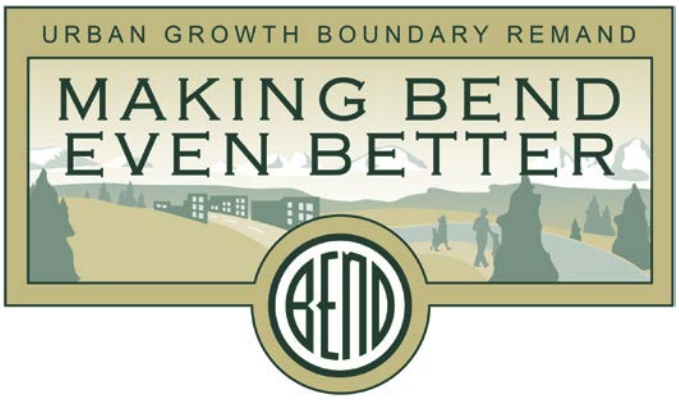


Packet 1

Joint Meeting of the Residential & Employment Technical Advisory Committees

Thursday, March 17, 2016

9:00 AM to 12:00 PM

Municipal Court Hearing Room, Bend Police Station

555 NE 15th Street Bend, Oregon 97701

Memorandum

February 26, 2016

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

Cc: Boundary and Growth Scenarios Technical Advisory Committee

From: Angelo Planning Group Team

Re: March 17th "Packet 1" Materials - Technical Documents for Review

INTRODUCTION

The Residential Lands Technical Advisory Committee (Residential TAC) and Employment Lands Technical Advisory Committee (Employment TAC) are asked to review the following technical documents in advance of the March 17th joint TAC meeting:

- A final draft of the Buildable Lands Inventory (BLI)
- A final draft of the code amendments to support efficiency measures; and
- A more complete draft of the Urbanization Report.

Remaining work includes summarizing the evaluation of the preferred UGB expansion scenario and drafting a final conclusion section for the Urbanization Report. This will be completed prior to hearings.

The project team proposes to rely primarily on submittal of **written comments via email** for these documents, for two key reasons. First, because these are primarily technical documents and build on memoranda and reports that have previously been shared with the TACs. Second, because there are many items of substance planned for the March TAC meetings; we will need to use our meeting time efficiently. However, if TAC members have substantive issues or questions that require committee discussion, the team asks that members let staff know in advance of the TAC meeting so that appropriate agenda time can be allocated.

Email comments should be sent to Damian Syrnyk at dsyrnyk@bendoregon.gov by close of business on **Monday, March 7, 2016**.

OVERVIEW OF DOCUMENTS

Buildable Lands Inventory

The BLI describes the land within the existing Urban Growth Boundary (UGB) that can be developed to accommodate future residential and employment growth. The determination of developable land in the BLI is a key input for the Housing Needs Analysis, the Economic Opportunities Analysis, and the Urbanization Report.

The BLI methodology and results were the subject of several Residential TAC and Employment TAC meetings, and were approved by the USC on March 19, 2015 as part of Phase 1. The BLI report has been updated to reflect recent refinements by the project team on issues such as treatment of Areas of Special Interest and the availability of the Central Oregon Irrigation District property for residential development within the planning horizon.

Efficiency Measures Draft Code Amendments

The draft efficiency measures code amendments are largely the same as when they were provided to the Residential and Employment TACs in November 2015. However, in addition to reflecting TAC feedback on the November draft and a few minor updates from the project team, the current draft reflects refinements by staff from the Community Development Department (CDD). CDD is responsible for administering the Bend Development Code and has reviewed the draft code in detail and identified a number of minor refinements that will improve usability but stay within the overall policy direction and intent expressed by the TACs and the UGB Steering Committee (USC). Changes since the last draft shared with the TACs are highlighted in yellow in the attached draft, and include comments and explanations for the changes. The more important changes are summarized in brief below, with references to the relevant code sections.

Residential Efficiency Measure Refinements

- Reduced the minimum lot size for single family detached housing and duplexes in the RL zone needed to enable development consistent with the increased maximum gross density for that zone (section 2.1.500).
- Eliminated minimum lot size for duplexes, triplexes, and multifamily housing in the RM and RH zones, allowing the gross density standard to control (section 2.1.500).
- Further reduced minimum lot size and depth for single family attached housing (townhomes) in the RH zone, and reduced lot size for this housing type in the RM zone (section 2.1.500).
- Eliminated lot coverage limitations in favor of FAR regulations for the RL, RS, and RM zone on nearly all housing types (section 2.1.400 and 2.1.700).
- Included fire breaks and canals in the list of lands that can be excluded from the minimum density calculation (section 2.1.600).
- Prohibited new mobile home parks in the RH zone, and allowed an exception to the maximum density for mobile home parks in the RS zone (up to 10 units per acre) (sections 2.1.200 and 2.1.600).
- Excluded ADUs from minimum density and housing mix calculations for master plan neighborhoods and RM developments over 3 acres, consistent with how they are treated for the minimum density calculation for the zones (sections 2.1.1000 and 4.5.400).
- Increased the maximum distance within which recreation areas and commercial services must be available for new master planned neighborhoods based on input through the master plan update process led by CDD (section 4.5.400).
- Added master plan minimum density and housing mix standards for the RL zone (section 4.5.400).

Employment and Mixed Use Area Efficiency Measure Refinements

- Removed the distinction between multi-tenant and single-tenant buildings in the size limitation for the CC zone based on feedback from the Employment TAC (section 2.2.400).
- Limited new residential uses in the ME and PO zones to only when part of a mixed use development – permitted outright when a certain amount of commercial/non-residential uses are included, and conditionally if less commercial/non-residential uses are included (section 2.3.300).
- Eliminated the minimum front setback in the ME zone (section 2.3.300).
- Updated the residential density regulations in the mixed use zones to reflect TAC input (section 2.3.300).
- Exempted the new mixed use zones from minimum landscaping requirements (section 2.3.300).
- Allowed counting more on-street parking in the new mixed use zones (section 3.3.300).

General Efficiency Measures

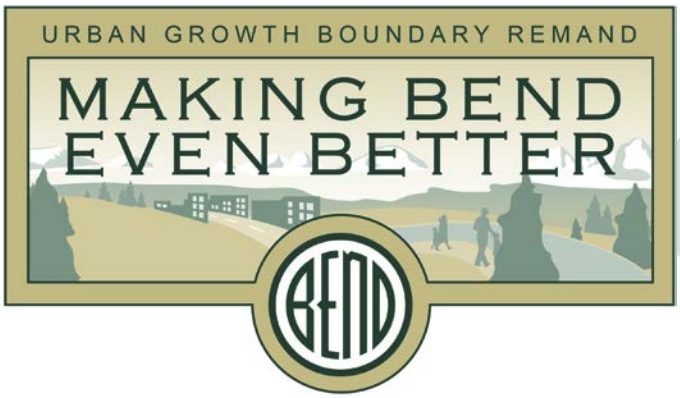
- Changed to rounding down for fractional parking requirements (section 3.3.300).

Urbanization Report

The Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated to the year 2028, both inside the existing Urban Growth Boundary (UGB) and in expansion areas. It is one of four related technical reports that contain the City's analysis related to growth. The other three documents are the Buildable Lands Inventory (BLI), Housing Needs Analysis (HNA), and Economic Opportunities Analysis (EOA). All four documents will be adopted as supporting documents to the Bend Comprehensive Plan, and provide the factual base to support the preferred UGB expansion.

A working draft of Chapters 1-3 of the Urbanization Report were reviewed by the Employment and Residential TACs in August 2015. However, those chapters have since been updated to capture the current recommendations on efficiency measures, the updated capacity estimate for the Urban Growth Boundary (UGB) after efficiency measures, and the process for identifying a proposed UGB expansion to meet residual land needs. The UGB expansion chapter of the Urbanization Report draws on and summarizes documents and reports that have been reviewed by the Boundary TAC, including the Scenarios Evaluation Report and previous memoranda to the TACs and UGB Steering Committee (USC).

Chapter 4 of the Urbanization Report, which addresses efficiency measures, is expected to be of greatest interest to the Residential and Employment TACs; however, it is built on the foundation of the legal framework, methodology, and capacity estimates described in Chapters 1 through 3, and sets the stage for the residual land needs addressed in Chapter 5.



Bend Buildable Lands Inventory

Bend's Land Base and Growth to 2028

Draft Document: February 26, 2016

Draft

ACKNOWLEDGEMENTS

City of Bend

Growth Management Department

Brian Rankin
Karen Swirsky
Wendy Robinson
Damian Syrnyk

Information Technology

Colleen Miller

Consultant Team

Joe Dills, Angelo Planning Group
Mary Dorman, Angelo Planning Group
Becky Hewitt, Angelo Planning Group
Andrew Parish, Angelo Planning Group

Advisory Committees

Residential Lands Technical Advisory Committee

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

Employment Lands Technical Advisory Committee

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

Boundary Technical Advisory Committee

Toby Bayard
Susan Brody
Peter Carlson
Paul Dewey
John Dotson
Ellen Grover
Steve Hultberg
Tom Kemper
Brian Meece
Charlie Miller
Wes Price
Mike Riley
John Russell
Ron Ross
Sharon Smith
Gary Timm
Rod Tomcho
Robin Vora
Dale Van Valkenburg
Ruth Williamson
Rockland Dunn, PC
Scott Edelman, DLCD*
Jim Bryant, Oregon Dept. of Transportation*
Nick Lelack, Deschutes County*

*Denotes Ex-Officio, non-voting members

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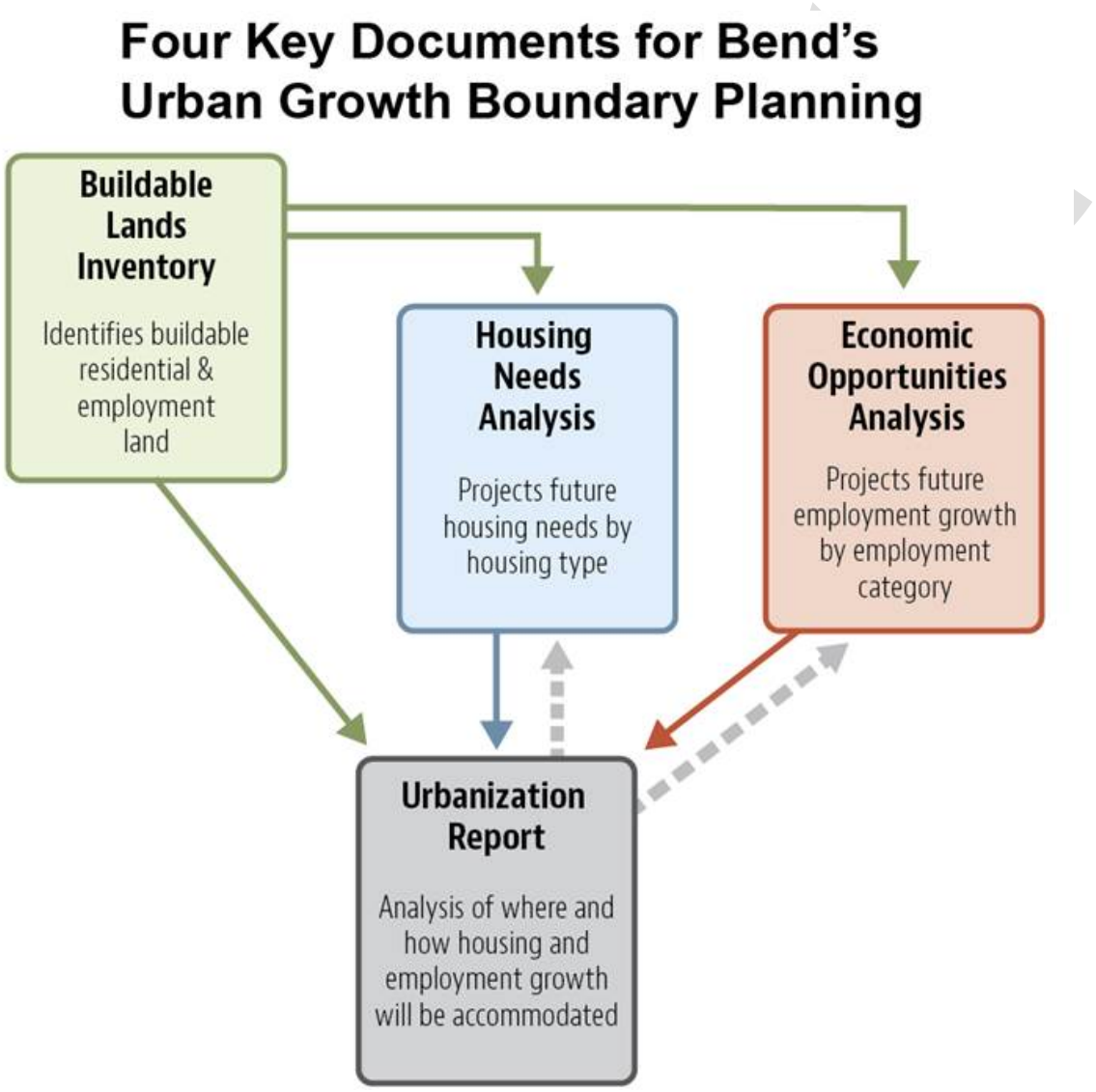
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EXECUTIVE SUMMARY

The Bend Buildable Lands Inventory (BLI) describes the land within the Bend Urban Growth Boundary (UGB) that can be developed to accommodate future residential and employment growth. The determination of developable land in the BLI is a key input for the Housing Needs Analysis, the Economic Opportunities Analysis, and the Urbanization Report, as shown in Figure EX-1.

Figure EX-1. Role of the BLI



There are four steps to the BLI. Each will be discussed in detail in this report:

Step 1 – Calculate Physical Constraints
Step 2 – Define Residential Land
Step 3 – Define Employment Land
Step 4 – Assign Developable Acreage to Each Parcel

Step 1: Calculate Physical Constraints

Land that is physically constrained is not assumed to be "buildable".[1] Land was identified as constrained if it: has 25% or greater slopes; is within the Federal Emergency Management Agency (FEMA) 100-year floodplain; is within a river or upland Area of Special Interest (ASI);[2] or is within the Waterway Overlay Zone (WOZ) and within 100 feet of the Deschutes River, where building setbacks may apply[3]. The total area affected by one or more of the constraints was calculated for each tax lot in Bend. There are roughly 1,420 acres of physically constrained land within the UGB, of which roughly 1,170 are within tax lots.

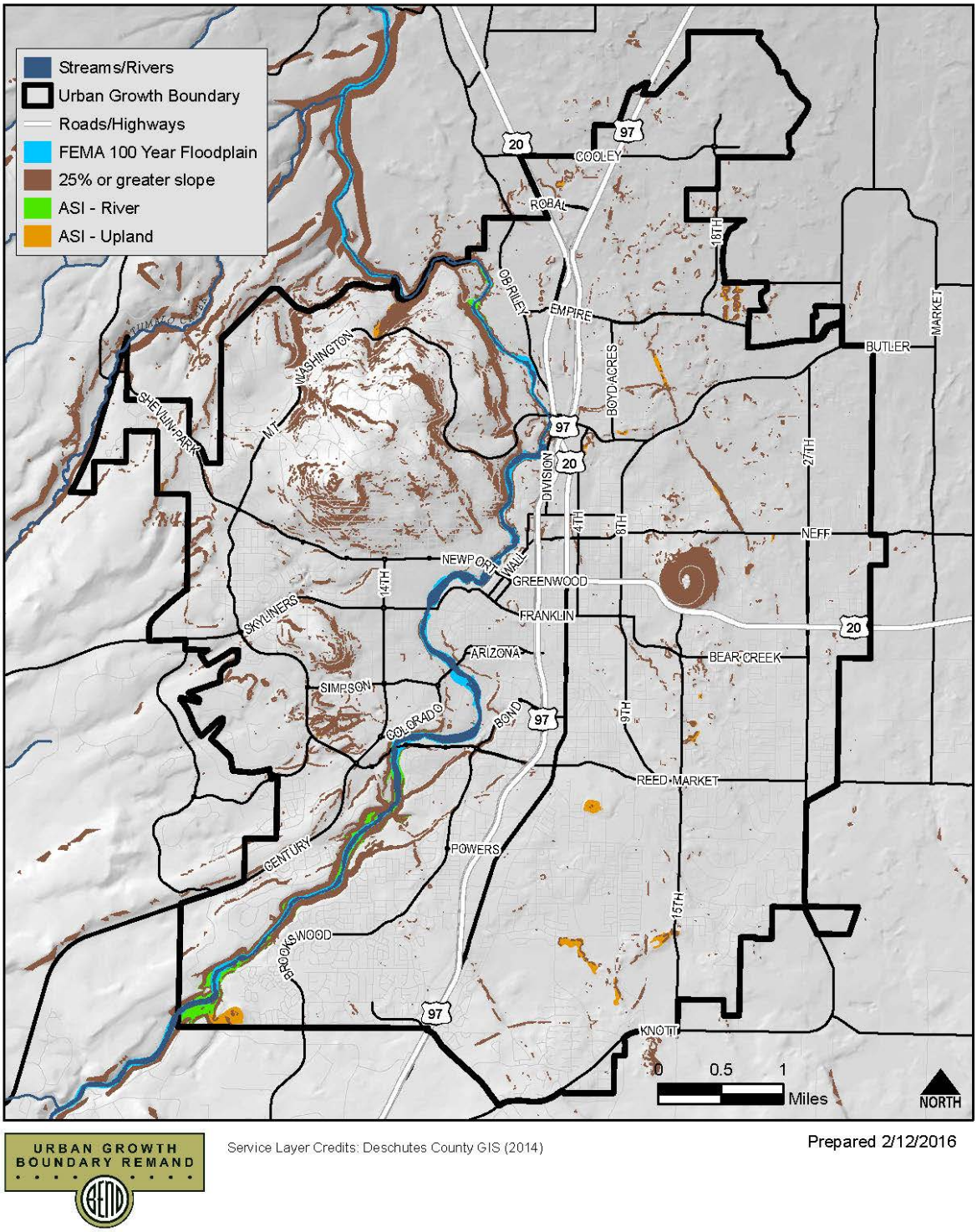
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[1] OAR 660-008-0005 (2) describes land generally not considered "suitable and available" for development, including areas with slopes of 25% or greater and areas within the 100-year floodplain.

[2] Bend's ASI's are not acknowledged Goal 5 resources. However, the city's regulations largely preclude development within these areas. Density transfers are allowed; however, there is no history of developers utilizing this option.

[3] Bend's WOZ combines four different sub-areas: the Deschutes River Corridor Design Review overlay; the Floodplain Combining Zone; Goal 5 Riparian Corridor protection; and River Corridor ASIs. Each sub-area has its own set of standards and setbacks for protection. Setbacks vary from 30 to 100 feet depending on the stretch of river and the sub-zone; some are measured from ordinary high water, while others are measured from the canyon rim. Because the setbacks are not mapped in detail, the generalized assumption was made that development restrictions are likely within 100 feet of the mapped edge of the river throughout its length.

Figure EX-1. Physical Constraints



Steps 2 & 3: Define Residential and Employment Land

The categorization of Residential Land and Employment Land and is described in table EX-2. Descriptions of comprehensive plan designations and zones are included in Appendix A.

Table EX-2. Residential and Employment BLI Categories

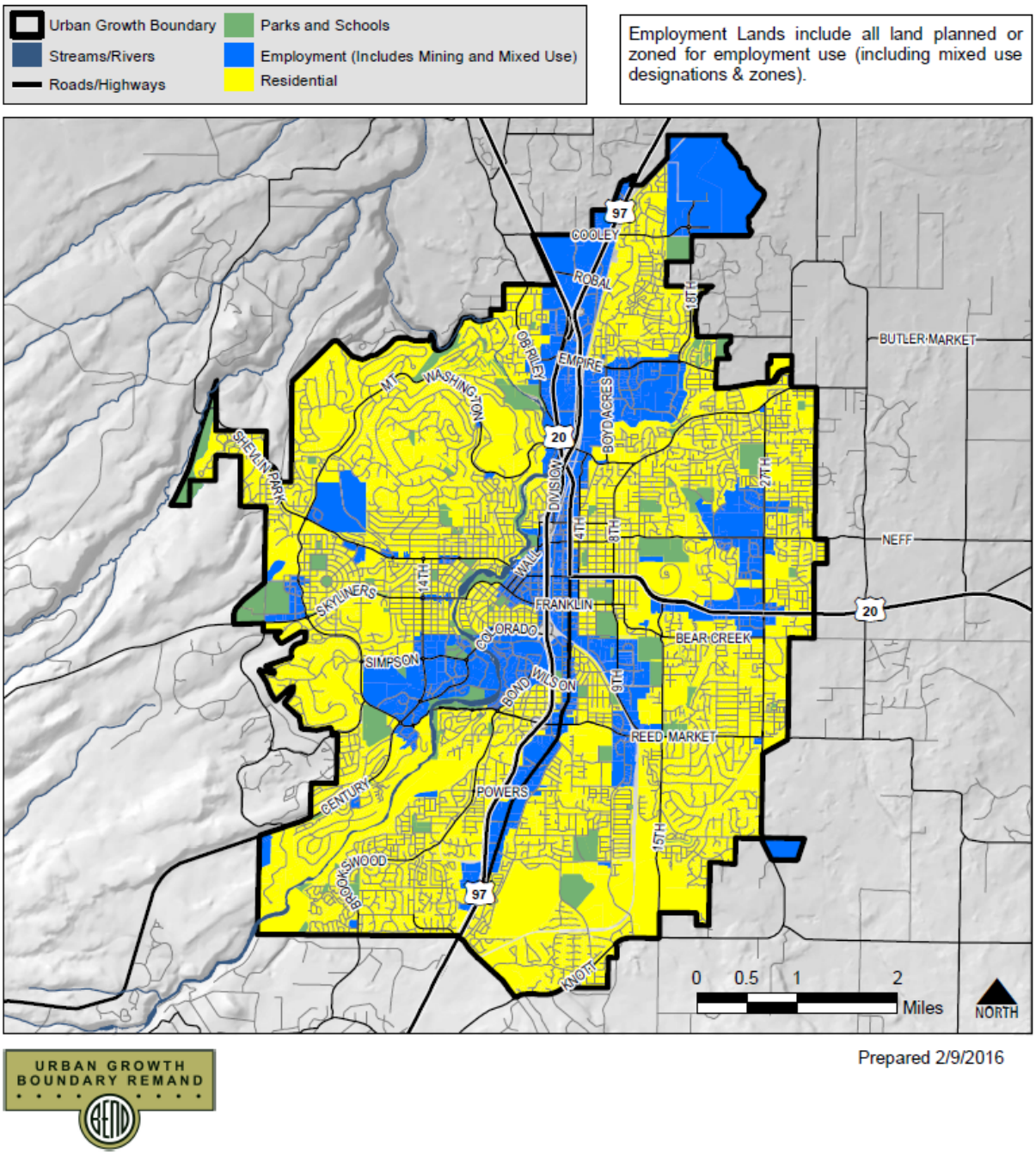
Residential BLI Categories	Employment BLI Categories
Residential Land has a Residential plan designation (RL, RS, RM, RH) or a residential zone category (RL, RS, RM, RH, SR2.5)*, with a few exceptions for special cases *(See Chapter 3 for details).*	**Employment Land** has a plan designation of CC, CG, CB, CL, MR, ME, PO, SM, IL, IG, or PF*, with a few exceptions for special cases *(See Chapter 3 for details)*.
Vacant – Land planned (per Comprehensive Plan map) or zoned (per zoning map) for residential use with no improvements. **Developed** – Land planned or zoned for residential use that is currently developed with the maximum number of dwelling units allowed in the zone, and the size of the lot does not allow for further division. Residential land that contains an employment use is also considered "Developed." **Lots Large Enough for an Additional Unit under Current Zoning *("Partially Vacant")*** – Land planned or zoned for residential use that contains fewer dwelling units than permitted in the zone, but the lot is not large enough to divide under current zoning. **Lots Large Enough to Divide Under Current Zoning *("Developed with Infill Potential")*** – Land planned or zoned for residential use that is currently developed, but where the lot is large enough to further divide consistent with its current zoning.	**Vacant** - a lot or parcel equal to or larger than one half-acre not currently containing permanent buildings or improvements; or equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. **Developed** - All other employment land is identified as developed.[4]

* See Appendix A – Glossary.

[4] Developed employment land identified in this BLI includes all employment land that is not vacant, rather than land with a likelihood of redevelopment (as it is defined under Goal 9). A subset of developed employment land was identified as having a likelihood of redevelopment.

Figure EX-2 depicts the locations of residential and employment lands within the City.[5] Table EX-2 and Table EX-3 show the BLI designation of residential and employment land within the City of Bend.

Figure EX-2. Bend Residential and Employment Land



[5] Some properties have a zoning designation that is different from their comprehensive plan designation. For example – many properties with a "PF" plan designation have "RS" zoning. In these cases, residential zoning designations and residential uses put the property into the "Residential Land" category.

Table EX-2. BLI Designation of Residential Tax Lots (Excludes Parks & Schools)

BLI Designation of Residential Tax Lots	Number of Tax Lots	Total Acres
Developed	25,849	7,737
Lots Large Enough to Divide Under Current Zoning *("Developed with Infill Potential")*	4,573	2,554
Lots Large Enough for Additional Units under Current Zoning *("Partially Vacant")*	827	93
Publicly Owned (excludes schools and parks)[6]	179	544
Vacant	2,854	1,718
TOTAL	**34,282**	**12,646**

Table EX-3. BLI Designation of Employment Tax Lots (Excludes Parks & Schools)

Employment BLI Status	Number of Tax Lots	Total Acres
Developed	3,451	2,762
Vacant	247	1,056
TOTAL	**3,698**	**3,818**

Step 4: Assign Developable Acreage to Each Parcel

Each parcel within the City of Bend was assigned vacant acreage and developed acreage, based on its BLI designation. The methodology for assigning vacant acreage to infill categories is described in detail in Chapter 3 of this document. Table EX-4 lists the amount of vacant and developed acreage by plan designation for employment and residential land. These acreages are the basis for the jobs and housing capacity estimates used in the Housing Needs Analysis, the Economic Opportunities Analysis, and the Urbanization Report.

[6] Lands identified as being in public ownership, except for land owned by the Bend-La Pine School District and the Bend Park and Recreation District (whether or not currently developed with schools/parks).

Table EX-4. Vacant and Developed Acres by Plan Designation[7]

Plan Designation	Vacant Acres	Developed Acres
CB	0	38
CC	12	66
CG	117	613
CL	84	282
IG	8	178
IL	638	596
MDOZ*	73	177
ME	92	200
MR	33	127
PF	218	191
PO	6	0
PO/RM/RS	0	6
RH	24	111
RL	168	1,389
RM	292	847
RS	1,905	6,410
SM	20	0
URA	0	52
Grand Total	**3,690**	**11,284**

**Land within the Medical District Overlay Zone (MDOZ) is primarily within residential plan designations, but the overlay encourages development of medical and office uses. It is treated separately within the BLI where possible.*

Conclusion

The primary outcome of the Buildable Lands Inventory is a GIS dataset with values for vacant and developed acres for each parcel within the City of Bend UGB. These values provide a basis for estimating future development and redevelopment. The assumptions that have been applied to this inventory to estimate capacity are documented in the Urbanization Report, which estimates the potential for growth of housing and jobs within the current UGB based on existing conditions, as well as alternate growth scenarios involving changes to the Comprehensive Plan map and development code.

[7] Excludes public and private right of way, and land under Park District or School District ownership.

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CHAPTER 1. INTRODUCTION

This report is the City of Bend's Buildable Land Inventory (BLI), as defined and required by Oregon Administrative Rule (OAR) 660-024-0050, the Bend Urban Growth Boundary (UGB) Remand[8], and other relevant law[9]. This report provides information pertaining to the background, process, and results of the Bend Buildable Lands Inventory; detailed maps and methodology are provided as appendices.

Role of the BLI

The BLI is a supporting document of the City of Bend Comprehensive Plan[10]. In simplest terms, the BLI documents the urban land supply of Bend, and estimates the growth capacity for housing and jobs within the existing UGB. It is a key part of the 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 providing the basis for estimating capacity for growth within Urban Growth Boundary (UGB). The BLI is one of four inter-related documents that are central in the City's planning related to the UGB. The purpose and major components of each of these documents are summarized in Table 1.

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[8] Remand and Partial Acknowledgement Order 10-Remand-Partial Acknow-001795, November 2, 2010.

[9] See "Framework for a Buildable Lands Inventory on page 3.

[10] The City of Bend is in the process of updating its General Plan, which includes changing the name of the document to the "Comprehensive Plan." These terms are synonymous and used interchangeably.

Table 1: Four Key Documents for Bend's Urban Growth Boundary 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 employment 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 Standards[11]	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

[11] OAR = Oregon Administrative Rules; ORS = Oregon Revised Statutes

Framework for a Buildable Lands Inventory

The following section describes Oregon's requirements for a BLI and some key concepts necessary for understanding the BLI.

State Statues and Administrative Rules: Residential Land

Oregon state statute and administrative rules require local governments to produce a local buildable lands inventory as part of preparation of a Housing Needs Analysis. That BLI "must document the amount of buildable land in each residential plan designation."[12]

State statute identifies the following categories of buildable lands:[13]

> *(A) Vacant lands planned or zoned for residential use;*
>
> *(B) Partially vacant lands planned or zoned for residential use;*
>
> *(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and*
>
> *(D) Lands that may be used for residential infill or redevelopment.*

It further requires that the local government "demonstrate consideration of:"[14]

> *(A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;*
>
> *(B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and*
>
> *(C) The presence of a single family dwelling or other structure on a lot or parcel.*

The State administrative rules further define buildable land in the context of a Residential BLI as follows:[15]

> *(2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:*
>
> > *(a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
> >
> > *(b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*

[12] OAR 660-008-0010, effective February 14 2012

[13] ORS 197.296(4)(a), effective 2003

[14] ORS 197.296(4)(b), effective 2003

[15] OAR 660-008-0005(2), effective February 14 2012

(c) Has slopes of 25 percent or greater;

(d) Is within the 100-year flood plain; or

(e) Cannot be provided with public facilities.

(6) "Redevelopable Land" means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.

State Statues and Administrative Rules: Employment Land

A similar inventory is required for employment land as part of the preparation of an Economic Opportunities Analysis (EOA). The categories used in the EOA inventory differ from those used for residential lands, and are as follows:[16]

(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.

(14) "Vacant Land" means a lot or parcel:

(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or

(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.

(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.

Prior BLI and Remand Issues

The Bend Urban Growth Boundary Remand (Remand) required the City to make a number of changes to the way residential land was classified for the purposes of the BLI and the way the capacity of that land was estimated (Sub-issue 2.2). The City has done a significant amount of work to address the issues raised in the Remand related to the BLI, summarized below.

Definitions and Categories

DLCD provided the following definitions to use while conducting a GIS parcel-based analysis of residentially planned or zoned land in the Bend UGB.[17] Where definitions were not provided in rule or statute, the Department provided one consistent with the terms outlined in ORS 197.296(4)(a).

[16] OAR 660-009-0005, effective [date].

[17] E-mail from Gloria Gardiner, DLCD, to Damian Syrnyk, October 21, 2010 and e-mail response from Gloria Gardiner, DLCD, to Karen Swirsky, dated June 9, 2011.

- **Vacant** – Land planned or zoned for residential use that shows no improvement value in the assessor's data.
- **Developed** – Land planned or zoned for residential use that is currently developed with the maximum number of dwelling units allowed in the zone, and the size of the lot does not allow for further division.
- **Lots Large Enough for an Additional Unit under Current Zoning** ("Partially Vacant") – Land planned or zoned for residential use that contains fewer dwelling units than permitted in the zone, but the lot is not large enough to divide under current zoning.
- **Lots Large Enough to Divide Under Current Zoning** ("Developed with Infill Potential") – Land planned or zoned for residential use that is currently developed, but where the lot is large enough to further divide consistent with its current zoning.
- **Redevelopable Land -** In addition to the four categories above, the city must consider whether developed land may be redevelopable within the planning horizon. Land may be considered redevelopable only if there exists "the strong likelihood that existing development will be converted to more intensive residential uses during the planning period."[18] Note the planning period in this UGB process is between 2008 and 2028.

These definitions and their operationalization within the BLI are further detailed in "Step 2 – Defining Residential Land" later in this document.

Exclusions

In 2008, the city identified certain categories of tax lots as unbuildable in the BLI, including:

- lots and parcels smaller than 0.5 acres with no improvements;
- lots and parcels subject to private, Covenants, Conditions and Restrictions (CC&Rs); and
- lots and parcels with physical constraints over 50 percent or more of the lot.

The Remand required the city to include vacant lots and parcels under 0.5 acres, to include land subject to CC&Rs "unless it adopts specific findings, supported by an adequate factual base, that show why the lands are not available for development or redevelopment during the planning period," and to reexamine the land identified as "constrained" to determine whether the remainder of the lot is buildable.[19]

This update of the BLI complies with these requirements. The City has included vacant lots and parcels under 0.5 acres and excluded only the portion of a lot that has physical constraints on it, leaving the remainder. The City has also conducted research on CC&Rs in effect on subdivisions within the UGB to determine whether and to what extent they restrict further development and infill. Restrictive CC&Rs have been addressed specifically in the BLI and

[18] OAR 660-008

[19] LCDC Remand Order, page 26.

Envision Tomorrow model.[20] A description of how CC&Rs have been addressed can be found in Step 2 – Defining Residential Land.

Time Periods and Data used in the Buildable Lands Inventory

Timing of Data

The City of Bend originally prepared a BLI in 2008 to support the 2008 UGB expansion proposal. It was refined in 2011 to use new definitions without updating the underlying data. This BLI is a new inventory, applying new definitions to a new parcel dataset from July 2014.

Source Data

This BLI is based on July 2014 assessors data from Deschutes County augmented with information from city GIS and building permit data. The underlying data and its sources are summarized below.

Tax lots and Assessor's Data. Deschutes County GIS tax lot data dated July 27, 2014 was used to create a base layer of all properties inside and within 3 miles of the existing Bend UGB. General property information from the Deschutes County Assessor's Office was included, containing attributes such as:

- ownership information (including public agency ownership, e.g. City, County, State, Federal, College District, Irrigation District, Parks District, School District, and Other Special District);
- property classification (for tax assessment purposes),
- structure information (including building square footage and number of structures); and
- improvement value (real market improvement value according to the tax assessor's office).

Physical Constraints. Detailed slope data from the City of Bend was used to identify areas with 25% or greater slopes. FEMA mapping was used to identify the 100-year floodplain. City data was used to identify River and Upland Areas of Special Interest (ASI's), as well as the Waterway Overlay Zone (WOZ).

Zoning and Comprehensive Plan Designation. These designations were applied to each tax lot. If the tax lot contained two or more zones, they were split into multiple polygons so they could be accounted for individually.

Property Use and Type. These attributes indicate the general property use (e.g. Single Family Residential, Employment, Open Space) and specific type (e.g. Duplex, Office, Golf Course) on the tax lot. These were identified through a combination of Assessor's Office data, City building permit data, aerial photography, and existing City tax lot inventory data.

[20] Envision Tomorrow is a scenario planning tool used to model growth and redevelopment. It has been used extensively in the Bend UGB Remand work to evaluate growth scenarios and identify land capacity. See Appendix D for additional description.

Number and Type of Existing Housing Units. The number of dwelling units on each property by type of dwelling unit was established, as with the property use and type, through a combination of Assessor's Office data, City building permit data, aerial photography, and existing City tax lot inventory data.

Zoned Development Potential (Residential Land Only). The maximum number of units allowed by the current plan designation based on lot area and maximum density for the applicable plan designation, and whether the lot size is more than double the minimum lot size (for single family detached housing) for the zone.

2008 BLI data. Data from previous BLI work was used as a reference and to provide context for specific tax lots.

CHAPTER 2: BUILDABLE LANDS INVENTORY

Overview

The methods used, and inventory results, are described in this chapter and organized into the four steps used to prepare the BLI. The four steps are:

- **Step 1 –** Calculate Physical Constraints
- **Step 2** – Define and Categorize Residential Land
- **Step 3** – Define and Categorize Employment Land
- **Step 4** – Assign Developable Acreage to Each Parcel

Step 1 – Calculate Physical Constraints

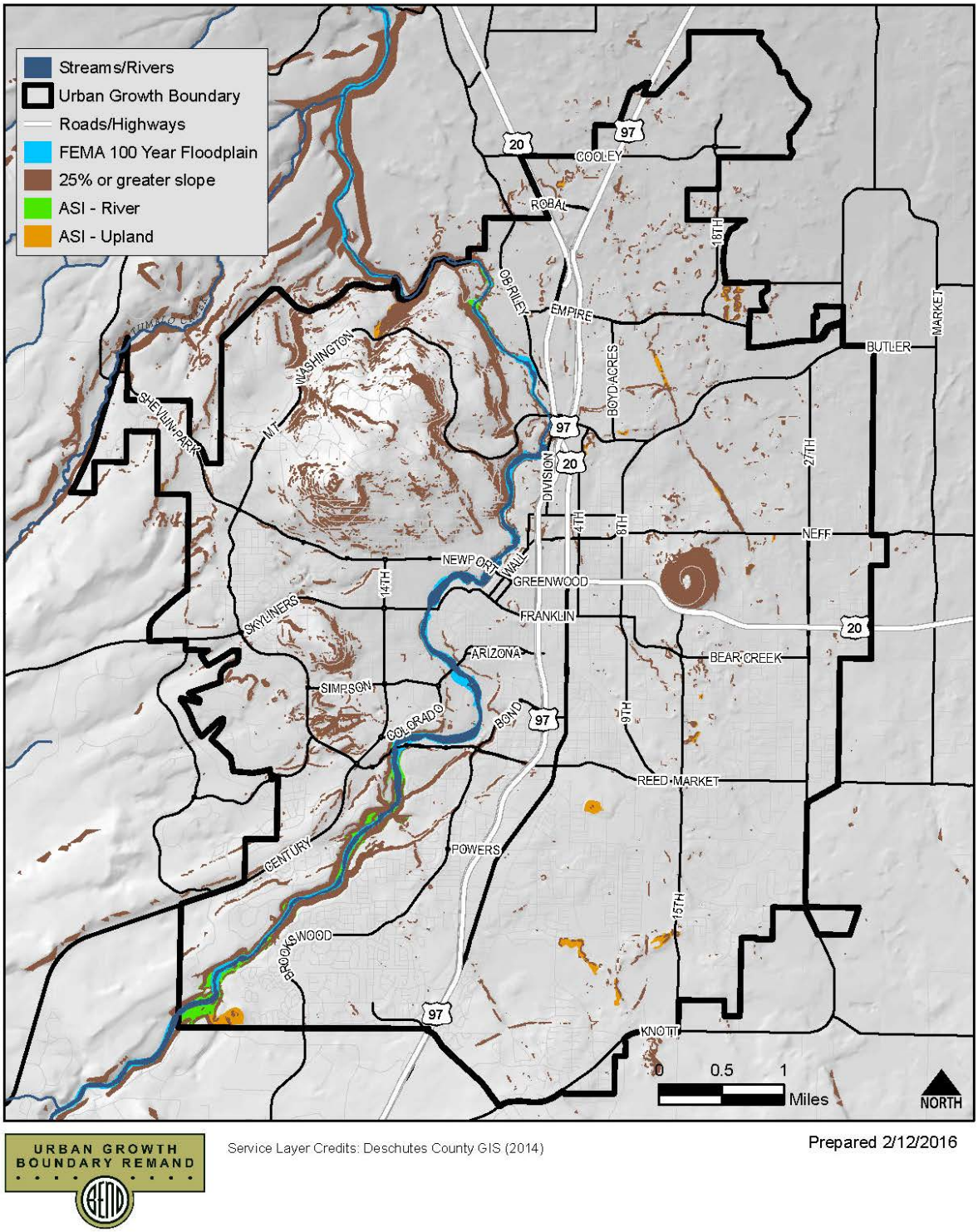
Land that is physically constrained per state requirements and definitions is assumed to be not "buildable" for the purposes of this inventory. Land was identified as constrained if it: has 25% or greater slopes; is within the Federal Emergency Management Agency (FEMA) 100-year floodplain; is within a river or upland Area of Special Interest (ASI);[21] or is within the Waterway Overlay Zone (WOZ) and within 100 feet of the Deschutes River, where building setbacks may apply[22]. The total area affected by one or more of the constraints was calculated for each tax

[21] Bend's ASI's are not acknowledged Goal 5 resources. However, the city's regulations largely preclude development within these areas. Density transfers are allowed; however, there is no history of developers utilizing this option.

[22] Bend's WOZ combines four different sub-areas: the Deschutes River Corridor Design Review overlay; the Floodplain Combining Zone; Goal 5 Riparian Corridor protection; and River Corridor ASIs. Each sub-area has its own set of standards and setbacks for protection. Setbacks vary from 30 to 100 feet depending on the stretch of river and the sub-zone; some are measured from ordinary high water, while others are measured from the canyon rim. Because the setbacks are not mapped in detail, the generalized assumption was made that development restrictions are likely within 100 feet of the mapped edge of the river throughout its length.

lot in Bend. There are roughly 1,420 acres of physically constrained land within the UGB, of which roughly 1,170 are within tax lots.

Figure 1.**Physical Constraints**



Step 2 - Define and Categorize Residential Land

Following is a detailed description of how different categories of residential land were defined for purposes of the inventory, as well as tables summarizing the total acres of land in each category.

Definition

Lands with a Residential plan designation (RL, RS, RM, RH), and lands with a residential zone category (RL, RS, RM, RH, SR2.5), are categorized as Residential Land, except for the "Special Cases" listed below.[23]

- **Land within School District or Park District Ownership** was considered unavailable for residential development.
- **Land in the Medical District Overlay Zone (MDOZ)** with a residential plan category was identified as "Mixed Use" and treated as part of the Employment land supply, but with the ability to accommodate some housing.[24]
- **Land with an employment plan designation but zoned Urban Area Reserve** (UAR), which is primarily a holding zone and does not indicate availability for urban residential development, was identified as Employment land.[25]
- **Land planned or zoned for surface mining** (SM) was identified as Employment land, [26] with one exception where landowners have proposed a residential use.[27]

Other land in mixed-use and commercial designations (not zoned for residential use) that allow residential development were treated as part of the Employment land supply, but with the ability to accommodate some housing, based on past trends.[28]

[23] There are over 200 parcels with residential zones and non-residential plan designations; however, the vast majority are developed. Those that are vacant are mostly identified as "special cases".

[24] The MDOZ is a special planned district applied to land around the St. Charles Medical Center intended to "allow for the continuation and flexible expansion of the hospital, medical clinics and associated uses in a planned and coordinated manner." (Bend Development Code, Section 2.7.510.A.) The residential, public, and institutional uses permitted or conditionally allowed in the base residential zones are subject to the same regulations , but hospitals are allowed in the RH zone within the overlay, and other limited commercial uses, including offices, are allowed or conditionally allowed in all zones within the MDOZ.

[25] There are roughly 51 acres on two tax lots designated ME but zoned UAR.

[26] One taxlot has an SM plan designation and an RS zone, covering roughly 30 acres inside the UGB, and currently mined.

[27] This taxlot is located along Shevlin Park road at Skyline Ranch Road, and is part of an existing mining operation that extends outside of the UGB.

[28] Bend has three mixed-use districts: the Mixed Employment District (ME), the Mixed Use Riverfront District (MR) and the Professional Office District (PO). Each of these allows some housing, as well as various combinations of retail, commercial, public/institutional, and light industrial uses. In addition, all four of the city's commercial zones (CB, CC, CL, and CG) allow new residential use outright as part of a mixed-use development.

BLI Status

Pursuant to the statues and administrative rules and guidance from DLCD summarized in Chapter 1 (See pages 3 and 4), each residential tax lot was assigned a BLI status corresponding to one of the following categories:

- Vacant
- Developed
- Lots Large Enough for an Additional Unit under Current Zoning ("Partially Vacant")
- Lots Large Enough to Divide Under Current Zoning ("Developed with Infill Potential")

Details of the way the definitions provided by statute, rule, and DLCD were operationalized for the purposes of this analysis are provided below.

Vacant: Land planned or zoned for residential use that has $0 in improvement value. Tax lots that are planned or zoned for residential use, but are dedicated for other uses such as parks, common areas, rights of way or utilities are excluded.[29] Publicly owned land is also excluded.[30]

Developed: Land planned or zoned for residential use that is currently developed with the maximum number of dwelling units allowed in the plan designation/zone[31]. Residentially zoned land that is currently developed with an employment or institutional use is also categorized as Developed. Properties with restrictive Covenants, Conditions, and Restrictions (CC&Rs) and containing a dwelling were categorized as fully developed, even where minimum lot sizes are large enough to allow land division under the current plan designation/zoning.[32]

Lots Large Enough for an Additional Unit under Current Zoning ("Partially Vacant"): Land planned or zoned for residential use that has an improvement value greater than $0, but contains fewer dwelling units than permitted in the plan designation. Based solely on lot size (not considering limiting factors such as setback and frontage requirements, lot coverage, or

[29] Private Open Space, including common areas that are part of an approved subdivision and/or owned by a Homeowners Association, unbuildable fragments, canal right of way, cemeteries, private roads, RV parks, and developed golf courses were identified as developed. The only exception is the undeveloped portion of the Back Nine golf course at Mountain High, which was considered vacant.

[30] As stated in ORS 660-008-005(2), publicly owned land is generally not considered available for residential uses. Publicly owned land was identified and designated "Public Land" and not considered vacant for residential purposes, unless information was available indicating otherwise.

[31] The zone that implements the current general plan designation for each parcel was used to identify maximum development potential, except for parcels with a non-residential plan designation and a residential zone. This is because the code does not allow development that is inconsistent with the plan designation, and each plan designation is implemented by a single zone.

[32] CC&Rs were reviewed to determine whether they limit or preclude infill and redevelopment. Only those parcels subject to CC&Rs that restrict addition of units to the lot and/or restrict land division were identified as having restrictive CC&Rs and categorized as fully developed. Note that vacant, platted lots subject to CC&Rs were categorized as vacant, but were also assumed not to have the potential for more than one dwelling unit. See the Urbanization Report for additional detail.

location of existing structures), additional units could be built on the site, but the lot is not large enough to further divide.[33]

Lots Large Enough to Divide under Current Zoning ("Developed with Infill Potential"): Land planned or zoned for residential use that is currently developed, but where the lot is large enough to further divide consistent with its current plan designation/zone, based on the minimum lot size of the applicable zone. As with Partially Vacant land, this category does not consider limiting factors such as setback and frontage requirements, lot coverage, or location of the existing unit on the lot.[33]

Note that redevelopable land is not identified as a BLI category. Theoretically, the developed portions of parcels that have additional zoned development potential (those that are identified as partially vacant or developed with infill potential) could allow for redevelopment; however, land may be considered redevelopable only if there exists "the strong likelihood that existing development will be converted to more intensive residential uses during the planning period."[34] Redevelopment potential is addressed in the Urbanization Report.

