commercial uses; option to pay fee in lieu of providing off-street parking	No	No	No	No	No	No	<u>Consider reduced parking requirements for residential and most commercial uses; increased maximum credit for on-street parking; parking requirements discounted for mixed-use developments⁸</u>	<u>Consider increased maximum credit for on-street parking; parking requirements discounted for mixed-use developments</u>

⁵ Auto-oriented uses captured here include the following listed uses in the Bend Development Code (BDC): Retail Sales and Service (auto dependent*), Retail Sales and Service (auto oriented*), Restaurants/Food and Beverage Services – with drive-through*, and Commercial and Public Parking as primary use.

⁶ Key: P = Permitted; C = Conditional; N = Prohibited; L = Limited (allowed outright if meets certain limits or standards)

⁷ Light industrial & similar uses captured here include the following listed uses in the BDC: Wholesale Sales (more than 75% of sales are wholesale); Commercial Storage – not enclosed in building; Commercial Storage – enclosed in building on ground floor (i.e., mini-storage); Manufacturing and Production; Warehouse; Transportation, Freight and Distribution; Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios); Industrial Service (e.g., cleaning, repair); Manufactured Home Sales; and Lumber/Building Supplies.

⁸ Recommended reductions to parking requirements for the proposed mixed use zones should be reviewed and refined as needed through the Parking Study.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
Height limit	35-70' (height increases further east) + 10' bonus for housing on upper floor	55'+ 10' bonus for housing on upper floor	55'+ 10' bonus for housing on upper floor	35'+ 10' bonus for housing on upper floor	45' + 10' <u>bonus for housing on upper floor</u>	35-45' (35' within 100' of Deschutes)	45'	<u>65'+10' bonus for affordable housing or housing on upper floor of vertical mixed use, step-back required over 45'</u>	<u>35' + 10' bonus for affordable housing or housing on upper floor of vertical mixed use</u>
Other limits on building scale?	Minimum FAR (2:1)	None	None	Maximum building footprint (15,000 sq. ft. for single tenant; 50,000 sq. ft. for multi-tenant; 35,000 sq. ft. for grocery store)	50% max lot coverage <u>None</u>	None	50% max lot coverage	<u>None</u>	<u>None</u>

EXISTING AND PROPOSED ZONING FOR OPPORTUNITY AREAS

Opportunity Area	Existing Plan Designation & Zoning	Draft Proposed Plan Designation / Zoning ⁹	Comments
Bend Central MMA – 3rd Street Sub-district	CL	CL with Bend Central Multi-modal Mixed Use (BC-MMA) Overlay Zone (<i>overlay zone only; no plan designation change</i>)	Central Area Plan drafted a Special Planned District with regulations tailored to each sub-district. While the urban mixed use zone captures some of the proposed regulations for the 3 rd Street sub-district, there are important differences that would be lost if the special plan district is not applied. The base zone is less important, because the Special Planned District supersedes all base zone standards.
Bend Central MMA – 1st/2nd Street Sub-district	ME plan, IL zone	ME with BC-MMA Overlay Zone (<i>zone change + overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan has more allowances for industrial uses than the proposed Urban Mixed Use zone, but it allows and encourages more intensive development than the ME base zone.
Bend Central MMA – 4th Street Sub-district	RH & CL	RH & CL with BC-MMA Overlay Zone (<i>overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan is very similar to proposed MU-N zone; however, if the plan district is to be adopted, there is no reason not to include this area and use the regulations that were proposed from the MMA process.
Bend Central MMA – South Sub-district	CL & ME plan, IL zone	CL & ME plan with BC-MMA Overlay Zone (<i>zone change + overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan is very similar to proposed MU-U zone; however, if the plan district is to be adopted, there is no reason not to include this area and use the regulations that were proposed from the MMA process so that all subtleties are as they were created for this area.
East Downtown	CG	Urban Mixed Use (<i>plan designation change; rezone deferred</i>)	Modeling to date has applied the CB development type in this area; however, practically speaking, it may be easier to apply a new mixed use zone, since applying the CB zone would require some modifications to that zone (e.g. height limits) so that it could apply to a new area. Applying the MU-U zone would allow housing outright in this area, which is different from previous assumptions but unlikely to change much within the planning horizon.

⁹ The working assumption is that zone changes will not be part of the UGB project adoption package. The working assumption is that the zones would be created as part of the UGB adoption package, and new plan designations would be applied, but that rezoning would be a subsequent action, to be initiated either by the property owner or the City.

Opportunity Area	Existing Plan Designation & Zoning	Draft Proposed Plan Designation / Zoning ⁹	Comments
Core Pine	IG	Urban Mixed Use (<i>plan designation change; rezone deferred</i>)	Modeling to date has applied the MR development type in this area; however, practically speaking, it may be easier to apply a new mixed use zone, since applying the MR zone would require some modifications to that zone (e.g. those related to master planning) so that it could apply to a new area. Applying the MU-U zone would allow more intensive development than previous assumptions but unlikely to change much within the planning horizon.
Century Drive Area	CC, CG, CL, IL, and ME	Urban Mixed Use & Neighborhood Mixed Use (<i>plan designation change; rezone deferred</i>)	Scenario modeling applied the ME development type to most of this area, with the neighborhood mixed use type along Century Drive. Preferred scenario from CWP showed this area as “mixed use”, with some urban-scale and some neighborhood-scale mixed use. Applying the MU-U and MU-N zones would allow more intensive development than previous assumptions; may have some impact within planning horizon, but limited.

**DRAFT EFFICIENCY MEASURES CODE AMENDMENTS
ATTACHMENT B: DRAFT DEVELOPMENT CODE
AMENDMENTS**



Development Code Update

Draft: 11/13/15

Prepared by:

Angelo Planning Group &

City of Bend Growth Management Department

Note:

Text in underlined typeface is proposed to be added

Text in ~~striketrough~~ typeface is proposed to be deleted.

***Indicates where text from the existing code has been omitted because it will remain unchanged.

Project team comments are ***bold and italicized***

Chapter 2.1

RESIDENTIAL DISTRICTS (UAR, UH-10, UH-2 1/2, SR 2 1/2, RL, RS, RM-10, RM, RH)

Sections:

- 2.1.100 Purpose, Applicability and Location.
- 2.1.200 Permitted Land Use
- 2.1.300 Building Setbacks.
- 2.1.400 Building Mass and Scale.
- 2.1.500 Lot Area and Dimensions.
- 2.1.600 Residential Density.
- 2.1.700 Maximum Lot Coverage.
- 2.1.800 Building Height.
- 2.1.900 Architectural Design Standards.
- 2.1.1000 Multifamily Residential Districts (RM, RH).
- 2.1.1100 Urban Holding Districts, UH-10 and UH-2 1/2.

2.1.100 Purpose, Applicability and Location.

Table 2.1.100
Zone District Characteristics

The project team is no longer recommending raising the minimum density in RM, in order to avoid creating a gap and avoid increasing the maximum density in the RS zone, which could cause compatibility concerns. The minimum for RS is proposed to increase to 4, as previously discussed, with the maximum density for RL increasing to 4 since those areas now have sewer service or can be served by community sewer.

Zone District	Location and Characteristics
Urban Area Reserve (UAR)	The Urban Area Reserve District is a holding zone for urban development. The maximum residential density for the district is 1 dwelling unit per 10 gross acres.
Suburban Low Density Residential (SR 2 1/2)	Areas with the Suburban Low Density Residential zoning reflect the existing development patterns and the presence of community water systems located on the perimeter of the City intended for urban redevelopment. The maximum density in the district is 1 unit per 2.5 gross acres.
Low Density Residential (RL)	The Low Density Residential District consists of large urban residential lots that are served with a community water system and DEQ permitted community or municipal sewer systems. The residential density range in this district is 1.1 to 2.24 2.0 dwelling units per gross acre.
Standard Density Residential (RS)	The Standard Density Residential District is intended to provide opportunities for a wide variety of residential housing types at the most common residential densities in places where community sewer and water services are available. The residential density range in this district is 2.04 2.0 to 7.3 dwelling units per gross acre.
Medium-10 Density Residential (RM-10)	The Medium-10 Density Residential District is intended to provide opportunities for manufactured home park development and a variety of single and multifamily residential housing types. The density range in this district is 6.0 to 10.0 dwelling units per gross acre.
Medium Density Residential (RM)	The Medium Density Residential District is intended to provide primarily for the development of multifamily residential in areas where sewer and water service are available. The residential density range in the district is 7.3 to 21.7 units per gross acre and shall provide a transitional use area between other Residential Districts and other less restrictive areas.
High Density Residential (RH)	The High Density Residential District is intended to provide land for primarily high density residential multifamily residential in locations close to shopping and services, transportation and public open space. The density range of the district is 21.7 to 43.0 units per gross acre and shall provide a transitional use area between other Residential Districts and other less restrictive areas.

2.1.200 Permitted Land Use.

C. Existing Uses. Uses and structures lawfully established within a Residential Zone prior to the adoption of this code shall be treated as a permitted use. Expansion or enlargement 25 percent or less of the above-referenced uses or structures that are nonresidential shall be subject to the provisions of BDC Chapter 4.2, Site Plan Review and Design Review. For expansion or enlargement greater than 25 percent, the conditional use criteria, standards and conditions within BDC Chapter 4.4, Conditional Use Permits, shall also apply. Conditions of prior approvals shall continue to apply unless modified in conformance with BDC 4.1.1000, Reconsideration.

Table 2.1.200 – Permitted Land Uses

Since we're no longer recommending raising the minimum density in RM, we've included additional modifications to make it easier to build a mix of housing types in the RS zone. For example, moving away from conditional uses towards permitted subject to clear and objective standards. See specific recommendations below. It is worth noting that the maximum density standard for the RS zone will limit the potential for these housing types to be built through small infill projects, and making them permitted instead of conditional will have minimal impact on infill on small lots. It may, however, make it easier for developers to incorporate a few townhomes or duplexes into mid-size subdivision projects where they can use lot size averaging to provide a variety of housing types.

Land Use	SR 2 1/2	RL	RS	RM-10	RM	RH	UAR
Residential							
Single-family detached housing	P	P	P	P	P	<u>CN</u>	P
*Single-family courtyard housing <i>Courtyard housing has existing special standards related to setbacks</i>	N	C	<u>CP</u>	P	P	<u>CN</u>	C
*Accessory dwellings <i>ADUs proposed to be permitted outright. CDD working on revisions to ADU standards now.</i>	P/C	P/C	P/C	P	P	P	P
*Manufactured homes on individual lots	P	P	P	P	P	N	P
*Manufactured home park	N	C	C	P	P	P	N
*Attached single-family townhomes	N	N	<u>PC</u>	P	P	P	N
*Two- and three-family housing							
• Duplex when located on a corner lot	N	P	P	P	P	P	N
• Duplex on other lot or parcel	N	C	<u>PC</u>	P	P	P	N
• Triplex	N	C	<u>PC</u>	P	P	P	N

Key to Districts:

UAR = Urban Area Reserve

RL = Low Density Residential

RS = Standard Density Residential

RM = Medium Density Residential

RM-10 = Medium-10 Density Residential

RH = High Density Residential

Key to Permitted Uses

P = Permitted, subject to BDC Chapter 4.1, Development Review and Procedures

N = Not Permitted

C = Conditional Use, subject to permit standards in BDC Chapter 4.4.

* Subject to special standards as described in BDC 2.1.900, Architectural Design Standards, and/or BDC Chapter 3.6, Special Standards for Certain Uses.

Note: Existing Neighborhood Commercial (CN) zoned properties will remain as mapped recognizing neighborhood commercial properties established prior to the adoption of this code. The development of these sites shall conform to the standards outlined in BDC Chapter 3.6, Special Standards for Certain Uses, for the uses described above.

[Ord. NS-2251, 2015; Ord. NS-2241, 2015; Ord. NS-2240, 2015; Ord. NS-2158, 2011; Ord. NS-2016, 2006]

2.1.500 Lot Area and Dimensions.

Lot areas and lot dimension standards for residential uses are listed in Table 2.1.500. Exceptions to these standards may be approved subject to Master Planned Development approval (see BDC Chapter 4.5). For other residential uses listed in Table 2.1.200, the lot area and dimensions are subject to the type of residential structure being occupied. Lot development and the total number of dwelling units permitted shall be in conformance with BDC 2.1.600, Residential Density.

**Table 2.1.500
Lot Areas and Dimensions in the Residential Districts By Housing Type and Zone**

Residential Use	Zone	Lot Area	Lot Width/Depth
Single-Family Detached Housing; Manufactured Homes on Lots; Residential Care Homes and Facilities	RL	Minimum area: 15,000 sq. ft. with approved septic or sewer system	Minimum width: 100 ft. min. average lot width with a min. street frontage of 50 ft. except on approved cul-de-sac lot frontage may be reduced to 30 ft. Minimum lot depth: 100 ft.
	RS	Minimum area: 4,000 sq. ft.	Minimum width: 40 ft. at front property line, except for flag lots and lots served by private lanes (see BDC 4.5.200)
	RM-10	Minimum area: 4,000 sq. ft.	Minimum lot depth: 80 ft. <u>except in conformance with BDC 4.5.200.</u>
	RM	Minimum area: 3,000 <u>2,500</u> sq. ft.	Minimum width: 30 ft. <u>except for flag lots and lots served by private lanes (see BDC 4.5.200).</u> Minimum lot depth: 80 ft. <u>except in conformance with BDC 4.5.200.</u>
	RH	Minimum area: 2,500 sq. ft.	Minimum lot width: 30 ft.

Residential Use	Zone	Lot Area	Lot Width/Depth
		<i>A minimum lot size for SFD in the RH zone is no longer needed since new SFD is not permitted in the RH zone.</i>	Minimum lot depth: 80 ft.
Two- and Three-Family Housing (duplex/triplex)	UAR	Not Applicable	Not Applicable
	RL	Minimum area: 30,000 sq. ft. with approved septic or sewer system	Minimum lot width: 100 ft. average Minimum lot depth: 100 ft.
	RS	Minimum area – duplex: 8,000 sq. ft. Minimum area – triplex: 10,000 sq. ft.	Minimum width: 40 ft. at front property line, except for flag lots and lots served by private lanes. (see BDC 4.5.200) Minimum lot depth: 80 ft.
	RM-10	Minimum area – duplex: 7,000 sq. ft. Minimum area – triplex: 9,000 sq. ft.	
	RM	Minimum area – duplex: 4,500 sq. ft. Minimum area – triplex: 6,500 sq. ft.	Minimum width: 30 ft.
	RH	Minimum area – duplex: 3,000 sq. ft. Minimum area – triplex: 4,000 sq. ft.	Minimum width: 30 ft.
Single-Family Attached Housing (townhomes)	UAR and RL	Not Applicable	Not Applicable
	RS, RM-10, RM, RH	Minimum area: 2,000 sq. ft. for each unit	Minimum width: 20 ft. at front property line, except for flag lots and lots served by private lanes (see BDC 4.5.200) Minimum lot depth: 80 ft.
	RH	Minimum area: 1,600 sq. ft. for each unit <i>Reduces the lot area required for townhomes in the RH zone so that they can be built at a higher density</i>	Minimum width: 20 ft. at front property line. Minimum lot depth: 80 ft.
Multifamily Housing (more than 3 units)	UAR, RL, RS,	Not Applicable	Not Applicable
	RM-10	Minimum area: 4,000 sq. ft. for each unit	Minimum width: 30 ft. at front property line. Minimum lot depth: 80 ft.
	RM	Minimum area: 2,500 sq. ft. for the first unit, 2,000-1,500 sq. ft. for each additional unit <i>Increases maximum net density for multifamily housing in the RM zone to about 28 units per acre rather than just over 21. Intended to make it easier to reach the upper end of the gross density range, even on a site with some right-of-way and/or open space dedication. The maximum gross density will still control total number of units on the site, as it does for all housing types regardless of minimum lot size standards.</i>	
	RH	Minimum area: 2,000 sq. ft. for the first unit, 1,000 sq. ft. for each additional unit	

[Ord. NS-2113, 2009; Ord. NS-2016, 2006]

2.1.600 Residential Density.

A. Residential Density Standard. The following density standards apply to all new developments and subdivisions in all of the Residential Districts, except as specified in Section (B). ~~Redevelopment or expansion of existing uses within areas of existing land use patterns shall comply with these standards to the extent practical.~~ The density standards shown in Table 2.1.600 are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the General Plan.

1. The density standards may be averaged over more than one development phase (i.e., as in a Master Planned Development). Duplex and triplex lots used to comply with the density standard shall be so designated on the final partition or subdivision plat.

~~2. Partitions shall be planned, and the construction of dwellings on parcels or lots shall be sited to allow future redevelopment on these lots or parcels at minimum densities.~~

Moved the provision above regarding partitions to Section (B), Exemptions.

Table 2.1.600
Residential Densities

Suggest deleting the third column, which lists primary uses. It is not regulatory in nature and implies an intent other than the mix of housing types we are trying to encourage in each zone.

Residential Zone	Density Range	Primary Uses
Urban Area Reserve (UAR10)	1 unit/10 gross acres	Single-family detached housing
Suburban Low Density Residential (SR 2 1/2)	1 unit/2.5 gross acres	Single-family detached housing
Low Density Residential (RL)	1.1 – 2.24 <u>4.0</u> units/gross acre RL maximum density increased because these areas now have sewer service or can be served by community sewer	Single-family detached housing
Standard Density Residential (RS)	2.04 <u>4.0</u> – 7.3 units/gross acre RS minimum density raised to 4.0 units per gross acre to ensure efficient use of this predominant residential district.	Single-family detached housing
Medium Density Residential (RM-10) This zone could be deleted since it is not applied and is no longer needed.	6.0 – 10.0 units/gross acre	Manufactured homes and attached housing
Medium Density Residential (RM)	7.3 – 21.7 units/gross acre After further study, the project team recommends leaving the minimum density in RM at 7.3 units per gross acre to avoid creating a gap between the densities allowed in RS and RM and because increasing the maximum density in the RS zone has more potential for incompatible development.	Attached multifamily housing
High Density Residential (RH)	21.7 – 43 units/gross acre	Attached multifamily housing

B. Exemptions. The following ~~types of housing~~ are exempt from the density standards in subsection (A) of this section:

1. Residential care homes/facilities.
2. Accessory dwellings.
3. Bed and breakfast inns.
4. Neighborhood commercial uses.
5. Buildings that are listed in the Inventory of Historic Sites within the Bend Area General Plan Exhibit "A" or buildings designated on the Historic National Landmarks Register.
6. ~~Manufactured housing development~~home parks within the RM or RH Zone. **(A manufactured home on an individual lot is still subject to density standards.)**

7. ~~Redevelopment within a residential neighborhood with an existing pattern of development.~~ Replacement, renovation, or expansion of an existing single-family home in any zone. **(More targeted exemption)**

8. ~~Infill d~~Development on a vacant platted lot consistent with the adjacent existing pattern of development ~~on an approved land division, except tracts identified for future phases.~~ **(More specific exemption)**

9. Partitions are exempt from minimum density standards provided that the size of the resulting lots and siting of dwellings allow future development on these lots or parcels at minimum densities. **(Moved from Section (A) above and reworded slightly. This exemption intended for very large lots that someone splits into two or three. The limit for partitions is two new lots in a calendar year.)**

C. Density Calculation.

1. Maximum housing densities are calculated by multiplying the parcel or lot area, including the area for streets being dedicated, by the applicable maximum density standard. For example, if the total site area is five acres, and the maximum allowable density is 7.3 dwelling units per acre, then a maximum number of 36 units are allowed, regardless of the amount of land area dedicated for public right-of-way or open space in conjunction with the project. For purposes of calculating maximum density, fractional units are rounded down to the next whole unit.

Amendments above are intended to provide clarity on how fractional units should be addressed in the density calculation. The proposed change on maximum density reflects current staff interpretation; however, there is some discussion among staff of whether this should be changed so that fractional units simply round to the nearest whole number (e.g. 1.51 rounds to 2 rather than 1). Doing so would have the effect of creating potential for infill or redevelopment on more platted lots.

2. Where no new streets will be created, For the purpose of calculating the density for partition lots only, the area of ~~one-half~~ up to 30 feet of the abutting right-of-way width multiplied by the site frontage of abutting the proposed partition lots development or land division shall be added to the gross area.

Amendments above are intended to apply to any development or land division that doesn't create a new road, rather than just partitions, since, in some cases, counting the extra right-of-way can mean you're allowed to build more units than you can do through a partition, creating a catch-22. The proposed amendments also limits the amount of ROW you can count to 30' of width (half of a typical local street), so that if you abut a big street, you don't get to count a huge amount of right-of-way.

3. Minimum housing densities are calculated by multiplying the parcel or lot area, including the area for streets being dedicated but excluding sensitive lands, by the applicable minimum density standard. For example, if a five acre site has a half-acre of sensitive lands and a minimum density of 4.0 units per acre, the minimum number of housing units is 18, regardless of the amount of land area dedicated for public right-of-way or open space in conjunction with the project. For purposes of calculating minimum density, fractional units are rounded up to the next whole unit.

Amendments above are intended to make it so that sites with environmental constraints are allowed, but not required, to transfer the density from the constrained lands to other portions of the site, and also clarify rounding of fractional units.

4. Where a parcel has multiple zones, the minimum and maximum number of units are calculated based on the acreage in each residential zone that is subject to the density standard as specified

above multiplied by the applicable minimum and maximum density standards. Areas with non-residential zones are excluded from the density calculation.

Amendments above intended to make clear how the standards apply to split-zoned sites, including sites with non-residential zones.

D. Density Bonus for Affordable Housing. As an incentive to create affordable housing, the maximum densities provided in Table 2.1.600 may be increased when a developer provides “affordable housing” as part of a proposed development in conformance with BDC 3.6.200(C). The density increase is based on the percentage of affordable housing units within the proposed development. Any development that receives the density bonus shall be deemed an “affordable housing development.” The table below provides the corresponding percent of increase. In no case may the density bonus exceed 1.5 percent of the existing residential zone.

Table 2.1.600A - Density Bonus

Percentage of Units That Are Affordable:	Density for Development, by Percentage, of Existing Maximum Density Range:
10%	1.1
20%	1.2
30%	1.3
40%	1.4
50%	1.5

When calculating the number of additional units, fractional units are rounded up to the next whole unit.

No changes are proposed to Section (D), above; it is included for context and as a reminder that this density bonus is available. Some tweaks may be needed for clarity of how the density bonus is calculated, but those will be addressed by CDD if needed.

2.1.700 Maximum Lot Coverage.

A. Maximum Lot Coverage. The following maximum lot coverage standards shall apply to all development within the Residential Districts as follow:

**Table 2.1.700
Residential Lot Coverage**

Residential Zone	Lot Coverage
Low Density Residential (RL)	35%
Standard Density Residential (RS)	50% for single-story homes 35% for all other uses
Medium-10 Density Residential (RM-10)	50% for single-story homes 35% for all other uses
Medium Density Residential (RM)	40%
High Density Residential (RH)	50% None No lot coverage, as recommended previously. Landscaping / open space and parking requirements will set upper limits on the lot coverage.

B. Lot Coverage Defined. **Lot coverage** is defined as all areas of a lot or parcel covered by buildings (as defined by foundation perimeters) and other structures with surfaces greater than 18 inches above the finished grade, excluding unenclosed covered porches and uncovered decks up to five percent of the total lot area.

C. Lot Coverage Compliance. Compliance with other sections of this code may preclude development of the maximum allowed lot coverage for some land uses.

D. Lot Coverage Exception. For affordable housing developments where 50 percent or more of the dwelling units are deemed affordable in conformance with BDC 3.6.200(C), the entire development may develop with a 50 percent lot coverage. [Ord. NS-2241, 2015; Ord. NS-2016, 2006]

2.1.900 Architectural Design Standards.

A. Purpose. The architectural standards are intended to provide detailed, human-scaled design, while affording flexibility to use a variety of building styles for certain types of residential development.

B. Applicability. This section applies to all of the following types of buildings, and shall be applied during Site Design Review:

1. Duplexes and triplexes;
2. Attached single-family townhomes;
3. Accessory dwellings;
4. Multifamily housing;
5. Public and institutional buildings in residential zones;
6. Neighborhood commercial and mixed-use buildings in residential zones;
7. All other types of permitted/conditional nonresidential use buildings listed in Table 2.1.200 when built in a residential zone.

Clarified that the architectural design standards in this chapter only apply to non-residential uses when these uses are built in a residential zone. These standards for the residential uses are referenced from other zones, including the proposed new mixed use zones.

2.1.1000 Multifamily Residential Districts (RM, RH).

A. Purpose/Intent Statement. The Medium and High Density Residential Districts are intended to provide land for townhouses, multiple-family housing developments, and to provide opportunities for small-lot and courtyard-type single-family homes in locations that are convenient to service commercial uses and future transit opportunities.

B. Development Standards for Large-Scale Multifamily Developments in the RM and RH Districts. In addition to the site development standards in BDC Chapter 4.2, the following standards shall apply to multifamily developments of 20 units or more:

C. Housing Mix Standards in the RM District. In order to ensure a mix of housing types that meets the city's overall housing needs, in addition to minimum and maximum density standards in BDC 2.1.600, the

following standards shall apply to developments on any property or combination of properties between three acres and 20 acres in size in the RM District. The standards of BDC 4.5.400(C) apply to properties of 20 acres in size and greater.

1. No more than 50 percent of the total housing units shall be Single-family detached housing.
2. For purposes of meeting this standard, all other listed housing types in Table 2.1.200 shall be considered alternative housing types that may comprise the remaining 50 percent of housing units except for Single-family courtyard housing. Cottage Housing Development in compliance with BDC 4.5.600 shall be considered an alternative housing type.

The proposed housing mix standards above in Section (C) are intended as a way to ensure that the RM zone helps meet the city's overall housing needs without increasing the minimum density for that zone. It applies to developments that are below the 20-acre master planning threshold and are not subject to those standards, but that are at least 3 acres so that there's room to provide a mix of types. The 50% number is suggested based on the assumptions that are built into the modeling work to date – if this standard is met, then the RM zone will achieve the mix assumed in prior modeling work even if the minimum density is not increased.

Chapter 2.3

MIXED-USE ZONING DISTRICTS (ME, MR, AND PO, MU-U, and MU-N)

Sections:

- 2.3.100 Purpose and Applicability.
- 2.3.200 Permitted and Conditional Uses.
- 2.3.300 Development Standards.
- 2.3.400 Building Orientation.
- 2.3.500 Architectural Standards.
- 2.3.600 Special Development Standards for the MR Zone.

2.3.100 Purpose and Applicability.

A. The Mixed-Use Districts are intended to provide a balanced mix of residential and employment opportunities. ~~These mixed-use areas to create focal points of activity in the form of mixed use centers, nodes, or corridors provide a transition between existing urban environments and both existing and future residential developments.~~ The Mixed-Use Districts support service commercial, employment, and housing needs of a growing community. The Mixed-Use District standards are based on the following principles:

- Ensure efficient use of land and public services.
- Create a mix of housing and employment opportunities.
- Provide transportation options for employees and customers and reduce reliance on the automobile.
- Provide business services close to major employment centers.
- Ensure compatibility of mixed-use developments with the surrounding area and minimize off-site impacts associated with development.
- Create economically successful mixed use centers and transit corridors.

The Mixed-Use Districts: Mixed Employment (ME), Mixed-Use Riverfront (MR), ~~and~~ Professional Office (PO), Mixed Use – Urban (MU-U), and Mixed Use – Neighborhood (MU-N) are identified on the City’s official Zoning Map. The districts serve distinctly different purposes as described below.

Zone District	Location and Characteristics
Mixed Employment District (ME)	The Mixed Employment Zone is intended to provide a broad mix of uses that offer a variety of employment opportunities. Where Mixed Employment Districts occur on the edge of the City, their function is more transitional in nature providing service commercial businesses and supporting residential uses in an aesthetic mixed environment. In this instance, when residential units are provided, the units shall be within easy walking distance to the commercial and employment uses.
Mixed-Use Riverfront District (MR)	The Mixed-Use Riverfront District is intended to implement the General Plan policies for the creative redevelopment of mill site properties adjacent to the Deschutes River. It is intended to allow for a mix of uses that: <ul style="list-style-type: none"> • Provide a variety of employment opportunities and housing types; • Foster pedestrian and other non-motor vehicle activity; • Ensure functionally coordinated, aesthetically pleasing and cohesive site planning and design; • Ensure compatibility of mixed-use development with the surrounding area and minimize off-site impacts associated with the development; and • Encourage access to, and enjoyment of, the Deschutes River.
Professional Office District (PO)	The Professional Office Zone is intended to provide for professional offices in locations near arterial or collector streets and to provide a transition of uses between residential areas and other more intensive

Zone District	Location and Characteristics
	zones. Through design standards, the Professional Office Zone is intended to create a mix of high density residential housing, office and service commercial developments that are pedestrian-oriented and provide a positive contribution to the streetscape.
<u>Mixed Use – Urban (MU-U)</u>	<u>The Mixed Use – Urban Zone is intended to provide opportunities for vibrant mixed use centers and districts in areas with high-quality connectivity to and within the area. It is intended to allow for a denser level of development of a variety of commercial and residential uses than in surrounding areas with an emphasis on retail and entertainment uses at the street level. It is intended to provide for development that is supportive of transit by encouraging a pedestrian-friendly environment.</u>
<u>Mixed Use – Neighborhood (MU-N)</u>	<u>The Mixed Use – Neighborhood Zone is intended to provide neighborhood-scaled, pedestrian-oriented mixed use centers and corridors with a range of residential, retail, service, and office uses that are compatible with adjacent development.</u>

B. Applicability. The standards of this chapter apply to all development in the Mixed-Use Zoning Districts. [Ord. NS-2195, 2013; Ord. NS-2016, 2006]

2.3.200 Permitted and Conditional Uses.

**Table 2.3.200
Permitted and Conditional Uses**

A few overall notes for changes to this table: a preliminary set of recommendations on how specific uses should be treated in the MU-U and MU-N zones is shown. In addition, some changes are proposed for the ME zone, since there is some vacant land in the city in the ME zone and it is likely to be used in expansion areas. There is almost no land zoned PO in Bend today, and it is not anticipated to be used in expansion areas, so no changes to the PO zone are proposed. It may ultimately be deleted, but to do so would require amending the Lava Ridge Refinement Plan, which uses the PO zone, and that is beyond the scope of the UGB project. The MR zone is applied to an important area of the city, but it is tailored to that specific area, which has been subject to master planning already, and is not recommended to be used anywhere else. Changes to the MR zone would require more outreach to property owners in that area and are not essential to UGB capacity.

Land Use	ME	MR	PO	<u>MU-U</u>	<u>MU-N</u>
Residential					
<u>Existing Residential Use</u> <i>Suggest adding this, which the commercial zones have, to be clear that existing housing will not become non-conforming even if that housing type is not allowed for new development.</i>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Single family detached dwelling Single-Family Dwelling as a primary use</u> <i>Changed wording to match defined term, and recommending that no new stand-alone single family homes be permitted in the ME zone.</i>	<u>CN</u>	P	C	<u>N</u>	<u>N</u>
<u>Single family detached dwelling Single-Family Dwelling as a secondary use</u> <i>Also recommending that no new single family homes be permitted in the ME zone, even as a secondary use.</i>	<u>PN</u>	P	P	<u>N</u>	<u>N</u>
<u>Attached single-family townhomes* as a primary use</u> <i>Adding attached townhomes as a listed use so that it's clear how they're regulated.</i>	<u>C</u>	<u>P</u>	<u>C</u>	<u>P</u>	<u>P</u>
<u>Attached single-family townhomes* as a secondary use</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Multifamily Residential* as a primary use</u>	C	P	C	<u>P</u>	<u>P</u>

Land Use	ME	MR	PO	MU-U	MU-N
Multifamily Residential* as a secondary use, <u>including as part of a mixed use building</u>	P	P	P	<u>P</u>	<u>P</u>
Temporary Housing* as a secondary use	P	N	P/C	<u>P</u>	<u>C</u>
Commercial					
Retail Sales and Service Suggest using limitations with notes below the table (as was done with draft MMA code amendments) so that it's easier to specify different limitations in different zones.	L [see Subsection (C)(1)]	L [see Subsection (C)(1)]	N	<u>P</u>	L [see Subsection (C)(1)]
• not to exceed 50,000 sq. ft. ground floor	P	P	N		
• not to exceed 75,000 sq. ft. ground floor for ME-zoned property five acres or greater	P	N	N		
Retail Sales and Service (auto dependent*) Suggest making these uses conditional in the ME zone so that that zone becomes somewhat less auto-oriented, while not prohibiting the use entirely.	<u>PC</u>	N	N	<u>N</u>	<u>N</u>
Retail Sales and Service (auto oriented*)	P	N	N	<u>N</u>	<u>N</u>
Restaurants/Food and Beverage Services					
– with drive-through* Suggest making these uses conditional in the ME zone so that that zone becomes somewhat less auto-oriented, while not prohibiting the use entirely.	<u>PC</u>	N	N	<u>N</u>	<u>N</u>
– without drive-through	P	P	P	<u>P</u>	<u>P</u>
Offices and Clinics	P	P	P	<u>P</u>	L [see Subsection (C)(2)]
Conference Centers/Meeting facility associated with a hotel/motel This use is duplicative with the listing under hotels/motels.	C	P	N	<u>P</u>	<u>N</u>
Lodging (e.g., *bed and breakfast inns, hostels, timeshare)	P	P	N	<u>P</u>	<u>P</u>
*Short-Term Rentals	P	P	N	<u>P</u>	<u>P</u>
Hotel/Motels	P	P	N	<u>P</u>	<u>C</u>
– with conference center	P	P	N	<u>P</u>	<u>N</u>
Commercial and Public Parking as primary use Having a public parking lot can help create a park-once district and support reduced parking ratios. Could look at making it permitted subject to limitations or special standards (e.g. no frontage on a collector street, landscaping requirements, require a pedestrian plaza between the street and the parking, etc.) in the new MU-N zone	P	P	C	P/C [see Subsection (C)(3)]	<u>C</u>
Commercial Storage					
– enclosed in building and on an upper story	P	P	N	L [see Subsection (C)(4)]	L [see Subsection (C)(4)]
– not enclosed in building	N	N	N	<u>N</u>	<u>N</u>
– enclosed in building on ground floor (i.e., mini-storage)	P	P	N	<u>N</u>	<u>N</u>
Entertainment and Recreation					

Land Use	ME	MR	PO	MU-U	MU-N
– enclosed in building (e.g., theater)	P	P	C	<u>P</u>	<u>L/C [see Subsection (C)(5)]</u>
– not enclosed (e.g., amusement)	P	C	C	<u>C</u>	<u>N</u>
Wholesale Sales (more than 75% of sales are wholesale)	P	P	N	<u>N</u>	<u>N</u>
Broadcasting Studios and Facilities	P	P	N	<u>P</u>	<u>N</u>
Hospital	P	C	C	<u>C</u>	<u>N</u>
Day Care	P	P	P	<u>P</u>	<u>P</u>
Production Offices	P	P	P	<u>P</u>	<u>N</u>
Public and Institutional					
Government – point of service intended to serve the entire City (e.g., City Hall, main library, main post office, main Department of Motor Vehicles service center)	P	P	C	<u>P</u>	<u>C</u>
Government – branch service intended to serve a portion of the City	P	P	P	<u>P</u>	<u>P</u>
Government – limited point of service (e.g., public works yards, vehicle storage, etc.)	N	N	N	<u>N</u>	<u>N</u>
Parks and Open Space	P	P	P	<u>P</u>	<u>P</u>
Schools					
– pre-school, and primary, secondary <i>Suggesting allowing up to a certain size (e.g. 2 acres) so that small pre-schools and private schools could be allowed without a conditional use permit.</i>	P	P	C	<u>L/C [see Subsection (C)(6)]</u>	<u>L/C [see Subsection (C)(6)]</u>
– colleges and vocational schools	P	P	P	<u>P</u>	<u>C</u>
Clubs and Places of Worship	P	P	P	<u>P</u>	<u>P</u>
*Utilities (above ground)	P	P	P	<u>P</u>	<u>P</u>
Industrial					
Manufacturing and Production	P	P	N	<u>L [see Subsection (C)(7)]</u>	<u>L [see Subsection (C)(7)]</u>
Warehouse	P	P	N	<u>N</u>	<u>N</u>
Transportation, Freight and Distribution	C	C	N	<u>N</u>	<u>N</u>
Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios)	P	P	C	<u>P</u>	<u>C</u>
Industrial Service (e.g., cleaning, repair)	P	N	N	<u>N</u>	<u>N</u>
Miscellaneous Uses					
Wireless and Broadcast Communication Facilities	See BDC Chapter 3.7				

Key to Districts

ME = Mixed Employment
MR = Mixed-Use Riverfront

Key to Permitted Uses

P = Permitted
N = Not Permitted

PO = Professional Office

C = Conditional Use

MU-U = Mixed Use - Urban

L = Limited as specified in subsection (C)

MU-N = Mixed Use - Neighborhood

* Special standards for certain uses subject to BDC Chapter 3.6 and BDC 2.1.900.

C. Limitations. The following limitations apply to those uses identified as “L” in Table 2.3.200.

1. Retail sales and service. Retail sales and service uses are limited in certain mixed use zones as follows:

a. In the MR and MU-N zones, retail sales and service uses shall not exceed 50,000 sq. ft. ground floor.

b. In the ME zone, retail sales and service uses shall not exceed 50,000 sq. ft. ground floor, except that on property five acres or greater retail sales and service uses shall not exceed 75,000 sq. ft.

Subsections (a) and (b) are just a different way of capturing the existing limitations from the use table; the MU-N zone is proposed to have a limit on retail uses as well that matches the MR zone.

2. Offices and clinics. Offices and clinics shall not exceed 15,000 square feet per business.

(2) is based on the draft MMA code language for the 4th street sub-district, and seemed potentially appropriate for the neighborhood-scale mixed use zone generally.

3. Commercial and Public Parking. In the MU-U zone, commercial or public parking in a parking structure shall be permitted. Surface parking lots for Commercial and Public Parking shall require a conditional use permit.

4. Commercial Storage. Commercial storage may be permitted in an enclosed building and on an upper story provided that active uses, such as retail sales and service or Restaurants/Food Services, are provided on at least 50% of the ground floor.

Suggesting the language in (4) as a compromise for these uses to ensure that they don't detract from a vibrant mixed use area while still allowing a use that can support urban living.

5. Entertainment and Recreation. Entertainment and Recreation uses in the MU-U and MU-N zones that are enclosed in a building shall not exceed 50,000 square feet per building without a conditional use permit.

Entertainment and Recreation is not defined in the code, but based on the NAICS code descriptions, it is a rather broad and ambiguous use. Suggesting the limitations in (5) to allow smaller uses, like small movie theaters, arcades, etc. but evaluate larger uses on a case-by-case basis.

6. Schools. Schools – pre-school, and primary, secondary – in the MU-U and MU-N zones shall not exceed a total site size of two acres without a conditional use permit.

7. Manufacturing and Production. Manufacturing and production uses in the MU-U and MU-N zones shall be limited to uses less than 5,000 sq. ft. with a retail outlet.

Subsection (7) parallels the limitation in the CB and CC zones.

2.3.300 Development Standards.

The following table provides the numerical development standards within the Mixed-Use Districts. Additional standards specific to each district follow within a separate section of this chapter.

~~Building setback standards provide building separation for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. Building setbacks are measured from the building foundation to the respective property line.~~

**Table 2.3.300
Mixed-Use District Development Standards**

Standard	ME	MR	PO	MU-U	MU-N
Minimum Front Yard Setback	10 feet	None**	10 feet	<u>None</u>	<u>None</u>
Maximum Front Yard Setback (See Section (A)(1))	10 feet / 80 feet* (see (A)(1)(c) below)	None**	10 feet	<u>10 feet</u>	<u>10 feet</u>
Rear Yard Setback	None / 10 feet (see standards (A)(2) below)	None**	None / 10 feet (see (A)(2) standards-below)	<u>None / 10 feet</u> (see (A)(2) below)	<u>None / 10 feet</u> (see (A)(2) below)
Side Yard Setback	10 feet (see (A)(2) standards-below)	None**	None / 10 feet (see (A)(2) standards-below)	<u>None / 10 feet</u> (see (A)(2) below)	<u>None / 10 feet</u> (see (A)(2) below)
Lot Coverage	50% <u>None</u>	None**	50%	<u>None</u>	<u>None</u>
Building Height (See Section B)	45 feet	45 feet, except within 100 feet from the ordinary high water mark of the Deschutes River where the height is 35 feet **	45 feet	<u>65 feet</u>	<u>45 feet</u>
Minimum Residential Density	<u>Subject to RM zone minimum density (see Section F below)</u>	<u>None</u>	<u>Subject to RM zone minimum density (see Section F below)</u>	<u>Subject to RH zone minimum density (see Section F below)</u>	<u>Subject to RM zone minimum density (see Section F below)</u>
Maximum Density	<u>Subject to RM zone maximum density (see Section F below)</u>	<u>None</u>	<u>Subject to RM zone maximum density (see Section F below)</u>	<u>Subject to RH zone maximum density (see Section F below)</u>	<u>Subject to RM zone maximum density (see Section F below)</u>

* Subject to special standards in BDC 2.3.400

** Subject to special standards in BDC 2.3.600

Lot coverage in ME removed as discussed previously with Employment TAC to allow higher intensity development in that zone (though parking is likely the bigger obstacle).

Added minimum and maximum residential density standards for the mixed use zones to ensure that when housing is allowed on its own or as part of horizontal mixed use that the land used for housing is used efficiently. See details of how density is applied and calculated below in Section (F).

A. Setbacks. Building setback standards provide building separation for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. Building setbacks are

measured from the building foundation to the respective property line. ~~Applicability~~–The setback standards outlined in Table 2.3.300 apply to all new buildings and any building expansion, including primary structures and accessory structures.

Relocated purpose statement from before Table 2.3.300 to above since it is focused only on setbacks.

B1. Front Yard Setbacks. In some of the Mixed Use Districts, buildings are placed close to the street to create a vibrant pedestrian environment, to slow traffic, provide a storefront character to the street, support future transit service, and encourage walking. The setback standards are flexible to encourage public spaces between sidewalks and building entrances (e.g., extra-wide sidewalks, plazas, squares, outdoor dining areas, and pocket parks). The standards also encourage the formation of solid blocks of commercial and mixed-use buildings for walkable Mixed Use Districts.

The commercial zones have the above purpose statement, but mixed use zones did not. Recommend including it here.

4a. General Standards. See Table 2.3.300, Mixed-Use District Development Standards.

b. Maximum Setback Calculation. Where more than one building is proposed on a site, conformance with the maximum setback standard is achieved when no less than 40 percent of the site's frontage on a public or private street is occupied by one or more buildings that conform with the building setback and orientation standards of this chapter. The maximum setback standard may be increased as necessary when an approved usable public space with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area or a public square with seating) is provided between the building and front property line. (See also BDC 2.2.600, Commercial Design Review Standards, and 2.2.700, Pedestrian Amenities, for related building entrance standards.)

The maximum setback calculation above is copied from the commercial zones chapter. Some revisions to this standard may be needed to: (1) clarify applicability and standards for sites with a single building; and (2) re-evaluate whether the standard should be applied as a percentage of the total site frontage (which may be a challenge for large sites or phased development) or as a percentage of the building facade (which does less to ensure a continuous street wall but doesn't penalize sites with parking on the side).

2c. Multiple Frontage Lots. For buildings on sites with more than one frontage or through lots, the minimum front yard setback standards in Table 2.3.300 shall be applied to all street frontages as follows.

i. For corner lots, the maximum setback standards indicated in Table 2.3.300 shall be applied to all street frontages.

ii. For through lots, the maximum setback standards indicated in Table 2.3.300 shall be applied to only one of the frontages; provided, that where the abutting streets are of different street classification, the maximum setback standard shall be applied to the street with the higher classification.

In the ME and PO Zoning Districts, the maximum setback standards indicated in Table 2.3.300 shall be applied to only one of the frontages; provided, that where the abutting streets are of different street classification, the maximum setback standard shall be applied to the street with the higher classification.

Amendments requires buildings to "hold the corner" by placing a building close to both streets on a corner. This is stricter for the ME and PO zones; currently, this is only required at the

intersection of collector and/or local streets. Given how many of the key corridors are minor arterials (e.g. Newport, Galveston), applying this standard at the corner of arterials is important.

~~d. Exceptions to Front Yard Setbacks. The following exceptions apply to ME and PO zoned properties.~~

~~a. Buildings on corner lots at the intersection of collector and/or local streets are encouraged to have an entrance oriented to the street corner. Therefore, the minimum front yard setback specified in Table 2.3.300 shall be met for both the collector and/or local street frontages.~~

Moved the first sentence of (a) to the building entrances section (2.3.400(A)), since it is more relevant to that. Addressed the second sentence under (2), above, since it is more about sites with multiple frontages.

~~i. In the ME and PO zones, When when the street fronting the development does not allow on-street parking, the maximum front yard setback of 80 feet applies. _~~

~~e. When on-street parking is permitted on the street fronting the development, the maximum front yard setback is 10 feet.~~

The fact that the code currently allows buildings in the ME and PO zones, as well as the CL, CC, and CG zones, to set back up to 80 feet from the street when there is no on-street parking is an obstacle to achieving pedestrian-oriented development in these areas. However, in order to avoid creating many non-conforming buildings and to avoid impacting a very large number of property owners who have not been part of the process to date, the Project Team recommends creating a Pedestrian Street Overlay Zone (a draft of which is in progress internally) that can be applied to key areas where more pedestrian-friendly development is desired (e.g. no parking in front, more window requirements, possibly reduced parking standards) and can be linked to streetscape improvements, transit improvements, or other investments.

~~ii. The following items are allowed to encroach into setbacks:~~

- ~~• Canopies, marquees, and awnings.~~
- ~~• Uncovered stairways and wheelchair ramps that lead to the street-facing facade.~~
- ~~• Uncovered decks and stairways that are no more than two and one-half feet above ground.~~
- ~~• Mechanical structures such as heat pumps, air conditioners, and emergency generators are not allowed.~~

Subsection (b) was pulled from the CB zone (2.2.800(L)) and seems relevant to the new mixed use zones.

~~de. Other special setbacks in conformance with BDC 3.4.200(J) may apply.~~

~~2e. Side and Rear Yard Setbacks.~~

Amendments to this section try to draw a distinction between “set back” and “step back” and use those terms consistently – setback to refer to base of building, step-back to refer to upper floors. Step-back should be added to the definitions section in Chapter 1.2. Also recommend including at least one figure.

~~a4. ME, and MR, MU-U and MU-N Zones. There is no rear yard setback required, except when abutting a Residential Zone. In such cases, the rear yard setback is 10 feet, and for all portions of~~

~~the structure less than 35 feet in height. In the ME Zone, portions of the building above 35 feet shall set back subject to step back standards in subsection (D) of this section an additional one foot for each foot the building height exceeds 35 feet.~~

b2. PO Zone. There is no rear yard setback required, except when abutting a Residential Zone. In such cases, the rear yard setback is 10 feet and shall increase by one foot for each one foot the building height exceeds 25 feet.

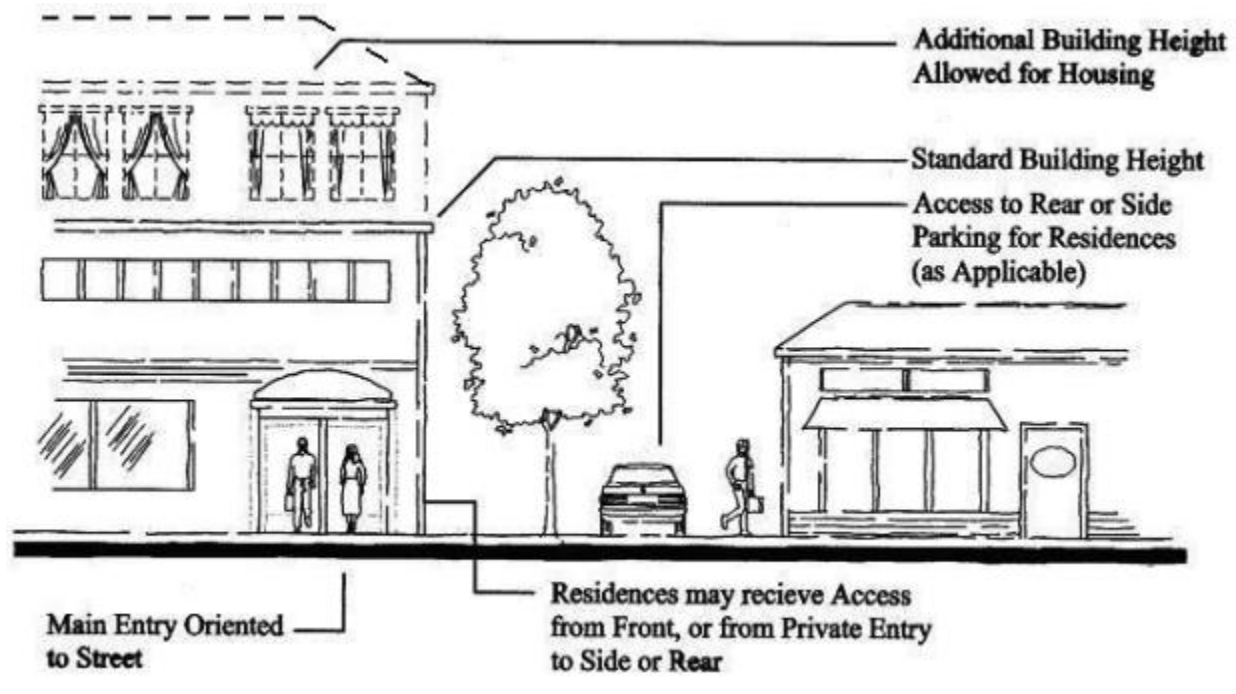
c3. When a public alley abuts a side or rear yard of property within the PO or ME Zones, the width of the alley can be included in the additional setback calculation as described in subsections (C)(1) and (2) of this section for the purpose of offsetting the impacts of the building height over 35 feet. The alley does not eliminate the required 10-foot building setback.

The provision above relating to alleys is confusing and may need further revisions.

B. Height. All buildings in the Mixed Use Districts shall comply with the height standards contained in Table 2.2.400 except as described below or in compliance with a variance approval.

1. Height Bonus for Vertical Mixed Use. In the MU-U and MU-N zones the maximum height may be increased by 10 feet above the maximum allowed height when residential uses are provided above the ground floor ("vertical mixed use"), except for buildings abutting a residential zone. The building height increase for residential uses applies only if the top floor is residential and does not apply to buildings that have variance approval to exceed the permitted height.

Figure 2.3.400 – Building Height Diagram (Residential Exception)



The vertical mixed use height bonus above is copied from the commercial zones as an incentive for vertical mixed use. It could potentially be increased to 12' to allow for higher ceilings while still effectively allowing one additional story.

2. Height Bonus for Affordable Housing. An increase in building height not to exceed 10 feet above the height of the underlying zone may be allowed for multifamily housing when the additional units gained by the height increase are affordable housing units, except for buildings abutting a residential zone. This shall not be combined with the increase in building height for vertical mixed use under subsection (1) above.

The affordable housing height bonus above is copied from the residential zones as an incentive for to provide affordable housing. It will have little applicability for mixed use buildings, since it cannot be applied in addition to the vertical housing bonus above, but it would be applicable to stand-alone multifamily development. It could potentially be increased to 12' to allow for higher ceilings while still effectively allowing one additional story.

3. Building Height Step-backs in the MU-U Zoning District.

a. Where portions of a building's street-facing facade are higher than 45 feet, 60 percent of the street-facing facades higher than 45 feet must step back one foot from the street-facing property line for every one foot that the building exceeds 45 feet in height, with a minimum step-back of 10 feet and a maximum step-back of 15 feet. The required step-back may be reduced by one foot for each foot below the 45-foot height level that the step-back begins, e.g., for a building that begins its step-back at the 35-foot height level (10 feet below what is required) the required step-back can be reduced by 10 feet.

a. A reduction to the building height step-backs can be made for buildings that designate 25 percent of all residential units as affordable housing units (defined as 100% of the area median income). In those cases, where portions of a building are higher than 45 feet, 60 percent of the street-facing facades higher than 45 feet must step back one foot from the street-facing property line for every one foot that the building exceeds 45 feet in height, with a minimum step-back of 5 feet and a maximum step-back of 10 feet.

Step-back requirements above pulled from draft MMA code text. These step-backs apply on the front of the building, stepping back from the front lot line, to reduce the impression of height from the sidewalk.

4. Building Height Step-backs abutting a residential district. In the ME, MU-U, and MU-N Zoning Districts, portions of the building subject to subsection (B) of this section that exceed 35 feet in height shall step back one foot from side or rear lot lines abutting a residential district for each foot the building height exceeds 35 feet.

Step-back requirements above are based on the current step-back requirements in the ME zone. These step-backs apply on the back and/or sides of a building where the side or rear lot line abuts a residential district.

C. Residential Density. The following density standards apply to all new developments and subdivisions for residential uses in the Mixed Use Districts. The density standards are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the General Plan.

1. ME, PO, and MU-N Zoning Districts. The minimum and maximum residential density standards of the RM zone shall apply to any portions of the development where ground-floor residential uses are proposed.

2. MU-U Zoning District. The minimum and maximum density standards of the RH zone shall apply to any portions of the development where ground-floor residential uses are proposed.

3. There is no minimum or maximum residential density standard for "vertical" mixed use in a Mixed Use Zone. Maximum residential density shall be controlled by the applicable lot coverage and building height standards.

The proposed residential density standards are intended to make sure that land in mixed use zones is not squandered for low-density residential uses. Since there are currently no upper limits on residential density in the mixed use zones either, it also helps make clear what scale of residential development will be allowed in the mixed use zones.

D. Other Requirements.

1. Buffering. A 10-foot-wide landscape buffer is required along the side and rear property lines between nonresidential uses and any adjacent Residential Districts. The buffer is not in addition to (may overlap with) the side and rear setbacks required in subsection (C) of this section. The buffer shall provide landscaping to screen parking, service and delivery areas and walls without windows or entries. The buffer may contain pedestrian seating but shall not contain trash receptacles or storage of equipment, materials, vehicles, etc. The landscaping standards in BDC Chapter 3.2, Landscaping, Street Trees, Fences and Walls, provide other buffering requirements where applicable.

Amended (1) so that the buffer can be provided within the 10' setback, because there is not much sense in requiring a 20' total setback, with landscaping in half of it.

2. Outdoor and rooftop mechanical equipment as well as trash cans/dumpsters shall be architecturally screened from view. Heating, ventilation and air conditioning units shall have a noise attenuating barrier to protect adjacent Residential Districts from mechanical noise.

3. Building and Fire Codes. All developments shall meet applicable fire and building code standards. Larger setbacks than those listed above may be required due to the proposed use and/or storage of combustible materials. [Ord. NS-2251, 2015; Ord. NS-2195, 2013; Ord. NS-2016, 2006]

2.3.400 Site Layout and Building Orientation.

In addition to the site layout and building orientation standards of BDC 2.2.500, all of the following standards shall apply to new and expanded development within the Mixed-Use Districts, unless otherwise specified in this code, in order to reinforce streets as public spaces and encourage alternative modes of transportation, such as walking, bicycling and future transit.

~~A. Building Entrances. All buildings shall have an entrance(s) visible or oriented to a street. "Oriented to a street" means that the building entrance faces the street, or is visible to the street and connected by a direct and convenient walkway. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyards. Streets used to comply with this standard may be public streets or private streets and shall contain sidewalks and street trees, in accordance with the standards in BDC Chapter 3.0.~~

Struck text was duplicative with BDC 2.2.500 and is unnecessary.

~~AB.~~ Walkway Connections. Walkways may be installed in setbacks as necessary to provide direct and convenient pedestrian circulation between developments and neighborhoods. Walkways shall conform to the standards in BDC Chapter 3.1, Lot, Parcel and Block Design, Access and Circulation.

~~BC.~~ Parking. In the MU-U and MU-N zones, ~~P~~parking and maneuvering areas shall be prohibited between the street and the building. In the ME and PO zones, ~~p~~arking and maneuvering areas shall be prohibited between the street and the building when on-street parking is allowed on the street fronting the development property. Parking shall be provided in conformance with BDC Chapter 3.3. [Ord. NS-2195, 2013; Ord. NS-2016, 2006]

As with the allowance for an 80' front setback, the fact that the code currently allows buildings in the ME and PO zones, as well as the CL, CC, and CG zones, to site parking in front when there is no on-street parking is undesirable for pedestrian-oriented areas. It is not applied to the new mixed use zones. However, in order to avoid creating many non-conforming buildings and to avoid impacting a very large number of property owners who have not been part of the process to date,

the Project Team recommends creating a Pedestrian Street Overlay Zone (a draft of which is in progress internally) that can be applied to key areas where more pedestrian-friendly development is desired (e.g. no parking in front, more window requirements, possibly reduced parking standards) and can be linked to streetscape improvements, transit improvements, or other investments.

2.3.500 Architectural Standards.

All developments in the Mixed-Use Districts shall be subject to Commercial Design Review, BDC 2.2.600, or BDC 2.1.900, Architectural Design Standards for multifamily residential uses, as applicable, and be reviewed for conformance with the standards in subsections (A) and (B) of this section unless otherwise specified in this code.

A. Building Mass. Where building elevations are oriented to the street, architectural features, such as windows, pedestrian entrances, building offsets, projections, detailing, a change in materials or similar features, shall be used to break up and articulate large building surfaces and volumes greater than 50 linear feet in length. A minimum of 15 percent of the horizontal building facade shall contain a variety of architectural features.

B. Pedestrian-Scale Building Entrances. Recessed entries, canopies, and/or similar features shall be used at the entries to buildings in order to create a pedestrian scale

Chapter 3.6

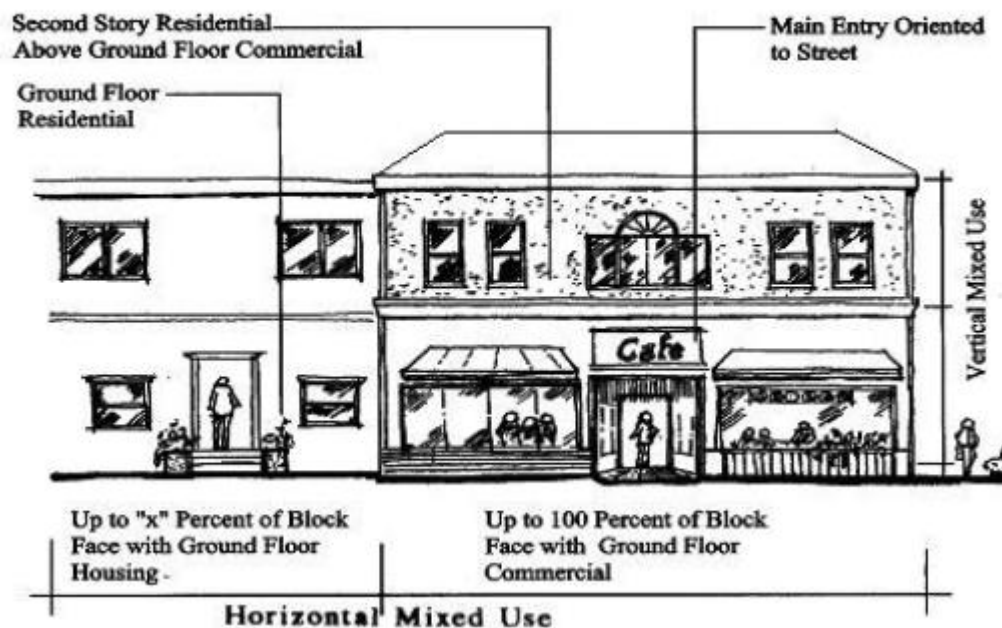
SPECIAL STANDARDS AND REGULATIONS FOR CERTAIN USES

3.6.200 Residential Uses.

I. Residential Uses within Commercial Districts. Residential uses, such as multifamily housing, are encouraged adjacent to employment, shopping and services. All residential developments shall comply with subsections (I)(1) through (5) of this section, which are intended to guide mixed-use development; conserve the community's supply of commercial land for commercial uses; provide for designs which are compatible with a storefront character; avoid or minimize impacts associated with traffic and parking; and ensure proper management and maintenance of common areas. Residential uses that existed prior to the effective date of the ordinance codified in this chapter are considered permitted uses and not a nonconforming use.

Figure 3.6.200.I

Residential Development in Commercial Districts



Note: the example shown above is meant to illustrate required building design elements, and should not be interpreted as a required design style.

1. Mixed-Use Development. Residential uses shall be permitted in Commercial Districts only when part of a mixed-use development (residential with commercial or public/institutional use). Both "vertical" mixed-use (housing above the ground floor), and "horizontal" mixed-use (housing on the ground floor) developments are allowed, subject to the following standards in subsections (I)(2) through (5) of this section.
2. Limitation on Street-Level Housing.

a. Central Business District. Ground-floor residential uses on street frontages are prohibited except ground-floor entrances or breezeways are permitted for housing located above or behind a nonresidential storefront use.

b. Other Commercial Districts. On arterial and collector street frontages in other Commercial Zoning Districts, ground-floor residential uses shall be limited to 25% of the street frontage on each block, except ground-floor entrances or breezeways for housing located above or behind a nonresidential storefront use.

Sets a limit on residential uses on key street frontages in commercial zones in order to preserve the most visible and desirable commercial locations for primarily commercial uses. (Does not apply in Mixed Use Districts.)

3. Density. There is no minimum or maximum residential density standard for “vertical” mixed use in a Commercial Zone. Maximum residential density shall be controlled by the applicable lot coverage and building height standards. For “horizontal” mixed use, the minimum residential density in a Commercial Zone shall be 12 units per acre for the portion of the site dedicated to housing on the ground floor, excluding land used for right-of-way.

Sets a minimum density for ground-floor housing to ensure land is used efficiently in commercial zones. (Does not apply in Mixed Use Districts – density regulated differently for those zones because stand-alone residential is also allowed.)

5. The commercial uses shall occupy at least 20 percent of the total floor area of the development, or the floor area equivalent to the entire ground-floor area of the development, whichever is greater. The commercial uses shall be constructed prior to or concurrently with the residential uses.

Chapter 4.5
MASTER PLANNING AND DEVELOPMENT ALTERNATIVES

4.5.300 Master Planned Developments.

CDD is in the process of revising this section of code. The amendments shown below to subsection (A) are a working draft for UGB-project recommendations. They attempt to address the desire for a “two-track” system for large residential developments and also extend applicability to large sites in UGB expansion areas. Further revisions and refinements will likely be needed to streamline this section and refine applicability for non-residential developments that are not UGB expansion areas. For example, these requirements could pose an obstacle to siting a large-lot industrial use because of the time and discretionary process required.

A. Applicability.

1. The A Master Planned Development designation in conformance with this section may be applied over approved in any of the City’s land use districts for any property or combination of properties three acres or greater in size.

2. For projects consisting of one or more properties under common ownership totaling 20 acres or larger at the date of adoption of this code, a Master Neighborhood-Planned Development Plan shall be is required in conformance with BDC 4.5.400, Master Planned Neighborhood Development. this section when any of the following are true:

a. The properties are entirely within one or more residential zoning districts or General Plan designations and the applicant is seeking changes to one or more of the development standards contained in this code.

b. The properties include land within one or more Commercial, Mixed Use, Industrial, or Public Facilities zoning districts or General Plan designations.

c. The properties are inside the UGB but not yet annexed into the City of Bend and are identified for master planning in the Bend Area General Plan.

B. Review and Approval Process.

1. Review Steps. There are three required steps for Master Planned Development approval:

a. Step 1 – the approval of a concept development plan. The concept development plan shall include an area plan that depicts the development site concept including the surrounding area within 500 feet, and a facilities plan for sewer, water and transportation, and park facilities;

b. Step 2 – the approval of a tentative development plan. A tentative development plan shall identify the final proposed location of all lots, tracts, parcels, open space, rights-of-way, building envelopes, zoning designations and other features; and

c. Step 3 – the approval of preliminary subdivision plat(s) and/or site development review application(s).

2. Approval Process. A Master Planned Development seeks to change one or more of the development standards contained in this code, the configuration of underlying zoning and/or Bend Area General Plan designations. Therefore, a Master Planned Development concept plan application shall be reviewed using the Type III procedure in accordance with BDC Chapter 4.1, Development Review and Procedures. Modifications to the location and arrangement of zoning and/or General Plan designations on the Master Planned Development site or sites that retain the same total acreage of each zone and General Plan designation in order to achieve the planning objectives described in the General Submission Requirements may be processed through a Master Planned Development

concept plan application. All other changes to plan designations and/or zones require a plan amendment and/or zone change in conformance with BDC Chapter 4.6, which may be processed prior to, or concurrently with, the Master Planned Development.

The amendments proposed to subsection (B)(2) above are intended to clarify that the Master Planned Development does not exempt a project that is seeking to deviate from the adopted zoning or plan designations from compliance with the plan amendment / zone change standards and approval criteria, which include consistency with the Statewide Planning Goals and General Plan policies, and demonstration of adequate facilities and services. Ideally, the master plan would provide a somewhat streamlined path for developments that are seeking only to modify the way designations are arranged on the property but not the designations themselves or the amount of each applied to the property. Accomplishing this may take more work and refinements.

The tentative development plan may be reviewed using the Type II procedure in accordance with BDC Chapter 4.1, Development Review and Procedures, and shall ensure substantial compliance with the approved/proposed MPD concept development plan.

In order to expedite the process, the review steps, notification and hearings may be combined. The applicant shall submit an application in conformance with the following provisions:

- a. The Master Planned Development shall include, but not be limited to, the informational requirements of BDC 4.3.200, General Requirements, as well as the following elements:
 - i. Existing and planned major street network plans, including proposed arterial, collector and local street alignments within the master planned area and where the streets will connect with the existing street system.
 - ii. Existing and planned water and sewer facilities to serve the master planned area, including line sizes, general location or routes and how the lines will tie into adjacent areas and facilities.
 - iii. Existing and planned pedestrian, trail, and bicycle corridors within the master planned area and where these facilities will connect with existing facilities.
 - iv. Public and/or private parks, open space or common areas.
 - v. Planned densities and types of uses within the affected area.
 - vi. A written narrative that explains or describes:
 - (A) How the proposed water, sewer and street system will be adequate to serve the size and type of development and uses planned for ~~this~~the area;
 - (B) How the location and sizing of water and sewer facilities on site will be consistent with the existing and planned facilities;
 - (C) How adequate water flow volumes will be provided to meet fire flow and domestic demands; and
 - (D) The function and location of any private utility system.
 - vii. Draft Development Code text in a format prescribed by the City, which provides special development standards intended to implement the proposed MPD.
- b. No application for a Master Planned Development shall be approved unless the applicant can explain in a written narrative how the following requirements are met:

The requirements below are effectively approval criteria, and could be moved to that section for the sake of clarity as part of CDD's amendments to this section.

- i. The MPD contributes to orderly development and land use patterns in the area, will be compatible with adjacent developments and will not adversely affect the character of the area.
- ii. The MPD will not create excessive demand on public facilities and services required to serve the development.
- iii. The MPD contributes to the orderly development of the Bend area transportation network of roads, bikeways, and pedestrian facilities as required by the Transportation Systems Plan, and does not conflict with existing public access easements within or adjacent to the development.
- iv. The MPD provides for the preservation of natural features and resources such as streams, lakes, natural vegetation, designated areas of special interest, and other natural resources to the maximum degree practicable. Preservation shall be considered impracticable when it would prevent development of public streets, public utilities, needed housing or land uses permitted by the applicable land use district. The term **prevent** in this standard means that the development cannot be designed to avoid the significant tree(s). An inability to achieve maximum permitted density by complying with this subsection shall not in itself be considered to prevent development.
- v. The MPD conforms to the Bend Area General Plan Map, the amendments to the General Plan Map retain the same total area of all general plan designations on the subject site, or amendments to the General Plan Map, text or policies shall be proposed and approved as part of the Master Planned Development plan in conformance with BDC Chapter 4.6.

C. Applicability of BDC Title 3, Design Standards. The development standards of BDC Title 3 apply to all Master Planned Developments, unless otherwise specified as part of a MPD concept proposal.

1. Concept Development Plan Submission.

- a. General Submission Requirements. The applicant shall submit an application containing all of the general information required for a Type II or III procedure, as governed by BDC Chapter 4.1, Development Review and Procedures. In addition, the applicant shall submit the following information:
 - i. A statement of planning objectives to be achieved by the Master Planned Development through the particular approach proposed by the applicant. This statement should include a description of the character of the proposed development and the rationale behind the assumptions and choices made by the applicant.
 - ii. A concept schedule indicating the approximate dates when construction of the Master Planned Development and its various phases are expected to be initiated and completed.
 - iii. Narrative report or letter documenting compliance with the applicable approval criteria contained in this code.
 - iv. Special studies or reports prepared by qualified professionals may be required by this code, the City Planning Director, Planning Commission or City Council to determine potential traffic, geologic, noise, environmental, natural resource and other impacts, and required mitigation.
- b. Additional Information. In addition to the general information described above, the concept development plan application shall include the following exhibits and information:

- i. Site analysis map, as defined in BDC 4.2.300, Design Review;
- ii. Conceptual site plan (e.g., general land use, building envelopes, circulation, open space, utility connections, and other information necessary to convey the concept plan);
- iii. Grading concept plan (for hillside or sloping properties, or where extensive grading is anticipated);
- iv. Landscape concept plan and tree preservation plan in accordance with BDC Chapter 3.2;
- v. Architectural concept plan (e.g., information sufficient to describe architectural styles, building heights, and general materials);
- vi. Sign concept plan (e.g., locations, general size, style and materials of signs);
- vii. Copies of all existing covenants and restrictions, and general description of proposed restrictions or covenants (e.g., for common areas, access, parking, etc.);
- viii. Facilities plan showing how the planned development will be served by streets, sewer and water.
- ix. General Plan Map compliance analysis which explains how plan designation acreages in the General Plan Map which exist on the subject site or sites prior to the Master Plan Development with their minimum and maximum residential density ranges are implemented through the Concept Development Plan, unless a plan amendment and zone change is being processed concurrently with the Concept Development Plan.

2. Concept Development Plan Approval Criteria. The applicant shall submit a narrative and plans detailing how the following criteria are satisfied. The City shall make findings demonstrating that all of the following criteria are satisfied when approving, or approving with conditions, the concept plan. The City shall make findings demonstrating that one or all of the criteria are not satisfied when denying an application:

- a. Bend Area General Plan. All relevant provisions of the Bend Area General Plan and General Plan Map designations are met except as proposed to be modified by the applicant in conformance with the submittal requirements and criteria of subsection (B)(2) of this section.
- b. Land Division Chapter. All of the requirements for land divisions, as applicable, shall be in conformance with BDC Chapter 4.3, Subdivisions, Partitions, Replats and Property Line Adjustments; except as proposed to be modified by the applicant in conformance with subsection (B)(2) of this section.
- c. Applicability of BDC Chapters 2.0 and 3.0. All of the land use and design standards contained in BDC Chapters 2.0, Land Use District Administration, and 3.0, Development Standards Administration, are met, except as proposed to be modified by the applicant in conformance with subsection (C)(1) of this section.

Note: the open space standards below in (d) and (e) are somewhat vague and confusing, and may be amended as part of CDD's update to this section.

- d. Requirements for Open Space. Public and private open space within a development is highly encouraged as a public benefit. Open space in addition to that required under other sections of this code, consistent with the purpose of this chapter, shall be designated within a Master Planned Development when:
 - i. The Master Planned Development area is 40 acres or greater; or

- ii. The applicant is seeking exceptions to Bend Area General Plan, zoning designations or the standard Development Code provisions and/or density.
- e. Standards for Open Space Designation. The following standards shall apply:
 - i. The open space area shall be shown on the concept development plan and recorded with the final plat or separate instrument; and
 - ii. The open space shall be conveyed in accordance with one of the following methods:
 - (A) By dedication to the Park District or City as publicly owned and maintained open space. Open space proposed for dedication to the Park District or City must be acceptable with regard to the size, shape, location, improvement, environmental condition, and budgetary and maintenance abilities;
 - (B) By leasing or conveying title (including beneficial ownership) to a corporation, owners association or other legal entity. The terms of such lease or other instrument of conveyance must include provisions (e.g., maintenance, property tax payment, etc.) suitable to the City.
- f. Standards for Approval. In granting approval for a Master Planned Development concept development plan the applicant must demonstrate that the proposal is consistent with the criteria for land division approval in BDC 4.3.300, Tentative Plan.
- g. Applicability of Master Planned Neighborhood Standards. For Master Planned Developments that include residential zoning districts or General Plan designations and those that include mixed use zoning districts or General Plan designations where residential uses are proposed, the standards of BDC 4.5.400 are met.

New text above attempts to clarify the relationship between section 300 and section 400 and make clear that the standards in section 400 must be met for residential master plans. Ultimately, it may be preferable to explore opportunities to consolidate and streamline these sections rather than having multiple sections devoted to master planning in different situations.

- gh. Additional Approval Criteria for Master Planned Development Applications. A recommendation or a decision to approve, approve with conditions or to deny an application for a MPD application shall be based on the criteria listed in BDC 4.6.300(B), Criteria for Quasi-Judicial Amendments.
- D. Administrative Procedures.
1. Land Use District Map Designation. After a Master Planned Development concept development plan and tentative development plan have been approved, the approved Master Planned Development designation for the subject development site shall be shown on a map maintained by the City that illustrates the location of approved Master Planned Developments and the approved MPD overlay text will be added to BDC Chapter 2.7 as a new planned district.

As a condition of approval, the applicant shall record a deed restriction on the subject properties and all future lots and parcels created, noting inclusion in the approved Master Planned Development area.
 2. Time Limit for Filing a Tentative Development Plan. Within three years after the date of approval of the concept plan, the applicant or his or her successor shall prepare and file with the City a tentative development plan, in conformance with the requirements of this chapter. If the tentative development plan is not submitted within three years, the Master Planned Development concept plan shall expire.

3. Extension. The City shall, upon written request by the applicant and payment of the required fee, grant a written extension of the approval period not to exceed one year; provided, that all of the following are satisfied:

- a. No changes have been made on the original conceptual development plan as approved;
- b. There have been no changes to the applicable Bend Area General Plan policies and ordinance provisions on which the approval was based.

4. Tentative Development Plan Submission Requirements. The applicant shall submit an application for a tentative development plan. The contents of the application information shall be determined by the conditions of approval for the concept development plan. At a minimum, the tentative development plan shall identify the final proposed location of all lots, tracts, parcels, open space, rights-of-way, building envelopes and other features, prior to approval of a development permit (e.g., Land Division, Development Review, Site Development Review, etc.). The tentative development plan shall be reviewed using a Type II procedure in conformance with BDC Chapter 4.1, Development Review and Procedures.

5. Tentative Development Plan Approval. The City shall approve the tentative development plan upon finding that the final plan conforms to the concept plan and all required conditions of approval. Minor changes to the approved concept development plan may be approved with the tentative development plan, if consistent with all of the site development review standards set forth in this code and the following criteria:

- a. Increase or decrease of residential densities or lot coverage relative to that approved in the Concept Development Plan by no more than 15 percent, when such change conforms to the Bend Area General Plan and its density ranges and the minimum density standards of BDC 4.5.400(C);
- b. A reduction to the amount of open space or landscaping relative to that approved in the Concept Development Plan by no more than 10 percent, when such change conforms to the standards of this section and BDC 4.5.400(C);
- c. An increase in lot coverage by buildings or changes in the amount of parking relative to that approved in the Concept Development Plan by no more than 15 percent. Greater changes require approval of a modification in conformance with BDC Chapter 4.1, Development Review and Procedures;
- d. No change in land use shall be permitted without approving a modification to an approved concept development plan in conformance with BDC Chapter 4.1, Development Review and Procedures;
- e. No change that places development within environmentally sensitive areas including ASIs or areas subject to a potential hazard shall be approved without approving a modification to an approved concept development plan in conformance with BDC Chapter 4.1, Development Review and Procedures;
- f. The location of buildings, proposed streets, parking lot configuration, utility easements, landscaping or other site improvements shall be as proposed on the concept development plan, or as modified through conditions of approval. Changes in the location or alignment of these features by more than 50 feet shall require approval of a modification, in conformance with BDC Chapter 4.1, Development Review and Procedures; and
- g. Other changes made to the approved concept development plan shall require approval of a modification, in conformance with BDC Chapter 4.1, Development Review and Procedures.

6. Development Review and Building Permit Approvals. Upon receiving tentative development plan approval, the applicant may apply for one or more development reviews (e.g., Land Division,

Development Review, Site Development Review, etc.). Building permits shall not be issued until all required development permits have been issued and appeal periods have ended.

- a. Development Review. BDC Chapter 4.2, Site Plan Review and Design Review, applies to developments requiring Site Development Review or Architectural Design Review. BDC Chapter 4.3, Subdivisions, Partitions, Replats and Property Line Adjustments, applies to land divisions (partitions and subdivisions). [Ord. NS-2229, 2014; Ord. NS-2016, 2006]

4.5.400 Master Planned Neighborhoods Development. (Trying to improve clarity so it sounds less like Master Planned Development)

The purpose of this section is to ensure the development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. The intent is to minimize traffic congestion, urban and suburban sprawl, infrastructure costs, and environmental degradation, particularly as new development takes place on large parcels of land.

A. Applicability. This section applies to all properties comprised of one or more lots, parcels, and/or tracts under common ownership that total 20 acres or larger in any residential zoning district or General Plan designation or any mixed use zoning district or General Plan designation when residential uses are proposed which totals 40 acres or larger at the date of this code adoption.

B. Master Plan Required.

These amendments attempt to create a “two-track” system that allows certain projects to avoid the Type III discretionary review process if they are not seeking flexibility from the standards of this section or other parts of the code.

1. Type II Master Planned Neighborhoods. Projects that comply with the Bend Area General Plan designation(s) and zoning and applicable code standards are subject to the required design elements in Section (C), but are not subject to the Master Planned Developments procedures or standards in BDC 4.5.300.

2. Type III Master Planned Neighborhoods. ~~Prior to land division approval, a master plan shall be prepared for~~ For all properties, lots, parcels and/or sites meeting the criteria in subsection (A) of this section where the project seeks to change one or more of the development standards contained in this code or the location and arrangement of zoning and/or General Plan designations on the Master Planned Development site or sites, a master plan shall be prepared prior to development approval. Master plans shall follow the procedures in BDC 4.5.300, Master Planned Developments. A master plan ~~may is not be~~ required if a Special Planned District has been adopted for the subject area. Type III Master Planned Neighborhoods shall also be subject to the standards of this section.

C. Land Use and Design Standards. Master Planned Neighborhoods ~~Developments shall be evaluated based on the criteria in BDC 4.5.300, Master Planned Developments,~~ and shall include the following design elements:

1. All lots have access to active or passive recreational areas or uses by walking or bicycling a distance not greater than one-fourth mile as measured ~~s~~ along an existing or proposed trail or sidewalk route. Such areas or uses may include natural open space and developed and maintained park land located within adjacent neighborhoods. Trails or trail corridors are not to be considered as a recreational use/open space for the purpose of meeting this requirement.

2. All lots have ~~easy~~ access to neighborhood commercial services by walking or bicycling a distance not greater than one-fourth mile as measured along an existing or proposed sidewalk or pedestrian route. Such neighborhood commercial uses may be provided outside the boundaries of the proposed master planned neighborhood within adjacent neighborhoods or Commercial Districts.

Previous recommendations related to minimum density for master plan neighborhoods focused on a single standard for minimum density for master plan sites. On further reflection, the team

recommends tailoring the minimum density and the housing mix standards to the zone – a one size fits all approach will be challenging when the RS zone can easily hit the upper end of the density range but that's not true for RH. See specific recommendations below.

3. The neighborhood shall ~~consist of~~ provide a diverse mix of housing types to ~~achieve and achieve~~ efficient minimum housing densities regardless of the total number of ~~actual~~ acres developed with housing. Minimum densities are calculated based on the total acres in each residential plan designation, excluding sensitive lands. For mixed use plan designations, minimum densities shall be calculated based on the total acres with ground-floor residential uses. For purposes of meeting the housing mix standards below, all listed housing types in Table 2.1.200 shall be considered alternative housing types except for Single-family detached housing and Single-family courtyard housing. Cottage Housing Development in compliance with BDC 4.5.600 shall be considered an alternative housing type. Minimum standards by zone are as follows:

a. RS General Plan Designation or Zone: at least 60-80 percent of the maximum gross density of the RS General Plan designation/zone, with single-family detached housing comprising no more than 80% of the total housing units and alternative housing types comprising at least 20% of total housing units. designated within the underlying zone regardless of the total number of actual acres developed with housing. Density shall be calculated by multiplying the maximum density allowed in the underlying zones by the gross area of the property. (Example: RS Zone has a maximum density of 7.3 units per acre x 40 gross acres = 292 dwelling units.) In addition, the area developed with housing shall not exceed 110 percent of the allowable density for the developed acreage. In the example above, if only 36 acres of the 40 acres were developed in housing, the total housing allowed on the 36 acres would be 289 dwelling units instead of the entire 292 units.

b. RM General Plan Designation or Zone: at least 60 percent of the maximum gross density of the RM Plan designation/ zone, with single-family detached housing comprising no more than 33% of the total housing units and alternative housing types comprising at least 67% of total housing units. This standard supersedes the housing mix standard for the RM zone in BDC 2.1.1000(C).

c. RH and MU-U General Plan Designations or Zones: the minimum density of the RH General Plan designation/ zone applies. If flexibility is sought through the Master Planned Development process to allow single-family detached housing in the RH zone, in no case shall such housing comprise more than 10% of total housing units.

d. ME and MU-N General Plan Designations or Zones: at least 60 percent of the maximum gross density of the RM Plan designation/ zone. There is no standard for housing mix, provided that the permitted housing types for the Master Plan Development are consistent with the base zone or plan designation. If flexibility is sought through the Master Planned Development process to allow single-family detached housing, in no case shall such housing comprise more than 10% of total housing units.

e. MU-U General Plan Designations or Zones: the minimum density of the RH General Plan designation/ zone applies. If flexibility is sought through the Master Planned Development process to allow single-family detached housing in the MU-U zone, in no case shall such housing comprise more than 10% of total housing units.

The Mixed Use zone standards above tie to the proposed minimum and maximum density for residential uses in those zones in Table 2.3.300, but since new SFD housing is proposed to be prohibited in the three mixed use zones listed above, the housing mix is less of an issue.

4. Land needed for public use (e.g., schools, parks, fire stations, and other facilities) shall be designated on the master plan, in accordance with the City of Bend, Bend Metro Parks and Recreation District, Bend La_Pine School District Sites and Facility Plans.

5. The neighborhood shall contain at least 10 percent of the gross area as public space such as parks, pavilions, squares and plazas to encourage public gatherings.

6. The neighborhood shall provide ~~easy access~~ convenient multi-modal connections to regional employment, shopping and service located outside of the proposed neighborhood by providing opportunities for multi-modal transportation (e.g., transit nodes, multi-use pathways and trails). Existing and planned trail systems adjoining the Master Planned Neighborhood shall be continued through the entire Master Planned Development based on the most recent adopted Bend Parks and Recreation District trails master plan.

7. The required neighborhood design elements shall be included in all Neighborhood Development Master Plans unless it can be proven that the abutting and/or adjacent developed lands include the elements necessary to meet the intent of this section. Adequate proof shall include studies, demographics, and other suitable information in order to provide the City with factual data to support findings for approval. The expense for supplying the proof shall be borne solely by the property owner or applicant. The proof shall provide reliable evidence that the adjacent and/or abutting properties contain the elements necessary to create or complement the proposed neighborhood.

D. Implementation. Upon approval of a Neighborhood Development Master Plan, the development shall follow the land division procedures in BDC Chapter 4.3, and the Site Design Review procedures in BDC Chapter 4.2, as applicable. Any modifications to the approved master plan shall be subject to the standards and procedures in BDC Chapter 4.1, Development Review and Procedures. [Ord. NS-2016, 2006]

DRAFT EFFICIENCY MEASURES CODE AMENDMENTS ATTACHMENT C: DENSITY EXAMPLES



Density Examples: Subdivisions & Residential Buildings

Residential TAC Meeting #12

November 19, 2015

Angelo Planning Group & Fregonese Associates Inc.

Williamsburg Park

(4.0 DU/ac gross)



- Location: Boyd Acres near Morningstar in NE
- Zoning: RS
- Total size: 7.88 acres gross
- Total units: 32
- Lot sizes & housing types: SFD - 5,000 to 12,000 sf lots
- 2.16 acres ROW (27%), no parks
- Gross density: 4.0 units/acre
- Net density: 5.6 units/acre



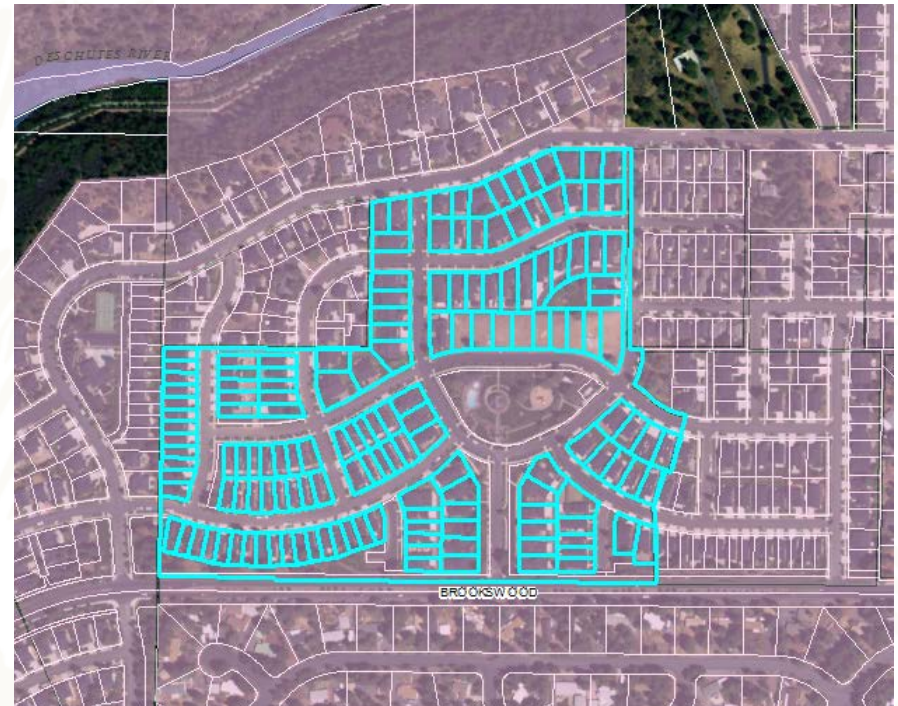
Aspen Rim

(4.6 DU/ac gross)



- Location: South Bend, north of Brookwood
- Zoning: RS
- Total size: 32.2 acres
- Total units: 148 existing + 7 vacant lots = 155 units at buildout
- Lot sizes & housing types: SFD – 3,000 to 10,000 sf lots
- 13.4 acres open space & ROW (42%)
- Gross density*: 4.8 units/acre
- Net density*: 8.2 units/acre

*At buildout



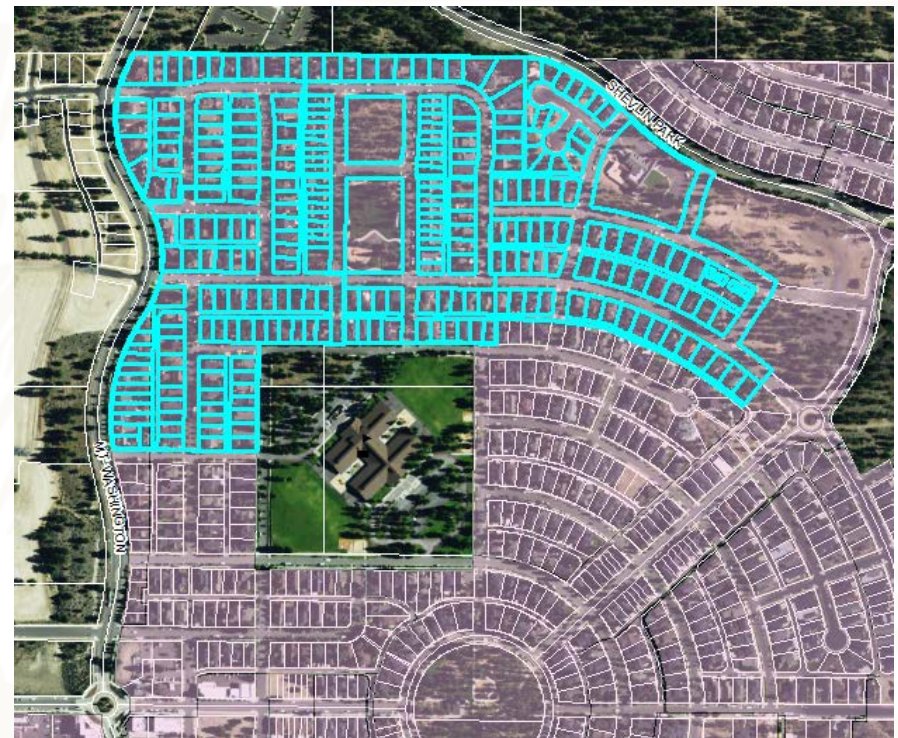
Northwest Crossing, Phases 2-6

(5.0 DU/ac gross)



- Location: NW, in Northwest Crossing
- Zoning: RS
- Total size: 63.6 acres
- Total units: 284 (+24 in process + 9 vacant lots = 317 future units)
- Lot sizes & housing types: SFA, duplex, MF (condo), SFD on 4,500-8,000 sf lots
- 25 acres ROW, park, school, church (39%)
- Gross density*: 5.0 units/acre
- Net density*: 8.2 units/acre

*At buildout



Forum Meadow

(6.8 DU/ac gross)



- Location: NE Bend, NE of US 20 & 27th Street
- Zoning: RS
- Total size: 7.5 acres
- Total units: 51
- Lot sizes & housing types: SFD – 4,000 to 5,000 sf lots
- 2.7 acres ROW & utilities (35%)
- Gross density: 6.8 units/acre
- Net density: 10.6 units/ac



Cloud 9 Estates

(7.1 DU/ac gross)



- Location: North of Powers, west of US 97
- Zoning: RS
- Total size: 2.1 acres
- Total Units: 15
- Lot sizes & housing types: SFD – 4,000-6,000 sf
- 0.5 Acres ROW (22%)
- Gross density: 7.1 units/acre
- Net density: 8.9 units/acre

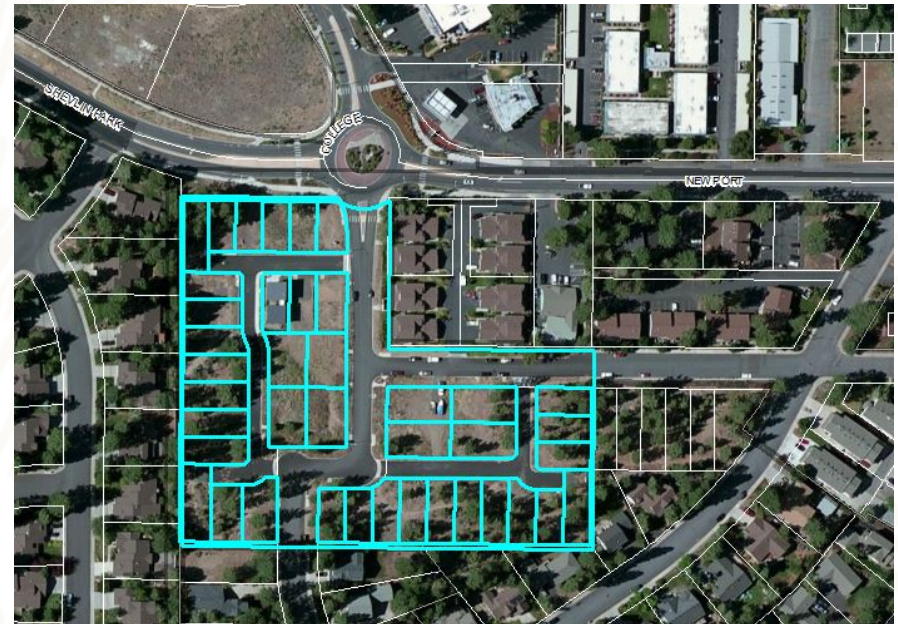


Newport Landing

(7.3 DU/ac gross)



- Location: South of Newport, between 15th and 18th
- Zoning: RM
- Total size: 5.5 acres
- Total units: 40
- Lot sizes & housing types: SFD – 3,000 to 5,000 sf lots
- 1.9 acres open space & ROW (35%)
- Gross density: 7.3 units/acre
- Net density: 11.1 units/acre



Empire Crossing Phases 1 & 2

(7.7 DU/ac gross)



- Location: near Empire and US 97
- Zoning: RS, RM, RH and CC
- Total size: 26.7 acres
- Total units: 124 + 82 vacant lots = 206 at buildout
- Lot sizes & housing types: SFA, duplex, SFD (3,000-7,000 sf lots)
- 10.3 acres ROW, open space & future commercial (39%)
- Gross density*: 7.7 units/acre
- Net density*: 12.6 units/acre
- “Cottages at Parkway Village” portion in south is 20 DU/acre gross, 27.9 DU/acre net (mostly RH)



Brentwood Subdivision

(7.9 DU/ac gross)



- Location: Brentwood at Brosterhous (east of South 3rd Street)
- Zoning: RM
- Total size: 4.8 acres
- Total Units: 38
- Lot sizes & housing types: SFA, duplex, SFD (3,400-4,200sf lots)
- 1.9 Acres ROW & open space (40%)
- Gross density: 7.9 units/acre
- Net density: 13.3 units/acre



Tuscany Pines Phase I

(8.0 DU/ac gross)



- Location: OB Riley and Empire
- Zoning: RM
- Total size: 5.6 Acres
- Total units at buildout: 45
- Lot sizes & housing types: SFA - 500 to 5600 SF lots
- 2.5 acres ROW & open space (44%)
- Gross density*: 8.0 units/acre
- Net density*: 14.3 units/acre

*At buildout

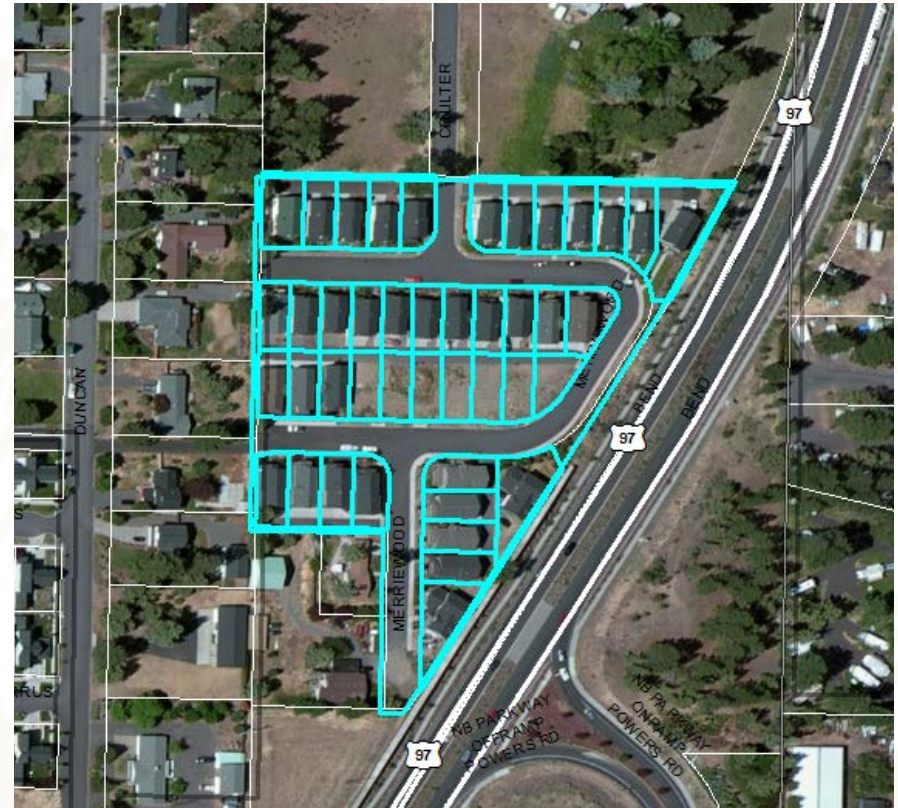


Coulter Subdivision

(8.3 DU/ac gross)



- Location: west of US 97 between Reed Market & Powers
- Zoning: RM
- Total size: 5.2 acres
- Total Units: 38 + 5 vacant lots = 43 units at buildout
- Lot sizes & housing types: SFD – mostly 3,000-5,000sf
- 1.5 Acres ROW & open space (29%)
- Gross density: 8.3 units/acre
- Net density: 11.7 units/acre

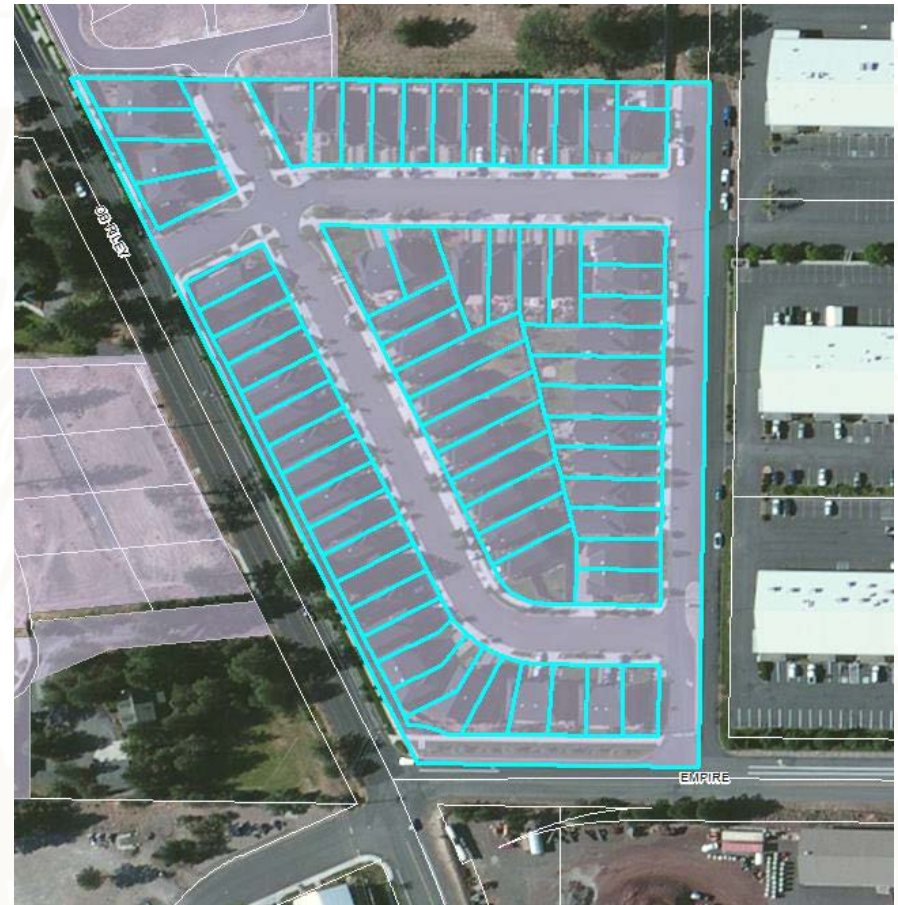


Empire Estate

(9.4 DU/ac gross)



- Location: OB Riley and Empire
- Zoning: RM
- Total size: 7 acres
- Total Units: 66
- Lot sizes & housing types: SFA - 2500 to 4400sf
- 2.6 Acres ROW & open space (37%)
- Gross density: 9.4 units/acre
- Net density: 15.1 units/acre



Cedar Creek Townhomes

(10.0 DU/ac gross)



- Location: Butler Market &
- Zoning: RM
- Total Size: 5.2 acres
- Total units: 52
- Lot sizes & housing types: townhome condominiums
- ~1.6 acres open space (31%)
- Gross density: 10 units/acre
- Net density: 14.4 units/acre



Lava Crest South

(14 DU/acre gross)



- Location: Poe Sholes and Brita, near Hwy 20
- Zoning: RM
- Total size: 0.5 acres
- Total Units at buildout: 7
- Lot sizes & housing types: 2,800 – 3,300sf (SFD?)
- 1000 sf ROW (4.6%)
- Gross density*: 14.0 units/acre
- Net density*: 14.7 units/acre

*At buildout



Large Lot Single Family

10,000 Sq Ft Lots +



Housing Units per Acre (Net)

Height

≤ 4

1-2 stories



Conventional Single Family

5,000 – 8,000 Sq Ft Lots



Urban

Inner

Outer

Housing Units per Acre (Net)

Height

5 - 9

1-2 stories



Small Lot Single Family

3,000 – 5,000 Sq Ft Lots



Housing Units per Acre (Net)

9 - 12

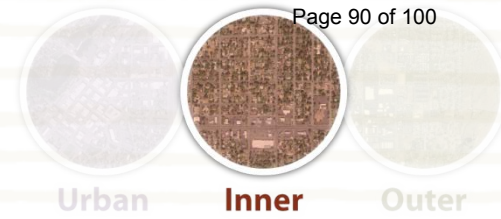
Height

1-3 stories



“Skinny Lot” Single Family

2,000 – 3,000 Sq Ft Lots



Urban

Inner

Outer

Housing Units per Acre (Net)

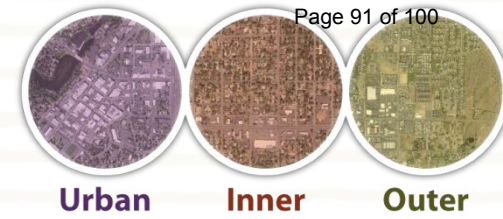
Height

14 – 18

1-3 stories



Accessory Dwelling Unit (ADU)

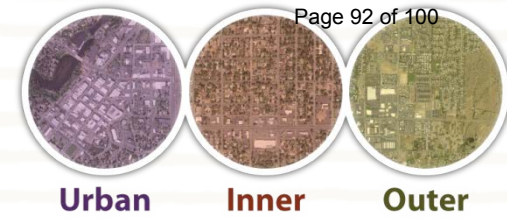


Housing Units per Acre (Net)	Height
Doubles Density (7 -> 14)*	1-3 stories



* Note that ADUs are exempt from maximum density standards

Cottage or Clustered Homes



Housing Units per Acre

8 - 12

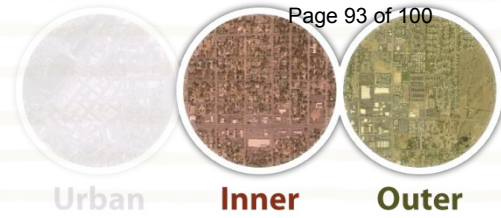
Height

1-2 stories



Townhome

Low Density



Urban

Inner

Outer

Housing Units per Acre

Height

9 - 18

1-3 stories



Townhome

Medium Density



Housing Units per Acre (Net)

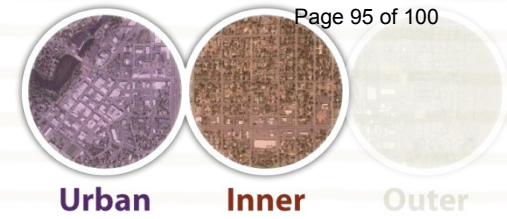
12 - 25

Height

2-3 stories



Live-Work Townhomes



Urban

Inner

Outer

Housing Units per Acre (Net)

15 - 30

Height

2-3 stories



Suburban Apartment Complex



Housing Units per Acre (Net)	Height
15 - 25 units per acre	2 stories



DRAFT ADOPTION APPROACH AND DOCUMENTS MEMO

Memorandum



November 12, 2015

To: Interested Parties
Cc: Bend Growth Management Team
From: Angelo Planning Group Team
Re: Bend UGB Remand – Draft Adoption Approach and Documents

OVERVIEW AND APPROACH

This memorandum describes a list of “adoption documents”, that is, the documents that will be adopted as part of the City’s approval of the Urban Growth Boundary (UGB) package. The term “Comprehensive Plan” is used here as a substitute for “General Plan” because it is the new proposed title for the Bend General Plan. All adopted documents will be supported by legislative findings.

The overall approach is to adopt what is needed to support the new UGB and comply with the Remand and state law. In some cases, there will be choices as to whether to adopt a document or provision now or at a later date. These determinations will be handled on a case-by-case basis.

ADOPTION DOCUMENTS

The working list of adoption products is provided below. It is draft and subject to change.

1. Comprehensive Plan Map. An updated Comprehensive Plan Map will be adopted. The map will amend the current General Plan map for: new land use designations in certain Opportunity Areas (East Downtown, Core Pine, the Century Drive area, and the 15th Street area are currently under consideration, as discussed by the Technical Advisory Committees); the revised UGB line; and, a new Future Urban Area designation for use in the expansion areas prior to annexation and application of specific zoning. For the Future Urban Areas, an additional map and/or text will be adopted that describes the intended land uses and housing/employment types, mix and capacities.

2. Updated Comprehensive Plan Text (with new format). An updated Comprehensive Plan document will be adopted. The 1988 format for the plan has been updated to a new template (reviewed by the Technical Advisory Committees (TACs)). The updated plan will include:

- Updated Housing and Economy chapters. These chapters (reviewed by the TACs) have been updated to reflect the Housing Needs Analysis and Economic Opportunities Analysis that were prepared as part of the UGB process.

- A new Urbanization chapter (working title: Urban Form and Growth Strategies). This chapter will include background text and policies that define Bend's growth management strategies. This chapter will also describe each of the land use designations on the Comprehensive Plan Map, including the proposed new mixed use designations and the Future Urban Area designation, and the implementing zones.
- Other chapters. The working approach for the other Comprehensive Plan chapters is to retain the existing content and reformat them to match the new template. Minor, policy-neutral clean-ups to these chapters to remove outdated language may be incorporated if time permits. Outdated text in these chapters may also be deleted or revised to match the less text-intensive style of the existing General Plan.

3. TSP Amendments. Bend's Transportation System Plan will be amended to:

- Adopt new or updated street connections, projects, standards and policies needed for compliance with Oregon Administrative Rule (OAR) 660 Division 12, the Transportation Planning Rule. Note: updates may also be needed to the policy section of the Transportation chapter of the Comprehensive Plan.
- Reference the Integrated Land Use and Transportation Plan.

4. Supporting documents to Comprehensive Plan. The reports produced as part of the UGB process will be adopted as "supporting documents" of the Comprehensive Plan. A supporting document is part of the factual base for the plan, but is not regulatory. The Employment Lands Studies will be repealed since they are now being replaced by the Economic Opportunities Analysis. The existing Goal 5 inventory will be retained. The supporting documents are:

- Buildable Lands Inventory
- Housing Needs Analysis
- Economic Opportunity Analysis
- Urbanization Report
- Urban Form Report
- Integrated Land Use and Transportation Plan

5. Development Code Text Amendments. The Bend Development Code will be amended to:

- Adopt efficiency measures that are central to the UGB justification and implementation and to achieving the needed housing and employment capacity and mix. Some efficiency measures may be deferred if they require further review and/or are not essential to the planned growth capacity of the UGB.
- Adopt text for new Mixed Use Zones. New mixed use zones are needed in Opportunity Areas such as Core Pine and the Central Westside Plan. Note that additional work on the Mixed Use Zones text will occur as part of the Central Westside Plan, Phase 2. The enabling text for these new zones will be adopted, but the zone map amendments will be directed in the urbanization policy chapter and deferred to post-UGB Acknowledgement, or until a land owner applies for a quasi-judicial rezone to match the new plan designations or initiates a Master Planned Development.

6. Other items as needed for coordination with the County. City/County coordination documents are to be determined. The City and County are working together to identify needed updates. Anticipated amendments will be focused on the new UGB and any required amendments to the County TSP.

City of Bend
Residential Lands Technical Advisory Committee
Meeting Notes
Date: August 25, 2015

The Residential Lands TAC held its regular meeting at 10:00 am on Tuesday, August 25, 2015 in the Council Chambers of Bend City Hall (710 NW Wall Street). The meeting was called to order at 10:00 am by Al Johnson.

Roll Call

- | | |
|--|--|
| <input type="checkbox"/> David Ford | <input type="checkbox"/> Kurt Petrich |
| <input type="checkbox"/> Laura Fritz | <input type="checkbox"/> Kirk Schueler |
| <input type="checkbox"/> Andy High | <input type="checkbox"/> Sidney Snyder |
| <input type="checkbox"/> Gordon Howard | <input type="checkbox"/> Stacy Stemach |
| <input type="checkbox"/> Allen Johnson | |

Discussion

1. Welcome

Al Johnson called the meeting to order at 10:00 am and then turned it over to Joe Dills of the Angelo Planning Group (APG) to facilitate the meeting. Joe welcomed everyone and gave a brief report on where we are in the process. The consultant team has modelers evaluating the UGB expansion scenarios. David Ford asked about how we will inform the public on the efficiency measures, which are critical to the process. Joe responded that this will happen through another Metroquest survey will also be going live in late September.

Joe then directed the TAC to minutes on page 5 of packet. Al had some potential changes to the discussion on page 7 with respect to the 2013 impediments to fair housing (See 4th bullet). He asked for any feedback to the minutes that could be brought back for a second look. Joe asked if there was a motion to approve the July meeting minutes subject to clarifications. Sid moved approval with Stacy providing a 2nd to the motion. All members voted in favor of the motion to approve the July meeting minutes subject to clarifications.

2. Draft Housing Chapter and Revised Residential Policies

Joe then directed the TAC to part 2 of the packet, agenda page 3. He passed out a draft motion for the TAC to consider in which the is asked to approve the documents for this meeting as working drafts that will be brought back at a subsequent meeting, and that it's okay to take input on them today.

Mary Dorman of APG then presented and reviewed proposed revisions to the housing policies with the TAC. She reviewed the past work on revisions to the housing policies and the

additional comment period provided to the TAC for providing written comments. Wendy Robinson coordinated the receipt of comments on these policies, which are now incorporated in the packet starting at page 25.

Mary led the TAC through a review of the proposed changes, which are summarized below, followed by a summary of the TAC discussion on changes.

- Goals (Page 25) – The proposed goals for this chapter are shown in highlighted text. The team recommended presenting the intent of these three paragraphs with a bullet style paragraph, and a broad intent statement.
- Population Forecasts (Page 26) – suggestions from TAC approved the wording. Within 5 years; after UGB update is done and final; city has new 20 year population forecast; city will initiate a new legislative update
 - Al commented that a commitment is important because we’re dealing with a short time frame in this UGB process
- Policy 23 (Pages 28-29), addresses City zoning residential land in accordance with plan designations upon request.
 - Kirk asked about whether the applicant is the land owner or the city? Wendy responded that the city is legal authority to act on a request where the requested zoning is consistent with the general plan.
 - Al commented that we add language such as upon receipt of a complete application; no demonstration of public need necessary
 - Kirk recommended addition “Upon Application” (this applies to old policy number 23)
 - (See final bullet on page 28 – connection to statewide planning goal 10)
- Affordable housing components (Page 29)
 - Mary asked for feedback on including policy here or in urbanization reports
 - This policy generated a significant amount of TAC discussion, which included the following elements:
 - The purpose of the policy – what is it trying to achieve?
 - Would it help in evaluating competing boundary expansion areas? If an affordable housing component was included?
 - Whether the City Council should be in the role of interpreting covenants, conditions, and restrictions (CCRs) in this context.
 - Whether this policy is manipulating the market, in addition to SDCs.
 - Whether this policy should be aspirational and applied to future expansions of the UGB.
 - Following this discussion Joe asked if there was support for this as an aspirational policy and move it to the Urbanization chapter. He further suggested the team revise it to be more aspirational and so the intent is understandable and have a second round of discussion on it. The TAC concurred and the team agreed to move forward on this basis.
- Policy 25 (Page 29) includes a new bullet with a link with housing goal

- New Policy on two-track process (Page 30) – second bullet at top of page – Al proposed a two track approach (clear and objective versus master plan)
 - Al commented that the draft policy comes close to his thinking. Issues that remain include whether the master plan is the first in a process followed by clear and objective. Need to address generating yield during the planning period. Two tracks are set forth in statute. If we assume that master planning is going to generate yield by 2028, we need to make it credible.
 - Brian Ranking commented that parcels over 20 acres zoned residential; hit 70 or 80 percent of density. Could you have a development code standard of 20 acres you hit a density range 70-80 or you do a master plan (intent) clarified intent with Al.
 - TAC Discussion on this policy, included the following:
 - Process – proposal would be reviewed by the city as a limited land use decision – with notice to property owners and an opportunity to appeal to LUBA.
 - Smaller than 20 acres a limited land use decision; higher than clear and objective with some (little) discretion (Type 2)
 - Concerns over a master planning process without a public hearing process before the planning commission. The Planning Commission exists for citizen involvement. Planning Commission would not be excluded from clear and objective processes; would apply clear and objective standards and have a public hearing.
 - Joe clarified – we’re talking a two track system; 20 acre or larger properties benefit from a thoughtful public process. Limit bookends to thing such as connectivity, walkable neighborhoods, park location – these things could not benefit from clear and objective criteria.
 - Joe sought direction from TAC by suggesting the team complete additional work on this policy. The potential issues to clarify include 20 acres to under 40 acres – one set of criteria; second set of criteria for more discretion for parcels of 40 or more acres; dimensional standards, targets for hitting a percentage of the maximum allowed density (for example 70 percent); more community input and discussion for master plans of 40 or more acres.
 - Al made a final comment that a case involving LCDC and 1000 Friends may be relevant – be realistic about the time frame.
- Private Covenants (Page 33) proposed new policy.
 - Al proposed a policy that addressed this issue. The policy does not require the city to do anything. He described what happens when a property transaction takes place and one party wants a deed restriction removed before a transaction occurs. Draft policies are direct at actions outside the public area.
 - Mary Winters had no concerns with the first party of the policy, but was concerned about the 2nd party. Proposed a clarification in a case of litigation.
 - Al recommended amending the text to delete every after “supportive of City policy” in line 3.

- Refinement plans (Page 39). Mary Winters asked the question of whether policy no. 56 belonged in the Housing Chapter or should it belong in the Urbanization chapter.
 - Joe flagged this topic to clarify later.
- New Plan Text (See Pages 13-17) – Mary then directed the TAC to new plan text for the housing chapter at pages 13 through 17 of the meeting packet.
 - This generated questions about policies 6-9 and 6-10 and what is being indicated to the County under Policy 6-9.
 - Policy 6-10 – Al proposed and quoted from the statute and the housing goal. He also discussed the link between this proposed policy and the 2010 Director’s Report on the UGB.

3. Residential Land Use Efficiency Measures

Becky Hewitt of APG then gave the TAC a briefing on the follow up work on the proposed code concept and issues related to residential efficiency measures. She direct the TAC to a memorandum at page 41 of 87 f the packet. The memo included four (4) recommendations from the project team on the following issues.

- Page 42 - The project team recommends that the minimum density for the RS zone be increased from 2 units per gross acre to 4 units per gross acre (excluding sensitive lands).
- Page 43 - Increase the maximum density of the RL plan designation and zone to 4 units per acre. Continue to explore and test options for the gap between the RS and RM zones.
- Page 44 - Because of the wide ranges of allowed densities in the RM and RH zones and the proposed mix of zones for large opportunity sites inside the UGB as well as expansion areas that will be subject to master plan requirements (which will all or nearly all include RM and/or RH), the project team continues to recommend 70% of maximum density and limitations on density transfers among zones within a master plan site. The project team will refine the approach to density transfers on split-zoned sites as part of developing draft proposed code language.
- Page 45 – Lot coverage vs. Floor Area Ratio - In order to better understand the implications of various options for regulating structure size, the project team proposes testing case studies and example lots to refine the proposed standards.
- Pages 45-46 – Multifamily parking standards - Add to Measure RTA 4 a recommendation to evaluate across-the board reductions to multifamily parking standards through the Parking Study. Becky acknowledged a concern about lower parking standards throughout the city and to flag the forthcoming parking study to look at this issue.
- Page 46 – Accessory Dwelling Unit standards – The project team recommends advancing the currently-proposed text amendment but does not recommend increasing the size limit for ADU’s or revising the specific standards for Northwest Crossing. Creation of larger ADU units within an existing home may be more appropriately advanced through RTA 10b, which would allow conversion of an existing structure to a duplex or triplex outright in the RS and RL zones if there is no modification to the to the building footprint and it off-street parking requirements can be met.

After Becky's briefing and presentation of the team recommendations, the TAC discussed the recommendations as summarized below:

- By reducing parking requirements, puts responsibility on individual developer to provide parking on site
- Employment TAC will also consider parking reductions
- Reduce the minimum parking standards but don't reduce the maximum. Provide this information for the parking study – don't limit reductions to affordable housing and multi-family adjacent to transit.
- Regarding ADU's, 600 square feet does not work for an ADU.
- Code amendments related to ADU's going before the City Council on September 2 – these would allow two units on one lot and can be detached. Flag this issue for the USC – 600 square feet versus 800 square feet.
- Joe conducted a quick straw poll and most TAC members were comfortable with the 600 square foot recommendation. One possible change is limiting the number of bedrooms; this potentially blurs the line between a duplex and an ADU.
- Stacy recommend eliminating the 1998 prohibition, limiting an ADU to one bedroom, 800 square feet, and no conditional use permit
- Becky summarized the team recommendation from the table – RTA 11a and 11b
- The TAC decided to move ahead on the team recommendation of 600 square feet
- The TAC also discussed the question of using either lot coverage or floor area ratio for a dimensional regulation.
- There was some question about what is trying to be accomplished through this regulation – either lot coverage or floor area ratio.
- The team recommendation was presented on pages 44 through 45 of the meeting packet, and is reproduced below for reference. **“Project Team Recommendation:** In order to better understand the implications of various options for regulating structure size, the project team proposes testing case studies and example lots to refine the proposed standards.”
- Testing of lot coverage and FAR – combination of lot coverage and FAR? Portland model in example – Portland's model is a graduated lot coverage (See page 45 of meeting packet)
- The TAC discussed looking at Northwest Crossing as an example of using floor area ratio (FAR) David – are we looking at both? Recommendation is we need some study – David recommended NW Xing example of FAR.
- The team will test FAR measure RTA 6d, keeping first proposed bullet and eliminating the second bullet of this measure. On this point, Stacy recommended not applying FAR to subgrade space.
- Gap Discussion (See Pages 42 and 43 of meeting packet). The team recommendation is to work with this and bring back to the TAC. One possible option is a new zone that includes a density range between RS and RM. The TAC did not offer support for a new zone, but did provide guidance on looking at examples and staying away from fractions.

Joe brought the discussion of the proposed efficiency measures and the TACs direction on the recommendations to a close by summarizing the direction:

- Recommendations on minimum of 70% of maximum density moves ahead
- Study FAR
- Parking going forward as recommended
- ADUs – team has list of things to work on

4. Draft Technical Reports.

Joe gave the team presentation on this item. Before the TAC are several technical reports that came through the TAC in Phase 1 of the project. These products include the buildable lands inventory (BLI), housing needs analysis (HNA), and Part 1 of the Urbanization Report. Joe asked the TAC to raise any red flags they might have on the reports; Al asked for one motion and to include any final comments to address typos. Kirk commented on the housing mix and the remand, and questioned if there needs to be a better connection of the demographics analysis to housing mix. Gordon commented that the revised housing mix comes a lot closer to meeting the city's needs and the connection is much better between demographics and housing mix. Kirk added that the need for housing is a component of demand, and that there is a big demand for affordable housing as well as for housing across the board. Gordon added one final comment of caution on the assumption of 18 percent for second homes, and questioned whether the city will be carrying over the first record.

Joe then referred to the draft motion handed out – As modified and as annotated by the TAC: **Motion** “I recommend approval of a working draft of the (Housing chapters and residential policies, Buildable Lands Inventory, Housing Needs Analysis, Efficiency Measures) as modified and annotated by the TAC recognizing the need for refinements on TAC and USC feedback, future project work, and that individual TAC members may not agree with all the content of the working draft.”

Sid moved approval of this motion with Kurt providing a 2nd to the motion. The motion passed with eight votes in favor and no votes in opposition or in abstention. Joe asked the TAC to provide any final comments on the July 21 minutes to Damian by 5:00 pm on September 1, 2015.

5. Public comment

Deborah McMahon – representing Riverbend Limited Partnership. She referred the TAC to an August 20, 2015 letter. Supports efficiency measures with services. Current zoning of client's property is RS – request to include in opportunity areas as RM or RH not surface mining.

Joe adjourned the meeting at 12:31 pm.



Meeting Agenda

Employment Technical Advisory Committee – Meeting 12

Thursday November 19, 2015 2:30 PM – 5:00 PM
 Deschutes Services Center – 1300 NW Wall Street, Bend
 Barnes/Sawyer Room

Meeting Purpose and What is Needed from the TAC

The purposes of this meeting are to:

- Review the Economic Opportunities Analysis (EOA)
- Review and direct revisions for draft code language for the Efficiency Measures, focusing primarily on concepts and proposed standards for new Mixed Use Zones
- Hear informational updates regarding: (a) a working list of the documents to be adopted with the Urban Growth Boundary (UGB) package; and (b) process update for TAC and UGB Steering Committee (USC) meetings

The Economic Opportunities Analysis has been updated to complete technical work on the “short term supply” of employment land and provide an Executive Summary. With these additions, the EOA is complete. The Employment TAC is requested to discuss this new material and recommend the EOA to the USC.

Building on input received from the TAC regarding Efficiency Measures (EMs) concepts, issues and options, this agenda packet includes a first draft of two new Mixed Use Zones and revised standards for residential uses as part of mixed use in commercial zones. The TAC is requested to review and discuss these materials, and provide input for provisions that are not clear or on-target with the intended efficiency measure concepts. As with previous TAC meetings where detailed text was on the table for review, the TAC is asked to give direction and not spend its meeting time on “writing by committee”. If needed, a follow up comment period can be used, as has been done in the past.

The agenda also includes two informational items: (a) a working list of the documents to be adopted with the UGB package (see memorandum in this packet); and (b) a process update for upcoming TAC and USC meetings (verbal report at the meeting).

For additional project information, visit the project website at <http://bend.or.us> or contact Brian Rankin, City of Bend, at brankin@bendoregon.gov or 541-388-5584



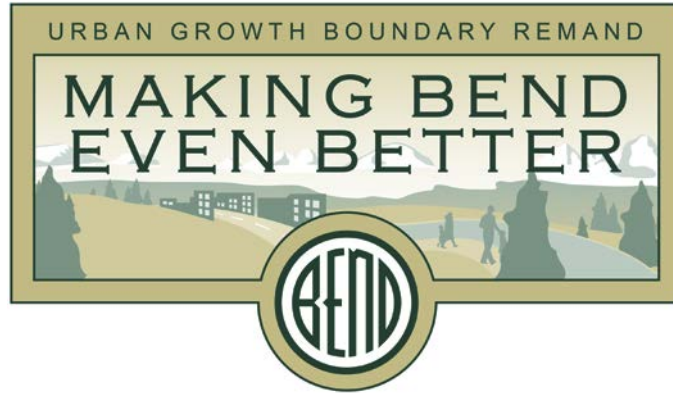
Accessible Meeting/Alternate Format Notification

This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the City Recorder no later than 24 hours in advance of the meeting at rchristie@ci.bend.or.us, or fax 385-6676. Providing at least 2 days notice prior to the event will help ensure availability.