[33] To identify partially vacant lands and land developed with infill potential, the maximum number of units that could be built on each residential tax lot was calculated, based on the maximum density allowed under the existing plan designation per the development code (which is expressed as a gross density) and the tax lot size. The number of existing units was then subtracted from the maximum number of units allowed. If one or more new units would be allowed based on the maximum density allowed by the zoning, the lot size was compared to the minimum lot size for single family detached housing in the zone. If the lot was more than double the minimum lot size, it was categorized as developed with infill potential. If it was not (but the maximum density of the zone would allow one or more additional units), the tax lot was categorized as partially vacant. (Considerations such as setback and frontage requirements, lot coverage, or location of the existing unit on the lot were not considered, although those will be limiting factors in many cases.)

[34] OAR 660-008-0005(7), effective February 14 2014.

Figure 2.**BLI Status of Residential Lands Map (2014)**

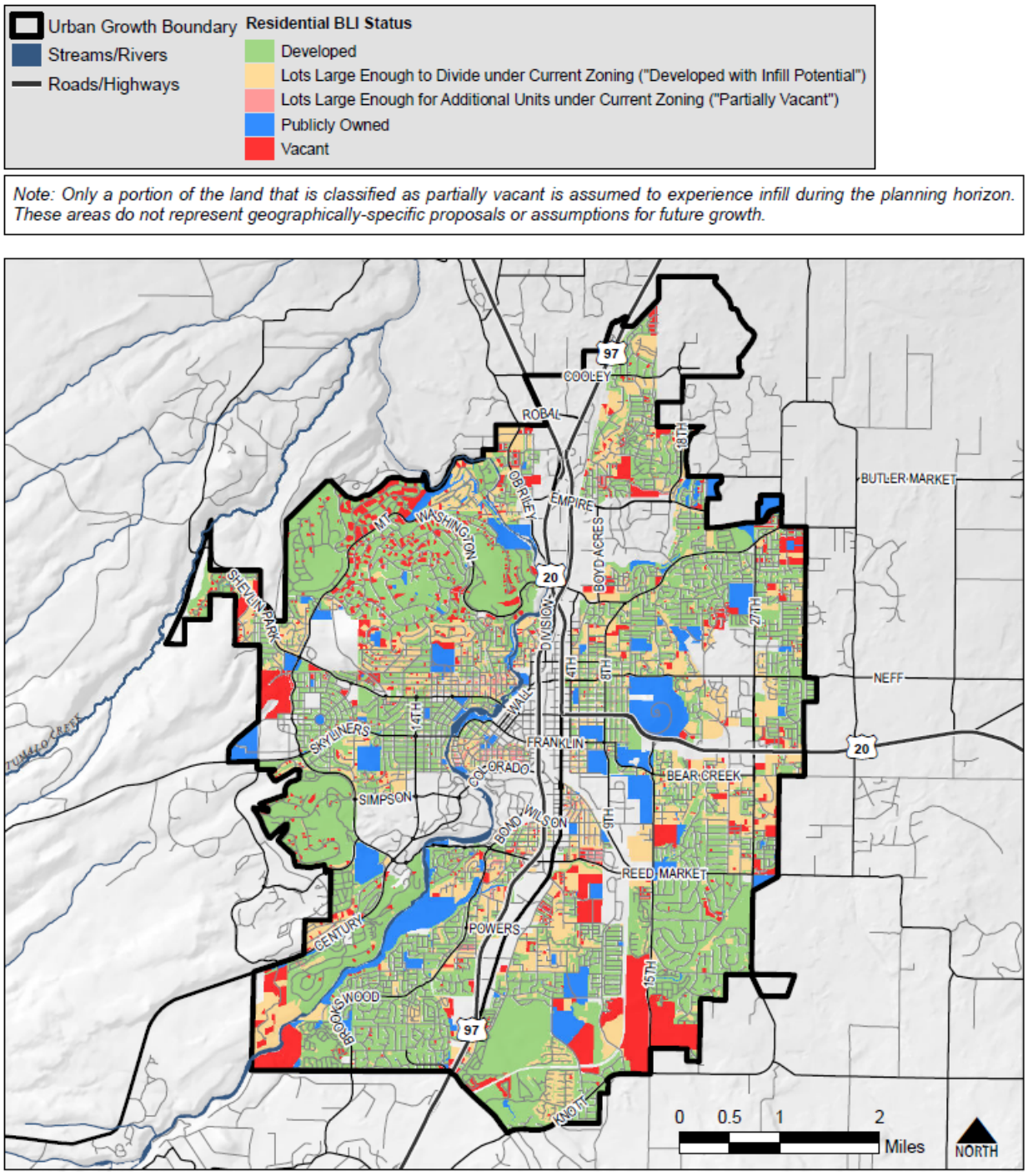
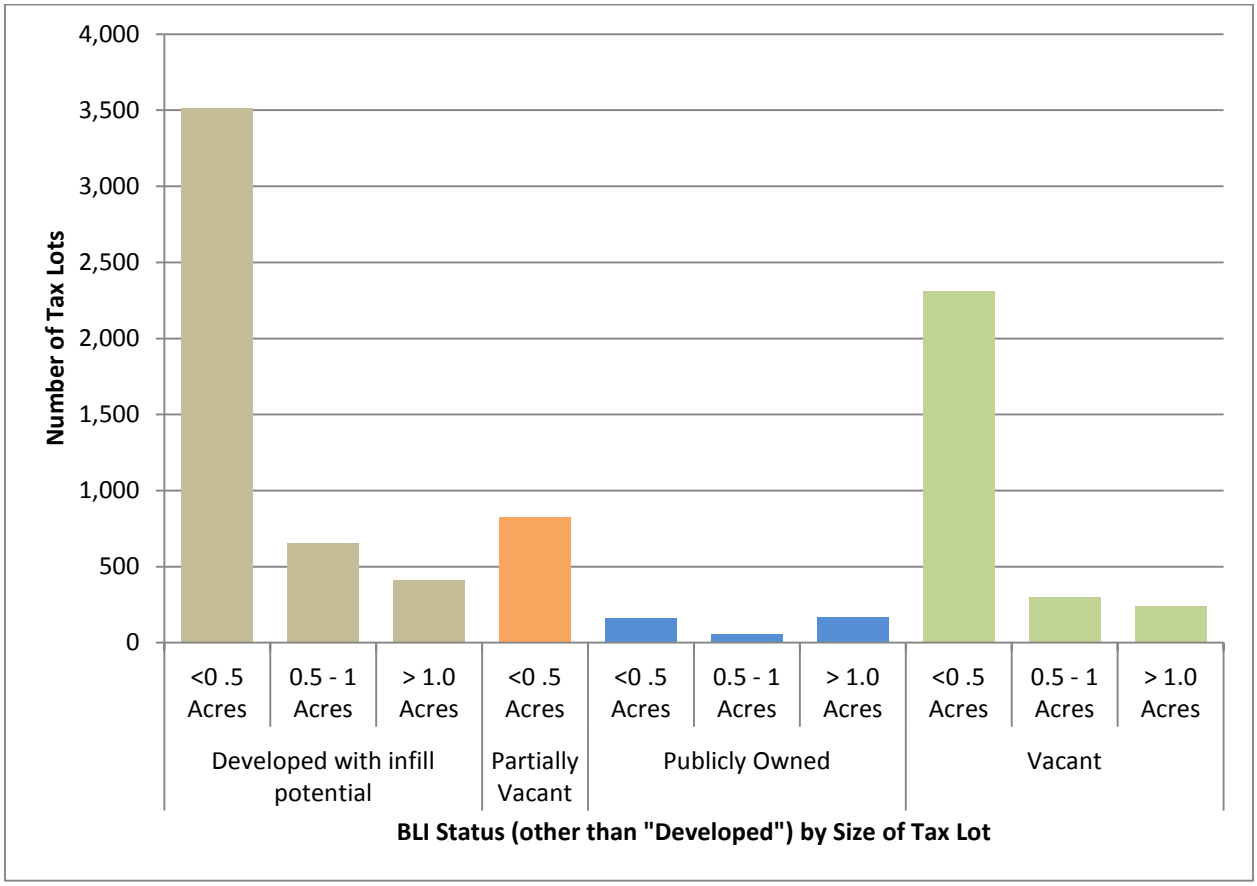


Table 1. BLI Designation of Residential Tax Lots

BLI Designation of Residential Tax Lots	Number of Tax Lots	Total Acres
Developed	25,849	7,737
Lots Large Enough to Divide Under Current Zoning *("Developed with Infill Potential")*	4,573	2,554
Lots Large Enough for Additional Units under Current Zoning *("Partially Vacant")*	827	93
Publicly Owned (excludes schools and parks)[35]	179	544
Vacant	2,854	1,718
TOTAL	**34,282**	**12,646**

Figure 3. **Size Distribution of Tax Lots by Residential BLI Status**



[35] Lands identified as being in public ownership, except for land owned by the Bend-La Pine School District and the Bend Park and Recreation District (whether or not currently developed with schools/parks).

Table 2. BLI Status for Residential Land by Comprehensive Plan Category[36]

Comprehensive Plan Designation	Number of Taxlots	Total Acres
RH	**526**	**136.9**
Developed	200	45.6
Developed with infill potential	165	46.5
Partially Vacant	63	6.0
Vacant	88	19.5
Publicly Owned	10	19.3
RL	**3,019**	**1,613.0**
Developed	2,836	1367.1
Developed with infill potential	98	184.9
Partially Vacant	1	0.5
Vacant	69	53.7
Publicly Owned	15	6.9
RM	**4,891**	**1,225.7**
Developed	1,977	336.8
Developed with infill potential	1,615	198.6
Partially Vacant	750	85.1
Vacant	517	182.5
Publicly Owned	32	22.5
RS	**25,615**	**9,181.4**
Developed	20,705	5,912.8
Developed with infill potential	2,963	1,723.2
Partially Vacant	13	1.6
Vacant	2,111	1,439.3
Publicly Owned	93	104.5
URA	**13**	**53.4**
Developed	10	20.7
Developed with infill potential	0	0.0
Partially Vacant	0	0.0
Vacant	2	0.1
Publicly Owned	1	32.5
Commercial / Industrial Designation[37]	**54**	**8.0**
Developed	53	6.8
Developed with infill potential	0	0.0
Partially Vacant	0	0.0
Vacant	0	0.0
Publicly Owned	1	1.2

[36] Excludes land owned by the Bend-La Pine School District and the Bend Park and Recreation District, and land within the MDOZ.

[37] These lands have a comprehensive plan designation of CC, CG, CL, or IL, but have a zoning designation of RS or RM and are considered part of the Residential inventory.

Comprehensive Plan Designation	Number of Taxlots	Total Acres
PF	**164**	**427.5**
Developed	68	47.2
Developed with infill potential	2	0.6
Partially Vacant	0	0.0
Vacant[38]	67	22.6
Publicly Owned[39]	27	357.1
Grand Total	**34,282**	**12,645.9**

Step 3 – Define and Categorize Employment Land

Following is a detailed description of how different types of employment land were defined for purposes of the BLI and tables summarizing the total acres of land in different categories.

Definitions

The BLI status for all land planned or zoned for employment use (including mixed use designations & zones) was assigned using the statutory definitions for employment land, with the exception of school and park land.[40]

- Vacant - a lot or parcel equal to or larger than one half-acre not currently containing permanent buildings or improvements; or equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.
- Developed - All other employment land is identified in the BLI map as developed, although only a subset of this will meet the state definition of “developed” land that may be part of the inventory of available employment land ("Developed Land" means non-vacant land that is likely to be redeveloped during the planning period).

A map of BLI status of employment lands is shown in Figure 6. Detailed maps are provided in Appendix A.

[38] The vacant land that has a PF designation and is included in the residential BLI is zoned RS and includes land platted as part of residential subdivisions, and one large parcel (roughly 14 acres in southeast Bend) under common ownership with adjacent vacant RS-designated land.

[39] This category includes the Central Oregon Irrigation District (COID) property that has a PF designation and residential zoning. However, the site is encumbered by a view easement and is not considered developable through the year 2035.

[40] OAR 660-009-0005(1) and (14)

Table 3. Tax Lots and Acres by Employment BLI Status (Excludes School and Park Land)

Employment BLI Status	Number of Tax Lots	Total Acres
Developed	3,451	2,762
Vacant	247	1,056
Grand Total	**3,698**	**3,818**

Figure 4. **Developed and Vacant Employment Land by Number of Tax Lots**

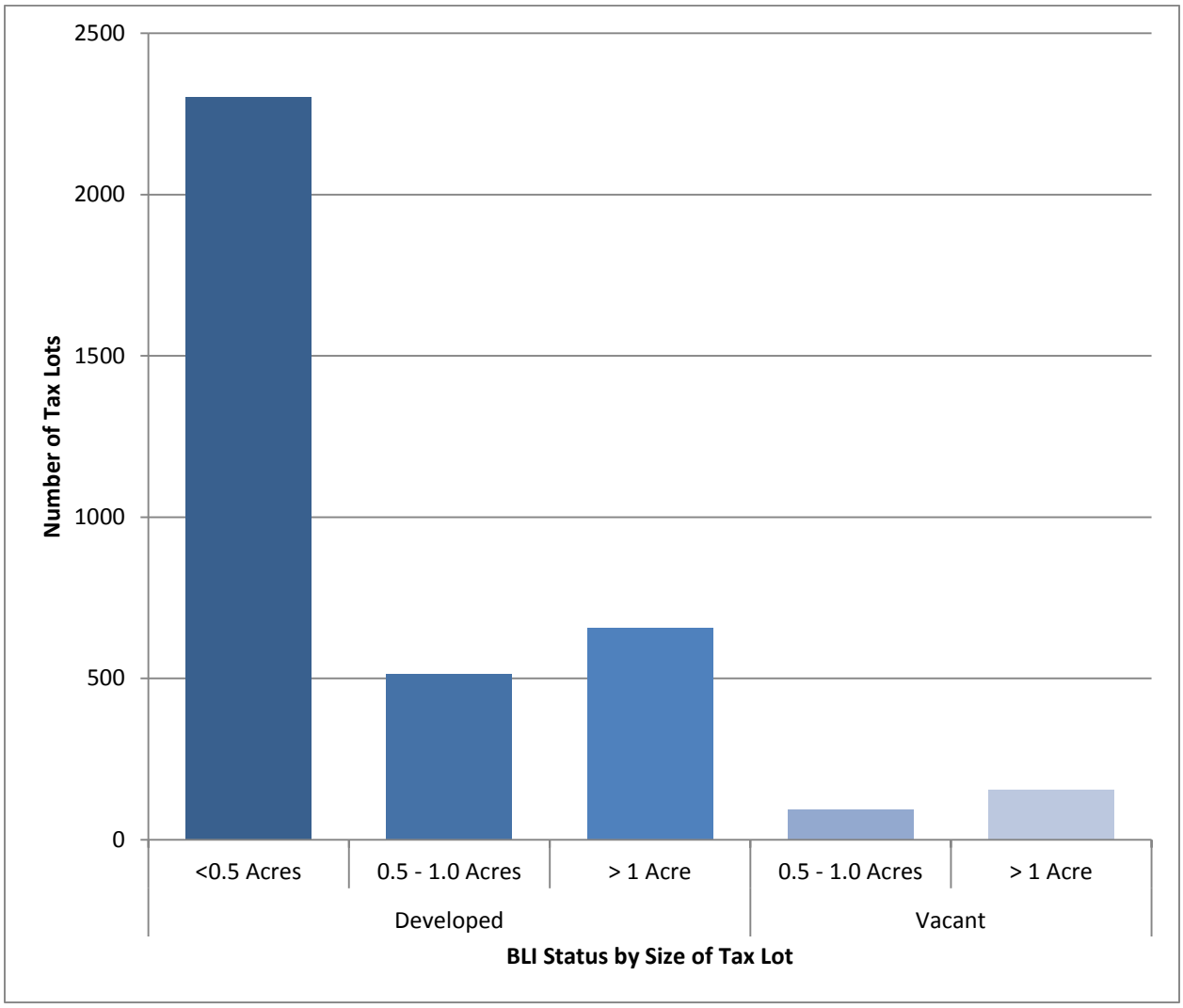
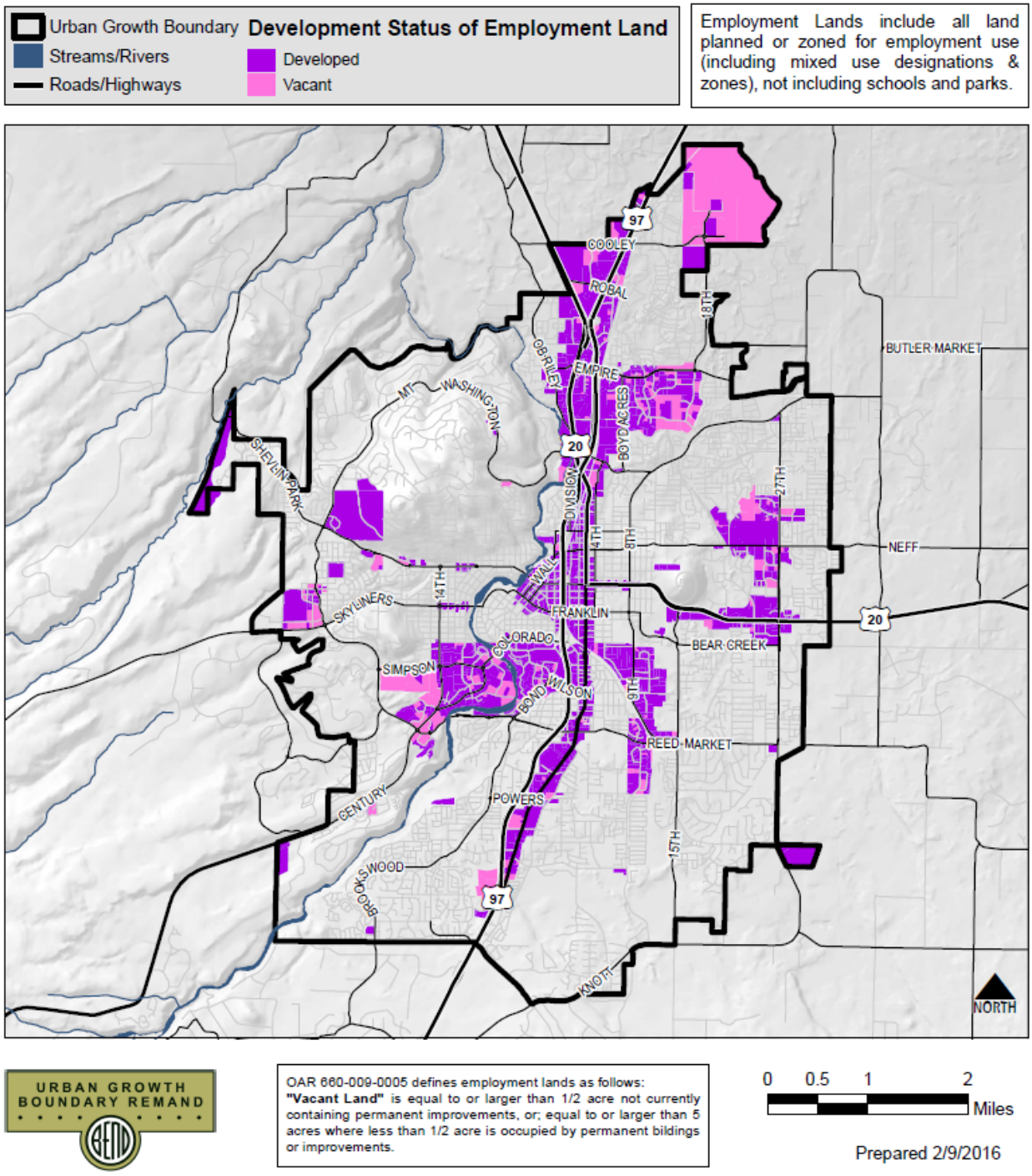


Table 4. Employment Land by Comprehensive Plan Designation (Excluding Park and School Land)

Comprehensive Plan Designation	Number of Taxlots	Total Acres
CB	**322**	**40.2**
Developed	322	40.2
Vacant	0	0.0
CC	180	77.8
Developed	173	65.8
Vacant	7	12.0
CG	**564**	**724.8**
Developed	515	627.8
Vacant	49	97.0
CL	**763**	**374.4**
Developed	734	305.4
Vacant	29	69.0
IG	**152**	**196.6**
Developed	146	188.2
Vacant	6	8.4
IL	**669**	**1259.3**
Developed	579	658.8
Vacant	90	600.5
MDOZ*	**186**	**250.7**
Developed	126	75.9
Vacant	20	55.2
ME	**335**	**308.1**
Developed	318	270.0
Vacant	17	38.1
MR	**453**	**221.1**
Developed	435	180.8
Vacant	18	40.3
PF	**45**	**543.8**
Developed	38	457.8
Vacant	7	86.0
PO	**2**	**6.1**
Developed	0	0.0
Vacant	2	6.1
PO/RM/RS	**25**	**5.8**
Developed	25	5.8
Vacant	0	0.0
SM	**2**	**43.1**
Developed	0	0
Vacant	2	43.1
Grand Total	**3,698**	**3817.5**

** Land within the Medical District Overlay Zone (MDOZ) is primarily within residential plan designations, but the overlay encourages development of medical and office uses. It is treated separately within the BLI where possible.*

Figure 5.**Employment BLI Status Map (2015)**



Step 4 – Assign Developable Acreage

After assigning a BLI category to residential and employment land, the next step is to identify how much of the land that has some remaining development potential is available. To this end, this BLI uses three attributes related to development capacity for each parcel: "Vacant Acres," "Developed Acres," and "Constrained Acres". "Vacant Acres" are available for development; "Developed Acres" are developed but may potentially undergo redevelopment[41]; and "Constrained Acres," such as steep slopes or floodplains, are undevelopable. The assignment of acreages to these three categories was done based on the BLI categories described in the previous sections. The Urbanization Report describes how this capacity, measured in acres, is translated into projected housing units and jobs.

Constrained acres are identified first, based on the physical constraints listed in Step 1 (see page 7). Land developed with certain types of uses, such as private right-of-way, canal right-of-way, utilities, developed schools and parks, open space in common ownership (e.g. homeowners associations), and cemeteries, is also assigned to the "constrained" category. This land was categorized as "constrained" rather than "developed" because it does not have a strong likelihood of redevelopment within the planning horizon, even if adjacent land used for private development may have redevelopment potential.

The remaining acreage of each parcel is classified as vacant or developed as described below.

Developable Acreage: Residential Land

The methodology for assigning vacant and developed acres for residential land is summarized below by BLI category.

- **Vacant –** All unconstrained acreage was coded as vacant. Developed acreage was set to zero.
- **Developed** – All unconstrained acreage was coded as developed. Vacant acreage was set to zero.
- **Lots Large Enough for an Additional Unit under Current Zoning** ("Partially Vacant") and **Lots Large Enough to Divide Under Current Zoning** ("Developed with Infill Potential") – The overall assumption is that lots in these categories are made up of a mix of developed and vacant land. The amount of land that is committed to existing structures was estimated based on building footprint information (where available) and/or zoning requirements. Where there was less than ½ acre available after accounting for land committed to existing structures, the unconstrained portion of the tax lot was coded as Developed. Where there was greater than ½ acre available, the land committed to existing structures was coded as developed, and the estimated remaining available amount was coded as Vacant. [42]

[41] See Chapter 2 of the Urbanization Report for methodology used in forecasting redevelopment.

[42] Methodology for "Partially Vacant" and "Developed with Infill Potential" is as follows:

1. Calculate Zoning Required Acres - Methodology was based on Table 2.1.500 from Bend's Zoning Code. The area that is "committed" based on the existing zoning equals the number of units times

Table 5. Developed and Vacant Acres on Residential Land (Excludes School and Park Land)

Plan Designation and Development Status	Vacant Acres	Developed Acres
RH	**24.0**	**111.0**
Developed	0.0	43.9
Developed with infill potential	4.5	41.9
Partially Vacant	0.0	6.0
Publicly Owned	0.0	19.2
Vacant	19.5	0.0
RL	**167.9**	**1,389.1**
Developed	0.0	1339.8
Developed with infill potential	116.8	42.9
Partially Vacant	0.0	0.5
Publicly Owned	0.0	5.9
Vacant	51.1	0.0
RM	**291.8**	**846.8**
Developed	0.0	292.3
Developed with infill potential	118.8	462.7
Partially Vacant	0.0	84.1
Publicly Owned	0.0	7.7
Vacant	173.0	0.0
RS	**1,905.5**	**6,409.9**
Developed	0.0	5328.7
Developed with infill potential	622.9	998.9
Partially Vacant	0.0	1.6
Publicly Owned	0.0	80.8
Vacant	1,282.6	0.0
URA	**0.1**	**51.9**
Developed	0.0	19.3
Publicly Owned	0.0	32.5
Vacant	0.1	0.0

the minimum lot size or the area required for each unit. The remaining acreage that is "available" under the existing zoning is then subtracted from the constrained land.

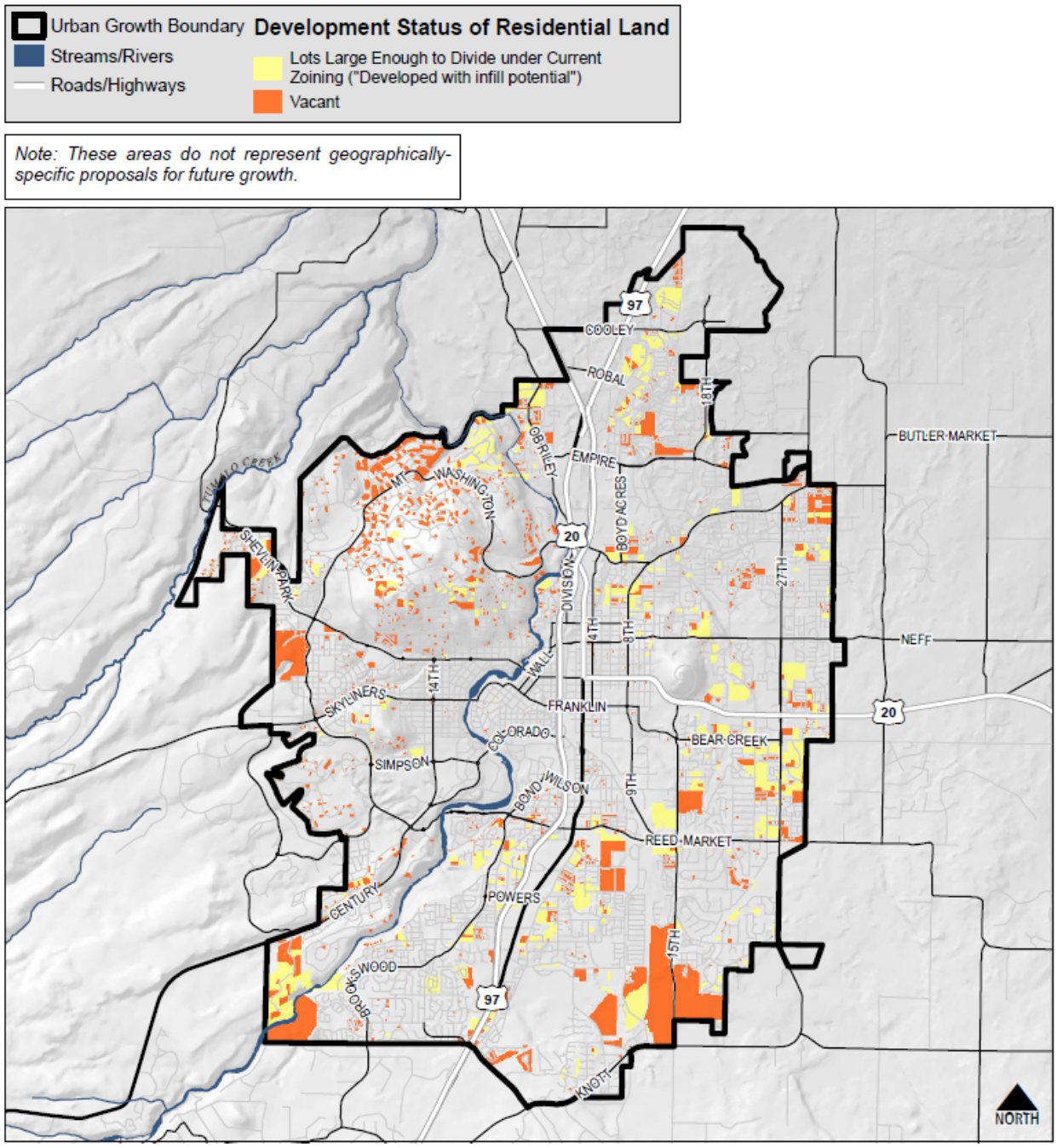
2. Calculate Building Footprint Area - Using a 2004 building footprint layer plus a 10-foot buffer from all mapped buildings, summed the total square feet of building footprint and buffer by tax lot. For tax lots with development but no building footprint information, used average building footprint + buffer area square footages for the same number of units (1 unit: 5000sf, 2 units: 5500 sf, 3-4 units: 6650 sf). For the two lots with >4 units and no building footprint info, used aerial photo and/or comparable adjacent lot to approximately measure area around existing buildings.
3. Calculate Vacant and Developed Area
    a. Where either acres available under zoning or acres remaining after subtracting building footprints & buffers are less than ½-acre, code unconstrained portion of lot developed.
    b. Where both acres available under zoning and acres remaining after subtracting building footprints & buffers are more than a half-acre, code the greater of the two as the developed acres, with the remainder coded as vacant.

Plan Designation and Development Status	Vacant Acres	Developed Acres
Commercial / Industrial Designations[43]	**0.0**	**5.6**
Developed	0.0	4.4
Publicly Owned	0.0	1.2
PF	**92.4**	**35.5**
Developed	0.0	9.7
Developed with infill potential	0.0	0.6
Publicly Owned	69.9	25.2
Vacant	22.4	0.0
Total	**2,481.6**	**8,849.8**

As Table 6 shows, there were no tax lots identified as "Lots Large Enough for Additional Units under Current Zoning (Partially Vacant)" that received any vacant acreage. This is because there were no tax lots with this designation that passed the screen detailed in footnote 42. Furthermore, there were no tax lots with this designation greater than ½ acre in total, as shown in the chart in Figure 2.

[43] These lands have a comprehensive plan designation of CC, CG, CL, or IL, but have a zoning designation of RS or RM and are considered part of the Residential inventory.

Figure 6. **Residential BLI Status – Taxlots with Vacant Acreage**



Developable Acreage: Employment Land

Based on the State's definitions, the extent of physical development was estimated based on aerial photography for parcels over five acres with some improvements. This information was used to classify land into a BLI category, but it was also used to identify vacant and developed portions of those parcels, so that a large parcel with some development but significant vacant acreage is identified as having both vacant and developed acres, to more accurately reflect its (re)development potential. This is consistent with OAR 660-009-0005, because this area represents land that is "likely to be redeveloped during the planning period".

Table 6. Developed and Vacant Acres on Employment Land

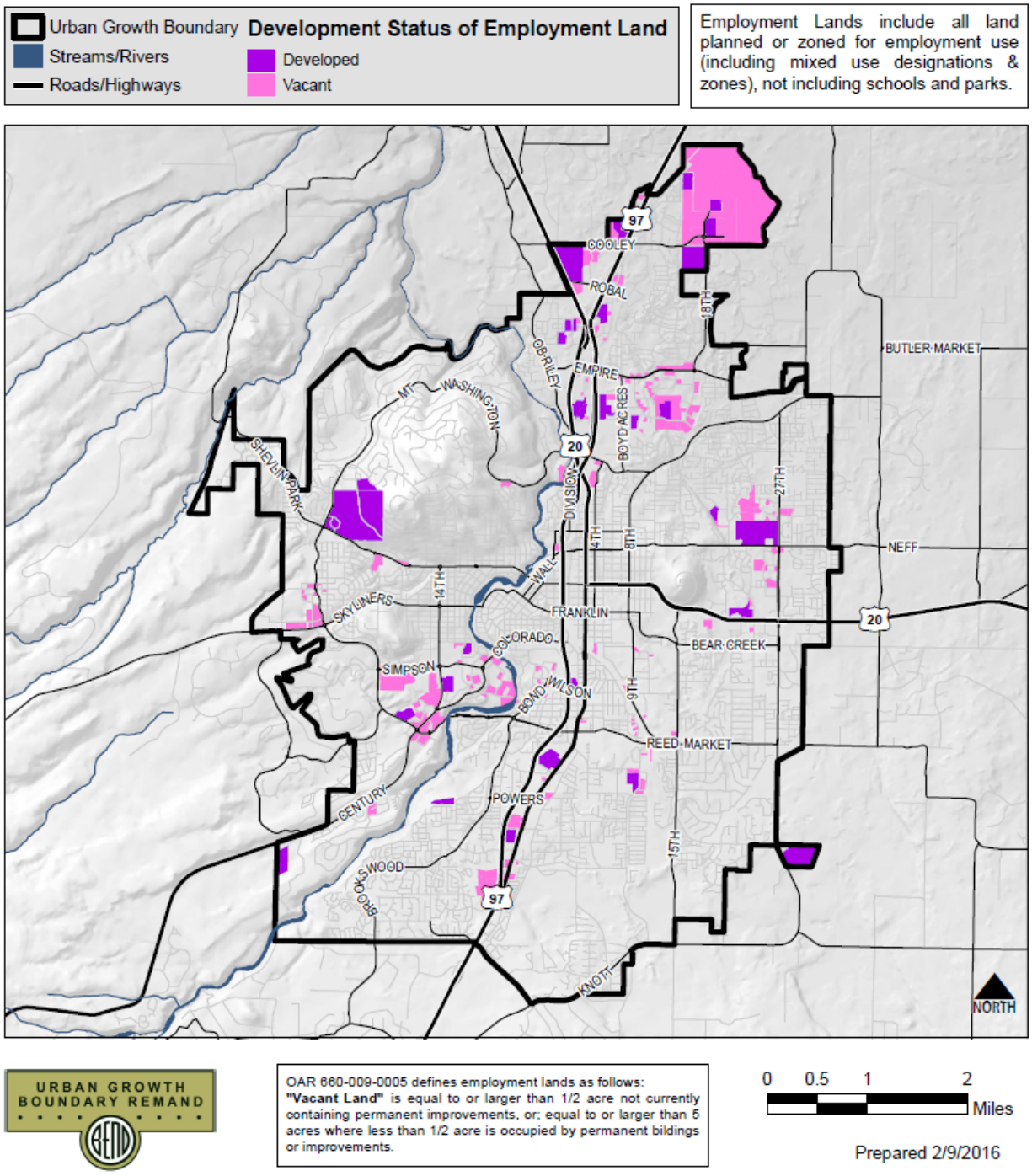
Plan Category and Employment BLI Status	Vacant Acres	Developed Acres
CB	**0.0**	**37.8**
Developed	0.0	37.8
Vacant	**0.0**	**0.0**
CC	**11.6**	**65.8**
Developed	0.0	65.8
Vacant	11.6	0.0
CG	**117.1**	**610.4**
Developed	22.0	599.4
Vacant	95.1	10.9
CL	**84.3**	**281.1**
Developed	20.3	281.1
Vacant	64.0	0.0
IG	**7.8**	**178.0**
Developed	0.0	178.0
Vacant	7.8	0.0
IL	**638.4**	**595.3**
Developed	44.7	595.3
Vacant	593.7	0.0
MDOZ*	**72.6**	**176.8**
Developed	17.4	176.8
Vacant	55.1	0.0
ME	**92.5**	**200.3**
Developed	54.6	200.3
Vacant	37.9	0.0
MR	**32.5**	**126.5**
Developed	0.0	126.5
Vacant	32.5	0.0
PF	**125.7**	**155.7**
Developed	113.4	155.7
Vacant	12.3	0.0

Plan Category and Employment BLI Status	Vacant Acres	Developed Acres
PO	**6.0**	**0.0**
Developed	0.0	0.0
Vacant	6.0	0.0
PO/RM/RS	**0.0**	**5.8**
Developed	0.0	5.8
Vacant	00	0.0
SM	**19.5**	**0.0**
Developed	0.0	0.0
Vacant	19.5	0.0
Grand Total	**1,208.0**	**2,433.6**

** Land within the Medical District Overlay Zone (MDOZ) is primarily within residential plan designations, but the overlay encourages development of medical and office uses. It is treated separately within the BLI where possible.*

*** Site has zoning of Surface Mining (SM) and is included in employment inventory.*

Figure 7.**Employment BLI Status - Taxlots with Vacant Acreage**



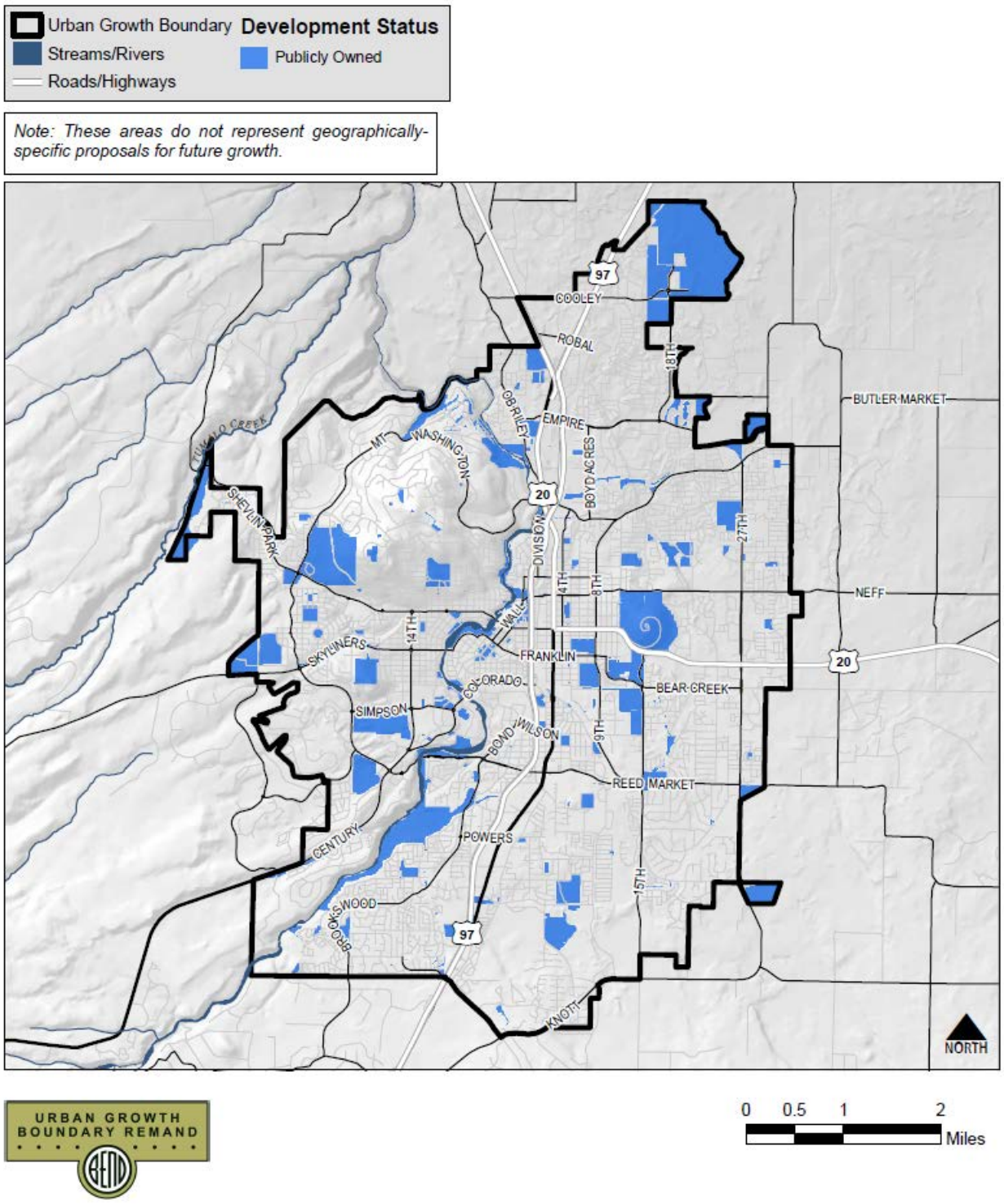
Developable Acreage: Publicly Owned Land

Publically owned lands were classified as developed because they are generally unavailable for residential development or redevelopment. If the public owner has indicated to the City that the land is available for development, it has been classified that way, such as Juniper Ridge, which is owned by the City of Bend and considered available for employment uses. Note that certain public land, such as canal right-of-way, utilities, developed schools and parks, was categorized as "constrained" rather than "developed" because it does not have a strong likelihood of redevelopment within the planning horizon, even if adjacent land used for private development may have redevelopment potential. "Developed" acres on publicly-owned land are generally developed with institutional or administrative uses other than K-12 public schools, such as public offices and maintenance facilities.

Table 7. Developed and Vacant Acres on Publicly Owned Land

Plan Category	Vacant Acres	Developed Acres
CB	0.0	3.1
CG	10.9	12.8
CL	2.2	8.8
IG	0.0	2.7
IL	455.7	24.5
ME	7.5	26.9
MR	0.0	6.7
PF	195.0	477.3
RH	1.1	23.7
RL	0.0	5.9
RM	0.0	42.5
RS	0.0	167.1
URA	0.0	47.5
Grand Total	**672.5**	**849.6**

Figure 8.**Publicly Owned Land**



CONCLUSION

The primary outcome of the Buildable Lands Inventory is a GIS dataset with values for vacant and developed acres for each parcel within the City of Bend UGB. These values provide a basis for estimating future development and redevelopment. The assumptions that have been applied to this inventory to estimate capacity are documented in the Urbanization Report, which estimates the potential for growth of housing and jobs within the current UGB based on existing conditions, as well as alternate growth scenarios involving changes to the Comprehensive Plan map and development code.

APPENDIX A – GLOSSARY

Plan Designations

Plan designations are spelled out below. For additional information, see the Bend Comprehensive Plan.

Residential Designations:

RL: Residential Low Density

RS: Residential Standard Density

RM: Residential Medium Density

RH: Residential High Density

SR2.5: Suburban Low Density Zone

Employment/Mixed Use Designations:

CB: Central Business District

CC: Community Commercial

CG: General Commercial

CL: Commercial Limited

MR: Mixed Riverfront.

ME: Mixed Employment

PO: Professional Office

SM: Surface Mining

IL: Industrial Limited

IG: Industrial General

PF: Public Facilities



Development Code Update
Draft: February 26, 2016
Prepared by:
Angelo Planning Group &
City of Bend Growth Management Department

Note:
Text in underlined typeface is proposed to be added
Text in ~~strikethrough~~ 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***
Yellow highlighting indicates sections that have been updated since the previously published draft.

Chapter 1.2

DEFINITIONS

***

Infill, residential means the development of ~~a~~ up to three dwellings on land that is zoned for residential use where at least 75 percent of the abutting parcels have a structure but not counting any abutting parcel that is too small for a residence or any parcel that is large enough that it can be divided into four or more lots or developed with multifamily residential as an outright use. “Residential infill” also refers to a situation in which a home is removed to make way for ~~a~~ up to three new dwellings (e.g., a house, manufactured home, duplex, or attached house). “Residential infill” shall not refer to the development of one dwelling on land that is large enough that it can be divided into four or more lots.

***

Several minor clarifications are proposed for the definition of residential infill so that the exception to minimum density that relies on this definition is clearer.

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 minimum density for RS is proposed to increase to 4 units per acre, with the maximum density for RL increasing to 4 since those areas now have sewer service or can be served by community sewer. No changes to minimum or maximum density are proposed for the RM or RH zones.

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 ~~2.2~~4.0 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 ~~2.0~~4.0 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.

***

Table 2.1.200 – Permitted and Conditional~~Land~~ Uses

The changes below to how housing types in the RS zone are regulated are intended to make it easier to build a mix of housing types in the RS zone by moving away from conditional uses towards permitted subject to clear and objective standards. 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 ***Single family housing is proposed to be prohibited in the RH zone because it can't meet the minimum density for the RH zone and there are many other more appropriate places for single family homes.***	P	P	P	P	P	~~C~~N	P
*Single-family courtyard housing ***Courtyard housing has existing special standards related to setbacks***	N	C	~~C~~P	P	P	~~C~~N	C
*Accessory dwelling units (ADUs) ***ADUs proposed to be permitted outright. CDD working on revisions to ADU standards now.***	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 ***Manufactured home parks is proposed to be prohibited in the RH zone because they are limited to a maximum density of 10 units per acre, which is well below the minimum for the RH zone.***	N	C	C	P	P	~~P~~N	N
*Attached single-family townhomes	N	N	P~~C~~	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	P~~C~~	P	P	P	N
• Triplex	N	C	P~~C~~	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]

***

2.1.400 Building Mass and Scale.

The amendments below are proposed as a way to change from regulating based on lot coverage to regulating based on FAR, which does a better job of addressing neighborhood feel and compatibility. The starting text below reflects the recently-approved code amendments from the ADU code update project. The proposed amendments were informed by the research and committee input from the ADU code update, which honed in on an appropriate FAR standard and definitions. There was support for applying the FAR regulations that were developed for properties with ADUs more broadly, but it was outside the scope of the ADU project. The UGB project proposes applying those same standards to virtually all residential development in the RL, RS, and RM zones as a way to address compatibility concerns with other efficiency measures such as reducing minimum lot sizes and allowing additional housing types outright in the RS zone. FAR is not proposed to apply in the RH zone – it does not currently apply there, and the lot coverage standard was proposed to be eliminated for that zone already. In the RM zone, large-scale multifamily developments (20 or more units) have their own standards that address open space and landscaping, so those are not proposed to be subject to FAR. All lot coverage standards are proposed to be eliminated (see BDC 2.1.700).

A. ~~Floor Area Ratio~~Applicability. Floor area ratio (FAR) shall apply to ~~the following:~~

~~1. A~~all new ~~single-family~~ residential ~~construction~~ development in the RL, RS, and RM Zones, except as otherwise specified in subsection (C) of this section.~~including building additions on lots 6,000 square feet or less in size located in a subdivision platted prior to December 1998;~~

~~2. Existing homes on lots subject to a partition or lot line adjustment that will result in a lot size of 6,000 square feet or less;~~

~~3. The perimeter lots of all new single-family residential subdivisions that are 6,000 square feet or less in size and are adjacent to a subdivision platted prior to December 1998 where the adjoining lot development has a 0.5 FAR or less.~~

B. Floor area Ratio. The floor area ratio as defined in Chapter 1.2 Definitions, shall ~~Building construction may~~ not exceed ~~0.50~~0.55 for all buildings on site, cumulatively. ~~FAR (50 percent) of the total lot area. The areas of a building subject to this development standard shall include the following:~~

~~1. Floor area as defined in Chapter 1.2 Definitions. For garages, see 2.1.400.B.2.~~

~~2. Only garage floor area that exceeds 480 square feet in size on lots or parcels 4,000 square feet or greater and only garages exceeding 325 feet in size for lots or parcels less than 4,000 square feet. The first 480 square feet or 325 square feet, respectively, of the garage are excluded from floor area.~~

C. Exceptions to FAR.

~~1. Attached single-family townhomes without an accessory dwelling unit.~~

~~2. Single family detached dwellings with an accessory dwelling unit and attached single-family townhomes with an accessory dwelling unit. See Section 3.6.200. B Accessory Dwelling Unit (ADU) for FAR.~~

~~3~~1. Accessory structures less than 10 feet in height and 200 square feet in area.