Agenda

- | | | |
|-----------|--|---|
| 1. | Welcome | 2:30 PM |
| | <ul style="list-style-type: none"> a. Welcome and convene b. Where we are in the process – a brief look back and look forward c. Review and approve minutes | <ul style="list-style-type: none"> Chair Joe Dills, Brian Rankin |
| 2. | Updated Economic Opportunities Analysis
<i>Information, discussion and action</i> | 2:40 PM |
| | <ul style="list-style-type: none"> a. Presentation and discussion: <ul style="list-style-type: none"> • Updates since the last review b. TAC action: <ul style="list-style-type: none"> • Recommend approval of the EOA to the USC | <ul style="list-style-type: none"> Bob Parker, ECO Northwest |
| 3. | Employment Land Use Efficiency Measures
<i>Information, discussion and direction</i> | 3:30 PM |
| | <i>For this item, the TAC will work from the packet materials.</i> | |
| | <ul style="list-style-type: none"> a. Presentation and discussion: <ul style="list-style-type: none"> • Brief overview • Discussion and input b. TAC action: <ul style="list-style-type: none"> • Approve mixed use zone concepts and direct revisions to the draft code amendments as needed | <ul style="list-style-type: none"> Becky Hewitt, APG |
| 4. | Adoption Documents and Process Updates
<i>Information</i> | 4:15 PM |
| | <ul style="list-style-type: none"> a. Adoption documents (see memorandum in packet) b. Process update – the plan for finishing Phase 2 of the project | <ul style="list-style-type: none"> Joe Dills, Brian Rankin |
| 5. | Public Comment | 4:40 PM |
| 6. | Adjourn | 5:00 PM |

DRAFT ECONOMIC OPPORTUNITIES ANALYSIS



Bend Economic Opportunities Analysis

Bend's Growth to 2028

Draft Document: November 11, 2015



ACKNOWLEDGEMENTS

City of Bend

Growth Management Department

Brian Rankin
Wendy Robinson

Damian Syrnyk
Karen Swirsky

Consultant Team

ECONorthwest

Beth Goodman
Bob Parker

Angelo Planning Group

Joe Dills
Mary Dorman
Becky Hewitt

Advisory Committees

Residential Lands Technical Advisory Committee

Kristina Barragan	Kurt Petrich	Laura Fritz, Bend Planning Commission (PC)
David Ford	Gary Everett	Steve Jorgensen, Bend Park & Recreation District (BPRD)*
Stuart Hicks	Don Senecal	Gordon Howard, Oregon Department of Land Conservation and Development (DLCD)*
Andy High	Sidney Snyder	
Allen Johnson	Kirk Schueler	
Thomas Kemper**	Stacey Stemach	
Katrina Langenderfer	Mike Tiller, Bend-La Pine Schools	
Lynne McConnell		
Michael O'Neil		

Employment Lands Technical Advisory Committee

Ken Brinich	Robert Lebre	Wallace Corwin, Bend Economic Development Advisory Board
Peter Christoff	Dustin Locke	Jade Mayer, Bend Budget Committee
Ann Marie Colucci	Wesley Price**	Tom Hogue, DLCD*
Todd Dunkelberg	Damon Runberg	
Brian Fratzke	Cindy Tisher	
Christopher Heaps	Jennifer Von Rohr	
Patrick Kesgard	Ron White	
William Kuhn	Joan Vinci, PC	

Boundary Technical Advisory Committee

Toby Bayard	Mike Riley	Thomas Kemper**
Susan Brody	John Russell	Wesley Price**
Peter Carlson	Ron Ross	Rockland Dunn, PC
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Steve Hultberg	Robin Vora	
Brian Meece	Dale Van Valkenburg	
Charlie Miller	Ruth Williamson	

*Denotes Ex-Officio, non-voting members

** Member of Residential / Employment TAC in Phase 1, participating in Boundary TAC in Phase 2

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EXECUTIVE SUMMARY

An Economic Opportunities Analysis (EOA) is a technical analysis that projects trends, but it is also an aspirational economic development tool that identifies the land needs to achieve the type of employment that the community desires. Thus, it is important to have a vision for what type of city Bend wants to be in the future.

Over the past decade, Bend has continued to fulfill its promise as a forward-looking community by developing several broad policies and visions that will guide growth in the city and region, including the General Plan and Bend 2030. These are complemented by planning documents such as the Juniper Ridge Concept Plan, Economic Sector Targeting report, and others. Key elements of the vision include:

- *Targeted Industries.* Identify “target industries” that match community attributes and provide job opportunities over the long term.
- *Living Wage Jobs.* Increase employment in its targeted industries, too many jobs may be in the retail services and other relatively low-paying sectors.
- *Available Industrial and Commercial Lands.* Ensure that there is enough land to accommodate future jobs and businesses.
- *Diversified Economy.* Continue to diversify from a wood products and tourism-oriented economy to a more resilient economy that provides professional service, high-skill manufacturing, high-tech, and other living wage jobs.
- *Sustainable Industries.* Attract and retain businesses that maintain the high-quality natural environment.
- *Establish a university and research center.* Such an institution could have a dramatic positive impact on the workforce by training the next generation of Central Oregonians and visiting students to participate in a diversified economy.

Bend’s role as a social and cultural center is an important consideration as a driver of economic growth. Bend’s high quality cultural and natural amenities are repeatedly cited by business owners and employees as reasons to relocate to or remain in Bend.

Bend forecasts that employment will grow by 22,891 employees (about 61%) over the 20 year period between 2008 and 2028, at an average annual growth rate of 2.4%. Employment in Bend increased by 948 between 2008 and 2013; thus, the City forecasts 21,943 new employees between 2013 and 2028. Based on site requirements of target employers, Bend will need 726 sites less than five acres and 32 sites greater than five acres to accommodate new employment forecast for the 2013-2028 period.

In 2014, Bend had 1,162 vacant acres of vacant employment land. About one-quarter of Bend’s vacant employment land is in sites smaller than 5 acres, 28% is on sites 5 to 50 acres, and 36% is in three sites larger than 50 acres.

The EOA concludes that Bend has a deficit of 366 sites smaller than five acres and 17 sites between 5 and 50 acres. It also concludes that 25% of Bend’s total employment land supply meets the Goal 9 definition of short-term supply.

CHAPTER 1. INTRODUCTION

This report presents an update of the 2008 Economic Opportunities Analysis (EOA) for the City of Bend consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 describes the EOA as “an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located.”

Role of the EOA

The EOA will be adopted as a supporting document of the Bend General Plan. The EOA documents demographic trends, the projection of employment growth, identification of target industries, and evaluation of site characteristics needed to accommodate target industries. Based on this analysis, the EOA estimates the amount of employment that can be accommodated on existing land in the Urban Growth Boundary (UGB) and the amount of residual employment that will require new land. The EOA compares the employment forecast with the capacity of Bend’s land base to accommodate new employment from the Buildable Lands Inventory (BLI). The BLI is one of four inter-related documents that are central in the City’s planning related to the UGB. The Urbanization report identifies the amount of employment land that cannot be accommodated within the UGB, once land use efficiency measures are applied to the analysis and adopted. The major components of each document are summarized in Figure 1.

Figure 1. Four Key Planning document for Bend’s UGB Planning

Document	Buildable Land Inventory (BLI)	Housing Needs Analysis (HNA)	Economic Opportunities Analysis (EOA)	Urbanization Report (UR)
Purpose	Identify buildable residential & employment land by category	Address the requirements for planning for needed housing, including analysis of national, state, and local demographic and economic trends, and recommendations for a mix and density of needed housing types	Document historical housing and demographic trends, the projection of employment growth, identification of target industries, and evaluation of site characteristics needed to accommodate target industries	Analysis of where and how Bend’s future growth will be accommodated, both inside the existing Urban Growth Boundary (UGB) and in expansion areas
Primary Legal Standards¹	ORS 197.296 OAR 660, Divisions 8 and 9	Statewide Planning Goal 10: Housing ORS 197.296 and 197.303 OAR 660, Division 8	Statewide Planning Goal 9: Economic Development OAR 660, Division 9	Statewide Planning Goal 14: Urbanization ORS 197.298 OAR 660, Division 24
Key Subject Matter	Development status categories and definitions Methodology for assigning categories and conducting inventory Inventory results: acres by plan designation and development status	Projection of population and total housing growth Housing market and development trends Demographic characteristics and trends Analysis of affordability Estimate of needed housing (mix and density) Comparison of housing capacity to need	Existing policy and vision National, state, local trends Employment projections Target industries Site needs and characteristics Special site needs Redevelopment analysis Comparison of employment capacity to need and characteristics	Methodology for capacity estimates Pre-policy (“base case”) capacity estimate for current UGB Efficiency measures (EMs) proposed Current UGB capacity with EMs UGB alternatives evaluation methodology and results Proposed UGB expansion and summary of Goal 14 evaluation results

¹ OAR = Oregon Administrative Rules; ORS = Oregon Revised Statutes

Framework for an Economic Opportunities Analysis

This EOA is built around the requirements contained in Oregon’s Statewide Planning Goals 9 and 14 and Oregon Administrative Rules (OAR), Division 9.

Goal 9: Economic Development, aspires to “provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.” It requires city comprehensive plans to “contribute to a stable and healthy economy” by analyzing economic “patterns, strengths, and weaknesses”, contain economic development policies, and provide at least an adequate supply of economic lands.

Goal 14: Urbanization, seeks to “provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” Goal 14 directs cities to establish urban growth boundaries which contain urban levels of development and prevent urbanization of nearby rural lands. Goal 14 requires cities to establish UGBs based on residential land needs to serve a 20-year population as well as provide opportunities for employment, parks, schools, public facilities, and necessary public infrastructure. Prior to expanding a UGB a city must demonstrate that “needs cannot reasonably be accommodated on land already inside the urban growth boundary.”

The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. **Economic Opportunities Analysis (OAR 660-009-0015).** The Economic Opportunities Analysis requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.
2. **Industrial and commercial development policies (OAR 660-009-0020).** Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable

sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.

3. **Designation of lands for industrial and commercial uses (OAR 660-009-0025).** Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

This report is an Economic Opportunities Analysis, the first key element required by Goal 9. This EOA includes an analysis of national, state, regional, and county trends as well as an employment forecast that leads to identification of needed development sites. It also includes an inventory of buildable commercial and industrial land in the Bend UGB. It partially addresses the requirements of Goal 14 to determine if future needs can be accommodated on land already inside the UGB. Further evaluation of the capacity of lands within the UGB to accommodate employment and the impact of “land use efficiency” measures is presented in the *Bend Urbanization Report*.

This report reflects a “pre-policy” evaluation of employment land need in Bend for the 2008-2028 period. In this context, pre-policy means that it reflects base conditions and assumptions and does not include evaluations of land use efficiency measures as required by OAR 660-024-0050 and the Remand. It provides an evidentiary basis for the analysis contained in this report. Chapter 6 identifies other analysis necessary to comply with OAR 660-024 and the Remand. This additional analysis will be presented in a companion “Urbanization Report” that addresses Goal 14 requirements and other issues in the Remand that are not addressed in this report.

Prior Economic Opportunities Analyses and Remand Tasks

This EOA examines Bend’s recent employment and land development trends and projects future employment and employment land needs. This is an update of the 2008 EOA that (1) addresses issues identified in the Remand, (2) addresses economic activity that occurred between 2008 and 2013, and (3) reflects input received from the Bend Employment Technical Advisory Committee (Employment TAC) and the Urban Growth Boundary Steering Committee (USC).

The EOA update is a technical document compliant with Goal 9 and OAR 660-009 that supports the 2016 Urban Growth Boundary (UGB) expansion. This EOA uses the 2008 EOA adopted by the City of Bend as a foundation because the key findings of the 2008 EOA were found to meet Goal 9 by the Land Conservation and Development Commission (LCDC). The information and conclusions of the updated EOA are the basis for determination of employment land sufficiency for the 2008-2028 period. This EOA collects the most recent work on economic land need for the City of Bend, addresses issues identified in the 2010 Remand Order, and incorporates direction from the Employment Technical Advisory Committee (TAC) and the Bend Urban

Growth Boundary Steering Committee (USC). The issues identified as requiring changes in the 2008 EOA in the January 2010 Director's Report and Order are described in Appendix C.

An important consideration for the EOA update is that it must address issues identified in the Remand and partial acknowledgement of a decision made in December 2008. A key issue is the planning horizon for the project. The EOA uses the 2008-2028 timeframe, but updates key elements of the EOA to reflect changes that have occurred since 2008. The updated EOA relies on the 2008-2028 employment forecast and the 2008 buildable land inventory that was acknowledged by the Land Conservation and Development Commission's (LCDC) remand order. The EOA updates the 2008 buildable land inventory to 2014 to reflect development that occurred in Bend between 2008 and 2014. The EOA also analyzes changes in employment between 2008 and 2013 to deduct employment that already occurred from the 2008-2028 forecast.

Updates to the 2008 Economic Opportunities Analysis

This EOA incorporates key information from the 2008 adopted EOA, such as the forecast of new employment for the 2008-2028 period. This analysis addresses the Remand issues identified for the 2008 EOA, as described in Appendix C.

This EOA uses two periods of time for historical analysis and for the forecast of employment need:

- **Planning Period.** Goal 9 and OAR 660-009 requires the City to ensure a 20-year supply of buildable land for economic development and employment growth. For this EOA, the 20-year period begins in 2008 and ends in 2028.
- **Extended Trend Period.** The EOA was originally developed with data available up to 2008. This EOA extends the trend data to include data available between 2008 and 2013. This additional data provides information about changes in Bend's economy since 2008.

CHAPTER 2. ECONOMIC DEVELOPMENT VISION AND SUPPORTING POLICIES

Sound economic development planning originates from a clear vision and is implemented through goals, strategies and actions. Goal 9 focuses on one element of an economic development strategy: land use. Specifically, one objective of Goal 9 is for cities to “provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.”

The EOA is not a statement of Bend’s economic development vision or policies, it builds from and informs the vision and policy direction of the City. This chapter summarizes Bend’s economic development vision and key policies related to economic development. It provides a comprehensive summary of community visioning efforts, including visioning efforts lead by the City of Bend and other efforts that were not lead by the City of Bend.

Vision for economic development

An EOA is a technical analysis that projects trends, but it is also an aspirational economic development tool that identifies the land needs to achieve the type of employment that the community desires. Thus, it is important to have a vision for what type of city Bend wants to be in the future. Bend has completed a number of visioning and planning exercises that clarify how it wants to grow. The following sections summarize the key points from these efforts and identify how they serve as guideposts in this EOA.

Over the past decade, Bend has continued to fulfill its promise as a forward-looking community by developing several broad policies and visions that will guide growth in the city and region, including the General Plan and Bend 2030. These are complemented by planning documents such as the Juniper Ridge Concept Plan, Economic Sector Targeting report, and others.

Bend 2030

The report “Bend 2030: A Visioning Project by and for the People of Bend Oregon,” articulates a vision for the future of the community.² These goals do not represent formal policies or goals that have been adopted by the City of Bend; rather, they express the community’s values based on a visioning process. Bend 2030 is being implemented by a nonprofit organization (called Bend 2030). This visioning was conducted in 2006. The vision identifies six primary goals:

- A Well-Planned City
- A Vibrant Economy
- A Quality Environment
- Safe, Healthy People
- A Strong Community
- A Creative, Learning Culture

² See www.bend2030.org

Within those six broad goals, Bend 2030 identifies more specific objectives. The following objectives identified in Bend 2030 are most relevant to the EOA:

- *Targeted Industries.* The city has identified a number of “target industries” in which it can excel and provide job opportunities over the long term.
- *Living Wage Jobs.* If Bend is unable to sufficiently increase employment in its targeted industries, too many jobs may be in the retail services and other relatively low-paying sectors.
- *Available Industrial and Commercial Lands.* This objective is perfectly aligned to the purpose of this report – to ensure that there is enough land to accommodate future jobs and businesses, and the buildings and land they will occupy.
- *Diversified Economy.* This objective overlaps considerably with “targeted industries.” Bend must continue to diversify from a wood products and tourism-oriented economy to a more diversified one that provides professional service, high-skill manufacturing, high-tech, and other living wage jobs.
- *Sustainable Industries.* Bend seeks to attract and retain businesses that maintain the high-quality natural environment.
- *Establish a university and research center.* There is broad support in the community for a high-quality university in Bend. Such an institution could have a dramatic positive impact on the workforce by training the next generation of Central Oregonians and visiting students to participate in a diversified economy.

Bend's General Economic Objectives

State law requires a city to adopt policies stating Bend's community economic development objectives (OAR 660-009-0020). While this EOA does not, nor is it intended to, fully comply with the requirements of OAR 660-009-0020,³ this EOA partially addresses this objective by bringing together concepts in Chapter 6 of the Bend General Plan (Economic Development), statements in recent economic visioning projects, Bend's economic advantages, and Bend's recent economic growth trends.

The following expression of Bend's economic development objectives is from the “Bend 2030, A Visioning Project by and for the People of Bend, Oregon”. This narrative is considered in the EOA, and is implemented through policies of the General Plan, and represents the City's general economic development objectives.

“Bend has a diversified economy that provides healthy work environments and sufficient living wage jobs to support our local population. Our economic vision has attracted people, resources, and investment focused on diverse industries that offer economic opportunity, longevity in the global market, and a clean and sustainable environment. Bend is a leader in ‘green’ building materials and technology, and sustainable energy. An established university and research center in Bend promote creativity, innovation, and entrepreneurship that empower and advance a skilled and competitive local

³ The policies adopted as part of the revised Economic Element of the Bend General Plan will fully comply with the requirements of OAR 660-009-0020.

workforce. Our access to the global marketplace is efficient and viable due to enhancements of local and regional communications and transportation systems including air, rail, highways, and alternative modes of travel.”

The city is required to identify particular types of desirable employment to develop during the planning period as part of the general economic objective. The following list reflects desirable employment uses identified in the “2030 Vision” as well as employment types Bend is well positioned to continue to grow into the future:

1. Employment in downtown Bend – opportunities for businesses, shops, restaurants, and housing should be expanded while preserving downtown’s unique character.
2. Employment in targeted industries – the “2030 Vision” suggests expanding employment opportunities in industries identified as “target industries” by the “2005 Economic Sector Targeting” exercise. Target industries include:
 - a. Leisure and hospitality uses
 - b. Higher education
 - c. Health care
 - d. Secondary wood products
 - e. Aviation-aerospace
 - f. Renewable energy resources
 - g. Recreation equipment
 - h. Specialty manufacturing
 - i. Information technologies
3. Employment in tourism – the “2030 Vision” supports building year-round tourism through developing a diverse mix of arts, entertainment, sports, and natural and cultural attractions. Projects to improve employment in the tourism industry include constructing a new performing arts center and museum of fine arts.
4. Employment in higher education – higher education enables and provides diverse employment options. The “2030 Vision” supports the Central Oregon Community college and a new University. The University should ideally provide an attractive learning environment, include a research emphasis, offer graduate programs and scholarship opportunities, and serve existing residents while attracting a diverse student body.
5. Small neighborhood centers – small service-oriented employment centers should be located so the city’s residents can walk or bike to employment opportunities, public gathering places, parks, recreational facilities, and other services.
6. Mixed-use development – these uses should be located along key corridors and in designated centers, or as buffering uses.
7. Opportunity for all economic levels – the “2030 Vision” promotes economic and housing opportunities for all income levels so that all groups are able to live here.
8. In addition to economic uses stated in the “2030 Vision” and “2005 Economic Sector Targeting” work, the following economic uses are desirable and suitable to expand during the planning period based on the findings of the EOA:
 - a. Regional employment centers for public agencies, health care providers, and retail uses

- b. Employment in professional office and service uses
- c. Employment in leisure and hospitality uses

Related Plans and Documents

Several plans and studies inform the EOA and the City's economic development vision. This section summarizes key elements of those plans and studies.

General Plan

The Bend Area General Plan (also known as a Comprehensive or Comp Plan), as with the Bend 2030 Vision, is intended to guide the city's long-term land use and transportation planning. The narrative aspect of the General Plan – particularly Chapter 6, “The Economy and Lands for Economic Growth” - offers a perspective similar to both Bend 2030 and the Employment Land Study (ELS) on Bend's employment future.

The General Plan underwent a major update in 1998 and has since been revised periodically. The plan plays a major role in shaping Bend's “employment geography” by guiding the size and shape of the city's various employment districts, including commercial, industrial, and mixed-employment zones. The use and disposition of each zone is further detailed in the city's Development Code, which implements the General Plan.

Juniper Ridge Concept Plan

The Juniper Ridge Concept Plan represents an initial attempt by Bend to shape its vision for the 1,500-acre publicly owned parcel on the city's north border. Since the inception of the Juniper Ridge planning process, it has been clear that because of its size, location, and city ownership, the site had the potential to play a major role in Bend's economic future, by providing the area for future businesses to locate. The specifics contained in the Concept Plan will almost certainly undergo major and minor changes over its long implementation period, but the city hopes to stay true to the plan's underlying visions and aspirations. **The Concept Plan has not been officially adopted by the City, but provides a vision for the site. Because it has not been adopted, the EOA does not rely on any of the information for the land need and technical elements required by OAR 660-009-0015.**

Based on direction from the Bend City Council, the Plan proposes that the site's development be driven by several primary uses:

- Light-Industrial Research Park
- Educational Research and Technology Campus
- Mixed-use areas
- Residential areas

Primarily due to the first two uses listed above, Juniper Ridge is seen as a key part of Bend's economic development strategy, as it will provide land on which the city's targeted industries can grow.

Approximately one third of Juniper Ridge's total area – 494 acres called Juniper Ridge Phase 1 – is currently within Bend's UGB and designated light industrial in the General Plan. About 306 acres of this area is within the Juniper Ridge Employment Sub-District, which is intended to promote economical, sustainable, and reasonable growth by allowing a mix of light industrial uses, offices for research and development, corporate and regional headquarters and accessory uses to serve the needs of these primary uses. The types and placement of the employment uses allowed in the Employment Sub-District are generally consistent with the conceptual master plan. At this time there are two businesses located in Juniper Ridge: Les Schwab corporate office, and Suterra.

About 194 additional acres are within the UGB and long-range plans for this area have not yet been developed. The General Plan designation for this area is Light Industrial.

Infrastructure planning for the portion of Juniper Ridge within the UGB is underway.⁴ The City has plans for infrastructure upgrades needed within the Employment Sub-District, for transportation, water, and sewer. Funding for some infrastructure improvements, especially the transportation improvements, has not yet been identified. The remaining 194 acres of land at Juniper Ridge requires more planning to determine an appropriate zone and develop infrastructure plans and identify funding sources for needed infrastructure.

Development at Juniper Ridge, however, is constrained by transportation and wastewater infrastructure. Key constraints include a trip cap imposed on the site by ODOT and lack of wastewater facilities. The City is actively working on both of these infrastructure constraints. With respect to wastewater capacity, development will be limited until the Northeast Interceptor is developed. The project is currently scheduled for years 11-20 in the recently adopted (December 2014) City of Bend Collection System Master Plan.

The remaining approximately 1,000 acres is referred to in this document as Juniper Ridge Phase 2, despite the fact that the project may have many more phases before completion. The areas outside the UGB are not included in the buildable land inventory and are not considered suitable employment lands for the purpose of this EOA.

Deschutes County Coordinated Population Forecast

The Deschutes County Coordinated Population Forecast was finalized in 2004 by county and city staff, project consultants, and a broad range of stakeholders.⁵ The population projections identified in their findings are used in this report as a factor considered in the employment projections, the Residential Lands Study, and the other studies undertaken by Bend and Deschutes County referenced below.

⁴ For more detail about Juniper Ridge planning and infrastructure, see the memorandum "Juniper Ridge: background, location, zoning, infrastructure, and related issues" dated April 24, 2015.

⁵ <http://www.deschutes.org/cd/page/coordinated-population-forecast-2025>

Economic Sector Targeting

In 2005, city staff and a broad group of economic stakeholders took part in an Economic Sector Targeting process, which included several daylong workshops and ultimately a report. Through this analysis, the city identified nine different industry sectors in which it should concentrate its efforts to retain existing businesses and attract new ones. The sectors were chosen due to a number of different criteria, including an existing industry cluster already in Bend; significant growth opportunity; living wage job potential; and likelihood for sustainable business practices. The group developed a set of nine targeted industries, including industries such as higher education, health care, renewable energy resources, and aviation-aerospace. The full list of target industries is discussed in more detail in Chapter 4.

Due to the city's clear policy direction on targeted industries, and anticipated ongoing effort to attract them, the EOA's projections reflect greater employment increases within these sectors.

The focus on targeted industries also has implications for the type of land and other public infrastructure that the city will need to supply in the future. For example, information technology firms will be more likely to locate in commercial, rather than industrial land.

Visit Bend Business Plan⁶

Bend receives 2.4 million visits annually. According to Visit Bend, this travel and tourism activity generated an estimated 8,500 jobs in the region and provided the City with \$3.7 million in transient room tax revenue in 2014. The vast majority of this tourist activity occurs during the summer.

Visit Bend, a Bend-area tourism advocate, outlined a series of strategic objectives to support the tourism industry in their budget for the 2015 fiscal year. Among the most important issues to address, Visit Bend identified the seasonal variation in tourism and the decline in business that it causes during the off-season: "Despite the sustained growth in Bend's tourism industry, our destination continues to face an unhealthy drop in business during the shoulder seasons and winter months."

In order to reduce the industry's seasonality, and work to address other goals in support of Bend tourism, the report listed metrics to track how well the industry has improved, and identified multiple strategic actions for the upcoming year. For example, metrics included the rate of citywide lodging occupancy, the number of visitor guide requests, and volume of transient room tax collections, among others. The report also identified strategic actions, such as increased investment in Bend's brand, improved connections with news media, and more citywide events and conventions. Visit Bend is also working to increase the region's offerings of non-outdoor recreation attractions, with a focus on cultural amenities.

Supporting Studies

Other planning efforts inform the EOA, including planning for housing growth and infrastructure systems, such as:

⁶ <http://issuu.com/visitbendor/docs/visit-bend-business-plan-2015-webre>

- *Bend Housing Needs Analysis – 2015*. This report forecasts Bend's housing growth through 2028, describing likely changes in the types of housing needed in Bend.
- *Water System Master Plan - 2011 Update (Optimization Study)*. This report covers level of service goals, present and future deficiencies, assessment of fire flow capacity in the system and the results of a comprehensive analysis using an optimized decision support process to evaluate alternatives that address system deficiencies now and in the future. The results of this study are a recommended set of system improvements to meet the needs of Bend's water system for at least 20 years.
- *Water Management and Conservation Plan – 2011*. The purpose of the Plan is to guide the development, financing, and implementation of water management and conservation programs and policies to ensure sustainable use of publicly owned water resources while the City plans for its future water needs.
- *Collection System Master Plan – 2014*. The Wastewater Collection System Master Plan (CSMP) is a 20-year critical planning document that establishes a clear vision for Bend's community's sewer collection system, a vital framework beneath the City. The CSMP identifies both short term and long-term system improvements that are needed to address existing condition, existing capacity, and future capacity issues.
- *Water Reclamation Facility Plan*. This plan outlines several cost-effective solutions for increasing the plant's ability to meet projected wastewater flows through the year 2030.
- *Stormwater Master Plan*. In 2014, Bend approved the City's first formal Stormwater Master Plan. The Stormwater Master Plan serves as the oversight plan for addressing stormwater quantity and quality issues. In addition to providing an overall strategy for addressing stormwater concerns, it provides a delineation of drainage areas and runoff quantities throughout Bend, and programmatic goals for addressing quantity and quality concerns.
- *Bend Urban Area Transportation Plan*. This plan guides development of Bend's transportation system to meet the forecast needs of the Bend community to 2020. The plan provides a policy and plan framework to allow Bend to design a balanced transportation system over time.

CHAPTER 3. FACTORS AFFECTING FUTURE ECONOMIC GROWTH IN BEND

According to OAR 660-0009, “the intent of the Land Conservation and Development Commission is to provide an adequate land supply for economic development and employment growth in Oregon.” The intent of OAR 660-009 is to link planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state. To meet those objectives, OAR 660-009-0015(1) requires cities to consider national, state, regional, county and local trends; this chapter summarizes economic trends and factors that will affect future economic growth in Bend.

The 2008 EOA included an extensive evaluation of factors affecting future economic growth in Bend, including national, state and local trends. That analysis was based on pre-2008 data. Clearly, changes have occurred since 2008, in part due to the Great Recession, which had significant negative impacts on Bend’s economy.

Bend’s economy is recovering from the Great Recession. As the regional employment center of Central Oregon, growth in Bend drives regional employment and economic growth. Bend’s growth is supported by availability of labor and resources available in Central Oregon, especially in Deschutes County. More than 60% of employment in Deschutes County is located in Bend.⁷ About 48% of population in Deschutes County is located within Bend.⁸ Half of employees at businesses located in Bend live outside of the city, in places like unincorporated Deschutes County, Redmond, unincorporated Crook County, or Prineville.⁹ Continued growth in Bend will drive growth in Deschutes County and in Central Oregon.

This chapter summarizes key findings from: (1) Appendix A: National, State, County, and Local Economic Trends, and (2) Appendix B: Factors Affecting Future Economic Growth in Bend.

National, State, Regional, and Local Trends

The U.S. economy continues to recover from the deep recession brought about by instability of financial and housing markets that impacted Oregon in a variety of ways, most notably with the labor market showing high unemployment and the housing market’s oversupply of homes.

Economic development in Bend over the next twenty years will occur in the context of long-run national trends. Appendix A provides more detailed information on trends affecting future economic growth and is intended to support the analysis required by OAR 660-009-0015(1). The most important of these trends are summarized in Table 1 and include:

⁷ Oregon Employment Department, Quarterly Census of Employment and Wages, 2013.

⁸ Portland State University, Population Research Center, 2013.

⁹ U.S. Census, OnTheMap, 2011.

Table 1. Implications of national, state, and regional economic and demographic trends on economic growth in Bend

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Moderate growth rates and recovery from the national recession</p> <p>According to the National Bureau of Economic Research, "The Great Recession" ended in 2009, but sluggish growth continued to affect businesses and workers alike for several years after. ¹⁰</p> <p>Unemployment at the national level has gradually declined since the height of the recession.¹¹ Unemployment rates in Oregon and Deschutes County are typically higher than those of the nation as a whole. ¹²</p> <p>The federal government's economic forecast projects a moderate pace of economic growth, with gradual increases in employment and real GDP (roughly 3% through the end of 2016). Economic growth in Oregon typically lags behind national growth. ¹³</p>	<p>Economic growth in Bend – in measures such as employment growth, unemployment rates, and wage growth - will be markedly improved from previous years (i.e. since 2007).</p> <p>The rate of employment growth in Bend will depend, in part, on the rate of employment growth in Oregon and the nation. Bend's primary competitive advantages, location, access to regional transportation infrastructure, quality of life, and access to educated and skilled labor from within the region make Bend attractive to companies that want to grow, expand, or locate in the Central Oregon.</p>

¹⁰ "US Business Cycle Expansions and Contractions," The National Bureau of Economic Research, <http://www.nber.org/cycles.html>.

¹¹ Nelson D. Schwartz, "US Economy Adds 223,000 Jobs; Unemployment at 5.3%," *The New York Times*, July 2, 2015, http://www.nytimes.com/2015/07/03/business/economy/jobs-report-hiring-unemployment-june.html?_r=0.

¹² "Local Area Unemployment Statistics," State of Oregon Employment Department, <https://www.qualityinfo.org/ed-uesti/?at=1&t1=0000000000,4101000000~unemprate~y~2000~2015>.

¹³ "The Budget and Economic Outlook: 2015 to 2025," January 2015, Congressional Budget Office, <https://www.cbo.gov/sites/default/files/cbofiles/attachments/49892-Outlook2015.pdf>.

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Growth of service-oriented sectors</p> <p>Increased worker productivity and the international outsourcing of routine tasks led to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will grow with the economy, but manufacturing employment will decline. These trends are also expected to affect the composition of Oregon’s economy, though Oregon’s manufacturing employment may grow in the short-run.¹⁴</p>	<p>The changes in employment in Deschutes County have followed similar trends as changes in national and state employment. For example, since 2001, employment in Deschutes County Health Care and Social Assistance increased its share of total employment by 4.4%, while Manufacturing’s share decreased by -3.8% as a result in decreases in wood products manufacturing.</p> <p>The Oregon Employment Department forecasts that the sectors likely to have the most employment growth in Deschutes County over the 2012 to 2022 period are: Construction, Health Care, Local and State Government, Retail Trade, Professional and Business Services, and Accommodation and Food Services. These sectors represent employment opportunities for Bend.</p>
<p>Lack of diversity in Oregon’s economy</p> <p>Oregon’s economy has diversified since the 1960’s, but Oregon continues to rank low in economic diversity among states.</p> <p>These rankings suggest that Oregon is still heavily dependent on a limited number of industries. Relatively low economic diversity increases the risk of economic volatility as measured by changes in output or employment.</p>	<p>Data from the Bureau of Labor Statistics shows that employment in Deschutes County in 2013 was concentrated in a few sectors: Health Care and Social Assistance (15%), Retail Trade (15%), Accommodations and Food Services (13%), and Government (13%).</p> <p>Employment in the Government and Health Care sectors tends to be stable and pays above Bend’s average wage of \$37,755. Employment in Accommodations and Food Services and Retail Trade pays below Bend’s average wage and employment may be volatile.</p> <p>Industries that have grown recently in Bend include bioscience, aviation and aerospace, outdoor recreation, software, specialty manufacturing, data center storage, and brewing. Each of these industries presents an opportunity for industrial growth in Bend.¹⁵</p>

¹⁴ “Employment Projections – 2012-2022,” Bureau of Labor Statistics, December 19, 2013, <http://www.bls.gov/news.release/pdf/ecopro.pdf>. and “Oregon Economic and Revenue Forecast,” Office of Economic Analysis, May 2015, <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0515.pdf>.

¹⁵ Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2013, <http://www.bls.gov/cew/datatoc.htm> (Hereafter BLS, QCEW). and Economic Development Central Oregon, Business and Economic Data, <https://www.edcoinfo.com/business-and-economic-data/>.

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Importance of small businesses in Oregon's economy</p> <p>Small business, with 100 or fewer employees, account for 66% of private-sector employment in Oregon. Workers of small businesses typically have had lower wages than the state average.¹⁶</p>	<p>In 2013 average size for a private business in Deschutes County is 8.5 employees per business, compared to the State average of 11.2 employees per private business.¹⁷</p> <p>Growth of small businesses presents opportunities for economic growth in Bend.</p>
<p>Availability of trained and skilled labor</p> <p>Businesses in Oregon are generally able to fill jobs, either from available workers living within the State or by attracting skilled workers from outside of the State.</p> <p>Availability of labor depends, in part, on population growth and in-migration. Oregon added more than 980,000 new residents and about 475,000 new jobs between 1990 and 2008. The population-employment ratio for the State was about 1.6 residents per job over the 18-year period.¹⁸</p> <p>Availability of labor also depends on workers' willingness to commute. Workers in Oregon typically have a commute that is 30 minutes or shorter.¹⁹</p> <p>Availability of skilled workers depends, in part, on education attainment. About 30% of Oregon's workers have a Bachelor's degree or higher.²⁰</p>	<p>Employment in Bend grew at about 1.6% annually over the 2001 to 2013 period, while population grew at about 3% annually from 2000 to 2013.²¹</p> <p>About 76% of workers at businesses located in Bend lived in Deschutes County, and 50% lived within Bend city limits. Firms in Bend attracted workers from as far away as Multnomah County.²²</p> <p>Bend's residents who were 25 years and over were more likely to have a Bachelor's degree or higher (41%) than the county (34%) and state average (31%). Availability of these workers helps support the types of target industries that require a skilled, educated workforce discussed in Chapter 4.²³</p>

¹⁶ Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2014 Q1, http://www.bls.gov/cew/apps/data_views/data_views.htm#tab=Tables/.

¹⁷ Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

¹⁸ Oregon Employment Department, Quarterly Census of Employment and Wages.

¹⁹ US Census Bureau, 2013 American Community Survey, 1-Year Estimates, Table B08303.

²⁰ US Census Bureau, 2013 American Community Survey, 1-Year Estimates, Table B15003.

²¹ Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

²² US Census Bureau, On the Map, 2011, <http://onthemap.ces.census.gov>.

²³ US Census Bureau, 2013 American Community Survey, 1-Year Estimates, Table B15003.

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Aging of the population</p> <p>The number of people age 65 and older will more than double between 2010 and 2050, while the number of people under age 65 will grow by only 30%. ²⁴ The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.</p> <p>People are retiring later than previous generations and continuing to work past 65 years old. This trend is seen both at the national and State levels. ²⁵ Even given this trend, the need for workers to replace retiring baby boomers will outpace job growth. Management occupations and teachers will have the greatest need for replacement workers because these occupations have older-than-average workforces.</p>	<p>The changes in the Bend’s age structure are similar to those of the State, with the most growth observed in people 45 years and older. Bend’s population is generally younger than the State’s. The median age in Bend in 2013 was 36.6 years, compared to 42.3 in Deschutes County, and 39.1 in the state as a whole. ²⁶</p> <p>The State projects that the share of the population over the age of 60 in Deschutes County will increase by 10% between 2015 and 2035. ²⁷</p> <p>Firms in Bend will need to replace workers as they retire. Demand for replacement workers is likely to outpace job growth in Bend, consistent with State trends.</p>
<p>Increases in energy prices</p> <p>Although energy prices are currently low by historical standards, over the long-term, energy prices are forecast to return to relatively high levels, such as those seen in the 2006 to 2008 period, possibly increasing further over the planning period. ²⁸</p>	<p>In 2015, low energy prices have decreased the costs of commuting. Over the long-term, if energy prices increase, these higher prices will likely affect the mode of commuting before affecting workers’ willingness to commute. For example, commuters may choose to purchase a more energy-efficient car, use the bus, or carpool.</p> <p>Very large increases in energy prices may affect workers’ willingness to commute, especially workers living the furthest from Bend or workers with lower paying jobs.</p>

²⁴ “The Next Four Decades; The Older Population in the United States 2010 to 2050,” US Census Bureau, May 2010, <https://www.census.gov/prod/2010pubs/p25-1138.pdf>.

²⁵ “Americans Settling on Older Retirement Age,” Rebecca Riffkin, *Gallup*, April 29, 2015, <http://www.gallup.com/poll/182939/americans-settling-older-retirement-age.aspx>.

²⁶ U.S. Census Bureau, 2013 American Community Survey, 1-Year Estimates, Table B01002.

²⁷ Oregon Office of Economic Analysis, Demographic Forecast, “Long-term Oregon State’s County Population Forecast (2010-2050),” http://www.oregon.gov/DAS/oea/Pages/demographic.aspx#Long_Term_County_Forecast

²⁸ “Annual Energy Outlook 2015; With Projections to 2040,” US Energy Information Administration, April 2015, [http://www.eia.gov/forecasts/aeo/pdf/0383\(2015\).pdf](http://www.eia.gov/forecasts/aeo/pdf/0383(2015).pdf).

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Comparatively low wages</p> <p>The income of a region affects the workforce and the types of businesses attracted to the region. Average income affects workers and businesses in different ways. Workers may be attracted to a region with higher average wage or high wage jobs. Businesses, however, may prefer to locate in regions with lower wages, where the cost of doing business may be lower.</p> <p>Since the early 1980's, Oregon's per capita personal income has been consistently lower than the U.S. average. In 2013, Oregon's per capita wage was 89% of the national average.²⁹</p>	<p>Per capita personal income in Deschutes County (\$40,245 in 2014 dollars) was lower than that of the Portland MSA (\$44,603), Oregon (\$40,645), and the Nation as a whole (\$45,660) in 2014.³⁰</p> <p>Income in Oregon has historically been below national averages. There are four basic reasons that income has been lower in Oregon and Deschutes County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix of employment is weighted towards lower paying occupations; (3) a higher proportion of the population has transfer payments (e.g. social security payments for retirees), which are typically lower than earnings; and (4) lower labor force participation among working age residents. To a certain degree, these factors are all true for both Oregon and Deschutes County, and result in lower income.</p> <p>The lower wages in Bend may be attractive to firms that typically pay lower wages, such as call centers or firms that outsource professional services such as accounting or technical support.</p>
<p>Education as a determinant of wages</p> <p>The majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree. The fastest growing occupations requiring an academic degree will be: computer software application engineers, elementary school teachers, and accountants and auditors. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for about half of all jobs by 2018. These occupations typically have lower pay than occupations requiring an academic degree.³¹</p>	<p>Bend's residents who were 25 years and over were more likely to have a Bachelor's degree or higher (41%) than the county (34%) and state average (31%) in 2013.³²</p> <p>Wages in Bend are relatively low compared to Oregon as a whole, and this is largely a result of the composition of the regional economy, rather than the availability of workers with an academic degree. Increasing the relatively low wages in the region is dependent on changing the composition of the regional economy, through growing or attracting businesses with higher paying occupations.</p>

²⁹ Bureau of Economic Analysis, Regional Data, GDP & Personal Income, Local Area Personal Income and Employment, Table CA1-3.

³⁰ Bureau of Economic Analysis, Regional Data, GDP & Personal Income, Local Area Personal Income and Employment, Table CA1-3. Adjusted for inflation using the BLS CPI Calculator at http://www.bls.gov/data/inflation_calculator.htm.

³¹ Bureau of Labor Statistics, "Employment Projections: 2008-2018 News Release," Thursday, December 10, 2009, http://www.bls.gov/news.release/archives/ecopro_12102009.htm.

³² US Census Bureau, 2013 American Community Survey, 1-Year Estimates, Table B15003.

National, State, and Regional Economic Trends	Implications for economic growth in Bend
<p>Importance of high quality natural resources</p> <p>The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households’ incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region’s quality of life and play an important role in attracting both households and firms.</p>	<p>The region’s high quality natural resources present economic growth opportunities for Bend, ranging from food and beverage production to the tourism industry.</p>

Summary of Bend’s Competitive Advantages

Bend’s competitive advantages include a well-educated and growing population, a desirable location for employees—a scenic environment with unique access to outdoor recreation—and for businesses—proximity to major state highways and airports. Furthermore, Bend has competitive property tax rates and effective infrastructure systems and planning efforts that are on track to accommodate increasing usage.

As the economy and population of Central Oregon continue to grow, aspects of Bend’s role as the “central city” or regional center within Central Oregon will intensify. For example, because of the existing business network and suppliers, firms’ executive decision-making functions will be more likely to locate in the city.

This role will continue to be important to the quantity and types of jobs that Bend attracts. Downtown Bend is the cultural, culinary, and specialty retail hub of the region. Bend hosts the region’s largest medical facility (St. Charles Medical Center and associated medical organizations), the largest news media organization (the Bend Bulletin), and numerous governmental agencies, from federal (U.S. Forest service), to regional (Deschutes County), to local (City of Bend) – all of which are major employers. Within the private sector, Bend is also the home address for many of the region’s largest and most influential employers – either as the headquarters or the main employment location – including: Mt. Bachelor; Les Schwab; Bend Research; Nosler Inc.; GL Solutions; Navis; and IBEX.

The importance of Bend as a social and cultural center is an important consideration as a driver of economic growth. Bend’s high quality cultural and natural amenities are repeatedly cited by business owners and employees as reasons to relocate to or remain in Bend. This will prove especially important in some industry sectors, such as Information-Technology, in which well-paid managers and their employers can choose between communities, and land and building space costs play a less significant factor in business success.

CHAPTER 4. EMPLOYMENT GROWTH AND TARGET INDUSTRIES IN BEND

OAR 660-009 requires cities to maintain a 20-year inventory of sites designated for employment. To provide for at least a 20-year supply of commercial and industrial sites consistent with local community development objectives, Bend needs an estimate of the amount of commercial and industrial land that will be needed to accommodate forecast employment over the planning period. Demand for commercial and industrial land will be driven by development in target industries, the expansion and relocation of existing businesses, and new businesses locating in Bend.

Employment Forecast

Appendix B describes the methods and assumptions used to develop the 2008-2028 employment forecast. This section presents the 2008-2028 forecast and describes changes in employment that occurred between 2008 and 2013.³³

Before presenting the updated information, it is important to note that the 2008 to 2028 employment forecast was upheld in the Remand. As such, the City is not required to revisit the 20-year forecast. The information provided in this section analyzes how much and what type of employment growth occurred in Bend between 2008 and 2013.

The foundation of the economic opportunities analysis (EOA) is the forecast of employment growth. In the Remand, Bend was found to have met the requirements of Goal 9, with the forecast of 22,891 new non-shift employees from 2008 to 2028. This serves as the foundation for the updated land need estimates.

Employment Changes in Bend

This section presents information about Bend's employment base in 2013³⁴, compared to 2008. Table 2 shows the forecast of growth by major employment categories for Bend for 2008 to 2028 that was originally developed for the 2008 EOA. The forecast shows that employment will grow by 22,891 employees (about 61%) over the 20 year period between 2008 and 2028, at an average annual growth rate of 2.4%.

³³ 2013 is the most recent year that employment data is available upon which to base the updates.

³⁴ We use 2013 employment data, rather than 2014 employment data, because it is the best available data for Bend. The employment data used is the Oregon Employment Department's Quarterly Census of Employment and Wages. Data for 2014 will not be available until mid- to late-2015.

Table 2. Employment Forecast by Employment Category, total non-shift employment, Bend 2008 to 2028

Employment Categories	2008 Employment	2028 Employment Forecast	Change 2008 to 2028		
			2008 to 2028 Growth	Percent Change	Average Annual Growth Rate
Industrial					
Industrial Heavy	3,807	5,180	1,373	36%	1.6%
Industrial General	5,370	8,002	2,632	49%	2.0%
Retail			0		
Large Retail	3,474	5,849	2,375	68%	2.6%
General Retail	3,244	5,293	2,049	63%	2.5%
Office/Srv/Medical	13,979	23,593	9,614	69%	2.7%
Leisure and Hospitalit	3,306	5,532	2,226	67%	2.6%
Other / Misc	1,051	1,547	496	47%	2.0%
Government	3,485	5,611	2,126	61%	2.4%
Total	37,716	60,607	22,891	61%	2.4%

Source: Bend EOA, 2008, Table 26; 2028 Employment forecast: Bend EOA, 2008, Table 25. 2008 data based on Oregon Employment Department 2006 geo-coded data for City of Bend
 Note: While the employment in this table is based on covered employment data from the Oregon Employment Department, the 2008 covered employment data was adjusted, using the methods described in the EOA, to show total employment for non-shiftworkers.

Since the forecast for the 2008 EOA was developed, Bend’s economy has changed, in large part as a result of the recent recession. Table 3 shows change in employment in Bend between 2008 and 2013. Overall, employment grew by 948 employees, at an average annual growth rate of 0.5%. Industrial employment decreased by about 2,500 employees and retail employment decreased by more than 550 employees. The majority of employment growth was in Office, Services, and Medical, which added more than 2,400 jobs.

Table 3. Employment Forecast by Employment Category, total non-shift employment, Bend 2008 to 2013

Employment Categories	2008 Employment	2013 Employment	Change 2008 to 2013		
			2008 to 2013 Growth	Percent Change	Average Annual Growth Rate
Industrial					
Industrial Heavy	3,807	2,889	-918	-24%	-5.4%
Industrial General	5,370	3,771	-1,599	-30%	-6.8%
Retail					
Large Retail	3,474	3,057	-417	-12%	-2.5%
General Retail	3,244	3,096	-148	-5%	-0.9%
Office/Srv/Medical	13,979	16,435	2,456	18%	3.3%
Leisure and Hospitalit	3,306	4,017	711	22%	4.0%
Other / Misc	1,051	1,505	454	43%	7.4%
Government	3,485	3,894	409	12%	2.2%
Total	37,716	38,664	948	3%	0.5%

Source: Bend EOA, 2008, Table 26. 2008 data based on Oregon Employment Department 2006 geo-coded data for City of Bend 2013 data based on Oregon Employment Department 2013 Quarter 3 geo-coded data for City of Bend
 Note: While the employment in this table is based on covered employment data from the Oregon Employment Department, the 2008 and 2013 covered employment data was adjusted, as using the methods described in the EOA, to show total employment for non-shiftworkers.

Using the 2013 total non-shift employment figure of 38,664 and the 2028 acknowledged forecast of 60,607 yields an estimated increase of 21,943 new employees between 2013 and 2028. This equates to an average annual growth rate of 3.0% over that period. Table 2 shows that the acknowledged 2008 to 2028 forecast of 22,891 new employees resulted in an average annual growth rate of 2.4%. In short, employment growth between 2008 and 2013 occurred at a much slower pace than the average growth rate forecast by the City.

Table 4 compares employment in Bend in 2013 to the forecast for employment growth by 2028, from the 2008 EOA.

Table 4. Employment Forecast by Employment Category, non-shift workers, Bend 2013 to 2028

Employment Categories	2013 Employment	2028 Employment Forecast	Change 2013 to 2028		
			2013 to 2028 Growth	Percent Change	Average Annual Growth Rate
Industrial					
Industrial Heavy	2,889	5,180	2,291	79%	4.0%
Industrial General	3,771	8,002	4,231	112%	5.1%
Retail					
Large Retail	3,057	5,849	2,792	91%	4.4%
General Retail	3,096	5,293	2,197	71%	3.6%
Office/Srv/Medical	16,435	23,593	7,158	44%	2.4%
Leisure and Hospitalit	4,017	5,532	1,515	38%	2.2%
Other / Misc	1,505	1,547	42	3%	0.2%
Government	3,894	5,611	1,717	44%	2.5%
Total	38,664	60,607	21,943	57%	3.0%

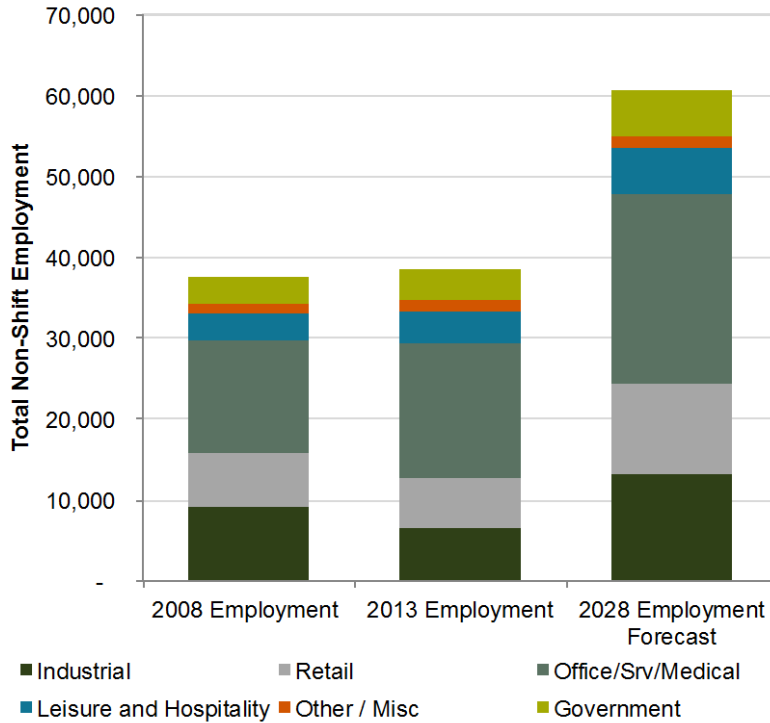
Source: 2028 Employment forecast: Bend EOA, 2008, Table 25.

2013 data based on Oregon Employment Department 2013 Quarter 3 geo-coded data for City of Bend

Note: While the employment in this table is based on covered employment data from the Oregon Employment Department, the 2013 covered employment data was adjusted, as using the methods described in the EOA, to show total employment for non-shiftworkers.

Figure 2 shows a comparison of total non-shift employment by employment category in 2008 and 2013 and the forecast of employment growth in Bend for 2028.

Figure 2. Comparison of Changes in Employment by Employment Categories in 2008, 2013, and 2028 Forecast, non-shift workers, Bend



Source: Bend EOA, 2008, Table 26.
 2008 data based on Oregon Employment Department 2006 geo-coded data for City of Bend
 2013 data based on Oregon Employment Department 2013 Quarter 3 geo-coded data for City of Bend
 Note: While the employment in this figure is based on covered employment data from the Oregon Employment Department, the 2008 and 2013 covered employment data was adjusted, as using the methods described in Appendix B, to show total employment for non-shiftworkers.

Employment Forecast by Site Size

ORAR 660-009-0015(2) requires cities to identify “required site types.” Specifically, the rule states:

“The economic opportunities analysis must identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. Cities and counties are encouraged to examine existing firms in the planning area to identify the types of sites that may be needed for expansion. Industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.”

This section describes the process for identifying the number of sites needed by type in Bend. The estimate of site needs is based on the employment forecast and historical development patterns, to illustrate the rough number and type of sites of various sizes needed to accommodate the forecast of employment growth. The forecast of land needed to accommodate growth and ability to accommodate that growth within the UGB is completed with use of the Envision Tomorrow modeling tool, as discussed in Chapter 5.

The process of identifying site needs based on historical development patterns builds from the employment forecast (Table 4) to the forecast of needed sites by size of site. Table 5 shows the distribution of existing employment (in 2013) by the employment categories and site size. To maintain consistency with the Envision Tomorrow model output and the Urbanization Report, the employment categories in Table 4 have been simplified and combined as follows:

- Retail & Leisure and Hospitality = Retail and Hospitality
- Office/Srv/Medical & Other/Misc = Office
- Heavy and General Industrial = Industrial
- Government = Public

Table 5. Distribution of existing employment by site size, Bend 2013

Employment Category	Smaller than 5 acres	5 to 49.99 acres	50.00 ac or more
Retail and Hospitality	71%	29%	0%
Office	75%	7%	18%
Industrial	83%	17%	0%
Public	73%	27%	0%
Total	75%	17%	8%

Source: Oregon Employment Department 2013 Quarter 3 geo-coded data for City of Bend and developed land in the Bend BLI, 2015

The next step in the process was to allocate employment growth by site size (Table 6). This allocation used the percentages in Table 5 to distribute employment growth in Table 4 to employment categories and site sizes.

Table 6. Forecast of employment growth by site size, Bend 2013-2028

Employment Category	Smaller than 5 acres	5 to 49.99 acres	50.00 ac or more
Retail and Hospitality	4,619	1,885	-
Office	5,412	481	1,307
Industrial	5,382	1,122	18
Public	1,253	464	-
Total	16,666	3,952	1,325

Source: Bend employment forecast in Table 5

Table 7 shows the average employees per site by site size for tax lots with employment in 2013 using data from the Quarterly Census of Employment and Wages (QCEW) and tax lot data. The results show that sites less than five acres averaged 23 employees and sites five to 50 acres averaged 134 employees. Average employment on sites of 50 acres or more cannot be disclosed for confidentiality reasons.

Table 7. Average employees per site, Bend 2013

	Smaller than 5 acres	5 to 49.99 acres	50.00 ac or more
Employees per site	23	134	(D)

Source: Oregon Employment Department 2013 Quarter 3 geo-coded data for City of Bend and developed land in the Bend BLI, 2015

Note: The average number of employees more than 50 acres cannot be disclosed for confidentiality purposes. The average number of employees on sites 50-acres or more is substantially more than the average number of employees on sites 5 to 49 acres in size.

The average employees per site in Table 7 are then used to estimate the number of needed sites by employment type and size to accommodate new employment between 2013 and 2028. Needed sites are estimated by dividing the employment by category and site size in Table 6 by the average employees per site in Table 7. Note that sites larger than 50 acres are not included in this analysis—the Remand approved the need for two large-lot industrial employment sites over fifty acres. Thus, analysis of special site needs over 50 acres is not necessary using this methodology.

Table 8 shows the number of sites needed to accommodate employment growth between 2013 and 2028 by site size. The results show that Bend will need 726 sites less than five acres and 32 sites greater than five acres.

Table 8. Sites needed to accommodate employment growth by site size, Bend 2013-2028

Employment Category	Smaller than 5 acres	5 to 49.99 acres
Retail and Hospitality	201	15
Office	236	4
Industrial	234	9
Public	55	4
Total	726	32

Source: Bend employment forecast in Table 4, average employees per site in Table 7.

Table 9 allocates the needed sites in Table 8 to broad categories of plan designation based on the approximate percentage of employment for each employment category. For example, 89% of retail and hospitality employment in Bend is located in Commercial and Mixed Use plan designations. As a result, Table 9 allocates 89% of land needed to Commercial and Mixed Use, with 179 sites smaller than 5 acres and 13 sites between 5 and 49.9 acres. The remaining 24 sites are allocated to Industrial and Mixed Employment, where about 11% of Bend’s retail and hospitality employment is located.

Table 9. Sites needed to accommodate employment growth by comprehensive plan designation category and site size, Bend 2013-2028

Employment Category	Commercial / Mixed Use			Industrial / Mixed Employment			Public Facilities			Total	
	% of Sites	< 5 ac	5-49.9 ac	% of Sites	< 5 ac	5-49.9 ac	% of Sites	< 5 ac	5-49.9 ac	% of Sites	Sites
Retail and Hospitality	89%	179	13	11%	22	2	0%	-	-	100%	216
Office	73%	173	3	26%	61	1	1%	2	-	100%	240
Industrial	17%	40	2	82%	192	7	1%	2	-	100%	243
Public	27%	15	1	16%	9	1	57%	31	2	100%	59
Total		407	19		284	11		35	2		758

Source: Site needs forecast in Table 8 and distribution of employment by plan designation from Oregon Employment Department 2006 Covered Employment and analysis by City of Bend.

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Target Industries

In 2005, spurred by the realization that Bend’s economy was in the midst of an ongoing series of changes, the City Council and other city leaders convened an Economic Sector Targeting workshop. The nine primary targeted economic sectors identified by the workshop are shown in Table 10.

Table 10. Targeted Economic Sectors

Economic Base	Regional Targets	Bend Targets
Sustain and Grow		
Hospitality	Secondary Wood Products	Aviation - Aerospace
Higher Education		Recreation Equipment
Health Care	Renewable Energy Resources	Specialty Manufacturing Information Technologies

Source: City of Bend Economic Sector Targeting Report, 2005

Note that the industry groups identified by the Economic Sector Targeting work do not necessarily follow the NAICS categorization system. Economic development professionals refer to industry groups such as these, which can cross into numerous different NAICS sectors, as “clusters.”

In determining which industries to target, the group gave preference to “traded-sector” industries. “Traded sector” refers to industries or businesses that sell their services or products beyond the local market area. Because of their regional or even global market areas, these types of industries have much greater potential and are less vulnerable to downswings in the local economy. For example, Bend’s aviation companies sell airplanes and aviation parts to customers around the country and are thus traded-sector companies. Conversely, a chain of auto repair stores serves a very local market and will depend much more on local economic conditions for success. The Regional and Bend Target sectors are all traded sector industries, while the “Economic Base Sustain and Grow” sectors are more local.

Bend can be expected to continue to grow faster than the rest of the region within certain industries – particularly, industries identified by the Economic Sector Targeting and OED that are knowledge-based or have an existing base of operations in Bend.

Site Needs for Target Industries

Chapter 4 described target industries (described in this chapter as economic opportunities) for Bend, based on the city’s economic advantages and evaluation of the types of industries that fit with Bend’s vision for growth of traded-sector industries. These target industries focus on manufacturing, including secondary wood products, renewable energy, aviation – aerospace, recreation equipment, and specialty manufacturing, as well as information technology. This section focuses on the site needs for these target industries, as well as established industries, such as medical services. It also considers land needs from the broad range of commercial and industrial businesses, from small retail or service businesses to large-scale manufacturers.

This section addresses the requirements of OAR 660-009-0015(2) on required site types:

Identification of Required Site Types. The economic opportunities analysis must identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. Cities and counties are encouraged to examine existing firms in the planning area to identify the types of sites that may be needed for expansion. Industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.

The analysis that follows aggregates employment that has compatible site characteristics into common site categories.

Typical site needs of larger employers

Businesses considering locating in Oregon and in Bend will consider many factors before selecting a location (e.g., access to markets, availability of skilled workers, and availability of suitable land).

One of the key factors that businesses consider when making decisions about where to locate is the availability of vacant, large, and flat parcels of land. Table 11 shows examples of traded-sector firms that considered locating in Oregon and Southern Washington since 1997. Table 11 shows that firms looking for office or flex space required sites from 30 acres up to more than 100 acres. Manufacturing firms required sites from 25 acres to 250 acres in size.

These firms worked with Business Oregon to find suitable sites in Oregon. Some of the firms chose to locate in Oregon and some chose to locate elsewhere. One of the key factors that influenced decisions to locate elsewhere was availability of large parcels of land with infrastructure services (e.g., transportation access, wastewater, etc.).

Table 11. Examples of firms that considered locating in Oregon and Southern Washington between 1997 and 2010

Type of business	General Location Considered	Site size (acres)	Building Size (square feet)	Located in Oregon ?
Office or Flex space				
Private technology firm	Northern Oregon I-5	100+	1 msf	
Facebook Data Center	Prineville	118	147,000 sf	Yes
Siltronics	Portland Harbor	35		
Nautilus	Vancouver	35	489,000	Yes
Google Data Center	The Dalles	30		Yes
Warehouse and Distribution				
Lowes	Lebanon	204	1.3 to 2.2 msf	Yes
NOAH-PepsiCo	Albany	204	2.5 msf	No
Wal-Mart	Hermiston	200	1.3 msf	Yes
Target	Albany	175	1.3 msf	Yes
Fed Ex	Troutdale	78	500,000 sf	Yes
Dollar-Tree	Ridgefield, Wa	75	800,000 sf	
Home Depot	Salem	50 to 100	400,000+	Yes
Manufacturing				
Apricus	Northern Oregon	250	Very large	No
Navitas	Oregon	150 to 200		No
Pacific Ethanol	Boardman	137		Yes
SolarWorld	Hillsboro	75	1 msf	Yes
Schott Solar	I-5 corridor	50+	up to 800,000 sf	No
Genentech	Hillsboro	50	500,000 sf	Yes
Amy's Kitchen	White City	50		Yes
Sanyo Solar	Salem	25	150,000 sf	Yes
Spectrawatt	Hillsboro	25	225,000 sf	No

Source: Business Oregon

Table 12 shows examples of manufacturers of clean energy technologies that announced plans to build new manufacturing plants in 2009 or 2010. More than one-third of these firms considered locating in Oregon. The site size requirements of these firms ranged from 50 to nearly 500 acres, with an average site size of around 100 acres. These firms are within one of the potential growth industries identified in Chapter 4, renewable energy manufacturing.

Table 12. Examples of clean energy technologies that announced plans to build new manufacturing plants in 2009 or 2010

Company	Site Size (Acres)	Location	Industry
Tokuyama*	494	Malaysia	Solar
Vestas*	300	Colorado	Wind
US REG - A Power	150	Nevada	Wind
REC*	150	Singapore	Solar
Tindall	144	Kansas	Wind
Green2V	124	New Mexico	Solar
LG Chem Ltd.	120	Michigan	Batteries
Autoport/AC Propulsion	102	Delaware	Electric Vehicles
Energy Composites Corps	94	Wisconsin	Wind
Tesla	90	California	Electric Cars
Mitsubishi Heavy Industries*	90	Arkansas	Wind
Schott Solar*	80	New Mexico	Solar
Enerdel	75	Indiana	Batteries
Energy Composites Corporation	54	Wisconsin	Wind
Proterra*	50	South Carolina	Electric Buses
Confluence	50	Tennessee	Solar

Source: Business Oregon

*Note: These firms considered locating in Oregon.