~~4~~2. Lots and parcels subject to BDC 2.1.300(G), Residential Compatibility Standards.

3. Large-scale Multifamily Developments subject to 2.1.1000(B).

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~~10,000 sq. ft. with approved septic or sewer system ***The minimum lot size needs to be reduced in order to allow development up to 4 units per gross acre. This change would allow a minimal amount of lot-splitting while largely retaining the character of existing neighborhoods.***	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; flag lots and lots served by private lanes are subject to BDC 4.5.200. Minimum lot depth: 100 ft, except in conformance with BDC 4.5.200.
	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) Minimum lot depth: 80 ft, except in conformance with BDC 4.5.200.
	RM-10	Minimum area: 4,000 sq. ft.	
	RM	Minimum area: ~~3,000~~ 2,500 sq. ft.	Minimum width: 30 ft, except for flag lots and lots served by private lanes (see BDC 4.5.200). Minimum lot depth: 80 ft, except in conformance with BDC 4.5.200.
	~~RH~~	~~Minimum area: 2,500 sq. ft.~~ ***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 width: 30 ft. Minimum lot depth: 80 ft.~~
Two- and Three-Family	UAR	Not Applicable	Not Applicable

Residential Use	Zone	Lot Area	Lot Width/Depth
Housing (duplex/triplex)	RL	Minimum area: ~~30~~20,000 sq. ft. with approved septic or sewer system ***Minimum lot size for duplex reduced for consistency with lot size for SFD and to allow building at the new maximum gross density.***	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.~~ None ***Minimum lot size for duplex & triplex in RM & RH eliminated because gross density standard already controls the density; retaining lot dimension standards to keep enough frontage to have a building face the street and enough depth to match up with the same block size as other housing types.***	Minimum width: 30 ft. Minimum lot depth: 80 ft.
	RH	~~Minimum area – duplex: 3,000 sq. ft.~~ ~~Minimum area – triplex: 4,000 sq. ft.~~ None	Minimum width: 30 ft. Minimum lot depth: ~~80~~ 60 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.
	RM	Minimum area: 1,600 sq. ft. for each unit ***Reduces the lot area required for townhomes in the RM zone so that they can be built at a higher density***	Minimum width: 20 ft. at front property line, Minimum lot depth: 80 ft.
	RH	Minimum area: 1,200 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 lot size brought down to 1,200 based on experience with Basecamp townhome project in the MR zone, which had lots around this size and depth. Allows a net density of about 36 units per acre for townhomes, which means more options to build in the upper end of the allowed gross density range.***	Minimum width: 20 ft. at front property line, Minimum lot depth: 60 ft. ***Minimum lot depth brought down to 60 feet based on experience with Basecamp townhome project in the MR zone, which had lots around this size and depth.***
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 sq. ft. for each additional unit~~	
	RM, RH	~~Minimum area: 2,000 sq. ft. for the first unit, 1,000 sq. ft. for each additional unit~~ None ***Eliminates maximum net density for multifamily housing in the RM and RH zones. 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. Most***	

Residential Use	Zone	Lot Area	Lot Width/Depth
		multifamily housing is developed on a single lot and does not require land division or right-of-way dedication. There should be little difference for that circumstance. However, where multifamily housing is developed as a component of a larger project, this may come into play and allow more flexibility in how the gross density range is met.	

[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.

The definition of "development" includes a partition or subdivision. Listing subdivisions is duplicative and potentially misleading. All exceptions have been consolidated to Section (B), Exemptions.

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 – ~~2.2~~4.0 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)	~~2.0~~4.0 – 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***	~~Attached multifamily housing~~

Residential Zone	Density Range	~~Primary Uses~~
	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.	
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 dwelling units (ADUs).

3. Bed and breakfast inns.

4. ~~Neighborhood commercial~~Non-residential uses, including Neighborhood Commercial uses, Public and Institutional Uses, and Miscellaneous uses that do not include a dwelling unit. ***(Ensuring that it is clear that the non-residential uses in residential zones are not subject to the density standards. Worded to ensure that timeshares, short-term rentals, and other uses that do include a dwelling unit but are not listed under residential uses are still subject to density standards.)***

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~~RS Zone are exempt from the maximum density standards of the zone, provided that the standards of BDC 3.6.200(G) are met. ***(A manufactured home on an individual lot is still subject to density standards. Manufactured home parks are no longer proposed to be allowed in the RH zone, since they cannot meet the minimum density standards. If they are allowed, subject to a conditional use, in the RS zone, the maximum density standard of 10 units per acre, which is found in state and local regulations, applies.)***

7. ~~Redevelopment within a residential neighborhood consistent with the adjacent 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. Residential infill, as defined in BDC Chapter 1.2, is exempt from minimum, but not maximum, density standards.

10. Partitions on properties that are large enough to be divided into four or more lots are exempt from minimum density standards provided that the size of the resulting parcels and siting of dwellings allow future development on these 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 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. The Residential TAC did not support this idea, and it is not included in the current amendments.

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 applicable minimum density standard by the parcel or lot area, including the area for streets being dedicated but excluding: sensitive lands, fire breaks, and canals and their associated easements or rights-of-way. 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 private 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, canal easements, or a need for fire breaks, are allowed, but not required, to transfer the density within a site from the constrained lands to other portions of the site, and also clarify rounding of fractional units. Note that there are standards related to density transfers in BDC 3.5.100 that cover sensitive lands. BDC Chapter 1.2 includes the following definition of "fire break": "Fire break means a break in the ground cover fuels as specified by the fire protection agency involved"

4. Where a property 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.**~~
Maximum lot coverage standards are proposed to be eliminated in favor of FAR (floor area ratio) standards in BDC 2.1.400.

~~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%~~ ~~***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:

1. Duplexes and triplexes;

2. Multifamily residential;

3. Public and institutional buildings in residential zones;

4. Neighborhood commercial; ~~and~~

5. ~~m~~Mixed-use buildings in residential zones; and

6~~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. (Note: the starting text in this section reflects the recently-approved amendments from the ADU code amendment process.)

***

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~~a mix of housing types in locations that are convenient to service commercial uses and future transit opportunities.

The existing text in (A) makes it sound like single family homes are allowed in RH, which they will not be with the proposed amendments. This purpose statement is not really a purpose statement for the zones, but rather for the additional standards in those zones. It has been generalized to eliminate the conflict.

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 apply to developments on any property or combination of properties between three acres and 20 acres 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 are considered alternative housing types that may comprise the remaining 50 percent of housing units except for Single-family courtyard housing and ADUs. Cottage Housing Development in compliance with BDC 4.5.600 is also 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. ADUs are excluded from the mix calculation because they are exempt from minimum and maximum density standards, which makes it complicated to include them in calculating mix, and because they may or may not be used as independent dwelling units (i.e. they may be used as bonus rooms, guest quarters, or an extension of the primary dwelling unit rather than rented out). Their use may also change over time (one homeowner may rent the ADU, while the next uses it as a home office).

***

Chapter 2.2

COMMERCIAL ZONING DISTRICTS (CB, CC, CL, CG)

Sections:
2.2.100 Purpose and Applicability.
2.2.200 Zoning District Locations and Characteristics.
2.2.300 Permitted and Conditional Uses.
2.2.400 Development Standards.
2.2.500 Site Layout and Building Orientation.
2.2.600 Commercial Design Review Standards.
2.2.700 Pedestrian Amenities.
2.2.800 Development and Design Standards for the Central Business Zoning District.

2.2.400 Development Standards.

The following table provides the general numerical development standards within the Commercial Districts. Additional standards are contained in subsections (A), (B) and (C) of this section.

Table 2.2.400
Commercial Zoning District Development Standards

***

STANDARD	CB	CC	CL	CG
Maximum Building Footprint, see note (2) below	None	~~15,000 sq. ft. for single tenant~~ 50,000 sq. ft. ~~for multi-tenant 35,000 sq. ft. for grocery store~~	None	None

(1) Subject to the special setback standards of BDC Chapter 3.4 and the site layout and building orientation standards of BDC 2.2.500.
(2) See subsection (C) of this section.

***

C. Convenience Commercial Development Standards. The purpose of this subsection is to provide special development standards for the development of new uses within the CC Zone. The zone is intended to provide locations for a wide range of small and medium sized businesses and services as a convenience to surrounding residents. The CC Zone has the following limitation on uses:

1. Maximum Building Size. ~~Except as provided in subsections (C)(2) and (3) of this section, the maximum size for any building in the CC Zone is 15,000 square feet of floor area, unless a larger floor area is approved through a Conditional Use Permit.~~

~~2. Exceptions to Maximum Building Size.~~

~~a. Grocery stores 35,000 square feet in size or less are permitted.~~

~~b. All buildings located in a CC Zone that are located along a street classified as a major collector or higher may have a building floor area up to 25 percent of the total lot area.~~

~~3. Multi-tenant buildings or developments shall be restricted to a maximum of 15,000 square feet of gross floor area per tenant.~~ The maximum building size ~~for multi-tenant buildings~~ is 50,000 square feet

per building, unless a larger area is approved through a Conditional Use Permit. ~~A tenant is defined as an independent operator unrelated to other tenants within the multi-tenant building or development.~~

Revisions suggested by Employment TAC to remove distinction between different types of buildings and focus on a single maximum building footprint for the CC zone.

2.2.600 Commercial Design Review Standards.

This section contains the design standards that are applicable to commercial and mixed use development. Minor changes are proposed to clarify applicability for mixed use buildings. The standards themselves are not proposed to change, but are included for context and ease of reference.

...

C. Standards. For developments subject to site plan or design review, the following standards shall be met. A design feature used to comply with one standard may be used to comply with another standard.

1. Residential Building Design Review. All residential buildings subject to site plan or design review shall comply with the Residential District design guidelines, as listed in BDC 2.1.900, Architectural Design Standards, and not the Commercial Design Review standards of this section.

2. Commercial Design Review. The following standards apply ~~For~~ to all commercial and mixed use buildings ~~subject to Commercial Design Review, all of the following standards apply~~:

a. Buildings with exterior walls greater than 50 feet in horizontal length shall be constructed using the installation of a combination of architectural features and a variety of building materials. Landscaping should be planted adjacent to the walls. Walls that can be viewed from public streets shall be designed with windows totaling a minimum of 10 percent of the wall area and using architectural features and landscaping (abutting the building) for at least 50 percent of the wall length. Other walls shall incorporate architectural features and landscaping for at least 30 percent of the wall length.

b. Architectural features include, but are not limited to, the following: recesses, projections, wall insets, arcades, window display areas, awnings, balconies, window projections, landscape structures or other features that complement the design intent of the structure and are acceptable to the Review Authority.

c. In addition, a portion of the on-site landscaping shall be planted adjacent to the walls of a building so that the vegetation combined with the architectural features significantly reduces the visual impact of the building mass as viewed from the street. Additional landscaping requirements are in BDC Chapter 3.2, Landscaping, Street Trees, Fences and Walls.

d. The predominant building materials should be characteristic of Central Oregon such as brick, wood, native stone and tinted/textured concrete masonry units and/or glass products. Other materials such as smooth-faced concrete block, undecorated tilt-up concrete panels, or pre-fabricated steel panels should only be used as accents and not dominate the building exterior of the structure. Metal roofs may be allowed if compatible with the overall architectural design of the building.

e. Roofs should be designed to reduce the apparent exterior mass of a building, add visual interest and be appropriate to the architectural style of the building. Variations within one architectural style are highly encouraged. Visible rooflines and roofs that project over the exterior wall of a building enough to cast a shadow on the ground are highly encouraged. Architectural methods shall be used to conceal flat rooftops; however, a maximum of 30 percent of the building elevations visible from the adjacent right-of-way may include flat roof components. Overhanging eaves, sloped roofs, parapet walls that have variations vertically and horizontally with decorative features, and multiple roof elements are highly encouraged. Mansard style roofs are discouraged.

f. Clearly defined, highly visible customer entrances using features such as canopies, porticos, arcades, arches, wing walls, and/or integral planters are required.

g. Community amenities such as patio/seating areas, water features, art work or sculpture, clock towers, pedestrian plazas with park benches or other features located in areas accessible to the public are encouraged and may be calculated as part of the landscaping requirements of BDC Chapter 3.2.

h. Exterior colors shall be of low reflectance, subtle, neutral or earth tone colors. The use of high intensity colors such as black, neon, metallic or fluorescent for the facade and/or roof of the building is prohibited except as approved for building trim. The City of Bend color guide provides samples of acceptable and unacceptable colors. The use of trademark colors requires City approval.

i. Exterior lighting shall comply with the outdoor lighting provisions of BDC 3.5.200. Light poles and/or fixtures and flag poles shall not exceed 25 feet in height.

j. 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. Large-Scale Buildings and Developments. For the purpose of this section, “large-scale buildings and developments” are defined as:

a. Individual buildings with more than 20,000 square feet of enclosed ground-floor space. Multi-tenant buildings shall be counted as the sum of all tenant spaces within the same building shell; and

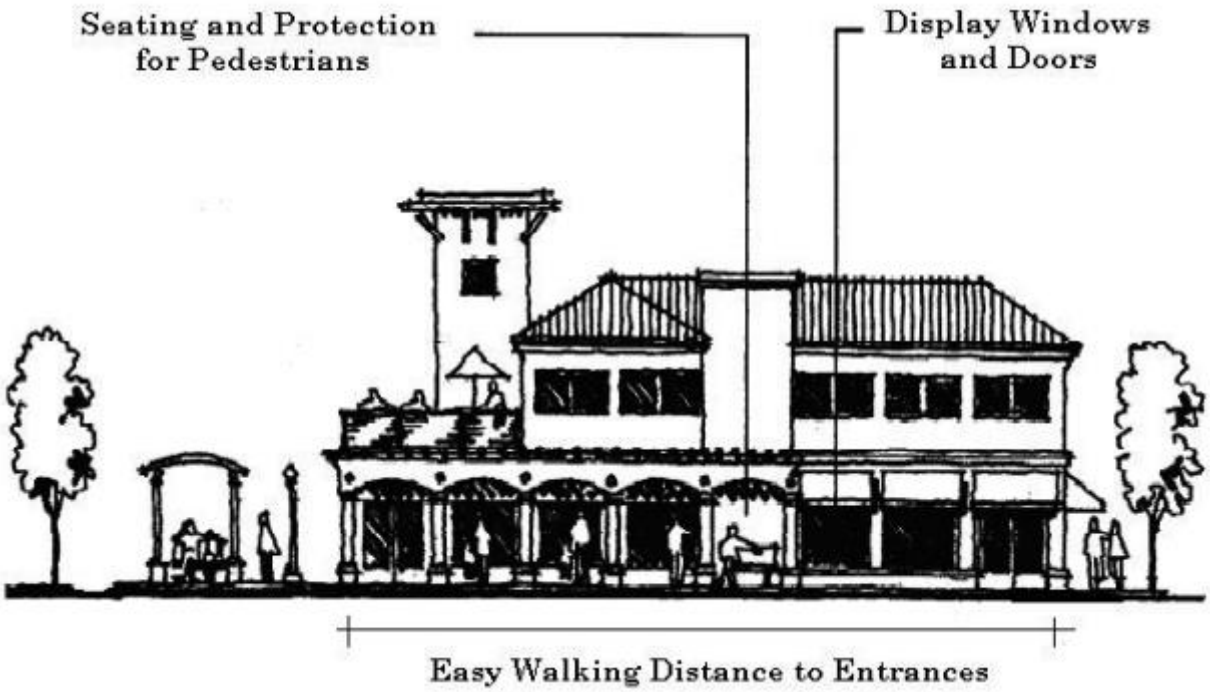
b. Multiple-building developments with a combined enclosed ground-floor space more than 40,000 square feet (e.g., shopping centers, public/institutional campuses, and similar developments).

4. Design Standards for Large-Scale Buildings and Developments. All large-scale buildings and developments, as defined above, shall provide human-scale design by conforming to all of the following standards:

a. Incorporate changes in building wall direction and divide large masses into varying heights and sizes, as shown in Figure 2.2.600. Such changes may include building offsets; projections; changes in elevation or horizontal direction; sheltering roofs; terraces; a distinct pattern of divisions in surface materials; windows; screening trees; small-scale lighting (e.g., wall-mounted lighting, or up-lighting as described in BDC 3.5.200 (Other Design Standards)); and similar features.

Figure 2.2.600

Design of Large-Scale Buildings and Developments (Typical)



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

5. Exceptions to Commercial Design Review Standards. An exception to the design standards of this section may be approved by the Planning Commission through a Type III Process if the Commission finds that the proposed development complies with the purpose and intent of the Commercial Design Review standards. The applicant shall pay a fee specified by the City for Planning Commission review.

Chapter 2.3

MIXED-USE ZONING DISTRICTS (ME, MR, ~~AND~~ PO, MU, and MN)

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), and Mixed-Use Neighborhood (MN) 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: • 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.
Mixed-Use Urban (MU)	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.
Mixed-Use Neighborhood (MN)	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.

The code uses "MU" as the abbreviation for Mixed Use Urban (rather than MU-U), and "MN" as the abbreviation for Mixed Use Neighborhood (rather than MU-N). This is consistent with the existing two letter zoning district abbreviations. (The existing abbreviation for Mixed Use Riverfront is MR, not MU-R.)

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: proposed regulation of specific uses in the new MU and MN 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.

Regulations for residential uses are proposed to change from relying on the existing definition of "primary" (and the implied but not explicitly codified definition of "secondary") to a limitation, applicable only in the ME and PO zones, that allows residential uses outright when part of a mixed use development that includes a major non-residential component, allows residential conditionally when part of a mixed use development with a minor non-residential component, and prohibits stand-alone residential uses in these zones. This is because those zones are intended as primarily employment zones that allow some compatible residential uses rather than the other way around.

Land Use	ME	MR	PO	MU	MN
Residential					
Existing Residential Use ***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.***	P	P	P	P	P

Land Use	ME	MR	PO	MU	MN
Single family detached dwelling ~~Single-Family Dwelling as a primary use~~ ***Changed wording to match defined term, and recommending that no new stand-alone single family homes be permitted in the ME zone***.	~~C~~N	P	~~C~~ L [see Subsection (C)(1)]	N	N
~~Single-Family Dwelling as a secondary use~~	~~P~~	~~P~~	~~P~~		
Attached single-family townhomes* ***Adding attached townhomes as a listed use so that it's clear how they're regulated***.	~~C~~ L [see Subsection (C)(1)]	P	~~C~~ L [see Subsection (C)(1)]	P	P
Two- and three-family housing* ~~–~~ ***Adding two- and three-family housing as a listed use so that it's clear how it's regulated***.	~~C~~ L [see Subsection (C)(1)]	P	~~C~~ L [see Subsection (C)(1)]	P	P
Multifamily Residential* ~~as a primary use~~	~~C~~L [see Subsection (C)(1)]	P	~~C~~ L [see Subsection (C)(1)]	P	P
~~Multifamily Residential* as a secondary use~~	~~P~~	~~P~~	~~P~~		
Temporary Housing* ~~as a secondary use~~	~~P~~ L [see Subsection (C)(1)]	N	~~P/C~~ L [see Subsection (C)(1)]	P	C
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)(2)]	L [see Subsection (C)(2)]	N	P	L [see Subsection (C)(2)]
~~• 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.***	~~P~~C	N	N	N	N
Retail Sales and Service (auto oriented*)	P	N	N	N	N
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.***	~~P~~C	N	N	N	N
– without drive-through	P	P	P	P	P
Offices and Clinics	P	P	P	P	P
~~Conference Centers/Meeting facility associated with a hotel/motel~~ ***This use is duplicative with the listing under hotels/motels.***	~~C~~	~~P~~	~~N~~	~~P~~	~~N~~
Lodging (e.g., *bed and breakfast inns, hostels, timeshare)	P	P	N	P	P
*Short-Term Rentals	P	P	N	P	P
Hotel/Motels	P	P	N	P	C
– with conference center	P	P	N	P	N
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***	P	P	C	P/C [see Subsection (C)(3)]	C

Land Use	ME	MR	PO	MU	MN
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 MN zone					
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	N	N
– enclosed in building on ground floor (i.e., mini-storage)	P	P	N	N	N
Entertainment and Recreation					
– enclosed in building (e.g., theater)	P	P	C	P	L/C [see Subsection (C)(5)]
– not enclosed (e.g., amusement)	P	C	C	C	N
Wholesale Sales (more than 75% of sales are wholesale)	P	P	N	N	N
Broadcasting Studios and Facilities	P	P	N	P	N
Hospital	P	C	C	C	N
Day Care	P	P	P	P	P
Production Offices	P	P	P	P	N
*Medical Marijuana Dispensary and Marijuana Recreational Retailer ***Marijuana businesses proposed to be regulated the same as the most similar non-marijuana businesses in the new mixed use zones, as in other zones .**	L [see Subsection (C)(2)]	L [see Subsection (C)(2)]	N	P	L [see Subsection (C)(2)]
~~– 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~~		
*Marijuana Wholesale (more than 75% of sales are wholesale)	P	P	N	N	N
*Marijuana Testing, Research and Development Facilities	P	P	N	P	C
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	P	C
Government – branch service intended to serve a portion of the City	P	P	P	P	P
Government – limited point of service (e.g., public works yards, vehicle storage, etc.)	N	N	N	N	N
Parks and Open Space	P	P	P	P	P
Schools					
– pre-school, and primary, secondary ***Suggest 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.***	P	P	C	L/C [see Subsection (C)(6)]	L/C [see Subsection (C)(6)]

Land Use	ME	MR	PO	MU	MN
– colleges, universities and vocational schools	P	P	P	P	C
Clubs and Places of Worship	P	P	P	P	P
*Utilities (above ground)	P	P	P	P	P
Industrial					
Manufacturing and Production	P	P	N	L [see Subsection (C)(7)]	L [see Subsection (C)(7)]
Warehouse	P	P	N	N	N
Transportation, Freight and Distribution	C	C	N	N	N
Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios)	P	P	C	P	C
Industrial Service (e.g., cleaning, repair)	P	N	N	N	N
Miscellaneous Uses					
Wireless and Broadcast Communication Facilities	See BDC Chapter 3.7				

Key to Districts

ME = Mixed Employment

MR = Mixed-Use Riverfront

PO = Professional Office

MU = Mixed-Use Urban

MN = Mixed-Use Neighborhood

Key to Permitted Uses

P = Permitted

N = Not Permitted

C = Conditional Use

L = Limited as specified in subsection (C)

* 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. New residential uses. In order to ensure that the ME and PO zones retain a focus on employment uses, new residential uses in the ME and PO zones are limited as follows:

a. Residential uses that are part of a mixed use development in which non-residential uses occupy at least the floor area equivalent to the entire ground-floor area of the development are permitted.

b. Residential uses that are part of a mixed use development in which non-residential uses occupy less than the floor area equivalent to the entire ground-floor area of the development are conditional.

c. Residential uses that are not part of a mixed use development are prohibited.

The limitations above are intended to allow new residential uses only as part of a mixed use development in the ME and PO zones, and to make it easier to do mixed use developments that retain a significant non-residential component so that employment uses are not displaced by residential uses in those zones.

2. Retail sales and service and Medical Marijuana Dispensary and Marijuana Recreational Retailer. Retail sales and service uses and Medical Marijuana Dispensary and Marijuana Recreational Retailer uses are limited in certain mixed use zones as follows:

a. In the MR and MN zones, retail sales and service uses and Medical Marijuana Dispensary and Marijuana Recreational Retailer uses shall not exceed 50,000 sq. ft. ground floor.

b. In the ME zone, retail sales and service uses and Medical Marijuana Dispensary and Marijuana Recreational Retailer 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 regulations on marijuana are highlighted because amendments were adopted recently – these amendments reflect what was recently adopted. No changes to the substance of how marijuana is regulated in the existing zones are proposed. The MN zone is proposed to have a limit on retail uses as well that matches the MR zone.

3. Commercial and Public Parking. In the MU zone, commercial or public parking in a parking structure shall be permitted. Surface parking lots for Commercial and Public Parking as a stand-alone use (not accessory to another use on the site) shall require a conditional use permit.

4. Commercial Storage. Commercial storage is 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 and MN 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, primary and secondary – in the MU and MN 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 and MN zones are 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	MN
Minimum Front Yard Setback	~~10 feet~~None	None**	10 feet	None	None
Maximum Front Yard Setback (See Section (A)(1))	10 feet / 80 feet* (see (A)(1)(c) below)	None**	10 feet	10 feet	10 feet
Rear Yard Setback	None / 10 feet (see ~~standards~~ (A)(2) below)	None**	None / 10 feet (see (A)(2) ~~standards~~ below)	None / 10 feet (see (A)(2) below)	None / 10 feet (see (A)(2) below)
Side Yard Setback	10 feet (see (A)(2) ~~standards~~ below)	None**	None / 10 feet (see (A)(2) ~~standards~~ below)	None / 10 feet (see (A)(2) below)	None / 10 feet (see (A)(2) below)
Lot Coverage	~~50%~~None	None**	50%	None	None
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	65 feet	45 feet
Minimum Residential Density	See Section C below	None	See Section C below	Subject to RM zone minimum density (see Section C below)	Subject to RM zone minimum density (see Section C below)
Maximum Residential Density	None	None	None	None	None

* 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).

Minimum setback in ME eliminated in order to remove a barrier to urban-style development in that zone.

Added minimum 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.

~~B~~1. 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.

~~1~~a. General Standards. See Table 2.3.300, Mixed-Use District Development Standards.

b. Maximum Setback Calculation. Conformance with the maximum setback standard is achieved when one or both of the following is met:

i. At least 90 percent of the building elevation facing the street that is subject to the maximum setback standard is at or within the maximum setback.

ii. Where more than one building is proposed on a site, 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.

c. 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 modified from the current version in the commercial zones chapter in order to provide more flexibility for small sites and sites with multiple frontages that may be subject to the standard.

~~2~~c. 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 with two frontages, the maximum setback standards indicated in Table 2.3.300 shall be applied to all street frontages.

ii. For through lots with two frontages, 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.

iii. For properties with three or more frontages, the maximum setback must be met on two abutting frontages.

~~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. The provision for sites with three or more frontages is intended to address larger developments with more than two frontages, such as entire city blocks that redevelop with one use.

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.

~~c.~~ 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 will be attached to the Integrated Land Use and Transportation Plan) 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.

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

2~~C~~. 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.

a~~1~~. ME, ~~and~~ MR, MU and MN 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~~be subject to step back standards in subsection (D) of this section~~an additional one foot for each foot the building height exceeds 35 feet~~.

b~~2~~. 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.

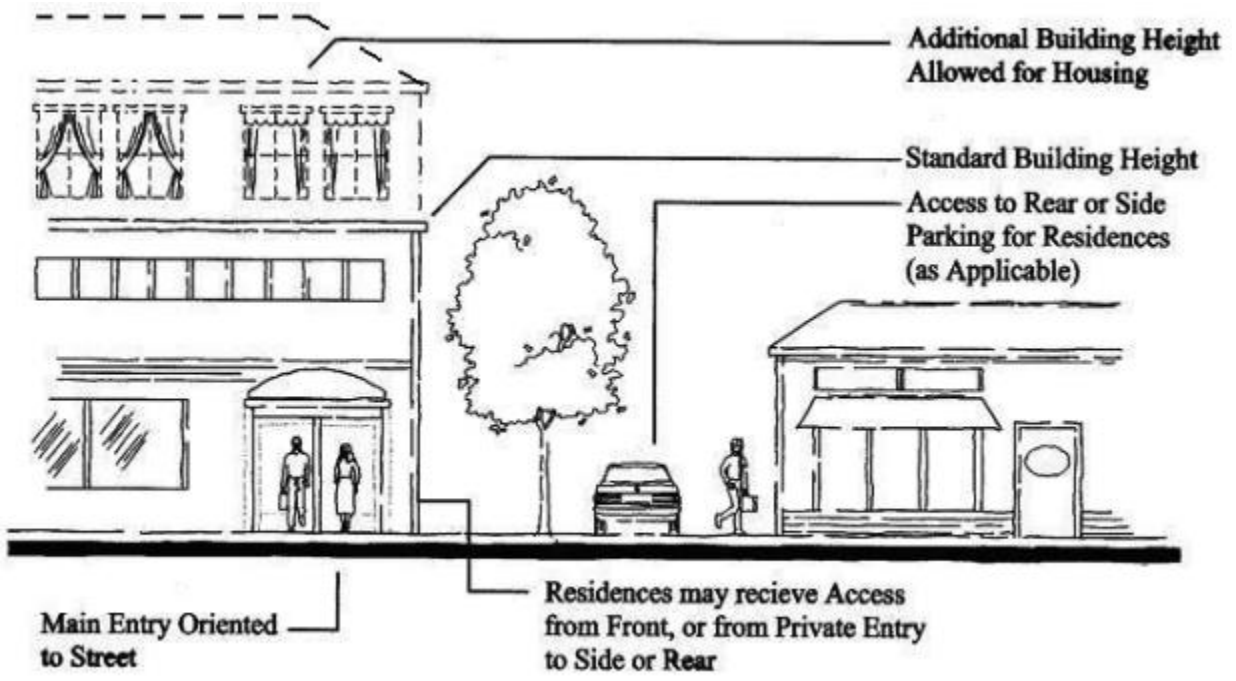
c~~3~~. When a public alley abuts a side or rear yard of property within the PO or ME Zones, the width of the alley can be included in the additional setback calculation as described in subsections (C)(1) and (2) of this section for the purpose of offsetting the impacts of the building height over 35 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 ME, MU and MN 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 residentially designated district. 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 2.3.300 – 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 zoning district may be allowed for multifamily housing when the additional units gained by the height increase are affordable housing units, except for buildings abutting a residentially designated property. 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 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 residentially designated district. In the ME, MU, and MN 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 residentially designated 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 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. In the mixed use zones, residential density standards apply to any portions of the development where ground-floor residential uses are proposed. Area used to calculate residential density includes all area dedicated to parking and landscaping required for the ground-floor residential uses. Where ground-floor residential uses are part of a mixed use development, area used to calculate residential density does not include land dedicated to right-of-way.

1. ME and PO Zoning Districts. The minimum residential density standard in the ME and PO zoning districts is as follows:

a. Where residential uses are part of a mixed use development in which non-residential uses occupy at least the floor area equivalent to the entire ground-floor area of the development, there

is no minimum residential density standard except that for properties located within 660 feet of a transit route, the minimum residential density standards of the RM zone shall apply.

b. Where residential uses are part of a mixed use development in which non-residential uses occupy less than the floor area equivalent to the entire ground-floor area of the development, the minimum density standards of the RM zone apply.

2. MN and MU Zoning Districts. The minimum residential density standards of the RM zone apply.

3. There is no minimum residential density standard for "vertical" mixed use.

4. Maximum residential density is 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 consumed for low-density residential uses. Based on input from the Employment Lands TAC, the minimum density for the ME and PO zones is applicable to only adjacent to transit for developments in which employment uses are primary, in order to allow greater flexibility in outlying areas. However, for mixed use developments in which non-residential uses are a smaller component, the minimum residential density of RM applies so that the ME and PO zone are primarily retained for employment uses. Maximum density standards are not included because they can preclude efficient multifamily housing development up to the maximum height and size. If there are concerns about scale beyond setting a maximum height, a maximum floor area ratio (FAR) could be included that would regulate the total building mass.

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 ~~R~~residentially designated d~~D~~istricts. 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]

E. Landscaping. Development in the MU and MN zones is exempt from the minimum landscaping area requirements of BDC 3.2.300(C). All other standards of BDC Chapter 3.2 are applicable.

The current landscaping standard is 15% of gross site area for virtually all land uses. This makes it more difficult to build urban-style development. Parking lot landscaping standards and requirements for landscaping in setbacks adjacent to residential land would still apply; however, there would be no minimum total amount of landscaping.

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.

A~~B~~. 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.

B~~C~~. Parking.

1. In the MU and MN zones, ~~P~~parking and maneuvering areas shall be prohibited between the street and the building.

2. In the ME and PO zones, parking and maneuvering areas is 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~~are subject to Commercial Design Review, BDC 2.2.600, or BDC 2.1.900, Architectural Design Standards for multifamily residential uses, as applicable, and shall 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~~

A and B are duplicative with the standards of BDC 2.2.600 – while not identical, they address similar issues in a slightly different way that does not appear to achieve a larger policy objective. Suggest striking these for the sake of streamlining.

A. In the MU and MN Districts, building facades that are oriented to the street and are within the maximum front setback standard under BDC 2.3.300 (referred to as "Street Walls") shall be designed to provide visual interest for pedestrians as follows:

1. Ground-floor windows must be installed for at least 50 percent of the length of the Street Wall and have an area equal to 60 percent of the ground-floor wall area of the Street Wall. Ground-floor wall area includes all wall areas up to 10 feet above finished grade. Windows are required to be transparent to foster both a physical and visual connection between activities in the building and pedestrian activities on the street.

2. Weather protection shall be provided along 50 percent of the Street Wall and at all street-facing entrances. Weather protection projections may include but are not limited to awnings, marquees, balconies, overhangs, or building appendages. Weather projections are required to extend five feet over the sidewalk in order to meet this standard and must not obstruct or prevent the placement of street trees, tree canopies or other improvements within the public right-of-way.

The standards above are intended to create a more pedestrian-friendly street environment in the new mixed use zones.

Chapter 3.3

VEHICLE PARKING, LOADING AND BICYCLE PARKING

3.3.300 Vehicle Parking Standards for On-Site Requirements.

The minimum number of required off-street vehicle parking spaces (i.e., parking that is located in parking lots and garages and not in the street right-of-way) shall be determined based on the standards in this section.

A. Off-Street Parking Requirements. The number of required off-street vehicle parking spaces shall be determined in accordance with the following standards. Off-street parking spaces may include spaces in garages, carports, parking lots, and/or driveways if vehicles are not parked in a vehicle travel lane (including emergency or fire access lanes). In applying the exceptions and reductions listed in Sections (B), (C), and (D), reductions and exceptions may be combined except where otherwise specified. Where a fractional number of spaces results, the required number of spaces shall be rounded down to the nearest whole number.

The text added above is intended to make clear that the various reductions are meant to be applied cumulatively unless otherwise specified, and provides clarification on rounding of fractional spaces. Current planning staff and the project team recommend rounding down for parking requirements, as it will make the difference between "go" or "no go" for small properties.

Table 3.3.300
Required Off-Street Vehicle Parking Spaces

Use	Minimum Requirement
Residential	
Accessory dwelling unit	1 space per unit ***Note: exceptions to this requirement were proposed with package of ADU amendments that was recently approved, but were not approved as part of that package. This should be revisited during the parking study.***
Residential care home	2 parking spaces per dwelling unit
All residential uses within the CB and MU Zoning Districts ***Applies reduced parking standard for residential uses to the MU zone as well as the CB zone***	1 space per dwelling unit
Bed and breakfast inns	1 space per bedroom, plus 1 space for the manager or proprietor
Short-term rentals	1 space per bedroom
Duplex and triplex	1-bedroom units – 1 space/unit~~2 spaces per dwelling unit~~
	2- or more bedroom units – 2 spaces per unit
Manufactured home parks	2 parking spaces per dwelling unit
Multifamily residential	Studio units or 1-bedroom units – 1 space/unit
	2-bedroom units – 1.5 spaces per unit
	3- or more bedroom units – 2 spaces per unit
	Retirement complexes for seniors 55 years or older – 1 space per unit
Single-family, attached or detached, including a manufactured home on individual lot.	2 parking spaces per dwelling unit

Use	Minimum Requirement
Commercial	
All ~~Central Business District~~ commercial uses within the CB and MU Zoning Districts ***Applies reduced parking standard for commercial uses to the MU zone as well as the CB zone***	1 space per 500 square feet of gross area
Banking services	1 space per 350 square feet floor area
Bulk and outdoor retail trade and services, including: auto, boat or trailer sales, retail nurseries, lumberyards, and similar bulk retail uses	1 space per 1,000 square feet of gross floor area
Commercial storage (e.g., ministorage, self-storage)	1 space per 6,000 square feet of net leasable square footage, with up to half the required spaces and associated driveway areas permitted to remain unmarked for trucks and other large vehicles.
Entertainment (e.g., theaters, clubs, and other completely enclosed amusement uses)	1 space per 4 seats
Hotels/motels	1 space for each guest room, plus 1 space for the manager
Laundromats and dry cleaners	1 space per 350 square feet of customer use area, plus 2 spaces per 3 employees on the largest shift
Office use (including medical and dental offices, clinics and laboratories, alternative health care)	1 space per 350 square feet of gross floor area
Restaurants and bars (subject to BDC 3.6.300(J)(10))	1 space per 200 square feet of gross leasable floor area
Retail trade and services • General trade • Bulky merchandise (appliance, furniture)	 • 1 space per 350 square feet of gross floor area • 1 space per 750 square feet of gross floor area
Industrial Uses	
Heavy industrial	1 space per 2 employees on the largest shift or for each 1,000 square feet of gross floor area, plus 1 space per company vehicle
Light manufacture and production businesses (e.g., electronic equipment, printing, bindery, furniture, bakery, crafts, call center and similar uses)	1 space per 2 employees on the largest shift or for each 700 square feet of gross floor area, plus 1 space per company vehicle
Public/private utilities (e.g., natural gas, electricity, telephone, cable, and similar facilities)	1 space per 2 employees on the largest shift, plus 1 space per company vehicle; a minimum of 2 spaces is required
Warehousing and distribution	1 space per 2,000 square feet of gross floor area
Public and Institutional Uses	
Adult day care	2 parking spaces per dwelling unit
Child care facility	1 space per 2 employees; a minimum of 2 spaces is required
Clubs, lodges, similar uses	1 space per 3 persons allowed by Building Code in the main assembly room or auditorium
Community and regional parks and recreational facilities	1 space per 10,000 square feet of gross area or 1 space per 1,000 square feet of building floor area, whichever is greater, or as required by a Conditional Use Permit
Golf courses, including miniature golf	2 spaces per hole, plus additional spaces for auxiliary uses as required elsewhere in this section
Government – limited point of service (e.g., public works yards, vehicle storage, etc.)	1 space per 2 employees on the largest shift or for each 500 square feet of gross floor area, plus 1 space per fleet vehicle
Government – point of service intended to serve the entire City	1 space per 350 square feet of gross floor area

Use	Minimum Requirement
Government – point of service intended to serve a portion of the City	1 space per 350 square feet of gross floor area
Hospitals	1.5 spaces per bed
Neighborhood parks and recreational facilities	None except as required for accessibility compliance or as required by a Conditional Use Permit
Places of worship	1 space per 4 seats in the main worship area
Residential care facility	1 space per 2 patient beds or 1 space per apartment unit
Registered or certified family child care home	2 parking spaces per dwelling unit
Schools (public and private) – elementary and middle	1 space per employee or 4 seats in the auditorium, whichever is greater
Schools (public and private) – high schools	1.5 spaces per classroom, plus 1 space per 10 students. If the school is designed to accommodate related uses such as auditoriums, stadiums, theatres, and gymnasiums, additional parking shall be provided at a rate of 1 space per 4 seats.
Schools (public and private) – college and university campuses and trade schools	Parking needs based on a Parking Management Plan for all uses contemplated for the entire campus
Unspecified uses	
For uses not specified in Table 3.3.300, the Review Authority shall determine the minimum number of required parking spaces as part of the development review process accompanying the proposed use, based upon similar uses listed in this table.	
The Review Authority may approve a Parking Management Plan for developments with multiple uses.	

B. Credit for On-Street Parking. The amount of off-street parking required may be reduced by one off-street parking space for every on-street parking space abutting the development, up to 50 percent of the requirement, except ~~for uses within the CB Zone~~as specified in subsections (1) and (2) below. On-street parking shall follow the established or approved configuration of existing on-street parking, except that angled parking may be allowed for some streets, where permitted by City, ODOT and/or County standards.

1. Uses within the CB zone shall not receive credit for on-street parking, but have the option to pay a fee in lieu of providing off-street parking per BDC 3.3.200~~Parking credit can only be granted for developments with frontage on streets that allow parking on both sides in accordance with BDC Chapter 3.1, Lot, Parcel and Block Design, Access and Circulation.~~.

2. For uses within the MU and MN zones, the amount of off-street parking required may be reduced by one off-street parking space for every on-street parking space abutting the development, up to 100 percent of the requirement.

The proposed amendment removes the limitation that this can only apply where on-street parking is allowed on both sides. This may provide an incentive for developers to improve their side of the street if it would allow them to count that space for parking. The exceptions to the default have been re-organized for clarity and the exception for the CB zone now includes the reference to the existing fee-in-lieu provision that allows downtown uses to pay a fee rather than providing additional required off-street parking. The new mixed use zones would allow up to 100 percent of the requirement to be met through on-street parking. As part of the parking study, the city should consider extending the ability to count on-street for 100% of required parking more broadly (e.g. whole city, or certain zones/uses).

...

C. Parking Location and Shared Parking.

1. Location. Vehicle parking is allowed only on approved streets, within garages, carports and other structures, or on driveways or parking lots that have been developed in conformance with this code. Specific locations for parking are indicated within the individual land use districts for some land uses (e.g., the requirement that parking be located to side or rear of buildings, with access from alleys, for some uses). Required off-street parking shall not be located within the front yard setbacks except for single-family dwellings, ADUs, duplexes and triplexes.

2. ~~Off-Street Parking~~Screening.

~~a.~~ Commercial or industrial off-street parking which adjoins a Residentially ~~Zone~~ designated district shall be effectively screened by a fence and landscaping with a minimum width of 10 feet unless otherwise specified in this code.

~~b. Off-street parking shall not be located within the required front yard setbacks.~~

Amendments to (2) above are clean ups for clarity and to reduce redundancy. Subsection (1) already prohibits off-street parking within required front yard setbacks.

3. Off-Site Parking. Except for single-family dwellings, the vehicle parking spaces required by this chapter may be located on another parcel of land when commercial off-site parking is permitted in the underlying zone, provided the parcel is within 1,000 feet of the use it serves and the amount of off-site parking does not exceed the minimum amount of parking required for the intended use. The distance from the parking area to the use shall be measured from the nearest parking space to a building entrance, following a sidewalk or other pedestrian route. The right to use the off-site parking must be evidenced by a recorded deed, lease, easement, or similar written instrument.

4. Mixed-Use Developments. If more than one type of land use occupies a single structure or parcel of land, the total requirements for off-street automobile parking shall be 95 percent of the sum of the requirements for all uses, unless it can be shown that the peak parking demands are actually less (i.e., the uses operate on different days or at different times of the day). In that case, the total requirements shall be reduced accordingly. (See subsection (C)(5) of this section, Shared Parking.)

The amendment to (4), above, provides an automatic 5% reduction to parking requirements for mixed use developments. This could be combined with other parking reductions, including for TDM (see (D)(1)(b)), affordable housing, and/or housing adjacent to transit.

...

D. Exceptions and Special Standards for Parking.

1. Exceptions for Required Parking.

...

c. The total number of required motor vehicle parking spaces for all uses except for single family detached dwellings may be reduced by up to 10 percent for developments within 660 feet of a transit route (as the crow flies). Where only a portion of the site lies within 660 feet of a transit route, the reduction shall be applied only to buildings that are fully or partially within 660 feet of a transit route.

Subsection (c) applies the existing reduction to parking for affordable housing adjacent to transit more broadly to nearly all development within 660 feet (1/8 mile) of a transit route, and changes it from a reduction to 1 space per unit to a percentage reduction to the total requirement so that it can be combined with other reductions and applied to nearly any use. It is a small reduction that will have limited impact, but may be relevant for smaller development projects.

d. The parking requirement for affordable housing units is one on-site parking space per affordable housing unit.

Subsection (d) applies the existing exception for affordable housing (which was relocated from subsection (3) of this section) more broadly, allowing the reduction for all affordable housing, regardless of location, and also allowing the additional reduction for transit proximity on top of the affordable housing reduction.

Chapter 3.6

SPECIAL STANDARDS AND REGULATIONS FOR CERTAIN USES

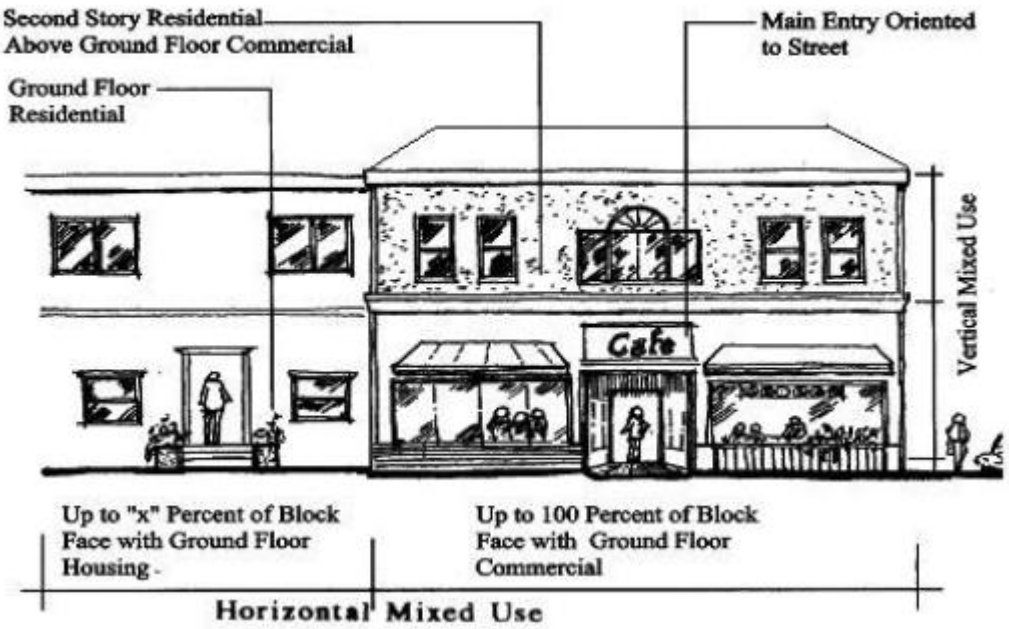
3.6.200 Residential Uses.