Table 13 shows the characteristics required to make a site competitive for businesses considering locating or expanding in Oregon, based on information from Business Oregon. Sites for most manufacturing uses are generally between 10 acres to 50 acres. Some large industrial uses, such as businesses in the renewable and clean energy sector, require sites of 100 acres. Industrial users need sites that are relatively flat, generally with a slope of 5% or less.

Table 13. Site characteristics of common business types in Oregon

Industry Sector	Site size* (Acres)	Site Topography (Slope)	Site Access Max distance in miles to interstate or major arterial	Utilities (Min. line size in inches) Water / Sanitary Sewer
Regionally to Nationally Scaled Clean-Tech Manufacturer	50	0-5%	10	10 / 10
Globally Scaled Clean Technology Campus	100	0-5%	10	10 / 10
Heavy Industrial/ Manufacturing	25	0-5%	10	8 / 8
General Manufacturing	10	0-5%	20	8 / 8
Food Processing	20	0-5%	30	10 / 10
High-tech Manufacturing or Campus Industrial	25	0-7%	15	10 / 10
Regional (multistate) Distribution Center	200	0-5%	5 Only Interstate highway or equivalent	4 / 4
Warehouse/Distribution	25	0-5%	5 Only Interstate highway or equivalent	4 / 4
Call Center / Business Services	3	0 to 12%	Not applicable	4 / 4

Source: Business Oregon

*Note: Site size is the competitive acreage that would meet the site selection requirements of the majority of industries in this sector

Some industrial and large-scale commercial businesses may prefer to locate in an industrial or business park. Business parks are developments with multiple buildings, designed to accommodate a range of uses, from heavy industry to light industry to office uses. Most industrial parks, a subset of business parks, have large-scale manufacturing, distribution, and other industrial uses, with relatively little office space.

To provide context for business park type development, Table 14 shows examples of business park sites in the Portland Metro area. Business parks in the Portland area generally range in size from 25 acres to 75 or 100 acres in size. Some of the business parks are primarily industrial (e.g., Beaverton Creek, Columbia Commerce Park, or Southshore Corporate Park), some are primarily commercial (e.g., Creekside Corporate Park or Nimbus Corporate Center), and some are office and flex space (e.g., Cornell Oaks Corporate Center).

Table 14. Examples of business park sites, Portland Metro area

Business Park	Site Acres	Building Square Feet
AmberGlen Business Center	72	572,685
AmberGlen East and West	44	536,000
Beaverton Creek	56	512,852
Columbia Commerce Park	31	562,888
Cornell Oaks Corporate Center	107	684,000
Creekside Corporate Park	50	615,113
Kruse Woods Corporate Center	76	1,652,105
Lincoln Center	22	728,770
Nimbus Corporate Park	47	688,632
Oregon Business Park 1	36	782,294
Oregon Business Park 3	35	501,029
PacTrust Business Center	40	570,539
Pacific Business Park (South)	26	340,864
Pacific Corporate Center	56	601,542
Parkside Business Center	52	687,829
Southshore Corporate Park	312	1,630,000
Tualatin Business Center I and II	33	383,305
Wilsonville Business Center	30	710,000
Woodside Corporate Park	37	579,845

Source: Metro UGR, Appendix 5 Multi-tenant (business park)/Large lot analysis

In addition, the Portland Metro area has identified the following types of major employment sites, ranging from 25 acres to more than 500 acres:³⁵

- **General industrial.** The Portland region has 21 general industrial major employment sites, ranging in size from 25 acres to 164 acres and averaging 53 acres. Firms on these sites range from beverage manufacturers to construction product manufacturers to specialty manufacturing enterprises.
- **Warehouse and distribution.** The Portland region has 15 warehouse and distribution major employment sites, ranging in size from 25 acres to 452 acres and averaging 74 acres. Firms on these sites range from wholesalers to general warehouse and distribution to company-specific distributors.
- **Flex.** The Portland region has 14 flex major employment sites, ranging in size from 25 acres to 522 acres and averaging 112 acres. Firms on these sites include small and large semiconductor manufacturing and other high tech manufacturing.

³⁵ These examples are documented in the Portland Metro 2009-2030 Urban Growth Report, Appendix 4

Site Needs of Target Industries

ORAR 660-009-0015(2) requires the EOA identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis. The Administrative Rule defines site characteristics as follows in ORAR 660-009-0005(11):

(11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

Friends of Yamhill County v. City of Newberg, 62 Or LUBA 5 (2010), established a two-prong test for establishing relevant "site characteristics" as follows: (1) that the attribute be "typical of the industrial or employment use;" and (2) that it have "some meaningful connection with the operation of the industrial or employment use." The first of those prongs, that the attributes be "typical," appears expressly in ORAR 660-009-0015(2), which refers to "site characteristics typical of expected uses." In upholding LUBA's two prong test, the Court of Appeals agreed, "[t]hat 'necessary' site characteristics are those attributes that are reasonably necessary to the successful operation of particular industrial or employment uses, in the sense that they bear some important relationship to that operation." *Friends of Yamhill County v. City of Newberg*, 240 Or App 738, 747 (2011).

Table 15 presents the site characteristics needed for the operation of major traded-sector industries, as well as for clusters of commercial and mixed-use development. Table 15 groups potential growth industries by site category (e.g., large industrial and flex). Any of the potential growth industries, however, may occur at a variety of sizes. For example, renewable energy companies could range from large solar panel manufacturers to small manufacturers of specialty renewable energy products and could use sites from five acres to over 250 acres. The opportunity sites in each potential growth industry will vary by size of the firms and the firm's activities.

Table 16 presents site infrastructure requirements necessary for the operations of potential growth industries. There are some common service requirements, regardless of the type of industry. For example, nearly all firms need access to roads, telecommunications, water and wastewater, and electricity. Some potential growth industries have specific service requirements for their operations. For example, food processors generally need access to large amounts of water and wastewater capacity or data centers need access to a large amount of electricity and redundant electricity sources.

Table 15. Summary of site characteristics for target industries and clusters of commercial development

Site Category	Example Industries (Target Industries in bold)	Typical Site Size (acres)	Topology	Parcel configuration	Land Use Buffers	Visibility
Large Industrial and Flex	Renewable Energy Information Technology	50 to 250	0% to 5% slope	Preference for single parcels or parcels with two owners	Compatible with industrial or agricultural uses	No
Medium Industrial and Flex	Specialty Manufacturing Aviation - Aerospace Secondary Wood Products Recreation Equipment Renewable Energy Information Technology	10 to 75	0% to 5% slope	Preference for single parcels or parcels with two owners	Compatible with industrial or agricultural uses	No
Small Industrial	Specialty Manufacturing Aviation - Aerospace Secondary Wood Products Recreation Equipment Renewable Energy Information Technology	Less than 10	Less than 10% slope	Preference for single parcels or parcels with two owners	Compatible with some commercial, industrial, or agricultural uses	No
Large Commercial /Office	Mixed use Regional and community retail Big box retail Higher Education	10 to 50	Less than 10% slope	Preference for single parcels or parcels with two owners	Compatible with commercial and mixed uses	Yes
Medium Commercial /Office	Information Technology Large medical offices Mixed use Hospitality Higher Education Neighborhood retail Other services	5 to 20	Less than 15% slope	Preference for single parcels or parcels with three owners	Compatible with commercial and mixed uses	Yes
Small Commercial /Office	Small medical offices Retail and services	Less than 2	Less than 15% slope	Preference for single parcels or parcels with three owners	Compatible with commercial, mixed uses, and residential	Yes

Source: ECONorthwest research, City of Bend analysis, and Business Oregon Industrial Development Competitiveness Matrix

Table 16. Summary of site infrastructure needs for potential growth industries and clusters of commercial development

Site Category	Transportation	Rail	Transit, Ped, Bike	Water and Sewer Meter Size (inches)	Gas (annual therms)	Electrical Demand (annual KWhr)	Telecom
Large Industrial and Flex	Direct access to an arterial; less than 10 miles from Highway 97 or Highway 20	Preferred	Preferred	4 to 10 High Pressure Preferred	10,000 – 80,000	10,000 – 100,000 + Secondary system dependency may be required	High speed Internet and phones Higher capacity Internet access may be required
Medium Industrial and Flex	Direct access to an arterial; less than 10 miles from Highway 97 or Highway 20	Preferred	Preferred	3 to 6 High Pressure Preferred	10,000 – 80,000	10,000 – 100,000 + Secondary system dependency may be required	High speed Internet and phones Higher capacity Internet access may be required
Small Industrial	Access to a major collector	Not required	Preferred	0.75 to 2	10,000 – 30,000	10,000 to 30,000	High speed Internet and phones Higher capacity Internet access may be required
Large Commercial	Direct access to an arterial or major collector	Not required	Preferred	2 to 4	Standard commercial usage	10,000 – 100,000 + Secondary system dependency may be required	High speed Internet and phones Higher capacity Internet access may be required
Medium Commercial	Direct access to an arterial or major collector	Not required	Preferred	1 to 3	Standard commercial usage	Standard commercial usage	High speed Internet and phones
Small Commercial	Access to a major collector	Not required	Preferred	1.5 or smaller	Standard commercial usage	Standard commercial usage	High speed Internet and phones

Source: ECONorthwest research, City of Bend analysis, and Business Oregon Industrial Development Competitiveness Matrix

Characteristics of sites needed for manufacturing

Bend's target industries are manufacturing. Bend's large-scale manufacturing target industries are renewable energy and information technology (large data centers). Bend's medium-scale manufacturing target industries are renewable energy, secondary wood products, aviation – aerospace, recreation equipment, specialty manufacturing, and information technology (mid-sized data centers), all of which are high-tech or general manufacturing. This section presents the needed characteristics for large-scale manufacturing and medium-scale manufacturing.

The following summarizes the site characteristics for manufacturing and provides an overview of the two-prong test established for site characteristics under *Friends of Yamhill County v. City of Newberg*.

Large-scale manufacturing

1. **Site size.** Sites for manufacturing firms range in size from 50 to 250 acres. Some medium-scale and smaller manufacturing firms may prefer to locate in a manufacturing or flex business park, which range in size from about 25 acres to several hundred acres.
 - o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites "a minimum acreage" as a site characteristic. Business Oregon finds that competitively-sized Regionally to Nationally Scaled Clean-Tech Manufacturers have sites 50 acres and larger. Large clean industry developments in 2010 occurred on sites ranging from 50 acres to nearly 500 acres. Data centers and other information technology businesses locating in Oregon located on sites ranging from 30 to more than 100 acres.

Some businesses will prefer to locate in manufacturing to flex business parks. Business parks are typically at least 25 acres in size to allow for development of multiple buildings and associated parking. In the Portland area, these parks generally range in size from about 25 acres to 50 acres, with a few examples of parks around 75, 100, or 300 acres.

- o Attribute has "some meaningful connection with the operation of the industrial or employment use" – Site size is important to general industrial users. The site needs to be large enough to accommodate the needed built space, as well as to accommodate storage space or space for future expansion. In addition, the site needs to be large enough to accommodate not only the general industrial uses, but also parking, on-site circulation, connections to public transportation, rail connections, and other access to the transportation network.
2. **Land ownership.** Sites with two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
 - o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "site configuration" as a site characteristic. Developing an industrial building on a site with more than two owners requires negotiating land assembly and purchase from multiple owners. Land assembly is difficult and often costly for a number of reasons. People own land for a variety of reasons,

such as the desire to develop the land, keep the land undeveloped, or sell the land for a profit. Getting landowners to sell land can be difficult, especially if the ownership is legally disputed, as is the case with some inheritances. If a landowner is a willing seller, they may have an unrealistic expectation of their land's value, in the context of comparable land values. In addition, one parcel of land may have multiple owners, compounding the issues described above.

Developers attempting land assembly often have difficulty assembling a site at a cost that makes development economically viable. When assembling land, developers often find that owners of key sites are not willing sellers, have unrealistic expectations of the value of their land, or cannot get agreement among multiple owners to sell the land. As a result, developers of industrial buildings typically choose to develop sites with one or two owners.

- Attribute has "some meaningful connection with the operation of the industrial or employment use" – The cost of land assembly, in financial terms and in terms of extra time needed for site assembly, can make developing an industrial site with multiple land owners financially infeasible.
3. **Automotive and freight access.** Manufacturing buildings generally are located on arterial or major collector streets. Traffic from the industrial development should not be routed through residential neighborhoods. Freight traffic should have unimpeded access to an arterial or state highway.
- Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes" as a site characteristic. Business Oregon finds that manufacturing and industrial firms need to be located relatively close to an interstate highway or principal arterial road, generally within 20 miles or less.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – This site characteristic helps to minimize the amount of traffic on local streets, minimize freight traffic in residential neighborhoods, improve mobility, minimize adverse effects on urban land use and travel patterns, and provide for efficient long distance travel, which are all necessary for effective industrial operations.
4. **Topography.** Manufacturing sites should be relatively flat, with slopes of not more than 5%.
- Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites "site configuration including shape and topography" as a site characteristic. Business Oregon finds that competitive sites generally have a slope of 5% or less.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – Industrial buildings require level floor plates to reduce costs

and offer maximum flexibility, as well as level areas to provide for freight access and pedestrian walkways that meet ADA standards. The real estate development literature describes the increases in development costs and other difficulties associated with industrial development on a sloped site.

5. **Access to services.** City services should be directly accessible to the site, including sanitary sewer, and municipal water.
 - Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "specific types or levels of public facilities, services or energy infrastructure" as a site characteristic. Business Oregon finds that competitive sites must have access to urban services, including water, wastewater, natural gas, electricity, and major telecommunications facilities.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – Industrial buildings require access to municipal water, municipal sanitary sewer, and electricity/gas. Developing a site with direct access to municipal services is substantially more cost-effective than extending municipal services to an unserved site.³⁶
6. **Surrounding land uses.** Industrial buildings are directly compatible with other industrial uses, commercial uses, and agricultural uses. Bend's Development Code and other policies address issues of compatibility between uses, such as requirements for building setbacks, screening, fencing, visual buffering, and landscaping.
 - Attribute is "typical of the industrial or employment use" - OAR 660-009-0025(6) strongly encourages cities to manage encroachment and intrusion of incompatible uses with employment uses. Industrial uses are generally compatible with other industrial uses, commercial uses, and some public uses. Industrial uses may be compatible with agricultural uses, provided that the industrial use does not encroach on the agricultural uses.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" - Industrial uses are able to operate efficiently where they are not in conflicts with adjacent land uses that could disrupt industrial business activity. Noise or odor conflicts may make some industrial uses incompatible with nearby residential uses.

Commercial/Office and Industrial Flex

1. **Site size.** Sites for general manufacturing or high-tech manufacturing firms range in size from 10 to 25 acres. Some medium-scale and smaller manufacturing firms may prefer to locate in a manufacturing or flex business park, which range in size from about 25 acres or several hundred acres.

³⁶ Miles, Mike E., Haney, Richard L., Bernes, Gayle, "Real Estate Development: Principles and Process," The Urban Land Institute, 1997.

- Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites "a minimum acreage" as a site characteristic. Business Oregon finds that competitively-sized general manufacturing firms have sites 10 acres in size. Competitive sites for heavy manufacturing, high-tech manufacturing, or campus industrial manufacturing require 25-acre sites.

Some businesses will prefer to locate in manufacturing to flex business parks. Business parks are typically at least 25 acres in size to allow for development of multiple buildings and associated parking. In the Portland area, these parks generally range in size from about 25 acres to 50 acres, with a few examples of parks around 75, 100, or 300 acres.

Major employment sites with general industrial uses in the Portland Metro area range in size from 25 to 160 acres and average about 50 acres in size. Businesses parks will need to be at least 25 to 50 acres and possibly as large as 75 to 100 acres.

- Attribute has "some meaningful connection with the operation of the industrial or employment use" – Site size is important to general industrial users. The site needs to be large enough to accommodate the needed built space, as well as to accommodate storage space or space for future expansion. In addition, the site needs to be large enough to accommodate not only the general industrial uses, but also parking, on-site circulation, connections to public transportation, rail connections, and other access to the transportation network.
2. **Land ownership.** Sites with two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
- Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "site configuration" as a site characteristic. Developing an industrial building on a site with more than two owners requires negotiating land assembly and purchase from multiple owners. Land assembly is difficult and often costly for a number of reasons. People own land for a variety of reasons, such as the desire to develop the land, keep the land undeveloped, or sell the land for a profit. Getting landowners to sell land can be difficult, especially if the ownership is legally disputed, as is the case with some inheritances. If a landowner is a willing seller, they may have an unrealistic expectation of their land's value, in the context of comparable land values. In addition, one parcel of land may have multiple owners, compounding the issues described above. As a result, developers of industrial buildings typically choose to develop sites with one or two owners.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – The cost of land assembly, in financial terms and in terms of extra time needed for site assembly, can make developing an industrial site with multiple land owners financially infeasible.

3. **Automotive access.** Manufacturing buildings generally are located on arterial or major collector streets. Traffic from the industrial development should not be routed through residential neighborhoods. The ideal site would have direct access to an arterial or state highway.
 - Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes" as a site characteristic. Business Oregon finds that manufacturing and industrial firms need to be located relatively close to an interstate highway or principle arterial road, generally within 20 miles or less.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – This site characteristic helps to minimize the amount of traffic on local streets, minimize freight traffic in residential neighborhoods, improve mobility, minimize adverse effects on urban land use and travel patterns, and provide for efficient long distance travel, which are all necessary for effective industrial operations.
4. **Topography.** Manufacturing sites should be relatively flat, with slopes of not more than 5%.
 - Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites "site configuration including shape and topography" as a site characteristic. Business Oregon finds that competitive sites generally have a slope of 5% or less, except high tech manufacturing and campus industrial, which have a slope of 7% or less.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – Industrial buildings require level floorplates to reduce costs and offer maximum flexibility, as well as level areas to provide for freight access and pedestrian walkways that meet ADA standards. The real estate development literature describes the increases in development costs and other difficulties associated with industrial development on a sloped site.
5. **Access to services.** City services should be directly accessible to the site, including sanitary sewer, and municipal water.
 - Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "specific types or levels of public facilities, services or energy infrastructure" as a site characteristic. Business Oregon finds that competitive sites must have access to urban services, including water, wastewater, natural gas, electricity, and major telecommunications facilities.
 - Attribute has "some meaningful connection with the operation of the industrial or employment use" – Industrial buildings require access to municipal water, municipal sanitary sewer, and electricity/gas. Developing a site with direct access

to municipal services is substantially more cost-effective than extending municipal services to an unserved site.³⁷

6. **Surrounding land uses.** Industrial buildings are directly compatible with other industrial uses, commercial uses, and agricultural uses. Bend's Development Code and other policies address issues of compatibility between uses, such as requirements for building setbacks, screening, fencing, visual buffering, and landscaping.
 - o Attribute is "typical of the industrial or employment use" - OAR 660-009-0025(6) strongly encourages cities to manage encroachment and intrusion of incompatible uses with employment uses. Industrial uses are generally compatible with other industrial uses, commercial uses, and some public uses. Industrial uses may be compatible with agricultural uses, provided that the industrial use does not encroach on the agricultural uses.
 - o Attribute has "some meaningful connection with the operation of the industrial or employment use" - Industrial uses are able to operate efficiently where they are not in conflicts with adjacent land uses that could disrupt industrial business activity. Noise or odor conflicts may make some industrial uses incompatible with nearby residential uses.

General Retail and Office Uses

1. **Site size.** Sites for general retail and office firms range in size from 0.1 to 10 acres.
 - o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites "a minimum acreage" as a site characteristic. General retail and office uses do not have a minimum acreage beyond what is dictated in local zoning codes.
 - o Attribute has "some meaningful connection with the operation of the industrial or employment use" – The City needs to provide a range of small site sizes. Needed site size is contingent on the type of business.
2. **Land ownership.** Sites with two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
 - o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the "site configuration" as a site characteristic. Developing a commercial building on a site with more than two owners requires negotiating land assembly and purchase from multiple owners. Land assembly is difficult and often costly for a number of reasons. People own land for a variety of reasons, such as the desire to develop the land, keep the land undeveloped, or sell the land for a profit. Getting landowners to sell land can be difficult, especially if the ownership is legally disputed, as is the case with some inheritances. If a

³⁷ Miles, Mike E., Haney, Richard L., Bernes, Gayle, "Real Estate Development: Principles and Process," The Urban Land Institute, 1997.

landowner is a willing seller, they may have an unrealistic expectation of their land's value, in the context of comparable land values. In addition, one parcel of land may have multiple owners, compounding the issues described above. As a result, developers of retail and office buildings typically choose to develop sites with one to three owners.

- o Attribute has "some meaningful connection with the operation of the retail or office use" – The cost of land assembly, in financial terms and in terms of extra time needed for site assembly, can make developing a retail or office site with multiple land owners financially infeasible.
3. **Automotive access.** Retail and office buildings should be located on arterial or collector streets. The ideal site would have direct access to an arterial or collector.
- o Attribute is "typical of the industrial or employment use" - This site characteristic helps to minimize the amount of traffic on local streets, minimize commercial traffic in residential neighborhoods, improve mobility, minimize adverse effects on urban land use and travel patterns, and provide for efficient long distance travel, which are all necessary for effective commercial operations. A location with access to an arterial or state highway will have greater visibility, which is important to businesses that depend on in-person customer access.
 - o Attribute has "some meaningful connection with the operation of the industrial or employment use" – Many retail and office uses depend on auto access and visibility for their business.
4. **Topography.** General retail and office sites should be relatively flat, with slopes of not more than 15%.
- o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites “site configuration including shape and topography” as a site characteristic. Business Oregon finds that competitive sites retail sites generally have a slope of 15% or less.
 - o Attribute has "some meaningful connection with the operation of the industrial or employment use" – commercial buildings require level floorplates to reduce costs and offer maximum flexibility, as well as level areas to provide for freight access and pedestrian walkways that meet ADA standards. The real estate development literature describes the increases in development costs and other difficulties associated with commercial development on a sloped site.
5. **Access to services.** City services should be directly accessible to the site, including sanitary sewer, and municipal water.
- o Attribute is "typical of the industrial or employment use" - OAR 660-009-0005(11) specifically cites the “specific types or levels of public facilities, services or energy infrastructure” as a site characteristic. Business Oregon finds that competitive

commercial sites must have access to urban services, including water, wastewater, natural gas, electricity, and major telecommunications facilities.

- o Attribute has "some meaningful connection with the operation of the industrial or employment use" – retail and office buildings require access to municipal water, municipal sanitary sewer, and electricity/gas. Developing a site with direct access to municipal services is substantially more cost-effective than extending municipal services to an unserved site.
6. **Surrounding land uses.** General retail and office buildings are directly compatible with other commercial uses, mixed uses, and residential uses. Bend's Development Code and other policies address issues of compatibility between uses, such as requirements for building setbacks, screening, fencing, visual buffering, and landscaping.
- o Attribute is "typical of the industrial or employment use" - OAR 660-009-0025(6) strongly encourages cities to manage encroachment and intrusion of incompatible uses with employment uses. General retail and office uses are generally compatible with other commercial uses, mixed uses, and residential uses.
 - o Attribute has "some meaningful connection with the operation of the industrial or employment use" - Commercial uses are able to operate efficiently where they are not in conflicts with adjacent land uses that could disrupt industrial business activity.

Special Site Needs: Aspirations for Bend's Economy and Corresponding Land Needs

The Goal 9 rule includes provisions for meeting unique site needs for industries that are an integral component of a city's economic development strategy. The uses and sites described below represent Bend's aspirations for employment above the anticipated employment described in the employment projections.

The State's rule encourages jurisdictions to accommodate special site uses for economic growth. OAR 660-009-0025(8) states "cities and counties that adopt objectives or policies providing for uses with special site needs must adopt policies and land use regulations providing for those special site needs. Special site needs include, but are not limited to large acreage sites, special site configurations, direct access to transportation facilities, prime industrial lands..." These sites must be identified and protected for those specific uses and from incompatible uses.

Through discussions with the Stakeholders, Planning Commission, and public testimony, the 2008 EOA identified the following uses for aspirational employment and special sites. (1) a site for a new hospital; (2) a university district; and (3) two large lot industrial sites. The following discussion revises the "special site needs" for Bend based on changes that have occurred since 2008.³⁸ The City is only proceeding with the large-lot industrial special site needs. The need for

³⁸ The 2008 EOA identified a need for a hospital site and a new university campus. Because of recent events, the City has determined it no longer needs sites for these uses.

a university district is not being carried forward because Oregon State University has selected a site within the UGB. The need for a new hospital site is not being carried forward because the St. Charles Medical Center has decided to expand the existing hospital within the UGB.

Large Industrial Sites

The 2008 EOA identified a need for two, 56-acre industrial sites: one for targeted economic sector uses, and another for a heavy industrial site user. The Remand acknowledged this need, which is included as a special site need for the 2015 EOA.³⁹

This land is not included in the general estimate for land need presented above and is in addition to existing land needs. These sites are not included in Bend's employment projections because the industries Bend seeks for these sites are generally not present in Bend.

The Sector Targeting work calls for attracting secondary wood products, renewable energy resources, aviation, recreation equipment and specialty manufacturing, and information technologies. While the estimated needed economic lands may suit some of these sectors, two sites with a dedicated size of 56 acres each to be reserved for these uses are needed for large site users such as secondary wood products, aviation, renewable energy resources, and information technology. Stakeholders concluded that they have been approached by industries seeking large sites for these uses, but since none are in the current supply, the firms looked to other communities.

These sites are needed in addition to predicted industrial land needs because the total amount of industrial acreage is relatively small (118 acres), and placing 112 acres to be held in two large lots would consume nearly all of the needed 20-year supply. These sites are also needed because they will create the land base needed to attract Bend's targeted sectors.

The specific location of these sites will be identified as part of the "Alternatives Analysis" required by OAR 660-024.

Policies to protect these special large-lot industrial sites for their intended uses are required and will be included in Chapter 5 of Bend's Comprehensive Plan. Policies could include minimum size requirements (such as 25-50 acres) and use restrictions.

Juniper Ridge is the largest area designated for industrial uses in Bend. The base case assumes that all of Juniper Ridge will remain in an industrial plan designation and that it will accommodate future employment growth consistent with its designation. It can also accommodate one of the large lot industrial site needs due to its large size and the city ownership that allows it to be held to wait for a large lot user.

³⁹ The Remand states "The Commission concludes that the City has made an adequate showing under ORS 197.298(3)(a) that there is a specific identified land need for a future university campus, a site for a future medical center, and for two 50-acre large lot industrial sites." Pg 131-132

CHAPTER 5. EMPLOYMENT LAND SUFFICIENCY AND SITE NEEDS

This chapter provides an evaluation of land sufficiency in Bend. The analysis compares the land supply (as reported in the Buildable Lands Inventory) expressed in terms of capacity to accommodate new employees, with the updated 2013-2028 employment forecast. The land sufficiency analysis is followed by a discussion of the characteristics of needed sites to accommodate targeted industries. The chapter concludes with a discussion of shortterm land supply.

Buildable Employment Land Inventory and Land Capacity

The buildable land inventory (BLI) is adopted as a supporting document of the Bend General Plan. In simplest terms, the BLI documents the urban land supply of Bend, and estimates the growth capacity for housing and jobs. It is a key factual base for growth management policy in Bend. The BLI also serves a very specific role, required by law, in analyzing and documenting specific categories of buildable land, and, estimating capacity for growth that is ultimately used to determine how much land is needed within Urban Growth Boundary (UGB).

The full methods and results of the BLI are presented as a separate document (the *Bend Buildable Land Inventory*, 2015) and include an inventory of all lands (residential, employment, etc.) in the Bend UGB.

Commercial and Industrial Buildable Land Inventory Results

Table 17 shows employment land by general plan designation and lot size. In 2014, Bend had 1,162 acres of vacant land designated for employment uses. About one-quarter of Bend's vacant land is in sites smaller than 5 acres, 28% is on sites 5 to 50 acres, and 36% is in three sites larger than 50 acres.

Map 1 shows vacant and developed buildable lands in Bend.

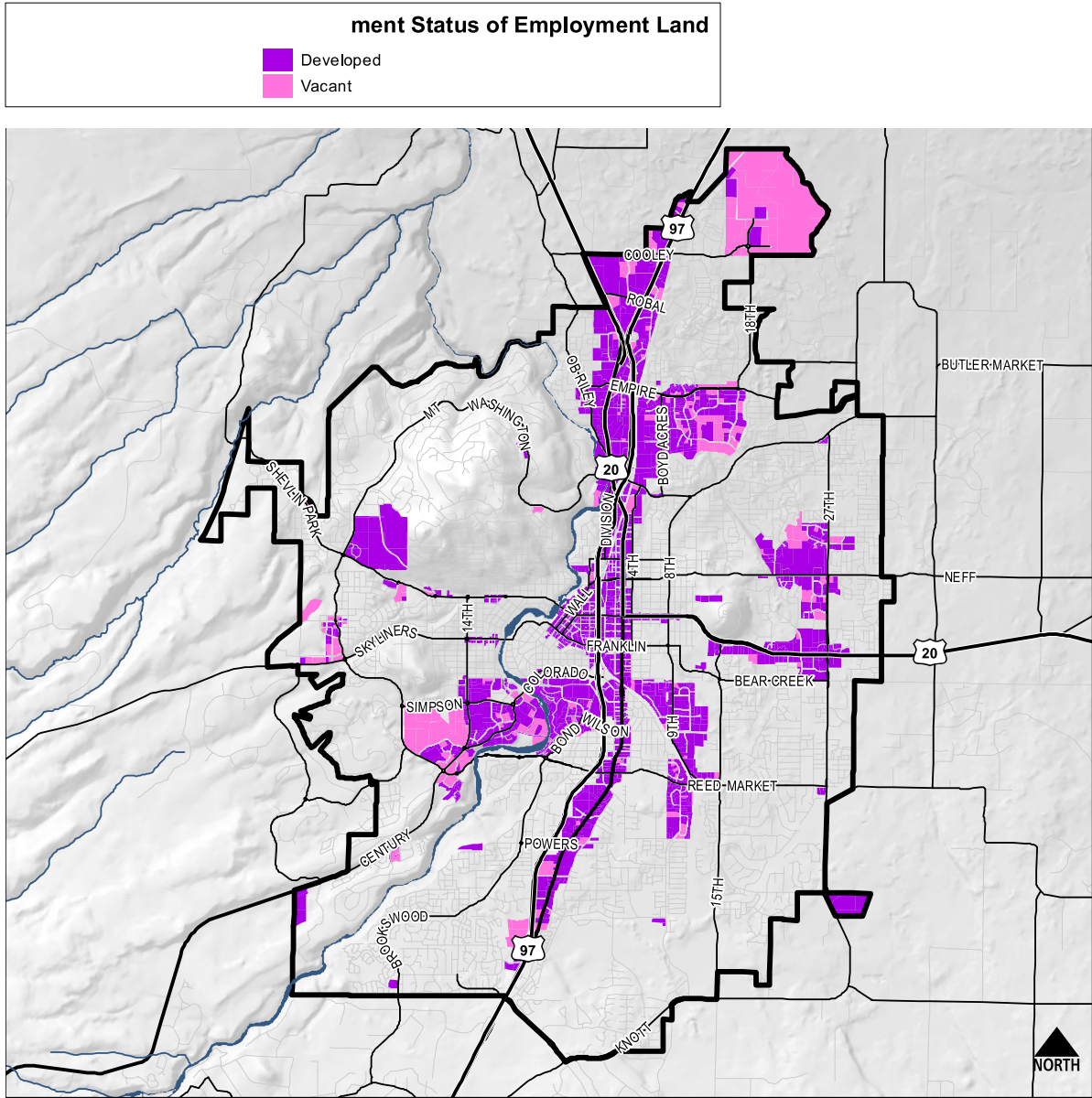
Table 17. Vacant Employment Land by General Plan Designation and lot size, Bend UGB 2014

Employment Category	Acres by Lot Size			Total	Percent of Total
	Smaller than 5 acres	5 to 49.99 acres	50.00 ac or more		
Commercial / Mixed Use	175	160	-	335	26%
Industrial / Mixed Employment	147	248	370	765	59%
Public Facilities	12	87	91	190	15%
Total	334	494	462	1,290	100%
Percent of Total	26%	38%	36%	100%	
	Number of Tax Lots				
Commercial / Mixed Use	121	18	-	139	50%
Industrial / Mixed Employment	108	18	2	128	46%
Public Facilities	5	5	1	11	4%
Total	234	41	3	278	100%
Percent of Total	84%	15%	1%	100%	

Source: Bend Buildable Lands Inventory, 2014

Note: RM and RH lands are part of the Medical District Overlay Zone (MDOZ)

Map 1. Employment BLI Status



Source: Bend Buildable Lands Inventory, 2014

Capacity of Employment Land in the Bend UGB to Accommodate New Employment

This section combines work in the previous sections to calculate the sufficiency of employment lands in Bend to accommodate forecast employment growth for the 2013-2028 period. The issue of providing for a variety of locations, sizes, and types is addressed. Short-term demand and supply for economic lands is also discussed. For the purpose of this analysis, the term “demand” refers to land needs before being subtracted from existing supplies. The term “need” refers to land needs after subtracting out existing land supplies.

Methods used in the analysis

For the revised EOA, Bend used a scenario planning tool called “Envision Tomorrow” to estimate the capacity of employment land. This is a significant change from the methods used in the 2008 EOA. Envision Tomorrow can be used to project the impact of current policies and trends on capacity as well as a range of other metrics, and compare against alternative policy choices. A “base case” scenario was developed based on current plan designations and average employment densities discussed in this document. In short, on vacant land, “development types” representing plan designations and calibrated to match the employment densities listed in the following section, were applied to all buildable acres. A redevelopment rate calibrated to match the estimate of redevelopment potential was applied to developed land. The assumptions and methodologies used to translate buildable area into jobs in Envision Tomorrow are described in greater detail in the *Bend Urbanization Report*. This section summarizes the key assumptions and output used in Envision Tomorrow for the “base case”, i.e. the pre-policy projection of current trends.

Employment land capacity and deficiency

As stated above, the Envision Tomorrow model estimates the capacity of vacant and redevelopable land to accommodate new employment. Table 18 shows the residual employment need for the 2013-2028 period by broad land use category. The results show that Bend does not have enough land in its UGB to accommodate all employment types with the exception of public employment. There is an overall deficit of land for 10,720 employees.

Table 18. Vacant Employment Land by General Plan Designation and lot size, Base Case Scenario, Bend UGB 2014

Employment Category	Net New Jobs	Total Employment Need[1]	Residual Employment Need	Percent of Employment Need Met within the UGB
Retail & Hospitality	2,220	6,520	4,300	35%
Office	3,610	7,160	3,550	50%
Industrial	3,310	6,540	3,230	51%
Public	2,540	1,720	None[2]	100%
Total	11,680	21,940	10,720	53%

Source: Bend Urbanization Report

Notes: [1] The employment need categories have been generalized for simplicity in comparing against capacity as measured in Envision Tomorrow.

[2] Public jobs do not include school-based employment in actual school facilities which tend to be located in residential areas. Schools are addressed as a separate land need. The surplus of capacity for public jobs inside the UGB does not subtract from the need for employment capacity of other types, since land designated Public Facilities (where most of the public employment capacity comes from) generally will not provide opportunities for private-sector retail, office, or industrial development.

Table 19 estimates the number of sites needed to accommodate the residual employment need from Table 18. The distribution (e.g., percentage) of employment by employment category and site size from Table 5 was used allocate residual employment need to employment categories and site sizes. The average employees per site from Table 7 was used to estimate the number of needed sites. For example, 3,054 Retail & Hospitality employees expected to locate on sites smaller than five acres divided by an average of 23 employees per site for sites smaller than five acres yields a need of 133 sites smaller than five acres for Retail & Hospitality employees.

The results show that Bend has a deficit of 366 sites smaller than five acres and 17 sites between 5 and 50 acres.

Table 19. Vacant Employment Land by General Plan Designation and lot size, Base Case Scenario, Bend UGB 2014

Employment Category	Residual Employment Need		Sites Needed	
	Smaller than 5 acres	5 to 49.99 acres	Smaller than 5 acres	5 to 49.99 acres
Retail & Hospitality	3,054	1,246	133	10
Office	2,669	237	117	2
Industrial	2,665	556	116	5
Public	None	None	None	None
Total	8,388	2,039	366	17

Source: Residual Employment Need from the Bend Urbanization Report, Distribution of Employment in Bend (Table 5) and Average Employees per Site (Table 7)

Short-term land supply

Remand and State Requirements

The Remand requires the City provide more evidence to demonstrate that it complies with the requirement to maintain a short-term land supply as required by OAR 660-009-0015(3)(a)(C):

“For cities and counties within a Metropolitan Planning Organization, the inventory must also include the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land.”

Bend is within a Metropolitan Planning Organization (MPO) and is therefore required to conduct the analysis. OAR 660-009-0005(10) defines short-term land supply as follows:

"Short-term Supply of Land" means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.

The Remand provides the following guidance with respect to meeting the requirements of OAR 660-009-0015(3)(a)(C):

Under OAR 660-009-0015(3)(a)(C), the EOA Inventory of Industrial and Other Employment Lands for cities and counties within a Metropolitan Planning Organization, must include the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land.

This short-term supply analysis required for jurisdictions within MPOs is in addition to the EOA inventory requirements applicable to all comprehensive plans for areas within urban growth boundaries. OAR 660-009-0015(3)(a)

Furthermore, division 9 requires that comprehensive plans for cities such as Bend “include detailed strategies for preparing the total land supply for development and for replacing the short-term supply of land as it is developed.” OAR 660-009-0020(2).

The Commission concludes that the Goal 9 rule requires the City to include policies for maintaining a short-term supply.

The City must plan for required infrastructure and have identified the funding mechanisms. State law requires the city to describe development constraints or infrastructure needs on vacant lands and determine the amount of vacant acreage by plan designation that qualifies as short-term supply. OAR 660-009-0005(9) establishes the definition of “serviceable” as:

“the city or county has determined that public facilities and transportation facilities, as defined by OAR chapter 660, division 011 and division 012, currently have

adequate capacity for development planned in the service area where the site is located or can be upgraded to have adequate capacity within the 20-year planning period.”

Since all vacant land is theoretically “serviceable” because a city could state it “can be upgraded”, Bend staff created a working definition so that a site is “serviceable” if adopted water, sewer, and transportation master plans are currently written to serve the property. That is, all land within the current UGB is considered serviceable in the Goal 9 context.

Operationalizing short term supply analysis

It is worth parsing the elements of the rule to better understand the requirements. The first issue is temporal in nature: “land that is ready for construction within one year of an application for a building permit or request for service extension.” Thus, the definition establishes a one year threshold. The second is the concept of “engineering feasibility.” The rule doesn’t provide guidance on how to operationalize “engineering feasibility.” For the purpose of this analysis, the consulting team defines engineering feasibility as the ability to provide the needed backbone infrastructure to the site within one year. On site infrastructure is not part of engineering feasibility. The final issue is related to funding. The City is not required to demonstrate that it has the funds available to develop the infrastructure.

The analysis includes evaluation of water, wastewater, stormwater, and transportation infrastructure. Whether a specific site meets the standards for short term supply was determined by analysis of functional plans and capital improvement programs. For the purpose of this analysis, we used the end of 2017 in the evaluation.

City Functional Planning Efforts

The evaluation of short-term land supply is directly related to infrastructure plans (called “functional” plans). For the purpose of this analysis the relevant functional plans are water, wastewater, stormwater, and transportation.

Since the Remand was issued in 2010, the City has completed substantial of planning work for infrastructure. These plans include:

- *Water System Master Plan - 2011 Update (Optimization Study)*. This plan covers level of service goals, present and future deficiencies, assessment of fire flow capacity in the system and the results of a comprehensive analysis using an optimized decision support process to evaluate alternatives that address system deficiencies now and in the future. The results of this study are a recommended set of system improvements to meet water needs within Bend’s water service area for at least 20 years.
- *Water Management and Conservation Plan – 2011*. The purpose of this Plan is to guide the development, financing, and implementation of water management and conservation programs and policies to ensure sustainable use of publicly owned water resources while the City plans for its future water needs.
- *Collection System Master Plan – 2014*. The Wastewater Collection System Master Plan (CSMP) is a 20-year critical planning document that establishes a clear vision for the City’s sewer collection system. The CSMP identifies both short term and long-term

system improvements that are needed to address existing condition, existing capacity, and future capacity issues.

- *Water Reclamation Facility Plan*. This plan outlines several cost-effective solutions for increasing the plant's ability to meet projected wastewater flows through the year 2030.
- *Stormwater Master Plan*. In 2014, the City Council approved the City's first formal Stormwater Master Plan that serves as the oversight plan for addressing stormwater quantity and quality issues. In addition, this Plan provides a delineation of drainage areas and runoff quantities throughout Bend, and programmatic goals for addressing quantity and quality concerns.
- Bend Urban Area Transportation Plan – 2011. The purpose of the Bend Urban Area TSP is to help guide the development of a transportation system that will meet the forecast needs of the Bend community. This plan provides a policy and plan framework that will continue to enable Bend to design a balanced transportation system for the near-term and the next twenty years.
- NE Bend Transportation Study – 2009. The NE Bend Transportation Study is an umbrella effort to coordinate transportation system planning, land use planning, and project development work underway in the north-east part of the City of Bend. The study was initiated by specific direction given from the City of Bend City Council and the Oregon Transportation Commission (OTC) to investigate strategies that support better use of the local (i.e., non-highway) transportation system for shorter distance travel and decrease local trip reliance on the state highways.

Analysis and Findings

This section evaluates Bend's ability to provide a short-term supply of employment lands. It evaluates key services—water, wastewater, stormwater and transportation—and concludes with a summary of land by plan designation that meets the short-term supply standard as stated in OAR 660-009-0015(3)(a)(C).

Water

To better understand the extent to which water capacity and systems will support employment growth, the City commissioned Murray, Smith & Associates (MSA) to analyze whether the existing system would accommodate a 25% increase in employment given planned system enhancements. The analysis builds on the capacity analysis performed for the City of Bend's Water System Master Plan (WMP) completed in 2011. The updated hydraulic model developed for the WMP was used as a tool to identify capacity constraints and bottlenecks associated with a twenty-five (25) percent increase in employment above existing conditions. In summary, the analysis answers the question of whether 25% of Bend's land could be provided water service making it available as short-term supply with the assumption that 25% of the forecast employment growth would consume 25% of the land.

The City's water service area includes the City's current urban growth boundary (UGB), which includes most of the City of Bend, as well as the Tetherow Development and Juniper Ridge Development Phases 1 and 2. Two private water utilities, Avion Water Company and Roats Water System, Inc., serve the portions of the area within the UGB not served by the City's water system. Seventy-five to eighty percent of the UGB is served by the City of Bend.

As described above, the City has recently completed system plans for water distribution and conservation. The *Water System Master Plan Update Optimization Study* (February 2011) is a detailed analysis of water supply and demand and includes a 10-year capital improvement plan to accommodate expected growth and system improvements to accommodate forecast growth. The *Water Management and Conservation Plan* (June 2011) is intended to guide the development, financing, and implementation of water management and conservation programs and policies for Bend.

To forecast system demand, the City used data from the 2008 buildable lands inventory and other sources. The plan forecasts that average daily demand (ADD) will increase from 14.3 million gallons in 2010 to 29.1 in 2030. Maximum daily demand (MDD) is projected to increase from 32.2 million gallons to 65.1 million gallons. The plan concludes that the water supply provided by the City's existing water rights, however, currently can be relied upon only to provide approximately 51.8 mgd of supply during periods of high demand. Consequently, the City will need to fully exercise its existing water rights and may need additional water supply to meet its projected 2030 MDD.

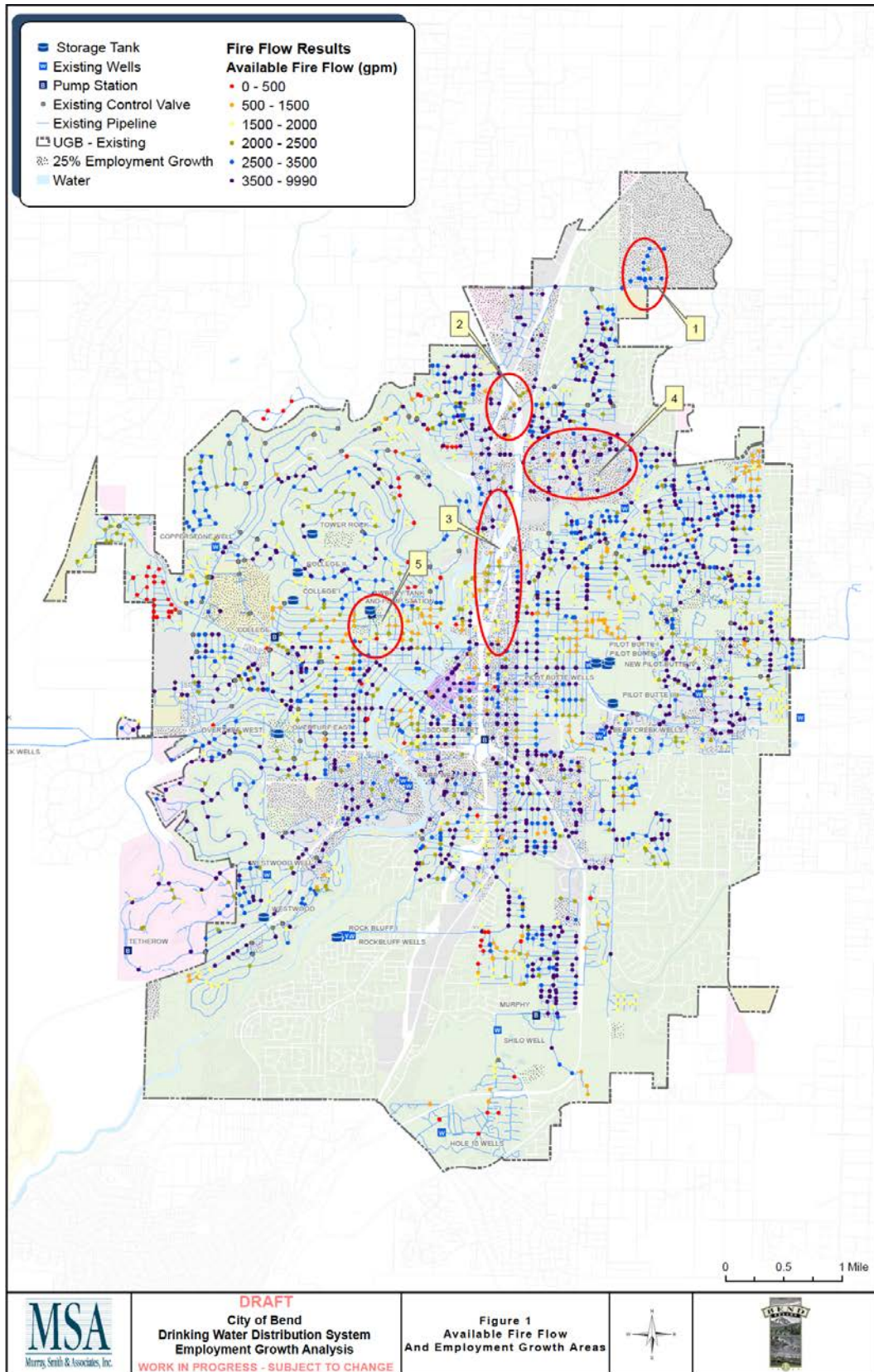
According to the MSA analysis, the City's sources of supply include the surface water source, and ground water sources. The WMP considers the largest single source to be the surface water supply. With the largest source unavailable, the firm capacity supply was identified in the WMP as 32.2 MGD. The estimated MDD with 25-percent employment growth is estimated at 29.8 MGD. Therefore the existing firm capacity is adequate to meet MDD with 25-percent employment growth. MSA also concludes that the WMP indicates an overall storage deficiency based on data collected in 2008 and 2009; however, near-term improvements at the City's Outback Facility improve system-wide storage.

The results MSAs of hydraulic analysis for average daily demand (ADD), maximum daily demand (MDD), and peak hour demand (PHD) scenarios with 25% employment growth indicate that system performance meets pressure criteria. However, fire flow requirements are not met in all areas of employment growth. Area that may experience fire flow deficiencies are highlighted in Map 1.

The key deficiency in all areas is fire flow requirements. Most of the areas (with the exception of Juniper Ridge) have a fire flow requirement of 2,500 gallons per minute (gpm). All of the areas will require system improvements to meet fire flow requirements at 25% employment growth. Within the context of short-term supply, areas that do not have sufficient fire flows are assumed to meet the criteria of being ready for construction within one year of an application for a building permit or request for service extension. In short, these lands could be serviced within one year of an application.

Neither plan identifies system or capacity constraints that would prohibit the city from serving employment lands. In fact, the city modeled higher water use for the Juniper Ridge site to ensure that it would have capacity to serve water-intensive industries if they chose to locate at Juniper Ridge. The City concludes that water systems do not constrain employment growth and that all lands within the UGB meet the definition of short term supply for water.

Map 2. Water System Constraints Under a 25% Forecast Employment Growth Scenario



Wastewater

To better understand the extent to which wastewater capacity and systems will support employment growth, the City commissioned Murray, Smith & Associates to analyze whether the existing system would accommodate a 25% increase in employment given planned system enhancements. The analysis builds on the capacity analysis performed for the City of Bend’s Collection System Master Plan (CSMP) completed in 2014. The hydraulic model developed for the CSMP was used as a tool to identify capacity constraints and bottlenecks associated with a twenty-five (25) percent increase in employment above existing conditions. In summary, the analysis answers the question of whether 25% of Bend’s land could be provided wastewater service making it available as short-term supply with the assumption that 25% of the forecast employment growth would consume 25% of the land.

To reflect system improvements in progress and the anticipated timeframe for the UGB project, the analysis assumed that programmed improvements for 2016 and 2017 were in place. These improvements are identified in the capital improvement section of the CSMP and are scheduled for completion by December 31, 2017 (this includes three key improvements identified in the CIP – the North Area improvements, Colorado Lift Station, and Southeast Interceptor Phase I).

Table 20 shows the employment assumptions by zoning district used in the system modeling. The forecast figures are derived from Table 6, but do not include employment that will locate in residential zones (about 500 additional employees).

Table 20. 25% of Employment Forecast and Acres Serviced by Wastewater Collection Systems, by Zoning District, 2016-2036

Zoning	25% of forecast employment	
	Employees	Acres
Central Business District	245	8
Convenience Commercial	71	17
General Commercial	282	84
General Industrial	36	18
Institutional	87	52
Light Industrial	790	162
Limited Commercial	236	40
Medical District	235	33
Mixed Employment	695	117
Mixed Use	279	39
Mixed Use Riverfront	156	49
Public Facilities	421	81
Total	3,533	700

Source: Murray Smith & Associates

Note: employment forecast does not include employment that is forecast to locate in non-employment zones

The key conclusion of the analysis is that the wastewater system generally has capacity for 25% employment growth without the risk of overflow. The analysis also identifies several critical

capacity constraints which are shown in Map 3. These are described in more detail in the following sections.

North Area

Constraints in the north area are related to available lift station capacity and gravity pipeline capacity prior to construction of the Northeast Interceptor. The area has capacity to serve near-term employment growth but has limitations with gravity sewer lines between Empire Avenue and Marsh Orchard Drive and between Town Drive and Wishing Well Lane.

The construction of the Northeast Interceptor (currently scheduled for the 2025-2035 period) will address these constraints in the long-term.

Central Corridor

The central corridor has limited ability to serve long-term growth due to available trunk sewer capacity prior to construction of the Southeast Interceptor Phase 2 and flow diversions from the south and southwest sub-basins to the interceptor. This area can accommodate some near-term growth, but capacity constraints exist at the following locations:

- Old Mill Lift Station
- Gravity lines between Studio Road and 6th Street and from Seward Avenue to Webster Avenue
- Gravity lines on Butler Market Road

South and Southeast

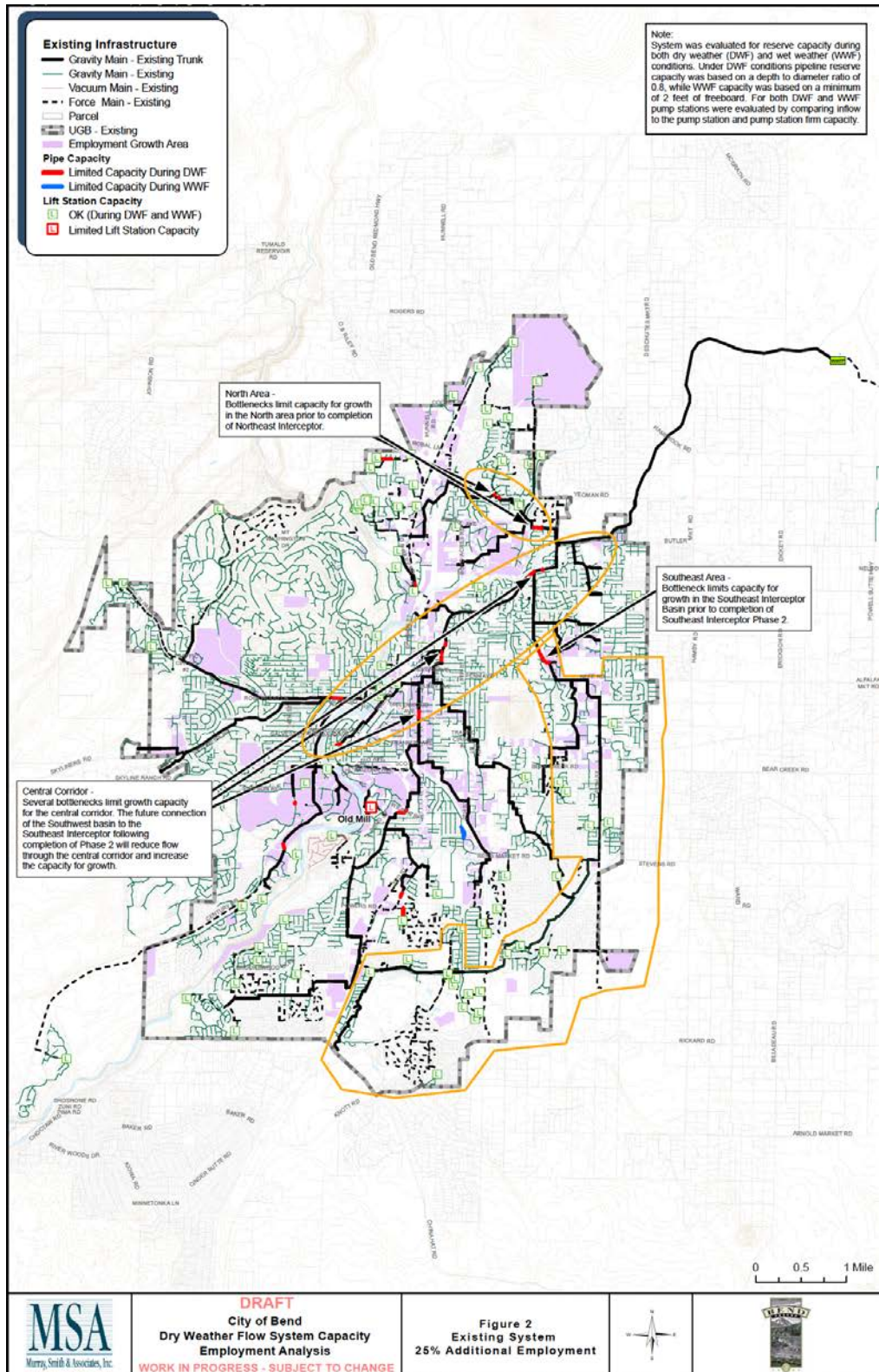
The south and southeast areas are limited to serve long-term growth due to available trunk sewer capacity prior to construction of the Southeast Interceptor Phase 2. This area can accommodate some near-term growth, but capacity constraints exist at the following locations:

- Gravity sewer downstream of Purcell Boulevard, parallel to Cliff Drive
- Shallow gravity sewer on Centennial Street between Paiute Way and Stratford Court.

To summarize, the conclusion that the system can generally accommodate growth indicates that the additional 25% employment growth creates some system deficiencies based on the City standards; however it does not cause system overflows. Note that the model results are dependent on distributed growth. If all or most the employment growth were concentrated in one location such as the north area, greater system deficiencies would occur.

Moreover, it is important to note that all three areas identified with capacity constraints will experience bottlenecks even without the 25% employment growth. The key findings from previous analyses relative to the bottlenecks are that growth may be limited prior to construction of the Southeast Interceptor Phase 2 and the Northeast Interceptor.

Map 3. Wastewater System Constraints Under a 25% Forecast Employment Growth Scenario



Stormwater

The City recently updated its stormwater system plan (November 2014). The *Stormwater Public Facilities Plan (Stormwater PFP)* describes the City's existing stormwater facilities and plans for future facilities needed over a 20 year planning period.

The City relies mainly on a dispersed drainage system, relying on infiltrating and injecting stormwater close to the source of its creation using low impact development practices. This type of system relies less on "grey" infrastructure (e.g., pipes and canals) and more on so-called "low-impact development" methods that allow stormwater to be handled at or near the source. The City's stormwater facility system is composed mainly of dry wells and drill holes, both of which are underground injection controls. In the central portion of the City, however, the City maintains a separate piped system that carries stormwater to the Deschutes River.

The plan identifies future storm drainage projects which focus on achieving design standards of designing to a 25-year storm with safe passage for the 100-year 24-hour storm. As new areas develop, the City will continue its dispersed system of handling the design storm on site as part of the project through the use of surface, regional or underground injection control disposal. New outfalls to the Deschutes River are not consistent with the City's General Plan and are not anticipated.

The plan does not identify any major system deficiencies and the low-impact development standards suggest that stormwater improvements will not be a limitation on future employment growth.

Transportation

Bend has long maintained transportation system plans. The Bend Urban Area Transportation System Plan (TSP) was updated in 2011. A special study of the Northeastern area of Bend (the NE Bend Transportation Study) was completed in 2009. The purpose of these plans and studies is to help guide the development of a transportation system that will meet the forecast needs of Bend.

The TSP concludes that several roadways throughout the urban area will approach, or exceed, their capacities under the "no-build" conditions during the peak hour. Many of the collector and arterial streets in the Bend urban area will be modernized or widened during the twenty-year planning period. The TSP identifies about 300 miles of city maintained streets and identifies approximately 15 miles of streets will be near or over capacity by the end of the planning horizon.

A key issue is addressing mobility standards. This is affected by the fact that multiple jurisdictions manage the transportation system. With respect to city-maintained facilities, the Bend city code has provisions that allow the City Manager some discretion in altering mobility standards. While relaxed mobility standards have implications for the functioning of the overall system, the flexible standards suggest that transportation on the city-maintained system will not prohibit development. In short, the conclusion is that city transportation capacity is not a limiting factor due to the ability to relax mobility standards for City streets.

Management of State facilities is more complex—particularly for the Northeast area. The NE Bend Transportation Study was an effort aimed at better understanding system limitations and to develop strategies to reduce trip reliance on state highways. Key outcomes of the project are (1) a recommended list of system improvements, (2) alternative mobility standards for state facilities, and (3) recommended transportation demand and system management strategies.

Changes to mobility standards are subject to Oregon Transportation Commission (OTC) review, a requirement would preclude a classification of short term supply for affected lands. This affects the entire northern area of the city and one site on S 3rd Street. Moreover, this directly affects lands in the North Triangle and Juniper Ridge. Growth at Juniper Ridge will have a significant impact on the Cooley/97 intersection – enough to require that the intersection be completely redesigned and reconstructed – a \$40 million project.⁴⁰

To address transportation issues at Juniper Ridge, the City and ODOT entered into Intergovernmental Agreement (IGA) No. 27115 to link the need for transportation through the north end of Bend to the amount of trips that could result from development at Juniper Ridge over time. Table 21 outlines the mitigation improvements tied to PM peak hour trips for each phase of development. The agreement essentially places a cap on PM peak hour trips for the site based on specific improvements.

Table 21. Mitigation Improvements, from Table 2.7.2030.B of IGA between Bend and ODOT

PHASE	P.M. PEAK HOUR TRIPS	MITIGATION IMPROVEMENT
1	700	Empire Avenue/18th Street Roundabout
		Empire Avenue/US-97 Northbound Ramp Terminal
		Empire Avenue/US-97 Southbound Ramp Terminal Third Street to US-97
2	600	US-97 Improvements between Nels Anderson and Bowery Lane
3	580	18th Street Corridor Improvements Cooley Road to Empire Avenue
4	340	US-97 Southbound Improvements Empire Avenue to Butler Market Road
		Purcell Street Extension Cooley Road to Yeoman Road

At this time, Juniper Ridge has capacity for 700 additional PM peak hour trips. This could be increased by implementing Transportation Demand Management (TDM) measures, but for the purpose of this analysis we rely on the figures in Table 21. To estimate the amount of land that could be developed under high and low traffic employment uses at Juniper Ridge, an analysis of trip generation using the Institute of Transportation Engineers (ITE) Trip Generation Report was

⁴⁰ More detail about Juniper Ridge can be found on the City website: <http://www.bendoregon.gov/index.aspx?page=615>. Details pertaining to the UGB review can be found in a memorandum from Brian Rankin to the UGB Steering Committee: <http://www.bendoregon.gov/modules/showdocument.aspx?documentid=22403>

completed. The analysis tested various industrial uses (e.g., light, heavy, warehousing, distribution) and office uses (e.g., single tenant offices, corporate headquarters, R&D center). Depending on the use, and without TDM strategies, between 20 and 100 acres could develop at Juniper Ridge under the trip cap. For the purpose of the short-term supply analysis, 50 acres at Juniper Ridge are assumed meet the definition of short-term supply.

In summary, Bend can accommodate 25% employment growth with the existing transportation system. Limitations exist in some areas such as Juniper Ridge that could preclude full build out, but other options exist for siting employment.

Summary

Table 22 presents a summary of total land supply and short-term land supply by plan designation for the current Bend UGB. The results show that nearly 60% of employment land meets the definition of short-term supply. Juniper Ridge is the key area where service deficiencies limit development.