***

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; allow limited residential uses within commercial districts while conservinge 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**~~**Example of Vertical and Horizontal Mixed Use**



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 are 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. The density standards are intended to ensure efficient use of buildable lands. Residential density standards apply to any portions of the development where ground-floor residential uses are proposed. Area used to calculate residential density includes all area dedicated to parking and landscaping required for the ground-floor residential uses, but does not include land dedicated to right-of-way.

a. There is no minimum ~~or maximum~~ residential density standard for "vertical" mixed use in a Commercial Zoning District.

b. Maximum residential ~~D~~density in a Commercial Zoning District shall be controlled by the applicable lot coverage and building height standards.

c. For "horizontal" mixed use in a Commercial Zoning District, where the site is located within 660 feet of a transit route, the minimum residential density standards of the RM zone shall apply for the portion of the site dedicated to housing on the ground floor.

The proposed residential density standards are intended to make sure that land in commercial and mixed use zones is not consumed for low-density residential uses. The minimum density is applicable to only adjacent to transit, in order to allow greater flexibility in outlying areas.

***

5. The commercial or public/institutional 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 or public/institutional uses shall be constructed prior to or concurrently with the residential uses.

The amendments above are proposed to simplify the requirements in this section and provide greater clarity.

Chapter 4.5

MASTER PLANNING AND DEVELOPMENT ALTERNATIVES

CDD is in the process of revising this chapter of the code with input from a separate committee. That effort has incorporated the substance of the key changes to BDC 4.5.300 and 4.5.400 from the UGB project efficiency measures into a broader update that clarifies the two-track process and offers other improvements on the current code language. The updates from that process may be adopted prior to UGB adoption. If that is the case. the amendments to this section as well as BDC 4.5.400 will be removed from the UGB adoption package. Should the broader master planning code update run into difficulties, then the UGB project will carry forward the more surgical amendments shown below to adoption.

4.5.300 Master Planned Developments.

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 developments that are not deviating from the standards in the code, 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 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. A master planned development is not required if a Special Planned District has been adopted for the subject area.

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. Concept development plan approval. There are two "tracks" for concept development plan approval, depending on whether the ~~A~~ Master Planned Development seeks to change one or

more of the development standards contained in this code and/or the Bend Area General Plan designations. ~~Therefore,~~

i. ~~a~~A Master Planned Development concept plan application in compliance with the development standards in this code and the General Plan designations may be reviewed under the Type II procedure in accordance with BDC Chapter 4.1, Development Review and Procedures.

ii. A Master Planned Development that seeks to change one or more of the development standards contained in this code and/or the Bend Area General Plan designations ~~shall be reviewed using~~is required to be reviewed under 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.

b. Tentative development plan approval. 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.

3. Submittal requirements. 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 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.

~~g~~h. 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. Prior to land division approval, a master plan shall be prepared for all properties, lots, parcels and/or sites meeting the criteria in subsection (A) of this section. Master plans shall follow the procedures in BDC 4.5.300, Master Planned Developments. A master plan may not be required if a Special Planned District has been adopted for the subject area.

The amendments in 4.5.300 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.

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:

The amendments to (1) and (2) below increase the distance within which recreation areas and commercial services must be available. Input from developers indicates that the current quarter-mile distance will become a barrier to meeting the required density.

1. Access to recreation. All lots have access to active or passive recreational areas or uses by walking or bicycling a distance not greater than one-~~fourth~~ half 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. Access to commercial services. All lots have ~~easy~~ access to neighborhood commercial services by walking or bicycling a distance not greater than one-~~fourth~~ half 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. Some residential TAC members had concerns about setting a minimum percentage of non-single family detached housing that would be required. The original minimum percentage suggested was 20% - it has since been revised to 10% in response to these concerns. The team believes that achieving housing mix in the RS zone is important enough that it is worth setting a prescriptive standard as long as that standard is reasonable and achievable. A standard has also been added for the RL plan designation/zone. ADUs are excluded from the mix and minimum density calculations because they are exempt from minimum and maximum density standards for the zone, which makes it complicated to include them in master plan calculations, and because they may or may not be used as independent dwelling units (i.e. they may be used as bonus rooms, guest quarters, or an extension of the primary dwelling unit rather than rented out). Their use may also change over time (one homeowner may rent the ADU, while the next uses it as a home office).

3. Housing density and mix. The neighborhood shall ~~consist of~~provide a diverse mix of housing types ~~to achieve~~and achieve efficient minimum housing densities in conformance with the standards of subsections (a) through (c) below.

a. Minimum and maximum densities shall be calculated in conformance with BDC 2.1.600(C), except that land for parks and Recreational facilities used to meet the open space standards in subsection (5) of this section is included in the calculation of both minimum and maximum density.

b. For purposes of meeting the housing mix standards below, all listed housing types in Table 2.1.200 are considered alternative housing types except for Single-family detached housing, Single-family courtyard housing, and ADUs. Cottage Housing Development in compliance with BDC 4.5.600 is also an alternative housing type.

c. Minimum standards by zone are as follows:

i. RL General Plan Designation/Zone: at least 50 percent of the maximum gross density of the RL General Plan designation/zone (2.0 units per gross acre), with single-family detached housing comprising no more than 90 percent of the total housing units and alternative housing types comprising at least 10 percent of total housing units.

ii. RS General Plan Designation/Zone: at least ~~60~~ 80 percent of the maximum gross density of the RS General Plan designation/zone (5.84 units per gross acre), with single-family detached housing comprising no more than 90 percent of the total housing units and alternative housing types comprising at least 10 percent 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.~~

iii. RM General Plan Designation/Zone: at least 60 percent of the maximum gross density of the RM Plan designation/zone (13.02 units per gross acre), with single-family detached housing comprising no more than 33 percent of the total housing units and alternative housing types comprising at least 67 percent of total housing units. This standard supersedes the housing mix standard for the RM zone in BDC 2.1.1000(C).

iv. RH General Plan Designation/Zone: 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 percent of total housing units or more than 10 percent of total acres of RH zoned or designated land.

Some Residential TAC members were concerned that developers would simply allocate a portion of the site for multi-family housing but fail to build it and suggested adding a requirement that the alternative housing types be constructed prior to or concurrent with the single family detached housing. Such a standard is not included in this draft; however, the city should monitor permit data and consider whether such a standard may be needed.

4. Public facilities. 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. Open space. 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. Multi-modal connections. 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 Master Planned Neighborhoods~~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 Master Planned Neighborhoods~~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]

4.5.500 Master Plan Development within the Urban Holding Districts.

The section below is left over from the 2008 UGB expansion effort. It is shown struck because the project team is recommending using the same masterplan process and requirements that apply inside the UGB for new expansion areas (sections 4.5.300 and 4.5.400, above). Annexation policies are being developed for the general plan that will apply to new UGB expansion areas.

~~A. Master Plan Required. A master plan is required as a condition of annexation into the City limits prior to or concurrent with rezoning.~~

~~B. Applicability. This section shall apply to all properties within the Urban Growth Boundary with an Urban Holding designation. A proposal for a master plan shall be required for properties which have a total land area of 10 acres or more, or the aggregate of several assembled properties under the same ownership which totals 10 or more acres at the time the UGB is adopted.~~

~~C. Purpose. The purpose of master planning is to provide:~~

~~1. Orderly and efficient development of the City of Bend.~~

~~2. Compatibility and/or transitions with adjacent developments and the character of the area.~~

~~3. A complementary mix of uses and activities consistent with the Framework Plan and the City's Housing Needs Analysis and the Economic Opportunities Analysis.~~

~~4. An interconnected transportation network both within the master plan area and connecting to existing and planned City streets, routes and trails including bicycle and pedestrian facilities.~~

~~5. A range of open space and recreational facilities.~~

~~6. Public and semi-public facilities and services, including schools and parks.~~

~~7. Preservation of historic buildings, scenic views and natural resources to the greatest extent possible where applicable.~~

~~8. Transition or buffers between urban development and rural areas.~~

~~9. Implementation of the Bend Urban Area General Plan.~~

~~D. Procedures. Proposals for a master plan shall demonstrate consistency with this section and shall follow the procedures set forth in BDC 4.5.300, Master Planned Developments.~~

~~E. Designated Master Plan Areas. The City's Framework Plan identifies seven large property holdings as special Master Plan Areas. Within these areas, various required land uses have been specified on the Framework Plan. The master plan shall be developed in a manner that will accommodate the required uses consistent with the Framework Plan.~~

~~Areas without a designated master plan area may join together with surrounding properties for master planning purposes. In such instances, the Framework Plan uses may be re-arranged within the aggregated area as long as the ratio of uses identified on the Framework Plan is developed and any unforeseen impacts can be mitigated.~~

~~F. Land Use and Design Standards for Master Plans. The proposed uses shall be consistent with the City of Bend "Framework Plan" as illustrated in the Bend Area General Plan as Figure 1-2. The Framework Plan is a planning tool used by the City to guide the future pattern of development and land uses within the UGB for the 20-year planning period. The Framework Plan also demonstrates that the new Urban Growth Boundary can accommodate the identified land needed for residential, commercial and industrial uses. The Framework Plan shows the proportionate size and approximate locations of urban uses, open space and~~

~~the City's expanded Transportation System Plan within the UGB. Each Master Planned Development area shall demonstrate conformance with the Framework Plan and the applicable standards below.~~

~~1. New Residential Districts.~~

~~a. A mix of housing types and densities within proposed large residential and mixed-use developments is encouraged. Where possible, a ratio of 65 percent detached to 35 percent attached housing shall be encouraged.~~

~~b. Medium and high density residential developments shall be located where there is good access to arterial streets and nearby commercial services, employment and public open space to provide the maximum convenience to the highest concentrations of population.~~

~~c. Exceptions.~~

~~i. RL Buffers. The west side master plans allow the development of Low Density Residential housing as a transition between wild lands and the Goal 5 Study area which may include Areas of Special Interest. Low density development provides a compatible transition for wildlife protection and to provide for fire fuels reduction to protect against wildfire. The use of RL buffers cannot exceed the acreage size identified for the master plan area. However, the RL buffer can be designed in any configuration necessary to achieve the intended purpose.~~

~~2. New Economic Uses. The Framework Plan illustrates areas best suited for economic use as commercial, industrial and mixed-use.~~

~~a. Commercial. There are a wide variety and type of commercial designations. The three districts identified on the Framework Plan map are:~~

~~• Convenience Commercial – The smallest Commercial District is neighborhood-oriented and provides frequent shopping and service commercial uses within one-fourth mile of residential neighborhoods. This type of commercial node typically does not exceed five acres in size.~~

~~• Limited Commercial – An intermediate Commercial District might include both small and more intense service commercial and office uses clustered together between neighborhoods. These areas do not exceed 30 acres in size. They are served by large capacity streets but not solely reliant on street frontage. A mix of uses including high density housing is encouraged as a secondary use above or behind the commercial buildings.~~

~~• General Commercial – The largest Commercial District has a regional draw and is reliant on the principal transportation system for access. These areas although predominantly an employment center will incorporate high density housing within the building blocks and in stand-alone housing projects not to exceed 10 percent of the total development area. There is no size limit on the General Commercial Districts.~~

~~b. Industrial. The Industrial Districts are categorized as light and general industry. The difference between the two designations is site size requirements and outward impacts to adjoining properties. The overall size of an industrial designation is not mandated.~~

~~• Light Industrial – Typically requiring smaller sites, these industrial areas accommodate a variety of uses including light manufacturing, research and development facilities and sometimes heavy commercial.~~

~~• General Industrial – There is a need for large sites located in close proximity to supporting smaller sites and a principal transportation system for receiving and transporting goods and materials.~~

• Mixed Employment – Often viewed as an opportunity for redevelopment, these mixed-use areas are a hybrid between commercial and small site industrial uses, the Mixed Employment District works well as transition zone between true commercial and industrial uses. ME designations also can provide a functional transition between a high capacity transportation system and a Residential District.

i. New industrial designations are very location sensitive and shall locate to the greatest extent practical within one-half mile of major highways and principal arterials for shipping and receiving good and materials.

ii. Where an industrial designation abuts a commercial or residential designation, a transition of development consisting of a mix of commercial, open space and/or residential uses shall be provided.

iii. General Industrial designations are sited in areas where impacts to adjacent properties can be minimized. A light industrial designation may be used to buffer or insulate the impacts of the General Industrial District.

c. Mixed-Use. Mixed-use development is a blending of industrial, commercial and/or residential uses. A mixed-use area shall function primarily as a transition between more intense and less restrictive uses.

i. No more than 65 percent of one type of use can dominate a mixed-use area. The edge of the mixed-use zone shall consist primarily of permitted uses allowed within the adjacent or abutting district.

ii. Residential units within a mixed-use building or development are encouraged and shall not have a density minimum or maximum.

iii. Residential uses shall not be the primary use of a mixed-use building.

iv. Mixed-use areas shall contain a minimum public open space area equivalent to 10 percent of the total mixed-use district.

3. New Goal 5 Resources. The Deschutes River, Tumalo Creek drainage corridor and volcanic upland rock features within the expanded UGB may be potential new Goal 5 visual resources. A formal Goal 5 analysis will be completed by the City for the expanded UGB. Until such time, areas of significance are not considered buildable. Prior to the completion of the Goal 5 inventory, analysis and ordinance by the City, properties seeking annexation shall conduct a Goal 5 inventory pursuant to OAR 660-023. Where a significant Goal 5 resource is identified, amendments to the Bend Area General Plan and Bend Development Code shall be proposed and adopted, consistent with inventory findings and OAR 660-023, to ensure appropriate protection of the resource, prior to approval of any land use action.

A determination of significance shall be based on the quality, quantity and location of the resource. The Goal 5 analysis will include at a minimum a visual impact assessment, slope analysis, vegetation inventory and wildlife assessment. In addition, the Goal 5 rule requires an analysis of positive and negative economic, social, environmental and energy consequences that could result from a decision to allow, limit or prohibit a conflicting use. Using the Goal 5 analysis information, the City will develop a program that will balance the impacts and determine the appropriate level of protection.

4. Open Space. Open space is a required element of all Master Planned Developments.

a. A minimum of 10 percent of the development area shall be designated as usable open space as part of the master plan.

• Passive open space may consist of geological features, treed areas, waterways and areas with significant slopes or areas that are otherwise constrained by environmental factors.

- Active open space shall be of a size that is adequate for group activities (10,000 square feet minimum area with a minimum average width of 50 feet).

b. Open space areas shall include walking or bicycle trails, landscaping and/or natural vegetation preservation and may be developed in conjunction with Bend Metro Park and Recreation District.

i. Open space used as a compatibility buffer shall consist of a mix of trees, shrubs and ground cover in a manner that provides a visual screen as well as partial auditory buffer where appropriate.

c. Open space along a canal right-of-way shall include added width to accommodate public facilities including trails.

d. Preserve and protect significant rock outcroppings and trees with development where practical.

5. Schools and Parks. Adequate space for planned schools and parks is a requirement of all Master Planned Developments.

a. Developers will defer to the Bend La Pine School District and the Sites and Facilities Study (as updated) to determine the need for and location of school sites within the master planned area.

b. Developers will defer to the Bend Metro Park and Recreation District and the Parks, Recreation and Green Spaces Comprehensive Plan (as updated) to determine the need for and location of neighborhood and community park sites and connector trails within the master planned area.

6. General Provisions. All development proposals shall address findings related to the following:

a. Chapter 2, Natural Features and Open Space, of the Bend Urban Area General Plan, addressing how the proposed Master Plan Development will assist in meeting the identified needs for open space and natural areas.

b. Chapter 3, Community Connections, of the Bend Urban Area General Plan, addressing how the proposed Master Plan Development will assist in meeting the identified needs for schools and parks.

c. Chapter 5, Housing and Residential Lands, of the Bend Urban Area General Plan, addressing how the proposed Master Plan Development will assist in meeting the identified needs for types and densities of housing at price ranges and rent levels which are commensurate with the financial capabilities of Bend-area households.

d. Chapter 6, Economy and Lands for Economic Growth, of the Bend Urban Area General Plan and the Economic Opportunities Analysis for the City of Bend.

G. Special Review Criteria. In order to approve a master plan within the Urban Holding Zone, the Review Authority must find that the proposal is consistent with the following criteria:

1. Whether the proposal is generally consistent with the Framework Plan and Bend Area General Plan in terms of land use/need, density, transportation systems and open space.

2. Whether the proposal is generally suitable for the area in which it is proposed, considering existing and planned neighborhoods, shopping, and employment areas and natural resources and hazards.

3. Whether the proposal is functionally integrated and compatible with existing developed or planned areas.

4. Whether the proposal implements the following elements where applicable:

a. Land Use Types and Housing Densities. The plan provides a mix of needed commercial and industrial land uses and housing types and densities which meet the projected goals of the Residential Land Needs Analysis and the Economic Land Needs Assessment.

b. Interconnected Multi-Modal System. The plan provides an integrated street network and pedestrian- and bicycle-friendly system which connects to existing and planned areas.

c. The proposed open space is commensurate with the proposed residential and economic densities contemplated with the master plan. [Ord. NS-2113, 2009; Ord. NS-2016, 2006]

URBAN GROWTH BOUNDARY REMAND

MAKING BEND EVEN BETTER

Bend Urbanization Report

Bend's Growth to 2028

Draft: February 26, 2016



DRAFT

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City of Bend

Growth Management Department

Nick Arnis
Brian Rankin
Wendy Robinson
Damian Syrnyk
Karen Swirsky

Consultant Team

Urbanization Report

Joe Dills, Angelo Planning Group
Mary Dorman, Angelo Planning Group
Becky Hewitt, Angelo Planning Group
Andrew Parish, Angelo Planning Group
Bob Parker, ECONorthwest

Supporting Technical Analyses

DKS Associates
Fregonese Associates
Murray Smith Associates

Advisory Committees

Residential Lands Technical Advisory Committee

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

Employment Lands Technical Advisory Committee

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

Boundary Technical Advisory Committee

Toby Bayard
Susan Brody
Peter Carlson
Paul Dewey
John Dotson
Ellen Grover
Steve Hultberg
Brian Meece
Charlie Miller
Mike Riley
John Russell
Ron Ross
Sharon Smith
Gary Timm
Rod Tomcho
Robin Vora
Dale Van Valkenburg
Ruth Williamson
Thomas Kemper**
Wesley Price**
Rockland Dunn, PC
Scott Edelman, DLCD*
Jim Bryant, Oregon Dept. of Transportation*
Nick Lelack, Deschutes County*

*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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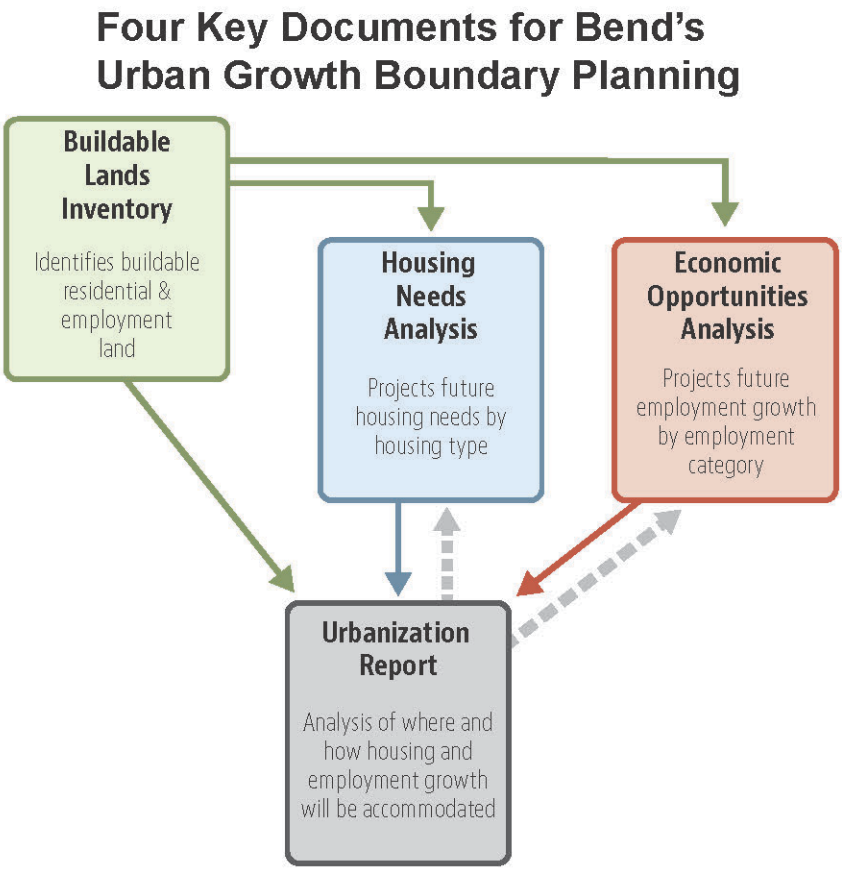
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EXECUTIVE SUMMARY

Introduction

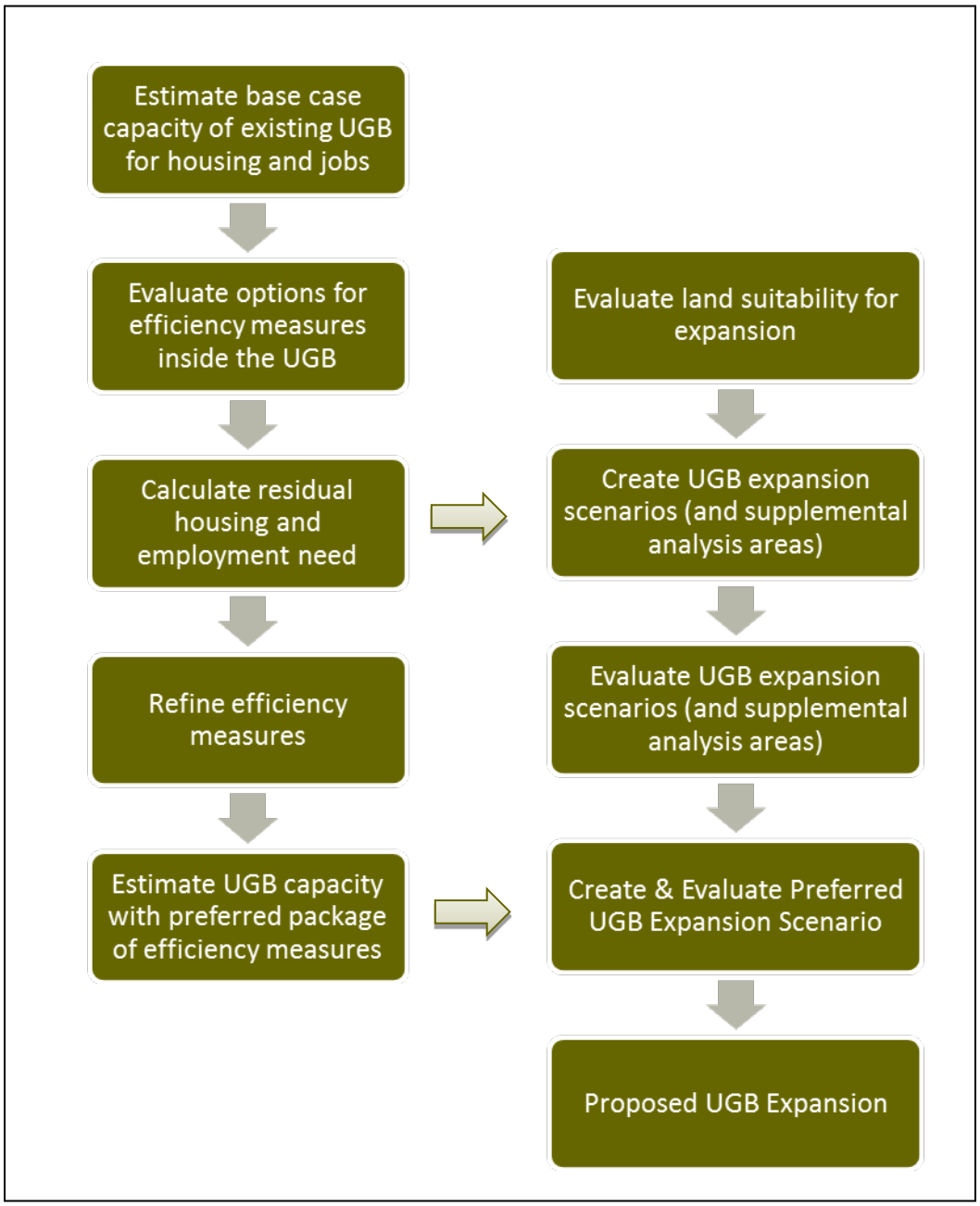
The Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated, both inside the existing Urban Growth Boundary (UGB) and in expansion areas. The analysis addresses requirements pertaining to UGB expansions under Oregon state law and administrative rules. The Urbanization Report draws on information from the Housing Needs Analysis, the Economic Opportunities Analysis, and the Buildable Lands Inventory, as illustrated in Figure ES-1.

Figure ES-1: Relationship of Urbanization Report to other Technical Documents for UGB Planning



This Urbanization Report: summarizes the methodology used to determine land sufficiency and future UGB land need (illustrated in Figure ES-2); estimates the capacity of the existing UGB under current policies and with land use efficiency measures applied; summarizes the remaining residual growth that cannot be accommodated within the existing UGB; documents the evaluation of UGB expansion alternatives; identifies proposed UGB expansion areas to meet residual land needs; and documents the factual base for the inclusion of expansion areas in the UGB.

Figure ES-2: UGB Expansion Analysis Process Summary



A scenario planning tool called "Envision Tomorrow"[1] was used to analyze capacity and options for future growth in Bend. Envision Tomorrow applies development assumptions spatially and provides a sketch-level analysis of the possible impacts of policies, development decisions and growth trajectories. Development assumptions within the model include: a mix of specific building prototypes, which are based on information including parking requirements, height limits, and lot coverage ratios; streets, open space, and other set-asides; net residential and job density; and rate of redevelopment (see Chapter 2, page 18 for more about how development

[1] Information and download available at http://www.envisiontomorrow.org/

assumptions work together in the model). All assumptions are calibrated to Bend's development and market conditions (see Chapter 3, page 21 for more about how assumptions were calibrated). The model summarizes total residential and employment growth, including providing information about the overall mix of units and jobs, and can be used to provide sub-area summaries. It also provides a comprehensive range of indicators relating to land use, housing, demographics, economic growth, environmental factors, and quality of life. To complement the indicators available in Envision Tomorrow, additional modeling and analysis tools were used to evaluate infrastructure needs and implications of UGB expansion scenarios, including a Travel Demand Model for transportation analysis and water and sewer optimization models.

Base Case UGB Capacity

The "Base Case" is a spatial projection of housing and employment growth through 2028 within the current UGB based on past trends and current policies, utilizing the Envision Tomorrow model. The Base Case represents the current UGB's remaining capacity prior to applying assumptions regarding new residential efficiency measures and measures to encourage additional redevelopment of employment areas.

In total, the base case shows that the current UGB (as of July 2014) can accommodate roughly 9,960 housing units and about 13,670 jobs under the current plan designations and policies and historic trends in development density. This represents roughly 60% of both the total housing and total employment need forecasts for 2028. The estimated capacity is not evenly distributed across all needed housing types and employment categories.

The mix of housing units projected under the base case is roughly 65% single family detached, 30% multifamily, and 5% single family attached, because most of the total housing capacity (nearly 60%) is in the Standard Residential (RS) plan designation. As a result, much of the total single family housing need can be met inside the UGB in the Base Case, but only about a third of the single family attached and half of the multifamily housing needs can be accommodated.

Nearly all of the public employment growth and about 80% of the industrial employment growth can be accommodated on land inside the UGB, but just a little over a third of the retail and hospitality needs can be met inside the UGB with current policies and trends. .

These results indicate a need for land use efficiency measures to increase the likelihood that needed housing types will be built inside the UGB, and to make better use of both residential and employment land inside the current UGB.

Efficiency Measures

After a series of detailed discussions, the Residential Lands and Employment Lands Technical Advisory Committees (Residential and Employment TACs) for the project recommended a robust package of efficiency measures. These are summarized in brief below, followed by an estimate of their impact on capacity (see Chapter 4, page 28 for more on the efficiency measures).

- Increase the maximum density in the RL zone.

- Increase the minimum density in the RS zone.
- In the RS zone, make additional housing types permitted rather than conditional.
- Prohibit new single family detached housing in the RH zone.
- In the RM zone, require a mix of housing types for all sites over 3 acres.
- Increase the minimum density for master planned neighborhoods in the RS zone.
- Set maximum percentages of housing units that may be single family detached (SFD) for new master planned neighborhoods in each zone.
- Reduce minimum lot sizes for certain housing types in RM and RH zones and remove minimum lot size for multifamily housing in those zones, letting the gross density standard control the allowed number of units.
- Offer density bonus for affordable housing (adopted in May 2015).
- Create two new mixed use zones that allow a mix of housing and employment uses and that support walkable, transit-supportive development.
- Reduce parking requirements for mixed use development and development adjacent to transit (regardless of zone) and for all residential and commercial uses in the new Mixed Use - Urban zone.
- Reduce parking requirements for 1-bedroom duplexes and triplexes and all affordable housing.
- Remove lot coverage limitations and front setback requirements in the Mixed Employment zone.
- Set minimum residential densities for housing along transit corridors in commercial and mixed use zones.
- Apply mixed use plan designations and/or zones to key opportunity areas, such as the Bend Central Multimodal Mixed Use Area, East Downtown, the Century Drive area, and the “Korpine” industrial area.
- Up-zone portions of the 15th Street Ward property– the largest piece of vacant residential land inside city limits - to RM and RH.

After accounting for the projected impact of efficiency measures, the current UGB can accommodate roughly 12,250 housing units (an increase of about 23% over the base case housing capacity) and roughly 14,880 jobs (an increase of about 9% over the base case employment capacity). The mix of housing units projected inside the current UGB with efficiency measures is roughly 54% single family detached, 37% multifamily, and 9% single family attached – much more closely aligned with the overall needed housing mix. The mix of employment is also better aligned with the employment forecast after accounting for efficiency measures.

UGB Expansion

Creation and evaluation of UGB expansion alternatives was conducted in coordination with the Boundary Technical Advisory Committee (Boundary TAC). The evaluation process included:

- Study Area Creation and Screening: Establishment of a 2-mile study area, with a focus on exception lands, and elimination a few areas within the Deschutes County Wildlife Overlay and active surface mine sites.

- Initial Suitability Evaluation: Mapping of the best available information related to the four Goal 14 factors for exception land within the study area that was not screened out, and exclusion of the worst-performing lands for further analysis.
- Alternatives Analysis: Creation of six land use alternatives or "scenarios" to evaluate the best-performing lands in a variety of combinations and with a variety of land uses; and evaluation of scenarios for land use, transportation, environmental, and infrastructure impacts.
- Proposed UGB Expansion: Creation of a preferred scenario from the best-performing subareas and land from the alternatives analysis.

The scenario that performed the best in the initial evaluation (Scenario 2.1) provided complete communities in all quadrants of the city; focused growth primarily on large, vacant parcels; provided enhanced transportation connections; was fairly cost-effective for sewer infrastructure; avoided riparian areas; limited expansion in wildlife areas; avoided areas where topographic features prevent mitigation of wildfire risk; had good housing mix in nearly all subareas; and offered opportunities for relatively affordable housing with significant housing growth in the southeast.

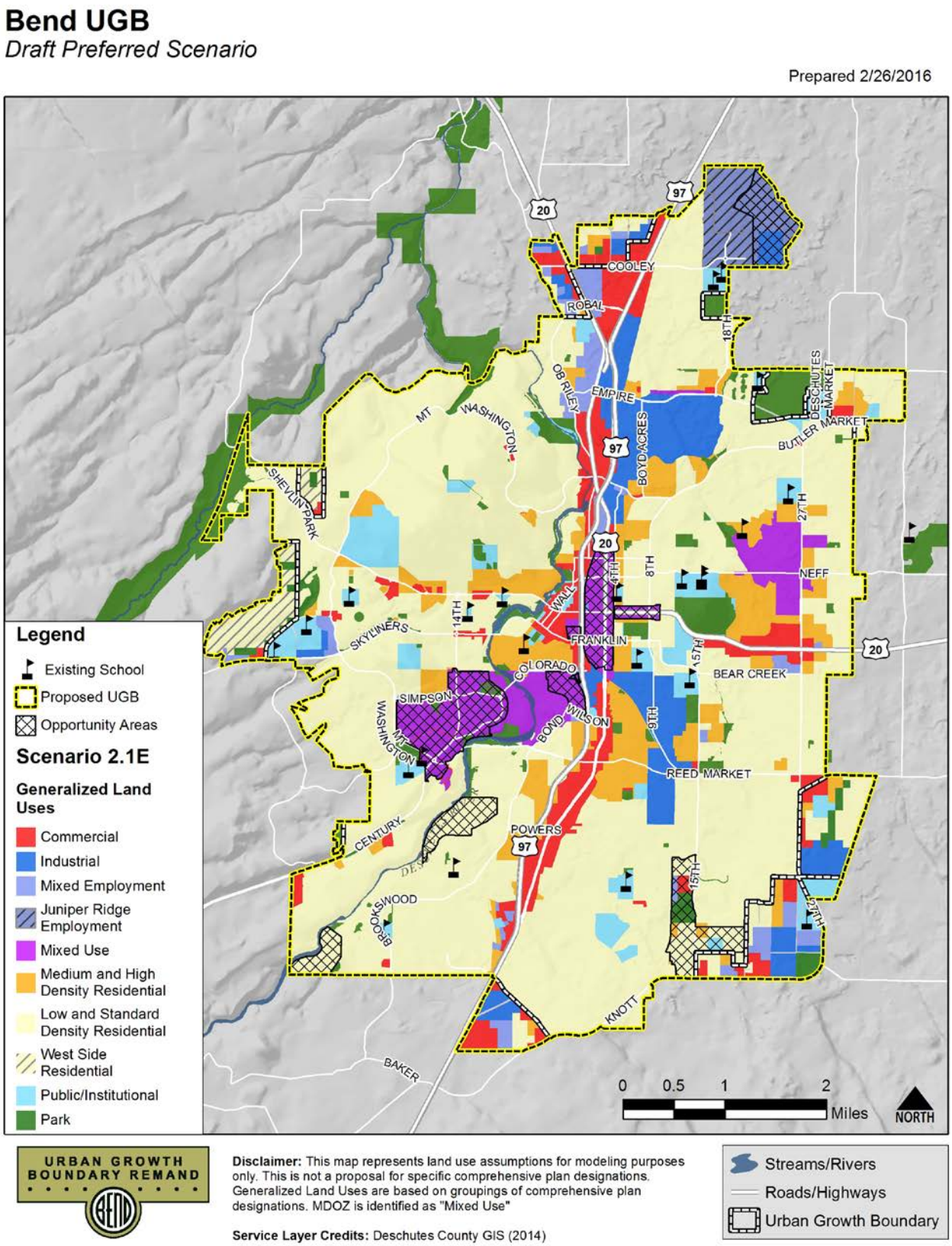
Scenario 2.1 became the basis for the preferred scenario. Subsequent refinements included:

- removing small areas that performed poorly or would not be cost-effective to urbanize;
- refining the land uses within some sub-areas in order to address compatibility concerns and ensure an appropriate mix and intensity of uses in each area, given its context and the potential for additional future expansions that would build on the current expansion;
- distributing growth across more of the land in the west and northwest rather than relying on a single property owner in this area; and
- consolidating growth in the northeast to a single larger block of land where a new complete community is possible rather than multiple small expansion areas.

The Boundary TAC and UGB Steering Committee (USC) provided input at multiple meetings, and directed refinements based on public testimony in the context of balancing the four Goal 14 factors.

The proposed UGB expansion is for a total of 2,153 acres – 940 acres of residential land, 812 acres of employment land, and 402 acres of land for schools and parks. The proposed future UGB and generalized land uses are shown on Figure ES-3, which also identifies new mixed use opportunity areas.

Figure ES-3: Proposed Future UGB and Generalized Land Uses



CHAPTER 1. INTRODUCTION

Role of the Urbanization Report

The Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated, both inside the existing Urban Growth Boundary (UGB) and in expansion areas. The purpose of this report is to address requirements pertaining to UGB expansions under Oregon's Statewide Planning Goal 14 (Urbanization) and Oregon Administrative Rule (OAR) 660, Division 24 (these are summarized in the following section). The Urbanization Report is a supporting document of the City of Bend General Plan, referred to as the Bend Comprehensive Plan in this report.[2] The Urbanization Report:

- documents current UGB capacity under existing policies and based on historic development trends and current land supply from the Buildable Lands Inventory, including documentation of the capacity analysis methodology, assumptions and results;
- documents the land use efficiency measures considered, those applied, and their impact on capacity;
- translates growth projections from needed housing units and jobs by type (based on projections in the Housing Needs Analysis (HNA) and Economic Opportunities Analysis (EOA) to needed acres by plan designation;
- summarizes the remaining residual growth that cannot reasonably be accommodated within the existing UGB, documents the evaluation of alternative boundary location alternatives; and
- identifies proposed UGB expansion areas to meet residual land needs documented by a factual base for their inclusion in the UGB.

The Urbanization Report is one of four related technical reports that contain the City's analysis related to growth (see Table 1). The documentation of housing and employment need projections is contained in the HNA and the EOA; this report will include only the final need numbers. Existing land supply is documented in the Buildable Lands Inventory (BLI); this report will include only brief references and results. The policies that implement the conclusions from this report and the other supporting reports are found in the City's Comprehensive Plan.

[2] The Bend General Plan is the official title of the city's comprehensive plan as of the writing of the first public review draft of this report. The City anticipates amending the title to be Bend Comprehensive Plan when the plan is amended in 2016.

Table 1: Four Key Documents for Bend's Urban Growth Boundary 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 employment 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 Standards[3]	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

[3] OAR = Oregon Administrative Rules; ORS = Oregon Revised Statutes

Framework for the Urbanization Report

State Statutes and Administrative Rules

Overview

Statewide Planning Goal 14 requires that cities establish and maintain UGBs to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Goal 14 and Oregon Revised Statutes (ORS) 197.296 and 197.298 contain requirements for how local governments identify how much land is required to meet urban development needs, how they establish the capacity of the existing UGB, and how to identify and evaluate land for UGB expansion if needed. These requirements are summarized in brief below; the full text of the relevant statutes and rules is included in Appendix A.

Establishing Land Needs

Establishment and change of the UGB must be based on the demonstrated need for housing, employment opportunities, and/or other urban land uses such as public facilities, streets and roads, schools, parks or open space over a 20-year period.[4] Housing needs must be established consistent with a coordinated 20-year population forecast, the requirements for determining housing needs in Goals 10 and 14, and related rules and statutes (see Bend Housing Needs Analysis for a summary of these requirements).[5] Employment needs must comply with applicable requirements of Goal 9 and related administrative rules (see EOA for a summary of these requirements). [6]

Inventory and Land Sufficiency

Local governments "must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs". Inventories must comply with requirements in OAR 660-024 and other statutes and rules (see Bend Buildable Lands Inventory for a summary of these requirements).[7]

"If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs ..., the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both."[8] Local governments may adopt new measures that increase the housing capacity of the existing UGB as part of meeting demonstrated housing needs.[9] Local governments must demonstrate that needs cannot

[4] Goal 14: OAR 660-015-0000(14), effective April 28, 2006.

[5] OAR 660-024-0040(4), effective March 25, 2015.

[6] OAR 660-024-0040(5), effective March 25, 2015.

[7] OAR 660-024-0050(1), effective March 25, 2015.

[8] OAR 660-024-0050(4), effective March 25, 2015.

[9] ORS 197.296(6) through (9), effective 2003.

reasonably be accommodated on land already inside the urban growth boundary prior to expanding the UGB. [10]

Identifying Boundary Expansion Areas

In considering locations for UGB expansions, local governments must determine which land to add by evaluating alternative boundary locations.[11] State statute classifies rural land into priority categories for purposes of evaluating potential UGB expansions, with the intent of protecting high-value agricultural and forest land for those uses. Local governments must begin by evaluating the highest priority of land available, and determine whether land in that priority category is suitable and sufficient to meet the identified land needs before moving on to consider land in lower priority categories.[12] If there is more land in a given priority category than needed to satisfy the deficiency, local governments must consider and balance four factors in Goal 14 to choose which land from that priority category to include in the UGB:

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities and services;
3. Comparative environmental, energy, economic and social consequences; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.[13]

The "relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services" must also be evaluated and compared.[14] The local government may specify certain characteristics that are necessary for land to be suitable for specific types of identified land needs, and may consider only land that has those characteristics.[15]

Prior Work and Remand Issues

UGB Expansion History

The City's process for demonstrating a need for UGB expansion began in 2004, and included the development and adoption of a coordinated population forecast with Deschutes County, followed by three years of technical work on buildable lands inventories, housing needs analysis, economic opportunities analysis, forecasting additional residential and employment lands, and public facilities (water, sewer, transportation) planning. The City and county conducted extensive public outreach, including work sessions and hearings, on the UGB expansion in 2007 and 2008. The Bend City Council and Deschutes County Board of County

[10] Goal 14: OAR 660-015-0000(14), effective April 28, 2006; OAR 660-024-0040(1), effective March 25, 2015; and OAR 660-024-0050(4), effective April 16, 2009.

[11] Goal 14: OAR 660-015-0000(14), effective April 28, 2006; and OAR 660-024-0060(1), effective April 16, 2009.

[12] ORS 197.298, effective 1999; and OAR 660-024-0060(1), effective April 16, 2009.

[13] ORS 197.298, effective 1999; and OAR 660-024-0060, effective April 16, 2009.

[14] OAR 660-024-0060(8), effective April 16, 2009.

[15] ORS 197.298, effective 1999; and OAR 660-024-0060(5), effective April 16, 2009.

Commissioners' approved the UGB expansion proposal in 2009. These local adoptions were followed by a number of appeals to the Land Use Board of Appeals (LUBA) and Land Conservation and Development Commission (LCDC).[16] The Oregon Department of Land Conservation and Development (DLCD) Director's Report in January 2010 remanded the proposal back to the City for further work; the City of Bend and 11 other parties filed appeals of this decision to LCDC. In November 2010, LCDC issued an order that partially acknowledged and partially remanded Bend's proposed UGB expansion. Certain elements of the City's proposal were approved (acknowledged); the remaining elements required additional explanation and/or work (remand). The Commission's final order became final on January 3, 2011. That order is referred to as the Remand.

From January 2011 to the present, the City established a special Task Force and then three Technical Advisory Committees supported by city staff and a team of consultants working to address the issues raised in the Remand.

Remand Issues Addressed

This report provides updated analysis related to a number of issues raised in the Remand. These are summarized in brief below, with references to their number in the Remand Scope Index, which was prepared by City staff to compile all Remand directives to the city (see Appendix B for the index of relevant Remand directives; details of how each Remand issue has been addressed will be in the Findings Report).

- Determining current UGB capacity based on past trends and current policies (see Remand Directives 2, 12 through 14, 58, 59 and 75);
- Consideration of land use efficiency measures (see Remand Directives 26 and 30 through 50);
- Documentation or re-evaluation of the employment land redevelopment rate (see Remand Directives 62 and 63); and
- Evaluation of alternative expansion areas (see Remand Directives 22, 91, 93 through 101, 105 through 110).

Time Periods and Data used in the Urbanization Report

State statute and rule requires the use of a 20-year planning horizon for UGB expansion. OAR 660, Division 24, clarifies that the 20-year period must begin on the date initially scheduled for completion or adoption of the amendment.[17] Because this report is completing work required under the Remand of the 2009 UGB expansion proposal, the 20-year planning period begins in 2008 and runs through 2028. However, this report is being completed in 2016 based on analysis that began in 2014. Despite the economic recession that affected most of the intervening years, development did occur in Bend between 2008 and 2014 (and continues as this report is being prepared). To provide the most current data possible of remaining capacity inside the current UGB and how much of the projected 20-year housing and employment growth has already occurred, the buildable lands inventory was updated in 2014 and housing and

[16] LUBA dismissed the appeals after the City showed the matter was before LCDC.

[17] OAR 660-024-0040(2)

employment growth through 2014 has been estimated and deducted from the projected 2028 needs. This report focuses on the remaining capacity and growth needs from 2014 to 2028.

Forecasts and Land Needs

Housing and Employment

The methodology and details of the population, housing unit, and employment forecasts summarized in this section can be found in the HNA and EOA, respectively. The tables below summarize the remaining need within the planning period (2014 to 2028) by housing type and employment category for reference only. The translation of these housing and employment needs (units and jobs) to land needs in terms of acres by plan designation is presented in Chapter 5.

Table 2: Summary of New Housing Units by Type and Category, Bend UGB, 2014-2028 [18]

	2014-2028 Needed Housing Units		2014-2028 Needed Group Quarters Units	2014-2028 Second Homes	2014-2028 Total New Housing Units	
Needed Housing Types	Units	Mix	Units	Units	Units	% of Total Units
Single-family detached (including mobile homes)	7,574	55%		1,652	9,225	54%
Single-family attached	1,377	10%		300	1,677	10%
Multifamily	4,819	35%	461	1,051	6,331	37%
Total	**13,770**	**100%**	**461**	**3,003**	**17,234**	**100%**

Source: Bend Housing Needs Analysis, DRAFT, August 2014.

[18] Based on the definitions in OAR 660-008-0005 and in the Bend Development Code, the needed housing types are defined as follows:

- "Attached Single Family Housing" means common-wall dwellings or rowhouses where each dwelling unit occupies a separate lot.
- "Detached Single Family Housing" means a housing unit that is free standing and separate from other housing units (includes courtyard housing, detached single family dwellings, accessory dwelling units, manufactured homes on individual lots, and manufactured homes in parks).
- "Multiple Family Housing" means attached housing where each dwelling unit is not located on a separate lot (includes condominium, duplex, triplex, and multi-family housing with more than 3 units).

Table 3: Employment Forecast by Employment Category, non-shift workers, Bend 2013 to 2028 [19]

Employment Categories	2013 Employment	2028 Employment Forecast	2013 to 2028 Growth
Industrial			
Industrial Heavy	2,889	5,180	2,291
Industrial General	3,771	8,002	4,231
Retail			
Large Retail	3,057	5,849	2,792
General Retail	3,096	5,293	2,197
Office/Srv/Medical	16,435	23,593	7,158
Leisure and Hospitality	4,017	5,532	1,515
Other / Misc	1,505	1,547	42
Government	3,894	5,611	1,717
Total	38,664	60,607	21,943

Source: Bend Economic Opportunities Analysis, DRAFT, November 2014.

Other Urban Land Needs

In addition to housing and employment needs, the City has identified several other land needs, including public parks, public schools, and other uses (e.g. churches and fraternal organizations). These are summarized in brief below.

Parks

BPRD adopted a Parks and Recreation Master Plan in 2012 that identified needs for additional neighborhood and community parks from 2012 to 2020 in order to meet adopted Level of Service (LOS) standards. The additional park land need from 2020 to 2028 can be estimated by extending the park need projection out to 2028 using the population forecast that is the basis for the UGB expansion and the Park District's adopted LOS standards. After accounting for parks developed since the publication of the Master Plan in 2012, the total need for additional parks to be developed from 2014 to 2028 is estimated to be 65.6 acres of neighborhood parks and 161.8 acres of community parks, for a total of 227.4 acres of parks (see Table 4).