Table 22. Total and short-term land supply for employment, Bend UGB, 2015

Plan Designation	Total Land Supply	Short-Term Land Supply	Percent of Total Land Supply
Commercial / Mixed Use	257	257	100%
CB	-	-	-
CC	12	12	100%
CG	117	117	100%
CL	87	87	100%
MR	36	36	100%
PO	6	6	100%
Industrial / Mixed Employment	746	324	43%
IG	8	8	100%
IL	643	220	34%
ME	96	96	100%
Public Facilities	86	86	100%
PF	86	86	100%
Total	1,089	667	61%

Source: Analysis by ECONorthwest

Based on this analysis, the City concludes that it meets the OAR 600-009-0025(3)(a) that the city provide at least 25 percent of the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply. Additionally, the City will include policies in the General Plan to monitor and maintain the acreage of employment lands that qualify as competitive short-term supply. The policy framework will include:

- Identification of obstacles that prevent lands from qualifying as competitive short-term supply, and
- Efforts, plans, and potential funding mechanisms to prepare lands to qualify as competitive short-term supply.

Conclusions

The conclusions of the economic opportunities analysis are:

- **Bend does not have sufficient employment land to accommodate forecast employment growth.** The analysis shows that Bend does not have enough land in its UGB to accommodate all employment types with the exception of public employment. There is an overall deficit of land for 10,720 employees.
- **Bend has a deficit of employment sites.** The analysis shows that Bend has a deficit of 366 sites smaller than five acres and 17 sites between 5 and 50 acres.
- **Bend meets the requirement to provide 25% of its total employment land supply as short-term supply.** The analysis shows that nearly 60% of employment land meets the definition of short term supply. Juniper Ridge is the key area where service deficiencies limit development.

APPENDIX A. NATIONAL, STATE, REGIONAL, COUNTY, AND LOCAL TRENDS AFFECTING FUTURE ECONOMIC GROWTH

Economic development in Bend over the next twenty years will occur in the context of long-run national trends. Appendix A provides more detailed information on trends affecting future economic growth and is intended to support the analysis required by OAR 660-009-0015(1). The most important of these trends include:

- At the largest scale, the effects of “globalization” – the increasingly free movement of jobs, capital, and products throughout the world – are being felt in communities across the United States. One effect of globalization is that low-skill manufacturing jobs will increasingly take place elsewhere, where wages are far lower. Thus, in order to compete and earn living-wage salaries, American workers must pursue higher-skilled jobs in “knowledge based” industries. While some of these jobs will continue to be in manufacturing industries, the largest job growth will take place in new industries such as information technology, professional services, and other sectors.
- Economic growth will continue at a moderate pace. Annual growth rates (in real GDP) are projected to be roughly 3 percent through 2017. The Congressional Budget Office (CBO) estimates that unemployment rates will continue to decline but remain above 6.0 percent until late 2016.
- The aging of the baby boom generation, accompanied by increases in life expectancy. The number of people age 65 and older will more than double by 2050. This trend can be seen in Oregon, where the share of workers 65 years and older grew 2.9 percent of the workforce in 2000 to 4.1 percent of the workforce in 2010, an increase of 41 percent.
- The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, net replacement needs will be 33.7 million job openings over the 2010-2020 period, compared with growth in employment of 21.1 million jobs.
- Education will be an important determinant of wages and household income. According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree.

State, Regional, and Local Trends

State, regional, and local trends will all affect economic development in Bend. This section presents data for Bend and the surrounding areas that will affect the city’s growth over the planning period.

Overall Employment Growth

According to the Oregon Employment Department, Oregon’s employment peaked in the first quarter of 2008 (at more than 1.74 million jobs) and hit its lowest point in the first quarter of 2010 (at about 1.59 million jobs), losing 146,000 jobs over the two-year period. However, Oregon added about 52,000 jobs between 2010 and December 2012. After hovering around

1.5% in the early stages of the recovery, growth kicked into higher gear in late 2013. Since then, the state has added jobs to the tune of about 3% annually; similar to what Oregon experienced during the housing boom years preceding the Great Recession, and about a full percentage point faster than the nation.

The Oregon Office of Economic Analysis (OEA) points out that, in addition to job growth, other economic indicators have shown recent improvement. These trends point to a deeper, more robust economic recovery and a return to more normal labor market dynamics. For example, new business filings in Oregon are increasing. OEA sees firm creation as a positive sign, as entrepreneurs and start-ups often drive innovation and the development of new technology.

As in 2008, employment is still forecast to grow over the next decade. According to data from the Bureau of Labor Statistics and the Oregon Employment Department total employment in Deschutes County grew by about 21% from 2001 to 2013, and total covered employment throughout Central Oregon (Deschutes, Crook and Jefferson Counties) is forecast to grow by about 16% over the period from 2012 to 2022.

Labor Trends

Growing Population

Table A- 1 shows population change from 1990 to 2013 for Oregon, Deschutes County, and Bend. Bend’s population grew at the fastest annual rate since 1990, increasing by an average of 6% per year, almost tripling over the 23-year period. In 2013, Bend’s population was about 78,000 people, compared to 163,000 in the county as a whole and 3,919,000 throughout the state.

Table A- 1. Population, Oregon, Deschutes County, Bend, 1990-2013

				1990 - 2013 Change		
	1990	2000	2013	Change	% Change	Average Annual Growth Rate
Oregon	2,842,321	3,421,399	3,919,020	1,076,699	38%	1%
Deschutes County	74,958	115,367	162,525	87,567	117%	4%
Bend	20,469	52,029	78,280	57,811	282%	6%

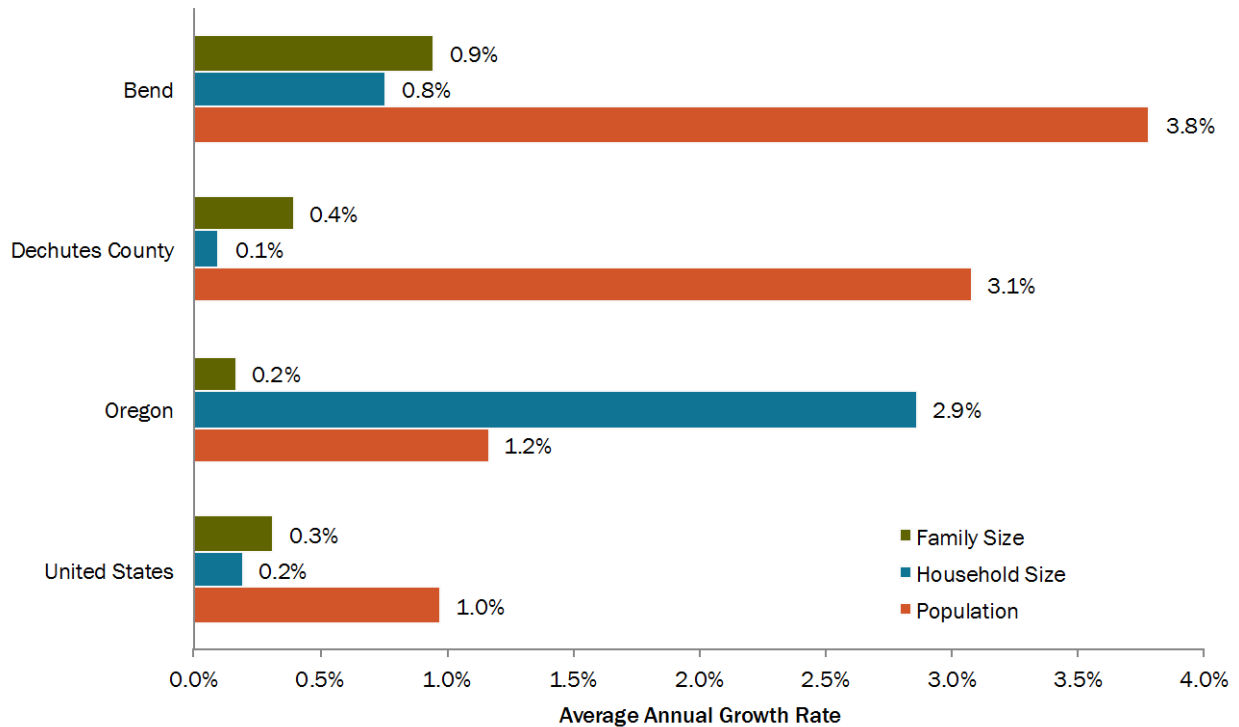
Source: Population Research Center, Portland State University, <http://www.pdx.edu/prc/>.

Figure A- 1 compares the average annual growth rates for population, household size, and family size for the nation, Oregon, Deschutes County, and Bend, from 2000-2013. Population grew faster than household size for all geographies except for Oregon.

From 2000 to 2013, Bend’s population grew at a 3.8% average annual growth rate, compared to 3.1% in Deschutes County, 1.2% in Oregon, and 1.0 percent in the nation as a whole. Oregon’s

household size increased at a 2.9% average annual growth rate, compared to 0.8% in Bend, 0.1% in Deschutes County, and 0.2% in the nation.

Figure A- 1. Average Annual Population Growth Rate, United States, Oregon, Deschutes County, Bend, 2000-2013



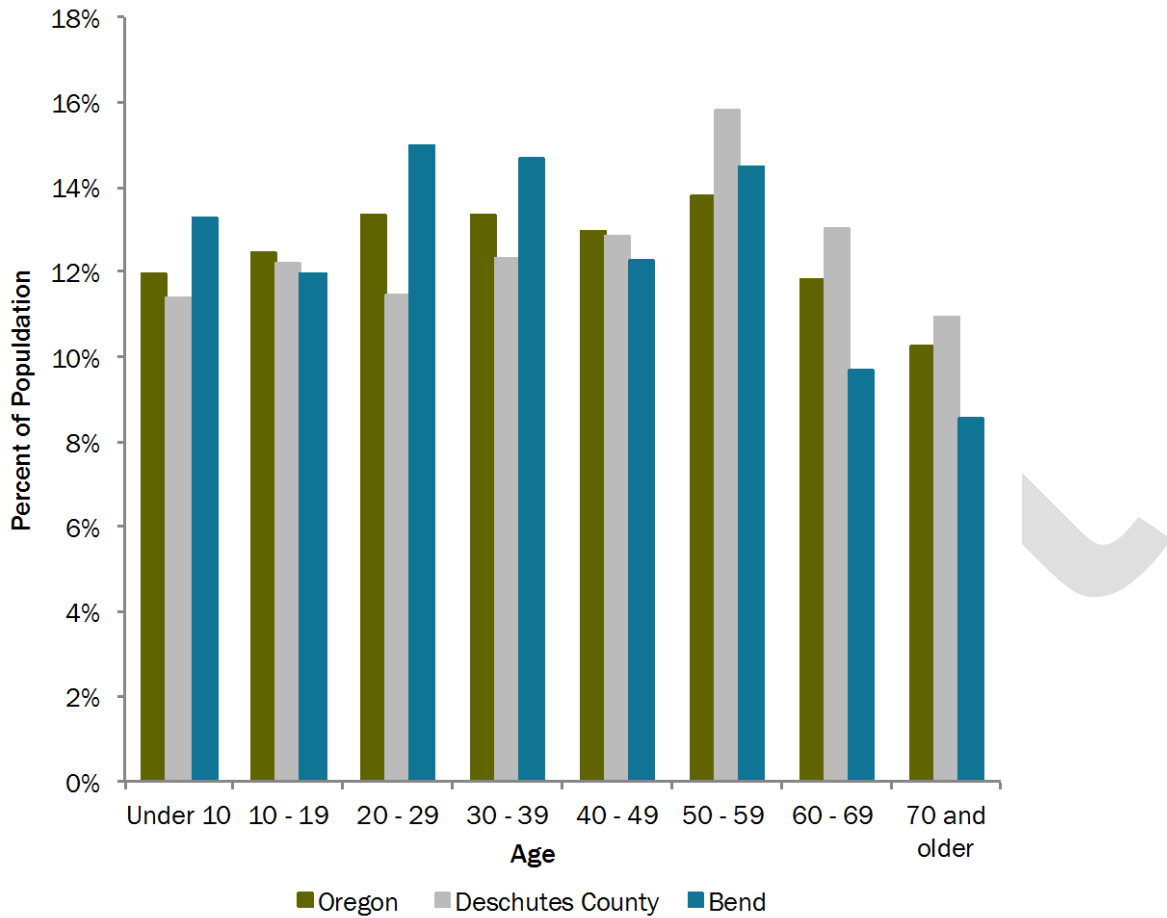
Source: US Census, Portland State University Population Research Center.

Aging Population

Figure A- 2 shows the distribution of age groups in Oregon, Deschutes County, and Bend in 2013. Bend has a larger share of 20 to 39 year olds, about 30% of the city's population, compared, to about 25% for Deschutes County as a whole, and about 27% in Oregon.

Since, 2000 60-to-69-year-old age group has grown the fastest, increasing by 138%, and increasing its share of the overall population by 15%. The next-fastest group was the 50-to-59-year-old group, who increased by 104%, and increasing their share of the population by 20%. People in these age groups will eventually retire, meaning they will both leave the workforce and require changes in their housing and care.

Figure A- 2. Population by Age, Oregon, Deschutes County, Bend, 2013



Source: Census Bureau, 2013 American Community Survey.

In-Migration

Continued in-migration from other states will drive growth in Oregon. Key trends are that:

- Population in the county and the Bend urban area will continue to grow at a higher rate than the rest of the state
- The majority of population growth will come from people moving into the area
- The baby-boomer generation’s children and grandchildren will make up the biggest percentage of the population and the workforce”

These conclusions remain relevant. About 5.3 percent of Oregon’s population lives in the Central Oregon counties of Crook, Deschutes, and Jefferson. OEA forecasts that Central Oregon’s share of the population will increase to about 5.7 percent by the year 2040. The population in Deschutes County alone may grow by 45% over the period from 2014 to 2040, outpacing the rate of 31% for the state as a whole, according to data from OEA and Portland State University’s Population Research Center.

According to a U.S. Census study, Oregon had net interstate in-migration (more people moved to Oregon than moved from Oregon) during the period 1990-2010. Oregon had an annual

average of about 15,600 more in-migrants than out-migrants during the period 2010-2013. Net migration will lead to over 71,000 new residents between 2015 and 2040, while births alone will add only about 54,000.

Income

The 2008 EOA found that, while in general Bend's income composition was similar to that of the county, the state, and the nation, Bend's median income was slightly lower than the national level. "The 2006 American Community Survey shows the City of Bend is similar to the U.S., State of Oregon, and Deschutes County. 2006 median income for Bend is \$58,225, which is slightly higher than the \$55,414 for Deschutes County, \$55,923 for Oregon, and slightly lower than \$58,526 for the U.S. Per capita income for the City of Bend is \$26,140, which is slightly higher than the county, state, and nation" (2008 EOA).

Since the 2008 EOA, Bend's average income has diminished slightly. In 2013, Bend's median income of \$48,014, was above that of Deschutes County (\$46,791), but below that of Oregon (\$50,251), and the nation (\$52,250). The decrease from 2008 to 2013 may indicate a lag in the post-recession recovery, rather than a permanent shift downward for Bend-area wages.

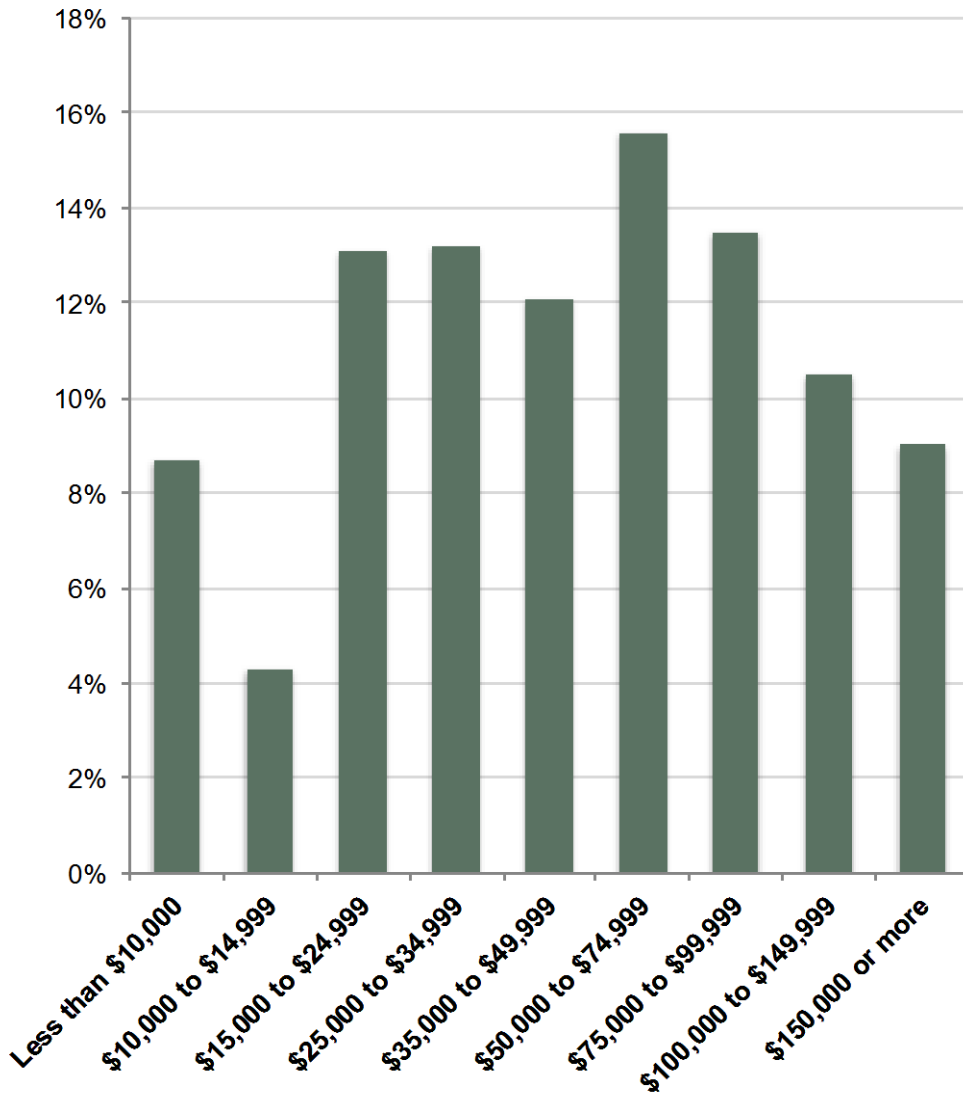
Statewide, wages fell during the recession, but increased after 2010. The Oregon Office of Economic Analysis in March 2015 had most recently observed a 7% annual increase in wages statewide, and per worker average wages increased 3% in 2015. OEA noted that growth in income, wages, and population picked up in 2014, and all grew more rapidly than the nation. However, after accounting for inflation, average wages had only increased less than half of one percent since 2000.

Personal income statewide is projected to grow by 5.1% in 2015, and 5.8% in 2016, according to the Oregon Employment Department. The Office of Economic Analysis also forecasts that wage growth will continue to increase as the labor market tightens, and it may tighten the fastest in Central Oregon, where employment growth is expected to occur faster than in any other metro area. In other words, the decrease in Bend's median household income since 2008 may illustrate its disproportionate shock from the recession; as the region's labor market continues to recover, so too will its typical wages.⁴¹

Figure A- 3 shows household income by income group for Bend from 1990 to 2013. In 2013, the largest household income group in Bend was the \$50,000 to \$74,999 group, which made up 16% of all households. About 26% of households earned less than \$25,000, and about 20% of households earned more than \$100,000.

⁴¹ "Oregon Economic and Revenue Forecast," Oregon Office of Economic Analysis, March 2015, <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0315.pdf>.

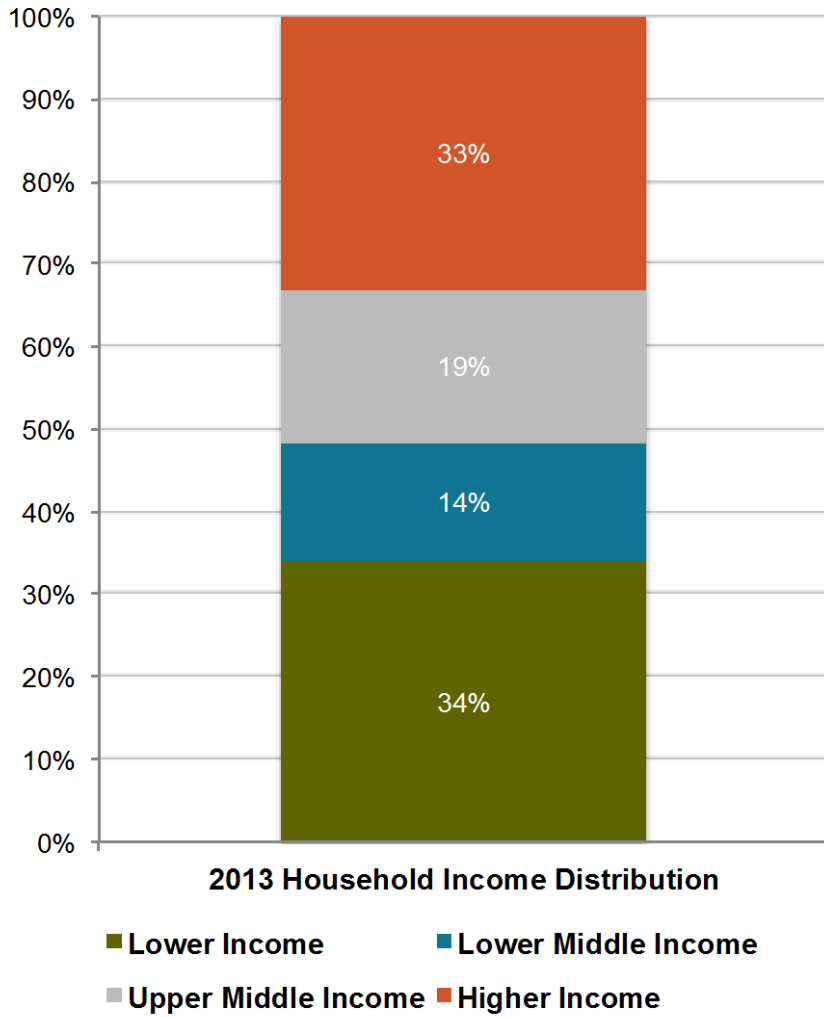
Figure A- 3. Household income by income group, Bend, 2013



Source: Census Bureau, 2013 American Community Survey.

Figure A- 4 shows household income by income by income group for Bend in 2013. About 34% of households earn incomes that put them in the lower income category, 15% earn lower-middle incomes, 19% earn upper-middle incomes, and 33% earn higher incomes.

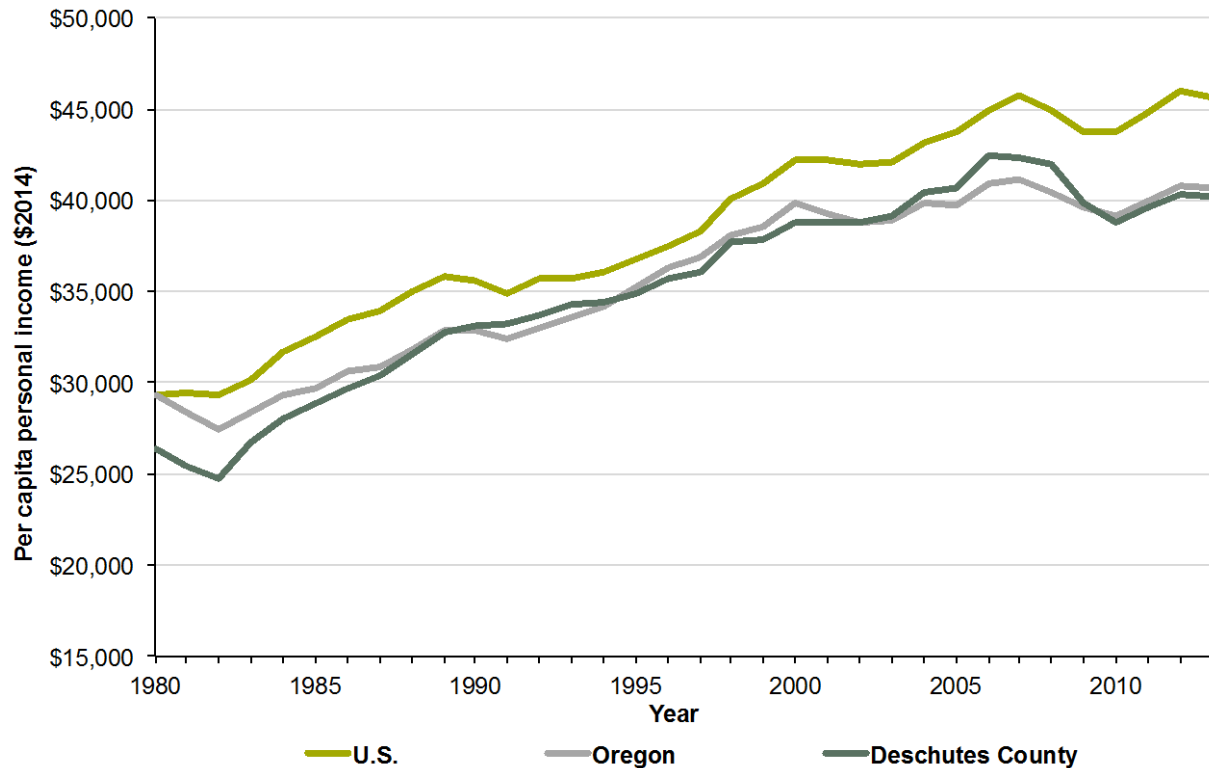
Figure A- 4. Household income by income group, Bend, 2013



Source: Census Bureau, 2013 American Community Survey.

Figure A- 5 shows per capita personal income in the U.S., Oregon, and Deschutes County, from 1980 to 2013 in base 2014 dollars. Real per capita income increased for all geographies since 1980. In 2013, incomes in the U.S. as a whole (\$45,660 in 2014 Dollars) were higher than in Oregon (\$40,645), and Deschutes County (\$40,245).

Figure A- 5. Per Capita Personal Income, U.S., Oregon, and Deschutes County, 1980-2013, 2014 Dollars



Source: Bureau of Economic Analysis, Regional Data, Table CA1-3, http://www.bea.gov/iTable/index_regional.cfm.

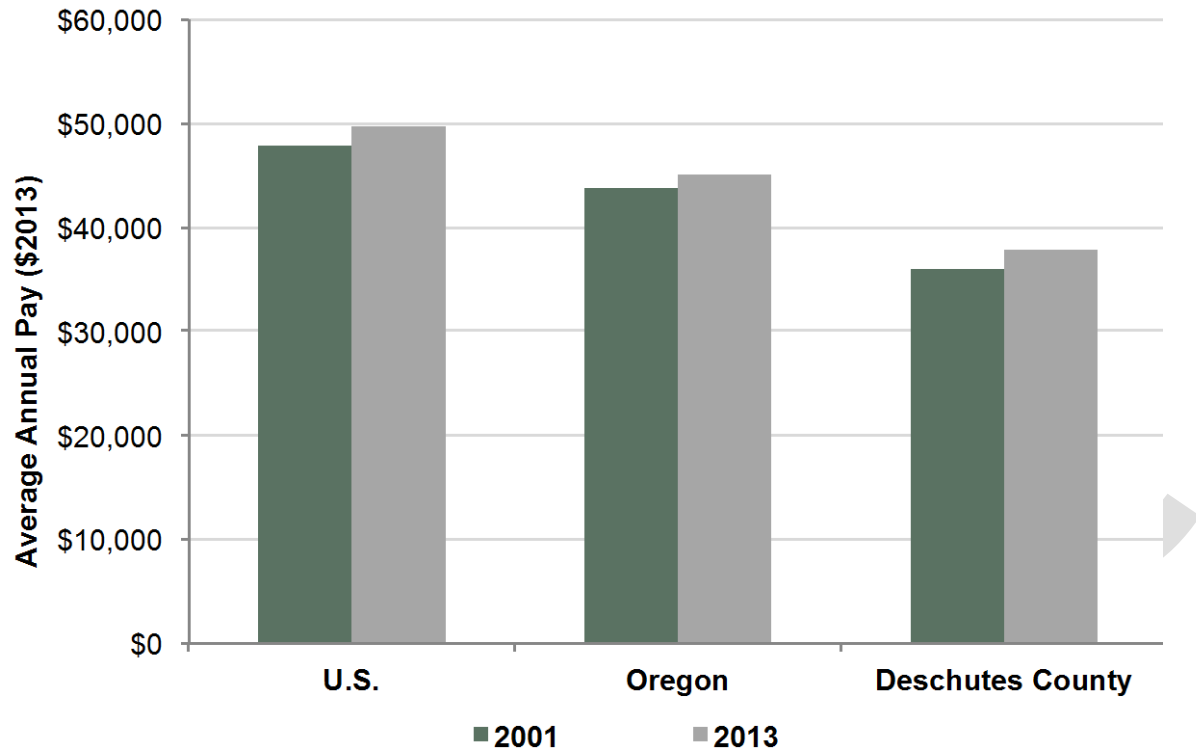
Table A- 2 and Figure A- 6 show average annual pay for covered employees in the U.S., Oregon, and Deschutes County from 2000 to 2013. Over the 13-year period, pay increased the fastest in Deschutes County where it grew by 5% or \$1,657, compared to 3% and \$1,999 in Oregon, and 4% and \$1,999 in the U.S. Average annual pay in Deschutes County amounted to \$37,755 in 2013.

Table A- 2. Average Annual Pay, U.S., Oregon, Deschutes County, 2001-2013

	2001	2013	Change 2000 to 2013	
			Amount	Percent
U.S.	\$47,809	\$49,808	\$1,999	4%
Oregon	\$43,829	\$45,019	\$1,190	3%
Deschutes County	\$36,098	\$37,755	\$1,657	5%

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages

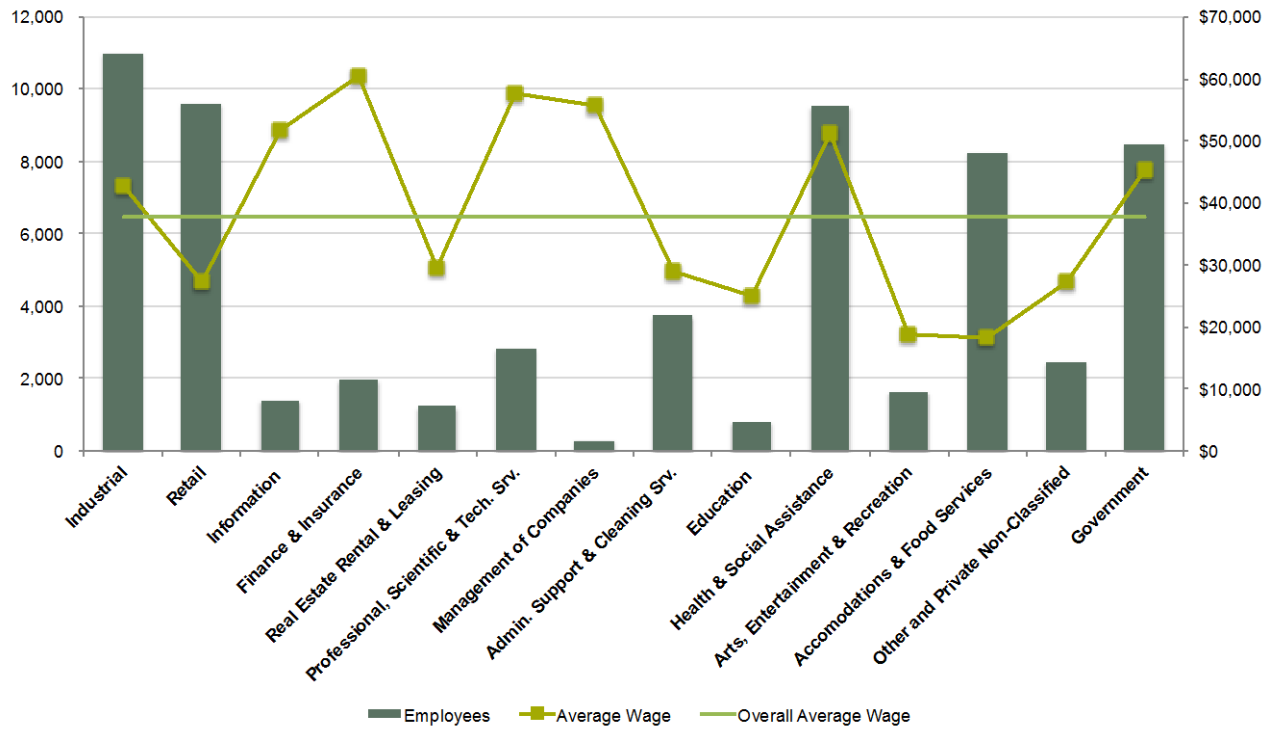
Figure A- 6. Average Annual Pay, U.S., Oregon, Deschutes County, 2001-2013, 2013 Dollars



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

Figure A- 7 shows wages by industry for Deschutes County from 2001 to 2013. The Private Non-Classified industries grew the fastest, increasing by about 74%. In 2013, the Natural Resources and Mining and Utilities industries were both more than double the average wage for covered employees overall. In contrast, wages for Arts Entertainment and Recreation and Accommodation and Food Services were about 50% below the average wage overall.

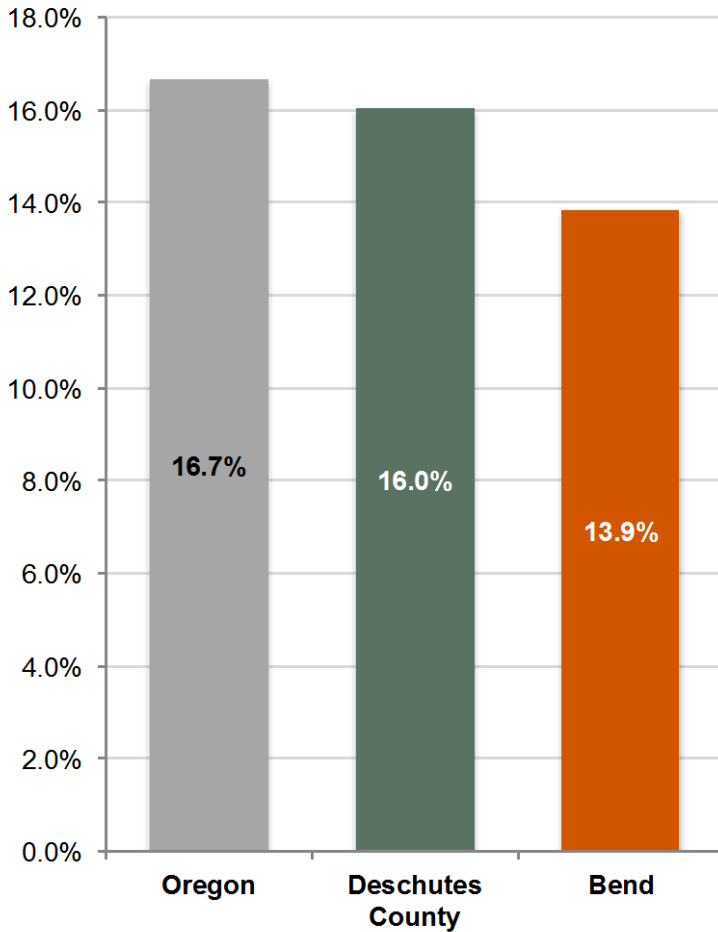
Figure A- 7. Wages and number of employees by industry, Deschutes County, 2013



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

Figure A- 8 shows the percent of residents in poverty for Oregon, Deschutes County, and Bend. Bend has the lowest share of impoverished residents (13.9%) compared to Deschutes County (16.0%), and the state as a whole (16.7%).

Figure A- 8. Percent below poverty line, Oregon, Deschutes County, Bend, 2013



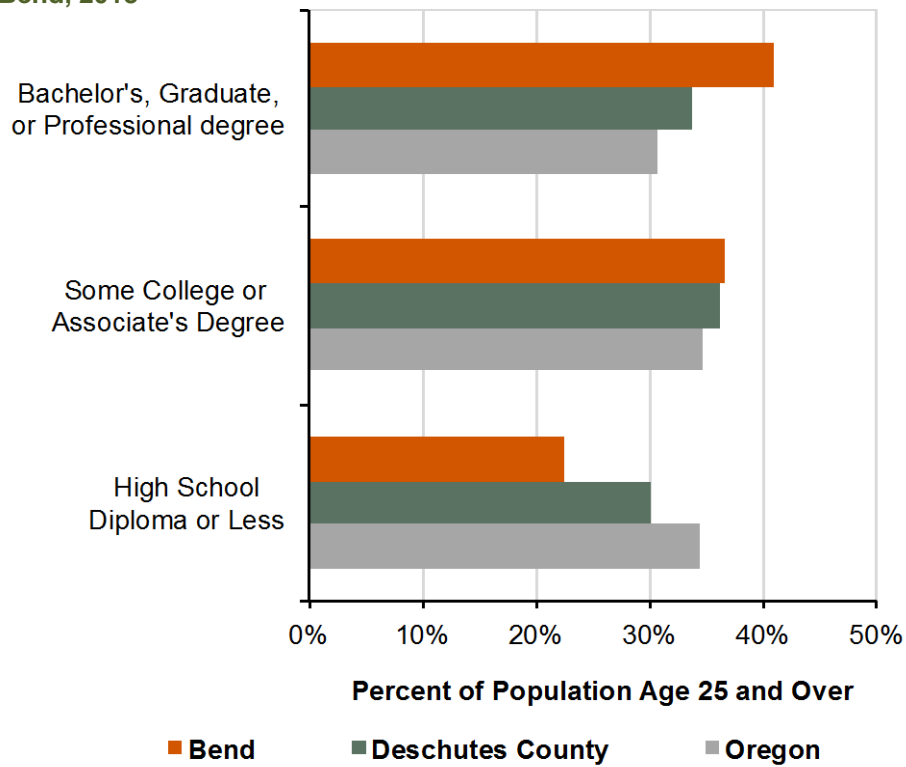
Source: Census Bureau, 2013 American Community Survey.

Educational Attainment

In 2008, the Bend EOA concluded that: “Bend’s relatively high percentage of college educated workers will tend to generate high paying jobs, be more responsive to economic changes over time, increase average incomes of the entire workforce, and may generate positive social benefits like reduced crime rates and higher real estate prices.” As in 2008, Bend in 2013 still has a higher share of college-educated residents than the county and the state. In 2009, Bend had more adults with a bachelor’s degree or higher (about 40%) than Deschutes County (about 35%) and Oregon (about 30%). Furthermore, in line with the assessment from 2008, Bend also has a lower rate of poverty than the county and the state.

Figure A- 9 educational attainment for the population older than 25 years in Oregon, Deschutes County, and Bend in 2013. Bend has the highest share of adults with a bachelor’s degree or higher (about 40%), compared to about 35% and 30% in Deschutes County and Oregon respectively.

Figure A- 9. Educational attainment, Population Age 25 and Over, Oregon, Deschutes County, Bend, 2013



Source: Census Bureau, 2013 American Community Survey.

Unemployment and Workforce Participation

Oregon's labor force participation rate increased in 2014 after declining to record-low levels in the aftermath of the recession according to OEA. Strong job growth, especially in better-paying jobs, has lured people back into the workforce. This is welcome news since increasing participation helps reduce labor market slack and moves the economy closer towards full employment.

The 2008 EOA observed that:

- The increase in the area's labor force is expected to keep pace with the population increase....
- The in-migration of younger individuals combined with the baby boomer generation of workers will create a large potential labor force in the peak of its work and income producing years”

While our analysis has not focused on the relationship to Crook and Jefferson Counties, current data upholds some of the claims made in the 2008 EOA. Data from the Census Bureau's On the Map, shows that most people who are employed in Bend live in Deschutes County. Seventy-six percent of Bend employees come from Deschutes County. About 3% come from Crook County and about 2% from Jefferson County.

In 2013, Bend had a higher rate of labor force participation than Deschutes County and the state. Similarly, employment was forecast to grow by about 2% over the period from 2012 to 2022.

With respect to the unemployment rate, the 2008 EOA concluded that

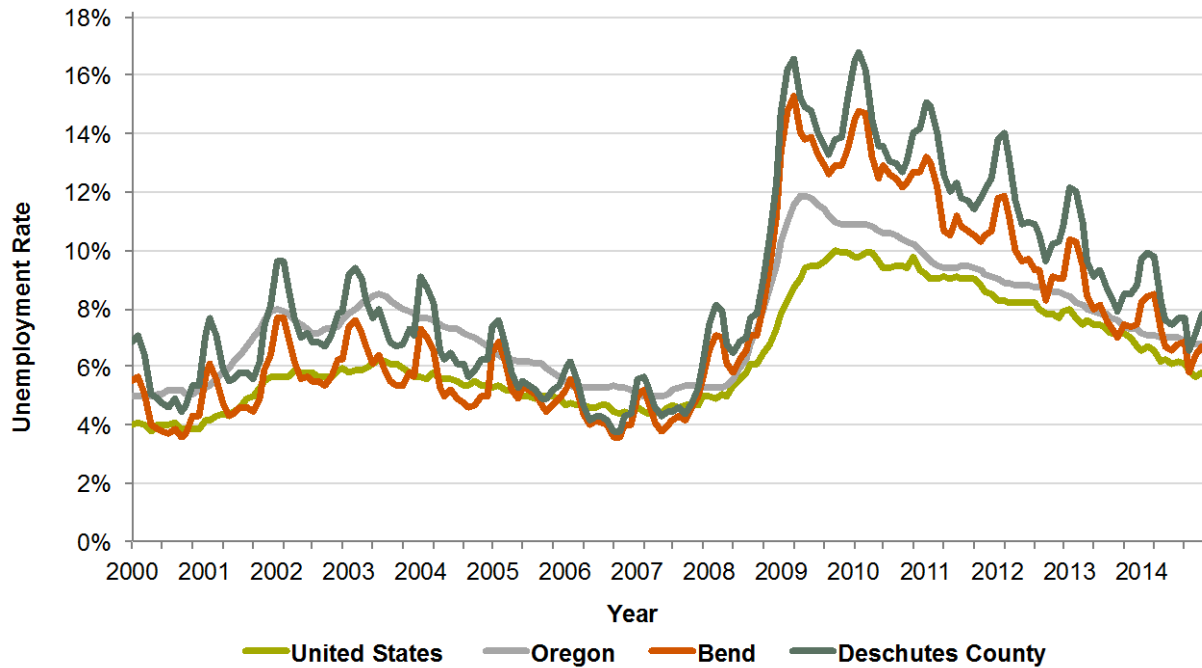
- “Recent unemployment rates in Deschutes County tend to be higher than the U.S., and similar to the State of Oregon, suggesting Bend and Deschutes County unemployment rates may track with national and state trends in the future
- Unemployment rates in Deschutes County show more pronounced affects from changes in seasonal employment than in the U.S. and Oregon
- Structural unemployment does not appear to have been an issue in Deschutes County and Bend, suggesting no major disconnect between the capabilities of resident workers and economic changes and growth over the past decades”

Despite a sharp uptick in unemployment rates during the recession, unemployment rates today are trending towards levels similar to those at the time of the 2008 EOA. Unemployment rates in Deschutes County have remained higher than in the nation and the state. However, the size of the gap between the two has diminished since the recession. In December 2014, the unemployment rates in Bend (6.2%), were below that of Oregon (6.7%), and Deschutes County (7.5%), but still above that of the U.S. (5.6%).

Figure A- 10 shows the unemployment rate for the U.S., Oregon, Deschutes County, and Bend, from 2000 to 2014. The unemployment rates in Bend and Deschutes County exceeded those of

Oregon and the U.S. during the peak of the recession. The rates reached as high as about 15% in Bend and over 16% in Deschutes County. In December 2014, the unemployment rates in Bend (6.2%), were below that of Oregon (6.7%), and Deschutes County (7.5%), but above that of the U.S. (5.6%).

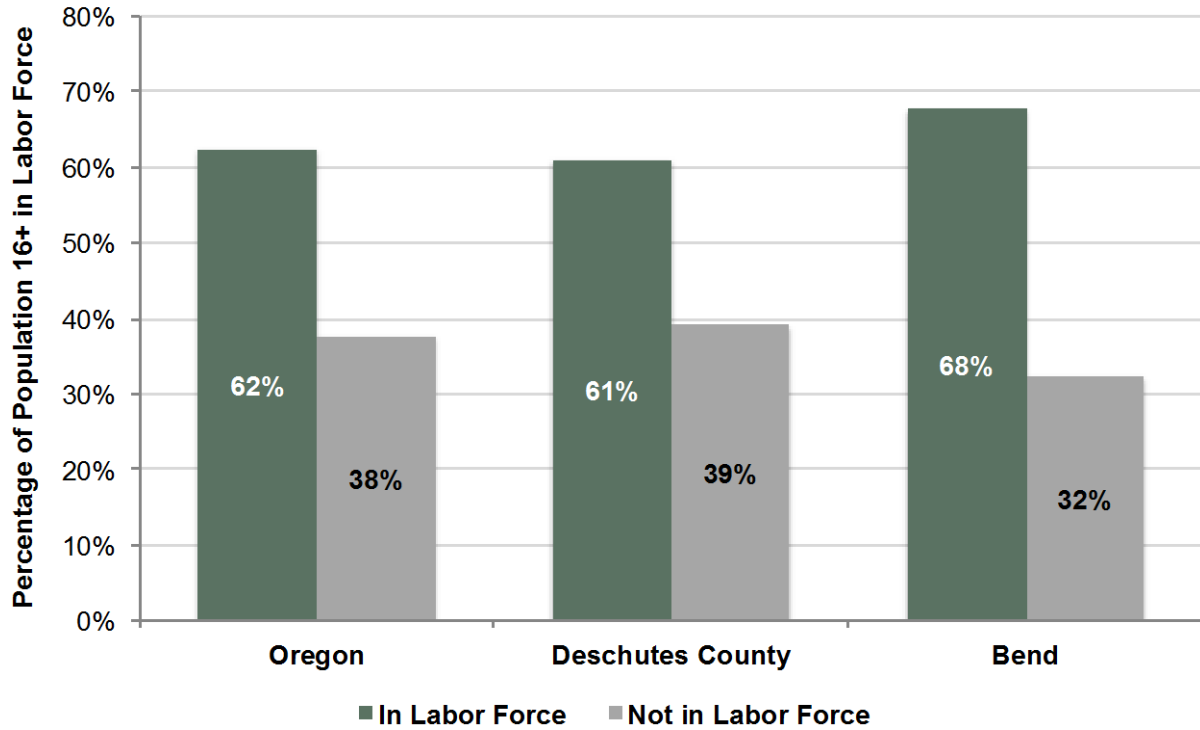
Figure A- 10. Unemployment Rate, United States, Oregon, Deschutes County, Bend, 2000-2014



Source: Bureau of Labor Statistics.

Figure A- 11 shows the rate of labor force participation for Oregon, Deschutes County, and Bend in the 2011-2013 period, for the population 16 years and older. Bend has a higher rate of participation (68%), compared to the county (61%) and state (62%) as a whole.

Figure A- 11 Labor force participation, population 16 years and older, Oregon, Deschutes County, Bend, 2011-2013

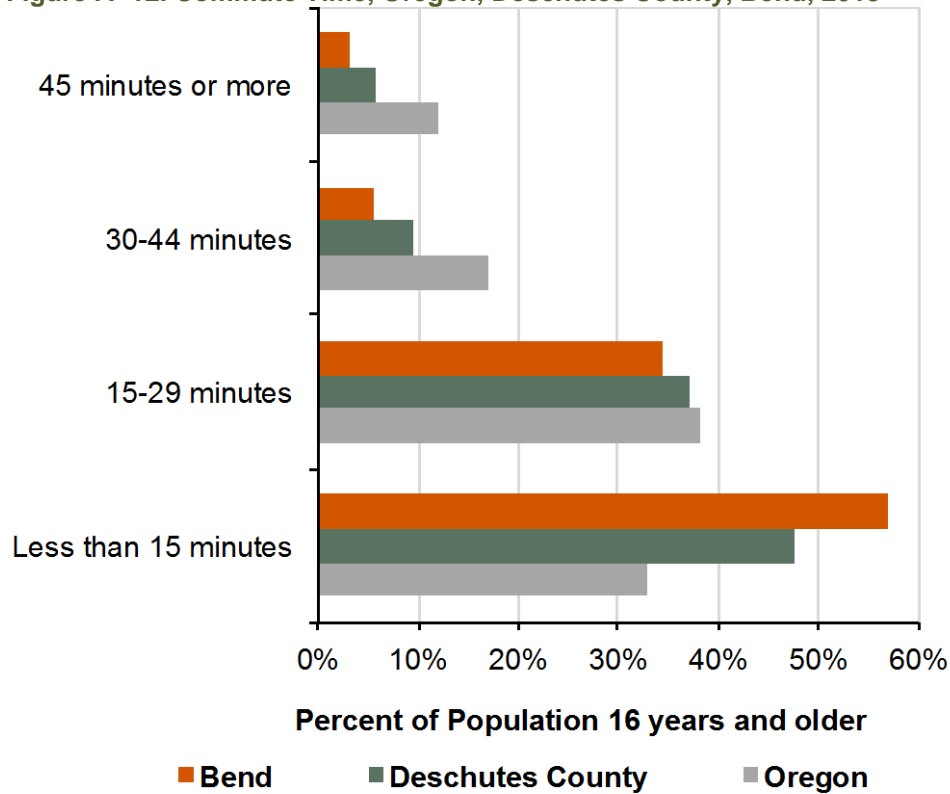


Source: Census Bureau, 2011-2013 American Community Survey, Table B23001.

Commuting Patterns

Figure A- 12 shows commute times for workers in Oregon, Deschutes County, and Bend in 2013. More than half of bend residents (about 57%) have a commute of less than 15 minutes, compared to about 47% in Deschutes County, and about 33% in the state as a whole.

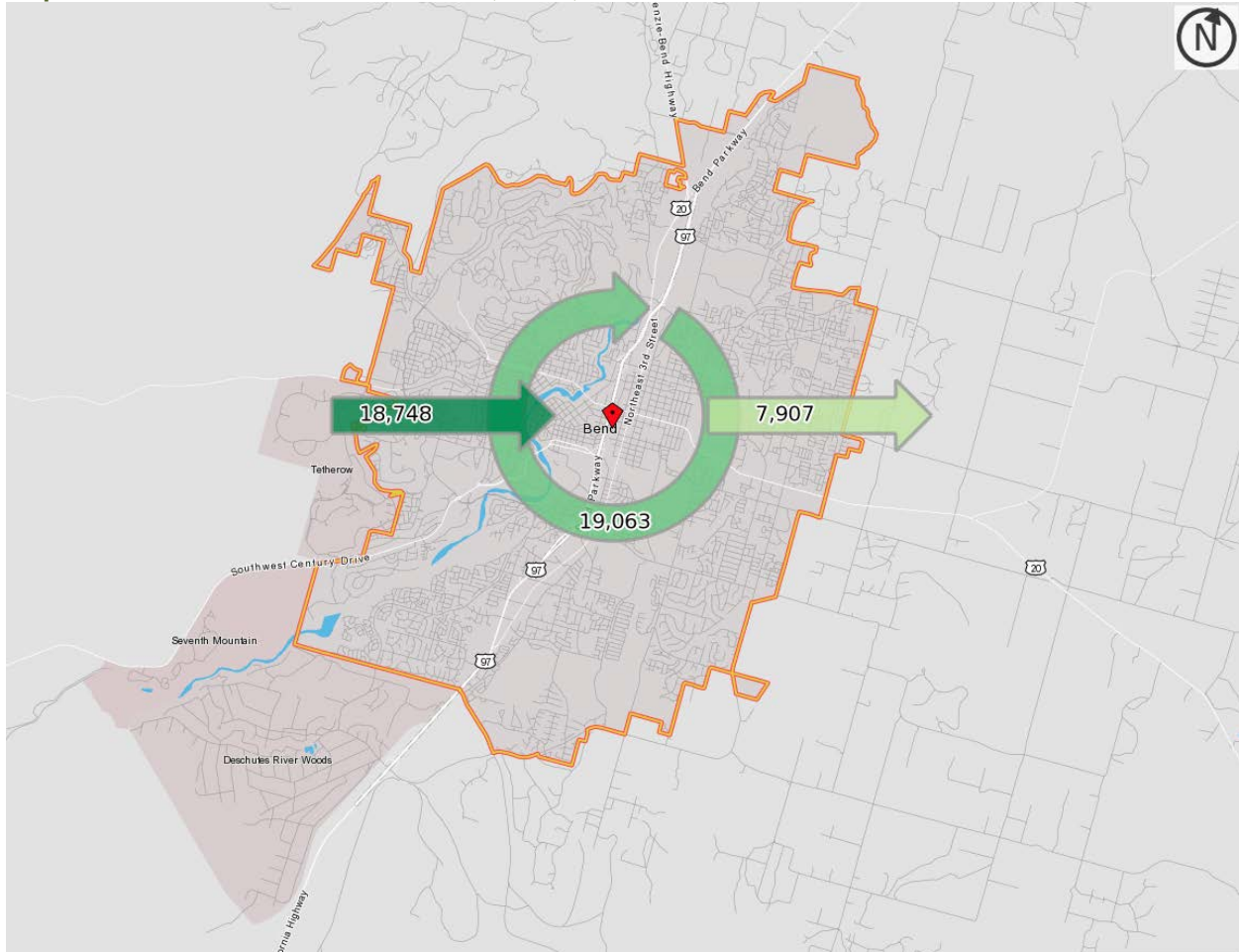
Figure A- 12. Commute Time, Oregon, Deschutes County, Bend, 2013



Source: Census Bureau, 2013 American Community Survey.

Map A- 1 shows the commute inflow and outflow for Bend in 2011. In 2011, about 18,800 people commuted from outside the city to work within it. About 7,900 resided within the city, but went outside for work, and about 19,000 both lived and worked in the city.

Map A- 1. Commute inflow and outflow, Bend, 2011



Source: U.S. Census OnTheMap <http://onthemap.ces.census.gov>

Table A- 3 shows where workers who have jobs in Bend live. About 76% of employees in Bend live within Deschutes County. About 50% of Bend employees also live in the city and 7% live in Redmond, the next-largest home destination.

Table A- 3. Home Destinations, Bend employees, 2011

Location	Number	Percent
Counties		
Deschutes County	28,912	76%
Crook County	989	3%
Multnomah County	852	2%
Lane County	755	2%
Klamath County	697	2%
Jefferson County	678	2%
Washington County	554	1%
Clackamas County	503	1%
Marion County	438	1%
Jackson County	348	1%
All Other Counties	3,085	8%
Cities		
Bend	19,063	50%
Redmond	2,562	7%
Deschutes River Woods	1,197	3%
Portland	770	2%
Prineville	423	1%
Eugene	380	1%
Three Rivers CDP	237	1%
Salem	201	1%
Eagle Crest CDP	194	1%
Hillsboro	190	1%
All Other Locations	12,594	33%
Total	37,811	100%

Source: U.S. Census OnTheMap <http://onthemap.ces.census.gov>

Table A- 4 shows where people who live in Bend go to work. About 84% of Bend residents work in Deschutes County. About 2% work in Lane County and about 2% work in Multnomah County. About 71% of Bend residents also work in the city and 6% work in Redmond.

Table A- 4. Employment destinations, Bend residents, 2011

Location	Number	Percent
Counties		
Deschutes	22,590	84%
Lane County	598	2%
Multnomah	563	2%
Crook County	359	1%
Washington	354	1%
Marion County	333	1%
Clackamas	215	1%
Jackson County	206	1%
Jefferson County	181	1%
Linn County	154	1%
All Other Counties	1,417	5%
Cities		
Bend	19,063	71%
Redmond	1,651	6%
Portland	503	2%
Eugene	371	1%
Prineville	326	1%
Salem	228	1%
Three Rivers CDP	222	1%
Sunriver CDP	180	1%
Sisters	172	1%
La Pine	170	1%
All Other	4,084	15%
Total	26,970	82%

Source: U.S. Census OnTheMap <http://onthemap.ces.census.gov>

Changes in employment

Over the past few decades, employment in the U.S. has shifted from manufacturing and resource-intensive industries to service-oriented sectors of the economy. Increased worker productivity and the international outsourcing of routine tasks have led to declines in employment in the major goods-producing industries.

In the 1970s, Oregon started to transition away from reliance on traditional resource-extraction industries. An important indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry⁴² and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments).⁴³

⁴² Lumber and Wood Products manufacturing is in Standard Industrial Classification (SIC) 24

⁴³ SIC 35, 36, 38

As Oregon has transitioned away from natural resource-based industries, the composition of Oregon’s employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon’s total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% of total employment in the 1970s to an average of 12% in 2000.

Table A- 5 and Table A- 6 present data that show changes in covered employment for the Deschutes County between 1980 and 2013.⁴⁴ The changes in sectors and industries are shown in two tables: (1) between 1980 and 2000 and (2) between 2001 and 2013. The analysis is divided in this way because of changes in industry and sector classification that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.

Employment data in this section is summarized by *sector*, each of which includes several individual *industries*. For example, the Retail Trade sector includes General Merchandise Stores, Motor Vehicle and Parts Dealers, Food and Beverage Stores, and other retail industries.

Table A- 5 shows employment by industry, using SIC industry classifications, in Deschutes County from 1980 to 2000. Over the analysis period, the Services Division grew at the fastest annual rate (14%), the Retail Trade Division grew at 11% per year on average, the Construction Division grew at 10%, and the Wholesale Trade Division grew at 8%. The share of total jobs in the Services Division increased by 2% and the share of jobs in the Manufacturing Division fell by 6%. In 2000 Services jobs made up 27% of all covered jobs, and Retail and Trade made up 24% of all area jobs.

Table A- 5. Covered employment by SIC industry categories, Deschutes County, 2001-2013

Sector	1980		1990		2000		Change 1980 to 2000			
	Number	Percent	Number	Percent	Number	Percent	Difference	Percent	AAGR	Share
Agriculture, Forestry, and Fishing	185	1%	413	1%	727	1%	542	293%	7%	0%
Mining	100	0%	0	0%	82	0%	-18	-18%	-2%	0%
Construction	1,651	8%	2,178	7%	4,265	8%	2,614	158%	10%	1%
Manufacturing	3,340	16%	5,451	17%	5,974	12%	2,634	79%	6%	-6%
Transportation and Public Utilities	1,174	6%	1,064	3%	1,903	4%	729	62%	5%	0%
Wholesale Trade	809	4%	1,040	3%	1,691	3%	882	109%	8%	0%
Retail Trade	4,461	22%	7,512	24%	12,689	24%	8,228	184%	11%	1%
Finance, Insurance, and Real Estate	1,503	7%	1,533	5%	3,128	6%	1,625	108%	8%	1%
Services	3,668	18%	7,960	25%	14,133	27%	10,465	285%	14%	2%
Unclassified	N/A	N/A	(D)	(D)	53	0%	-	-	-	-
Government	3,826	18%	4,665	15%	7,265	14%	3,439	90%	7%	-1%
Total	20,717	100%	31,816	100%	51,910	100%	31,193	151%	9.6%	0%

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

Table A- 6 shows covered employment for NAICS industry classifications, in Deschutes County from 2001 to 2013. In 2013, 15% of all jobs were in Retail, 15% were in Health and Social Assistance, and 13% were in Accommodations and Food Services. Education and Health and Social Assistance grew at the fastest annual rates, growing at 5.3% and 4.6% respectively.

⁴⁴ Covered employment refers to jobs covered by unemployment insurance, which includes most wage and salary jobs but does not include sole proprietors, seasonal farm workers, and other classes of employees.

Table A- 6. Covered employment by NAICS industry, Deschutes County, 2001-2013

Sector	2001		2013		Change 2001 to 2013			
	Number	Percent	Number	Percent	Difference	Percent	AAGR	Share
Natural Resources and Mining	384	1%	533	1%	149	39%	2.8%	0.1%
Utilities	313	1%	261	0%	-52	-17%	-1.5%	-0.2%
Construction	4,355	8%	3,514	6%	-841	-19%	-1.8%	-2.7%
Manufacturing	5,492	10%	4,209	7%	-1,283	-23%	-2.2%	-3.8%
Wholesale	1,126	2%	1,593	3%	467	41%	2.9%	0.4%
Retail	8,393	16%	9,605	15%	1,212	14%	1.1%	-0.8%
Transportation & Warehousing	927	2%	877	1%	-50	-5%	-0.5%	-0.4%
Information	1,437	3%	1,406	2%	-31	-2%	-0.2%	-0.5%
Finance & Insurance	1,576	3%	1,978	3%	402	26%	1.9%	0.1%
Real Estate Rental & Leasing	1,456	3%	1,228	2%	-228	-16%	-1.4%	-0.8%
Professional, Scientific & Tech. Srv.	1,882	4%	2,826	4%	944	50%	3.4%	0.9%
Management of Companies	332	1%	303	0%	-29	-9%	-0.8%	-0.2%
Admin. Support & Cleaning Srv.	2,594	5%	3,750	6%	1,156	45%	3.1%	1.0%
Education	434	1%	809	1%	375	86%	5.3%	0.5%
Health & Social Assistance	5,569	11%	9,524	15%	3,955	71%	4.6%	4.4%
Arts, Entertainment & Recreation	1,428	3%	1,643	3%	215	15%	1.2%	-0.1%
Accommodations & Food Services	6,156	12%	8,262	13%	2,106	34%	2.5%	1.3%
Other Services	1,706	3%	2,450	4%	744	44%	3.1%	0.6%
Private Non-Classified	21	0%	18	0%	-3	-14%	-1.3%	0.0%
Government	6,929	13%	8,494	13%	1,565	23%	1.7%	0.2%
Total	52,510	100%	63,283	100%	10,773	21%	1.6%	0%

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

The composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries.