[19] 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.

Table 4: Park Land Need Projections

	Neighborhood Parks	Community Parks	Total
2012 to 2020 need for additional developed park land from BPRD Master Plan	31.6	96	127.6
Additional acres to be developed to 2028 @ current LOS[20]	34.0	113.3	147.3
Total acres to be developed 2012 to 2028	65.6	209.3	274.9
Acres developed since 2012	0.0	47.5	47.5
Acres remaining to be developed to 2028	65.6	161.8	227.3

Note that some or all of this need may be met through development of existing undeveloped park land in BPRD ownership. How this need is accommodated is addressed in the following chapters.

Schools

The Bend-La Pine Schools 2010 School Facility Plan identifies a need for three to four new elementary schools, one new middle school, and one new high school between 2014 and 2028 based on population and enrollment projections and capacity at existing schools. While updates to the plan will be needed in response to the proposed UGB expansion, the population projection that underlies this total need has not changed. Therefore, in order to maintain the preferred school sizes (in terms of enrollment per school), the total number of schools needed is likely to remain approximately the same regardless of where the growth occurs. New elementary school sites are generally 10 to 15 acres; new middle school sites are generally 20 to 30 acres; new high school sites are generally 40 to 50 acres. The total land need for schools is estimated to be between 90 and 140 acres, depending on the size of sites and the number of elementary schools.

Table 5: School Land Need Projections

School Type	Number Needed	Acres Per School	Acres Needed
Elementary School	3 to 4	10 to 15	30 to 60
Middle School	1	20 to 30	20 to 30
High School	1	40 to 50	40 to 50
Total	5 to 6		90 to 140

[20] 2020 population forecast for need projections in BPRD Master Plan = 92,408

2028 population projection = 115,063

Additional population growth 2020-2028 = 22,655

Adopted level of service for neighborhood parks = 1.5 acres / 1000 population

Adopted level of service for community parks = 5.0 acres / 1000 population

Note that some of this need may be met through additional development on existing undeveloped school district property. How this need is accommodated is addressed in the following chapters.

Special Site Needs

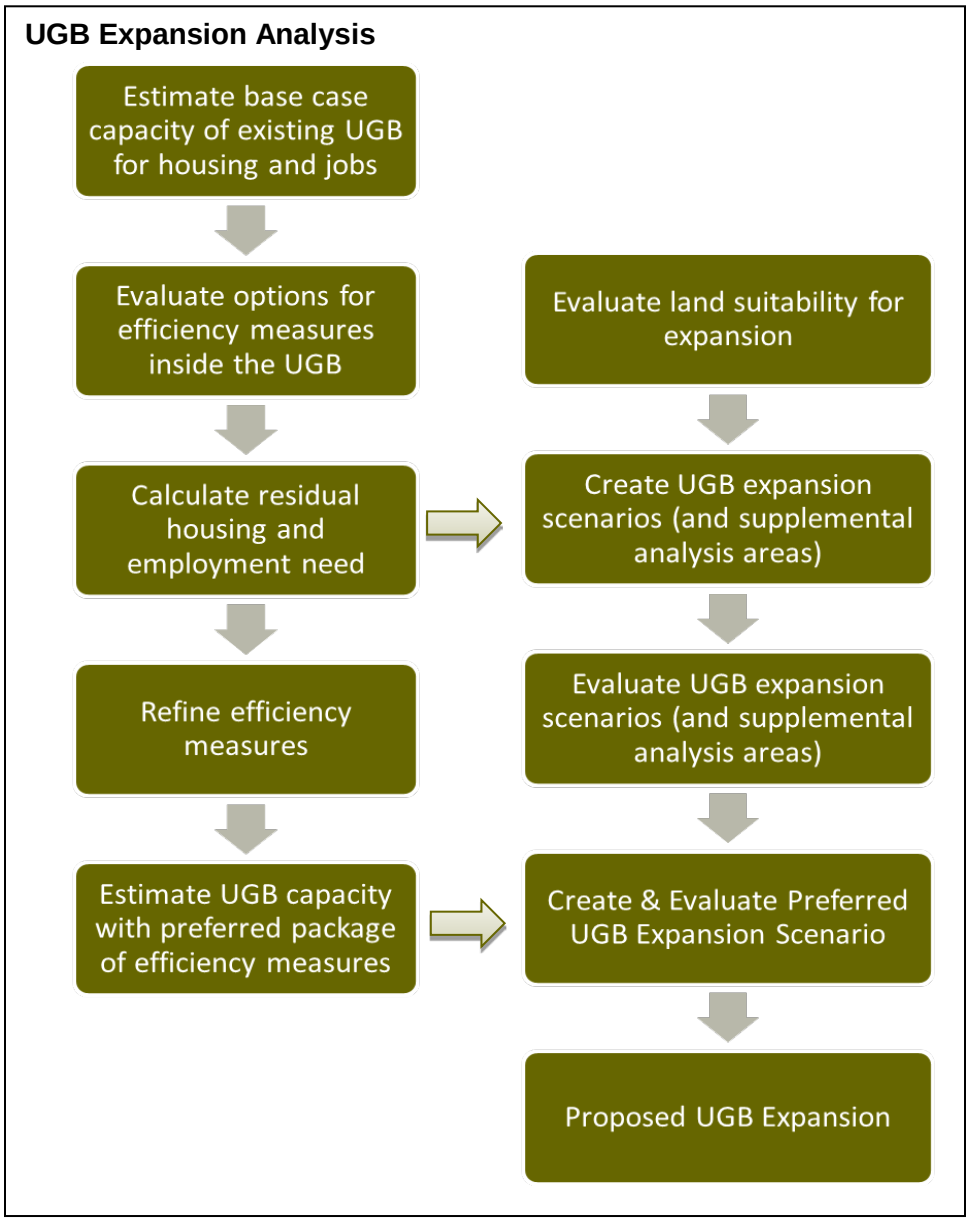
The City has identified special site needs for two large-lot industrial sites (56 acres each), as documented in the EOA. How this need is accommodated is addressed in the following chapters.

CHAPTER 2. METHODOLOGY

Analysis Steps

The process of determining land sufficiency and UGB expansion need is summarized in Figure 1. Each step of the process outlined in Figure 1 is summarized in this report. In addition to the process described in Figure 1, three different Technical Advisory Committees (TACs) and a UGB Steering Committee (USC) were used to guide the technical work and make recommendations and decisions prior to formal adoption by the governing bodies. The TACs and USC provided guidance and feedback on each step of the process described in Figure 1 through more than 40 meetings taking place over nearly two years.

Figure 1: UGB Expansion Analysis Process Summary



Analysis Tools

Overview

A scenario planning tool called "Envision Tomorrow"[21] was used to analyze capacity and options for future growth patterns in Bend. Envision Tomorrow applies development assumptions spatially and provides a sketch-level analysis of the possible impacts of policies, development decisions and growth trajectories. Scenario comparison measures include a comprehensive range of indicators relating to land use, housing, demographics, economic growth, environmental factors, and quality of life. (See next section for more on this model and how it works.)

To complement the indicators available in Envision Tomorrow, additional modeling and analysis tools were used to evaluate infrastructure needs and implications of UGB expansion scenarios, including a Travel Demand Model for transportation analysis (to supplement a transportation analysis tool that is part of Envision Tomorrow's suite of planning tools) and water and sewer optimization models. These tools and their role in this analysis are discussed in more detail in Chapter 5.

About the Envision Tomorrow model

Envision Tomorrow applies a set of assumptions about future development spatially to land with development or redevelopment potential. These assumptions are organized into "development types" that reflect different types of residential and employment development. The model does not predict exactly how a given parcel will develop; rather, it applies a mix of different types of development and land set-asides (using percentages of available acres) across multiple parcels. Results are calculated at the parcel level, but, because they represent blended averages for future development rather than site-specific assumptions, they are only appropriate to report at a summary level.

The development types generally represent Bend's Comprehensive Plan designations. Assumptions within the development types were calibrated to Bend by the project team with the best available information and with Technical Advisory Committee (TAC) direction at various stages. Development type assumptions include:

- A mix of specific building prototypes, which are based on information including parking requirements, height limits, and lot coverage ratios from the current Development Code (and as modified through specific Efficiency Measures);[22]
- Streets, neighborhood parks, and other set-asides;
- Net residential density and net job density; and
- Rate of redevelopment.

Each of these assumptions is discussed in Chapter 3, beginning on page 19.

[21] Information and download available at http://www.envisiontomorrow.org/

[22] Prototype buildings were reviewed by the Residential and Employment TACs in August, 2014.

Development types are assigned to lands through "painting" tax lots, or portions of tax lots.[23] Each buildable acre of land where a development type is applied is assigned a percentage of each of the building types as well as the specified percentage set asides that comprise the development type. The identification of buildable land is described in detail in the BLI. That report should be consulted for details, but, in brief:

- Development constraints, such as floodplains and steep slopes, are identified as "constrained" in the model, and no development or redevelopment is assigned to them.
- Existing development is identified as "developed" in the model;[24] growth on "developed" land is controlled through the redevelopment rate in each development type. The redevelopment rate specifies what percentage of the developed land should have the development assumptions of the development type applied to it. It does not specify which land exactly is redeveloped, only how much of it is redeveloped overall.
- Unconstrained and undeveloped land is identified as "vacant" in the model; growth is projected on vacant land using the assumptions built into the development type.

The model summarizes total residential and employment growth, including providing information about the overall mix of units and jobs, for the scenario as a whole. The model can also be used to provide sub-area summaries for a variety of different geographic areas. In addition, because the model incorporates financial information (including locally-calibrated construction costs) for each of the building prototypes, the model can provide information about the affordability of future development.

Envision Tomorrow also includes a specialized tool for analyzing vehicle miles traveled and mode split based on the future land use and household characteristics. This tool is discussed further in Chapter 5 with regard to evaluation of UGB expansion alternatives.

Creating Development Types

Overview

As noted previously, the development types generally match existing Comprehensive Plan categories. Multiple variations were created for certain development types to capture differing regulations. For example, a version of certain residential development types was created to capture the increased minimum density requirements that apply on large master planned sites. New versions of development types were created to reflect proposed changes to regulations to be adopted with the UGB decision. In addition, a few specialized development types were created to address specific situations, such as:

[23] Inside the UGB, large tax lots (over 14 acres) were split into 14-acre grid squares in order to allow assigning multiple development types to a single large parcel. Outside the UGB, tax lots were divided into 3.5-acre grid squares.

[24] See Step 4 of the BLI for how vacant and developed acres were determined for lots that have some development but also have remaining development potential.

- The Medical District Overlay Zone (MDOZ), an area with primarily residential plan designations but subject to an overlay that allows and encourages development of medical and office uses;[25]
- Identified locations for future schools and parks (see page 20);
- Institutional uses such as Central Oregon Community College (COCC) and the planned site of Oregon State University's Cascades Campus (OSU Cascades);
- Properties with approved development applications that made them more closely resemble a different development type; and
- Vacant platted lots, and vacant lots subject to Covenants, Conditions and Restrictions (CC&Rs).[26]

Appendix E provides additional information about each of the development types (such as residential and employment mix and density), including those used in the base case as well as those developed later to incorporate efficiency measures. [Note: Appendix E will be included with the final Urbanization Report, but is not included at this time.]

Redevelopment

Redevelopment rates in Envision Tomorrow are set as a percentage of the developed acres identified as having potential for redevelopment (those that are "painted" in the model). The model accounts for housing and employment on developed land that is lost through redevelopment as well. The total amount of net new housing and employment growth through redevelopment generated in the model is a result of the redevelopment percentage, the number of developed acres that are "painted", and the existing housing and employment on the "painted" land. Additional information about how redevelopment rates were set is provided in Chapter 3 beginning on page 21.

Set-Asides

In order to account for right of way, open space, and "other uses" such as churches, golf courses, etc. that may occupy land in a variety of plan designations but are not employment or housing uses, the development types also include set-asides that convert from gross vacant buildable acres to net residential and employment acres. The approach and general assumptions for these set-asides are documented below. The total amount of land for each set-aside inside the UGB under the Base Case is documented as part of the "Base Case Capacity Estimate" section.

Right of Way

As part of the analysis for the 2009 UGB proposal, the City of Bend calculated the amount of land used for right of way city-wide, across all plan designations, at 21%.[27] The "development

[25] The MDOZ development type assumes a mix of uses consistent with the observed employment and housing densities and mix from the same 2006 and 2008 data sets described above.

[26] These development types includes exclusively or nearly exclusively single family housing and do not include set-asides for other uses or right of way. The density was set such that it generates approximately one housing unit per lot. The development type for platted lots without CC&Rs includes some accessory dwelling units.

types" in Envision Tomorrow include some variation in right of way set asides based on the city's block size and street standards for different plan designations, and are also calibrated to result in the overall amount of right of way calculated in 2008.

Parks and Trails

Parks are accounted for in two different ways in Envision Tomorrow. Future parks whose locations are known or can be approximated are identified with their own development type and an approximate location and size.[28] Most neighborhood parks and trails are provided for through open space requirements in new master-planned neighborhoods. This was reflected through a 10% open space / parks set-aside for large development sites using a "master plan" development type. The assumption is that, in many cases, the developer will transfer a neighborhood park (or, for very large developments, a community park) to the Park District, which will account for the majority of the required open space. Some additional private open space may be used to make up the rest of the required 10% set-aside.

Schools

Future public K-12 schools are accounted for in Envision with their own development type. Future school locations were identified based on information provided by city staff and the Bend-La Pine School District. [29]

Other Lands

In the 2009 proposal, and as modified on remand, the City of Bend calculated the amount of land used for "other lands" city-wide, including uses such as churches, fraternal organizations, golf courses and other uses that are neither housing nor employment[30] (schools and parks are addressed separately as discussed above). Overall, 12.8% of the city's land area was found to be dedicated to these uses. This percentage set aside is applied to development types representing all plan designations in Envision Tomorrow.

Applying Development Types

As noted previously, the development types were applied to residential land with development potential, as indicated by having some vacant acres on the parcel (see BLI for an explanation of how vacant acres were identified). For employment land, as noted previously, development types were also applied to developed land with redevelopment potential. The development type applied was generally consistent with the existing plan designations, except for the special situations identified on page 18 and where changes to plan designations are proposed as part of the UGB adoption package.

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[27] See Rights of Way Methodology from Brian Rankin; Rights-of-way for roadways variable: final memorandum post DLCD Comments (12/4/2008).

[28] Future park locations identified in the model are not necessarily under Park District ownership; the locations identified are based on available information and professional judgement about possible future park needs, but are approximate and subject to change.

[29] Future school locations identified in the model are not necessarily under School District ownership; the locations identified are based on available information but are approximate and subject to change.

[30] As documented in Bend's EOA, employment associated with such uses was excluded from employment projections and employment densities.

CHAPTER 3. BASE CASE UGB CAPACITY

About the Base Case

The "Base Case" is a spatial projection of housing and employment growth through 2028 within the current UGB based on past trends and current policies, using the Envision Tomorrow model. The Base Case represents the current UGB's remaining capacity **prior** to applying assumptions regarding new residential efficiency measures and measures to encourage additional redevelopment of employment areas.

The reason to create a Base Case is two-fold: first, to understand the remaining UGB capacity as of 2014 if no policy changes were made, and, second, to compare the impacts of alternatives that incorporate efficiency measures for how they change UGB capacity. The following sub-sections describe how the assumptions for the development types were established for the Base Case.

Residential Land – Base Case Assumptions & Calibration

For residential development types, the densities and mix of housing types were set to match the observed trends from 1998 to 2008 by plan designation, documented in Appendix C.[31] The city is required to base capacity analysis on data since the last periodic review, in 1998.[32] The city's continued reliance on the 1998-2008 data analysis is justified because the residential development in the city from 2008 to 2014 was largely limited to building individual homes on lots created before 2008, due to the economic downturn.[33] This means that the density for the development was set prior to 2008 for nearly all recent residential building activity.

Residential land may be considered redevelopable only if there exists "the strong likelihood that existing development will be converted to more intensive residential uses during the planning period."[34]

City staff, in 2011, performed a detailed analysis of residential development activity in the city from 1999 through 2008 by BLI status. The analysis found:

- Land classified as "partially vacant" had very low levels of building permit activity – only 80 permits over 10 years.

[31] There is one exception: the observed average density in the RH zone between 1998 and 2008 falls below the current minimum density for the zone (which was adopted in 2006). Based on guidance from the Remand, the base case uses the minimum density for the RH zone rather than the observed average.

[32] ORS 197.296(5)(a) requires determination of housing capacity to be based on data relating to land within the City's UGB that has been collected since the last periodic review or five years, whichever is greater. In Bend's situation, the last periodic review ended in 1998 with the adoption of the City of Bend Comprehensive Plan.

[33] Land use permit data indicates roughly a dozen residential subdivisions and two multi-family development projects approved (but not necessarily built) since 2008, all in 2013 and 2014, compared to between 600 and 700 single family homes built since 2008 on platted lots.

[34] OAR 660-008-0005(7), effective February 2012.

- Under 6% of lots (and 26% of acres) classified as "developed with infill potential" in 1999 received building permits for residential infill by 2008: 4% of the lots under one acre (4.5% of the acres in this category) and 36% of the lots over one acre (51% of the acres in this category).
- There was virtually no redevelopment activity – where an existing structure was demolished and additional units were built – on fully developed land during 1999-2008.[35]

The Envision Tomorrow model was calibrated to be roughly consistent with these observations. Because of the way developed and vacant land were identified for lots classified as "partially vacant" and "developed with infill potential" (see Step 4 of the BLI), developed land for the purposes of this analysis is essentially only the portions of those properties where demolition of existing structures would be required in order to allow for redevelopment. For example, within tax lots identified as "developed with infill potential" and under 1 acre, a total of 152 acres were identified as vacant out of 1,440 (11%), with the remainder identified as developed. For larger sites identified as "developed with infill potential", a total of 746 acres were identified as vacant out of 1,130 (66%). On properties classified as "partially vacant," all 93 acres were identified as developed.[36] Thus, the estimation of vacant and developed acres on lots that are "developed with infill potential" or "partially vacant" accounts for an amount of further development that is roughly consistent with, but slightly higher than, the amount that has been seen historically. There is very little evidence of redevelopment through demolition in Bend to date. Thus the redevelopment rate for the developed portion of the partially vacant and developed with infill properties (which also applies to land that is fully developed) is set at zero.

Employment Land – Base Case Assumptions and Calibration

Employment development types were calibrated to the observed employment mix and density as of 2006, documented in Appendix D.[37]

[35] There were a total of 50 permits issued on lands classified as developed where there was an existing unit AND where the existing unit was demolished; however, only 2 of them resulted in more units than had existed prior to the demolition. In both of these cases, duplexes were built after a single family home was demolished. The rest of the 50 permits resulted in the same number of units (e.g., a single family home was demolished and replaced with another single family home). Therefore, we can assume that only 2 permits were the result of redevelopment; the other 48 were merely replacements of existing units. This is not unexpected, given that for land to be classified as developed it had to be fully developed under the existing zoning regulations.

[36] The partially vacant lands are all less than a half-acre in size. Few have the right to add more than two additional units under current zoning, and none have the right to add more than four additional units. Nearly all are developed with an existing single-family home, and nearly half of the existing homes have been built since 1990. Given that they are, by definition, too small to further divide, the only way to add units would be through conversion to a duplex or triplex or to single family attached housing.

[37] The densities and mix in Appendix C were calculated based on City of Bend GIS analysis using Oregon Employment Department (OED) 2006 geo-coded Quarterly Census of Employment and Wages (QCEW) data for City of Bend. They have been adjusted to represent covered employment without shift-workers, employees in public schools, on institutional/recreational lands, and employees working in their own homes. These densities were approved as part of the 2008 EOA by LCDC in the Remand.

ECONorthwest prepared an evaluation of redevelopment potential on employment land that took into consideration the ratio of improvement to land value, total value per square foot, employment density, and residual land value (given assumptions about building type and rent). A residual land value analysis modeled the financial feasibility of developing prototypical buildings based on achievable rents and current land values. Areas with positive residual land values after redevelopment (i.e. areas where property values are below the amount that a given type of development can afford to pay based on projected rents and costs) are areas where redevelopment is most likely to be financially feasible under current conditions without public investment. The details of the redevelopment analysis can be found in Appendix X of the EOA.

In short, it found potential for roughly 1,360 new employees, or 6.6% of total forecast employment, to be accommodated through redevelopment on already developed employment land under the base case. As a percent of developed acres, this redevelopment is equivalent to roughly 1.5% of developed acres overall, with higher percentages in the Central Business District (CB), Industrial Limited (IL), and Mixed Employment (ME) plan designations.

In addition, because of the economic recession, the city lost roughly 2,500 industrial jobs between 2008 and 2013. Vacancy rates for industrial at the end of 2013 were over 12% - much higher than usual.[38] These facts suggest that existing industrial areas within the city have capacity to re-absorb at least a portion of the jobs that were lost during the recession without tearing down existing buildings or building new ones. Because there is no way to directly account for this sort of re-absorption in Envision Tomorrow, it was captured as additional "redevelopment" / refill.[39] Redevelopment rates for the development types (as a percent of developed acres) were calibrated to the results of the redevelopment potential analysis and adjusted to account for the "refill" potential in industrial areas. Redevelopment rates for employment designations vary as follows:

- 6-10% for Community Commercial (CC), Commercial Limited (CL), General Commercial (CG), ME, Mixed Riverfront (MR) and MDOZ
- 20% for Central Business District (CB)
- 40% for the industrial designations (due to the expectation of refill into existing buildings, rather than true redevelopment)

Only employment parcels with some likelihood of development or redevelopment were painted with a development type in Envision Tomorrow. Development types were generally not applied to developed land unless the existing employment density was less than one third of the average employment density of the development type in question (except in existing industrial

[38] Documented trends in the Remand record identify an average industrial vacancy rate between 1993 and 2008 of roughly 6.5%.

[39] Specifically, the redevelopment rate for industrial land was increased and additional land was identified "redevelopable" where the current (2013) job density is below the average projected for new development. This simulates the effect of industrial jobs going back into already-developed industrial areas.

areas where all parcels with employment densities below the employment density of the development type were "painted").[40]

Base Case Capacity Estimate

This section provides an estimate of the residential and employment capacity of the current UGB stated in terms of housing units and jobs, as required by OAR 660-024-0050.

Housing Capacity

The following tables and figures describe the residential capacity estimated in the base case scenario. Note that the number of new housing units reported is net of any existing units that may be lost through redevelopment in non-residential districts, and housing unit estimates are rounded to the nearest 10 units. Loss of units through redevelopment is shown in parentheses.

In total, the base case shows that the current UGB can accommodate roughly 9,960 housing units under the current plan designations and policies and historic trends in development density. The mix of units projected under the base case is roughly 65% single family detached, 30% multifamily, and 5% single family attached. Most of the total housing capacity (nearly 60%) is in the RS plan designation. Just under 6% of the total housing capacity is in the RH zone, the city's only high-density residential plan designation. The RH plan designation and the MDOZ collectively provide close to 40% of the total multifamily housing capacity in the city, and are geographically concentrated in a few areas.

Table 6: Base Case Housing Capacity

Housing Type	Net New Housing Units	Percent of new housing units
Single Family Detached	6,520	65%
Single Family Attached	470	5%
Multi-Family	2,970	30%
Total	**9,960**	**100%**

Table 7: Base Case Housing Capacity by Existing Plan Designation*

Plan Designation*	Single Family Detached Units	Single Family Attached Units	Multi-Family Units	Total New Housing Units
RL	190	-	-	190
RS	5,530	180	250	5,960
RM*	780	160	1,500	2,440
RH*	30	80	480	590
MDOZ*	-	-	640	640
MR	10	50	60	120
Other**	(20)	-	40	20
Total	**6,520**	**470**	**2,970**	**9,960**

[40] "Painting" only those parcels with relatively low existing employment densities ensures that the model does not project excessive job loss through redevelopment in locations with thriving businesses that are unlikely to redevelop.

** Development capacity in the MDOZ is counted there rather than by plan designation.*
*** Other includes COCC on-campus student housing in the PF zone and incremental housing loss through redevelopment in commercial zones.*

Employment Capacity

The following tables and figures describe the employment capacity estimated in the base case scenario. Note that the number of new jobs reported is net of any existing jobs that may be lost through redevelopment in non-residential districts, and employment estimates are rounded to the nearest 10 jobs. In total, the base case shows that the current UGB can accommodate about 13,670 jobs under the current plan designations and policies and historic trends in development density. The mix of jobs that can be accommodated inside the UGB under the base case is weighted towards office and industrial jobs.

Table 8: Base Case Employment Capacity by Category

Employment Category	Net New Jobs	Percent of new jobs
Industrial	5,210	38%
Retail & Hospitality	2,420	18%
Office	4,350	32%
Public	1,690	12%
Total	**13,670**	**100%**

Table 9: Base Case Employment Capacity by Plan Designation and Category

Plan Designation*	Net New Retail & Hospitality Jobs	Net New Office Jobs	Net New Industrial Jobs	Net New Public Jobs	Total Net New Jobs
RS	10	-	-	-	10
RM*	50	30	-	-	80
MDOZ*	10	740	90	-	840
CC	100	30	-	-	130
CL*	610	520	90	80	1,300
CG	1,120	220	20	-	1,360
CB	90	200	-	20	310
IL**	90	1,850	4,210	130	6,280
IG	10	130	410	-	550
MR	200	270	60	-	530
ME	110	360	330	-	800
PF***	20	-	-	590	590
Total	**2,420**	**4,350**	**5,210**	**1,690**	**13,670**

** Development capacity in the MDOZ is counted there rather than by plan designation.*
*** Juniper Ridge capacity counted with the IL plan designation.*
**** PF plan designation includes COCC.*

Land for Parks, Schools, and Other Uses

The Base Case includes 658 acres for right-of-way (19% of vacant acres developed). This percentage is lower than the overall percentage for the city as a whole because so much of the vacant residential land is in platted lots where right-of-way has already been dedicated. When vacant platted lots are excluded, the total acreage of new right-of-way represents just over 21% of vacant land.

Two new school sites are identified inside the existing UGB – one middle school and one high school. Both are on land owned by the School District. Together, these sites represent roughly 75 acres of land for future schools.

BPRD owns 29.1 acres of undeveloped land slated for neighborhood parks, plus an additional 43.8 acres of undeveloped land for future community parks inside the existing UGB. In addition, the open space set-asides yield a total of 52 acres of land inside the UGB that is not currently under BPRD ownership that may be dedicated for public parks under the Base Case.

The “other uses” set aside yields a total of 401 acres of land for these uses under the Base Case. This represents a little under 11% of the total acres developed or redeveloped under the Base Case. After excluding vacant platted lots, it accounts for roughly 12% of the total land area developed (including redevelopment), and roughly 13% of the vacant land developed.

Comparison to Need

The housing and employment need projections to 2028 are documented and explained in the HNA and EOA, respectively. For more information about what they include and how they were generated, please see those documents. This section compares those needs, in summary form, against the estimated capacity of the current UGB in the Base Case.

As shown in Table 10, the Base Case is estimated to accommodate roughly 60% of both the total housing and total employment needs forecasts for 2028. However, comparing at the housing type and employment category level, it is clear that the capacity is not evenly distributed across all needed types and categories. For housing, much of the total single family housing need can be met inside the UGB in the Base Case, but less than a third of the single family attached and less than half of the multifamily housing needs can be accommodated with current policies and trends (see Table 10). For employment, nearly all of the public employment growth and about 80% of the industrial employment growth can be accommodated on land inside the UGB, but a little over a third of the retail and hospitality needs can be met inside the UGB with current policies and trends (see Table 11).

Table 10: Base Case Housing Capacity Compared to Housing Needs by Housing Type

Housing Type	Net New Housing Units	Total Housing Need[41]	Residual Housing Need	Percent of Housing Need Met
Single Family Detached	6,520	9,220	2,700	71%
Single Family Attached	470	1,680	1,210	28%
Multi-Family	2,970	6,330	3,360	47%
Total	**9,960**	**17,230**	**7,270**	**58%**

Table 11: Base Case Employment Capacity Compared to Employment Needs by Employment Category

Employment Category	Net New Jobs	Total Employment Need[42]	Residual Employment Need	Percent of Employment Need Met
Industrial	5,210	6,520	1,310	80%
Retail & Hospitality	2,420	6,540	4,130	37%
Office	4,350	7,160	2,810	61%
Public[43]	1,690	1,720	30	98%
Total	**13,670**	**21,940**	**8,280**	**62%**

[41] The total housing need listed includes housing units needed to meet projected growth in households, second homes, and equivalent dwelling units to meet group housing needs. See HNA for details.

[42] The employment need categories have been generalized for simplicity in comparing against capacity as measured in Envision Tomorrow. See EOA for details.

[43] 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.

CHAPTER 4. EFFICIENCY MEASURES

Overview & Evaluation Process

The Residential and Employment TACs considered and discussed a robust package of efficiency measures over a series of meetings. The efficiency measure concepts were approved by the USC in the Phase 1 package. The Residential and Employment TACs focused on efficiency measures that are proposed to be implemented through code text amendments packaged with the adoption of the UGB. Additional measures have been or 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.

The Residential and Employment TAC recommendations on new efficiency measures reflect a recognition that Bend's UGB expansion proposal and package of amendments are taking place in a time of transition. Vertical mixed use is relatively uncommon in Bend. There are concerns in existing neighborhoods about infill and redevelopment, as well as the scale and uses in neighboring commercial areas. Topics like ADUs are controversial. At the same time, there is a need for more affordable housing, housing supply in general, and a greater mix of housing types. These and other perspectives are hot topics, and elicit many different perspectives. Operating in this environment, the Residential and Employment TACs have taken clear steps to encourage a greater diversity and density of housing and mixed use development, described below, but care was taken to balance these efforts with the concerns of residents in existing neighborhoods. This balance is reflected in the efficiency measures that apply city-wide. However, the Residential and Employment TAC recommendations also proposed larger scale changes by focusing more drastic change in opportunity areas, which tend to be in the core of the city, and which also tend to not be adjacent to existing neighborhoods. These recommendations focus on good urban form with more intensive development in more central locations in the city, recognize the opportunities provided by larger vacant sites to be master planned in the future, and the need to provide modest code changes to make it easier to do slightly more intensive and a greater mix of housing in existing residential areas. Together, these measures encourage the transition from a primarily suburban community to one which will become a small city over time.

Proposed Package of Efficiency Measures & Nature of Anticipated Impact

Changes to Broadly-Applicable Development Code

Approach to Minimum Density

The Residential TAC reviewed existing minimum densities in the residential zones and made the following recommendations:

- increase the maximum density in the RL zone from 2.2 to 4.0 units per gross acre;
- increase the minimum density in the RS zone from 2.0 to 4.0 units per gross acre; and
- retain the existing range of 7.3 to 21.7 units per gross acre in the RM zone.

The Residential TAC did not support the idea of creating an additional zone, and was uncomfortable with having a density gap between the maximum density in the RS zone and the minimum density in the RM zone. Instead of increasing the minimum density in the RM zone, the Residential TAC recommended removing barriers to development of a broader range of housing types in the RS and RM zones (see below). These changes are intended to create a greater mix of housing types generally within the currently allowed density ranges. The overall set of changes focus on requiring more mixing of units rather than dramatic increases to density levels.

Given that the average net density of new housing built in the RS zone between 1998 and 2008 was 4.9 units per net acre, which is roughly 3.9 units per gross acre, the increase in the minimum density for the RS zone is expected to cause an increase in overall gross densities for new development in that zone. However, given the history of housing development tending towards the lower end of the allowed density range in Bend, housing densities in RS are not expected to increase significantly above the minimum during the 2028 planning horizon.

The code amendments also revise some aspects of how the density standards apply:

- Replacement of an existing single-family home in any zone and development on a vacant platted lot consistent with an approved land division are exempt from density standards. These are tighter exceptions than in the existing language, which excludes "redevelopment within a residential neighborhood with an existing pattern of development" and "infill development on a vacant platted lot consistent with the adjacent existing pattern of development".
- Sensitive lands (wetlands, significant trees, steep slopes, floodplains and other natural resource areas designated for protection or conservation) are excluded from minimum, but not maximum, density calculation. This will mean that constrained sites will have greater flexibility to shift development or not, depending on the site and the market. Sites with heavier constraints are less likely to achieve the full density transfer from those constrained lands.

Ensuring Housing Mix

In order to ensure that housing mix targets are met without increasing the minimum density in RM, additional code amendments are targeted at facilitating the needed housing mix in the RS zone and ensuring the needed housing mix in the RM zone.

In the RS zone, the Residential TAC recommended making additional housing types permitted rather than conditional, including: 1) single family attached townhomes; 2) courtyard housing (detached housing with modified side setbacks); and 3) duplexes and triplexes. These proposed amendments build on work that has already been done by the Community Development Department and Planning Commission to allow a greater housing mix in the RS Zone (including ADUs, cottage homes, and duplexes on corner lots).

It is worth noting that a development site generally 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 Residential TAC supported the proposal to require 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 traditional single family detached housing (e.g. ADUs, cottage homes, townhomes, duplex/triplex, multifamily). This is intended to help that zone achieve the needed mix of housing units without changing the minimum density.

Between 1998 and 2008, single family detached housing comprised only about 24% of the new housing units in the RM zone, so this provision is unlikely to significantly shift the balance of housing types in that zone. Instead, it provides an additional back-stop to housing mix to avoid relying solely on market forces to produce the mix.

In addition, efficiency measure code amendments prohibit new single family detached housing in the RH zone, in order to preserve that zone for attached housing types.

Master Plan Density and Mix Requirements

The current code requires a flat minimum percentage of the maximum density (60%) for master planned sites. The efficiency measure code amendments tailor the requirements to each of the residential zones in order to ensure that the standard is realistic for all zones while still making efficient use of land in the RS zone. This is important not only for land inside the UGB, but for sites in UGB expansion areas that are large enough to trigger the master planning requirements. The Residential TAC recommended the following minimum density for master planned sites in each zone:

- RL: 50% of maximum (2.0)
- 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 efficiency measure code amendments include the following maximum percentages of housing units that may be single family detached (SFD) in order to ensure that housing mix is met. Observed past development trends that without minimum mixing requirements, developments tend to come in near minimum densities with higher percentages of single-family detached dwellings than the needed mix going forward. The newly proposed mix requirements 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.

- RL and RS: no more than 90% of units SFD
- RM: no more than 33% of units SFD

- RH: no more than 10% of units and land area SFD[44]

Minimum Lot Size Requirements

Reductions to minimum lot sizes for certain housing types in the higher-density residential zones are proposed in order to allow more opportunities to build at the higher end of the allowed gross density range. Proposed changes to minimum lot area include:

- Single Family Detached Housing in the RM zone: from 3,000 square feet (sf) to 2,500 sf
- Townhomes in the RH zone: from 2,000 sf per unit to 1,600 sf per unit
- Multifamily housing in RM and RH zones: remove minimum lot size, and allow gross density to control the allowed number of units

Because the maximum gross density standards are not changing in the RM and RH zone, these changes will primarily affect larger developments that can take advantage of lot size averaging and those with higher right-of-way and/or open space set-asides, where the net density may be substantially higher than the gross density.

Density Bonuses

In May 2015, the City adopted an affordable housing density bonus provision in the development code that allows development at up to 1.5 times the maximum gross density of the zone where some or all of the units are affordable (as defined in the code[45]) – the greater the percentage of affordable units, the greater the density bonus. This is an important tool to encourage production of affordable housing and reduce costs for developers of affordable housing, but will have limited impact on capacity overall since affordable housing represents a relatively small portion of housing growth overall.

New Mixed Use Zones

The proposed code amendments include two new mixed use plan designations and corresponding implementing zones: urban-scale (Mixed Use – Urban or MU) and neighborhood-scale (Mixed Use – Neighborhood or MN). The new zones are intended to accommodate a range of residential and commercial uses in pedestrian-oriented mixed use centers and corridors. The scale of uses in the MN zone (primarily building heights) is less intense than the MU zone. The Employment TAC recommended including the new mixed use zones in the Development Code and designating specific opportunity sites with the new Mixed Use plan designations and, in some cases, zones (see “Changes to Plan Designations for Opportunity Sites” on page 32).

The mixed use zones allow residential uses outright as well as part of mixed use development. There are no maximum density standards for residential uses other than the height and setback standards. They are subject to the RM zone minimum density (7.3 units per acre) on the portion

[44] Because new single family detached housing is prohibited in the RH zone, this only applies if flexibility to deviate from that standard is allowed through the master plan process.

[45] “Affordable housing means housing that is affordable for households earning up to 100 percent of the area median income (gross), as defined by the Federal Department of Housing and Urban Development, so that the household spends no more than 30 percent of their gross household income on housing-related expenses (e.g., rent, mortgage, and essential utilities).” (BDC Chapter 1.2)

of the site used for ground-floor residential, though there is no minimum density for vertical mixed use. They also allow for an urban style of development with no minimum landscaping requirement (aside from parking lot and setback landscaping); reduced minimum parking standards for the MU zone (similar to the CBD rather than the standard for the rest of the city – see next section for details); no minimum front setback and a 10' maximum front setback.

The impact of the new mixed use zone is discussed under "Changes to Plan Designations for Opportunity Sites" on page 32.

Revisions to Parking Standards

Targeted revisions to parking standards are proposed as part of the draft package of code amendments adopted with the UGB.

- Reductions to parking requirements for residential and commercial uses in the MU 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).
- Provide automatic 5% reduction to minimum parking requirements for mixed use development.
- Provide automatic 10% reduction to minimum parking requirements for development adjacent to transit.
- Apply existing parking reduction for affordable housing (1 space per housing unit) regardless of location, rather than limiting it to locations within 660 feet of transit.
- Reductions to parking for 1-bedroom duplexes and triplexes (from 2 to 1 space per unit)

More comprehensive revisions to parking standards will be considered through the Parking Study, which is currently underway.

Allowing More Intense Development in the Mixed Employment Zone

The Mixed Employment (ME) zone allows for a wide range of uses. Currently, it is subject to a 50% maximum lot coverage limitation and a 10-foot minimum front setback that make it difficult to build more intense development. The draft package of code amendments includes removing both of those limitations. It also includes a height bonus of 10 feet for vertical mixed use or affordable housing in the ME zone.

Combined with modest reductions to parking requirements, these adjustments will allow more intensive development for some parcels, but the impact is likely to be limited without more significant reductions to parking requirements.

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 draft package of code amendments include minimum density standards for targeted areas. The Employment TAC did not support applying minimum residential densities throughout the city in commercial and mixed use zones, but did support applying them in opportunity areas and adjacent to transit. There continues to be no maximum density standard (except through the height and lot coverage limitations) for residential in the commercial or mixed use zones, and no minimum or maximum for "vertical" mixed use where the housing is above commercial. In commercial zones and in the ME and Professional Office (PO) zones (the existing mixed use zones, except for the MR zone that has its own master plan associated with it), the minimum density for sites adjacent to transit is the same as in the RM zone (7.3 units per acre), measured only on the portion of the site dedicated to residential uses on the ground-floor.

Changes to Plan Designations for Opportunity Sites

Based on discussions with the Residential and Employment TACs, the following opportunity areas are identified for comprehensive plan map amendments and/or zone changes as efficiency measures. These opportunity areas are identified on Figure 2. Note: proposed plan and zone changes are preliminary and subject to further refinements.

1. Bend Central Multimodal Mixed Use Area (MMA) – apply the Bend Central Multi-modal Mixed Use (BC-MMA) Overlay Zone/Special Plan District *(overlay zone/special plan district only; no plan designation change)*

The MMA area is expected to generate capacity for roughly 320 housing units and greater employment density, primarily through redevelopment of the areas along 1st and 2nd streets.

2. East Downtown – Change General Commercial (CG) plan designations to MU

There is minimal redevelopment potential in this area in the 2028 planning horizon, though it presents a longer-term opportunity to extend the downtown.

3. Century Drive area – Change IL, CC, CG, and CL plan designations to MN and MU

Based on analysis done for the Central Westside Plan (CWP), this area is expected to have capacity for up to 400-500 dwelling units by 2028.

4. KorPine (plan & zone to mixed use) – IG to MU

This area could have substantial redevelopment potential within the planning horizon.

5. Juniper Ridge (eastern portion) – consider extending the Employment Sub-District overlay as a future action

This large, vacant area can accommodate a wider variety of employment than the base Light Industrial plan designation would allow. It is also targeted to accommodate one of the two large lot industrial sites.

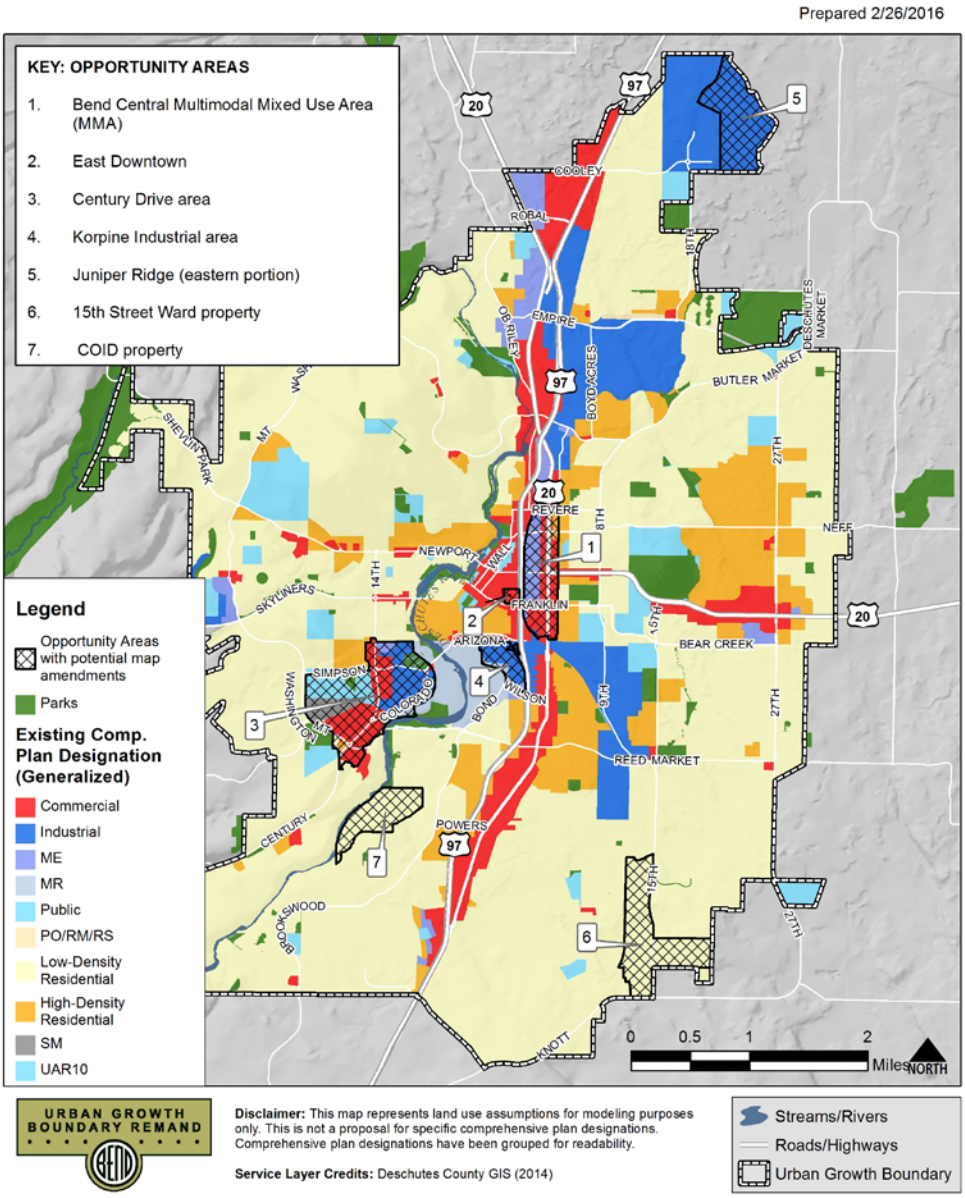
6. 15th Street Ward property - plan and zone amendments to include some RM, some RH and some Community Commercial (CC) rather than all RS

This property is over 200 acres in common ownership (excluding land recently acquired for a community park) and can accommodate substantially more housing units, including a greater mix of housing units, than allowed under current zoning. This represents a significant opportunity for increasing efficiency of land inside the existing UGB.

7. COID property – comprehensive plan only to RS from PF (RS zone already in place) on the unconstrained portion of the site

This 130-acre area is currently in public ownership by the Central Oregon Irrigation District (COID), which submitted testimony requesting to make the land available for residential development. It is encumbered by a view easement through 2035, but over the longer-term future may provide an opportunity for housing.

Figure 2: Opportunity Areas with Potential Map Amendments



Estimating the Impact of Efficiency Measures

The anticipated impacts of the efficiency measures inside the existing UGB were evaluated using the Envision Tomorrow model by making adjustments to the mix and density of housing projected in certain plan designations to reflect the removal of barriers, creation of incentives, and adjustments to minimum standards in the development code. Proposed changes to plan designations for opportunity areas, including application of new mixed use zones, were also evaluated using Envision Tomorrow by applying a development type that reflects the proposed plan designation rather than the existing one. The model does not provide a mechanism to quantify the magnitude of the impact to capacity for each individual efficiency measure; rather, a cumulative impact of all proposed efficiency measures relative to the base case is provided in this chapter.

Changes to Development Code

The impact of proposed changes to the development code was estimated through changes to density and building mix in certain development types. A brief summary of key adjustments to the assumptions for certain development types is provided below. For residential land, the assumptions only affect vacant land and land with infill potential that does not have a current land use approval under the existing rules. The redevelopment rate for residential land remains at zero, except for a token (1%) redevelopment rate for properties with some infill potential in the RH zone where removing barriers may allow a trivial amount of redevelopment (less than one acre of redevelopment is assumed in the RH zone in total). For employment land, the assumptions affect all vacant land and land that was already identified as having redevelopment potential under the Base Case. The exception is in opportunity areas, where redevelopment potential was assessed more specifically due to significant changes in land use regulations in those areas (see next heading).

- RL: increased average density of single family detached homes slightly, and added a small amount of ADU development.
- RS: increased proportion of duplex/triplex and townhome, added a small amount of ADU and cottage home development, and increased average density of single family detached homes so that overall average density came out just above the new required minimum density. Increased average density and housing mix further for master plan sites to meet new minimum density and mix standards.
- RM: introduced a small amount of cottage home development.
- RH: eliminated single family detached homes from the mix and increased density of single family attached housing (townhomes),
- ME: shifted to slightly more urban building types and incorporated a small amount of live/work use and multifamily housing.