The 2008 EOA concluded that:

- "The construction industry makes up a significant portion of the county's jobs and payroll, and downturns broader housing industry will have a negative affect local construction jobs
- In the midst of the housing and construction slowdown, Deschutes County's diversified economy has continued to add jobs, albeit at a slower rate
- Continued diversification of the local economy will tend to create a more stable local economy as individual industries experience rapid gains or losses"
- The industrial sector in Bend is much more diverse than in the past
- The continued erosion of jobs in lumber and wood products will be replaced by other jobs in durable and non-durable manufacturing
- High technology manufacturing and research and development firms create a new trend for industrial space that function and look more like office development
- The growth in retail and service jobs will be driven by several factors: population increase, demographic mix, and tourism

Table A- 7 shows changes in covered employment in Deschutes County between 2007 and 2013. Deschutes County lost a total of 6,000 jobs during this period, with the largest losses in construction, manufacturing, retail, and administrative support. Jobs in Health Care and Social

assistance, Accommodations and Food Services had the largest growth over the six year period.

Table A- 7. Covered employment by industry, Deschutes County, 2007-2013

Sector	2007		2013		Change 2007 to 2013			
	Number	Percent	Number	Percent	Difference	Percent	AAGR	Share
Natural Resources and Mining	648	1%	533	1%	-115	-18%	-3.2%	-0.1%
Construction	7,713	11%	3,514	6%	-4,199	-54%	-12.3%	-5.6%
Manufacturing	5,649	8%	4,209	7%	-1,440	-25%	-4.8%	-1.5%
Wholesale	1,605	2%	1,593	3%	-12	-1%	-0.1%	0.2%
Retail	10,451	15%	9,605	15%	-846	-8%	-1.4%	0.1%
Transportation, Warehousing, and Utilities	1,304	2%	1,138	2%	-166	-13%	-2.2%	-0.1%
Information	1,709	2%	1,406	2%	-303	-18%	-3.2%	-0.2%
Finance & Insurance	2,361	3%	1,978	3%	-383	-16%	-2.9%	-0.3%
Real Estate Rental & Leasing	1,496	2%	1,228	2%	-268	-18%	-3.2%	-0.2%
Professional, Scientific & Tech. Srv.	2,736	4%	2,826	4%	90	3%	0.5%	0.5%
Management of Companies	257	0%	303	0%	46	18%	2.8%	0.1%
Admin. Support & Cleaning Srv.	4,513	7%	3,750	6%	-763	-17%	-3.0%	-0.6%
Education	698	1%	809	1%	111	16%	2.5%	0.3%
Health & Social Assistance	7,917	11%	9,524	15%	1,607	20%	3.1%	3.6%
Arts, Entertainment & Recreation	2,040	3%	1,643	3%	-397	-19%	-3.5%	-0.3%
Accommodations & Food Services	7,985	12%	8,262	13%	277	3%	0.6%	1.5%
Other Services	2,384	3%	2,450	4%	66	3%	0.5%	0.4%
Private Non-Classified	56	0%	18	0%	-38	-68%	-17.2%	-0.1%
Government	7,785	11%	8,494	13%	709	9%	1.5%	2.2%
Total	69,307	100%	63,283	100%	-6,024	-9%	-1.5%	0%

Source: Oregon Employment Department, City of Bend, in 2008 EOA; Bureau of Labor Statistics, Quarterly Census of Wages, 2013.

Regional business clusters

Bend exists within the Central Oregon regional economy. Regional business activity and trends will affect the types of businesses that are attracted to the region and choose to locate in the city. This section presents information about regional employment clusters in Central Oregon.

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the “average” number of businesses in a sector in a given area) and have had high employment growth are likely to be successful industrial clusters. Sectors with either high concentration of businesses or high employment growth may be part of an emerging cluster, with potential for future growth.

Table A- 8 shows industries with strong employment clusters in Deschutes County in 2012—meaning that they rank in the top 25th percentile of counties with clusters of that industry. The largest cluster is that of Hospitality and Tourism, which includes accommodations and related services, tourist attractions, cultural education, and other tourist-related services. In Deschutes County, this industry accounts for more than 2,900 employees.

Other clusters with substantial employment in Deschutes County are: Communications Equipment and Services (about 830 employees), Wood Products (551 employees), Information Technology and Analytical Instruments (504 employees), Automotive (325 employees), and Lighting and Electrical Equipment (285 employees).

Another notable industry cluster in the county is that of Jewelry and Precious Metals. While this cluster only employs about 60 people, it is the 79th largest cluster of this industry for a county in

the US. This industry includes the manufacturing of jewelry and silverware, costume jewelry and novelty manufacturing.

Table A- 8. Industries with an employment cluster in Ascension Parish, 2012

Industry	Employment in 2012	Rank in the US
Hospitality and Tourism	2,911	213
Communications Equipment and Services	830	117
Wood Products	551	124
Information Technology and Analytical Instruments	504	285
Automotive	325	583
Lighting and Electrical Equipment	285	306
Downstream Metal Products	275	389
Aerospace Vehicles and Defense	239	199
Forestry	111	155
Downstream Chemical Products	90	457
Recreational and Small Electric Goods	81	376
Jewelry and Precious Metals	60	79
Environmental Services	40	503
Leather and Related Products	36	277

Source: Cluster Mapping, http://www.clustermapping.us/region/county/ascension_parish_la/cluster-portfolio
Summary by industry and percentages calculated by ECONorthwest

Note: Bold denotes an industry with a strong cluster or a cluster that has high employment specialization in Ascension Parish

Natural Resources and Manufacturing

Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries. At the time of the 2008 EOA, job losses were forecast in manufacturing. The 2008 EOA wrote that “[m]anufacturing will likely rebound over the forecast period, but is not expected to return to its employment level prior to the recent recession. Job losses should continue in many resource-based manufacturing sectors, though at a decreasing rate.”

However in 2012, the Oregon Employment Department forecast that employment in manufacturing would increase by 21% over the period from 2010 to 2020. Employment increases would occur at that rate in both durable and nondurable goods subsectors (Employment Projections by Industry & Occupation 2010-2020). Similarly manufacturing employment statewide will grow by about 15%.

In contrast to the conclusions in 2008, Wood Product manufacturing in Central Oregon is also forecast to grow by over 22% from 2012 to 2022, while manufacturing will grow by a total of 19%.

Professional Services, Education, and Health Care

As in 2008 the Oregon Employment Department still forecasts that the bulk (63%) of growth will come from sectors such as Education and Health Services (22% of total employment growth);

Trade, Transportation, and Utilities (17%); Leisure and Hospitality (13%); and Professional and Business Services (11%). Over the period from 2012 to 2022 in the Central Oregon counties of Crook, Deschutes, and Jefferson, employment in Private Education and Health Services and Professional and Business Service are both expected to increase by about 24% and increase their share of total employment by 1.0% and 0.6% respectively.

Employment levels in several industries are at all-time highs: private education, health care, food manufacturing – all of which emerged relatively unscathed from the recession – and professional and business services. The latter, combined with health care and leisure and hospitality, account for more than half of the state's total jobs gains over the past year.

Retail

As the 2008 EOA found, population will drive increases in retail jobs. The Oregon Employment Department forecasts that Retail sector employment in Central Oregon will grow by about 1,210 employees, or 12% over the 2012-2022 period. However, because this pace falls below that of overall employment growth, the share of total jobs in retail will actually fall by about 0.6%.

Key summary and implications for economic development within Bend

In general the outlook for Bend in 2015 is similar to that of 2008. Bend still has a relatively well-educated workforce, an expectation for growth in population and employment in the future. Some small changes however, have occurred. For example, the construction and manufacturing industries have shrunk, while employment in health and social service industries increased. Despite changes in the levels of employment since 2007, forecasts for growth by industry will follow similar trends as those expected at the time of the 2008 EOA.

Bend's Competitive Advantages

Economic development opportunities in Bend will be affected by local conditions as well as the national, state, and regional economic conditions addressed above. Economic conditions in Bend relative to these conditions in other parts of the region form the city's competitive advantage for economic development, and these competitive advantages have implications for the types of firms most likely to locate and expand in the area.

There is little that cities can do to influence national and state conditions that affect economic development, but they can have some level of influence on the local factors that affect economic development. Bend's primary competitive advantages are: location, access to transportation, quality of life, and access to educated and skilled labor from within the region. These factors make Bend attractive to residents and businesses that want a high quality of life where they live and work.

The local factors that form Bend's competitive advantage are summarized below.

Location

Bend is located in Deschutes County at the intersection of Highways 97 and 20, roughly 3.25 hours southeast of Portland, and 2.5 hours southeast of Salem. Bend lies near the center of

Oregon. Businesses in the city have access to natural resources from surrounding rural areas, including the Deschutes River, the Cascade Mountains and the Oregon High Desert.

Availability of transportation facilities

Businesses and residents in Bend have access to a variety of transportation modes and systems, but the most important are Highways 97 and 20. Highway 97 connects Bend with cities throughout Central Oregon. Highway 20 connects Bend with the Willamette Valley and I-5, which provides a route for Bend businesses to connect to markets in Portland, Seattle, San Francisco and Los Angeles. Through highway and rail routes to Portland, Bend provides access to the Port of Portland from which ships can transport cargo to international markets in Asia.

The Bend Municipal Airport is roughly 5 miles southwest, or about a 15-minute drive from downtown Bend. Less than 30 minutes north of Bend, the Redmond Municipal Airport which provides daily flights to international airports like those in Portland, Seattle, San Francisco, and Los Angeles. The nearest international airport, the Portland International Airport, is about a 3-hour drive away.

The BNSF Railway Company and Union Pacific provide freight service that connects Bend to the other cities in Central Oregon, Portland, and cities in the US interior. The Prineville Railway Freight Depot, which is about 40 miles away from Bend, provides large freight loading equipment, such as ramps and cranes and large amounts of warehouse and outdoor freight storage.

Existing Employment Base

In 2013, Deschutes County had nearly 6,600 employment establishments with a total of about 63,200 workers. The county's largest employment sectors were Retail (9,605 jobs), Health and Social Assistance (9,524), Government (8,494), Accommodations & Food Services (8,262) and Manufacturing (4,209).

The Oregon Employment Department projects that the industries that will grow the most from 2012 to 2022 in Deschutes County are: Health Care and Social Assistance, which is expected to add 2,460 jobs, Professional and Business Services (1,690), and Accommodation and Food Services (1,750).

Labor Market

The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers, but their quality, skills, wages, and experience as well.

Businesses in Bend have access to highly educated skilled workers, nearby college students, and unskilled workers. About 41% of Bend residents over 25 years have a bachelor's degree or higher.

Roughly 50% of Bend's workers commute from outside the city. The commuting patterns show that businesses in Bend are able to attract skilled and unskilled workers living within the city as well as from the surrounding region.

Outdoor Recreation

Bend provides a launching point for outdoor recreation destinations such as the Cascade Mountains and the Oregon High Desert. Bend is about a 30-minute drive from Mt. Bachelor, 2 hours from the John Day Fossil Beds National Monument, and 2 hours from Crater Lake National Park. The Deschutes River, which provides rafting and fishing opportunities, runs through the city.

Public facilities and services

The provision of public facilities and services can impact a firm's decision to locate within a region. Businesses also take into account factors such as the regional availability and cost of labor, transportation, raw materials, and capital. Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development have only a modest impact on the level and type of economic development in the community.

Tax Policy

The tax policy of a jurisdiction is a consideration in economic development policy. In Fiscal Year 2014 to 2015, the property tax rate in Bend for the City was \$2.80 per \$1,000 of assessed value. Bend's property tax rate was near the middle of the range for Deschutes County, lower than Redmond (\$4.41), but above Sisters (\$2.64), and La Pine (\$1.98).⁴⁵

Water

The City of Bend provides water to approximately 22,000 service connections. The City collects surface water from the Bridge Creek site, 13 miles outside of the city in the Cascade Mountains, and from 25 wells that pump water from the Deschutes Aquifer. Both these water sources provide water of excellent quality, which requires "very little" treatment before delivery.

The City's 2011 water plan update projected that the city's average daily water demand would increase by about 70% over the period from 2008 to 2018. To accommodate the increasing demand, the plan update recommended \$197 million in improvements to the current water infrastructure, including the addition of more groundwater wells, more water storage capacity, pipe improvements, pumping station expansions, and increasing the surface water supply, among others.⁴⁶

Wastewater

The City of Bend is the sole provider of wastewater services and no special districts within the city provide such services. The City's wastewater system includes nine primary sewer basins

⁴⁵ http://www.deschutes.org/sites/default/files/fileattachments/assessor039s_office/page/676/sal_report_-_sal4a_detail_of_taxing_district_levies.pdf

⁴⁶ "Water System Master Plan Update," Murray, Smith, & Associates, Inc, and Optimatics, The City of Bend, February 2011, <http://www.ci.bend.or.us/Modules/ShowDocument.aspx?documentID=3201>.

that cover about 35 square miles. The collection system includes a network of manholes, gravity pipes, lift stations, vacuum mains, and force mains that convey sewage to a centralized location.

The most-recent Collection System Master Plan (CSMP) projects that the average dry weather wastewater flow will nearly double over the next 20 years from 6.2 to about 11.5 million gallons per day. Wet weather flows will also increase, but by less, about 30%, from 8.9 to 12.0 million gallons per day.

Residential uses make up about 79% of the 6.2 million gallons per day average dry weather flow, while non-residential uses, including businesses and schools, make up about 21%. The Deschutes Brewery contributes a significant amount of the wastewater flow, making up about 12% of non-residential dry weather flow.

The wastewater master plan expects notable usage increases from four specific events: expansion of the Saint Charles Medical Center, the OSU-Cascades Campus, about 1,000 additional residential units in the Central Business District, and additional 1,200 residential units in the Transit Corridors.

Sewer infrastructure is expected to need expansive improvements over the 20-year period as Bend grows. In 2014, the CSMP recommended \$90M investment in infrastructure improvements that will include additional lift stations, mechanical replacements, and increasing the overall hydraulic capacity, among others additions.⁴⁷

Stormwater

Bend benefits from volcanic geography that provides absorptive ground. This porous ground has allowed Bend to rely primarily on dry wells and drill holes that drain runoff into the ground beneath the city. While a partial piped system does exist, which flows into the Deschutes River, much of the city's stormwater runoff goes into the ground, rather than entering a citywide piping system that redirects all stormwater to a central location. The city currently has about 4,600 dry wells and 1,000 drill holes in the city that receive stormwater in this way.

Bend's reliance on groundwater for drinking water means that stormwater infrastructure needs to protect the quality of residents' drinking water, as well as natural waterways. To this end, regulations prevent the injection of stormwater into the ground within 500 feet of a drinking water well.

Dispersed stormwater disposal through dry wells allows the city to avoid concentrating stormwater in one location, and provides a method of stormwater management that is less costly than a citywide piped system. However, Bend's increasing growth, and in particular its density, will place limits on the potential dispersion via dry wells and drill holes. For that reason, the 2014 Stormwater Master Plan has recommended various stormwater infrastructure upgrades including: expansion of a piped stormwater system with water-holding and treatment

⁴⁷ "Collection System Master Plan," City of Bend, December 2014, <http://www.ci.bend.or.us/modules/showdocument.aspx?documentid=18059>.

capacity, greater implementation of low impact development (LID), additional drainage facilities like bioswales, and more usage of GIS data to analyze stormwater conditions.⁴⁸

Outlook for growth in Bend

Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Bend. The level of this business expansion activity can be measured by employment growth in Bend. This section presents a projection of future employment levels in Central Oregon for the purpose of estimating demand for commercial and industrial land.

Table A- 9 shows the projected growth in employment by selected industrial sectors for the Central Oregon counties (Crook, Deschutes, and Jefferson). The Oregon Employment Department forecasts that employment in Central Oregon will increase by about 16% between 2012 and 2022, or by 12,140 employees. The construction industry will undergo the most rapid growth, increasing by 26% between 2012 and 2022, followed by Health Care and Social Assistance (25%), and Nondurable Goods manufacturing (25%).

Table A- 9. Industry Employment Forecast, Central Oregon Region (Crook, Deschutes, and Jefferson Counties), 2012-2022

Industry Sector	2012	2022	Change 2012-2022		
			Number	Percent	AAGR
Natural Resources and Mining	1,330	1,590	260	20%	1.8%
Mining and Logging	270	320	50	19%	1.7%
Construction	3,250	4,100	850	26%	2.4%
Manufacturing	5,370	6,380	1,010	19%	1.7%
Durable Goods	4,320	5,080	760	18%	1.6%
Wood Product Manufacturing	1,890	2,310	420	22%	2.0%
Nondurable Goods	1,040	1,300	260	25%	2.3%
Trade, Transportation, and Utilities	14,260	15,920	1,660	12%	1.1%
Wholesale Trade	2,300	2,520	220	10%	0.9%
Retail Trade	10,300	11,510	1,210	12%	1.1%
Transportation, Warehousing and Utilities	1,660	1,890	230	14%	1.3%
Information	1,450	1,510	60	4%	0.4%
Financial Activities	4,490	5,110	620	14%	1.3%
Professional and Business Services	6,990	8,680	1,690	24%	2.2%
Private Educational and Health Services	10,780	13,400	2,620	24%	2.2%
Health Care and Social Assistance	9,990	12,450	2,460	25%	2.2%
Health Care	8,690	10,860	2,170	25%	2.3%
Leisure and Hospitality	10,660	12,810	2,150	20%	1.9%
Accommodation and Food Services	8,980	10,730	1,750	19%	1.8%
Other Services	2,600	2,930	330	13%	1.2%
Government	12,440	13,330	890	7%	0.7%
Federal Government	1,330	1,250	-80	-6%	-0.6%
State Government	1,780	1,990	210	12%	1.1%
Local Government	9,330	10,090	760	8%	0.8%
Local Education	4,170	4,560	390	9%	0.9%
Total payroll employment	73,620	85,760	12,140	16%	2%

Source: State of Oregon Employment Department, "Employment Projections by Industry and Occupation 2012-2022 Central Oregon (Crook, Deschutes, Jefferson)."

⁴⁸ "Stormwater Master Plan," City of Bend, July 2014, <http://www.ci.bend.or.us/modules/showdocument.aspx?documentid=17875>.

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APPENDIX B. EMPLOYMENT PROJECTIONS

Appendix B summarizes the methodologies used to develop the employment projections and the 2008-2028 projection.

Methods

This Section contains an overview of the methodology used to generate the employment forecast. The methodology closely follows the approach prescribed by the Department of Land Conservation and Development in the EOA *Guidebook*. However, because economic development goals and the data available about each community vary throughout the state, there are several variations in the methodology. The DLCDC recognizes that variation in methodology is appropriate.

1. Analyze existing policy and visions; national, state, county, and local trends; and other forces likely to have an impact on Bend's economic future
2. Forecast 20-year employment growth, 2008-2028:
 - a. Begin with OED 2006 employment data for the City of Bend, disaggregated to detailed industry sectors
 - b. Create 20-year projected growth rates for individual industry sectors:
 - i. Begin with OED Deschutes County 2006-2016 projections
 - ii. Grow 2006 industry employment to 2008 by adding Bend's slightly accelerated population growth rates (0.11 percent faster than Deschutes County) to the ten-year industry growth rates predicted by OED
 - iii. Adjust employment upward (11.5 percent) to account for self-employed, contract workers, and "non-covered" employees not included in OED employment projections
 - iv. For land need estimates, decrease employment projections by estimating the percentages of non-shift workers in each industry
 - v. Grow employment from 2008 to 2015 at the 10-year adjusted employment growth rate by industry
 - vi. Adjust targeted industry sectors upwards by 10 percent to reflect increased growth in these sectors
 - vii. Grow employment from 2015 to 2025 by the City of Bend Coordinated Population Forecast Average Annual Rate of Growth at reduced rate to account for less predicted population and employment growth in this time period
 - viii. Apply a 1.7 percent AARG to grow 2025 employment to 2028 end of the planning period
3. Inventory Current Employment Land Supply:
 - a. Inventory all lands with a General Plan designation for economic use and public facility use
 - b. Categorize all lots according to zoning designation and development category
 - i. General Plan designations: A variety of commercial, industrial, professional office, mixed employment, public facilities zones, detailed later
 - ii. Development category: Developed, Vacant, Unbuildable
 - c. Generate inventories of Developed, Vacant and Unbuildable land within each General Plan designation

Employment Projections

The purpose of making employment projections is twofold: (1) to anticipate future employment patterns, and (2) to estimate future economic land needs. The following describes some of the technical approaches in making employment projections and the process of converting these into land need estimates.

This EOA groups NAICS sectors into broader categories to facilitate a conversion of employment forecasts to land need. These categories are as follows:

- **Employment Category.** This is a generalization and simplification of more specific NAICS sectors and specific industries. The categories include:
 - Industrial General and Industrial Heavy
 - Retail General and Large Retailers
 - Office/Services
 - Leisure and Hospitality
 - Other
 - Government
 - Medical (also called MDOZ referencing the city's Medical District Overlay Zone)
- These categories are composed of employment sectors described below. In some cases, employment categories split what would traditionally be "one" employment sector. For example, Retail Trade is one employment sector, but this EOA separates the sector into two employment categories based on the three-digit NAICS coding: Retail General and Large Retailers. This allows more specific land need estimates to be created; for example, to determine land needs for large retailers seeking large sites and smaller retailers requiring smaller sites. The three-digit NAICS descriptions are shown in the tables below to describe specific industries in each employment category.
- **Employment Sector.** These are smaller, specific categories that describe the two-digit NAICS categories show in Tables 19-23. These include:
 - Retail Trade
 - Agriculture, Forestry, Fishing and Hunting
 - Mining
 - Utilities
 - Construction
 - Manufacturing
 - Wholesale Trade
 - Transportation and Warehousing
 - Information
 - Finance and Insurance
 - Real Estate and Rental and Leasing
 - Professional, Scientific, and Technical Services
 - Management of Companies and Enterprises
 - Administrative and Support, Waste Management, and Remediation Services
 - Education Services
 - Health Care and Social Assistance

The following tables show:

- Employment categories above the employment sectors in the left-most column

- NAICS 2 Digit Code describing the employment sector. For example, the NAICS 2 Digit Codes for Large Retail and General Retail are 44-45
- NAICS 3 Digit Codes and their corresponding NAICS Title in the right-most column. These provide industry level detail so that a reader can easily examine the types of industries included in each employment category.

Table B- 1. Retail Employment Category, Sectors, and Industries

Employment Category	NAICS 2 Digit Code	NAICS 3 Digit Code	NAICS Title
Retail			
Large Retail - retail trade	44-45	441	Motor Vehicle and Parts Dealers
		444	Building Material & Garden Supply Stores
		447	Gasoline Stations
		452	General Merchandise Stores
General Retail - retail trade	44-45	442	Furniture and Home Furnishings Stores
		443	Electronics and Appliance Stores
		445	Food and Beverage Stores
		446	Health and Personal Care Stores
		448	Clothing and Clothing Accessories Stores
		451	Sporting Goods/Hobby/Book/Music Stores
		453	Miscellaneous Store Retailers
		454	Nonstore Retailers

Source: City of Bend.

Staff researched the spatial distribution of geo-coded employment data by 3 digit NAICS throughout the City of Bend to determine where large and general retailers tend to congregate. Staff found that in general, retailers engaging in motor vehicles, building materials, gasoline station, and general merchandise stores tend to concentrate in areas designated Commercial General by the City’s General Plan. General Retail uses above tend to locate in the numerous other commercial General Plan designations. Staff then grouped retail employment into the two categories above to facilitate more fine-tuned land need estimates.

Table B- 2. Industrial Employment Category, Sectors, and Industries

Employment Category	NAICS 2 Digit Code	NAICS 3 Digit Code	NAICS Title
Industrial			
Industrial Heavy			
<i>Agriculture, forestry, fishing and hunting</i>	11	111	Crop Production
		112	Animal Production
		113	Forestry and Logging
		114	Fishing; Hunting and Trapping
		115	Agriculture & Forestry Support Activities
<i>Mining</i>	21	211	Oil and Gas Extraction
		212	Mining (except Oil and Gas)
<i>Utilities</i>	22	221	Utilities
<i>Construction</i>	23	237	Heavy and Civil Engineering Construction
<i>Manufacturing</i>	31-33	311	Food Manufacturing
		312	Beverage & Tobacco Product Manufacturing
		314	Textile Product Mills
		315	Apparel Manufacturing
		316	Leather and Allied Product Manufacturing
		321	Wood Product Manufacturing
		325	Chemical Manufacturing
		326	Plastics & Rubber Products Manufacturing
		327	Nonmetallic Mineral Product Manufacturing
		331	Primary Metal Manufacturing
		332	Fabricated Metal Product Manufacturing
		333	Machinery Manufacturing
		334	Computer and Electronic Product Manufacturing
		335	Electrical Equipment and Appliances
		336	Transportation Equipment Manufacturing
		337	Furniture and Related Product Manufacturing
		339	Miscellaneous Manufacturing
Industrial General			
<i>Construction</i>	23	236	Construction of Buildings
		238	Specialty Trade Contractors
<i>Manufacturing</i>	31-33	323	Printing and Related Support Activities
<i>Wholesale Trade</i>	42	423	Merchant Wholesalers; Durable Goods
		424	Merchant Wholesalers; Nondurable Goods
		425	Electronic Markets and Agents/Brokers
<i>Transportation and warehousing</i>	48-49	481	Air Transportation
		484	Truck Transportation
		485	Transit and Ground Passenger Transport
		488	Support Activities for Transportation
		491	Postal Service
		492	Couriers and Messengers
		493	Warehousing and Storage

Source: City of Bend

Staff performed a similar analysis of the spatial distribution of industrial uses to determine where more intensive or heavy industrial uses are located in Bend. These uses tend to be located in areas designated Industrial General by the Bend General Plan. Other industrial uses tend to be

located in the areas designated Industrial Light, Industrial Park, and Mixed Employment. It is noteworthy that these uses are distributed throughout commercial districts as well as industrial and mixed employment districts.

Table B- 3. Office/Services Employment Category, Sectors, and Industries

Employment Category	NAICS 2 Digit Code	NAICS 3 Digit Code	NAICS Title
Office/Services			
<i>Information</i>	51	511	Publishing Industries
		512	Motion Picture & Sound Recording Industries
		515	Broadcasting (except Internet)
		516	Internet Publishing and Broadcasting
		517	Telecommunications
		518	ISPs; Search Portals; & Data Processing
<i>Finance and Insurance</i>	52	522	Credit Intermediation & Related Activities
		523	Financial Investment & Related Activities
		524	Insurance Carriers & Related Activities
		525	Funds; Trusts & Other Financial Vehicles
<i>Real Estate and Rental and Leasing</i>	53	531	Real Estate
		532	Rental and Leasing Services
		533	Leasers; Nonfinancial Intangible Assets
<i>Professional, Scientific, and Technical Services</i>	54	541	Professional and Technical Services
<i>Management of Companies and Enterprises</i>	55	551	Management of Companies and Enterprises
<i>Administrative and Support, Waste Management and Remediation Services</i>	56	561	Administrative and Support Services
		562	Waste Management and Remediation Services
<i>Education Services</i>	61	611	Educational Services
<i>Health Care and Social Assistance</i>	62	621	Ambulatory Health Care Services
		622	Hospitals
		623	Nursing and Residential Care Facilities
		624	Social Assistance

The uses in Table B- 3 tend to be located in commercial areas, with fewer appearing in industrial and mixed use zones. Health care and social services are concentrated within the City’s Medical District Overlay Zone, which is zoned Residential Urban Medium Density.

Table B- 4. Government Employment Category, Sectors, and Industries

Employment Category	NAICS 2 Digit Code	NAICS 3 Digit Code	NAICS Title
Government			
<i>Industrial Heavy</i>	11, 21, 23	113	Forestry and Logging
		221	Utilities
		237	Heavy and Civil Engineering Construction
<i>Industrial General</i>	32, 49, 48	323	Printing and Related Support Activities
		1_49	Postal Service
		485	Transit and Ground Passenger Transport
		493	Warehousing and Storage
<i>Office/Services</i>	51-62	611	Educational Services
		624	Social Assistance
		519	Other Information Services
		524	Insurance Carriers & Related Activities
		561	Administrative and Support Services
		611	Educational Services
		<i>Leisure and Hospitality</i>	71
713	Amusement; Gambling & Recreation Industries		
92			
<i>Government</i>	92	921	Executive; Legislative; & Gen Government
		922	Justice; Public Order; and Safety Act ivies
		923	Administration of Human Resource Programs
		924	Administration of Environmental Programs
		925	Community and Housing Program Administration
		926	Administration of Economic Programs
		928	National Security & International Affairs
		921	Executive; Legislative; & Gen Government
		922	Justice; Public Order; and Safety Act ivies
924	Administration of Environmental Programs		

The Government Employment category was created by isolating non-private ownership codes in the 2006 geo-coded employment data for Bend. Note Government includes a wide variety of employment types corresponding to the broad services provided by public entities. Industrial uses such as utilities and construction yards, the postal service, warehousing and similar uses require land zoned for industrial uses, while other governmental functions are well served in commercial centers. Employment in these sectors is classified as Government to estimate the full range of land needs for public uses later in this report.

Table B- 5 shows the Leisure and Hospitality Category and NAICS sectors included in this group. Employment in this category is generally described as Arts, Entertainment, and Recreation, Accommodation and Food Services by NAICS. The sectors illustrate the types of economic activities included in these NAICS categories. The Other category includes those uses that fall outside the NAICS sectors in previous tables.

Table B- 5. Leisure and Hospitality, Other Employment Category, Sectors, and Industries

Employment Category	NAICS 2 Digit Code	NAICS 3 Digit Code	NAICS Title
Leisure and Hospitality			
<i>Arts, Entertainment, and Recreation</i>	71	711	Performing Arts and Spectator Sports
		712	Museums; Parks and Historical Sites
		713	Amusement; Gambling & Recreation Industries
<i>Accommodation and Food services</i>	72	721	Accommodation
		722	Food Services and Drinking Places
Other			
<i>Other Services (except Public Administration)</i>	81	811	Repair and Maintenance
		812	Personal and Laundry Services
		813	Membership Organizations & Associations
		814	Private Households
<i>Miscellaneous/Unknown</i>	99	999	Unclassified

Source: City of Bend

The employment forecasts in Table B- 6 estimate total employment for the 2008 through 2028 planning period. These estimates include non-covered employees which are typically excluded from OED projections. Total employment also includes shift workers. Employment projections contained in tables after Table B- 6 will not match employment in Table B- 8, and subsequent employment tables, because subsequent tables do not include shift workers. Shift workers are excluded from subsequent tables because land need estimates should be based on the day shift (typically the largest shift) instead of all employees working at a given business. Including all workers in land need estimates would overestimate land needs since not all workers in some businesses are present at one time. The methodology used to calculate total employment in Table B- 6 is the same as in the subsequent tables; except subsequent tables exclude shift workers.

Table B- 6. Total Estimated 2008 and 2028 Employment: Simplified

Major Employment Categories	2008 Bend Employment	2028 Bend Employment	New Employees (2008-2028)
Industrial			
<i>Industrial Heavy</i>	4,587	6,231	1,644
<i>Industrial General</i>	5,849	8,709	2,860
Retail			
<i>Large Retail</i>	4,354	7,329	2,975
<i>General Retail</i>	4,065	6,633	2,568
Office/Services	11,210	18,799	7,590
Leisure and Hospitality	5,617	9,364	3,747
Medical (MDOZ)	5,021	8,617	3,596
Other/Miscellaneous	1,178	1,733	555
Government	3,960	6,374	2,414
Total	45,840	73,789	27,950

Source: OED geo-coded employment data for Bend with analysis by City of Bend

Note: Employment reflects additions of non-covered employees excluded from OED employment projections and include ALL EMPLOYEES. Subsequent tables estimating employment reflect only non-shift workers. Non-shift employment is less than total employment.

Table B- 6 illustrates a few broad trends that will emerge in the following analysis. First, the highest numbers of new employees are expected to be engaged in activities that will likely require commercial space versus industrial space. Note that Office/Services, Large and General Retail, and Leisure and Hospitality are the three employment categories that add the most employees during the planning period. Over 4,500 jobs in the Industrial category are expected to be added as well; followed by the addition of 3,596 jobs in the Medical category.

The following employment projections in Table B- 8 present a refinement of the projections in Table B- 6 by considering only employees working during the largest day shift. According to Thomas M Beers, an economist in the Division of Labor Force Statistics, Bureau of Labor Statistics, “the “9-to-5” workday does not appear to be in jeopardy of fading from its prominence in U.S. workplaces; yet the data do suggest that the rigidity of those hours continues to relax”. His analysis suggests that approximately 16.8 percent of all full-time wage and salary workers worked alternative shifts; with different industries exhibiting wide variation in the levels of shift work (Beers).

Since subsequent land need estimates based on employment growth are derived by applying employment densities to employment estimates, it is essential to remove shift employees from gross employment figures and employment densities to calculate accurate land need estimates.

The EOA projects Bend’s non-shift total employment using the following methodology, shown in the summary Table B- 7. Following is a summary of the process:

- Begin with OED 2006 geo-coded employment data for the City of Bend, disaggregated to employment sectors. 2006 data is the most recent year available for which OED has detailed employment data for the City of Bend. More recent data is only tracked at the three-county regional level. The accuracy of the geo-coded (which means location specific, usually in the form of an address point representing employment) data from OED in 2006 is far superior to the accuracy of the 2004 data used in the 2007 Leland EOA. The accuracy of the OED data was enhanced by matching the address points to the City's GIS address files and by placing employment data based on field checks, phone calls to businesses, and by using local knowledge of employer locations.
- Produce 20-year projected growth rates for individual employment categories:
 - The baseline employment growth projections are OED Deschutes County 2006-2016 employment growth projections by sector. Reviewed in the Section above, these projections are adjusted to account for Bend's unique employment characteristics. The approach used in this EOA relies on employment growth rates for Deschutes County rather than the Region 10 employment growth rates. This is an improvement over the Leland EOA since the influence of Jefferson and Crook Counties is not included in the Deschutes County growth data. Also, since Bend represents the majority of employment in Deschutes County, using the Deschutes County employment growth projections will result in more accurate projections.
 - Factor 1. As was done in the 2007 Leland EOA, employment projections are slightly increased to account for Bend's slightly higher rate of population growth as compared with the County's. In the period 2006-2016, the Deschutes County Coordinated Population Forecast shows Bend's population is anticipated to grow at a rate 0.11 percent times faster than Deschutes County over this decade. This 0.11 percent factor is applied over the decade, not each year. This is appropriate since employment growth tracks with population growth as show in Section 3.
 - Grow employment at the sector specific average annual growth rates plus Factor 1 for two years to determine 2008 baseline employment.
 - Factor 2. Increase 2008 baseline employment by sector by 11.5 percent to account for non-covered employees excluded from OED employment forecasts. This increase is applied to all categories except Government, since most public sector employees are covered employees. See Appendix B for a more detailed discussion of how the 11.5 percent factor was determined. This figure was accepted by the City of Bend Planning Commission and UGB TAC for purposes of this analysis.
 - Factor 3. Reduce employment estimates by applying percentages of non-shift workers to total employment. These percentages were obtained from research by Thomas M. Beers in his article "Flexible schedules and shift work: replacing the '9-to-5' workday?". Note these factors were applied to specific sub-sectors and cannot be aggregated into the broader employment categories reported in this table. Generally, employment sectors such as leisure and hospitality have the highest rates of shift workers (approximately 40-50 percent shift workers), while other sectors such as office/services have between approximately 5-20 percent of employees working shifts.
 - Grow the 2008 non-shift total employment by the adjusted by sector growth rates for seven years to arrive at year 2015 employment by sector.
 - Factor 4. As the 2007 Leland EOA suggests, targeted sectors are increased upwards to reflect increased growth in these sectors. As discussed extensively above, Bend has created a set of Targeted Sectors, in which it hopes to encourage higher-than-average growth; existing trends suggest that this is a good strategy with reasonable chances for success. Thus, employment growth within the Retail, office/Services, and Leisure and Hospitality categories are accelerated by a factor of 1.10 (or 10

percent) over this decade –long time frame. Although Government is not a targeted sector, it is also adjusted upwards to reflect continued aggregation of government jobs in Bend (Leland, 39).

- Grow 2015 employment to 2025 by the 1.84 percent average annual rate of growth. This growth rate is the 2015-2025 Average Annual Rate of Growth (AARG) for Bend detailed in the Deschutes County Coordinated Population Forecast.
- Grow 2025 employment to 2028 by an AARG of 1.70 to match Bend’s population growth. This rate is the same growth rate used to estimate Bend’s population growth between 2025 and 2028 for the residential lands estimate.

Table B- 7. Bend Employment Projections and Methodology Overview: 2008-2028

Major Employment Categories	2006 Bend Emp.	10-year AARG ¹	Factor 1	2008 Covered Emp ¹	Factor 2	2008 Total Emp.	Factor 3. 2008 Non-shift Emp. ²	2015 Emp. ¹	Factor 4	2015 Emp.	2025 Emp.	2028 Bend Emp.
Industrial												
<i>Industrial Heavy</i>	4,032	1.0%	0.11%	4,114	11.5%	4,587	3,807	4,104	NA	4,104	4,925	5,180
<i>Industrial General</i>	5,004	2.3%	0.11%	5,245	11.5%	5,849	5,370	6,340	NA	6,340	7,608	8,002
Retail												
<i>Large Retail</i>	3,698	2.6%	0.11%	3,905	11.5%	4,354	3,474	4,212	10%	4,633	5,560	5,849
<i>General Retail</i>	3,482	2.2%	0.11%	3,646	11.5%	4,065	3,244	3,812	10%	4,193	5,032	5,293
Office/Services	9,535	2.6%	0.11%	10,053	11.5%	11,210	9,879	11,925	10%	13,117	15,741	16,557
Leisure and Hospitality	4,783	2.8%	0.11%	5,038	11.5%	5,617	3,306	3,985	10%	4,383	5,260	5,532
Medical	4,240	2.3%	0.11%	4,503	11.5%	5,021	4,100	5,069	10%	5,574	6,689	7,036
Other/Misc.	1,011	2.0%	0.11%	1,056	11.5%	1,178	1,051	1,225	NA	1,225	1,470	1,547
Government	3,798	2.2%	0.11%	3,960	NA	3,960	3,485	4,041	10%	4,445	5,334	5,611
Total	39,583			41,520		45,840	37,716	44,712		48,015	57,618	60,607

Source: City of Bend based on OED 2006 Geo-coded data for City of Bend.

1 This table is for illustration purposes only. The “10-year AARG”, “2008 Covered Emp”, “2015 Emp.” column totals are derived by totaling the employment growth of individual industries, not the employment categories shown above. See Appendix A for a table of industries and their totals.

2 Rates of “Non-shift Workers” were applied to industries, not employment categories. See Appendix A for specific rates of “Non-shift Workers” applied to each industry.

Table B- 6 shows some of the broad conclusions that can be drawn from this analysis of Bend’s 20-year employment growth. In the New Employees (2008-2028) column, note that by far the largest amount of growth comes in the Office/Services category, as suggested by the trends reviewed earlier and the Economic Sector Targeting work. Retail, Leisure and Hospitality, and Medical categories have also added considerable numbers of employees. Note that heavy industrial uses are expected to employ fewer people than the general industrial uses.

Table B- 8 introduces an assumption that 10 percent of employees in the planning period will be employed on lands currently used for employment purposes. This infill/refill factor is consistent with DLCD guidelines as discussed in more detail in Section 8.

Table B- 8. Employment Change & New Employees Requiring Land: 2008-2028

Major Employment Categories	2008 Non-shift Emp.	2028 Bend Non-shift Emp.	New Employees (2008-2028)	Infill/Refill Factor	New Employees Requiring New Land
Industrial					
<i>Industrial Heavy</i>	3,807	5,180	1,373	10%	1,236
<i>Industrial General</i>	5,370	8,002	2,632	10%	2,369
Retail					
<i>Large Retail</i>	3,474	5,849	2,374	10%	2,137
<i>General Retail</i>	3,244	5,293	2,049	10%	1,844
Office/Services	9,879	16,557	6,678	10%	6,010
Leisure and Hospitality	3,306	5,532	2,226	10%	2,004
Medical	4,100	7,036	2,936	10%	2,642
Other/Misc.	1,051	1,547	496	10%	446
Government	3,485	5,611	2,126	10%	1,913
Total	37,716	60,607	22,891		20,602

Source: City of Bend based on OED 2006 Geo-coded data for City of Bend.

The City of Bend should anticipate approximately 22,891 new non-shift employees during the planning period. After subtracting 10 percent with the assumption that 10 percent of new employees will be employed on existing “developed” or “redevelopable” employment lands, land needs should be calculated based on 20,602 future new non-shift employees.

Table B- 9 illustrates jobs to population ratios for the recent past and the planning period. Comparisons between the two tables should be made with caution since Table B- 7 does not include all workers and Table B- 8 includes all workers (both covered and uncovered worker), and because Table B- 7 is a county-wide ratio while Table B- 8 is only the City of Bend. Considering that total employment is estimated to be 11.5 percent higher than covered employment, projected jobs to population ratios are similar to job to population ratios in Deschutes County in the 1990s.

Table B- 9. Jobs to Population Ratios: 2008 and 2028

Year	Bend coordinated Population Forecasts	Bend Total Employment Forecasts	Ratio of Jobs to Population
2008	76,551	45,840	60%
2028	115,063	73,789	64%

Source: City of Bend employment forecasts and Deschutes County Coordinated Population Forecast for Bend

APPENDIX C. REMAND DIRECTIVES

Table 20 presents the complete list of Remand issues related to employment lands and where they are addressed in the EOA update. The numbering of directives in the second column starts with number 61 because this list is an excerpt of the larger Index of all directives to the City on Remand.

Table 20. Remand Directives Related to the Economic Opportunities Analysis and Employment Land Need

Remand Subissue	Directives to City on Remand	Sections/Pages in this EOA that address the directives
5.11 (Conclusion) Page 67	61. The submittal is remanded for the City to clarify in adequate findings that it is utilizing its 2008 EOA, scenario B, as the basis for estimating employment land needs	No longer using Scenario B methodology; Ch 5 provides revised land estimate based on changes required by the Remand, such as vacancy rate, market choice, and redevelopment rate.
5.2 (Conclusion) Page 70	62. Commission remands the UGB decision to the City to provide an adequate factual base to support use of a 10 percent redevelopment factor, including an analysis of the amount of redevelopment that has occurred in the past and a reasoned extension of that analysis over the planning period 63. Alternatively, the City may satisfy Goal 9 and division 9 by other means, for example through a site-by-site redevelopment analysis. However, a site-by-site analysis is not required; the Commission determines that using a factor is acceptable where findings explain evidentiary basis and address the Goal 14 requirement to reasonably accommodate development within the existing UGB.	Base case redev is now 6%; used the site by site approach – include info in appx
5.4 (Analysis) Page 76	64. As a result, in this case (See 1000 Friends of Oregon v. LCDC, __ Or App __, __P3d __ (A135375)) to the extent that the city continues to base some portion of its employment land need on market choice, it must explain how doing so in the factual context provided by the record for the Bend UGB expansion is consistent with the requirements of Goal 9, OAR 660-009-0025, and the “need” factors of Goal 14	No market choice factor is used in the revised land need estimates.
5.4 (Conclusion) Pages 76-77	65. On remand, the City must make findings addressing applicable law, including addressing consistency with Goals 9 and 14 as required in 1000 Friends of Oregon v. LCDC, __ Or App __, __P3d __ (A135375) (September 8, 2010)	EOA addresses the Goal 9 requirements; the Urbanization Report, Goal 14; the findings, both

Remand Subissue	Directives to City on Remand	Sections/Pages in this EOA that address the directives
<p>5.5 (Analysis) Page 77</p>	<p>66. Under OAR 660-009-0015(3)(a)(C), the EOA Inventory of Industrial and Other Employment Lands for cities and counties within a Metropolitan Planning Organization, must include the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land.</p> <p>67. This short-term supply analysis required for jurisdictions within MPOs is in addition to the EOA inventory requirements applicable to all comprehensive plans for areas within urban growth boundaries. OAR 660-009-0015(3)(a)</p> <p>68. Furthermore, division 9 requires that comprehensive plans for cities such as Bend “include detailed strategies for preparing the total land supply for development and for replacing the short-term supply of land as it is developed.” OAR 660-009-0020(2).</p>	<p>Short-term supply is addressed in Chapter 6</p>
<p>5.5 (Conclusion) Page 78</p>	<p>69. The Commission concludes that the Goal 9 rule requires the City to include policies for maintaining a short-term supply.</p> <p>70. The City must plan for required infrastructure and have identified the funding mechanisms.</p>	<p>Chapter 6 2nd issue will require more info</p>
<p>5.6 (Analysis) Page 80</p>	<p>71. (t)he City must establish a basis in reason connecting the inference that the planning period will present higher vacancy rates for industrial and office than historic and current conditions to the trend data from which it is derived.</p> <p>72. the City may pursue a mechanism to make industrial and commercial rents affordable under the competitive short-term supply, but not by inflating the long-term need beyond what may be supported by substantial evidence in trend data or reasoned inferences there from.</p>	<p>The revised EOA does not assume a vacancy rate for employment lands. The EOA assumes that the 2006 employment densities are reflective of the vacancy rates at that time: 9% for office space and 2.9% for industrial space.</p>
<p>5.6 (Conclusion) Page 80</p>	<p>73. The Commission concluded that under division 9, the long-term vacancy factor should be based on past and projected future trends over the planning period.</p>	
<p>5.8 (Analysis) Page 84</p>	<p>74. The City agreed that on remand it would move the analysis and calculation to the residential/other lands analysis and calculation.</p>	<p>See HNA</p>
<p>5.8 (Conclusion) Page 84</p>	<p>75. The Commission remands the submittal to incorporate analysis of land needs for employment uses within residential zones in the City’s housing needs analysis.</p>	<p>See HNA</p>

DRAFT EFFICIENCY MEASURES CODE AMENDMENTS COVER MEMO

Memorandum



November 13, 2015

To: Residential Lands Technical Advisory Committee
Employment Lands Technical Advisory Committee

From: Angelo Planning Group Project Team

Re: Efficiency Measures – Overview of Draft Code Amendments

INTRODUCTION

The purpose of this memorandum is to introduce and provide context for draft development code amendments proposed to be included with the Urban Growth Boundary (UGB) adoption package. The development code amendments are intended to implement the efficiency measures that the Employment Lands Technical Advisory Committee (Employment TAC) and Residential Lands Technical Advisory Committee (Residential TAC) discussed during July and August 2015. The draft development code amendments are included as an attachment to this memorandum (Attachment A). This memo offers a brief summary of highlights of the code amendments; the code amendments themselves also include commentary from the project team with explanations for the proposed amendments. Because a number of the amendments have relevance for both TACs, this memorandum is directed to both, and all proposed amendments are attached. However, this memorandum also highlights the key issues and updates that are most relevant to each TAC -- highlights for the Employment TAC on pages 2-3, highlights for the Residential TAC on pages 4-6, and discussion of items for future work (relevant to both TACs) on pages 7-8.

The following chapters and sections of the development code are included:

- Chapter 2.1: Residential Districts (primarily relevant to the Residential TAC; informational only for the Employment TAC)
- Chapter 2.3: Mixed-Use Zoning Districts (primarily relevant to the Employment TAC; informational only for the Residential TAC)
- Section 3.6.200: Special Standards for Certain Residential Uses (primarily relevant to the Employment TAC; informational only for the Residential TAC)
- Section 4.5.400: Master Planned Neighborhoods (primarily relevant to the Residential TAC; informational only for the Employment TAC)

The proposed amendments focus only on those efficiency measures that are proposed to be implemented through code text amendments packaged with the adoption of the UGB. As noted in prior memos and tables, additional measures will be implemented through other processes, including code amendment work by the Community Development Department (CDD) with the Planning Commission and the Parking Study, which are both underway.

HIGHLIGHTS AND KEY UPDATES: EMPLOYMENT TAC

New Mixed Use Zones

At the last Employment TAC meeting, there was some discussion of whether new Mixed Use zones would be needed to implement the TAC recommendations for the opportunity sites. The general consensus was that the existing zones did not seem to be a good fit for the TAC's desired outcomes in the opportunity areas.

Two new mixed use plan designations and corresponding implementing zones are proposed: urban-scale (Mixed Use – Urban or MU-U) and neighborhood-scale (Mixed Use – Neighborhood or MU-N). Draft text for the zones is attached (see pages 10-21 of Attachment B). For a shorter and simpler summary of how the zones would treat key issues, such as regulating new residential uses and maximum height, the project team put together the attached matrix (see Attachment A). The matrix compares existing commercial and mixed use zones and proposes an approach for the new mixed use zones. The matrix also shows at a summary level what changes to standards for existing zones are proposed.

Pages 4 and 5 of Attachment A offer a preliminary recommendation on where the new mixed use plan designations could be applied within the UGB project opportunity areas. This has been the subject of discussion primarily with the Employment TAC, though input from the Residential TAC is also welcome.

The project team is requesting feedback from the Employment TAC on the general direction for the two new mixed use zones and the proposed changes for the other zones, as summarized in the matrix. Feedback on the detailed draft code amendments is welcome (in writing), but the TAC is not asked to approve exact wording at this point. Feedback is also requested on the proposed plan designations for the UGB project opportunity areas.

Residential Density in Commercial and Mixed Use Zones

Currently, there are no minimum or maximum density standards for residential uses developed in commercial or mixed use zones. In commercial zones, residential uses are only permitted as part of a mixed use development, but this can include “horizontal” mixed use where the uses are in separate buildings and the residential uses are on the ground floor. In mixed use zones, residential uses are allowed (outright or conditionally) as stand-alone uses as well as through mixed use developments.

In order to ensure that land used for housing in the commercial and mixed use zones is used efficiently, the project team is recommending setting density standards as follows:

- In commercial zones, make horizontal mixed use subject to a minimum density of 12 units per acre, measured only on the portion of the site dedicated to residential uses on the ground-floor. No maximum density standard (except through the height and lot coverage limitations), and no minimum or maximum for “vertical” mixed use where the housing is above commercial. (The proposed code amendments for this are on page 23 of Attachment B.)

Employment Land Efficiency Measures – Overview of Draft Code Amendments

- In mixed use zones, tie residential uses to density standards from one of the residential zones, measuring only on the portion of the site dedicated to residential uses on the ground-floor. (See code amendments on pages 15 and 19 of Attachment B.)
 - ME and the new MU-N zone – link to RM minimum and maximum density (7.3 and 21.7, respectively)
 - MU-U – link to RH minimum and maximum density (21.7 and 43, respectively)

The project team is requesting feedback from the TAC regarding this approach to addressing residential density in the commercial and mixed use zones and the proposed standards for each zone (generally). As with other changes, feedback on the detailed draft code amendments is welcome (in writing), but the TAC is not asked to approve exact wording at this point.

HIGHLIGHTS AND KEY UPDATES: RESIDENTIAL TAC

Approach to Minimum Density

At the August 19, 2015 Residential TAC meeting, TAC members discussed how to address a gap that would be created if the minimum density in the RM zone were increased to 12 dwelling units per acre (given that the maximum density in the RS zone is 7.3 dwelling units per acre). Ideas discussed included creating an additional zone, increasing the maximum density in the RS zone to close part of the gap and not raising the minimum density in the RM zone as much, and using density bonuses to allow development between 7.3 and 12 units per acre. The TAC did not support the idea of creating an additional zone, and was uncomfortable with having a gap. The project team agreed to provide visuals to help the TAC understand what development in this density range may look like on the ground and inform a TAC recommendation on how to address the gap.

The project team prepared a set of slides (see Attachment C) to illustrate examples of developments and buildings that fall roughly in the 7 to 12 unit per acre (gross) density range. After reviewing these examples, the project team noted that net housing densities are often much higher than the gross densities, and that most of the developments that fell in the 7.3 to 12 dwellings per gross acre range seem more appropriate for the RM zone than the RS zone, with many emphasizing attached housing.

As a result, the project team is currently recommending leaving the minimum density in the RM zone at 7.3 units per acre. The recommendation to increase the minimum density in the RS zone to 4.0 units per acre and increase the maximum density in the RL zone to 4.0 units per acre remains and is reflected in the draft code amendments.

Note that, as often occurs with a code update, there are some questions on details of how the density is applied. These include whether to round up, down or to the nearest whole number when density calculations result in a fraction of a dwelling unit; and whether further revisions are needed for applicability and calculations on small sites. The proposed code amendments take one approach to these issues, but they are the subject of on-going discussions among city staff and the project team. TAC input is invited, and the team will provide an update at the meeting if the working recommendation on these details changes.

Ensuring Housing Mix

In order to ensure that housing mix targets are met even without increasing the minimum density in RM, the project team is proposing additional code amendments targeted at facilitating housing mix in the RS zone and ensuring housing mix in the RM zone. In the RS zone, the project team proposes making additional housing types permitted rather than conditional, including:

- Single family attached townhomes;
- Courtyard housing (detached housing with modified side setbacks); and
- Duplexes and triplexes.

It is worth noting that a development site would need to be over 10,000 square feet in order to add a unit (other than an ADU) or partition due to the maximum density standard for the RS zone, regardless of the changes proposed. As a result, townhomes and duplexes are not likely to be an attractive option for small infill projects, and making them permitted instead of conditional will have minimal impact on infill on small lots. It may, however, make it easier for developers to incorporate a few townhomes or duplexes into mid-size subdivision projects where they can use lot size averaging to provide a variety of housing types.

In the RM zone, the project team is proposing requiring at least half of the units in developments between 3 and 20 acres (large enough for a mix of housing, but smaller than the master plan threshold) be something other than single family detached housing. This is intended to help that zone achieve the needed mix of housing units even without changing the minimum density.

In addition, the draft amendments to the master planned neighborhoods section sets upper limits on the percent of housing units that may be single family detached in each zone where master plan standards apply (see next section for details).

These proposed amendments build on work that has already been done by the Community Development Department related to allowing greater housing mix, including allowing Cottage Housing in the RS and RM zones subject to special standards; allowing duplexes outright on corner lots in the RS zone; and working on revisions to the regulations for ADUs to allow them outright subject to special standards.

Master Plan Density and Mix Requirements

The draft code amendments take a slightly different approach to the minimum density for master planned neighborhoods than was previously recommended and discussed with the Residential TAC. Given the wide range of densities in the RM and RH zones and the likelihood that future expansion areas will have master-planned sites that include some RM and RH zoning, the standard needed to be realistic for all zones while still ensuring efficient use of land in the RS zone. Rather than a flat minimum percentage of the maximum density (e.g. 70%, as recommended at the last meeting, or 60% as currently required), the draft amendments tailor the requirements to each of the residential zones. The proposed minimum density for master planned sites in each zone is listed below.

- RS: 80% of maximum (5.84)
- RM: 60% of maximum (13.02)
- RH: base zone minimum (21.7)

In addition to a higher minimum density standard for master plan sites, the draft code amendments include maximum percentages of housing units that may be single family detached in order to ensure that housing mix is met. The proposed maximum percentage of units that may be single-family detached (SFD) in each zone is listed below. The percentages below have been calibrated based on the assumptions built into the development types within the Envision Tomorrow model so that they help ensure that the needed housing mix can be met.

- RS: no more than 80% SFD

- RM: no more than 30% SFD (note that this supersedes the 50% maximum for smaller RM-zoned sites)
- RH: SFD is proposed to be prohibited, but since master plans can vary from the standards in the base zone, a maximum of 10% SFD even if flexibility is allowed to include some SFD in the RH zone

ITEMS FOR FUTURE WORK

The following items are not included in the proposed code amendments in Attachment B, but are summarized below for both TACs' information.

Pedestrian Street Overlay Zone

The project team is recommending that the city work towards creating a Pedestrian Street Overlay Zone that would apply more pedestrian-oriented development standards in certain key areas, such as Newport and Galveston, 14th Street, and other primary transit corridors where appropriate. The Pedestrian Street standards might include:

- tighter maximum setback standards (no allowance for an 80' setback on streets without on-street parking and perhaps more of the building needing to meet the maximum setback standard);
- not allowing off-street parking in front of the building, even on streets without on-street parking;
- higher window coverage requirements (e.g. 60% street-facing facades rather than 10% and applied to all buildings, not just ones with long walls);
- requirements for human-scale design elements (e.g. pedestrian-oriented lighting and signs) and weather protection;
- reduced parking standards (e.g. through increases to credit for on-street parking); and
- Transportation Demand Management requirements (e.g. designating carpool/vanpool spaces, providing showers and lockers, providing transit amenities, and/or programmatic requirements such as providing information to employees).

Because such an overlay zone is not proposed to be applied as part of the UGB adoption package, the project team has prioritized other code amendments, and is seeking input at this point (primarily from the Employment TAC) on the concept and direction for such an overlay, as well as input on where it would be most appropriate to eventually apply it.

Revisions to Parking Standards

Revisions to parking standards will be considered through the Parking Study. No amendments to parking standards are proposed as part of the draft package of development code amendments. Specific ideas for further evaluation include:

- Consider increased maximum credit for on-street parking in certain areas and/or zones (e.g. the new mixed use zones);
- Discount parking requirements for mixed-use developments as of right, in addition to allowing for shared parking when need doesn't overlap;
- Reductions to parking requirements for affordable housing in any location, not just adjacent to transit;
- Reductions to parking requirements for multifamily housing as broadly as possible, but especially near priority transit corridors;
- Reductions to parking for 1-bedroom duplexes and triplexes (to 1 space per unit); and

- Reductions to parking requirements for residential and commercial uses in the MU-U zone, similar to those in place for the CBD (e.g. 1 space per housing unit, regardless of size and type; 1 space per 500 square feet of commercial for all commercial uses).

The project team is requesting feedback from both TACs on whether these are the appropriate recommendations into the parking study to capture UGB efficiency measures, and whether there are other ideas that should be added to this list.

**DRAFT EFFICIENCY MEASURES CODE AMENDMENTS
ATTACHMENT A: MIXED USE ZONES SUMMARY MATRIX**

EXISTING AND PROPOSED COMMERCIAL AND MIXED USE ZONES COMPARISON MATRIX

Underlined text indicates new standards; ~~strikethrough~~ indicates standards that are proposed to change.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
How new residential uses are treated³	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	Vertical or horizontal mixed use only – no min or max density for horizontal mixed use, <u>minimum density of 12 dwelling units per net acre devoted to ground-floor residential</u>	MF & SFA or SFD conditional as primary ⁴ use, permitted as secondary use – no min or max density <u>apply minimum and maximum density for the RM zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>	MF, SFA, or SFD permitted as primary ⁴ or secondary use – no min or max density	MF, SFA, or SFD conditional as primary ⁴ use, permitted as secondary use – no min or max density	<u>MF & SFA permitted as primary⁴ or secondary use – apply minimum and maximum density for the RH zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>	<u>MF & SFA permitted as primary⁴ or secondary use – apply minimum and maximum density for the RM zone to stand-alone residential use and horizontal mixed use on portion of site devoted to ground-floor residential</u>

¹ Existing Zones: Central Business District (CB), Convenience Commercial District (CC), Limited Commercial District (CL), General Commercial District (CG), Mixed Employment (ME), Mixed-Use Riverfront (MR), Professional Office (PO). Proposed new Mixed Use – Urban zone = MU-U, proposed new Mixed Use – Neighborhood zone = MU-N.

² Few changes are proposed to the PO zone because it is applied to very little land in the UGB and is not expected to be applied to UGB expansion areas.

³ MF = Multi-family housing; SFA = Single Family Attached housing; SFD = Single Family Detached .

⁴ Per the development code definitions (Chapter 1.2): “Primary means the largest or most substantial element on the property, as in “primary” use, residence, entrance, etc. All other similar elements are secondary in size or importance.” Note that “secondary” is not directly defined; all uses that do not meet the definition of “primary” are assumed to be secondary.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
Auto-oriented uses⁵ allowed?⁶	N (auto-dependent) / C (auto-oriented & drive-through) / P (parking)	P	P	C	<u>P / C (auto-dependent and drive-throughs)</u>	N / P (parking)	N / C (parking)	<u>N / C (parking)</u>	<u>N / C (parking)</u>
Light Industrial & similar uses⁷ allowed?	N / L (mfg & production less than 5,000 sf with retail outlet)	P / C (mini-storage, manufactured home sales, freight & distribution, etc.)	P / L (mfg & production less than 5,000 sf with retail outlet)	N / L (mfg & production less than 5,000 sf with retail outlet)	P / C (freight & distribution) / N (unenclosed storage)	P / C (freight & distribution) / N (unenclosed storage & industrial service)	N / C (production businesses)	<u>N / L (mfg & production less than 5,000 sf with retail outlet)</u>	<u>N / L (mfg & production less than 5,000 sf with retail outlet)</u>
Special Parking Regulations ?	Reduced parking requirements for residential and most commercial uses; option to pay fee in lieu of providing off-street parking	No	No	No	No	No	No	<u>Consider reduced parking requirements for residential and most commercial uses; increased maximum credit for on-street parking; parking requirements discounted for mixed-use developments⁸</u>	<u>Consider increased maximum credit for on-street parking; parking requirements discounted for mixed-use developments</u>

⁵ Auto-oriented uses captured here include the following listed uses in the Bend Development Code (BDC): Retail Sales and Service (auto dependent*), Retail Sales and Service (auto oriented*), Restaurants/Food and Beverage Services – with drive-through*, and Commercial and Public Parking as primary use.

⁶ Key: P = Permitted; C = Conditional; N = Prohibited; L = Limited (allowed outright if meets certain limits or standards)

⁷ Light industrial & similar uses captured here include the following listed uses in the BDC: Wholesale Sales (more than 75% of sales are wholesale); Commercial Storage – not enclosed in building; Commercial Storage – enclosed in building on ground floor (i.e., mini-storage); Manufacturing and Production; Warehouse; Transportation, Freight and Distribution; Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios); Industrial Service (e.g., cleaning, repair); Manufactured Home Sales; and Lumber/Building Supplies.

⁸ Recommended reductions to parking requirements for the proposed mixed use zones should be reviewed and refined as needed through the Parking Study.

Zone ¹	CB	CL	CG	CC	ME	MR	PO ²	MU-U (Proposed)	MU-N (Proposed)
Height limit	35-70' (height increases further east) + 10' bonus for housing on upper floor	55'+ 10' bonus for housing on upper floor	55'+ 10' bonus for housing on upper floor	35'+ 10' bonus for housing on upper floor	45' + 10' <u>bonus for housing on upper floor</u>	35-45' (35' within 100' of Deschutes)	45'	<u>65'+10' bonus for affordable housing or housing on upper floor of vertical mixed use, step-back required over 45'</u>	<u>35' + 10' bonus for affordable housing or housing on upper floor of vertical mixed use</u>
Other limits on building scale?	Minimum FAR (2:1)	None	None	Maximum building footprint (15,000 sq. ft. for single tenant; 50,000 sq. ft. for multi-tenant; 35,000 sq. ft. for grocery store)	50% max lot coverage <u>None</u>	None	50% max lot coverage	<u>None</u>	<u>None</u>

EXISTING AND PROPOSED ZONING FOR OPPORTUNITY AREAS

Opportunity Area	Existing Plan Designation & Zoning	Draft Proposed Plan Designation / Zoning ⁹	Comments
Bend Central MMA – 3rd Street Sub-district	CL	CL with Bend Central Multi-modal Mixed Use (BC-MMA) Overlay Zone (<i>overlay zone only; no plan designation change</i>)	Central Area Plan drafted a Special Planned District with regulations tailored to each sub-district. While the urban mixed use zone captures some of the proposed regulations for the 3 rd Street sub-district, there are important differences that would be lost if the special plan district is not applied. The base zone is less important, because the Special Planned District supersedes all base zone standards.
Bend Central MMA – 1st/2nd Street Sub-district	ME plan, IL zone	ME with BC-MMA Overlay Zone (<i>zone change + overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan has more allowances for industrial uses than the proposed Urban Mixed Use zone, but it allows and encourages more intensive development than the ME base zone.
Bend Central MMA – 4th Street Sub-district	RH & CL	RH & CL with BC-MMA Overlay Zone (<i>overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan is very similar to proposed MU-N zone; however, if the plan district is to be adopted, there is no reason not to include this area and use the regulations that were proposed from the MMA process.
Bend Central MMA – South Sub-district	CL & ME plan, IL zone	CL & ME plan with BC-MMA Overlay Zone (<i>zone change + overlay zone only; no plan designation change</i>)	Draft proposed zoning for this sub-district from MMA plan is very similar to proposed MU-U zone; however, if the plan district is to be adopted, there is no reason not to include this area and use the regulations that were proposed from the MMA process so that all subtleties are as they were created for this area.
East Downtown	CG	Urban Mixed Use (<i>plan designation change; rezone deferred</i>)	Modeling to date has applied the CB development type in this area; however, practically speaking, it may be easier to apply a new mixed use zone, since applying the CB zone would require some modifications to that zone (e.g. height limits) so that it could apply to a new area. Applying the MU-U zone would allow housing outright in this area, which is different from previous assumptions but unlikely to change much within the planning horizon.

⁹ The working assumption is that zone changes will not be part of the UGB project adoption package. The working assumption is that the zones would be created as part of the UGB adoption package, and new plan designations would be applied, but that rezoning would be a subsequent action, to be initiated either by the property owner or the City.

Opportunity Area	Existing Plan Designation & Zoning	Draft Proposed Plan Designation / Zoning ⁹	Comments
Core Pine	IG	Urban Mixed Use (<i>plan designation change; rezone deferred</i>)	Modeling to date has applied the MR development type in this area; however, practically speaking, it may be easier to apply a new mixed use zone, since applying the MR zone would require some modifications to that zone (e.g. those related to master planning) so that it could apply to a new area. Applying the MU-U zone would allow more intensive development than previous assumptions but unlikely to change much within the planning horizon.
Century Drive Area	CC, CG, CL, IL, and ME	Urban Mixed Use & Neighborhood Mixed Use (<i>plan designation change; rezone deferred</i>)	Scenario modeling applied the ME development type to most of this area, with the neighborhood mixed use type along Century Drive. Preferred scenario from CWP showed this area as “mixed use”, with some urban-scale and some neighborhood-scale mixed use. Applying the MU-U and MU-N zones would allow more intensive development than previous assumptions; may have some impact within planning horizon, but limited.

**DRAFT EFFICIENCY MEASURES CODE AMENDMENTS
ATTACHMENT B: DRAFT DEVELOPMENT CODE
AMENDMENTS**



Development Code Update

Draft: 11/13/15

Prepared by:

Angelo Planning Group &
City of Bend Growth Management Department

Note:

Text in underlined typeface is proposed to be added

Text in ~~striketrough~~ typeface is proposed to be deleted.

***Indicates where text from the existing code has been omitted because it will remain unchanged.

Project team comments are ***bold and italicized***

Chapter 2.1

RESIDENTIAL DISTRICTS (UAR, UH-10, UH-2 1/2, SR 2 1/2, RL, RS, RM-10, RM, RH)

Sections:

- 2.1.100 Purpose, Applicability and Location.
- 2.1.200 Permitted Land Use
- 2.1.300 Building Setbacks.
- 2.1.400 Building Mass and Scale.
- 2.1.500 Lot Area and Dimensions.
- 2.1.600 Residential Density.
- 2.1.700 Maximum Lot Coverage.
- 2.1.800 Building Height.
- 2.1.900 Architectural Design Standards.
- 2.1.1000 Multifamily Residential Districts (RM, RH).
- 2.1.1100 Urban Holding Districts, UH-10 and UH-2 1/2.

2.1.100 Purpose, Applicability and Location.

**Table 2.1.100
Zone District Characteristics**

The project team is no longer recommending raising the minimum density in RM, in order to avoid creating a gap and avoid increasing the maximum density in the RS zone, which could cause compatibility concerns. The minimum for RS is proposed to increase to 4, as previously discussed, with the maximum density for RL increasing to 4 since those areas now have sewer service or can be served by community sewer.

Zone District	Location and Characteristics
Urban Area Reserve (UAR)	The Urban Area Reserve District is a holding zone for urban development. The maximum residential density for the district is 1 dwelling unit per 10 gross acres.
Suburban Low Density Residential (SR 2 1/2)	Areas with the Suburban Low Density Residential zoning reflect the existing development patterns and the presence of community water systems located on the perimeter of the City intended for urban redevelopment. The maximum density in the district is 1 unit per 2.5 gross acres.
Low Density Residential (RL)	The Low Density Residential District consists of large urban residential lots that are served with a community water system and DEQ permitted community or municipal sewer systems. The residential density range in this district is 1.1 to 2.24 2.0 dwelling units per gross acre.
Standard Density Residential (RS)	The Standard Density Residential District is intended to provide opportunities for a wide variety of residential housing types at the most common residential densities in places where community sewer and water services are available. The residential density range in this district is 2.04 2.0 to 7.3 dwelling units per gross acre.
Medium-10 Density Residential (RM-10)	The Medium-10 Density Residential District is intended to provide opportunities for manufactured home park development and a variety of single and multifamily residential housing types. The density range in this district is 6.0 to 10.0 dwelling units per gross acre.
Medium Density Residential (RM)	The Medium Density Residential District is intended to provide primarily for the development of multifamily residential in areas where sewer and water service are available. The residential density range in the district is 7.3 to 21.7 units per gross acre and shall provide a transitional use area between other Residential Districts and other less restrictive areas.
High Density Residential (RH)	The High Density Residential District is intended to provide land for primarily high density residential multifamily residential in locations close to shopping and services, transportation and public open space. The density range of the district is 21.7 to 43.0 units per gross acre and shall provide a transitional use area between other Residential Districts and other less restrictive areas.

2.1.200 Permitted Land Use.

C. Existing Uses. Uses and structures lawfully established within a Residential Zone prior to the adoption of this code shall be treated as a permitted use. Expansion or enlargement 25 percent or less of the above-referenced uses or structures that are nonresidential shall be subject to the provisions of BDC Chapter 4.2, Site Plan Review and Design Review. For expansion or enlargement greater than 25 percent, the conditional use criteria, standards and conditions within BDC Chapter 4.4, Conditional Use Permits, shall also apply. Conditions of prior approvals shall continue to apply unless modified in conformance with BDC 4.1.1000, Reconsideration.

Table 2.1.200 – Permitted Land Uses

Since we’re no longer recommending raising the minimum density in RM, we’ve included additional modifications to make it easier to build a mix of housing types in the RS zone. For example, moving away from conditional uses towards permitted subject to clear and objective standards. See specific recommendations below. It is worth noting that the maximum density standard for the RS zone will limit the potential for these housing types to be built through small infill projects, and making them permitted instead of conditional will have minimal impact on infill on small lots. It may, however, make it easier for developers to incorporate a few townhomes or duplexes into mid-size subdivision projects where they can use lot size averaging to provide a variety of housing types.

Land Use	SR 2 1/2	RL	RS	RM-10	RM	RH	UAR
Residential							
Single-family detached housing	P	P	P	P	P	<u>CN</u>	P
*Single-family courtyard housing <i>Courtyard housing has existing special standards related to setbacks</i>	N	C	<u>CP</u>	P	P	<u>CN</u>	C
*Accessory dwellings <i>ADUs proposed to be permitted outright. CDD working on revisions to ADU standards now.</i>	P/C	P/C	P/C	P	P	P	P
*Manufactured homes on individual lots	P	P	P	P	P	N	P
*Manufactured home park	N	C	C	P	P	P	N
*Attached single-family townhomes	N	N	<u>PC</u>	P	P	P	N
*Two- and three-family housing							
• Duplex when located on a corner lot	N	P	P	P	P	P	N
• Duplex on other lot or parcel	N	C	<u>PC</u>	P	P	P	N
• Triplex	N	C	<u>PC</u>	P	P	P	N

Key to Districts:

UAR = Urban Area Reserve

RL = Low Density Residential

RS = Standard Density Residential

RM = Medium Density Residential

RM-10 = Medium-10 Density Residential

RH = High Density Residential

Key to Permitted Uses

P = Permitted, subject to BDC Chapter 4.1, Development Review and Procedures

N = Not Permitted

C = Conditional Use, subject to permit standards in BDC Chapter 4.4.

* Subject to special standards as described in BDC 2.1.900, Architectural Design Standards, and/or BDC Chapter 3.6, Special Standards for Certain Uses.

Note: Existing Neighborhood Commercial (CN) zoned properties will remain as mapped recognizing neighborhood commercial properties established prior to the adoption of this code. The development of these sites shall conform to the standards outlined in BDC Chapter 3.6, Special Standards for Certain Uses, for the uses described above.

[Ord. NS-2251, 2015; Ord. NS-2241, 2015; Ord. NS-2240, 2015; Ord. NS-2158, 2011; Ord. NS-2016, 2006]

2.1.500 Lot Area and Dimensions.

Lot areas and lot dimension standards for residential uses are listed in Table 2.1.500. Exceptions to these standards may be approved subject to Master Planned Development approval (see BDC Chapter 4.5). For other residential uses listed in Table 2.1.200, the lot area and dimensions are subject to the type of residential structure being occupied. Lot development and the total number of dwelling units permitted shall be in conformance with BDC 2.1.600, Residential Density.

**Table 2.1.500
Lot Areas and Dimensions in the Residential Districts By Housing Type and Zone**

Residential Use	Zone	Lot Area	Lot Width/Depth
Single-Family Detached Housing; Manufactured Homes on Lots; Residential Care Homes and Facilities	RL	Minimum area: 15,000 sq. ft. with approved septic or sewer system	Minimum width: 100 ft. min. average lot width with a min. street frontage of 50 ft. except on approved cul-de-sac lot frontage may be reduced to 30 ft. Minimum lot depth: 100 ft.
	RS	Minimum area: 4,000 sq. ft.	Minimum width: 40 ft. at front property line, except for flag lots and lots served by private lanes (see BDC 4.5.200)
	RM-10	Minimum area: 4,000 sq. ft.	Minimum lot depth: 80 ft. <u>except in conformance with BDC 4.5.200.</u>
	RM	Minimum area: 3,000 <u>2,500</u> sq. ft.	Minimum width: 30 ft. <u>except for flag lots and lots served by private lanes (see BDC 4.5.200).</u> Minimum lot depth: 80 ft. <u>except in conformance with BDC 4.5.200.</u>
	RH	Minimum area: 2,500 sq. ft.	Minimum lot width: 30 ft.

Residential Use	Zone	Lot Area	Lot Width/Depth
		A minimum lot size for SFD in the RH zone is no longer needed since new SFD is not permitted in the RH zone.	Minimum lot depth: 80 ft.
Two- and Three-Family Housing (duplex/triplex)	UAR	Not Applicable	Not Applicable
	RL	Minimum area: 30,000 sq. ft. with approved septic or sewer system	Minimum lot width: 100 ft. average Minimum lot depth: 100 ft.
	RS	Minimum area – duplex: 8,000 sq. ft. Minimum area – triplex: 10,000 sq. ft.	Minimum width: 40 ft. at front property line, except for flag lots and lots served by private lanes. (see BDC 4.5.200) Minimum lot depth: 80 ft.
	RM-10	Minimum area – duplex: 7,000 sq. ft. Minimum area – triplex: 9,000 sq. ft.	
	RM	Minimum area – duplex: 4,500 sq. ft. Minimum area – triplex: 6,500 sq. ft.	Minimum width: 30 ft.
	RH	Minimum area – duplex: 3,000 sq. ft. Minimum area – triplex: 4,000 sq. ft.	Minimum width: 30 ft.
Single-Family Attached Housing (townhomes)	UAR and RL	Not Applicable	Not Applicable
	RS, RM-10, RM, RH	Minimum area: 2,000 sq. ft. for each unit	Minimum width: 20 ft. at front property line, except for flag lots and lots served by private lanes (see BDC 4.5.200) Minimum lot depth: 80 ft.
	RH	Minimum area: 1,600 sq. ft. for each unit Reduces the lot area required for townhomes in the RH zone so that they can be built at a higher density	Minimum width: 20 ft. at front property line. Minimum lot depth: 80 ft.
Multifamily Housing (more than 3 units)	UAR, RL, RS,	Not Applicable	Not Applicable
	RM-10	Minimum area: 4,000 sq. ft. for each unit	Minimum width: 30 ft. at front property line. Minimum lot depth: 80 ft.
	RM	Minimum area: 2,500 sq. ft. for the first unit, 2,000-1,500 sq. ft. for each additional unit Increases maximum net density for multifamily housing in the RM zone to about 28 units per acre rather than just over 21. Intended to make it easier to reach the upper end of the gross density range, even on a site with some right-of-way and/or open space dedication. The maximum gross density will still control total number of units on the site, as it does for all housing types regardless of minimum lot size standards.	
	RH	Minimum area: 2,000 sq. ft. for the first unit, 1,000 sq. ft. for each additional unit	

[Ord. NS-2113, 2009; Ord. NS-2016, 2006]

2.1.600 Residential Density.

A. Residential Density Standard. The following density standards apply to all new developments and subdivisions in all of the Residential Districts, except as specified in Section (B). ~~Redevelopment or expansion of existing uses within areas of existing land use patterns shall comply with these standards to the extent practical.~~ The density standards shown in Table 2.1.600 are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the General Plan.

1. The density standards may be averaged over more than one development phase (i.e., as in a Master Planned Development). Duplex and triplex lots used to comply with the density standard shall be so designated on the final partition or subdivision plat.

~~2. Partitions shall be planned, and the construction of dwellings on parcels or lots shall be sited to allow future redevelopment on these lots or parcels at minimum densities.~~

Moved the provision above regarding partitions to Section (B), Exemptions.

**Table 2.1.600
Residential Densities**

Suggest deleting the third column, which lists primary uses. It is not regulatory in nature and implies an intent other than the mix of housing types we are trying to encourage in each zone.

Residential Zone	Density Range	Primary Uses
Urban Area Reserve (UAR10)	1 unit/10 gross acres	Single-family detached housing
Suburban Low Density Residential (SR 2 1/2)	1 unit/2.5 gross acres	Single-family detached housing
Low Density Residential (RL)	1.1 – 2.24.0 units/gross acre RL maximum density increased because these areas now have sewer service or can be served by community sewer	Single-family detached housing
Standard Density Residential (RS)	2.04.0 – 7.3 units/gross acre RS minimum density raised to 4.0 units per gross acre to ensure efficient use of this predominant residential district.	Single-family detached housing
Medium Density Residential (RM-10) This zone could be deleted since it is not applied and is no longer needed.	6.0 – 10.0 units/gross acre	Manufactured homes and attached housing
Medium Density Residential (RM)	7.3 – 21.7 units/gross acre After further study, the project team recommends leaving the minimum density in RM at 7.3 units per gross acre to avoid creating a gap between the densities allowed in RS and RM and because increasing the maximum density in the RS zone has more potential for incompatible development.	Attached multifamily housing
High Density Residential (RH)	21.7 – 43 units/gross acre	Attached multifamily housing

B. Exemptions. The following ~~types of housing~~ are exempt from the density standards in subsection (A) of this section:

1. Residential care homes/facilities.
2. Accessory dwellings.
3. Bed and breakfast inns.
4. Neighborhood commercial uses.
5. Buildings that are listed in the Inventory of Historic Sites within the Bend Area General Plan Exhibit “A” or buildings designated on the Historic National Landmarks Register.
6. ~~Manufactured housing development~~ home parks within the RM or RH Zone. **(A manufactured home on an individual lot is still subject to density standards.)**

7. ~~Redevelopment within a residential neighborhood with an existing pattern of development.~~ Replacement, renovation, or expansion of an existing single-family home in any zone. **(More targeted exemption)**

8. ~~Infill d~~Development on a vacant platted lot consistent with the adjacent existing pattern of development ~~an approved land division, except tracts identified for future phases.~~ **(More specific exemption)**

9. Partitions are exempt from minimum density standards provided that the size of the resulting lots and siting of dwellings allow future development on these lots or parcels at minimum densities. **(Moved from Section (A) above and reworded slightly. This exemption intended for very large lots that someone splits into two or three. The limit for partitions is two new lots in a calendar year.)**

C. Density Calculation.

1. Maximum housing densities are calculated by multiplying the parcel or lot area, including the area for streets being dedicated, by the applicable maximum density standard. For example, if the total site area is five acres, and the maximum allowable density is 7.3 dwelling units per acre, then a maximum number of 36 units are allowed, regardless of the amount of land area dedicated for public right-of-way or open space in conjunction with the project. For purposes of calculating maximum density, fractional units are rounded down to the next whole unit.

Amendments above are intended to provide clarity on how fractional units should be addressed in the density calculation. The proposed change on maximum density reflects current staff interpretation; however, there is some discussion among staff of whether this should be changed so that fractional units simply round to the nearest whole number (e.g. 1.51 rounds to 2 rather than 1). Doing so would have the effect of creating potential for infill or redevelopment on more platted lots.

2. Where no new streets will be created, For the purpose of calculating the density for partition lots only, the area of ~~one-half~~ up to 30 feet of the abutting right-of-way width multiplied by the site frontage of abutting the proposed partition lots development or land division shall be added to the gross area.

Amendments above are intended to apply to any development or land division that doesn't create a new road, rather than just partitions, since, in some cases, counting the extra right-of-way can mean you're allowed to build more units than you can do through a partition, creating a catch-22. The proposed amendments also limits the amount of ROW you can count to 30' of width (half of a typical local street), so that if you abut a big street, you don't get to count a huge amount of right-of-way.

3. Minimum housing densities are calculated by multiplying the parcel or lot area, including the area for streets being dedicated but excluding sensitive lands, by the applicable minimum density standard. For example, if a five acre site has a half-acre of sensitive lands and a minimum density of 4.0 units per acre, the minimum number of housing units is 18, regardless of the amount of land area dedicated for public right-of-way or open space in conjunction with the project. For purposes of calculating minimum density, fractional units are rounded up to the next whole unit.

Amendments above are intended to make it so that sites with environmental constraints are allowed, but not required, to transfer the density from the constrained lands to other portions of the site, and also clarify rounding of fractional units.

4. Where a parcel has multiple zones, the minimum and maximum number of units are calculated based on the acreage in each residential zone that is subject to the density standard as specified

above multiplied by the applicable minimum and maximum density standards. Areas with non-residential zones are excluded from the density calculation.

Amendments above intended to make clear how the standards apply to split-zoned sites, including sites with non-residential zones.

D. Density Bonus for Affordable Housing. As an incentive to create affordable housing, the maximum densities provided in Table 2.1.600 may be increased when a developer provides “affordable housing” as part of a proposed development in conformance with BDC 3.6.200(C). The density increase is based on the percentage of affordable housing units within the proposed development. Any development that receives the density bonus shall be deemed an “affordable housing development.” The table below provides the corresponding percent of increase. In no case may the density bonus exceed 1.5 percent of the existing residential zone.

Table 2.1.600A - Density Bonus

Percentage of Units That Are Affordable:	Density for Development, by Percentage, of Existing Maximum Density Range:
10%	1.1
20%	1.2
30%	1.3
40%	1.4
50%	1.5

When calculating the number of additional units, fractional units are rounded up to the next whole unit.

No changes are proposed to Section (D), above; it is included for context and as a reminder that this density bonus is available. Some tweaks may be needed for clarity of how the density bonus is calculated, but those will be addressed by CDD if needed.

2.1.700 Maximum Lot Coverage.

A. Maximum Lot Coverage. The following maximum lot coverage standards shall apply to all development within the Residential Districts as follow:

**Table 2.1.700
Residential Lot Coverage**

Residential Zone	Lot Coverage
Low Density Residential (RL)	35%
Standard Density Residential (RS)	50% for single-story homes 35% for all other uses
Medium-10 Density Residential (RM-10)	50% for single-story homes 35% for all other uses
Medium Density Residential (RM)	40%
High Density Residential (RH)	50% None No lot coverage, as recommended previously. Landscaping / open space and parking requirements will set upper limits on the lot coverage.

B. Lot Coverage Defined. **Lot coverage** is defined as all areas of a lot or parcel covered by buildings (as defined by foundation perimeters) and other structures with surfaces greater than 18 inches above the finished grade, excluding unenclosed covered porches and uncovered decks up to five percent of the total lot area.

C. Lot Coverage Compliance. Compliance with other sections of this code may preclude development of the maximum allowed lot coverage for some land uses.

D. Lot Coverage Exception. For affordable housing developments where 50 percent or more of the dwelling units are deemed affordable in conformance with BDC 3.6.200(C), the entire development may develop with a 50 percent lot coverage. [Ord. NS-2241, 2015; Ord. NS-2016, 2006]

2.1.900 Architectural Design Standards.

A. Purpose. The architectural standards are intended to provide detailed, human-scaled design, while affording flexibility to use a variety of building styles for certain types of residential development.

B. Applicability. This section applies to all of the following types of buildings, and shall be applied during Site Design Review:

1. Duplexes and triplexes;
2. Attached single-family townhomes;
3. Accessory dwellings;
4. Multifamily housing;
5. Public and institutional buildings in residential zones;
6. Neighborhood commercial and mixed-use buildings in residential zones;
7. All other types of permitted/conditional nonresidential use buildings listed in Table 2.1.200 when built in a residential zone.

Clarified that the architectural design standards in this chapter only apply to non-residential uses when these uses are built in a residential zone. These standards for the residential uses are referenced from other zones, including the proposed new mixed use zones.

2.1.1000 Multifamily Residential Districts (RM, RH).

A. Purpose/Intent Statement. The Medium and High Density Residential Districts are intended to provide land for townhouses, multiple-family housing developments, and to provide opportunities for small-lot and courtyard-type single-family homes in locations that are convenient to service commercial uses and future transit opportunities.

B. Development Standards for Large-Scale Multifamily Developments in the RM and RH Districts. In addition to the site development standards in BDC Chapter 4.2, the following standards shall apply to multifamily developments of 20 units or more:

C. Housing Mix Standards in the RM District. In order to ensure a mix of housing types that meets the city's overall housing needs, in addition to minimum and maximum density standards in BDC 2.1.600, the

following standards shall apply to developments on any property or combination of properties between three acres and 20 acres in size in the RM District. The standards of BDC 4.5.400(C) apply to properties of 20 acres in size and greater.

1. No more than 50 percent of the total housing units shall be Single-family detached housing.
2. For purposes of meeting this standard, all other listed housing types in Table 2.1.200 shall be considered alternative housing types that may comprise the remaining 50 percent of housing units except for Single-family courtyard housing. Cottage Housing Development in compliance with BDC 4.5.600 shall be considered an alternative housing type.

The proposed housing mix standards above in Section (C) are intended as a way to ensure that the RM zone helps meet the city's overall housing needs without increasing the minimum density for that zone. It applies to developments that are below the 20-acre master planning threshold and are not subject to those standards, but that are at least 3 acres so that there's room to provide a mix of types. The 50% number is suggested based on the assumptions that are built into the modeling work to date – if this standard is met, then the RM zone will achieve the mix assumed in prior modeling work even if the minimum density is not increased.

Chapter 2.3

MIXED-USE ZONING DISTRICTS (ME, MR, AND PO, MU-U, and MU-N)

Sections:

- 2.3.100 Purpose and Applicability.
- 2.3.200 Permitted and Conditional Uses.
- 2.3.300 Development Standards.
- 2.3.400 Building Orientation.
- 2.3.500 Architectural Standards.
- 2.3.600 Special Development Standards for the MR Zone.

2.3.100 Purpose and Applicability.

A. The Mixed-Use Districts are intended to provide a balanced mix of residential and employment opportunities. ~~These mixed-use areas to create focal points of activity in the form of mixed use centers, nodes, or corridors provide a transition between existing urban environments and both existing and future residential developments.~~ The Mixed-Use Districts support service commercial, employment, and housing needs of a growing community. The Mixed-Use District standards are based on the following principles:

- Ensure efficient use of land and public services.
- Create a mix of housing and employment opportunities.
- Provide transportation options for employees and customers and reduce reliance on the automobile.
- Provide business services close to major employment centers.
- Ensure compatibility of mixed-use developments with the surrounding area and minimize off-site impacts associated with development.
- Create economically successful mixed use centers and transit corridors.

The Mixed-Use Districts: Mixed Employment (ME), Mixed-Use Riverfront (MR), ~~and Professional Office (PO), Mixed Use – Urban (MU-U), and Mixed Use – Neighborhood (MU-N)~~ are identified on the City’s official Zoning Map. The districts serve distinctly different purposes as described below.

Zone District	Location and Characteristics
Mixed Employment District (ME)	The Mixed Employment Zone is intended to provide a broad mix of uses that offer a variety of employment opportunities. Where Mixed Employment Districts occur on the edge of the City, their function is more transitional in nature providing service commercial businesses and supporting residential uses in an aesthetic mixed environment. In this instance, when residential units are provided, the units shall be within easy walking distance to the commercial and employment uses.
Mixed-Use Riverfront District (MR)	The Mixed-Use Riverfront District is intended to implement the General Plan policies for the creative redevelopment of mill site properties adjacent to the Deschutes River. It is intended to allow for a mix of uses that: <ul style="list-style-type: none"> • Provide a variety of employment opportunities and housing types; • Foster pedestrian and other non-motor vehicle activity; • Ensure functionally coordinated, aesthetically pleasing and cohesive site planning and design; • Ensure compatibility of mixed-use development with the surrounding area and minimize off-site impacts associated with the development; and • Encourage access to, and enjoyment of, the Deschutes River.
Professional Office District (PO)	The Professional Office Zone is intended to provide for professional offices in locations near arterial or collector streets and to provide a transition of uses between residential areas and other more intensive

Zone District	Location and Characteristics
	zones. Through design standards, the Professional Office Zone is intended to create a mix of high density residential housing, office and service commercial developments that are pedestrian-oriented and provide a positive contribution to the streetscape.
<u>Mixed Use – Urban (MU-U)</u>	<u>The Mixed Use – Urban Zone is intended to provide opportunities for vibrant mixed use centers and districts in areas with high-quality connectivity to and within the area. It is intended to allow for a denser level of development of a variety of commercial and residential uses than in surrounding areas with an emphasis on retail and entertainment uses at the street level. It is intended to provide for development that is supportive of transit by encouraging a pedestrian-friendly environment.</u>
<u>Mixed Use – Neighborhood (MU-N)</u>	<u>The Mixed Use – Neighborhood Zone is intended to provide neighborhood-scaled, pedestrian-oriented mixed use centers and corridors with a range of residential, retail, service, and office uses that are compatible with adjacent development.</u>

B. Applicability. The standards of this chapter apply to all development in the Mixed-Use Zoning Districts. [Ord. NS-2195, 2013; Ord. NS-2016, 2006]

2.3.200 Permitted and Conditional Uses.

**Table 2.3.200
Permitted and Conditional Uses**

A few overall notes for changes to this table: a preliminary set of recommendations on how specific uses should be treated in the MU-U and MU-N zones is shown. In addition, some changes are proposed for the ME zone, since there is some vacant land in the city in the ME zone and it is likely to be used in expansion areas. There is almost no land zoned PO in Bend today, and it is not anticipated to be used in expansion areas, so no changes to the PO zone are proposed. It may ultimately be deleted, but to do so would require amending the Lava Ridge Refinement Plan, which uses the PO zone, and that is beyond the scope of the UGB project. The MR zone is applied to an important area of the city, but it is tailored to that specific area, which has been subject to master planning already, and is not recommended to be used anywhere else. Changes to the MR zone would require more outreach to property owners in that area and are not essential to UGB capacity.

Land Use	ME	MR	PO	<u>MU-U</u>	<u>MU-N</u>
Residential					
<u>Existing Residential Use</u> <i>Suggest adding this, which the commercial zones have, to be clear that existing housing will not become non-conforming even if that housing type is not allowed for new development.</i>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Single family detached dwelling Single-Family Dwelling as a primary use</u> <i>Changed wording to match defined term, and recommending that no new stand-alone single family homes be permitted in the ME zone.</i>	<u>CN</u>	P	C	<u>N</u>	<u>N</u>
<u>Single family detached dwelling Single-Family Dwelling as a secondary use</u> <i>Also recommending that no new single family homes be permitted in the ME zone, even as a secondary use.</i>	<u>PN</u>	P	P	<u>N</u>	<u>N</u>
<u>Attached single-family townhomes* as a primary use</u> <i>Adding attached townhomes as a listed use so that it's clear how they're regulated.</i>	<u>C</u>	<u>P</u>	<u>C</u>	<u>P</u>	<u>P</u>
<u>Attached single-family townhomes* as a secondary use</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Multifamily Residential* as a primary use</u>	C	P	C	<u>P</u>	<u>P</u>

Land Use	ME	MR	PO	MU-U	MU-N
Multifamily Residential* as a secondary use, including as part of a mixed use building	P	P	P	<u>P</u>	<u>P</u>
Temporary Housing* as a secondary use	P	N	P/C	<u>P</u>	<u>C</u>
Commercial					
Retail Sales and Service <i>Suggest using limitations with notes below the table (as was done with draft MMA code amendments) so that it's easier to specify different limitations in different zones.</i>	L [see Subsection (C)(1)]	L [see Subsection (C)(1)]	N	<u>P</u>	L [see Subsection (C)(1)]
• not to exceed 50,000 sq. ft. ground floor	P	P	N		
• not to exceed 75,000 sq. ft. ground floor for ME-zoned property five acres or greater	P	N	N		
Retail Sales and Service (auto dependent*) <i>Suggest making these uses conditional in the ME zone so that that zone becomes somewhat less auto-oriented, while not prohibiting the use entirely.</i>	<u>PC</u>	N	N	<u>N</u>	<u>N</u>
Retail Sales and Service (auto oriented*)	P	N	N	<u>N</u>	<u>N</u>
Restaurants/Food and Beverage Services					
– with drive-through* <i>Suggest making these uses conditional in the ME zone so that that zone becomes somewhat less auto-oriented, while not prohibiting the use entirely.</i>	<u>PC</u>	N	N	<u>N</u>	<u>N</u>
– without drive-through	P	P	P	<u>P</u>	<u>P</u>
Offices and Clinics	P	P	P	<u>P</u>	L [see Subsection (C)(2)]
Conference Centers/Meeting facility associated with a hotel/motel <i>This use is duplicative with the listing under hotels/motels.</i>	<u>C</u>	<u>P</u>	N	<u>P</u>	<u>N</u>
Lodging (e.g., *bed and breakfast inns, hostels, timeshare)	P	P	N	<u>P</u>	<u>P</u>
*Short-Term Rentals	P	P	N	<u>P</u>	<u>P</u>
Hotel/Motels	P	P	N	<u>P</u>	<u>C</u>
– with conference center	P	P	N	<u>P</u>	<u>N</u>
Commercial and Public Parking as primary use <i>Having a public parking lot can help create a park-once district and support reduced parking ratios. Could look at making it permitted subject to limitations or special standards (e.g. no frontage on a collector street, landscaping requirements, require a pedestrian plaza between the street and the parking, etc.) in the new MU-N zone</i>	P	P	C	P/C [see Subsection (C)(3)]	<u>C</u>
Commercial Storage					
– enclosed in building and on an upper story	P	P	N	L [see Subsection (C)(4)]	L [see Subsection (C)(4)]
– not enclosed in building	N	N	N	<u>N</u>	<u>N</u>
– enclosed in building on ground floor (i.e., mini-storage)	P	P	N	<u>N</u>	<u>N</u>
Entertainment and Recreation					

Land Use	ME	MR	PO	MU-U	MU-N
– enclosed in building (e.g., theater)	P	P	C	<u>P</u>	<u>L/C [see Subsection (C)(5)]</u>
– not enclosed (e.g., amusement)	P	C	C	<u>C</u>	<u>N</u>
Wholesale Sales (more than 75% of sales are wholesale)	P	P	N	<u>N</u>	<u>N</u>
Broadcasting Studios and Facilities	P	P	N	<u>P</u>	<u>N</u>
Hospital	P	C	C	<u>C</u>	<u>N</u>
Day Care	P	P	P	<u>P</u>	<u>P</u>
Production Offices	P	P	P	<u>P</u>	<u>N</u>
Public and Institutional					
Government – point of service intended to serve the entire City (e.g., City Hall, main library, main post office, main Department of Motor Vehicles service center)	P	P	C	<u>P</u>	<u>C</u>
Government – branch service intended to serve a portion of the City	P	P	P	<u>P</u>	<u>P</u>
Government – limited point of service (e.g., public works yards, vehicle storage, etc.)	N	N	N	<u>N</u>	<u>N</u>
Parks and Open Space	P	P	P	<u>P</u>	<u>P</u>
Schools					
– pre-school, and primary, secondary <i>Suggesting allowing up to a certain size (e.g. 2 acres) so that small pre-schools and private schools could be allowed without a conditional use permit.</i>	P	P	C	<u>L/C [see Subsection (C)(6)]</u>	<u>L/C [see Subsection (C)(6)]</u>
– colleges and vocational schools	P	P	P	<u>P</u>	<u>C</u>
Clubs and Places of Worship	P	P	P	<u>P</u>	<u>P</u>
*Utilities (above ground)	P	P	P	<u>P</u>	<u>P</u>
Industrial					
Manufacturing and Production	P	P	N	<u>L [see Subsection (C)(7)]</u>	<u>L [see Subsection (C)(7)]</u>
Warehouse	P	P	N	<u>N</u>	<u>N</u>
Transportation, Freight and Distribution	C	C	N	<u>N</u>	<u>N</u>
Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios)	P	P	C	<u>P</u>	<u>C</u>
Industrial Service (e.g., cleaning, repair)	P	N	N	<u>N</u>	<u>N</u>
Miscellaneous Uses					
Wireless and Broadcast Communication Facilities	See BDC Chapter 3.7				

Key to Districts

ME = Mixed Employment
MR = Mixed-Use Riverfront

Key to Permitted Uses

P = Permitted
N = Not Permitted

PO = Professional Office

C = Conditional Use

MU-U = Mixed Use - Urban

L = Limited as specified in subsection (C)

MU-N = Mixed Use - Neighborhood

* Special standards for certain uses subject to BDC Chapter 3.6 and BDC 2.1.900.

C. Limitations. The following limitations apply to those uses identified as “L” in Table 2.3.200.

1. Retail sales and service. Retail sales and service uses are limited in certain mixed use zones as follows:

a. In the MR and MU-N zones, retail sales and service uses shall not exceed 50,000 sq. ft. ground floor.

b. In the ME zone, retail sales and service uses shall not exceed 50,000 sq. ft. ground floor, except that on property five acres or greater retail sales and service uses shall not exceed 75,000 sq. ft.

Subsections (a) and (b) are just a different way of capturing the existing limitations from the use table; the MU-N zone is proposed to have a limit on retail uses as well that matches the MR zone.

2. Offices and clinics. Offices and clinics shall not exceed 15,000 square feet per business.

(2) is based on the draft MMA code language for the 4th street sub-district, and seemed potentially appropriate for the neighborhood-scale mixed use zone generally.

3. Commercial and Public Parking. In the MU-U zone, commercial or public parking in a parking structure shall be permitted. Surface parking lots for Commercial and Public Parking shall require a conditional use permit.

4. Commercial Storage. Commercial storage may be permitted in an enclosed building and on an upper story provided that active uses, such as retail sales and service or Restaurants/Food Services, are provided on at least 50% of the ground floor.

Suggesting the language in (4) as a compromise for these uses to ensure that they don't detract from a vibrant mixed use area while still allowing a use that can support urban living.

5. Entertainment and Recreation. Entertainment and Recreation uses in the MU-U and MU-N zones that are enclosed in a building shall not exceed 50,000 square feet per building without a conditional use permit.

Entertainment and Recreation is not defined in the code, but based on the NAICS code descriptions, it is a rather broad and ambiguous use. Suggesting the limitations in (5) to allow smaller uses, like small movie theaters, arcades, etc. but evaluate larger uses on a case-by-case basis.

6. Schools. Schools – pre-school, and primary, secondary – in the MU-U and MU-N zones shall not exceed a total site size of two acres without a conditional use permit.

7. Manufacturing and Production. Manufacturing and production uses in the MU-U and MU-N zones shall be limited to uses less than 5,000 sq. ft. with a retail outlet.

Subsection (7) parallels the limitation in the CB and CC zones.

2.3.300 Development Standards.

The following table provides the numerical development standards within the Mixed-Use Districts. Additional standards specific to each district follow within a separate section of this chapter.

~~Building setback standards provide building separation for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. Building setbacks are measured from the building foundation to the respective property line.~~

**Table 2.3.300
Mixed-Use District Development Standards**

Standard	ME	MR	PO	MU-U	MU-N
Minimum Front Yard Setback	10 feet	None**	10 feet	<u>None</u>	<u>None</u>
Maximum Front Yard Setback (See Section (A)(1))	10 feet / 80 feet* (see (A)(1)(c) below)	None**	10 feet	<u>10 feet</u>	<u>10 feet</u>
Rear Yard Setback	None / 10 feet (see standards (A)(2) below)	None**	None / 10 feet (see (A)(2) standards-below)	<u>None / 10 feet (see (A)(2) below)</u>	<u>None / 10 feet (see (A)(2) below)</u>
Side Yard Setback	10 feet (see (A)(2) standards-below)	None**	None / 10 feet (see (A)(2) standards-below)	<u>None / 10 feet (see (A)(2) below)</u>	<u>None / 10 feet (see (A)(2) below)</u>
Lot Coverage	50% <u>None</u>	None**	50%	<u>None</u>	<u>None</u>
Building Height (See Section B)	45 feet	45 feet, except within 100 feet from the ordinary high water mark of the Deschutes River where the height is 35 feet **	45 feet	<u>65 feet</u>	<u>45 feet</u>
Minimum Residential Density	<u>Subject to RM zone minimum density (see Section F below)</u>	<u>None</u>	<u>Subject to RM zone minimum density (see Section F below)</u>	<u>Subject to RH zone minimum density (see Section F below)</u>	<u>Subject to RM zone minimum density (see Section F below)</u>
Maximum Density	<u>Subject to RM zone maximum density (see Section F below)</u>	<u>None</u>	<u>Subject to RM zone maximum density (see Section F below)</u>	<u>Subject to RH zone maximum density (see Section F below)</u>	<u>Subject to RM zone maximum density (see Section F below)</u>

* Subject to special standards in BDC 2.3.400

** Subject to special standards in BDC 2.3.600

Lot coverage in ME removed as discussed previously with Employment TAC to allow higher intensity development in that zone (though parking is likely the bigger obstacle).

Added minimum and maximum residential density standards for the mixed use zones to ensure that when housing is allowed on its own or as part of horizontal mixed use that the land used for housing is used efficiently. See details of how density is applied and calculated below in Section (F).

A. Setbacks. Building setback standards provide building separation for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. Building setbacks are

measured from the building foundation to the respective property line. ~~Applicability~~–The setback standards outlined in Table 2.3.300 apply to all new buildings and any building expansion, including primary structures and accessory structures.

Relocated purpose statement from before Table 2.3.300 to above since it is focused only on setbacks.

B1. Front Yard Setbacks. In some of the Mixed Use Districts, buildings are placed close to the street to create a vibrant pedestrian environment, to slow traffic, provide a storefront character to the street, support future transit service, and encourage walking. The setback standards are flexible to encourage public spaces between sidewalks and building entrances (e.g., extra-wide sidewalks, plazas, squares, outdoor dining areas, and pocket parks). The standards also encourage the formation of solid blocks of commercial and mixed-use buildings for walkable Mixed Use Districts.

The commercial zones have the above purpose statement, but mixed use zones did not. Recommend including it here.

4a. General Standards. See Table 2.3.300, Mixed-Use District Development Standards.

b. Maximum Setback Calculation. Where more than one building is proposed on a site, conformance with the maximum setback standard is achieved when no less than 40 percent of the site's frontage on a public or private street is occupied by one or more buildings that conform with the building setback and orientation standards of this chapter. The maximum setback standard may be increased as necessary when an approved usable public space with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area or a public square with seating) is provided between the building and front property line. (See also BDC 2.2.600, Commercial Design Review Standards, and 2.2.700, Pedestrian Amenities, for related building entrance standards.)

The maximum setback calculation above is copied from the commercial zones chapter. Some revisions to this standard may be needed to: (1) clarify applicability and standards for sites with a single building; and (2) re-evaluate whether the standard should be applied as a percentage of the total site frontage (which may be a challenge for large sites or phased development) or as a percentage of the building facade (which does less to ensure a continuous street wall but doesn't penalize sites with parking on the side).

2c. Multiple Frontage Lots. For buildings on sites with more than one frontage or through lots, the minimum front yard setback standards in Table 2.3.300 shall be applied to all street frontages as follows.

i. For corner lots, the maximum setback standards indicated in Table 2.3.300 shall be applied to all street frontages.

ii. For through lots, the maximum setback standards indicated in Table 2.3.300 shall be applied to only one of the frontages; provided, that where the abutting streets are of different street classification, the maximum setback standard shall be applied to the street with the higher classification.

In the ME and PO Zoning Districts, the maximum setback standards indicated in Table 2.3.300 shall be applied to only one of the frontages; provided, that where the abutting streets are of different street classification, the maximum setback standard shall be applied to the street with the higher classification.

Amendments requires buildings to "hold the corner" by placing a building close to both streets on a corner. This is stricter for the ME and PO zones; currently, this is only required at the

intersection of collector and/or local streets. Given how many of the key corridors are minor arterials (e.g. Newport, Galveston), applying this standard at the corner of arterials is important.

~~d. Exceptions to Front Yard Setbacks. The following exceptions apply to ME and PO zoned properties.~~

~~a. Buildings on corner lots at the intersection of collector and/or local streets are encouraged to have an entrance oriented to the street corner. Therefore, the minimum front yard setback specified in Table 2.3.300 shall be met for both the collector and/or local street frontages.~~

Moved the first sentence of (a) to the building entrances section (2.3.400(A)), since it is more relevant to that. Addressed the second sentence under (2), above, since it is more about sites with multiple frontages.

~~i. In the ME and PO zones, When when the street fronting the development does not allow on-street parking, the maximum front yard setback of 80 feet applies. _~~

~~e. When on-street parking is permitted on the street fronting the development, the maximum front yard setback is 10 feet.~~

The fact that the code currently allows buildings in the ME and PO zones, as well as the CL, CC, and CG zones, to set back up to 80 feet from the street when there is no on-street parking is an obstacle to achieving pedestrian-oriented development in these areas. However, in order to avoid creating many non-conforming buildings and to avoid impacting a very large number of property owners who have not been part of the process to date, the Project Team recommends creating a Pedestrian Street Overlay Zone (a draft of which is in progress internally) that can be applied to key areas where more pedestrian-friendly development is desired (e.g. no parking in front, more window requirements, possibly reduced parking standards) and can be linked to streetscape improvements, transit improvements, or other investments.

~~ii. The following items are allowed to encroach into setbacks:~~

- ~~• Canopies, marquees, and awnings.~~
- ~~• Uncovered stairways and wheelchair ramps that lead to the street-facing facade.~~
- ~~• Uncovered decks and stairways that are no more than two and one-half feet above ground.~~
- ~~• Mechanical structures such as heat pumps, air conditioners, and emergency generators are not allowed.~~

Subsection (b) was pulled from the CB zone (2.2.800(L)) and seems relevant to the new mixed use zones.

~~de. Other special setbacks in conformance with BDC 3.4.200(J) may apply.~~

~~2e. Side and Rear Yard Setbacks.~~

Amendments to this section try to draw a distinction between “set back” and “step back” and use those terms consistently – setback to refer to base of building, step-back to refer to upper floors. Step-back should be added to the definitions section in Chapter 1.2. Also recommend including at least one figure.

~~a4. ME, and MR, MU-U and MU-N Zones. There is no rear yard setback required, except when abutting a Residential Zone. In such cases, the rear yard setback is 10 feet, and for all portions of~~

~~the structure less than 35 feet in height. In the ME Zone, portions of the building above 35 feet shall set back subject to step back standards in subsection (D) of this section an additional one foot for each foot the building height exceeds 35 feet.~~

b2. PO Zone. There is no rear yard setback required, except when abutting a Residential Zone. In such cases, the rear yard setback is 10 feet and shall increase by one foot for each one foot the building height exceeds 25 feet.

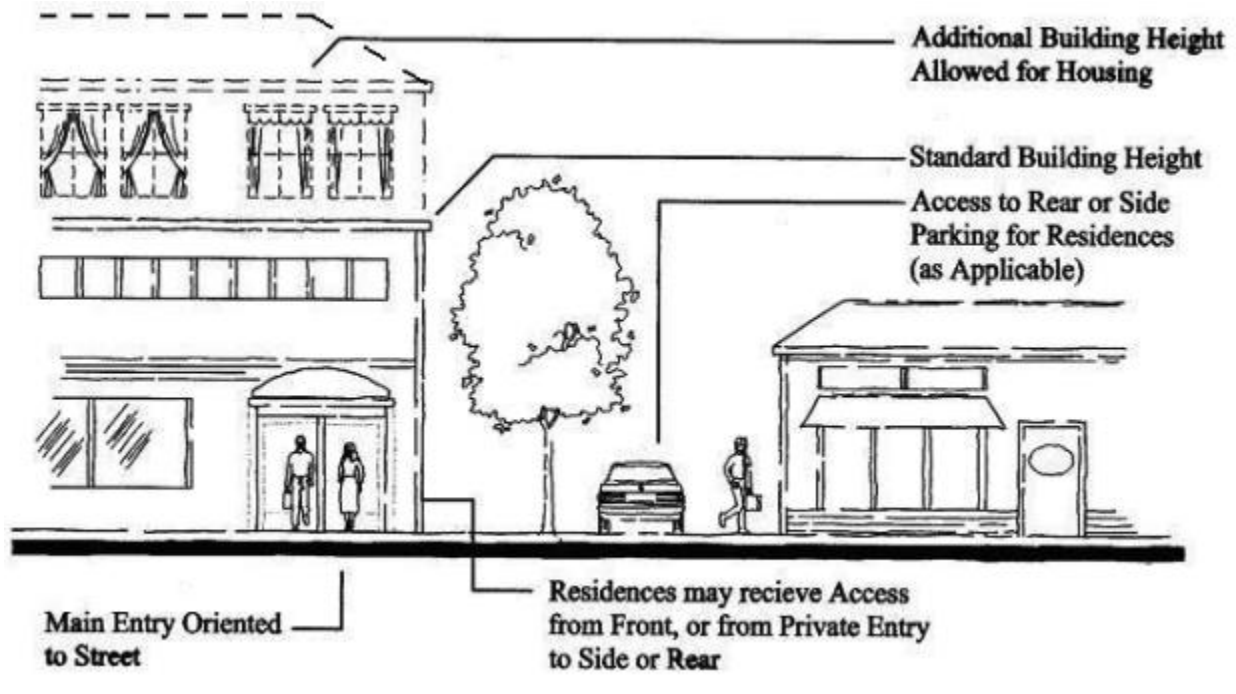
c3. When a public alley abuts a side or rear yard of property within the PO or ME Zones, the width of the alley can be included in the additional setback calculation as described in subsections (C)(1) and (2) of this section for the purpose of offsetting the impacts of the building height over 35 feet. The alley does not eliminate the required 10-foot building setback.

The provision above relating to alleys is confusing and may need further revisions.

B. Height. All buildings in the Mixed Use Districts shall comply with the height standards contained in Table 2.2.400 except as described below or in compliance with a variance approval.

1. Height Bonus for Vertical Mixed Use. In the MU-U and MU-N zones the maximum height may be increased by 10 feet above the maximum allowed height when residential uses are provided above the ground floor (“vertical mixed use”), except for buildings abutting a residential zone. The building height increase for residential uses applies only if the top floor is residential and does not apply to buildings that have variance approval to exceed the permitted height.

Figure 2.3.400 – Building Height Diagram (Residential Exception)



The vertical mixed use height bonus above is copied from the commercial zones as an incentive for vertical mixed use. It could potentially be increased to 12’ to allow for higher ceilings while still effectively allowing one additional story.

2. Height Bonus for Affordable Housing. An increase in building height not to exceed 10 feet above the height of the underlying zone may be allowed for multifamily housing when the additional units gained by the height increase are affordable housing units, except for buildings abutting a residential zone. This shall not be combined with the increase in building height for vertical mixed use under subsection (1) above.

The affordable housing height bonus above is copied from the residential zones as an incentive for to provide affordable housing. It will have little applicability for mixed use buildings, since it cannot be applied in addition to the vertical housing bonus above, but it would be applicable to stand-alone multifamily development. It could potentially be increased to 12' to allow for higher ceilings while still effectively allowing one additional story.

3. Building Height Step-backs in the MU-U Zoning District.

a. Where portions of a building's street-facing facade are higher than 45 feet, 60 percent of the street-facing facades higher than 45 feet must step back one foot from the street-facing property line for every one foot that the building exceeds 45 feet in height, with a minimum step-back of 10 feet and a maximum step-back of 15 feet. The required step-back may be reduced by one foot for each foot below the 45-foot height level that the step-back begins, e.g., for a building that begins its step-back at the 35-foot height level (10 feet below what is required) the required step-back can be reduced by 10 feet.

a. A reduction to the building height step-backs can be made for buildings that designate 25 percent of all residential units as affordable housing units (defined as 100% of the area median income). In those cases, where portions of a building are higher than 45 feet, 60 percent of the street-facing facades higher than 45 feet must step back one foot from the street-facing property line for every one foot that the building exceeds 45 feet in height, with a minimum step-back of 5 feet and a maximum step-back of 10 feet.

Step-back requirements above pulled from draft MMA code text. These step-backs apply on the front of the building, stepping back from the front lot line, to reduce the impression of height from the sidewalk.

4. Building Height Step-backs abutting a residential district. In the ME, MU-U, and MU-N Zoning Districts, portions of the building subject to subsection (B) of this section that exceed 35 feet in height shall step back one foot from side or rear lot lines abutting a residential district for each foot the building height exceeds 35 feet.

Step-back requirements above are based on the current step-back requirements in the ME zone. These step-backs apply on the back and/or sides of a building where the side or rear lot line abuts a residential district.

C. Residential Density. The following density standards apply to all new developments and subdivisions for residential uses in the Mixed Use Districts. The density standards are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the General Plan.

1. ME, PO, and MU-N Zoning Districts. The minimum and maximum residential density standards of the RM zone shall apply to any portions of the development where ground-floor residential uses are proposed.

2. MU-U Zoning District. The minimum and maximum density standards of the RH zone shall apply to any portions of the development where ground-floor residential uses are proposed.

3. There is no minimum or maximum residential density standard for "vertical" mixed use in a Mixed Use Zone. Maximum residential density shall be controlled by the applicable lot coverage and building height standards.

The proposed residential density standards are intended to make sure that land in mixed use zones is not squandered for low-density residential uses. Since there are currently no upper limits on residential density in the mixed use zones either, it also helps make clear what scale of residential development will be allowed in the mixed use zones.

D. Other Requirements.

1. Buffering. A 10-foot-wide landscape buffer is required along the side and rear property lines between nonresidential uses and any adjacent Residential Districts. The buffer is not in addition to (may overlap with) the side and rear setbacks required in subsection (C) of this section. The buffer shall provide landscaping to screen parking, service and delivery areas and walls without windows or entries. The buffer may contain pedestrian seating but shall not contain trash receptacles or storage of equipment, materials, vehicles, etc. The landscaping standards in BDC Chapter 3.2, Landscaping, Street Trees, Fences and Walls, provide other buffering requirements where applicable.

Amended (1) so that the buffer can be provided within the 10' setback, because there is not much sense in requiring a 20' total setback, with landscaping in half of it.

2. Outdoor and rooftop mechanical equipment as well as trash cans/dumpsters shall be architecturally screened from view. Heating, ventilation and air conditioning units shall have a noise attenuating barrier to protect adjacent Residential Districts from mechanical noise.

3. Building and Fire Codes. All developments shall meet applicable fire and building code standards. Larger setbacks than those listed above may be required due to the proposed use and/or storage of combustible materials. [Ord. NS-2251, 2015; Ord. NS-2195, 2013; Ord. NS-2016, 2006]

2.3.400 Site Layout and Building Orientation.

In addition to the site layout and building orientation standards of BDC 2.2.500, all of the following standards shall apply to new and expanded development within the Mixed-Use Districts, unless otherwise specified in this code, in order to reinforce streets as public spaces and encourage alternative modes of transportation, such as walking, bicycling and future transit.

~~A. Building Entrances. All buildings shall have an entrance(s) visible or oriented to a street. "Oriented to a street" means that the building entrance faces the street, or is visible to the street and connected by a direct and convenient walkway. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyards. Streets used to comply with this standard may be public streets or private streets and shall contain sidewalks and street trees, in accordance with the standards in BDC Chapter 3.0.~~

Struck text was duplicative with BDC 2.2.500 and is unnecessary.

~~AB.~~ Walkway Connections. Walkways may be installed in setbacks as necessary to provide direct and convenient pedestrian circulation between developments and neighborhoods. Walkways shall conform to the standards in BDC Chapter 3.1, Lot, Parcel and Block Design, Access and Circulation.

~~BC.~~ Parking. In the MU-U and MU-N zones, ~~P~~parking and maneuvering areas shall be prohibited between the street and the building. In the ME and PO zones, ~~p~~arking and maneuvering areas shall be prohibited between the street and the building when on-street parking is allowed on the street fronting the development property. Parking shall be provided in conformance with BDC Chapter 3.3. [Ord. NS-2195, 2013; Ord. NS-2016, 2006]

As with the allowance for an 80' front setback, the fact that the code currently allows buildings in the ME and PO zones, as well as the CL, CC, and CG zones, to site parking in front when there is no on-street parking is undesirable for pedestrian-oriented areas. It is not applied to the new mixed use zones. However, in order to avoid creating many non-conforming buildings and to avoid impacting a very large number of property owners who have not been part of the process to date,

the Project Team recommends creating a Pedestrian Street Overlay Zone (a draft of which is in progress internally) that can be applied to key areas where more pedestrian-friendly development is desired (e.g. no parking in front, more window requirements, possibly reduced parking standards) and can be linked to streetscape improvements, transit improvements, or other investments.

2.3.500 Architectural Standards.

All developments in the Mixed-Use Districts shall be subject to Commercial Design Review, BDC 2.2.600, or BDC 2.1.900, Architectural Design Standards for multifamily residential uses, as applicable, and be reviewed for conformance with the standards in subsections (A) and (B) of this section unless otherwise specified in this code.

A. Building Mass. Where building elevations are oriented to the street, architectural features, such as windows, pedestrian entrances, building offsets, projections, detailing, a change in materials or similar features, shall be used to break up and articulate large building surfaces and volumes greater than 50 linear feet in length. A minimum of 15 percent of the horizontal building facade shall contain a variety of architectural features.

B. Pedestrian-Scale Building Entrances. Recessed entries, canopies, and/or similar features shall be used at the entries to buildings in order to create a pedestrian scale

Chapter 3.6

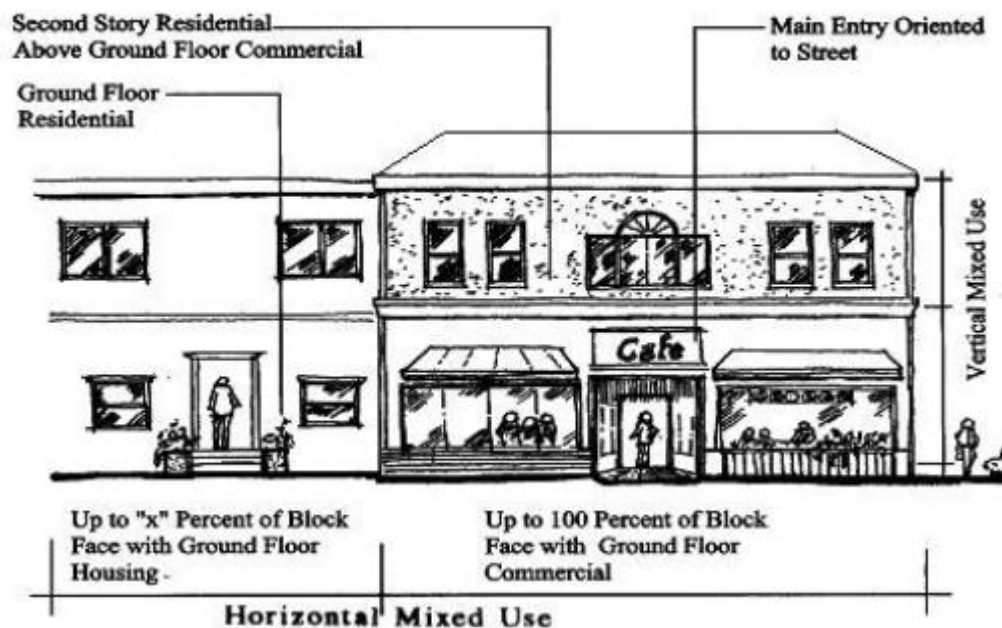
SPECIAL STANDARDS AND REGULATIONS FOR CERTAIN USES

3.6.200 Residential Uses.

I. Residential Uses within Commercial Districts. Residential uses, such as multifamily housing, are encouraged adjacent to employment, shopping and services. All residential developments shall comply with subsections (I)(1) through (5) of this section, which are intended to guide mixed-use development; conserve the community's supply of commercial land for commercial uses; provide for designs which are compatible with a storefront character; avoid or minimize impacts associated with traffic and parking; and ensure proper management and maintenance of common areas. Residential uses that existed prior to the effective date of the ordinance codified in this chapter are considered permitted uses and not a nonconforming use.

Figure 3.6.200.I

Residential Development in Commercial Districts



Note: the example shown above is meant to illustrate required building design elements, and should not be interpreted as a required design style.

1. Mixed-Use Development. Residential uses shall be permitted in Commercial Districts only when part of a mixed-use development (residential with commercial or public/institutional use). Both "vertical" mixed-use (housing above the ground floor), and "horizontal" mixed-use (housing on the ground floor) developments are allowed, subject to the following standards in subsections (I)(2) through (5) of this section.
2. Limitation on Street-Level Housing.

a. Central Business District. Ground-floor residential uses on street frontages are prohibited except ground-floor entrances or breezeways are permitted for housing located above or behind a nonresidential storefront use.

b. Other Commercial Districts. On arterial and collector street frontages in other Commercial Zoning Districts, ground-floor residential uses shall be limited to 25% of the street frontage on each block, except ground-floor entrances or breezeways for housing located above or behind a nonresidential storefront use.

Sets a limit on residential uses on key street frontages in commercial zones in order to preserve the most visible and desirable commercial locations for primarily commercial uses. (Does not apply in Mixed Use Districts.)

3. Density. There is no minimum or maximum residential density standard for “vertical” mixed use in a Commercial Zone. Maximum residential density shall be controlled by the applicable lot coverage and building height standards. For “horizontal” mixed use, the minimum residential density in a Commercial Zone shall be 12 units per acre for the portion of the site dedicated to housing on the ground floor, excluding land used for right-of-way.

Sets a minimum density for ground-floor housing to ensure land is used efficiently in commercial zones. (Does not apply in Mixed Use Districts – density regulated differently for those zones because stand-alone residential is also allowed.)

5. The commercial uses shall occupy at least 20 percent of the total floor area of the development, or the floor area equivalent to the entire ground-floor area of the development, whichever is greater. The commercial uses shall be constructed prior to or concurrently with the residential uses.

Chapter 4.5
MASTER PLANNING AND DEVELOPMENT ALTERNATIVES

4.5.300 Master Planned Developments.

CDD is in the process of revising this section of code. The amendments shown below to subsection (A) are a working draft for UGB-project recommendations. They attempt to address the desire for a “two-track” system for large residential developments and also extend applicability to large sites in UGB expansion areas. Further revisions and refinements will likely be needed to streamline this section and refine applicability for non-residential developments that are not UGB expansion areas. For example, these requirements could pose an obstacle to siting a large-lot industrial use because of the time and discretionary process required.

A. Applicability.

1. The A Master Planned Development designation in conformance with this section may be applied over approved in any of the City’s land use districts for any property or combination of properties three acres or greater in size.

2. For projects consisting of one or more properties under common ownership totaling 20 acres or larger at the date of adoption of this code, a Master Neighborhood-Planned Development Plan shall be is required in conformance with BDC 4.5.400, Master Planned Neighborhood Development. this section when any of the following are true:

a. The properties are entirely within one or more residential zoning districts or General Plan designations and the applicant is seeking changes to one or more of the development standards contained in this code.

b. The properties include land within one or more Commercial, Mixed Use, Industrial, or Public Facilities zoning districts or General Plan designations.

c. The properties are inside the UGB but not yet annexed into the City of Bend and are identified for master planning in the Bend Area General Plan.

B. Review and Approval Process.

1. Review Steps. There are three required steps for Master Planned Development approval:

a. Step 1 – the approval of a concept development plan. The concept development plan shall include an area plan that depicts the development site concept including the surrounding area within 500 feet, and a facilities plan for sewer, water and transportation, and park facilities;

b. Step 2 – the approval of a tentative development plan. A tentative development plan shall identify the final proposed location of all lots, tracts, parcels, open space, rights-of-way, building envelopes, zoning designations and other features; and

c. Step 3 – the approval of preliminary subdivision plat(s) and/or site development review application(s).