In addition, new development types were created to reflect the allowed mix of uses, building heights and development standards for the new mixed use zones.

As stated previously, details of the development types before and after accounting for efficiency measures can be found in Appendix E. [Note: Appendix E will be included with the final Urbanization Report, but is not included at this time.]

Redevelopment Potential in Opportunity Areas

Changing the allowed uses and intensity in several of the opportunity areas creates the potential for additional redevelopment, beyond what was estimated under the Base Case. Redevelopment potential in opportunity areas was estimated by comparing the acquisition cost of property in the opportunity area against the land cost that new development in the new mixed use zones and special plan district would be able to afford. Acquisition cost was based on total property value per square foot in the tax assessors database. The land cost that new development can afford was estimated based on an assumed return on investment, approximate construction costs, and market rents for the applicable uses. This analysis assumed that, on average, new development in opportunity areas could afford to pay roughly $18 per square foot of land. Properties with total values below this threshold were generally identified as having redevelopment potential, and "painted" with the appropriate development type. Properties that are "painted" are assumed to have some probability of redevelopment; that probability is set in the redevelopment rate. For the new mixed use zones, the redevelopment rate was set at 10-20% of "painted" acres within the planning horizon, accounting for the fact that not all properties that *could* redevelop *will* redevelop. Properties above $18 per square foot were generally not considered to have a strong likelihood of redeveloping within the planning horizon and were not painted.

Capacity Estimate with Efficiency Measures

Housing Capacity

The following tables and figures describe the residential capacity estimated within the existing UGB with the efficiency measures described above in place. Note that the number of new housing units reported is net of any existing units that may be lost through redevelopment in non-residential districts, and housing unit estimates are rounded to the nearest 10 units.

In total, the current UGB can accommodate roughly 12,250 housing units after accounting for the projected impact of efficiency measures. The mix of units projected with efficiency measures is roughly 54% single family detached, 37% multifamily, and 9% single family attached.

Table 12: Housing Capacity with Efficiency Measures

Housing Type	Net New Housing Units	Percent of new housing units
Single Family Detached	6,690	54%
Single Family Attached	1,060	9%
Multi-Family	4,500	37%
Total	**12,250**	**100%**

Table 13: Housing Capacity with Efficiency Measures by Proposed Plan Designation*

Plan Designation*	Single Family Detached Units	Single Family Attached Units	Multi-Family Units	Total New Housing Units
RL	170	-	-	170
RS	5,740	240	590	6,570
RM*	760	450	1,570	2,780
RH*	-	200	770	970
MDOZ*	-	-	640	640
ME	-	20	10	30
MR	10	40	40	90
MN	10	100	320	430
MU	-	10	180	190
BC-MMA*	-	-	320	320
Other**	-	-	60	60
Total	**6,690**	**1,060**	**4,500**	**12,250**

** Development capacity in the MDOZ and the Bend Central MMA is counted under the relevant overlay zone rather than by plan designation.*

*** Other zones include commercial zones (with trace amounts of housing lost through redevelopment) and the PF zone, where some student housing associated with COCC is projected.*

Employment Capacity

The following tables and figures describe the employment capacity estimated with efficiency measures. Note that the number of new jobs reported is net of any existing jobs that may be lost through redevelopment in non-residential districts, and employment estimates are rounded to the nearest 10 jobs. In total, the current UGB can accommodate close to 15,000 jobs after accounting for the projected impact of efficiency measures for employment lands described on pages 31-32.

Table 14: Employment Capacity by Category with Efficiency Measures

Employment Category	Net New Jobs	Percent of new jobs
Retail & Hospitality	3,270	22%
Office	5,390	37%
Industrial	4,490	30%
Public	1,730	12%
Total	**14,880**	**100%**

Table 15: Employment Capacity by Plan Designation and Category with Efficiency Measures

Plan Designation*	Net New Retail & Hospitality Jobs	Net New Office Jobs	Net New Industrial Jobs	Net New Public Jobs	Total Net New Jobs
RS	30	20	-	-	50
RM*	50	30	-	-	80
RH*	10	-	-	-	10
MDOZ*	10	740	90	-	840
CC	210	140	10	-	360
CL*	450	380	70	60	960
CG	1,070	210	20	-	1,300
CB	90	200	-	20	310
IL**	-	300	1,730	-	2,030
IG	-	90	290	-	380
MR	140	190	40	-	370
ME	480	400	370	10	1,260
MN	370	490	(30)	(10)	820
MU	200	70	(20)	-	250
BC-MMA*	90	270	(10)	10	360
PF***	20	-	-	1,460	1,480
Juniper Ridge**	50	1,860	1,930	180	4,020
Total	**3,270**	**5,390**	**4,490**	**1,730**	**14,880**

** Development capacity in the MDOZ and the Bend Central MMA is counted under the relevant overlay zone rather than by plan designation.*
*** Juniper Ridge employment capacity is calculated separately from the rest of the IL plan designation.*
**** PF plan designation includes COCC.*

Land for Parks, Schools, and Other Uses

The existing UGB capacity estimates, after accounting for efficiency measures, include the following amounts of new land for other urban uses:

- 649 acres of land for right-of-way (18.8% of vacant acres developed, but 21.5% of vacant land after excluding vacant platted lots);
- the same 73 acres of park land already in BPRD ownership as identified in the Base Case, plus a total of 70 acres of open space set-asides that may be dedicated for public parks where appropriate;
- the same middle school and high school site identified in the Base Case, plus a proposed elementary school on vacant, privately-owned land on 15th Street for a total of 65 acres of land for schools; and
- 388 acres of land for other uses (10.5% of total acres developed or redeveloped, but 12.8% of vacant land after excluding vacant platted lots), such as churches, benevolent/fraternal organizations, utilities, canals, cemeteries, golf courses, properties owned by irrigation districts, and RV parks.

Comparison to Need

With efficiency measures, roughly 70% of the total housing and employment growth can be accommodated inside the existing UGB, as shown in Table 16 and Table 17, respectively. Compared to the Base Case, the biggest increases in capacity are in multifamily housing and retail and office employment. With efficiency measures, the housing mix inside the UGB is much more closely aligned with the overall needed housing mix and the employment mix is better aligned with the employment forecast.

Table 16: Housing Capacity with Efficiency Measures Compared to Housing Needs by Housing Type

Housing Type	Net New Housing Units	Total Housing Need[46]	Residual Housing Need	Percent of Housing Need Met
Single Family Detached	6,690	9,220	2,540	72%
Single Family Attached	1,060	1,680	620	63%
Multi-Family	4,500	6,330	1,810	71%
Total	**12,250**	**17,230**	**4,970**	**71%**

Table 17: Employment Capacity with Efficiency Measures Compared to Employment Needs by Employment Category

Employment Category	Net New Jobs	Total Employment Need[47]	Residual Employment Need	Percent of Employment Need Met
Industrial	4,490	6,520	2,030	69%
Retail & Hospitality	3,270	6,540	3,280	50%
Office	5,390	7,160	1,770	75%
Public[48]	1,730	1,720	-	100%
Total	**14,880**	**21,940**	**7,080**	**68%**

[46] The total housing need listed includes housing units needed to meet projected growth in households, second homes, and equivalent dwelling units to meet group housing needs. See HNA for details.

[47] The employment need categories have been generalized for simplicity in comparing against capacity as measured in Envision Tomorrow. See EOA for details.

[48] 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.

CHAPTER 5. UGB EXPANSION

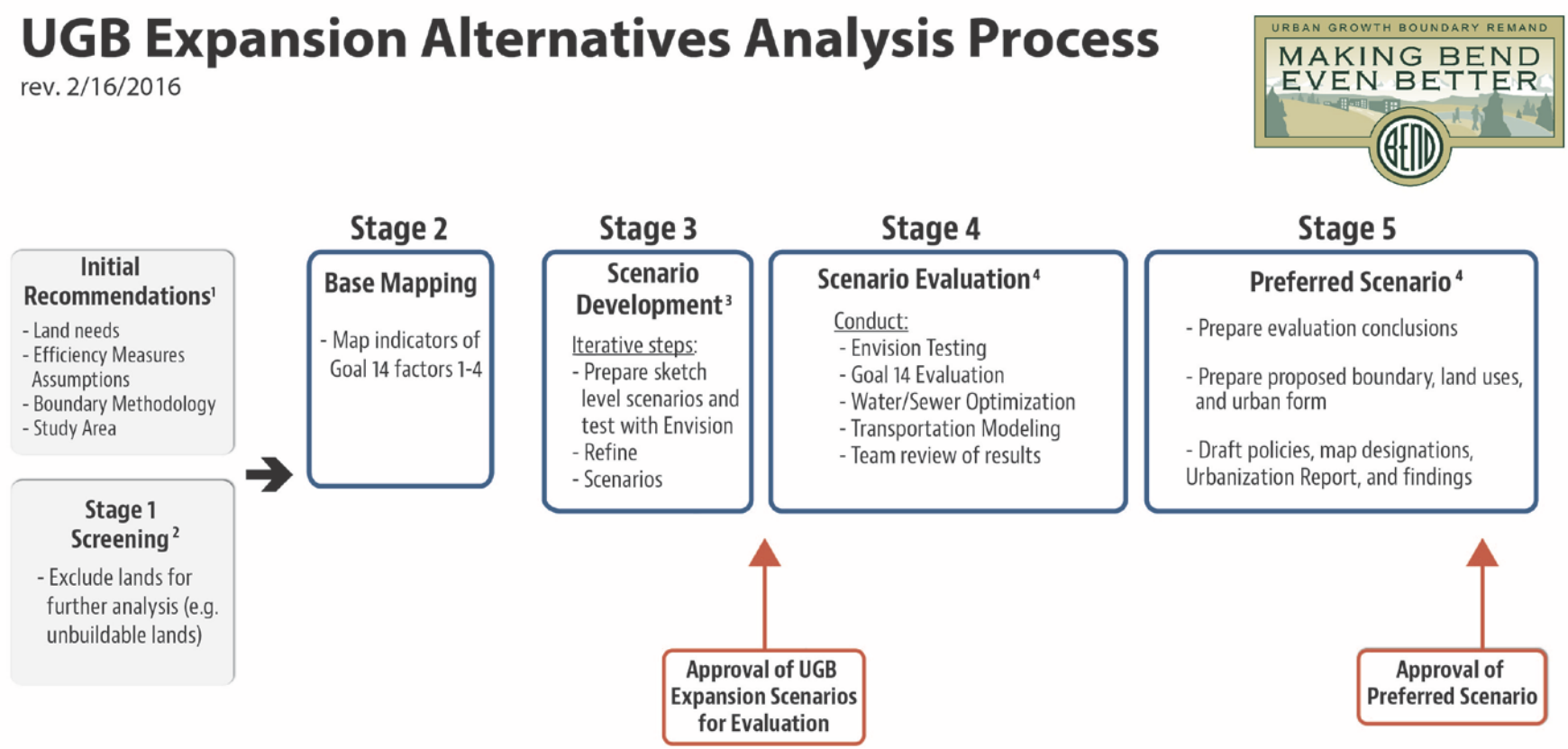
Overview & Evaluation Process

Creation and evaluation of UGB expansion alternatives was conducted in coordination with the Boundary and Growth Scenarios Technical Advisory Committee (Boundary TAC). The Boundary TAC's members spent almost a year narrowing the pool of available land outside the UGB and deciding on an evaluation methodology, followed by an extensive evaluation and refinement process.

The evaluation process was divided into the following stages, described in detail in the following sections and illustrated on Figure 3:

- Initial Suitability Evaluation: (Stage 1 and Stage 2) Mapping of the best available information related to the four Goal 14 factors and exclusion of the worst-performing lands for further analysis.
- Alternatives Analysis: (Stage 3 and Stage 4) Creation of six land use alternatives or "scenarios" to evaluate the best-performing lands in a variety of combinations and with a variety of land uses; and evaluation of scenarios for land use, transportation, environmental, and infrastructure impacts.
- Proposed UGB Expansion (Stage 5) Creation of a preferred scenario from the best-performing subareas and land under Stage 4.

Figure 3: UGB Expansion Evaluation Process Overview & Stages

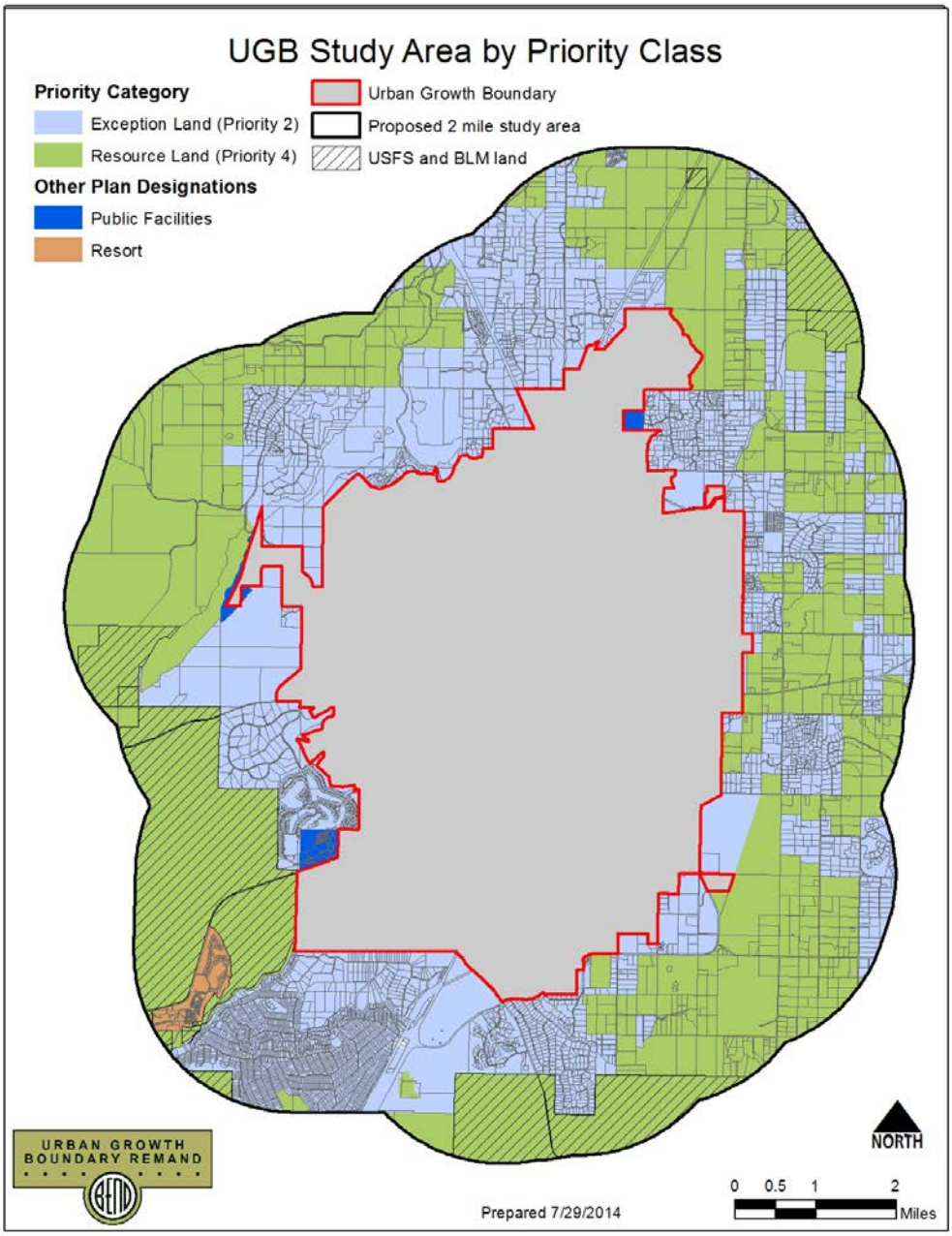


Stage 1: Screening of lands for further analysis

Approach

The identification of suitable land began with defining an initial study area: a two-mile buffer from the existing UGB. Within this study area, evaluation was based on a tiered approach, in which higher priority lands (i.e. exception lands) were evaluated first for each identified land need, as required under OAR 660 Division 24. The starting pool of exception lands within the two-mile buffer was approximately 18,000 acres (see Figure 4).

Figure 4: UGB Two-Mile Study Area by Priority Class



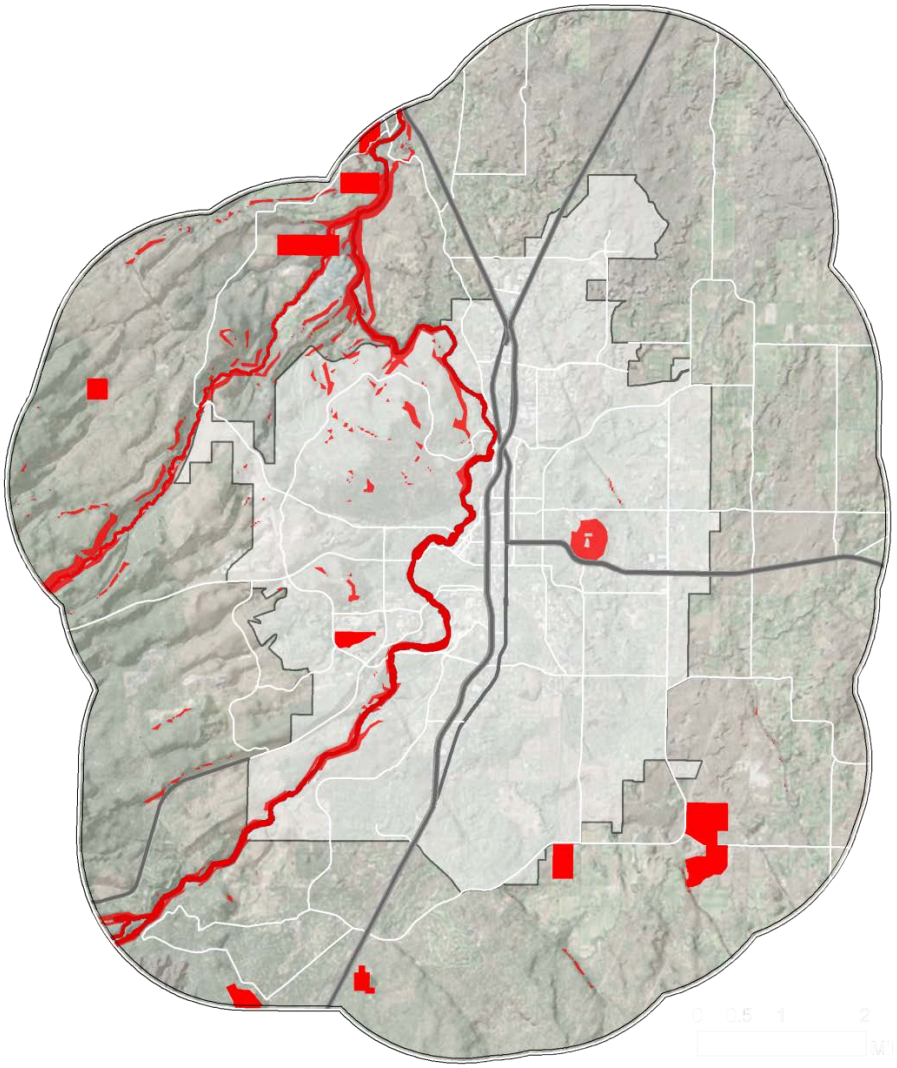
The City's approach to screening land from further consideration prior to applying the Goal 14 evaluation is summarized below.

Exclude lands that are not buildable[49]

The following lands were identified as unbuildable:

- 100-year floodplain
- Steep slopes (25% and greater)
- Upper Deschutes River State & Federal Scenic River Overlays (100 feet from OHW)
- Middle Deschutes State Scenic Waterway (100 feet from OHW)
- Deschutes River & Tumalo Creek Riparian Corridors (100 feet from OHW)
- Significant aggregate sites in Deschutes County Goal 5 inventory with Surface Mining plan designation

Figure 5: Unbuildable land in UGB Expansion Study Area



Identifying lands that are unbuildable doesn't necessarily mean that these lands can't be included in the UGB; however, if they are included, they aren't counted as part of the BLI. The lands identified as unbuildable in the expansion areas are shown in red on Figure 5.

Exclude lands that are incompatible with urbanization

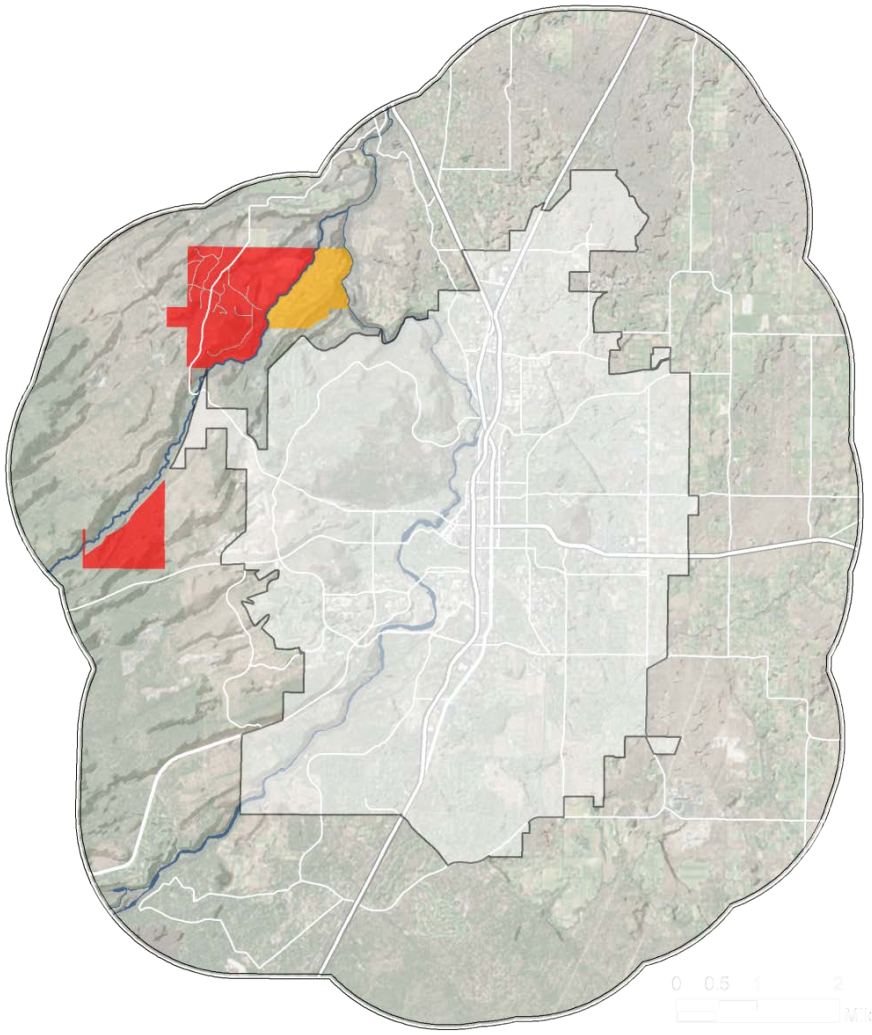
Exception lands within the acknowledged Deschutes County Wildlife Overlay (deer winter range) were screened from further analysis. These areas are considered significant habitat by

[49] OAR 660, Division 8 defines buildable land. See Bend's BLI for more information.

Figure 6: Land screened from consideration for UGB expansion

ODFW. The Goal 5 “program” to protect the big game winter range is based in large part on restricting densities, requiring clustering and requiring protection of open space (50% of site). Potential urbanization of these lands would inherently conflict with protection of the big game winter range.

In addition, the Shevlin Sand and Gravel (SSG) site located in the northwest quadrant of the City on Shevlin Park Road was screened from further analysis. Based on testimony from the property owner representative stating that the aggregate resources at the Shevlin Sand & Gravel site are not expected to be exhausted and the site reclaimed during the planning period (2008-2028), the portion of the site under DOGAMI Permit 09-0018 was excluded from consideration for UGB scenarios. This did not affect consideration of the remainder of the property.



The lands excluded are shown in red (wildlife overlay) and orange (aggregate site) on Figure 6.

Results

After excluding the lands listed above, the total acreage of exception land that was advanced for further consideration and evaluation in Stage 2 was roughly 16,200 acres.

Stage 2: Base Mapping

Approach

Because the pool of available exception lands within the study area is so large relative to the land need, additional information was needed in order to identify better performing lands to consider for the UGB expansion alternatives analysis. It would not have been possible to develop alternatives to encompass all of the exception lands for evaluation. In the Base

Mapping stage, the Boundary TAC recommended using a few key indicators of the Goal 14 factors to help identify the best land to include in boundary scenarios. This stage of analysis helped to narrow the scope of the study area to focus on the areas that ranked higher and also informed the development of scenarios in Stage 3.

Using available GIS and other data, a series of maps were prepared to illustrate the relative ranking of parcels based on the key indicators associated with each of the four factors of Goal 14. The Boundary TAC reviewed and suggested refinements to the base maps over a series of meetings, and ultimately approved roughly 25 Stage 2 maps. The project team then prepared one composite map for each of the four Goal 14 factors and a composite map combining indicators for all four factors. The approach was to prepare "un-weighted" composite maps, so the information was displayed without value judgments about what factors are more important than others. In addition, areas within the 2-mile study area that have low suitability for urbanization and were "annotated" or highlighted on the maps, including: (a) rural subdivisions with CC&Rs; (b) "islands" that are either completely or mostly surrounded by resource lands; and (c) edge parcels that are relatively small and very irregularly shaped, making them difficult to serve with infrastructure and develop as complete communities.

The indicators included in Stage 2 Base Mapping for each of the goal 14 factors are listed below.

Factor 1: Efficient accommodation of identified land needs

- Parcel size
- Improvement to land value ratio
- Proximity to existing UGB – adjacency more efficient than edge of study area
- Topography (25% slopes or greater)
- Existing that CC&Rs prohibit or limit additional development

Factor 2: Orderly and economic provision of public facilities and services

Transportation

- **Barriers**: Consideration of physical barriers to connectivity (new river crossings, railroad crossings, steep slopes, etc.).

- **Reliance on Congested Corridors:** Consideration of key congested highway corridors based on the recently completed Bend MPO MTP. Using the Bend 2040 travel demand model, identify which exception lands have a higher reliance on a congested corridor.

- **System Connectivity**: Consideration of whether the existing major roadway network meets ideal grid-spacing (e.g., one-mile spacing for arterials and half-mile spacing for collectors). Rank exception areas with a more subjective approach based on ability to extend collectors into the study area. Also consider if subareas in the study area are adjacent or near well connected streets inside the current UGB.

Water

- **Gravity system (City of Bend)**: Consideration of exception areas that could be served by gravity by City of Bend

Sewer

- **Gravity system**: Consideration of areas that can be served via gravity. This would be illustrated with a map showing areas in the study area that can be served with gravity sewer vs. areas requiring additional pumping.
- **Maximize existing/planned improvements**: Consideration of areas with capacity or planned short-term improvements. This would be illustrated with a map showing any areas in the study area outside the current UGB that could be served with sewer without major new investments in addition to planned facilities in the Collection System PFP.

Stormwater

- **Drinking water protection areas**: Consider proximity to drinking water protection areas (DWPA)
- **Surface geology**: Consider presence of surface geology (welded tuff) that limits on-site stormwater management.

Factor 3: Comparative environmental, social, economic and energy consequences (ESEE)

- Presence of significant Goal 5 resources or other resources (consider Greenprint mapping or other data sources)
- Relative wildfire risk and presence of other natural hazards (floodplains)
- Proximity to existing or planned parks, trails, elementary schools
- Proximity to irrigation districts, irrigated lands and canals in study area
- Presence of water quality limited streams (303d) in study area

Factor 4: Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB

- Proximity to designated forest land
- Proximity to designated high-value agricultural land (irrigated)

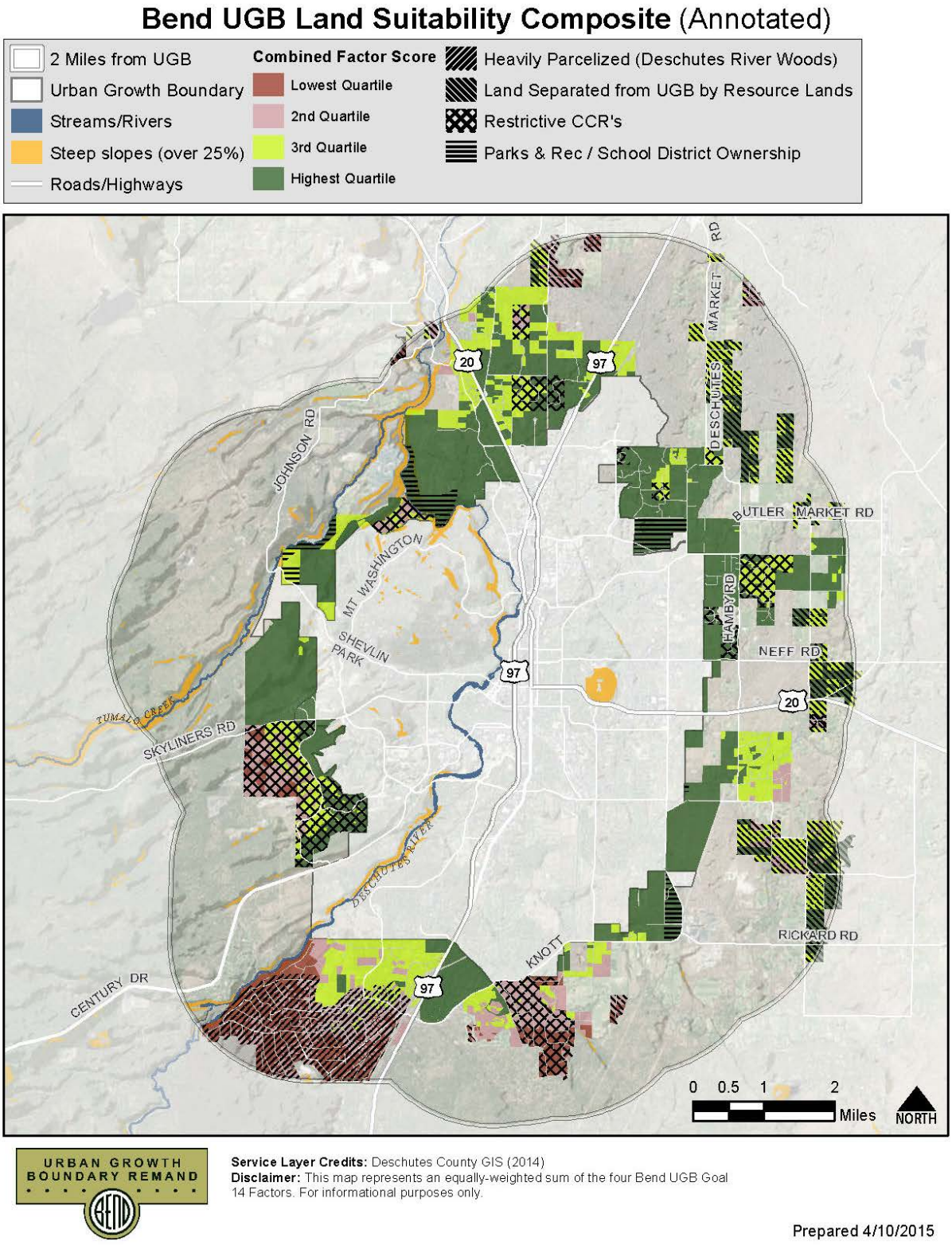
Results

The combined results of the Stage 2 Base Mapping, with annotations as described above, are shown on Figure 7. The Stage 2 Base Mapping revealed certain exception lands that were highly problematic based on one or more of the Goal 14 factors, and that, on balance, were not suitable for inclusion in the alternatives analysis:

- Properties with recorded CC&Rs that preclude land divisions and additional dwellings (based on Factor 1 considerations and inability to accommodate identified land needs)

- Heavily parcelized areas with smaller parcels (less than 2 acres) and numerous dwellings that severely limit capacity for new development (based on Factor 1 considerations and inability to efficiently accommodate identified land needs)
- Rural residential subdivisions (generally less than 5 acre lots) with higher improvement to land value ratios that severely limit capacity for new development within the 2028 planning horizon (based on Factor 1 considerations and inability to efficiently accommodate identified land needs)
- Lands that are separated from the existing UGB by resource lands (based on Factor 4 considerations and impact to resource lands)

Figure 7: Stage 2 Mapping Combined Results



Service Layer Credits: Deschutes County GIS (2014)
Disclaimer: This map represents an equally-weighted sum of the four Bend UGB Goal 14 Factors. For informational purposes only.

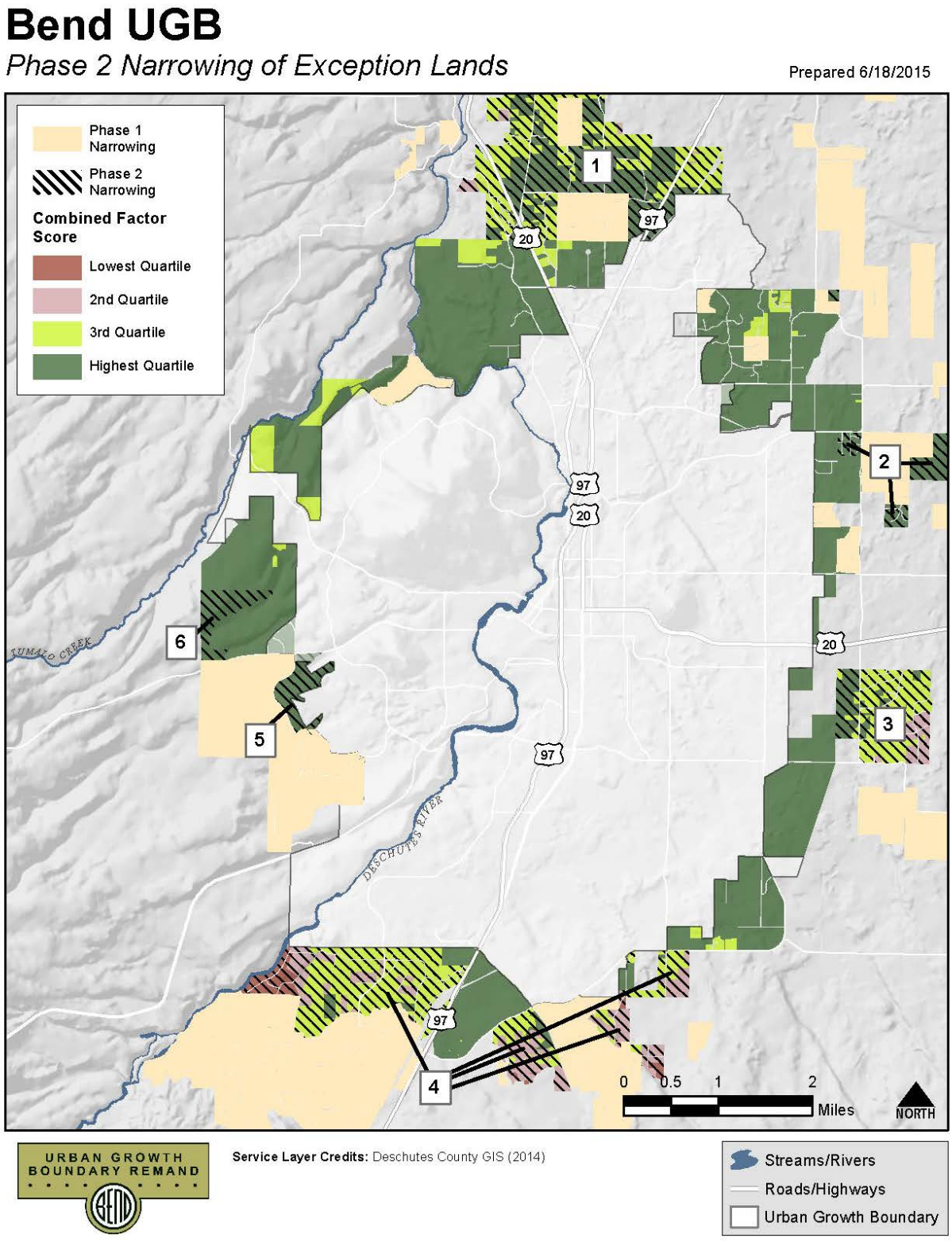
Prepared 4/10/2015

Further consideration of the Stage 2 Base Mapping results in Phase 2 of the project highlighted additional areas that were, on balance, less appropriate to bring forward for further evaluation. The brief summaries below are keyed to specific locations on the map on Figure 8: Further Narrowing of Exception Lands.

1. A large rural residential exception area (just under 1,600 acres) located north of Cooley Road generally between Hwy 97 and Hwy 20A relatively large rural residential subdivision (about 220 acres) with restrictive CC&R's is located at the southerly boundary that represent a barrier to efficient expansion to the north.
2. Several small subdivisions in the northeast - the portion west of Hamby Road is subdivided into small lots (average lot size is a half-acre) with a relatively high improvement to land value ratio. The portion east of Hamby is separated from the UGB by a mix of land with restrictive CC&Rs and resource land.
3. An area located between Hwy 20 and Stevens Road surrounding Hamby Road that is relatively far from the UGB and would further surround zoned resource land.
4. Several large rural residential exception areas that overall did not score well based on the balancing of the Goal 14 factors.
5. A small area associated with common open space tracts for Cascade Highlands and Tetherow destination resort that should not be considered buildable or suitable for urbanization.
6. The portion of the Miller Tree Farm rural cluster subdivision property that was not screened out based on the County's wildlife overlay zone.

This left 5,400 remaining acres of exception land for further evaluation.

Figure 8: Further Narrowing of Exception Lands



Stage 3: Scenario Development

Approach

Initially, three geographically specific UGB expansion scenarios to meet anticipated land needs were created based on input from all three TACs and the USC in a workshop. These scenarios were brought to the Boundary TAC and USC for review and refinement. The Boundary TAC recommended and USC approved three specific UGB Expansion Scenarios for evaluation, but also asked the project team to evaluate all land that had been given the top rating (i.e. scored in the top quartile when all indicators were combined) during the "Stage 2" evaluation of exception land within the two-mile study area and had not been excluded by subsequent refinements and narrowing. The areas that met those tests and were not included in one of the three UGB Expansion Scenarios were identified as "Supplemental Analysis Areas".

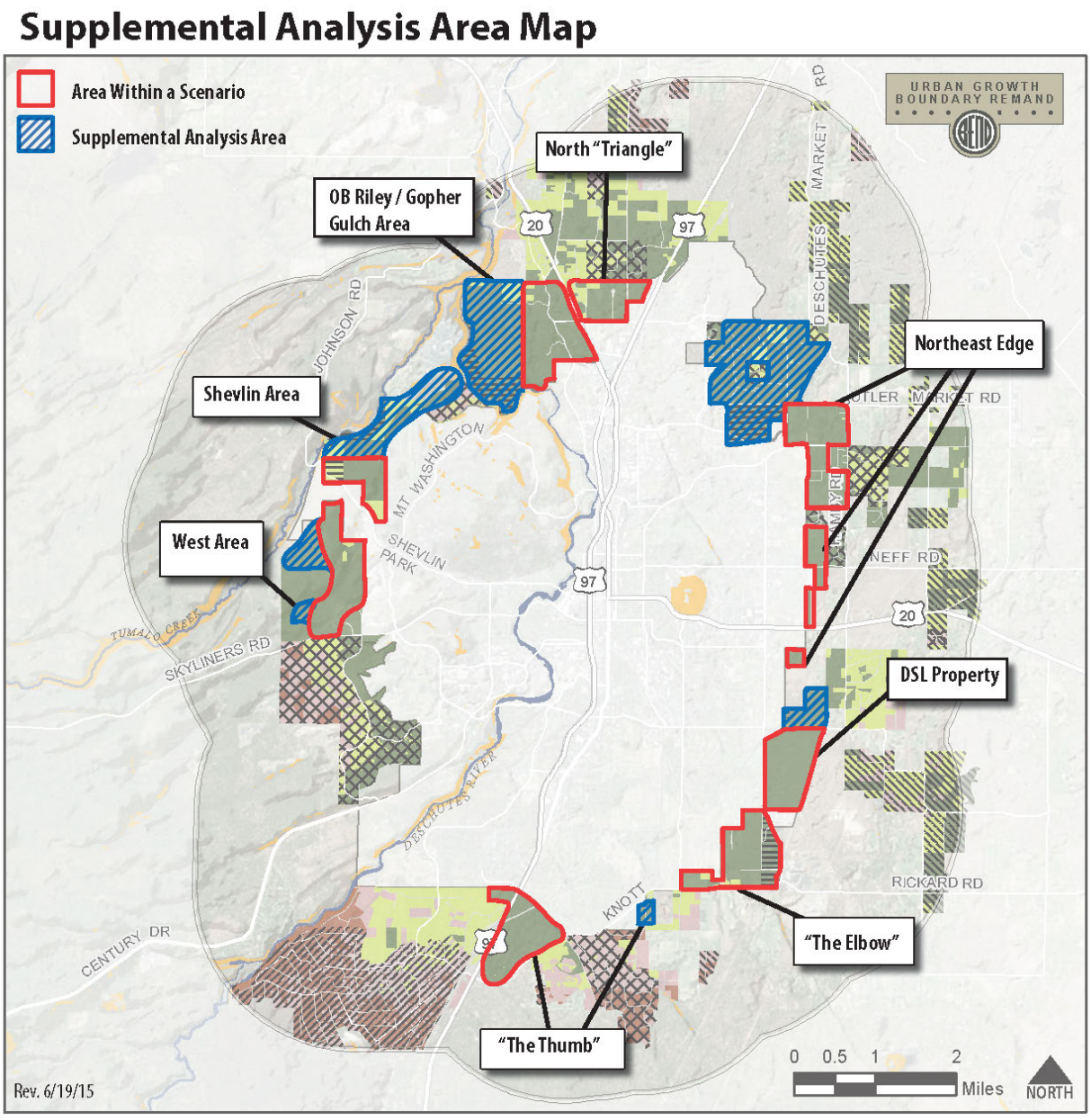
Some of the models used for scenario evaluation (such as the transportation model) require "budgeted" land use assumptions in order to do a full evaluation and an "apples to apples" comparison against land included in the three UGB Expansion Scenarios. In order to respond to the direction for equal evaluation, the team created three Supplemental Analysis Area Maps ("SAAMs") that collectively incorporate all the land in the Supplemental Analysis Areas in packages with roughly the same total levels of employment and residential growth and the same assumptions about the amount and type of development that can be accommodated inside the UGB as the UGB Expansion Scenarios. The SAAMs were intended to test full utilization of certain geographic areas rather than distributed growth across a variety of potential expansion areas. The level of analysis for the SAAMs was identical to that done for the Scenarios.

The Scenarios and SAAMs are organized around eight general geographic areas that were identified as the most suitable to meet the identified land needs:

- West Area
- Shevlin Area
- OB Riley/Gopher Gulch Area
- North "Triangle"
- Northeast Edge
- DSL Property
- "The Elbow"
- "The Thumb"

These subareas are shown on Figure 9. Figure 9 also identifies the portions that were included in scenarios and those that were part of the Supplemental Analysis Areas.

Figure 9: Subareas, Scenario Areas, and Supplemental Analysis Areas



Summary of Alternatives Considered

The UGB Expansion Scenarios and SAAMs are described and illustrated below. The categories shown on the generalized scenario maps are as follows:

- *Residential area with locally-serving employment*: Predominately residential uses, with supportive uses such as parks, schools, and local commercial centers.
- *Residential area with significant employment*: A full mix with residential uses, parks and/or schools, and commercial and employment areas.

- *Employment area*: Employment-focused area providing for a mix of jobs (retail, office, and/or industrial) with little or no residential use.

Note that these categories reflect the combination of the many development types applied to the expansion areas to match the need for employment and housing by types. They are used for communication purposes only, and are not official land use plan designations that would be applied to expansion areas.

Figure 10 illustrates the six alternatives, while Table 18 summarizes the land use concept in each subarea for each of the three scenarios and three SAAMs.

Figure 10: UGB Expansion Scenarios and SAAMs

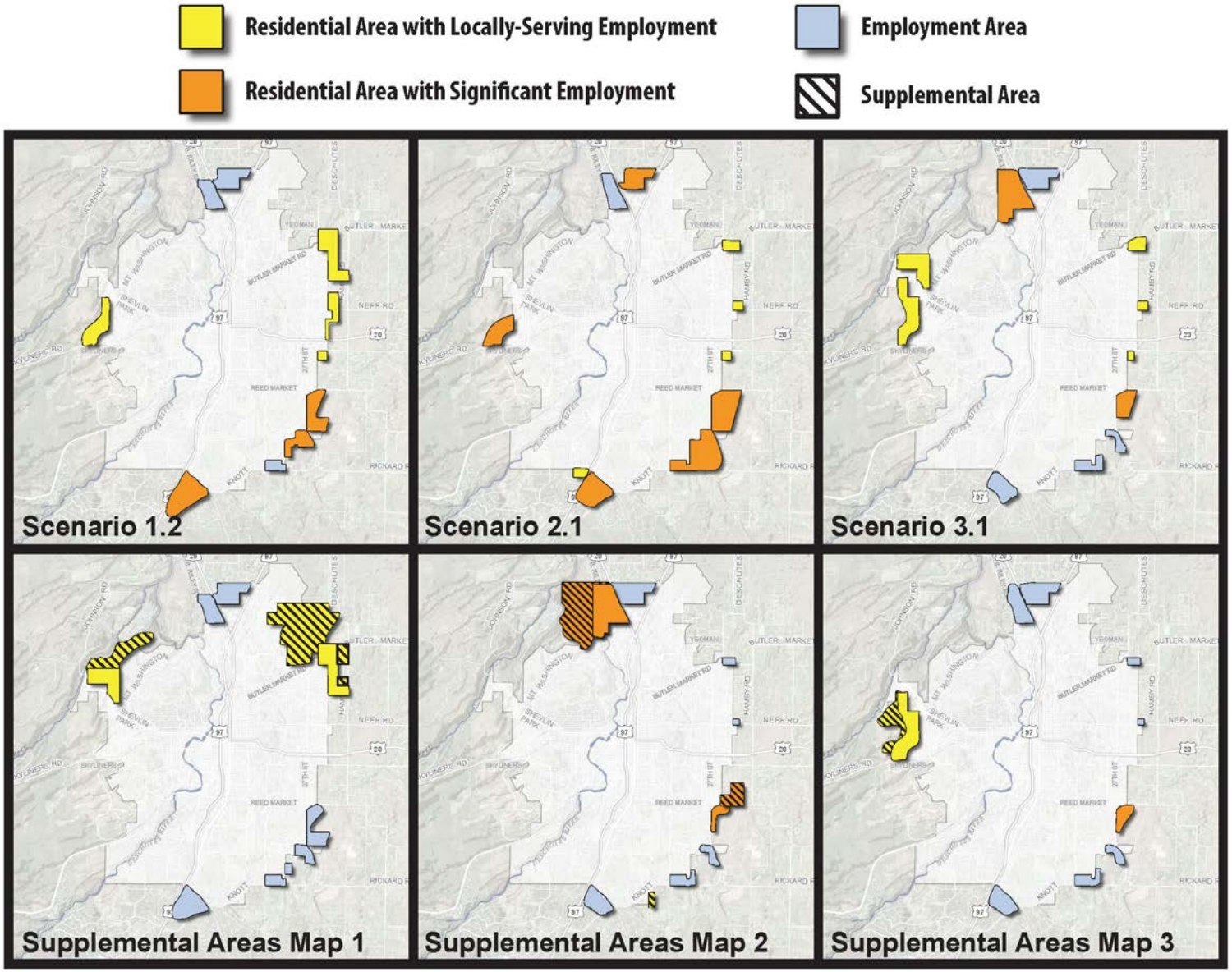


Table 18: Land Use Concepts by Subarea for UGB Expansion Scenarios and SAAMs

Subarea	Scenario 1.2	Scenario 2.1	Scenario 3.1	SAAM-1	SAAM-2	SAAM-3
OB Riley / Gopher Gulch	Limited to area east of OB Riley; employment-focused	Limited to area east of OB Riley; employment-focused	Both sides of OB Riley, but not large Gopher Gulch ownership; mix of housing & employment	Limited to area east of OB Riley; employment-focused	Both sides of OB Riley, and large Gopher Gulch ownership; mix of housing & employment	Limited to area east of OB Riley; employment-focused
North Triangle	Excludes parcelized area on the western edge adjacent to Hwy 20; employment-focused	Excludes parcelized area on the western edge adjacent to Hwy 20; mix of housing & employment	Full subarea included; employment-focused	Excludes parcelized area on the western edge adjacent to Hwy 20; employment-focused	Full subarea included; employment-focused	Full subarea included; employment-focused
Northeast Edge	Several large blocks of land contiguous to the UGB included; residential focus with commercial nodes	Small commercial nodes at Neff & Butler Market roads with small residential areas adjacent to each and small residential node at Bear Creek Road	Small commercial nodes at Neff & Butler Market roads with small residential areas adjacent to each and small residential node at Bear Creek Road	Large block of land between Eagle Road and Hamby Road, plus rural subdivision between Juniper Ridge and Yeoman Road	Small commercial nodes at Neff & Butler Market roads	Small commercial nodes at Neff & Butler Market roads
DSL Property & Darnell Estates	Roughly two-thirds of area included; mix of housing and employment uses	Full area included; mix of housing and employment uses	Roughly one-third of area included; mix of housing and employment uses	Roughly half of area included; employment-focused	Small sliver of DSL included plus Darnell Estates to the north; mix of housing and employment uses	Small node included; mix of housing and employment uses

Subarea	Scenario 1.2	Scenario 2.1	Scenario 3.1	SAAM-1	SAAM-2	SAAM-3
"The Elbow"	Two blocks of land contiguous to existing UGB; mix of housing and employment uses	Full area included; mix of housing and employment uses	Two small fragments included; employment-focused	Three small fragments included; employment-focused	Two small fragments included; employment-focused	Two small fragments included; employment-focused
"The Thumb"	Full area included; mix of housing and employment uses	Roughly two-thirds of area included plus Baney property; mix of housing and employment uses	Roughly one-third of area included; employment focused	Roughly two-thirds of area included; employment focused	Roughly one-third of area included plus Woodside Road area; employment focused except residential in Woodside Road area	Roughly one-third of area included; employment focused
West Area	Narrow expansion hugging existing UGB; residential focus with small commercial node	Node on Miller property, focused around schools; mix of housing and employment uses	Roughly half of area included; residential focus with small commercial node	Not included	Not included	Full area included; residential focus with commercial nodes
Shevlin Area	Not included	Not included	Southern area included; residential focus with small commercial node	Full area included; residential focus with commercial node	Not included	Not included

Stage 4: Scenario Evaluation / Alternatives Analysis

Approach

The comparison, evaluation and balancing of Bend's UGB expansion alternatives was based on the following hierarchy of considerations:

- **Goal 14 Factors** – The legal requirements for what must be considered and balanced.
- **Community Outcomes** – Eight intended outcomes that reflect the city's goals for the project, articulate what the Goal 14 factors mean for Bend, and provide a way to summarize results for performance measures.
- **Performance Measures** – Detailed measures for each Goal 14 factor: the factual base for the evaluation. Some performance measures are quantitative and others are qualitative.

The Community Outcomes **(bold type)** and a summary of the performance measures under each Goal 14 Factor are listed below.

Factor 1: Efficient accommodation of identified land needs

- **Complete Communities and Great Neighborhoods**: walkability to schools, parks, and businesses; jobs/housing balance, and opportunities for master planning
- **Efficient, Timely Growth:** total expansion, density, land contiguous to existing UGB, and vacant vs. developed land included

Factor 2: Orderly and economic provision of public facilities and services

- **Balanced Transportation System**: reliance on the automobile (vehicle miles traveled per capita or VMT, trip length, mode split, walk trips), congestion, safety and connectivity, proximity to transit, and intersection density
- **Cost Effective Infrastructure**: total cost and cost per acre of transportation and sewer improvements, new miles of local roads, water system improvements in city water service area, impervious surface area, and development in welded tuff geology and Drinking Water Protection Areas

Factor 3: Comparative environmental, social, economic and energy consequences (ESEE)

- **Quality Natural Environment** (Environmental and Energy Consequences): development in wildlife areas, development adjacent to riparian areas, wildfire hazard, greenhouse gas emissions, energy use, and water consumption
- **Housing Options and Affordability** (Social Consequences): cost and mix of new housing
- **Strong Diverse Economy** (Economic Consequences): site suitability for commercial and industrial uses and for the large lot special site need

Factor 4: Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB

- **Compatibility with Farms and Forests**: farm practices on high value farm land adjacent to expansion areas, impact to irrigation districts, and proximity to forest land

In Stage 2, the Boundary TAC and USC directed the team to use an “unweighted” (or, more precisely, an equally-weighted) approach to combining results from different indicators to identify overall performance of different areas. For the Stage 4 scenario evaluation, neither the Boundary TAC nor the USC provided specific guidance on how the performance measures should be weighed and balanced against one another. However, not all performance measures identify equally important advantages or disadvantages. Table 1 identifies which performance measures the project team identified as most and least important (relative to others within the same Community Outcome) and a rationale for why the team recommended they be given greater consideration in reaching a decision on the preferred UGB.

In addition, there are a handful of performance measures that identify truly significant differences between the alternatives – differences that will meaningfully affect the community in 2028 and/or that are critical to meeting the legal requirements for this UGB expansion. These “difference makers” are identified as “Very High” relative importance in Table 19, indicating their importance beyond a single community outcome. Additional performance measures are especially important at the subarea level, such as development in wildlife areas and adjacent to riparian areas, wildfire hazard, proximity to farms and forests, irrigation district impacts, suitability for commercial and industrial uses, and per acre costs for needed infrastructure extensions (framework roads and sewer lines).

The project team evaluated overall results using both an equally-weighted and an unequally-weighted approach, including several variations of weighting. The different approaches to weighting were presented and considered by the Boundary TAC as well. Using or not using weighting and the degree of weighting had minimal impact on the overall results: the top performing scenarios were found to rank in the same order regardless of whether and how the performance measures are weighted (see Scenario Evaluation Report for details).

Table 19: Goal 14 Factors, Community Outcomes, and Performance Measures

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
Factor 1: Efficient accommodation of identified land needs	Complete Communities and Great Neighborhoods	Housing units within walking distance of schools	Moderate	Some differentiation among scenarios, but relatively easy to refine potential future school locations to improve walk access to schools (and also better match the School District's input on where they hope to provide future schools).
		Housing units within walking distance of parks and trails	Low	Little differentiation among the alternatives. Most of the existing city and most of the expansion areas have excellent access to parks; there are few residential or mixed use areas that do not have at least one park or trail within walking distance.
		Housing units within walking distance of commercial services	High	The hardest performance measure of this group to improve through refinement of land uses. This measure showed meaningful variations among the scenarios.
		Jobs/housing balance (by subarea)	Moderate	No meaningful variation at the scenario / SAAM level because all alternatives have roughly the same total housing and jobs. When evaluated by subarea, a greater degree of jobs/housing balance may make it possible for people to live and work in the same neighborhood, potentially reducing VMT.
		Opportunities for master planning	Moderate	Large properties that will be required to undergo master planning offer the potential for greater input from the city in the ultimate design of the new development; however, the master planning process does add time and expense to development.

[50] Relative importance is relative to other performance measures within a given Community Outcome. Weighting of Community Outcomes against one another may be assigned at a later time based on community, TAC and/or USC input, but has not been applied at this time. However, performance measures identified as "Very High" importance are considered "difference makers" with importance beyond a single community outcome.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
	Efficient, Timely Growth	Total acres of expansion	Low	Some of the variation among alternatives is attributable to the efficiency of the land included (based on topography and existing development patterns) and is not easy to change for a given area, but some of the variability is a function of the number of schools or parks included or the need to include an entire area for testing and are not indicative of efficiency of the land.
		Gross density for new housing	Very High	Gross residential densities vary among the alternatives, and factor in land with existing development that is assumed not to redevelop, making this measure a good indicator of residential efficiency, a key issue for compliance with state law and a key indicator of Bend's existing density of housing development.
		Net density for new jobs	Low	Little to no variation among the alternatives. More a function of nuances in the type of employment uses assumed than the efficiency of the land itself.
		Parcels under 20 acres and contiguous to the existing UGB	Moderate	Some variation among alternatives. Not a perfect measure of development readiness, but the best available measure of this.
		Vacant vs. developed land included	Low	Development on vacant land may be more likely to occur in a shorter amount of time because there are no existing land uses generating income or providing value for the property owner, but this is not always the case.
Factor 2: Orderly and economic provision of public facilities and services	Balanced Transportation System	Total VMT per capita	Very High	Used for determining compliance with a key provision of the Transportation Planning Rule (TPR).[51] Shows meaningful variation among the alternatives.
		Average trip length	Moderate	Shows meaningful variation among the alternatives; highly correlated with VMT, but informative at the subarea level.
		Household VMT per capita	Moderate	Highly correlated with Total VMT per capita; captures only travel to and from home.

[51] Oregon Administrative Rule 660, Division 12, Section 0065.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
		Congestion	High	Some areas rely heavily on congested corridors where increases in capacity are either costly or are difficult or inappropriate. Increasing congestion on state highways is a primary issue both because of the impacts it can cause those who rely on the highways and because of regulations that require mitigation (which may be expensive, unlikely to be funded, and/or complex) if a change in land use will worsen congestion on a road that already does not meet standards.
		Walk/bike safety and connectivity	Moderate	Certain subareas have connectivity issues for integrating with the surrounding system that are difficult to overcome.
		System connectivity & progression of system hierarchy	Moderate	Certain subareas have connectivity and/or access issues that are difficult to overcome.
		Mode split	Moderate	Little variation at the full Scenario / SAAM level, though small differences in percentages can have a relatively large impact on the transportation system. Also informative at the subarea level.
		Average weekly walk trips per capita	Low	Correlated with mode split. Little variation at the Scenario / SAAM level. More informative at a subarea level.
		Proximity to transit corridors	Low	Minimal variation at the Scenario / SAAM level; more informative at the subarea level.
		Housing & jobs within ¼ mile of transit corridors	Low	Minimal variation at the Scenario / SAAM level, and since transit routing can and should be modified to respond to the final proposed UGB expansion, there is some ability to improve transit access for alternatives that scored lower.
		Intersection density	Moderate	Intersection density is an influential predictor of walking, and impacts VMT and bicycling as well. This performance measure is based on both existing intersection density and projected future intersection density (based on assumptions built into the development types), which makes it more hypothetical and somewhat less robust in the expansion areas.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
	Cost-Effective Infrastructure	Total cost of transportation improvements required	Very High	Transportation costs are generally the single biggest expense associated with new development. Funding sources to cover anything not eligible for System Development Charges (SDCs) are limited and uncertain unless born directly by developers.
		Cost per acre of transportation improvements	Moderate	Rewards larger, less efficient expansions at the full scenario / SAAM level; more useful at the subarea level.
		New linear miles of local streets	Low	Based on assumptions built into the development types; city regulations and topography will influence what is ultimately built beyond what is captured in the development type assumptions.
		Efficiency of additional sewer system improvements required	Very High	Captures how well each alternative makes use of infrastructure that will be needed to serve growth inside the UGB and/or that can serve multiple expansion areas and how many improvements are needed that are not aligned with the preferred long-range system identified through optimization.
		Initial capital cost of sewer system improvements required	Moderate	A financing strategy for sewer has not been established yet; however, some or all of the capital costs identified may affect rate-payers. The city has recently increased rates to pay for upgrades needed to serve the existing UGB, so rate-payers will be sensitive to additional increases in rates, which makes keeping costs low important. Long-term improvement strategies typically are the most cost-effective, but this measure does not include life-cycle or operations and maintenance costs.
		Initial capital cost of sewer system improvements per acre of development	Moderate	Primarily relevant at the subarea level. Certain sub-areas have fixed costs to extend service, so when smaller areas are identified for development, the costs can become disproportionate to the area served.
		Water system improvements required in city water service area	Low	This measure addresses only areas within the city's water service area. Some areas are more challenging to upgrade capacity than others, but differences are fairly minor and no major issues were discovered.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
		Capacity of Avion Water system	Low	Avion did not identify any concerns with providing future water service to any of the expansion areas.
		Total impervious area for new development	Low	Little meaningful variation at the full Scenario / SAAM level. Stormwater costs are not significant relative to other types of infrastructure.
		Acres of new development within Drinking Water Protection Areas (DWPA)	Low	DWPA can be protected through regulations; the primary concern is industrial uses.
		Acres of new development with welded tuff geology	Low	While geology is an important factor in the cost of building new infrastructure, the available spatial data is not at a detailed enough resolution to allow for accurate prediction of where excavation costs will be affected.
Factor 3: Comparative environmental, social, economic and energy consequences (ESEE)	Quality Natural Environment (Environmental and Energy Consequences)	Development in wildlife areas	Moderate	The ODFW mapped wildlife winter range is broad and includes the existing city. The areas where ODFW indicated that elk and deer are more likely to congregate are, by their nature, imprecise; however, they are important to consider.
		Linear distance of riparian areas adjacent to development	Moderate	Riparian areas will be protected with buffers / setbacks and other regulations (such as Waterway Overlay Zone) that will limit impacts from adjacent development.
		Wildfire hazard	High	Wildfire risk is an important issue for the Bend area. Vegetation management can reduce wildfire hazard, and construction mitigation measures are possible in most areas. However, there are limited areas where steep slopes make certain types of mitigation infeasible.
		Greenhouse gas emissions	Low	Highly correlated with VMT and housing mix. The majority of variation among scenarios / SAAMs is due to transportation emissions.
		Energy Use	Low	Little variation among Scenarios / SAAMs; highly correlated with housing mix and patterns match closely with greenhouse gas emissions. Some variation at the Scenario / SAAM level may be due to nuances in the type of land uses assumed rather than the characteristics of the area itself.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
		Average Water Consumption per Household	Low	Little variation among Scenarios / SAAMs; highly correlated with housing mix. Some variation at the Scenario / SAAM level may be due to nuances in the type of land uses assumed rather than the characteristics of the area itself.
	Housing Options and Affordability (Social Consequences)	Average cost of new single family housing	Very High	Affordability is a key issue for Bend and for this UGB expansion. Enough variation at the scenario level for meaningful distinctions.
		Housing mix of new housing (subarea balance)	Low	Having a balanced mix of housing in most or all subareas helps prevent income segregation at the neighborhood level, but can fairly easily be adjusted through adjustments to land use assumptions.
	Strong Diverse Economy (Economic Consequences)	Site suitability for large lot industrial use	Low	Identifying an appropriate site for a large lot industrial use is important; however, the large lot site can fairly easily be incorporated into any of the scenarios, so it is not a differentiating measure.
		Site suitability for areas identified for industrial uses	High	This is important at a subarea level and for the creation of the preferred scenario.
		Site suitability for areas identified for commercial uses	High	This is important at a subarea level and for the creation of the preferred scenario.
Factor 4: Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB	Compatibility with Farms and Forests	Farm practices & high value farm land adjacent to expansion areas	High	Protection of farms from impacts of development is a key tenet of the Oregon land use system, and greater distances betwee urbanizing areas and farms and forests reduces legal risk due to fewer or no compatibility issues. Some variation at the Scenario / SAAM level; more relevant at the subarea level.
		Impact to irrigation districts	Moderate	Meaningful variation among alternatives, particularly at the subarea level. Irrigation districts are important to the agricultural economy of Central Oregon. Loss of water rights due to development will have a financial impact on the Irrigation Districts and possibly impact the delivery of water to agricultural operations that are not directly affected by the boundary expansion.

Goal 14 Factor	Community Outcome	Performance Measures	Relative Importance[50]	Rationale
		Designated forest land adjacent to expansion areas	Moderate	Greater distances beween urbanizing landuses and forest operations helps reduce concerns about compatibility and associated legal rise. However, very little area is proximate to designated forest land (several subareas are located more than one mile from the closest forest lands). Adjacent forest land is generally managed for recreation rather than timber harvest, so there are fewer compatibility concerns with adjacent development.

Summary of Evaluation Results

Best-Performing Alternative(s)

Based on the full alternatives evaluation, in considering and balancing the four Goal 14 Factors, Scenario 2.1 performed the best of the alternatives overall, regardless of whether and to what degree weighting is applied to distinguish between the more and less important performance measures. Scenario 2.1 was in the "top tier" relative to other alternatives on nearly all community outcomes, including:

(1) Complete Communities and Great Neighborhoods (because it was created with the intention of providing for complete communities in all quadrants of the city);
(2) Efficient, Timely Growth (because of its efficient use of residential land and reliance on some large, vacant parcels balanced with some areas with more parcelization);
(3) Balanced Transportation System (because of the above advantages plus enhanced connectivity due to the extension of Murphy Road to 27th / Knott and keeping growth in the northeast focused to nodes along major east-west corridors);
(4) Cost-Effective Infrastructure (because of relatively low cost for both connectivity- and capacity-related transportation improvements and reasonable costs for sewer improvements);
(5) Quality Natural Environment (because it avoids riparian areas, limits expansion in wildlife areas, does not have any features that prevent mitigation of wildfire risk in any expansion areas, and has fairly low energy and water consumption and greenhouse gas emissions); and
(6) Housing Options and Affordability (because it has good housing mix in nearly all subareas and good housing affordability with significant housing growth in the southeast[52]).

The two Community Outcomes where Scenario 2.1 was not in the Top Tier were Strong Diverse Economy (because it places employment and commercial uses in some areas, such as the West Area, where they are somewhat less well suited) and Compatibility with Farms and Forests (because it has relatively more impact to Arnold Irrigation District from inclusion of full Elbow area and development adjacent to several commercial farms, including the greatest amount of development next to a feed lot south of Knott Road).

No other alternative had as strong a performance on as many community outcomes, and each of the other alternatives has at least one important weakness identified through the evaluation, as documented in the Scenario Evaluation Report. These weaknesses often related to one or more specific subareas. Subarea-level results are summarized below.

[52] Housing costs for new construction were found to be roughly 30% lower in neighborhoods on the outer east side of the city relative to neighborhoods on the outer west side of the city. Housing in expansion areas is assumed to follow this trend.

Subarea Advantages, Disadvantages and Trade-Offs

This section provides a summary of findings from the evaluation on the key advantages and disadvantages of each subarea (those that are either inherent to the geography or that do not vary appreciably between the alternatives).

North Triangle

Key Advantages

- Cost-effective sewer
- Fairly close to existing transit
- Well-suited to commercial uses
- No commercial farms or forest lands nearby

Key Disadvantages

- Contributes to congestion on 97 & 20
- Canals create barriers
- Industrial / rural residential compatibility concerns
- Large format retail reduces attractiveness for housing
- Impacts Swalley Irrigation District
- New collector roads relatively costly

OB Riley / Gopher Gulch

Key Advantages

- Master planning opportunities (Gopher Gulch)
- Proximity to planned parks on west
- Eastern portion generally well-suited to industrial & commercial uses
- Close to transit on SE corner

Key Disadvantages

- Many developed parcels in south
- Connectivity limited in west
- Requires extension of major sewer line
- Wildfire hazard difficult to mitigate adjacent to river
- Impacts Swalley Irrigation District

Northeast Edge

Key Advantages

- Cost-effective sewer
- Well-suited to commercial uses adjacent to major roads
- Mid-size parcels, possibility for near-term development
- Housing affordability

Key Disadvantages

- Limited connectivity
- Canals create barriers
- Not near transit
- Some commercial farms nearby

DSL Property (& Darnell Estates)

Key Advantages

- Master-planning opportunity (DSL)
- No irrigation district impacts (DSL)
- Housing affordability
- Relatively close to transit
- Well-suited for commercial & employment uses along major roads (DSL)

Key Disadvantages

- Potential impacts to bat caves on DSL property
- Darnell Estates requires additional sewer extension – not cost-effective

The "Elbow"

Key Advantages

- Existing school & possible future park site
- Housing affordability
- Fairly well-suited to commercial and employment along 27th / Knott Rd.

Key Disadvantages

- Connectivity limited unless connection built from Rickard to 15th near Murphy
- New collector roads relatively costly
- Requires interim pump station for sewer
- Partially in Elk/Deer Range
- Farm adjacency, including feed lot along Knott Rd.
- Not near transit
- Impacts Arnold Irrigation District

The "Thumb" (& southern area)

Key Advantages

- Master planning opportunities
- Housing affordability
- Well-suited to a wide range of uses (Ward)
- South end of US 97 relatively uncongested

Key Disadvantages

- Connectivity limited unless full collector system built from China Hat to Knott (highway & railroad barriers)
- Canal creates barriers
- Reliant on US 97
- Long average trip lengths
- Fully in Elk/Deer Range
- Impacts Arnold Irrigation District
- Drinking Water Protection Areas – concern for certain industrial uses

West Area

Key Advantages

- Master planning opportunities
- Relatively close to transit on eastern edge
- No irrigation district impacts

Key Disadvantages

- Largely welded tuff geology
- Entirely within Deer & Elk Winter Range
- Housing likely to be more expensive
- Limited suitability for industrial & commercial uses

Shevlin Area

Key Advantages

- Master planning opportunities
- Includes planned school site
- Relatively close to transit at SE corner
- Minimal congestion
- Proximity to existing/planned parks & trails
- No irrigation district impacts

Key Disadvantages

- Long trip lengths
- Difficult to build connected local streets
- Entirely within Deer & Elk Winter Range, largely within ODFW Areas of Potential Concern
- Housing likely to be more expensive
- Limited suitability for industrial & commercial uses
- NW edge adjacent to Tumalo Creek

Key Advantages

Key Disadvantages

- Outer portions may be difficult to reduce fire hazard
- Proximity to forest land in western corner

Stage 5: Refining the Preferred Scenario

Scenario 2.1 was selected as the starting point for creating a preferred scenario due to its performance in the alternatives evaluation. Several rounds of refinements were completed that included:

- removing small areas that performed poorly or would not be cost-effective to urbanize;
- refining the land uses within some sub-areas in order to address compatibility concerns and ensure an appropriate mix and intensity of uses in each area, given its context and the potential for additional future expansions that would build on the current expansion;
- distributing growth across more of the land in the west and northwest rather than relying on a single property owner in this area, which also facilitates creating a new north/south transportation connection (Skyline Ranch Road); and
- consolidating growth in the northeast to a single larger block of land where a new complete community is possible rather than multiple small expansion areas.

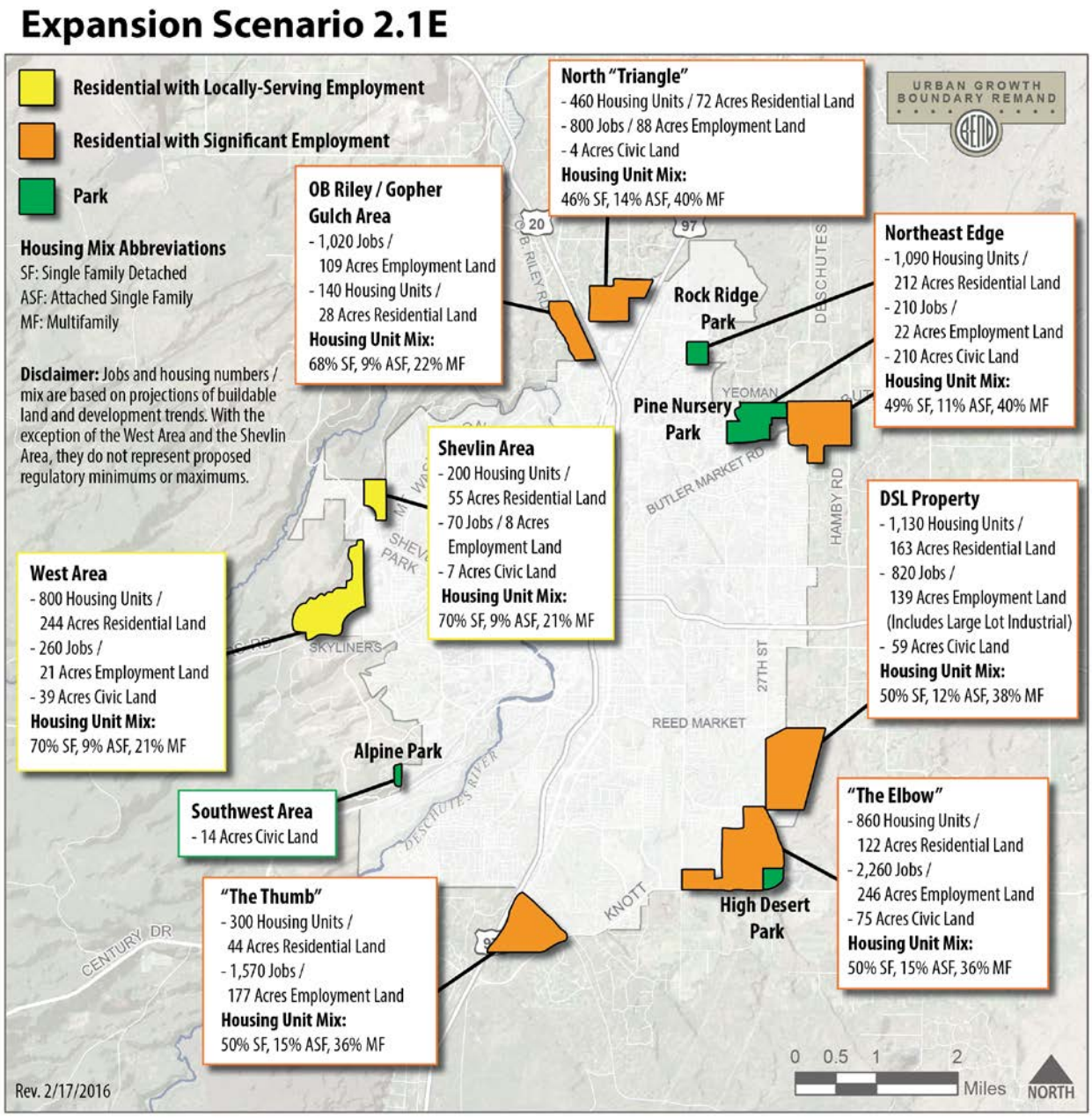
The Boundary TAC and USC provided input at multiple meetings, and directed refinements based on public testimony in the context of balancing the four Goal 14 factors.

Proposed UGB Expansion

Summary of Proposal

The proposed UGB expansion is for a total of 2,153 acres – 940 acres of residential land, 812 acres of employment land, and 402 acres of land for schools and parks. The land use concept proposed in each expansion area is shown on Figure 11 and described on the following page.

Figure 11: Preferred UGB Expansion Scenario - Expansion Concepts Map



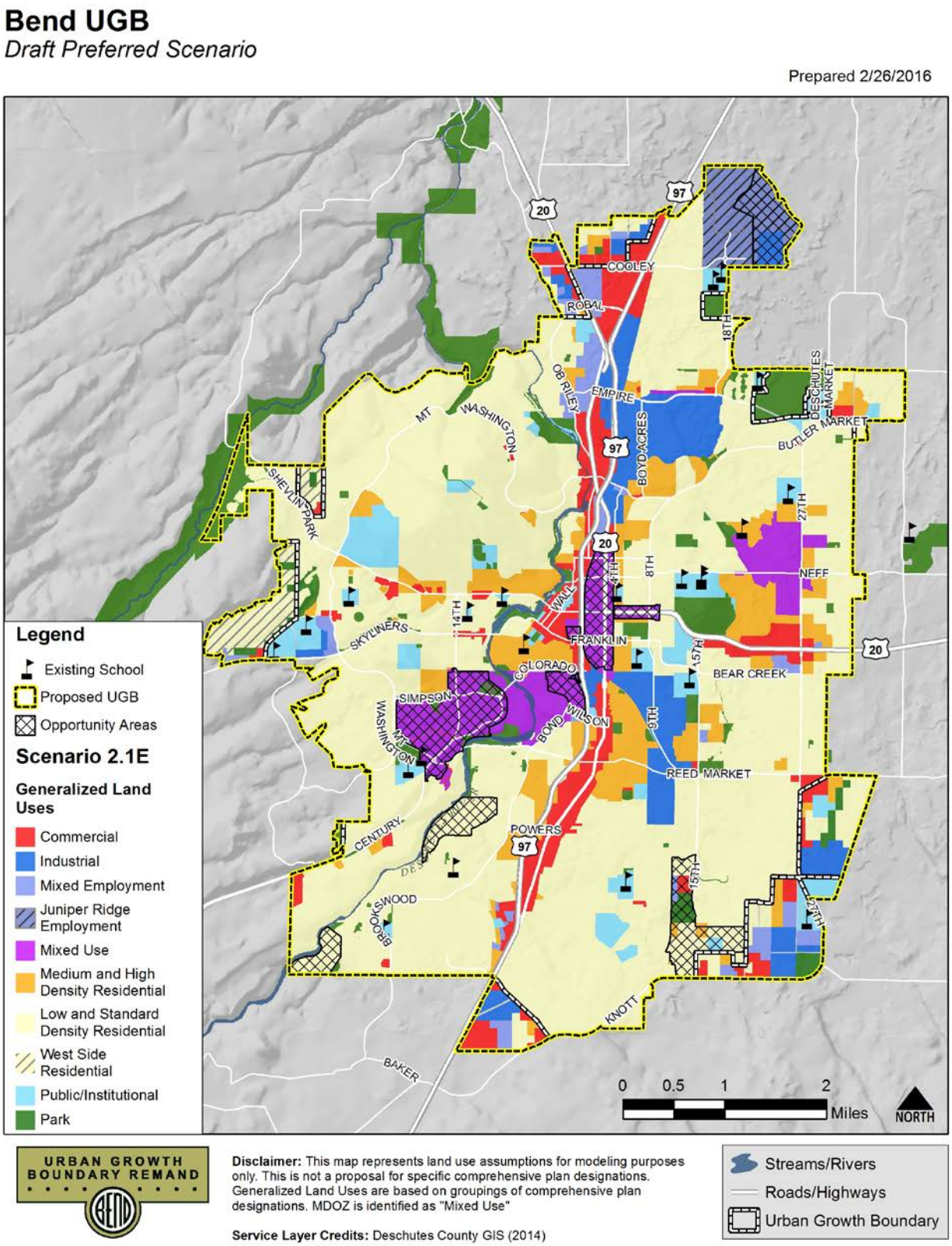
OB Riley / Gopher Gulch: Limited to area east of OB Riley; employment-focused, but with a residential component in the east and south part of the subarea.

- **North Triangle:** Excludes parcelized area on the western edge adjacent to Hwy 20 and a few roughly 10-acre parcels at the northern edge of the subarea; mix of housing & employment.
- **Northeast Edge:** Full "Butler Market Village" area included, plus a few adjacent parcels south of Butler Market Road; housing with a commercial node.

- **DSL Property:** Full area included; mix of housing and employment uses.
- **“The Elbow”:** Full area included; mix of housing and employment uses.
- **“The Thumb”:** Roughly half of area included; primarily employment uses but with a housing component.
- **West Area:** Full extent of Miller property plus a strip extending north to allow for the extension of Skyline Ranch Road; residential focus with a small commercial / mixed employment area.
- **Shevlin Area:** Roughly 70 acres of the “notch” included; residential focus with a small commercial node.

Figure 12 illustrates the generalized land uses proposed for the future UGB, including the concept for each expansion area as well as showing new mixed use opportunity areas inside the existing UGB.

Figure 12: Generalized Land Uses for Proposed Future UGB



A summary of the how the total need for housing units, jobs, and land for schools, parks, and other urban uses is met in the UGB proposal as a whole is provided below.

Housing Capacity

The following tables and figures describe where housing need is met within the existing UGB and in the proposed UGB expansion. Note that the number of new housing units reported is net of any existing units that may be lost through redevelopment in non-residential districts, and housing unit estimates are rounded to the nearest 10 units.

Table 20: Full Proposed UGB Housing Capacity by Type

Housing Type	Total Housing Need[53]	Net New Housing Units Inside Current UGB	New Housing Units in UGB Expansion Areas	Total New Housing Units
Single Family Detached	9,220	6,690	2,560	9,250
Single Family Attached	1,680	1,060	630	1,690
Multi-Family	6,330	4,500	1,820	6,320
Total	**17,230**	**12,250**	**5,010**	**17,260**

While there are very minor differences between the number of units by type needed and the number estimated to be provided through the proposed UGB expansion and efficiency measures inside the existing UGB, they are so slight as to be attributable to rounding errors and the precision of the Envision Tomorrow model. In total, the UGB expansion proposal meets the City's identified housing needs as well as accommodating the projected number of second homes and group quarters.

Employment Capacity

The following tables and figures describe where projected employment growth is accommodated within the existing UGB and in the proposed UGB expansion. Note that the number of new jobs reported is net of any existing jobs that may be lost through redevelopment in non-residential districts, and employment estimates are rounded to the nearest 10 jobs.

[53] The total housing need listed includes housing units needed to meet projected growth in households, second homes, and equivalent dwelling units to meet group housing needs. See HNA for details.

Table 21: Full Proposed UGB Employment Capacity by Category

Employment Category	Total Employment Need[54]	Net New Jobs Inside Current UGB	New Jobs in UGB Expansion Areas	Total New Jobs
Industrial	6,520	4,490	2,040	6,530
Retail & Hospitality	6,540	3,270	3,220	6,490
Office	7,160	5,390	1,740	7,130
Public	1,720	1,730	40	1,770
Total	**21,940**	**14,880**	**7,040**	**21,920**

While there are very minor differences between the number of jobs by category projected and the number estimated to be provided through the proposed UGB expansion and efficiency measures inside the existing UGB, they are so slight as to be attributable to rounding errors and the precision of the Envision Tomorrow model. In total, the UGB expansion proposal provides adequate land for employment, consistent with the employment projections in the EOA.

Land for Parks, Schools, and Other Uses

The proposed UGB includes the following land for parks:

- 73 acres of undeveloped park land already in BPRD ownership inside the UGB;
- 70 acres of undeveloped community park land already in BPRD ownership in UGB expansion areas (Rock Ridge Park and High Desert Park);
- 14 acres of undeveloped neighborhood park land already in BPRD ownership in UGB expansion areas (Alpine Park);
- 102 acres of open space set-asides that may be dedicated for public parks where appropriate; and
- 147 acres of developed park land in UGB expansion areas (Pine Nursery Park).[55]

In total, the 227 acres of park land need identified in Chapter 1 (see page 13) is met by the proposed future UGB, as shown in Table 22. Since only about 68 acres of the 102 provided for by all open space set-asides in the future UGB are expected to be needed for public parks, the remainder (about 34 acres) is assumed to be private open space.

[54] The employment need categories have been generalized for simplicity in comparing against capacity as measured in Envision Tomorrow. See EOA for details.

[55] As of the 2012 Master Plan, the Pine Nursery Community Park had already been developed, and had been used to close the gap in identified needs for community parks based on growth inside the UGB since 2008. Since it is already serving urban residents, it should be managed as an urban park and brought into the UGB so that it can be more effectively and efficiently managed.

Table 22: How Park Land Needs are Met

	Neighborhood Parks	Community Parks	Total
Acres to be developed 2014 to 2028 [56]	65.6	161.8	227.3
Available undeveloped BPRD land inside existing UGB	29.1	43.8	72.9
Minimum Acres Needed in UGB expansion	36.5	117.9	154.4
Undeveloped BPRD land outside current UGB and proposed for inclusion in future UGB	16.8	69.7	86.5
Additional acres provided through master plans or other dedication / acquisition in UGB expansion areas	19.7	48.3	67.9

For schools, two new elementary schools are identified in UGB expansion areas, in addition to the new elementary school location identified inside the UGB (along 15th Street). Combined with the existing School District land for a middle school and a high school inside the UGB, this meets the identified needs for three to four elementary schools, one middle school and one high school based on the School District's master plan (see page 14). The total amount of land provided for new school sites in the proposed UGB is roughly 125 acres. In addition, the existing school site at High Desert Middle School is proposed to be included in the UGB. This site is a total of 74 acres; however, a portion of the site is assumed to be made available for other development. The amount of land assumed to be dedicated to school use on that site is roughly 40 acres.

The proposed future UGB provides 1,043 acres of land for right-of-way (19.5% of vacant acres developed, but 21.2% of vacant land after excluding vacant platted lots). This meets the total need for new right of way.

The proposed future UGB provides a total of 568 acres of land for other land needs (such as churches, benevolent/fraternal organizations, utilities, canals, cemeteries, golf courses, properties owned by irrigation districts, and RV parks). When the 34 acres of private open space (the open space set-asides above and beyond the need for public parks) are included, the total is 602 acres. This represents 10.7% of total acres of development / redevelopment, but 12.2% of vacant acres after excluding vacant platted lots. This meets the total need for new other land uses.

Evaluation Results

[This section will provide highlights of key Goal 14 evaluation updates for the preferred UGB expansion scenario. It will be filled in in April, following transportation and sewer analysis updates.]

[56] See Table 4 on page 14 for an explanation of the park land need estimate.

CHAPTER 6. CONCLUSION

APPENDICES & RELATED DOCUMENTS

[Note: The appendices intended to be included with the Urbanization Report are listed for reference below. However, the appendices themselves are not included with the partial draft report at this time.]

Appendices

Appendix A State law cited in this report
Appendix B Index of relevant Remand directives
Appendix C Observed mix and density of housing by residential plan designation *(from 2011 BLI memo)*
Appendix D Observed mix and density of employment by employment plan designation *(from 2008 EOA)*
Appendix E Development type details
Appendix F Proposed efficiency measures code changes details *(development code amendment descriptions & details of what changed in Envision Tomorrow)*
Appendix G Stage 2 maps (all)
Appendix H Final scenario evaluation memo, with attached technical memos
Appendix I Detailed evaluation documentation for proposed UGB / hybrid scenario

Related Documents

Housing Needs Analysis

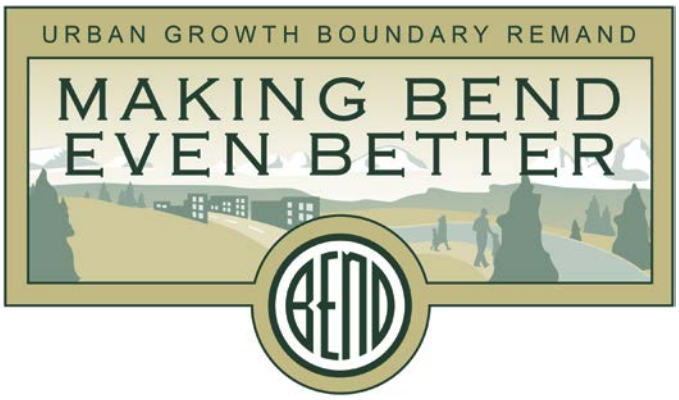
Economic Opportunities Analysis

Buildable Lands Inventory

Findings Report

Comprehensive Plan

Bend Development Code



Packet 2

Joint Meeting of the Residential & Employment Technical Advisory Committees

Thursday, March 17, 2016

9:00 AM to 12:00 PM

Municipal Court Hearing Room, Bend Police Station

555 NE 15th Street Bend, Oregon 97701

Meeting Agenda

Joint Residential-Employment Technical Advisory Committee – Meeting 13
Thursday, March 17, 2016 9:00 AM – 12:00 PM
Municipal Court Room – Bend Police Department
555 NE 15th Street

Meeting Purpose and What is Needed from the TAC

The purpose of this meeting is to discuss and recommend adoption documents to the UGB Steering Committee that support the Preferred UGB Scenario. There is a relatively large amount of material for this meeting. In the interest of a productive meeting, and getting through all the topics, the agenda below identifies specific pages of the packet that will be the focus of discussion and recommendations.

There are two levels of information for discussion:

Policy-related items (action items for the TAC)

- Growth Management chapter of the Comprehensive Plan
- Implementation strategy and Plan Map designations for opportunity areas inside the existing UGB
- Integrated Land Use and Transportation Plan

Informational items (for brief discussion as needed, and email review for TAC comments)

- Efficiency measures code updates
- Buildable Lands Inventory
- Urbanization Report
- Urban Form Report (preliminary draft)
- Transportation System Plan amendments

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.

1. Welcome and Introductory Items — 9:00 AM

a. Convene and welcome — Co-chairs

b. Approval of minutes (Packet 2, pages 5-25 of 167)

c. Where we are in the process – a brief look back and look forward — Joe Dills, Brian Rankin, Co-chairs

2. Policy-Related Items — 9:10 AM

TAC Discussion, Action

Project Team

a. **Growth Management chapter of the Comprehensive Plan** - *See draft chapter on beginning on page 27 of 167 in the packet. The TAC's discussion will focus on the policies on pages 38 through 53 of 167. A brief presentation will be given followed by discussion and action by the TAC.*

b. **Implementation strategy and Plan Map designations for opportunity areas inside the existing UGB** - *See memo on page 54 of 167 in the packet. A brief presentation will be given followed by discussion and action by the TAC.*

c. **Integrated Land Use and Transportation Plan** – *See draft report beginning on page 77 of 167 in the packet. The committee's discussion will focus on pages 102 through 119 of 167. A brief presentation will be given followed by discussion and action by the TAC.*

3. Public Comment — 11:00 AM

Co-chairs

4. Informational Items 11:15 AM

TAC Discussion, Follow-up Opportunity for Email Comment

"What's new?" is noted below in parentheses. Project Team

- Efficiency measures code (change from regulating building mass and scale through FAR instead of lot coverage; eliminate some minimum lot area standards and rely on min/ max gross density; allow new residential uses only as part of a mixed use development in the ME and PO zones; exclude ADUs from the mix and minimum density calculations for master plan areas) - Packet 1, page 44 of 175
- Buildable Lands Inventory (updates to treatment of Areas of Special Interest and availability of Central Oregon Irrigation District property) - Packet 1, page 5 of 175
- Urbanization Report (finalization of capacity estimates; draft now includes Chapters 4 and 5 – write up on efficiency measures and description of alternative scenarios and preferred scenario) - Packet 1, page 96 of 175
- Urban Form Report (a new background report that documents in report form the presentations given to the TACs, and describes the urban form aspects of Opportunity Areas and expansion areas) - Packet 2, page 122 of 167
- Summary of Transportation System Plan amendments (brief summary of how UGB recommendations will be reflected in amendments to the TSP and Chapter 7 of the General Plan) - Packet 2, page 165 of 167

5. Next Steps 11:55 PM

a. Thank you to the TAC and next steps Brian Rankin, Joe Dills

6. Adjourn 12:00 PM

City of Bend
Residential Lands Technical Advisory Committee
Employment Lands Technical Advisory Committee
Joint TAC Meeting Notes
Date: October 7, 2015

The Residential Lands TAC and the Employment Lands TAC held a joint meeting at 10:00 am on Wednesday, October 7, 2015 in the Municipal Court Hearing Room of the Bend Police Station (555 NE 15th Street).

Roll Call

Residential Lands TAC

- ☐ Kristina Barrigan
- ☐ David Ford
- ☐ Andy High
- ☐ Allen Johnson
- ☐ Kurt Petrich
- ☐ Kirk Schueler
- ☐ Stacy Stemach

Employment Lands TAC

- ☐ Ken Brinich
- ☐ Peter Christoff
- ☐ Ann Marie Colucci
- ☐ Todd Dunkelberg
- ☐ Brian Fratzke
- ☐ Bill Kuhn
- ☐ Jade Mayer
- ☐ Joan Vinci
- ☐ Cindy Tisher
- ☐ Ron White

Guests: Matt Crall and Scott Edelman, Department of Land Conservation and Development

Discussion

1. Welcome and Introductory Items

Mr. Joe Dills of the Angelo Planning Group called the meeting to order at 10:05 and asked for any welcoming statements from the chairs. Mr. Johnson of the Residential TAC greeted everyone. He thanked them for being here and identified this meeting as an ecumenical moment. He noted that today the discussion will be more focused on transportation than housing, and added that he was looking forward with Mr. Dills and Mr. Mayer of the Employment TAC. Mr. Mayer of the Employment TAC asked if any of the Employment TAC members had any questions. Hearing none, he turned the meeting back over to Mr. Dills to facilitate.

Mr. Dills wished everyone a Good Morning and welcomed them. He commented that he would be setting the stage with Mr. Rankin. He framed the introduction to this meeting with a brief presentation on "Where we've been?" He noted that the work in Phase 1 of the TAC was completed in March 2015. This work included capacity, assumptions on land uses inside the UGB, including efficiency measures and items for continued study. The scenario analysis and formal transportation modeling has been ongoing. In June the USC adopted UGB expansion scenarios and supplemental analysis areas.

The team is now doing work on vehicle miles traveled (VMT). He noted that the project needs to integrate the land use discussion with the transportation discussion as part of the City's integrated land use and transportation plan (ILUTP). This will require the team to make refinements to the opportunity areas inside the city; for example where to build great streets and provide transit.

Mr. Rankin then added some additional comments. The team and TACs are focusing on the remand, goals, rules, and statutes, and he noted that we're proceeding in a manner that is consistent with the law. The TAC will find the thrust of state law in the state transportation planning rule (TPR) and Goal 14 in this meeting's packet materials. He noted that the TAC will see a number of tasks that are "have to's" – these are things that are required of the city to complete. Mr. Arnis of the City added that lots of work has already been completed on infill and housing mix and acknowledged the TACs for doing the heavy lifting. He noted that today's meeting will include discussion on how we go about refining this work. He added that the VMT work is doable in the timeframe we're using. For some work, we're not bound to the horizon year of 2028. What are we doing in the future beyond this time period-will be part of the package sent to the state, and that the current plan has existing policies to reduce the reliance on the automobile.