2. Approval Process. A Master Planned Development seeks to change one or more of the development standards contained in this code, the configuration of underlying zoning and/or Bend Area General Plan designations. Therefore, a Master Planned Development concept plan application shall be reviewed using the Type III procedure in accordance with BDC Chapter 4.1, Development Review and Procedures. Modifications to the location and arrangement of zoning and/or General Plan designations on the Master Planned Development site or sites that retain the same total acreage of each zone and General Plan designation in order to achieve the planning objectives described in the General Submission Requirements may be processed through a Master Planned Development

concept plan application. All other changes to plan designations and/or zones require a plan amendment and/or zone change in conformance with BDC Chapter 4.6, which may be processed prior to, or concurrently with, the Master Planned Development.

The amendments proposed to subsection (B)(2) above are intended to clarify that the Master Planned Development does not exempt a project that is seeking to deviate from the adopted zoning or plan designations from compliance with the plan amendment / zone change standards and approval criteria, which include consistency with the Statewide Planning Goals and General Plan policies, and demonstration of adequate facilities and services. Ideally, the master plan would provide a somewhat streamlined path for developments that are seeking only to modify the way designations are arranged on the property but not the designations themselves or the amount of each applied to the property. Accomplishing this may take more work and refinements.

The tentative development plan may be reviewed using the Type II procedure in accordance with BDC Chapter 4.1, Development Review and Procedures, and shall ensure substantial compliance with the approved/proposed MPD concept development plan.

In order to expedite the process, the review steps, notification and hearings may be combined. The applicant shall submit an application in conformance with the following provisions:

- a. The Master Planned Development shall include, but not be limited to, the informational requirements of BDC 4.3.200, General Requirements, as well as the following elements:
 - i. Existing and planned major street network plans, including proposed arterial, collector and local street alignments within the master planned area and where the streets will connect with the existing street system.
 - ii. Existing and planned water and sewer facilities to serve the master planned area, including line sizes, general location or routes and how the lines will tie into adjacent areas and facilities.
 - iii. Existing and planned pedestrian, trail, and bicycle corridors within the master planned area and where these facilities will connect with existing facilities.
 - iv. Public and/or private parks, open space or common areas.
 - v. Planned densities and types of uses within the affected area.
 - vi. A written narrative that explains or describes:
 - (A) How the proposed water, sewer and street system will be adequate to serve the size and type of development and uses planned for ~~this~~the area;
 - (B) How the location and sizing of water and sewer facilities on site will be consistent with the existing and planned facilities;
 - (C) How adequate water flow volumes will be provided to meet fire flow and domestic demands; and
 - (D) The function and location of any private utility system.
 - vii. Draft Development Code text in a format prescribed by the City, which provides special development standards intended to implement the proposed MPD.
- b. No application for a Master Planned Development shall be approved unless the applicant can explain in a written narrative how the following requirements are met:

The requirements below are effectively approval criteria, and could be moved to that section for the sake of clarity as part of CDD's amendments to this section.

- i. The MPD contributes to orderly development and land use patterns in the area, will be compatible with adjacent developments and will not adversely affect the character of the area.
- ii. The MPD will not create excessive demand on public facilities and services required to serve the development.
- iii. The MPD contributes to the orderly development of the Bend area transportation network of roads, bikeways, and pedestrian facilities as required by the Transportation Systems Plan, and does not conflict with existing public access easements within or adjacent to the development.
- iv. The MPD provides for the preservation of natural features and resources such as streams, lakes, natural vegetation, designated areas of special interest, and other natural resources to the maximum degree practicable. Preservation shall be considered impracticable when it would prevent development of public streets, public utilities, needed housing or land uses permitted by the applicable land use district. The term **prevent** in this standard means that the development cannot be designed to avoid the significant tree(s). An inability to achieve maximum permitted density by complying with this subsection shall not in itself be considered to prevent development.
- v. The MPD conforms to the Bend Area General Plan Map, the amendments to the General Plan Map retain the same total area of all general plan designations on the subject site, or amendments to the General Plan Map, text or policies shall be proposed and approved as part of the Master Planned Development plan in conformance with BDC Chapter 4.6.

C. Applicability of BDC Title 3, Design Standards. The development standards of BDC Title 3 apply to all Master Planned Developments, unless otherwise specified as part of a MPD concept proposal.

1. Concept Development Plan Submission.

- a. General Submission Requirements. The applicant shall submit an application containing all of the general information required for a Type II or III procedure, as governed by BDC Chapter 4.1, Development Review and Procedures. In addition, the applicant shall submit the following information:
 - i. A statement of planning objectives to be achieved by the Master Planned Development through the particular approach proposed by the applicant. This statement should include a description of the character of the proposed development and the rationale behind the assumptions and choices made by the applicant.
 - ii. A concept schedule indicating the approximate dates when construction of the Master Planned Development and its various phases are expected to be initiated and completed.
 - iii. Narrative report or letter documenting compliance with the applicable approval criteria contained in this code.
 - iv. Special studies or reports prepared by qualified professionals may be required by this code, the City Planning Director, Planning Commission or City Council to determine potential traffic, geologic, noise, environmental, natural resource and other impacts, and required mitigation.
- b. Additional Information. In addition to the general information described above, the concept development plan application shall include the following exhibits and information:

- i. Site analysis map, as defined in BDC 4.2.300, Design Review;
- ii. Conceptual site plan (e.g., general land use, building envelopes, circulation, open space, utility connections, and other information necessary to convey the concept plan);
- iii. Grading concept plan (for hillside or sloping properties, or where extensive grading is anticipated);
- iv. Landscape concept plan and tree preservation plan in accordance with BDC Chapter 3.2;
- v. Architectural concept plan (e.g., information sufficient to describe architectural styles, building heights, and general materials);
- vi. Sign concept plan (e.g., locations, general size, style and materials of signs);
- vii. Copies of all existing covenants and restrictions, and general description of proposed restrictions or covenants (e.g., for common areas, access, parking, etc.);
- viii. Facilities plan showing how the planned development will be served by streets, sewer and water.
- ix. General Plan Map compliance analysis which explains how plan designation acreages in the General Plan Map which exist on the subject site or sites prior to the Master Plan Development with their minimum and maximum residential density ranges are implemented through the Concept Development Plan, unless a plan amendment and zone change is being processed concurrently with the Concept Development Plan.

2. Concept Development Plan Approval Criteria. The applicant shall submit a narrative and plans detailing how the following criteria are satisfied. The City shall make findings demonstrating that all of the following criteria are satisfied when approving, or approving with conditions, the concept plan. The City shall make findings demonstrating that one or all of the criteria are not satisfied when denying an application:

- a. Bend Area General Plan. All relevant provisions of the Bend Area General Plan and General Plan Map designations are met except as proposed to be modified by the applicant in conformance with the submittal requirements and criteria of subsection (B)(2) of this section.
- b. Land Division Chapter. All of the requirements for land divisions, as applicable, shall be in conformance with BDC Chapter 4.3, Subdivisions, Partitions, Replats and Property Line Adjustments; except as proposed to be modified by the applicant in conformance with subsection (B)(2) of this section.
- c. Applicability of BDC Chapters 2.0 and 3.0. All of the land use and design standards contained in BDC Chapters 2.0, Land Use District Administration, and 3.0, Development Standards Administration, are met, except as proposed to be modified by the applicant in conformance with subsection (C)(1) of this section.

Note: the open space standards below in (d) and (e) are somewhat vague and confusing, and may be amended as part of CDD's update to this section.

- d. Requirements for Open Space. Public and private open space within a development is highly encouraged as a public benefit. Open space in addition to that required under other sections of this code, consistent with the purpose of this chapter, shall be designated within a Master Planned Development when:
 - i. The Master Planned Development area is 40 acres or greater; or

- ii. The applicant is seeking exceptions to Bend Area General Plan, zoning designations or the standard Development Code provisions and/or density.
- e. Standards for Open Space Designation. The following standards shall apply:
 - i. The open space area shall be shown on the concept development plan and recorded with the final plat or separate instrument; and
 - ii. The open space shall be conveyed in accordance with one of the following methods:
 - (A) By dedication to the Park District or City as publicly owned and maintained open space. Open space proposed for dedication to the Park District or City must be acceptable with regard to the size, shape, location, improvement, environmental condition, and budgetary and maintenance abilities;
 - (B) By leasing or conveying title (including beneficial ownership) to a corporation, owners association or other legal entity. The terms of such lease or other instrument of conveyance must include provisions (e.g., maintenance, property tax payment, etc.) suitable to the City.
- f. Standards for Approval. In granting approval for a Master Planned Development concept development plan the applicant must demonstrate that the proposal is consistent with the criteria for land division approval in BDC 4.3.300, Tentative Plan.
- g. Applicability of Master Planned Neighborhood Standards. For Master Planned Developments that include residential zoning districts or General Plan designations and those that include mixed use zoning districts or General Plan designations where residential uses are proposed, the standards of BDC 4.5.400 are met.

New text above attempts to clarify the relationship between section 300 and section 400 and make clear that the standards in section 400 must be met for residential master plans. Ultimately, it may be preferable to explore opportunities to consolidate and streamline these sections rather than having multiple sections devoted to master planning in different situations.

- gh. Additional Approval Criteria for Master Planned Development Applications. A recommendation or a decision to approve, approve with conditions or to deny an application for a MPD application shall be based on the criteria listed in BDC 4.6.300(B), Criteria for Quasi-Judicial Amendments.
- D. Administrative Procedures.

1. Land Use District Map Designation. After a Master Planned Development concept development plan and tentative development plan have been approved, the approved Master Planned Development designation for the subject development site shall be shown on a map maintained by the City that illustrates the location of approved Master Planned Developments and the approved MPD overlay text will be added to BDC Chapter 2.7 as a new planned district.

As a condition of approval, the applicant shall record a deed restriction on the subject properties and all future lots and parcels created, noting inclusion in the approved Master Planned Development area.

2. Time Limit for Filing a Tentative Development Plan. Within three years after the date of approval of the concept plan, the applicant or his or her successor shall prepare and file with the City a tentative development plan, in conformance with the requirements of this chapter. If the tentative development plan is not submitted within three years, the Master Planned Development concept plan shall expire.

3. Extension. The City shall, upon written request by the applicant and payment of the required fee, grant a written extension of the approval period not to exceed one year; provided, that all of the following are satisfied:

- a. No changes have been made on the original conceptual development plan as approved;
- b. There have been no changes to the applicable Bend Area General Plan policies and ordinance provisions on which the approval was based.

4. Tentative Development Plan Submission Requirements. The applicant shall submit an application for a tentative development plan. The contents of the application information shall be determined by the conditions of approval for the concept development plan. At a minimum, the tentative development plan shall identify the final proposed location of all lots, tracts, parcels, open space, rights-of-way, building envelopes and other features, prior to approval of a development permit (e.g., Land Division, Development Review, Site Development Review, etc.). The tentative development plan shall be reviewed using a Type II procedure in conformance with BDC Chapter 4.1, Development Review and Procedures.

5. Tentative Development Plan Approval. The City shall approve the tentative development plan upon finding that the final plan conforms to the concept plan and all required conditions of approval. Minor changes to the approved concept development plan may be approved with the tentative development plan, if consistent with all of the site development review standards set forth in this code and the following criteria:

- a. Increase or decrease of residential densities or lot coverage relative to that approved in the Concept Development Plan by no more than 15 percent, when such change conforms to the Bend Area General Plan and its density ranges and the minimum density standards of BDC 4.5.400(C);
- b. A reduction to the amount of open space or landscaping relative to that approved in the Concept Development Plan by no more than 10 percent, when such change conforms to the standards of this section and BDC 4.5.400(C);
- c. An increase in lot coverage by buildings or changes in the amount of parking relative to that approved in the Concept Development Plan by no more than 15 percent. Greater changes require approval of a modification in conformance with BDC Chapter 4.1, Development Review and Procedures;
- d. No change in land use shall be permitted without approving a modification to an approved concept development plan in conformance with BDC Chapter 4.1, Development Review and Procedures;
- e. No change that places development within environmentally sensitive areas including ASIs or areas subject to a potential hazard shall be approved without approving a modification to an approved concept development plan in conformance with BDC Chapter 4.1, Development Review and Procedures;
- f. The location of buildings, proposed streets, parking lot configuration, utility easements, landscaping or other site improvements shall be as proposed on the concept development plan, or as modified through conditions of approval. Changes in the location or alignment of these features by more than 50 feet shall require approval of a modification, in conformance with BDC Chapter 4.1, Development Review and Procedures; and
- g. Other changes made to the approved concept development plan shall require approval of a modification, in conformance with BDC Chapter 4.1, Development Review and Procedures.

6. Development Review and Building Permit Approvals. Upon receiving tentative development plan approval, the applicant may apply for one or more development reviews (e.g., Land Division,

Development Review, Site Development Review, etc.). Building permits shall not be issued until all required development permits have been issued and appeal periods have ended.

- a. Development Review. BDC Chapter 4.2, Site Plan Review and Design Review, applies to developments requiring Site Development Review or Architectural Design Review. BDC Chapter 4.3, Subdivisions, Partitions, Replats and Property Line Adjustments, applies to land divisions (partitions and subdivisions). [Ord. NS-2229, 2014; Ord. NS-2016, 2006]

4.5.400 Master Planned Neighborhoods Development. (Trying to improve clarity so it sounds less like Master Planned Development)

The purpose of this section is to ensure the development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. The intent is to minimize traffic congestion, urban and suburban sprawl, infrastructure costs, and environmental degradation, particularly as new development takes place on large parcels of land.

A. Applicability. This section applies to all properties comprised of one or more lots, parcels, and/or tracts under common ownership that total 20 acres or larger in any residential zoning district or General Plan designation or any mixed use zoning district or General Plan designation when residential uses are proposed which totals 40 acres or larger at the date of this code adoption.

B. Master Plan Required.

These amendments attempt to create a “two-track” system that allows certain projects to avoid the Type III discretionary review process if they are not seeking flexibility from the standards of this section or other parts of the code.

1. Type II Master Planned Neighborhoods. Projects that comply with the Bend Area General Plan designation(s) and zoning and applicable code standards are subject to the required design elements in Section (C), but are not subject to the Master Planned Developments procedures or standards in BDC 4.5.300.

2. Type III Master Planned Neighborhoods. ~~Prior to land division approval, a master plan shall be prepared for~~ For all properties, lots, parcels and/or sites meeting the criteria in subsection (A) of this section where the project seeks to change one or more of the development standards contained in this code or the location and arrangement of zoning and/or General Plan designations on the Master Planned Development site or sites, a master plan shall be prepared prior to development approval. Master plans shall follow the procedures in BDC 4.5.300, Master Planned Developments. A master plan ~~may is not be~~ required if a Special Planned District has been adopted for the subject area. Type III Master Planned Neighborhoods shall also be subject to the standards of this section.

C. Land Use and Design Standards. Master Planned Neighborhoods ~~Developments shall be evaluated based on the criteria in BDC 4.5.300, Master Planned Developments,~~ and shall include the following design elements:

1. All lots have access to active or passive recreational areas or uses by walking or bicycling a distance not greater than one-fourth mile as measured ~~s~~ along an existing or proposed trail or sidewalk route. Such areas or uses may include natural open space and developed and maintained park land located within adjacent neighborhoods. Trails or trail corridors are not to be considered as a recreational use/open space for the purpose of meeting this requirement.

2. All lots have ~~easy~~ access to neighborhood commercial services by walking or bicycling a distance not greater than one-fourth mile as measured along an existing or proposed sidewalk or pedestrian route. Such neighborhood commercial uses may be provided outside the boundaries of the proposed master planned neighborhood within adjacent neighborhoods or Commercial Districts.

Previous recommendations related to minimum density for master plan neighborhoods focused on a single standard for minimum density for master plan sites. On further reflection, the team

recommends tailoring the minimum density and the housing mix standards to the zone – a one size fits all approach will be challenging when the RS zone can easily hit the upper end of the density range but that's not true for RH. See specific recommendations below.

3. The neighborhood shall ~~consist of~~ provide a diverse mix of housing types to ~~achieve and achieve~~ efficient minimum housing densities regardless of the total number of ~~actual~~ acres developed with housing. Minimum densities are calculated based on the total acres in each residential plan designation, excluding sensitive lands. For mixed use plan designations, minimum densities shall be calculated based on the total acres with ground-floor residential uses. For purposes of meeting the housing mix standards below, all listed housing types in Table 2.1.200 shall be considered alternative housing types except for Single-family detached housing and Single-family courtyard housing. Cottage Housing Development in compliance with BDC 4.5.600 shall be considered an alternative housing type. Minimum standards by zone are as follows:

a. RS General Plan Designation or Zone: at least 60-80 percent of the maximum gross density of the RS General Plan designation/zone, with single-family detached housing comprising no more than 80% of the total housing units and alternative housing types comprising at least 20% of total housing units. designated within the underlying zone regardless of the total number of actual acres developed with housing. Density shall be calculated by multiplying the maximum density allowed in the underlying zones by the gross area of the property. (Example: RS Zone has a maximum density of 7.3 units per acre x 40 gross acres = 292 dwelling units.) In addition, the area developed with housing shall not exceed 110 percent of the allowable density for the developed acreage. In the example above, if only 36 acres of the 40 acres were developed in housing, the total housing allowed on the 36 acres would be 289 dwelling units instead of the entire 292 units.

b. RM General Plan Designation or Zone: at least 60 percent of the maximum gross density of the RM Plan designation/ zone, with single-family detached housing comprising no more than 33% of the total housing units and alternative housing types comprising at least 67% of total housing units. This standard supersedes the housing mix standard for the RM zone in BDC 2.1.1000(C).

c. RH and MU-U General Plan Designations or Zones: the minimum density of the RH General Plan designation/ zone applies. If flexibility is sought through the Master Planned Development process to allow single-family detached housing in the RH zone, in no case shall such housing comprise more than 10% of total housing units.

d. ME and MU-N General Plan Designations or Zones: at least 60 percent of the maximum gross density of the RM Plan designation/ zone. There is no standard for housing mix, provided that the permitted housing types for the Master Plan Development are consistent with the base zone or plan designation. If flexibility is sought through the Master Planned Development process to allow single-family detached housing, in no case shall such housing comprise more than 10% of total housing units.

e. MU-U General Plan Designations or Zones: the minimum density of the RH General Plan designation/ zone applies. If flexibility is sought through the Master Planned Development process to allow single-family detached housing in the MU-U zone, in no case shall such housing comprise more than 10% of total housing units.

The Mixed Use zone standards above tie to the proposed minimum and maximum density for residential uses in those zones in Table 2.3.300, but since new SFD housing is proposed to be prohibited in the three mixed use zones listed above, the housing mix is less of an issue.

4. Land needed for public use (e.g., schools, parks, fire stations, and other facilities) shall be designated on the master plan, in accordance with the City of Bend, Bend Metro Parks and Recreation District, Bend La_Pine School District Sites and Facility Plans.

5. The neighborhood shall contain at least 10 percent of the gross area as public space such as parks, pavilions, squares and plazas to encourage public gatherings.

6. The neighborhood shall provide ~~easy access~~ convenient multi-modal connections to regional employment, shopping and service located outside of the proposed neighborhood by providing opportunities for multi-modal transportation (e.g., transit nodes, multi-use pathways and trails). Existing and planned trail systems adjoining the Master Planned Neighborhood shall be continued through the entire Master Planned Development based on the most recent adopted Bend Parks and Recreation District trails master plan.

7. The required neighborhood design elements shall be included in all Neighborhood Development Master Plans unless it can be proven that the abutting and/or adjacent developed lands include the elements necessary to meet the intent of this section. Adequate proof shall include studies, demographics, and other suitable information in order to provide the City with factual data to support findings for approval. The expense for supplying the proof shall be borne solely by the property owner or applicant. The proof shall provide reliable evidence that the adjacent and/or abutting properties contain the elements necessary to create or complement the proposed neighborhood.

D. Implementation. Upon approval of a Neighborhood Development Master Plan, the development shall follow the land division procedures in BDC Chapter 4.3, and the Site Design Review procedures in BDC Chapter 4.2, as applicable. Any modifications to the approved master plan shall be subject to the standards and procedures in BDC Chapter 4.1, Development Review and Procedures. [Ord. NS-2016, 2006]

DRAFT EFFICIENCY MEASURES CODE AMENDMENTS

ATTACHMENT C: DENSITY EXAMPLES



Density Examples: Subdivisions & Residential Buildings

Residential TAC Meeting #12

November 19, 2015

Angelo Planning Group & Fregonese Associates Inc.

Williamsburg Park

(4.0 DU/ac gross)



- Location: Boyd Acres near Morningstar in NE
- Zoning: RS
- Total size: 7.88 acres gross
- Total units: 32
- Lot sizes & housing types: SFD - 5,000 to 12,000 sf lots
- 2.16 acres ROW (27%), no parks
- Gross density: 4.0 units/acre
- Net density: 5.6 units/acre



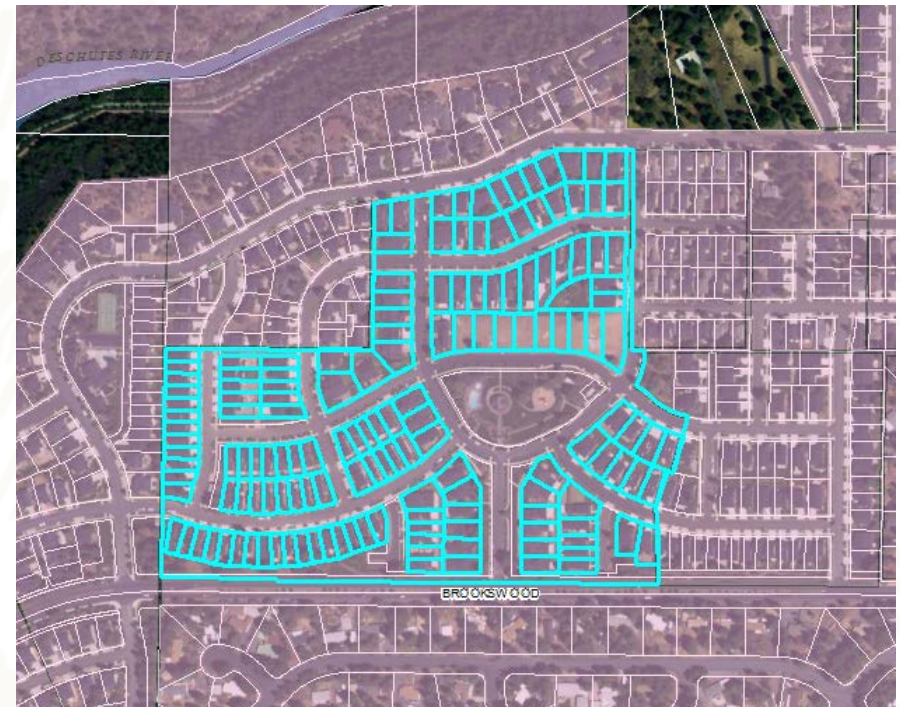
Aspen Rim

(4.6 DU/ac gross)



- Location: South Bend, north of Brookwood
- Zoning: RS
- Total size: 32.2 acres
- Total units: 148 existing + 7 vacant lots = 155 units at buildout
- Lot sizes & housing types: SFD – 3,000 to 10,000 sf lots
- 13.4 acres open space & ROW (42%)
- Gross density*: 4.8 units/acre
- Net density*: 8.2 units/acre

*At buildout



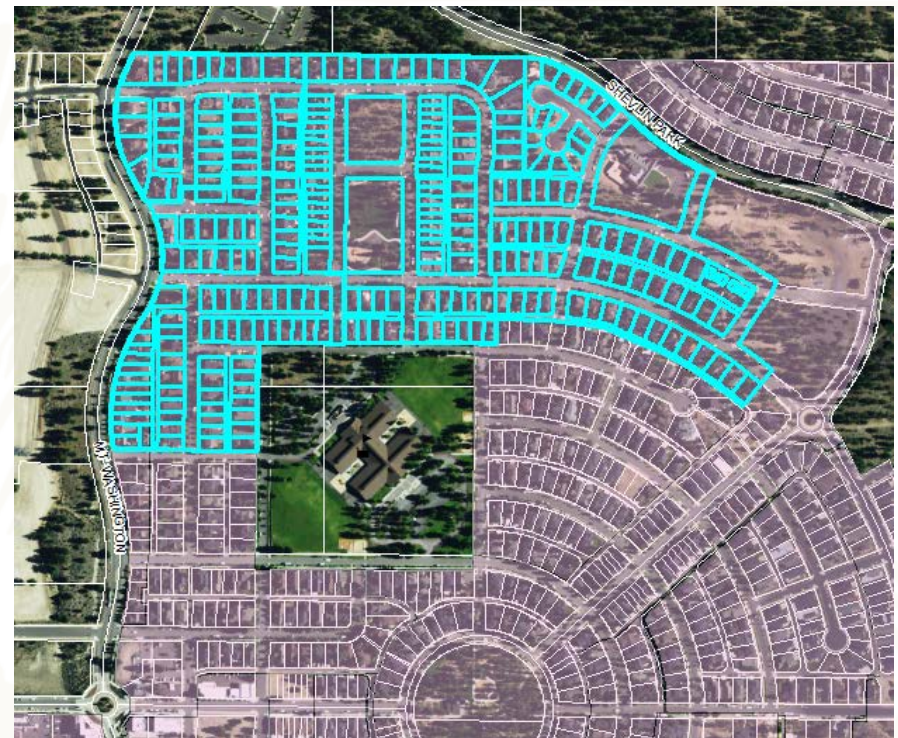
Northwest Crossing, Phases 2-6

(5.0 DU/ac gross)



- Location: NW, in Northwest Crossing
- Zoning: RS
- Total size: 63.6 acres
- Total units: 284 (+24 in process + 9 vacant lots = 317 future units)
- Lot sizes & housing types: SFA, duplex, MF (condo), SFD on 4,500-8,000 sf lots
- 25 acres ROW, park, school, church (39%)
- Gross density*: 5.0 units/acre
- Net density*: 8.2 units/acre

*At buildout

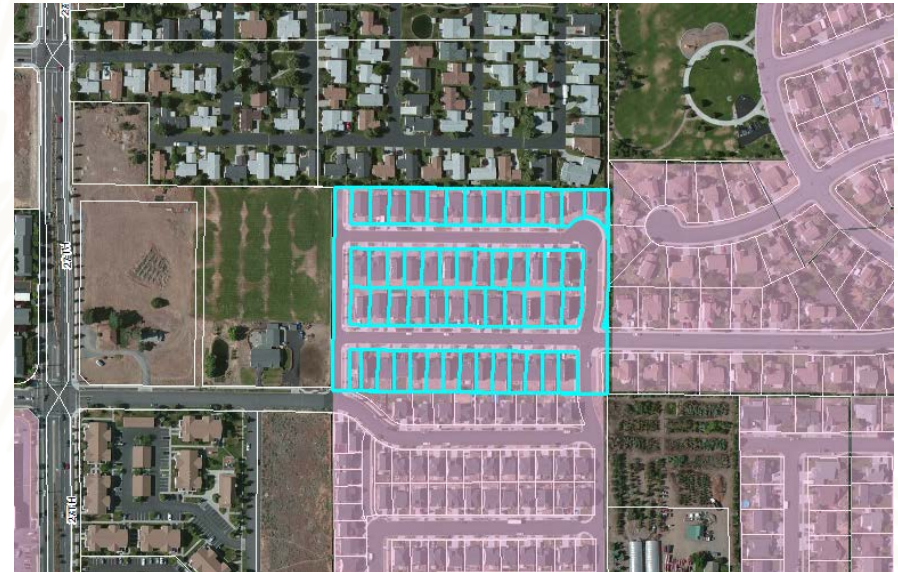


Forum Meadow

(6.8 DU/ac gross)



- Location: NE Bend, NE of US 20 & 27th Street
- Zoning: RS
- Total size: 7.5 acres
- Total units: 51
- Lot sizes & housing types: SFD – 4,000 to 5,000 sf lots
- 2.7 acres ROW & utilities (35%)
- Gross density: 6.8 units/acre
- Net density: 10.6 units/ac



Cloud 9 Estates

(7.1 DU/ac gross)



- Location: North of Powers, west of US 97
- Zoning: RS
- Total size: 2.1 acres
- Total Units: 15
- Lot sizes & housing types: SFD – 4,000-6,000 sf
- 0.5 Acres ROW (22%)
- Gross density: 7.1 units/acre
- Net density: 8.9 units/acre

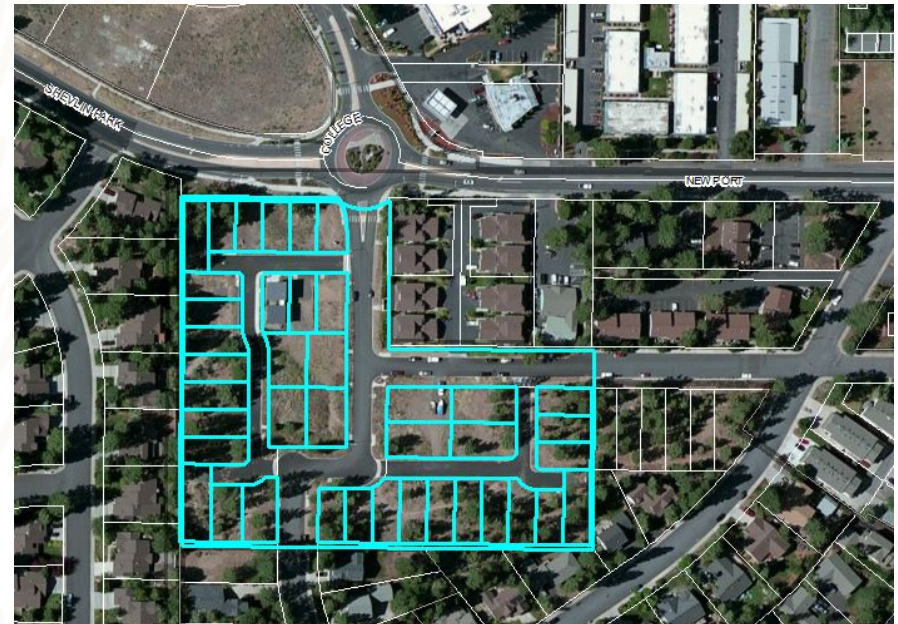


Newport Landing

(7.3 DU/ac gross)



- Location: South of Newport, between 15th and 18th
- Zoning: RM
- Total size: 5.5 acres
- Total units: 40
- Lot sizes & housing types: SFD – 3,000 to 5,000 sf lots
- 1.9 acres open space & ROW (35%)
- Gross density: 7.3 units/acre
- Net density: 11.1 units/acre

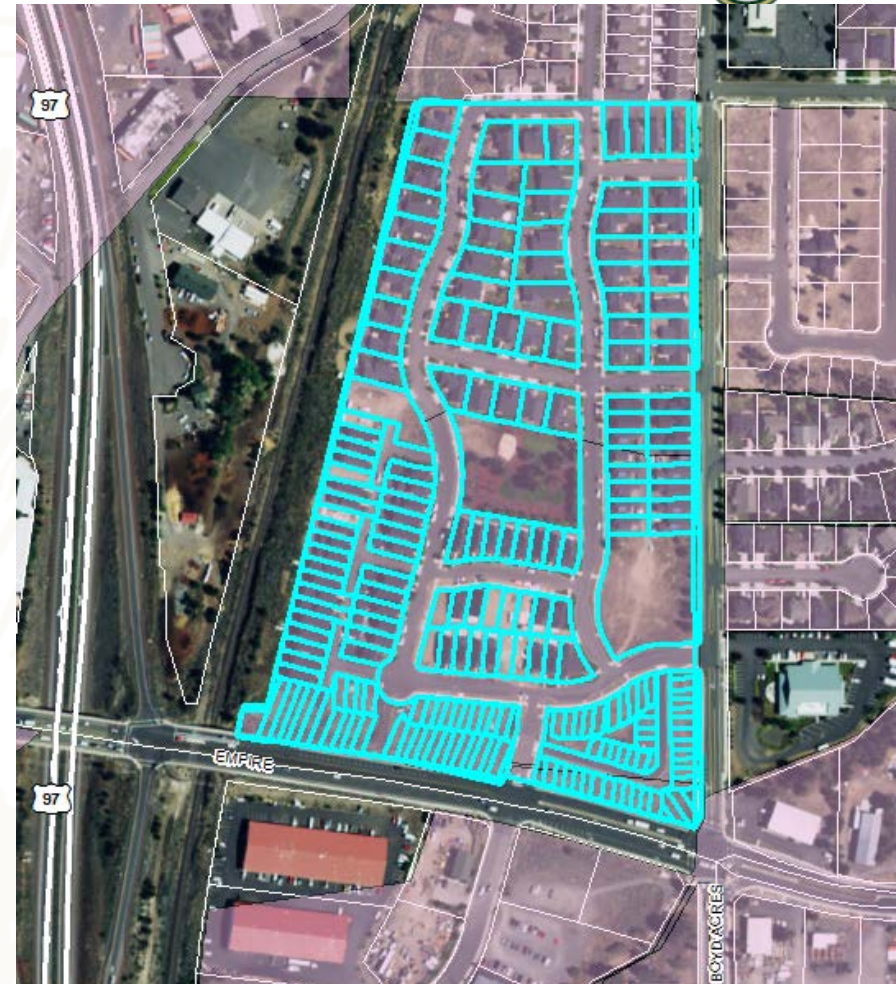


Empire Crossing Phases 1 & 2

(7.7 DU/ac gross)



- Location: near Empire and US 97
- Zoning: RS, RM, RH and CC
- Total size: 26.7 acres
- Total units: 124 + 82 vacant lots = 206 at buildout
- Lot sizes & housing types: SFA, duplex, SFD (3,000-7,000 sf lots)
- 10.3 acres ROW, open space & future commercial (39%)
- Gross density*: 7.7 units/acre
- Net density*: 12.6 units/acre
- “Cottages at Parkway Village” portion in south is 20 DU/acre gross, 27.9 DU/acre net (mostly RH)



Brentwood Subdivision

(7.9 DU/ac gross)



- Location: Brentwood at Brosterhous (east of South 3rd Street)
- Zoning: RM
- Total size: 4.8 acres
- Total Units: 38
- Lot sizes & housing types: SFA, duplex, SFD (3,400-4,200sf lots)
- 1.9 Acres ROW & open space (40%)
- Gross density: 7.9 units/acre
- Net density: 13.3 units/acre



Tuscany Pines Phase I

(8.0 DU/ac gross)



- Location: OB Riley and Empire
- Zoning: RM
- Total size: 5.6 Acres
- Total units at buildout: 45
- Lot sizes & housing types: SFA - 500 to 5600 SF lots
- 2.5 acres ROW & open space (44%)
- Gross density*: 8.0 units/acre
- Net density*: 14.3 units/acre

*At buildout

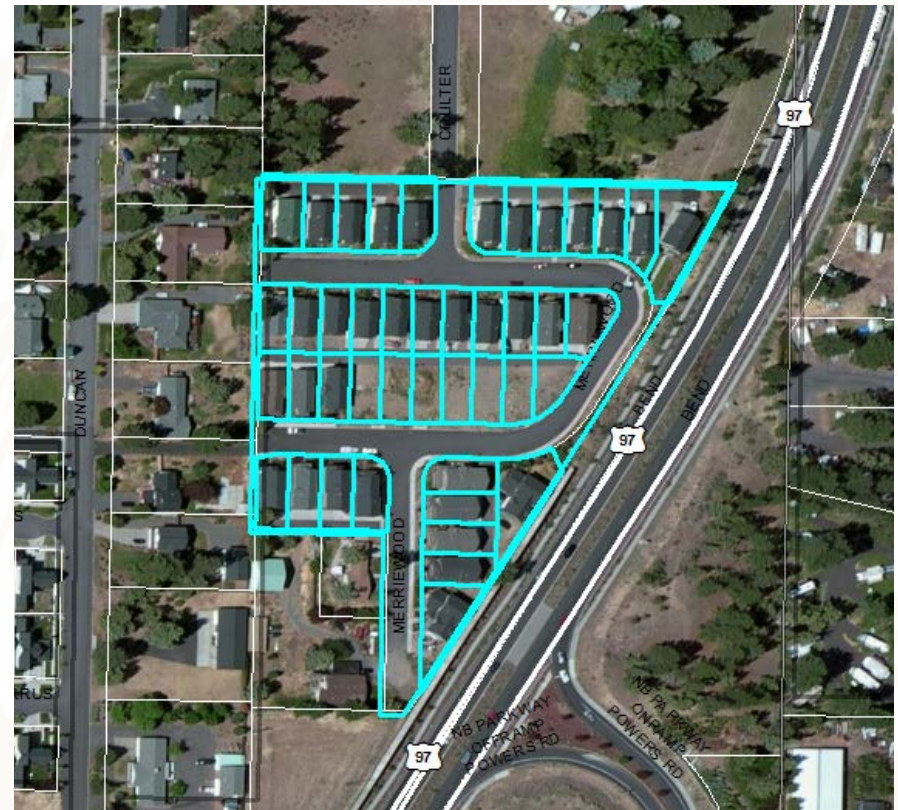


Coulter Subdivision

(8.3 DU/ac gross)



- Location: west of US 97 between Reed Market & Powers
- Zoning: RM
- Total size: 5.2 acres
- Total Units: 38 + 5 vacant lots = 43 units at buildout
- Lot sizes & housing types: SFD – mostly 3,000-5,000sf
- 1.5 Acres ROW & open space (29%)
- Gross density: 8.3 units/acre
- Net density: 11.7 units/acre

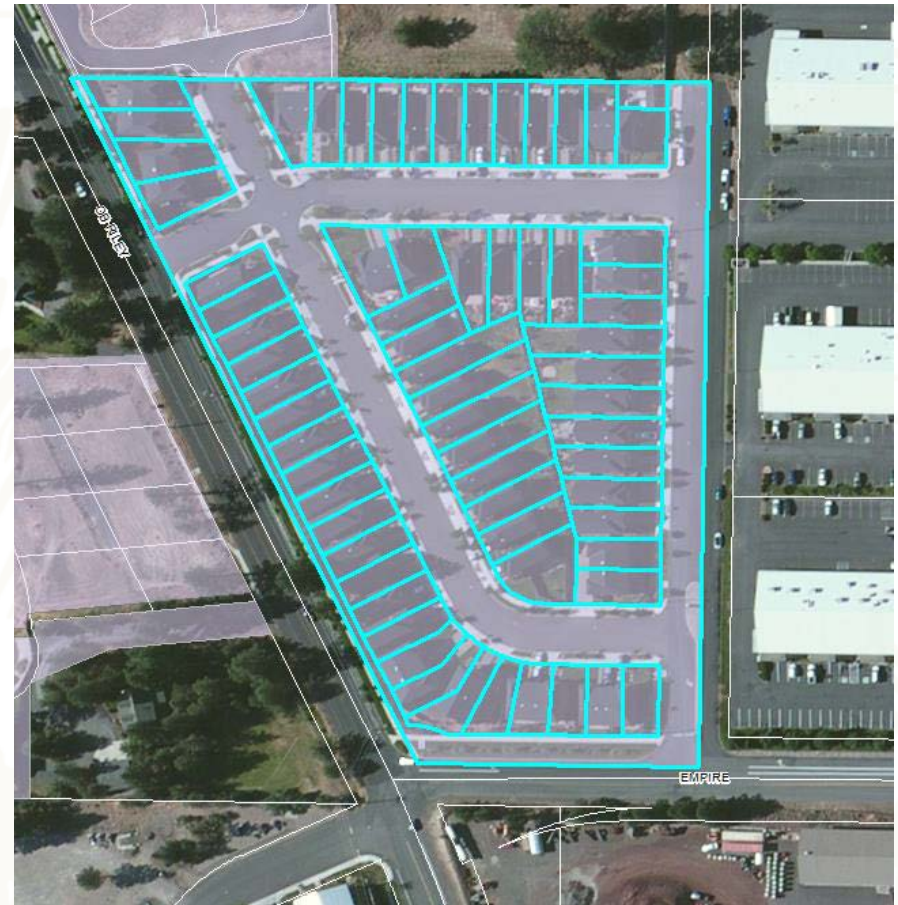


Empire Estate

(9.4 DU/ac gross)



- Location: OB Riley and Empire
- Zoning: RM
- Total size: 7 acres
- Total Units: 66
- Lot sizes & housing types: SFA - 2500 to 4400sf
- 2.6 Acres ROW & open space (37%)
- Gross density: 9.4 units/acre
- Net density: 15.1 units/acre



Cedar Creek Townhomes

(10.0 DU/ac gross)



- Location: Butler Market &
- Zoning: RM
- Total Size: 5.2 acres
- Total units: 52
- Lot sizes & housing types: townhome condominiums
- ~1.6 acres open space (31%)
- Gross density: 10 units/acre
- Net density: 14.4 units/acre



Lava Crest South

(14 DU/acre gross)



- Location: Poe Sholes and Brita, near Hwy 20
- Zoning: RM
- Total size: 0.5 acres
- Total Units at buildout: 7
- Lot sizes & housing types: 2,800 – 3,300sf (SFD?)
- 1000 sf ROW (4.6%)
- Gross density*: 14.0 units/acre
- Net density*: 14.7 units/acre

*At buildout



Large Lot Single Family

10,000 Sq Ft Lots +



Housing Units per Acre (Net)

Height

≤ 4

1-2 stories



Conventional Single Family

5,000 – 8,000 Sq Ft Lots



Urban

Inner

Outer

Housing Units per Acre (Net)

Height

5 - 9

1-2 stories



Small Lot Single Family

3,000 – 5,000 Sq Ft Lots

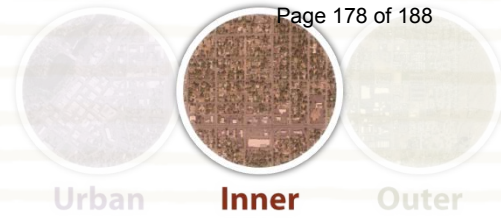


Housing Units per Acre (Net)	Height
9 - 12	1-3 stories



“Skinny Lot” Single Family

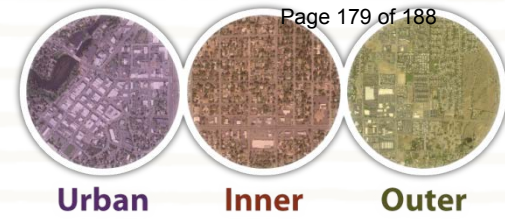
2,000 – 3,000 Sq Ft Lots



Housing Units per Acre (Net)	Height
14 – 18	1-3 stories



Accessory Dwelling Unit (ADU)

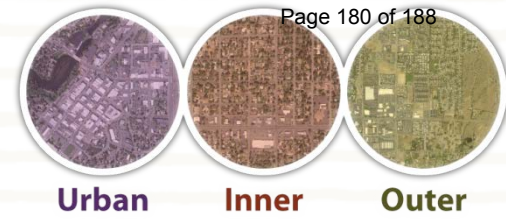


Housing Units per Acre (Net)	Height
Doubles Density (7 -> 14)*	1-3 stories



* Note that ADUs are exempt from maximum density standards

Cottage or Clustered Homes



Urban

Inner

Outer

Housing Units per Acre

8 - 12

Height

1-2 stories



Townhome

Low Density

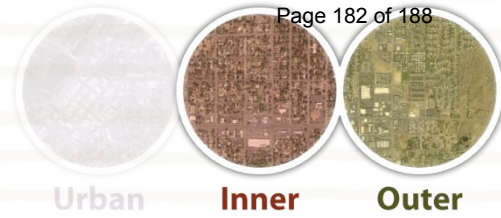


Housing Units per Acre	Height
9 - 18	1-3 stories



Townhome

Medium Density



Housing Units per Acre (Net)

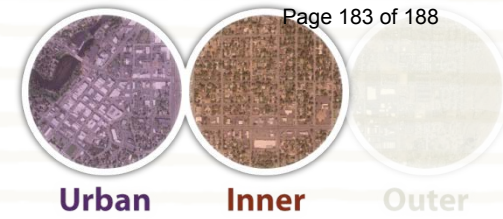
12 - 25

Height

2-3 stories



Live-Work Townhomes



Urban

Inner

Outer

Housing Units per Acre (Net)

15 - 30

Height

2-3 stories



Suburban Apartment Complex



Housing Units per Acre (Net)

Height

15 - 25 units per acre

2 stories



DRAFT ADOPTION APPROACH AND DOCUMENTS MEMO

Memorandum



November 12, 2015

To: Interested Parties
Cc: Bend Growth Management Team
From: Angelo Planning Group Team
Re: Bend UGB Remand – Draft Adoption Approach and Documents

OVERVIEW AND APPROACH

This memorandum describes a list of “adoption documents”, that is, the documents that will be adopted as part of the City’s approval of the Urban Growth Boundary (UGB) package. The term “Comprehensive Plan” is used here as a substitute for “General Plan” because it is the new proposed title for the Bend General Plan. All adopted documents will be supported by legislative findings.

The overall approach is to adopt what is needed to support the new UGB and comply with the Remand and state law. In some cases, there will be choices as to whether to adopt a document or provision now or at a later date. These determinations will be handled on a case-by-case basis.

ADOPTION DOCUMENTS

The working list of adoption products is provided below. It is draft and subject to change.

1. Comprehensive Plan Map. An updated Comprehensive Plan Map will be adopted. The map will amend the current General Plan map for: new land use designations in certain Opportunity Areas (East Downtown, Core Pine, the Century Drive area, and the 15th Street area are currently under consideration, as discussed by the Technical Advisory Committees); the revised UGB line; and, a new Future Urban Area designation for use in the expansion areas prior to annexation and application of specific zoning. For the Future Urban Areas, an additional map and/or text will be adopted that describes the intended land uses and housing/employment types, mix and capacities.

2. Updated Comprehensive Plan Text (with new format). An updated Comprehensive Plan document will be adopted. The 1988 format for the plan has been updated to a new template (reviewed by the Technical Advisory Committees (TACs)). The updated plan will include:

- Updated Housing and Economy chapters. These chapters (reviewed by the TACs) have been updated to reflect the Housing Needs Analysis and Economic Opportunities Analysis that were prepared as part of the UGB process.

- A new Urbanization chapter (working title: Urban Form and Growth Strategies). This chapter will include background text and policies that define Bend's growth management strategies. This chapter will also describe each of the land use designations on the Comprehensive Plan Map, including the proposed new mixed use designations and the Future Urban Area designation, and the implementing zones.
- Other chapters. The working approach for the other Comprehensive Plan chapters is to retain the existing content and reformat them to match the new template. Minor, policy-neutral clean-ups to these chapters to remove outdated language may be incorporated if time permits. Outdated text in these chapters may also be deleted or revised to match the less text-intensive style of the existing General Plan.

3. TSP Amendments. Bend's Transportation System Plan will be amended to:

- Adopt new or updated street connections, projects, standards and policies needed for compliance with Oregon Administrative Rule (OAR) 660 Division 12, the Transportation Planning Rule. Note: updates may also be needed to the policy section of the Transportation chapter of the Comprehensive Plan.
- Reference the Integrated Land Use and Transportation Plan.

4. Supporting documents to Comprehensive Plan. The reports produced as part of the UGB process will be adopted as "supporting documents" of the Comprehensive Plan. A supporting document is part of the factual base for the plan, but is not regulatory. The Employment Lands Studies will be repealed since they are now being replaced by the Economic Opportunities Analysis. The existing Goal 5 inventory will be retained. The supporting documents are:

- Buildable Lands Inventory
- Housing Needs Analysis
- Economic Opportunity Analysis
- Urbanization Report
- Urban Form Report
- Integrated Land Use and Transportation Plan

5. Development Code Text Amendments. The Bend Development Code will be amended to:

- Adopt efficiency measures that are central to the UGB justification and implementation and to achieving the needed housing and employment capacity and mix. Some efficiency measures may be deferred if they require further review and/or are not essential to the planned growth capacity of the UGB.
- Adopt text for new Mixed Use Zones. New mixed use zones are needed in Opportunity Areas such as Core Pine and the Central Westside Plan. Note that additional work on the Mixed Use Zones text will occur as part of the Central Westside Plan, Phase 2. The enabling text for these new zones will be adopted, but the zone map amendments will be directed in the urbanization policy chapter and deferred to post-UGB Acknowledgement, or until a land owner applies for a quasi-judicial rezone to match the new plan designations or initiates a Master Planned Development.

6. Other items as needed for coordination with the County. City/County coordination documents are to be determined. The City and County are working together to identify needed updates. Anticipated amendments will be focused on the new UGB and any required amendments to the County TSP.

City of Bend
Employment Lands Technical Advisory Committee
Meeting Notes
Date: August 25, 2015

The Employment Lands TAC held its regular meeting at 2:30 pm on Tuesday, August 25, 2015 in the Council Chambers of Bend City Hall (710 NW Wall Street). The meeting was called to order at 2:30 pm by Jade Mayer.

Roll Call

- | | |
|--|-------------------------------------|
| <input type="checkbox"/> Peter Christoff | <input type="checkbox"/> Tom Hogue |
| <input type="checkbox"/> Wallace Corwin | <input type="checkbox"/> Jade Mayer |
| <input type="checkbox"/> Ann Marie Colucci | <input type="checkbox"/> Joan Vinci |
| <input type="checkbox"/> Todd Dunkelberg | <input type="checkbox"/> Ron White |
| <input type="checkbox"/> Brian Fratzke | |

Agenda

1. Welcome

After introductions, Jade turned meeting over to Joe Dills with the Angelo Planning Group. He reported the team is in the document creation phase, which include important elements of the Comprehensive Plan. Modelers are working on sewer, water, and transportation planning and modeling, and we're on track with project. Brian Rankin added that the project is in a subtle transition now. Ongoing work is based on decisions made in Phase 1 and being put into final documents. These products include technical studies, new chapters for the plan, and new policies.

Joe then asked for TAC approval of the prior meeting minutes. For this meeting, the minutes before the TAC included those from the July 21, 2015 meeting and those minutes from the February 23, 2015 meeting. Jade moved approval of both sets; Joan provided the 2nd to the motion. The motion passed unanimously.

2. Draft Economy Chapter and Revised Policies

Mary Dorman of APG started the team presentation on this topic. At the TAC's July meeting the consultant team and staff presented the first drafts of the Economy chapter (Chapter 5) of the General Plan and proposed policy changes. A comment period was left open for TAC members to provide additional comments, and some TAC members did provide specific edits.

Mary then began to review the proposed plan chapter and policies, starting at page 22 of 165. The following summarizes her presentation and the TAC discussion on the proposed policy changes.

- Starting at page 22 of 165. Most comments editorial; clarifying language and inconsistencies.
- Top of page 23 – proposed amendments are proposed to 6th bullet related to “create commercial areas”
- Page 26 – “Industrial development” – these changes address large lot industrial designation, including time frame and application of designation. The team proposed striking the policy as

shown on page 26. Special site need – will be brought back to the TAC once we know when we need to address this. The team has a question about leaving a designation on property in perpetuity. The following summarizes the TAC discussion on this topic:

- The period of 10 years comes from SB 766 legislation (passed in 2011). Change in land need will lead to change in new analysis – large lot discussion. If city changes criteria for assigning a large lot designation to justify bringing in land to meet a special need, we need to do a new analysis to see what property might meet that need. Large lot industrial land process is extensive; regional large lot process complete three years ago.
- After five or 10 years we see that lot not used as large lot, what can we do to allow a property owner to develop different land uses. The work would need to be done to justify why a change in zoning and plan designation is warranted; city could do this work and this would include updating the EOA.
- We're proposing to add two sites for large lot industrial development; one in the UGB, one outside the UGB. One potential location is Juniper Ridge. TAC's advice from last meeting was looking at DSL as one of these sites.
- Will we set up some urban reserves? Working on rules to streamline UGB expansions. Intended to allow for employment land with special characteristics.
- Joe circled back to policy on page 26 – striking the 5 years makes sense
- Page 27, Policy No. 3. Current policy relates to Juniper Ridge. This policy was added when JR was included in the UGB. Lot size of ten acres for industrial uses. The following summarizes the TAC discussion on this proposed change:
 - What about using net buildable versus gross acres? Could have been about rock.
 - Why lot size, percentage, net buildable acre? Not hard and fast – based on analysis done when JR brought inside the UGB. Focus was on supply of large lots.
 - John Russell did not remember why 30%. May have come later when negotiated later. UGB amendment from 2005.
 - Joe – question for TAC; should we modify the policy any differently than what's proposed?
 - Vision for Juniper Ridge up for discussion? Currently, 494 acres in Juniper Ridge; 371 acres are in the employment sub area (in ODOT agreement). Less than 150 acres would be available for large lot. The existing 371 acres are platted in the employment sub area. If this is the case – we use some of the employment sub area for meeting this large lot land need. City developed 7 lots are JR. Largest is 6 acres. Les Schwab developed a 12 acre parcels; Pacific Power owns a 10 acre parcel Suterra on an eight acre parcel
 - Policy 3 on page 27 – TAC comfortable with language as written. The team noted a reservation about disjoint between the TAC's work and the Counsel's current thinking.

Mary Dorman reported no other substantial changes are proposed in the employment policies. She noted the team used the new plan format for the Economy Chapter. The following summarizes the TAC's discussion on the proposed policy changes at the conclusion of Mary's presentation:

- Page 15 of 165 – placeholder for new mixed use zone under Mixed Use plan designation. Is the MR the right zone? Why not take the existing MR zone and strike reference to the river? Is the MR zone too specific to the Mill District?

- Joe – this is a potential topic to address in urbanization chapter. The team is still in process of writing this chapter. Plan designations and zones are needed to implement efficiency measures.
- Transportation and traffic; key in business sector. Are we making plans to address this? Transportation plans – are they coming? Joe – yes; we’re doing transportation analysis on the whole UGB. Infrastructure implications – modeling is taking place right now. UGB expansion areas along with opportunity areas and testing capacity right now. Short term supply will provide future opportunity to look at serviceability. People have different perspectives on whether the transportation system has capacity. About 50% of people who work here drive here from out of town. Transportation is a key issue when discussing employment lands.

Joe circled back and mentioned the team is looking at proximity of housing to jobs and at shorter trip links. Regarding the proposed changes in policy at pages 12 through 16 of the meeting packet, he asked if there were any further comments from the TAC. Hearing none, he indicated the team would move forward to complete work on the draft background text and policies and that they are ready to be approved as a working draft.

Motion: Joe asked the TAC to approve the draft plan chapter and policies as working drafts at this point. Wally moved approval of these products as working drafts, with Jade providing a 2nd to the motion. The motion passed unanimously.

3. Draft technical reports.

Joe framed discussion for the TAC. He referred the TAC to the four key documents graphic that highlights the buildable lands inventory (BLI), housing needs analysis (HNA), economic opportunities analysis (EOA), and the Urbanization Report. The BLI, HNA, and EOA come together to inform the Urbanization Report. Brian provided some additional background before Bob Parker’s presentation of the EOA, and summarized the State’s review of the EOA.

Bob Parker of ECONorthwest then gave a presentation on the Draft Economic Opportunities Analysis (EOA). The team started with the 2008 version of the EOA, and referred to the requirements from the State. At a high level, doing an EAO means looking at what industries are going to match your community and the amount of land they take. He mentioned that Becky Hewitt of APG will present BLI. The EOA informs commercial and industrial lands policies, the designation of land uses, and how much land the city will need for identified uses. He reported that less change in employment has occurred since 2008 that might have been apparent. The following summarizes the rest of Bob’s presentation, including the comments and questions from TAC members:

- Integration of the EOA with the Envision Tomorrow tool and urbanization report.
- Grouping of site types.
- Employment forecast
- How many specific sites will be needed under each site type.
- Conclusion – not enough land to accommodate commercial and industrial employment.
- Tom Hogue – commented on site needs of industries themselves. He recommend we treat ownership patterns in Goal 14 analysis – assembly of sites. Raised as a caution. Don’t get stuck on this one later. He referenced page 73 (35 of 99) of 165 of the packet.
 - Bob added that the Newberg decision created a legal requirement; Goal 9 requires analysis of meaningful site requirements.

- He referred the TAC to the analysis of site deficits (page 87 of 165) table 19; what city is looking at larger pieces of land that will become smaller pieces of land.
- Bob added that it's important for the TAC to pay attention to: enough land in right designations, in right locations, with right locations to support employment growth. The team is still working on short term supply analysis; need to align functional plans with your land base
- Ann Marie – how does this relate to looking at lands already in the UGB and redeveloping these sites?
 - Bob replied that this work is based on the Base Case. Employment in redeveloping areas taken off the top. Residual is the part we're looking at for UGB amendment.
 - Tom Hogue - Look inside first before looking outside for land for a thing.

Joe commented that the EOA is an information item for today. Brian drew people's attention to page 107 of 165 – graphic auto travel trips – we're a regional employer and we should address this role within the region. They asked for comments to be sent to Damian by the close of business on September 8, 2015.

Joe then directed the TAC to two new documents for which action will be sought today. These documents include the buildable lands inventory (BLI) and the urbanization report. Becky gave a brief briefing on the two products. She first direct the TAC to the BLI, which was included in Part 1 of this meeting's packet. She referred the TAC to Table 7, page 26 of the BLI; she reported that some developed sites are very large and include vacant acreage on them. The following summarizes the TAC's comments and questions on the BLI for Becky:

- CCRs; what if use on a property does not change – schools and parks should have been removed from Figure 5 page 18. Any errors send on to the team. COCC is still showing up. K through 12 public schools are removed; public parks removed – July 2014

Once there were no further comments or questions on the BLI, Becky gave a brief presentation on the Urbanization Report. This documents brings all the pieces together and reflects that the city can meet half of its employment needs in the current boundary. Joe added that this is just the first three chapters of the urbanization report, and asked for any questions or comments on the materials distributed in the packet.

Hearing no further questions or comments, Joe asked for a motion to approve the BLI and Chapters 1 through 3 of the Urbanization Report as working drafts. Jade moved approval of this motion with Ron providing the 2nd. Wally clarified that these are working drafts. The motion passed unanimously.

4. Next Steps.

Following the review of the technical documents, Ron asked when does the City need to start work on the next 20 year period. Tom added during periodic review. Brian added that the residential policies have a five year timeline to start the next review, and it would be consistent to start the next review process in five years after this process is done and acknowledged.

5. Public Comment

There was no public comment for the Employment TAC.

6. Project News and Adjourn

Joe adjourned the meeting at 4:11 pm.

Damian Syrnyk

From: David Olsen <davido@hhpr.com>
Sent: Sunday, November 15, 2015 1:42 PM
To: Damian Syrnyk
Subject: UGB Expansion Decisions of October 22, 2015

Follow Up Flag: Follow up
Flag Status: Flagged

Victor Chudowsky, Chair
City of Bend UGB Steering Committee
710 NW Wall Street
Bend, Oregon 97703

RE: UGB Expansion Alternatives – October 22, 2015 Public Meeting

Steering Committee Members:

As a local resident and a land development professional, I have been following the UGB discussions over the last ten-plus years with considerable interest. For the record, I don't have a current Client or business interest in the discussion at this time, but I do have a personal bias and a historic perspective and working understanding of development practices as they relate to the Bend area and more specifically to development on the west side of Bend. It is the west side area that has captured my interest the most and it is the west side area which this letter is oriented toward, for both professional and personal reasons. For what it's worth, I live within one-half mile of the Westside Area properties, so the UGB expansion is literally in my backyard.

Over the last decade, I had the good fortune to have worked with several west side land owners and developments such as Three Pines PUD, Three Pines Ridge, Shevlin Ridge, The Pines, Westside Meadows and Anderson Ranch – all projects which are served by the northerly extension of Skyline Ranch Road. Skyline Ranch Road has been identified on the City's TSP for as long as I can remember and it has been the subject of the City's Approval Conditions for each of the identified projects and several more in the area. The construction of over one-half mile of the roadway was a Condition of Approval for Shevlin Ridge, Westside Meadows and the Shevlin Meadows subdivisions, respectively. To the south, the Bend LaPine School District recently completed a \$1m improvement of Skyline Ranch Road to its intersection with NW Crossing Drive, leaving approximately one-half mile of 'un-constructed' roadway between the two roadway segments.

With all the demonstrated energies committed to this TSP-identified roadway over the previous decade, I respectfully question how the UGB Steering Committee could have possibly left the land areas identified as the 'Westside Area', out of the recommended land areas endorsed at the October 22, 2015 meeting. The completion of the missing roadway segment cannot be accomplished without thoughtful decision making and the inclusion of the 'Westside Area' properties. Obviously there are many issues that need to be considered in the decision making process. With all due respect, I believe the following items should be reconsidered by the Steering Committee before a final decision is made regarding the UGB expansion:

- **Follow the Adopted TSP and General Plan:** In terms of location, zoning and transportation planning, both documents support the inclusion of the subject 'Westside Area' properties in the UGB Expansion discussion, and the construction of Skyline Ranch Road as a critical component. Both documents have also been cited in numerous land use decisions over the previous two decades. To ignore these City adopted long-range planning documents at this time, seems not only un-fair to previous development, but mis-guided for the future.

- **Bike / Ped / Vehicle Connectivity:** Westside commutes will be improved considerably by the completion of Skyline Ranch Road. There is a considerable amount of traffic count information for Bend's westside which relates specifically to the NW Crossing residential area and school facility traffic which heavily utilizes Mt Washington Drive. The addition of a second north-south roadway (Skyline Ranch Road) will greatly reduce the number of Mt Washington Drive daily and peak-hour vehicle trips from Awbrey Butte and the Shevlin Road area while also enhancing the north – south connection to Century Drive.
- **Safety and Emergency Services:** With the recent addition of two additional schools adjacent to Summit HS and Miller Elementary on Bend's westside, an additional roadway will provide a much needed alternative emergency route for access - should one be needed. The current concentration of COCC, Summit HS, Miller and High Lakes – all served by only one major roadway in the area (Mt Washington Drive) is not a good example of long range planning or emergency preparation. Weather we like it or not, the risk of wildfire (or other catastrophe), anywhere in town, cannot be taken too lightly.

As a consulting professional and a resident of the area, I urge you to take a second look at all the properties currently being considered for inclusion in the UGB Expansion discussion. Please fact-check the information provided, ask questions and make the best decision you can make for both the near and future expansion of Bend. Thank you for your efforts.

David Olsen, RLA | Development Manager

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