2. Integrating Land Use and Transportation

Chris Maciejewski of DKS and Associates, a member of the consultant team, gave the introductory presentation on this topic. He introduced himself to the TACs and referred them to page 4 of 25 of the meeting packet. He addressed the legal context within which the city is completing this work, including a history of looking at the ILUTP. Bend is a now a metropolitan planning organization (MPO) and there are unique requirements that apply to MPOs and reducing VMT. He summarized content in this part of the package, and state law. He also summarized what city has to do to integrate land use and transportation plans, which includes increasing choices of alternatives to driving alone and reducing reliance on the automobile. This work also includes establishing benchmarks and checking progress. The key measure for this work is vehicle miles travel (VMT) – how far is someone driving their car; trips that start and stop in Bend.

Several TAC members had questions and comments following Mr. Maciejewski's presentation, which are summarized below:

- How is VMT measured? Travel demand model for the region (TDM). Mr. Maciejewski described what data goes into the model and how the model predicts VMT. VMT refers total daily trips; not pm peak congestion.
- Is there a choice of models? Mr. Maciejewski replied that Bend relies on Bend MPO travel demand model. We've also used the Envision Tomorrow model to predict some results that aren't easily measured by the travel demand model to help us pick alternative approaches to reducing VMT. DLCD and ODOT will want to see the travel demand model results of the final alternative.
- Do we have the ability to set VMT? Mr. Maciejewski replied that it's a target we want to achieve. We can't ask model to program a 2% reduction in VMT and get an output.

Mr. Maciejewski then directed the TAC to Page 5 of the packet. He noted the baseline benchmark (year 2003) and that the key question we are trying to answer is whether VMT per capita is increasing

or decreasing over time. If the City can show a minus 5% reduction, then we're good. If the analysis shows an increase in VMT/capita, then we have to do an ILUTP. Mr. Rankin added that the team's work is aimed at ensuring an increase does not exceed 5%; may be lower or higher depending on baseline and the degree of change. The TAC had additional comments and questions that are summarized below:

- Why only a 5% VMT increase? Because the Commission (LCDC) can't approve a plan that shows a VMT increase of more than 5%
- Baseline discussion – 2003 versus 2010. City has been discussing with DLCD; remand refers to 2003; planning horizon was 2008 to 2028. We have a 2010 model now; better representation of 2008 conditions. We're publishing numbers using both benchmarks – 2003 and 2010.
    - What incentive does DLCD have to allow us to use 2003 or 2010? Was 2010 more similar to today's discussion?
    - DLCD focused on things we're doing to reduce reliance on the automobile.
    - Scott Edelman with DLCD added that this will be decided by LCDC. Remand says 2003; key will be demonstrating we're reducing reliance on automobiles. He noted that there are lots of reasons to show why 2010 is closer to 2008 and a case to be made. Bend is doing an outstanding job.
    - City will use both benchmarks for findings.
- What other MPOs in Oregon have done. Portland Metro completed their 2040 Plan. Salem area, Eugene-Springfield, and Rogue Valley MPO all went through similar processes targeting land use actions.
- Efficiency measures we're looking at part of the land use component? Mr. Maciejewski replied that all the efficiency measures from the TACs are included in the modeling. He referred the TACs to Table 1 on top of page 8 of 25.
    - See Scenario 2.1 - Average Trip Length on page 22 of 25. Areas in green lower than current average UGB. Areas in red higher than current average in UGB.
    - Mr. Maciejewski referred TAC to map on page 22 of the packet; the areas in green surrounding by areas in red are those with shorter trip lengths.
- How does this work address the 9.55 vehicle trips per day by single family residence; the model takes into account trips choice and trip length.

Mr. Maciejewski referred the TAC back to the meeting packet, specifically Table 1 on Page 8 and the bulleted points under "Approach to Developing the ILUTP." He summarized this approach to include: changes to land use; transportation demand management; transit, and; policies for managing major roadway improvements. Regarding the topic of timeline, the ILUTP does not include a specific time horizon set to it. We may use longer timeline than 2028 and demonstrate how far we've come in 2028. He added that the end point is flexible, and that the MPO is using a 2040 model. After this part of his presentation, several additional questions were raised:

- Can we use the 2040 model for the next UGB expansion?
- Is this a legal red flag? Does the City have discretion on the use of the planning period; over 20 years planning period; definition in rule of planning period. Beginning with the adoption of the TSP to complete under this rule.
- Those factors in the analysis that led to lesser average trip lengths versus higher trip lengths.
    - All based on the different land use scenarios. Scenarios that showed more red areas are those in which more land uses were added and were also not as well connected as other areas.

Following Mr. Maciejewski' presentation and the TAC's discussion, Mr. Joyce of Fregonese and Associates gave a power point presentation on the ILUTP and Land Use and Transportation Changes. He commented that the general philosophy was adding growth to areas that are already high performing, shown as green areas on the map of Bend. He referred the TAC to the "D" variables discussion in the memorandum (See Page 9 of 25 of meeting packet. These variables include: density; diversity of land uses; design – e.g. alternate routes, design of streets and sidewalks; destinations/destination accessibility – how many in a short distance from your residence; demographics, and; distance to transit. The question we're trying to answer is how to better integrate uses in the "green" areas and reallocate growth to the "green" areas.

Mr. Joyce then turned to the proposed land use changes to the opportunity areas for the ILUTP. These are summarized below:

- #1 Old Mill District – MR to Mixed Use 1 (MU1). This would add 310 units to this area; 470 additional units added in this scenario – just Old Mill, not Core Pine.
- #2 Core Pine – started with 11 units; the proposal adds 350 units to this area, which is also coded as MR. Bumped to MU-2a
- #3 Central Area Plan – he noted that this is the most aggressive redevelopment area. The team added an additional 50 units to this area. Red that was coded as Commercial in Central Area now changed to MU 2a. This now creates an additional place type – Urban Industrial or Maker's Space District.
- #4 Central Westside – Commercial, industrial, mixed employment; designated MU-2a; this added 470 units to this area.

He mentioned that the biggest changes are those in the Core Pine and the Central Westside.

Karen Swirsky of the City then took over the presentation and mentioned the City received a separate grant from the State for the Central Westside Area planning project. For the Central West Side – the yellow transit line is moving out but not "up" to capture Galveston and Newport. Mr. Dills asked for head nods to define the geography of the opportunity area to be consistent with area under the Central Westside Plan (CWP). This would include everything in dark purple and the colored areas to the west. Head nods from both TACs to support the Central Westside – geography of the opportunity area be similarly defined. Mr. Mayer asked whether increasing development in this area would cause a reduction in the UGB expansion area – the answer is that the proposed growth on the Central Westside was taken into account in determining the need for expansion area. Mr. Petrich asked whether team was considering Galveston and Newport. Ms. Swirsky added that the team is looking at Galveston and Newport, lifecycle. At the conclusion of this agenda topic, Mr. Dills asked for head nods – TAC members nodded heads or did nothing.

Mr. Joyce referred back to the portion of this presentation that addressed Transportation Changes in the modeling. He noted that with respect to Transit, the team used the mid to long range service concept as a starting point. This concept includes reducing headways to 15 minutes and additional route options that include Murphy/15th Street and the 27th Avenue extension. He also noted with respect to Street Connectivity, this will be increased in master planned areas. Mr. Maciejewski noted the team relied on public transit plan from the MPO.

Mr. Mayer asked whether the team had considered the cost of these improvements. Mr. Rankin responded that the team has and also considered road construction. Mr. Arnis added a comment that the team considered how much does it cost and how soon do you get there.
Mr. Joyce then returned to the portion of the presentation that addressed the Reduction in Expansion Subareas to the changes described in the opportunity areas. He noted what he described as Big Picture shifts. Due to the proposed changes in the opportunity areas, there would be 161 fewer acres developed in expansion areas; this represents a 10% reduction. He offered a way for the TACs to think about this magnitude of change. He noted that how there is the potential for 2,077 multi-family units in opportunity areas. He added that a recent article in the Bend Bulletin newspaper reported 1,500 multi-family housing units in the development pipeline.

Mr. Joyce the turned to what the Transportation Impacts would be, based on these changes to the opportunity areas. He presented the results of the VMT modeling for each of the six (6) UGB expansion scenarios: Scenarios 1.2, 2.1, and 3.1, and Supplemental Analysis Areas (SAAM), SAAM-1, SAAM-2, and SAAM-3. He reported that these changes results in a one (1%) decrease in VMT for what he described as the ILUTP scenario. The changes in VMT in the expansion scenarios varied from a 1.10% increase in VMT in Scenario 2.1 to a 4.33% increase in VMT in SAAM-1.

Mr. High asked at what point you should consider neighborhood will. He commented that there's also a neighborhood will piece because the efficiency measures change neighborhood character. Mr. Dills asked the TAC of the land use changes Mr. Joyce went through what was their feedback on the appropriateness of those? Mr. Fratzke noted that the Core Pine opportunity area has a lot of upside for redevelopment. He noted that on the West side of the Deschutes River that there were only seven undeveloped lots. He asked the TACs to think about some of the redevelopment taking longer to redevelop, for example taking more than 20 years; and the public investment side with roads and transit. The newer the buildings, the less likely they will be torn down and sites redeveloped.

Mr. Stemach agreed with the redevelopment comments, and indicated he supported the new overlay zoning, and added that this would let the market decide when its ready to redevelop. Mr. Schueler, Mr. Fratzke, and Mr. High expressed their agreement. They noted that the likelihood to accomplish the level of development by 2028 was low. Mr. Stemach added that he saw these land use changes as a positive step, and expressed a concern on how this would affect the UGB expansion.

Mr. Schueler added that he agrees with infill and that the City should consider incentivizing infill. He followed with a question on whether the team needs to estimate the yield of housing units from the opportunity areas? He was supportive of providing the opportunity and noted financially it's a challenge with new buildings. Mr. Dills replied that the team might want to look at what could happen in some of these areas. Mr. Schueler recommended the team consider different rates of development of vacant versus redevelopable lands. Mr. Joyce replied that for the MU-2a we're using a 20% redevelopment rate.

Mr. Edelman of DLCD then advised that with respect to achieving a reduction in VMT, that the City not make assumptions that aren't reasonable help achieve the VMT reduction. Mr. Crall of DLCD also added that with respect to VMT, it's what we measures to increase transportation choices. He noted that the transportation planning rule (TPR) defines how the measurement is taken. He commented that when taking another look at opportunity areas consider whether the actions to reduce VMT are reasonable things for your community.

Mr. Johnson offered that perhaps we can reconcile these things on the definition of the planning period. The 20-year planning period begins when we adopt (2016 to 2016). We don't have to demonstrate a yield by 2028. We should by measuring yield by 2026. He concluded by noting that we need to beat the 5% increase in VMT, and that is a sincere look to reduce VMT – we don't need to get zero or minus one. Mr. Dills responded that the City still needs to comply with the remand. The ILUTP may have a longer range time frame.

Mr. Dills then asked for any additional feedback on the Transportation Changes. Ms. Barrigan noted that regarding walkability, it's great that CET (Cascades East Transit) is expanding. There is a huge issue with the lack of sidewalks. Mr. Stemach advocated for a BAT connection between route numbers 11 and 9; Reed Market between 3rd and 15th. He also noted that we need a sidewalks discussion; may be an SDC (systems development charge) connecting main streets that is outside of the development process. Mr. Arnis acknowledged that the City is prioritizing bikeways and walkway projects. Mr. Brinich commented that this was great, but that with respect to sidewalks, we don't know where the money is coming from for their development. One TAC member referred to page 13 of the meeting memo and noted that we need to consider design component for infrastructure – connecting sidewalks and streets and connecting this to a funding piece.

Mr. Dills then proposed points of closer and direction to the project team. These included: 1) the joint discussion supports the general strategy of "zoned to allow" as presented by Mr. Joyce. He acknowledged that it is a longer range of perspective and confirmed that it was a fair summary; 2) based on our modeling, VMT is increasing; therefore proceed to preparing an ILUTP; as part of this ILUTP we would capture ideas from today's discussion. Taking the foot off the gas pedal – this would be part of the ILUTP, and; 3) there are other properties other than the four opportunity areas, and look at moderate levels of infill in those areas Mr. Joyce presented on today. Levels more moderate than those Mr. Joyce considered in his analysis. At the conclusion of his summary, Mr. Dills asked the TACs whether this summary captured what we heard today. We would bring these back for discussion at a December joint meeting. Mr. Petrich added that the team also do something with parking, to get people out of their cars.

Motion – Mr. Mayer moved approval of the summary from Mr. Dills that was re-stated by Mr. Syrnyk of the City of Bend; Ms. Tisher provided a second to this motion. The Motion passed with no "No" votes and no abstentions.

4. Public Comment

1. Matt Harrell. Mr. Harrell began his testimony with a question; what was the number of acres of land that created the 5% VMT. Mr. Maciejewski responded that all the scenarios were modeled and all were areas in the expansion had increases in VMT. He added that all the scenarios used the same budgeted figure of 2,000 acres. Mr. Harrell then asked what employers are looking to move to Bend? Mr. Rankin responded by highlighting efforts of Visit Bend and BEDAB; he noted a variety of different efforts to bring businesses to bend. Mr. Harrell noted that he in Portland and works in Vancouver. Fisher Investments looked for land for corporate campus. He noted that he is working on a 250-unit apartment project in Vancouver, WA. He commented that redevelopment is flat out expensive, and that the city should consider the rental rate you can get. With respect to economies of scale and a

250-unit apartment, he noted that Portland is at $4 a square foot and questioned whether Bend wants that? Following his comments, Mr. Petrich noted that the city pursue robust efficiency measures to alleviate and mitigate a cost of $4 per square foot.

5. Project Information Next Steps

There were no project updates provided to the TACs.

6. Adjourn

Mr. Dills thanked the committees for their feedback, and adjourned the joint meeting at 12:29 pm.

City of Bend
Employment Lands Technical Advisory Committee
Meeting Notes
Date: November 19, 2015

The Employment Lands TAC held its regular meeting at 2:30 pm on Tuesday, November 19, 2015 in the Barnes/Sawyer Room of the Deschutes Services Center (1300 NW Wall Street).

Roll Call

- ☐ Peter Christoff
- ☐ Ann Marie Colucci
- ☐ Scott Edelman (for Tom Hogue)
- ☐ Brian Fratzke
- ☐ Bill Kuhn
- ☐ Jade Mayer
- ☐ Cindy Tisher
- ☐ Joan Vinci
- ☐ Ron White

Agenda

1. Welcome

Mr. Mayer welcomed everyone and called the meeting to order at 2:36 pm. He then turned the meeting facilitation over to Mr. Joe Dills of the Angelo Planning Group. Mr. Dills outlined the agenda for the TAC meeting. The items included review of a draft economic opportunities analysis (EOA), employment land efficiency measures, and comprehensive plan and implementing code documents. He also noted that the project team would outline the schedule going forward, including workshops in January and February of next year. He concluded by informing the TAC that the next USC (UGB Steering Committee) meeting is scheduled for December 14, 2015 at 1:30 pm at the Bend Municipal Court.

He then asked the TAC to take action on the meeting minutes from their August 25, 2015 meeting, and asked for any changes or clarifications. Seeing none, he asked the TAC if the meeting minutes could be approved by consensus, and noted the nodding of heads in agreement.

2. Updated Economic Opportunities Analysis

Mr. Dills then introduced Bob Parker of ECONorthwest, a member of the project team who gave the presentation on the updated Economic Opportunities Analysis (EOA). Mr. Parker mentioned that at the TAC's last meeting (August 25, 2015), the project team presented a 90% draft of the EOA. He noted that the missing elements included the short term supply analysis,

and this element is now included in this draft. He informed the TAC that Scott Edelman and Tom Hogue from the Department of Land Conservation and Development (DLCD) reviewed the report and provided the Department's comments. He referred the TAC to Page 56 of the meeting packet, Table 18, and to the short term supply discussion on page 57 of the meeting packet.

He framed the short term supply question for the TAC. The team's engineering consultants performed a review of the city's water and waste water plans. Statewide Planning Goal 9 (Economic Development) defines short term supply of employment land, and infrastructure availability is a factor to consider. The project team defined what core services would be needed to serve land. He noted that storm water was not an issue, and the analysis focused on water, wastewater, and transportation, all of which have some limitations. Murray Smith and Associates (MSA) ran models to look at where capacity for infrastructure (water and sewer) is reached. He then directed the TAC's attention to maps on page 64 (Page 64 of 118), which show the areas with infrastructure limitations. Regarding transportation, Mr. Parker referred the TAC to page 65 of the meeting packet, and cited to Table 21. He noted that about 100 acres of the city's Juniper Ridge property could be developed. On page 67 of the meeting packet, he referred the TAC to Table 22 that presented the total and the short term land supply for Bend; he added that the city still needs 25% of its land supply for the short term even with UGB expansion.

At the conclusion of this presentation, Mr. Dills asked for questions and comments on short term supply. The TAC had a brief discussion on this topic, which is summarized below. With respect to how the team is defining short term lands, the project team referred the TAC to the definition in Statewide Planning Goal 9, on page 57 of the meeting packet. The TAC also discussed the situation of where a definition is dictated in law versus where the city can define a definition – the example of serviceable was raised. The State has definitions in law, and in the current form may not be adequate to help define our work. It falls upon the city to operationalize such terms. With respect to the definition of "serviceable," the TAC was directed to the bottom of page 57 of the meeting packet. The definition requires the city to define what lands are serviceable, and this further needs to be defined in the context of the city's public facility plans. Each of the city's public facility plans has a finance plan; it describes what we can afford to fund within the planning period. The transportation system plan (TSP) is a good example of a finance plan that describes multiple funding sources, such as SDC's (systems development charges). The discussion also considered the degree to which the city can follow through on these financing decisions, the city can serve land in the short term.

Mr. Brian Rankin of the City made one final point on short term land supply. He noted that the short term supply is spread around the city to not overload infrastructure systems in any one area. The City needs to monitor permits to determine when certain areas might need improvements that are triggered by certain levels of development, and should have SDC's coming in from such development. Mr. Parker added and concluded his presentation by noting MSA's work already shows the pinch points in the systems.

Mr. Dills asked for any further comments on short term supply. Ms. Colucci asked about an updated map on short term supply. Mr. Parker referred her to the buildable lands inventory (BLI) map. Mr. Rankin noted that for areas like Juniper Ridge, there are restrictions due to ODOT trip cap limitations. The total number of trips are measured at the PM peak. He further noted that Juniper Ridge also has a management association to manage trips to and from sites to manage PM peak.

Mr. Parker concluded that the EOA meets state standards, but acknowledged that it's still a work in progress. He also directed the TAC to page 43 of the meeting packet, and added that the State informed the city to not rely on ownership as a suitability criterion. The State commented that ownership is more of a boundary issue. The project team is using what he described is "soft" guidance for the boundary work. He then directed the TAC to pages 43-46, which addressed those attributes included in UGB boundary scenario analysis

Mr. Dills asked if there any further questions. Hearing none, he then asked if there was a motion to approve the EOA. Mr. Christoff moved approval of the EOA, with Mr. Kuhn providing a second to the motion. All TAC members voted in favor of the motion except Ms. Colucci. She expressed some reservations on the large lot language, and decided to abstain. There were no votes in opposition to the motion.

3. Employment Land Use Efficiency Measures

Ms. Becky Hewitt gave the briefing on this topic. She referred the TAC to a memorandum at pages 112 to 114 of the meeting packet. She noted the new focus on new mixed use zones for the Employment TAC, and shared what the Residential TAC had considered at their meeting that same morning. She presented two new zones; and urban scale mixed use zone and a neighborhood mixed use zone. She noted that there are additional amendments to the development code that would support the efficient use of residential land and would not take land away for employment.

She then directed the TAC's attention to page 121 of 188 (page 121 of the meeting packet). She noted that the team observed low density residential development in some commercial zones. She observed the potential for unusual interpretations of the development code to allow such development. The project team now proposes a residential density of 12 units to the acre

in employment zones as a more preventative measure to ensure commercial land is available for commercial uses. She added that developing residential on top of commercial allows you to do the residential, and referred the TAC to examples of existing houses on Newport or Galveston that are converted to commercial uses; both Newport and Galveston are zoned CC (Convenience Commercial) and a little CL (Limited Commercial).

Mr. White expressed a concern over how the proposed changes might limit the conversion of existing houses to commercial uses. Mr. Dills noted this concern for further discussion.

Ms. Hewitt then referred the TAC to a table on pages 121 and 122 that included new mixed use zones. These tables also described how residential uses are allowed in commercial and mixed use zones, and that they are subject to the density range of existing residential zones. Mr. Rankin noted that parking standards need further work and will be brought back to the TAC. Ms. Colucci commented that the parking maximums can also limit a business.

Mr. Rankin added that the current master plans are focused on residential development right now, and that the City's Community Development Department (CDD) is looking at process and requirements for master plans beyond residential. The TAC conducted a brief discussion of master plans, which is summarized here. The discussion addressed the requirement for a master plan, including parking, acres for housing and employment, and how zones get applied with a master plan.

Ms. Hewitt then returned to the presentation of the mixed use zones, and referred the TAC to page 124 of the meeting packet. She referred to the existing and proposed zoning for opportunity areas on pages 124 and 125. These areas include the Bend Central MMA; East Downtown; Core Pine, and Century Drive Area. She added that plan designations will be applied, but that the team still needs to answer the question when zoning has to be applied.

After presenting the opportunity areas, Ms. Hewitt then turned to the topic of how the employment zones treat auto oriented uses at page 122 of the meeting packet. Following this topic, referring to the table on page 122, she then reviewed light industrial and similar uses and height limits.

Following this part of the team presentation, the TAC had a brief discussion, which is summarized here. The TAC discussed a University overlay, and was informed that a more of a mixed use area was being planned for the Central Westside. The TAC also discussed the proposed limits on building scale, and the discussion considered whether there is an existing issue that needs to be addressed. Building scale in the CC zone, for example, is potentially limited by minimum parking requirements, minimum landscaping requirements, and drainage swales. The number of tenants in a building should not matter.

At the end of this discussion, Mr. Dills asked for any final comments, and asked the TAC to recognize that this is a work in progress. The team will be taking this feedback today to roll into next draft, and that email comment period will be available to the TAC.

Mr. Dills remarked that the discussion of examples of development in the CC zone was helpful. Mr. Fratzke provided several others for context, including Best Buy, Newport Market, Safeway, and Market of Choice. Ms. Hewitt recommended a maximum building size standard for larger buildings (e.g. big boxes), and suggested a 50,000 square foot maximum, that also included elimination of any requirements related to number of tenants. The TAC discussion on this addressed the importance of keeping location in mind; CC zoned parcels will be smaller parcels, smallest in scale, and adjacent to single family residential.

Ms. Hewitt then asked if there were other comments on the mixed use zone, and asked a follow up question of the TAC; if a TAC member could eliminate one thing about the parking chapter, what would that be. Mr. Dills facilitated this discussion, which included minimums across the board for all uses, ADA reuqirements, landscaping, counting on-street parking toward meeting a total parking requirement, and ensuring parking structures are located close enough to make a difference. In addition, the TAC discussed the use of surface lots, shared parking, and sharing of parking that's already happening between tenants.

Mr. Dills closed the discussion on parking by asking that the TAC send any additional comments on code and parking by email to Damian Syrnyk with the City by close of business on December 1, 2015.

4. Public Comment (moved up from Item #5 on Agenda)

Mr. Dills then recommended the TAC move up public comment, and had only one person signed up to testify.

a. Tim Elliott, representing Anderson Ranch Holding Company LLC. Mr. Elliott testified about the October 22, 2015 meetings of the Boundary TAC and the UGB Steering Committee. With respect to Scenario 2.1, he testified that he believed there were some misunderstandings regarding what was proposed. His client owns 27 acres (24 acres on one side of the road and three on the other), and it's near the alignment for Skyline Ranch Road. He commented that he thought some testimony before the USC was not consistent with the testimony before the Boundary TAC. He set forth the testimony they (the USC) actually received, regarding the effect of Skyline Ranch Road on westside traffic congestion, including truck traffic from Shevlin Sand and Gravel. Mr. Elliott was asked about the size of his client's property, and replied that it is 27 acres in size, and that Mr. Swisher (client) has already master planned the property. Mr. Elliott noted the properties across the street from his client's property are selling for $202 a square foot, and noted no particularized direction from the USC.

5. Adoption Documents and Process Updates

After the end of public comment, Mr. Dills referred the TAC to page 186 of the meeting packet. He referred the TAC to a memorandum that includes a working list of materials that need to get from drafts and committee reviews to final for adoption. He noted that the project team is coordinating with the state on the zoning map component needed, and that the team's current thinking is zone map amendments will be needed.

6. Adjourn

With no further business, Mr. Dills adjourned the meeting at 4:43 pm.

City of Bend
Residential Lands Technical Advisory Committee
Meeting Notes
Date: November 19, 2015

The Residential Lands TAC held its regular meeting at 10:00 am on Thursday, November 19, 2015 in the Barnes/Sawyer Room of the Deschutes Services Building (1300 NW Wall Street).

Roll Call

- ☐ Kristina Barragan
- ☐ Scott Edelman (for Gordon Howard)
- ☐ Laura Fritz
- ☐ Andy High
- ☐ Allen Johnson
- ☐ Steve Jorgensen
- ☐ Katrina Langenderfer
- ☐ Kirk Schueler
- ☐ Don Senecal
- ☐ Stacy Stemach

Discussion

1. Welcome

Co-Chair Al Johnson welcomed everyone and called the meeting to order at 10:09 am. He then turned the meeting over to Joe Dills with the Angelo Planning Group to facilitate the meeting. Before doing so, he noted that one the purposes of today's meeting was to review the draft housing chapter, and he noted that there was one public comment so far.

Mr. Johnson then informed the TAC that public comment would be accepted first, rather than last on the agenda. Mr. Dills outlined the materials that were before the TAC for their review at this meeting. He noted that the project team will need time to finish the project and adoption products, and that the flow of materials to the TAC would be those products intended for adoption. He added that the TAC will take a break in December due to potential workshops in January and early February. Mr. Dills then turned to Brian Rankin of the City's Growth Management Department for any additional comments.

Mr. Rankin noted that he had nothing to add to Mr. Dills report. The project team is looking at schedule right now, with the Phase 2 end point at the end of February. He mentioned that the results of the Phase 2 work will be brought to the UGB Steering Committee for their review, and noted that the team can adjust if necessary. He expressed the goal of having the USC see products in process so we can make changes as necessary.

After Mr. Rankin's comments, Mr. Dills asked for TAC action on the minutes from the August 2015 TAC meeting. The TAC members present did not offer any changes or clarifications. Hearings none, the TAC came to consensus to adopt the minutes as written.

2. Public Comments

After the TAC's actions on the minutes, Mr. Dills asked for public comments at 10:14 am.

a. Ken Atwell. Mr. Atwell testified that he lives in the Mountain High development of southeast Bend. He shared his observation that he had noticed discussions Bend "in thirds" as a recent meeting. He mentioned that he had heard comments that the "west can't accommodate" multi-family housing because of restricted traffic across the river. He mentioned that that there are six crossings across the railroad tracks, and that to suggest that affordable housing belongs "over there" smacks of movements toward redlining. He noted that he completed a doctoral program in urban economics, and made reference to what he described as a beautiful map for transit (referring to the transportation map). He noted the presence of natural and manmade barriers around town and testified that the project can't just identify problems; our job is to cure some of these problems. He observed that when you look at travel time and travel distance, that there are too many travel barriers around town. He recommended allowing a developer to put enough of the right kinds of development on a property to help fund improvements like rail crossings. He concluded by referring to the triangle on Knott/China Hat as being critical to solving a number of transportation problems.

b. Tim Elliott, representing Anderson Ranch Holding Company. Mr. Elliott handed out materials for the TAC and for the record that included a letter and traffic study. He stated that he was testifying on 27 acres of Anderson Ranch. He referred to an assessment from Scott Ferguson regarding the importance of Skyline Ranch Road, and commented that any scenario for UGB expansion is an improvement over any scenario that fails to include this. He testified that he supports Scenario 2.3. He noted that Matt Day's property is adjacent and necessary for connection of Skyline Ranch Road. He referred to last the USC (UGB Steering Committee) meeting and commented that he thought the city's traffic consultant answered two particular questions from the USC. He commented that the consultant gave different testimony to the Boundary TAC and to USC, and that he disagrees with consultant's testimony.

3. Updated Housing Chapter

At the conclusion of public comments, Mr. Dills introduced Mary Dorman with the Angelo Planning Group to give the briefing on the next agenda topic. Ms. Dorman began her presentation by informing the TAC that she would be working from the packet material, and starting on page 4 of 100. She noted that the TAC had already had one meeting on this topic that was followed by a public comment period. She mentioned meeting with the TAC in August with proposed changes. She added that the changes shown in highlighting are those since the TAC's August meeting.

She continued to refer to and review those changes shown in yellow highlighting in the packet. These are summarized below

Page 12 – Policy 32; second policy on considering the incentives for affordable housing. This policy would not apply to the current UGB effort, but could be of use in the future.

Page 13 – master plan approval process; providing two tracks

Page 15 – Private CCRS

Pages 20-21 – policies deleted

Mr. Schueler asked a question about the master plan process on page 13. He asked about the two tracks proposed and their differences. He commented that the wording could be confusing (discretionary or clear & objective). This question lead to a brief TAC discussion of ORS 197.296 and providing two paths for the approval of development for needed housing; one being discretionary and one being clear and objective. Mr. Johnson offered some examples of discretionary and clear and objective standards for review.

Mr. Dills then commented that this policy is enabling policy for code that would say these things; these are part of one step in a multi-step process. He also noted that the policy provides input into and guidance for a process that the Planning Commission will soon be starting. Mr. Rankin acknowledged that the same code is being considered in two concurrent processes. He recommended that we provide this committee's work as input and direction to the Planning Commission; he further recommended the Planning Commission consider this and be consistent with the UGB work. Laura Fritz and the TAC then had a brief discussion on this point.

Mr. Dills then asked if there were any other comments or questions on the proposed housing policies. Mr. Senecal asked about the last bullet on page 10. Ms. Dorman replied by summarizing the needed housing identified in the housing needs analysis (HNA) for the 2014-2028 planning period, and noted the increase in multi-family housing. Mr. Rankin also directed the TAC's attention to page 10 and 11, and referred them to the policy language recommended by Mr. Johnson. Mr. Rankin had requested a policy option for completing an urban reserve. He noted that sewers will be in the ground for 100 years, and that the roads are sized for growth over the long haul. He added that it is tough to do the right sizing of infrastructure if we're only looking out 20 years, and that the city is learning this through the work on the boundary. He added that with the sewer planning for the current UGB, including the southeast interceptor, that any eastern expansion requires a change in the alignment of the interceptor. Putting the line in 27th based on the current alignment would create a stranded asset.

Mr. Johnson acknowledged that he understood Mr. Rankin's concern. He cited an example of Eugene's westside industrial district, and noted two additional points. He acknowledged that planning for infrastructure focuses on longer time periods, such as 50 years. He also recognized the concern over urban reserves and commented that it has been a fruitful source for litigation around the state. He commented on opinions of the Court of Appeals on this topic that would require all parties to agree to an urban reserve in order for it to be approved.

City Attorney Mary Winters raised two additional points with the TAC on this topic. She indicated she agreed with Mr. Rankin that this proposed policy mandates the city to complete a UGB process – the last two city councils indicated their intent to have an urban reserve process start right after the UGB expansion is completed. She also addressed the Priority 2 lands were so designated in the past when planning was not conducted to the standards to which they are conducted today. The lands that were designated as Priority 2 do not match up with should have been designated Priority 2 lands for UGB expansion[1]. She recommended that the planning for infrastructure be better matched up with planning for expansion in the future. She concluded by reiterating that the planning for land use focuses on shorter time frames than those engineers use for infrastructure planning.

Mr. Johnson commented that he understood the city's concern here – he noted that the city has more Priority 2 land than it needs. He also offered that an urban reserve process would lock up land with priorities, and added that this is a tough policy call that the City Council needs to make to address affordable policy. Mr. High commented that the city needs an urban reserve. He commented that being able to look outside the UGB is necessary when considering infrastructure, and cited the example of the Sewer Infrastructure Advisory Group considering the alignment of the Southeast Interceptor in 27th Street. Mr. Rankin commented that the city could run concurrent projects of another 20-year UGB project alongside an urban area reserve project. Mr. Johnson asked the open question of whether this was truly an either or situation.

Mr. Dills then brought the discussion back to the policy text under review and asked the TAC about whether there was interest in amending the text to get to a "yes" or "no" decision. He asked whether the phrase "and/or another urban reserve" should be added to the end of the policy. The TAC had a brief discussion on this point to clarify that this policy would start with the period after 2028, and this work would begin in five years. The TAC also discussed overlapping the completing of this project with the start of a new one to create an urban reserve. Mr. Dills recommended a specific word change for the bulleted policy starting at the bottom of page 10 and ending at the top of page 11 - "and/or a urban reserve process subject to ORS 195."

Mr. Dills then summarized the proposal on the table – top of page 11, after the period, amend with "and/or an urban reserves process subject to legal citation." The policy referred to here is copied below for reference from pages 10 and 11 of the meeting packet:

> □ Using the new coordinated 50-year forecast, the City will, within 5 years after 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.

[1] See ORS 197.298(1)(b).

Mr. Senecal moved approval of a motion to amend the policy as proposed, with Ms. Barragan providing a second to this motion. The motion passed unanimously.

Ms. Dorman of APG then referred the TAC to the introductory language proposed for the new Comprehensive Plan chapter on page 4. She noted that this proposed text is more abbreviated than the existing text in the plan and focuses on key highlights and themes. She noted that the text refers to the technical documents such as the buildable lands inventory and housing needs analysis, and confirmed that these documents are part of the comprehensive plan. The technical documents will be treated like technical appendices and provide the technical support and factual base to support the policies in this chapter.

Mr. Johnson commented that the proposed language will save the city a lot of trouble. He also added that the documents be adopted and incorporated by reference. Mr. Senecal and Mr. Johnson engaged in a brief discussion of how needed housing can be accommodated that was followed by Mr. Dills confirming that the TAC was comfortable with the revisions. Mr. Jorgensen added one final comment that the text on page 6 needed to be edited to recognize that OSU (Oregon State University) is already here.

Becky Hewitt of the Angelo Planning Group asked the question on the capacity numbers for the UGB; since they are no longer included in the BLI, do they need to be referenced in the Urbanization Report or the housing chapter. Ms. Dorman agreed with this recommendation, and noted that the team will add this reference.

Mr. Dills then asked if the TAC was ready to consider a motion on this draft. Mr. High commented on the proposed language on page 7 of the packet that addressed neighborhood livability. He commented that he disagrees with the term "well designed." The text on page 7 of the packet in the "Neighborhood Livability" box is reproduced below:

> *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

Mr. Johnson commented that none of the terms in what he described as the Neighborhood Livability box are clear and objective. He noted that the policy language is intended to support clear and objective language in the development code. Ms. Winters further added that the TAC be clear about intent. Mr. High expressed his concern about this language potentially opening the door to a design review process.

Following this discussion, Mr. Dills asked the TAC for a proposal. Mr. Johnson suggested asking the TAC to submit written comments for the box on page 7. TAC members could then send these comments to city staff and staff could forward them on to the rest of the TAC. Mr. Dills recommended the committee close discussion with one further comment period focused on the proposed language on page 7. Mr. Johnson confirmed that the TAC was comfortable with proceeding in this direction.

Mr. Dills then asked if there was a motion to approve the housing chapter with public comment. Mr. Senecal moved approval of this motion, with Mr. Schueler providing the second to the motion. All the TAC members voted in support of the motion with the exception of Mr. High. He voted against the motion, and reiterated his concern about the comment period being left open on the housing chapter.

4. Residential Land Use Efficiency Measures

Becky Hewitt of the Angelo Planning Group led the project team presentation on this topic. She referred the TAC to a memorandum dated November 13, 2015 at page 24 of the meeting packet. The memorandum summarized the proposals for amending chapters of the Bend Development Code, including Chapters 2.1, 2.3, Section 3.6.200, and Section 4.5.400. She described two new mixed use zoning districts that allow residential uses. She also summarized proposed changes to Section 3.6.200, which includes special standards for certain residential uses, and is relevant to both the Residential and the Employment TACs.

Ms. Hewitt then directed the TAC's attention to page 27 of the packet, which included a portion of the above-referenced memorandum "Highlights and Key Updates: Residential TAC." The topics she referred to in her presentation are described below.

Minimum density, gap. Ms. Hewitt referred to some draft visuals in a set of powerpoint slides that answered the question what the range of densities look like on the ground. She mentioned that the slides she was using were also included in the TAC's meeting packet starting at page 73. Her presentation touched on examples of density and included Williamsburg Park, Aspen Rim, Northwest Crossing Phases 2 – 6, Forum Meadow, Cloud 9 Estates, Newport Landing, Empire Crossing Phases 1 & 2, Brentwood Subdivision, Tuscany Pines Phase 1, Coulter Subdivision, Empire Estate, Cedar Creek Townhomes, and Lava Crest South. As Ms. Hewitt proceeded through the slides she highlighted the density of housing built in each development.

At the conclusion of this presentation, she raised the issue with the TAC of whether the transition point of 7.3 dwelling units/acre was roughly right for ending single family residential zone before switching over to a more diverse residential zone. The project team's proposal was increasing the minimum density in the RS zone from 2 units/acre to 4 units/acre, increase the maximum density in the RL Zone from 2 units/acre to 4 units/acre, and leave the RS/RM break point at 7.3 units/acre.

At the conclusion of her presentation, Mr. Dills asked whether the TAC had any questions or thoughts. The TAC discussion on this topic questioned how rounding density calculations up or down can affect potential yield. Mr. Dills noted that the team will do an analysis to see how the capacity analysis is affected by this set of efficiency measures. He further noted that density bonuses are built into the existing code and that the package of efficiency measures focused on reducing and removing barriers to affordable housing.

Ensuring Housing Mix. Ms. Hewitt then directed the TAC to the bottom of page 27 of the meeting packet to address how the proposed measures will ensure the city achieves its housing mix. She framed this discussion with the question of what more can we do beyond increasing minimums in the RM to help ensure the housing mix. She outlined proposals for removing conditional use permit requirements for housing such as duplexes and court yard housing. She further noted that the gross density still controls in the development code.

Mr. Schueler asked a question on net density versus gross density; how much land would be needed for townhomes (for example). He noted the overlap with this project and the current work of the Planning Commission and asked whether we are loosening or tightening regulations? How will these affect capacity? He directed the TAC's attention to page 45 of the meeting packet, which included proposed development code amendments, specifically (C)(2) under Density Calculation.

After Mr. Schueler's comments and question, the TAC had brief discussion on this point, which is summarized here. The TAC considered removing the conditional use requirement for these types of housing. The discussion on this particular point included comments that this is something that should be done, and included expressions of concern over newer multi-family housing. The TAC also discussed the compatibility of this type of housing with the adjacent development, and whether they should be permitted outright subject to good standards as opposed to using a conditional use permit. In addition, the TAC considered whether a standard such as floor area ratio (FAR) should be used for this type of housing, and whether it should be considered for housing other than accessory dwelling units (ADU's), a news special on infill on television station KTVZ, and how such housing could be developed in neighborhoods with covenants, conditions, and restrictions (CCRs). Mr. Senecal closed the discussion by asking for a glossary of the acronyms used in this discussion.

Master Plan Density and Mix Requirements. Ms. Hewitt then directed the TAC's attention to page 28 of the meeting packet. She summarized the proposals on page 28 for master plan density and housing mix requirements, which are reproduced below:

> 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)

Proposed maximum percentages of housing units that may be single family detached in order to ensure that housing mix is 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

At the conclusion of Ms. Hewitt's presentation, the TAC discussion on this topic included the following points. Washington County was offered as an example that requires an amount of multi-family attached housing being built before single family detached housing can be built. Mr. Schuler applauded the proposed changes but asked for clarity on the mix requirements. Ms. Hewitt clarified that the mix of units is assumed in the density. A question was raised on whether the master plan requirements will require a mix of housing that was not required before. New tools in the development code are now needed to help deliver the needed mix, and a mix of housing types is now contemplated under the development code. A question was also asked of City Attorney Mary Winters, and whether the city will have done enough to allow the types of housing needed and zone land to ensure it can happen, and whether it's reasonably likely to happen.

At the close of this discussion, Mr. Dills asked whether there were any other issues on the percentages. He noted that the TAC is not voting today, and that the project team is asking for the TAC's comments. Ms. Hewitt added that there are "Items for Future Work" identified on pages 30 and 31 of the meeting packet; these include a potential pedestrian street overlay zone and revisions to the city's parking standards. The TAC discussion concluded on the question of how rezoning would be implemented. To the extent needed housing manifests anywhere, we're going to need some kind of simultaneous rezone to support development of needed housing. Some of these code changes may be one avenue for doing this. The city needs to identify what areas might need to be rezoned to allow needed housing to occur.

5. Public Comments

1. Jodie Ward. Ms. Ward testified that she wants to be cooperative and a contributor. She commented that it appears we're being burdened with developing things that we can't sell, and expressed her concern about how this happens. Mr. Johnson asked her how we could best work together. Ms. Ward replied that she thought her family's property was being considered for zoning that would require development she did not believe she could sell. She commented that she wants to see a park and school developed on her property. Mr. Dills asked a feedback question at this point – whether the Ward's had submitted some material or if there is something the team is working on that reflects where the market is at. Mr. Johnson also asked something that tells the Ward's story and their aspirations, and that they please submit the material because it is important for the team and the TAC to know.

6. Adoption Documents and Process Updates

Following the close of public comment at this meeting, Mr. Dills referred the TAC to a memorandum at page 98 of the meeting packet that was identified as Item No. 5 in the meeting agenda. He provided a short summary of the adoption products, including amendments to the comprehensive plan map, the plan text including the new Urbanization Chapter, and some set of amendments to the City's Transportation System Plan. The TAC's next meeting will be organized around pieces that have not come forward. Mr. Johnson then asked about those pieces that are co-adopted with the county and the coordination process. Mr. Rankin replied that the city and county have been coordinating and according to the joint management agreement.

7. Adjourn

With no further business, Mr. Dills adjourned the meeting at 12:32 pm.

Chapter 11: Growth Management









Chapter

Adopted Amendments

(insert table // quick table)

EFFECTIVE DATE	ORD #	CHANGES

BACKGROUND

Legal Context and Supporting Documents

Statewide Planning Goal 14 requires that cities establish and maintain Urban Growth Boundaries (UGBs) to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The goal's purpose is: "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities".[1]

Like the statewide goal, Bend's growth management planning, goals and policies are comprehensive. The City plans for how much and what types of land are needed for future growth and what the form of new development should be to ensure a livable community and enhance Bend's high quality of life.

Bend's Urbanization Report documents: (1) the capacity of land inside the UGB to accommodate growth, including measures intended to result in efficient use of land; and (2) the City's evaluation of potential locations for UGB expansions and the consideration of the four Goal 14 factors in reaching a proposed UGB expansion. The Urbanization Report is focused primarily on the legal and technical aspects of growth management in Bend. The Urbanization Report for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan.

Bend's Urban Form Report describes the physical form of the city. Urban form provides a way to understand the relationships between land uses and between the natural and built environments that give meaning to the legal exercise of planning for growth within and expansions of the city. Urban form encompasses the physical shape and design of the city. The layout of Bend's streets, the location and design of homes and businesses, and the distances between destinations all affect the quality of life for residents and visitors. Urban form influences land values; where residents live, work, shop and relax; everyday travel choices; and whether commute trips can be made by walking or biking, using transit, or driving. Bend's urban form also directly affects natural systems such as air and water quality, health, and diversity of plants and wildlife. The Urban Form Report is a non-regulatory document that supports the goals and policies in this chapter of the Comprehensive Plan. It is adopted as Appendix Y of the Comprehensive Plan.

Community Context

Bend's identity and unique urban form stem from the city's regional context, beautiful natural setting, and growth over approximately 100 years. Bend is the largest urban area in Oregon east of the Cascade Mountains. The city is uniquely situated between the Cascade Mountain Range and Deschutes National Forest to the west, and high

[1] OAR 660-015-0000(14)



desert plains to the east. Bend's varied topography and abundant natural features are major influences in its existing urban form and identity as a city. In many ways, the city's rapid growth is a direct result of its natural and scenic resources and proximity to the outdoors. The city's physical and visual access to Mt. Bachelor, the Three Sisters, the buttes within the city (such as Awbrey Butte and Pilot Butte), Deschutes River, and Tumalo Creek provide defining contextual elements of the city's urban environment and community identity.

In the built environment, key transportation facilities such as Highway 97 and Highway 20 as well as freight rail lines connect Bend with other major regional destinations but also create barriers to pedestrian and habitat connectivity, and shape an auto-oriented urban form along the adjacent land. Bend's trail system, on the other hand, is essential to creating connected neighborhoods because it provides recreation opportunities and active transportation options, and contributes to the economic vitality of the community. Its parks provide places to play, connect, and socialize; access to nature; and natural system functions.

The city's historic development patterns, including the historic downtown and adjacent neighborhoods, which were developed in the late 19th and early 20th centuries, create a vibrant core with a gridded street system and short block lengths that provide a pedestrian-oriented setting as well as iconic public spaces such as Drake Park. Later development through the mid- to late-20th century produced quiet, generally low-density suburban neighborhoods with winding streets, and busy commercial corridors along major roads. As the lumber and farming industries waned in importance and tourism and recreation grew, the nature of employment areas shifted, with the beginnings of redevelopment within the city's urban core, such as the Old Mill District.

Today, Bend is a city in transition. In the first two decades since 2000, Bend is increasingly becoming less of a town and more of a small *city*, as evidenced by:

- A 2016 resident population of over 80,000, expected to grow to over 115,000 by 2028;
- A growing role as the regional economic center for Central Oregon;
- Recent rapid growth - the 7th fastest growing metro area in the country in 2015;
- A resident plus visitor population that swells to over 100,000 (2016) at the height of the summer tourism season;
- A prosperous downtown with 3-4 story mixed use development and structured parking;
- The success of Northwest Crossing, where traditional neighborhood development, convenient access to shops, parks, schools, and trails, as well as pedestrian friendly streetscapes are central to the development concept;
- New development, redevelopment, and adaptive re-use in the Mill District, employment lands north of Century Drive, and other industrial and mixed-employment lands throughout the City;

- A significant growth in transit ridership since fixed route service was established in 2007;
- Oregon State University's decision to establish the 4-year Cascades Campus in Bend;
- Public planning and investments in key infrastructure (e.g. the citywide sewer system) and urban amenities (e.g. Drake and Shevlin Parks, recreational amenities such as the Ice Skating Pavilion and reconstructed white water park on the Deschutes River, and Healy Bridge, to name a few);
- Housing affordability challenges; and
- The growth of the "makers" economy, such as craft brewing.

Bend's growth management strategies are intended to help make the transition described above from small town to city and contribute to maintaining Bend's livability and desirability as the city grows and evolves.

Complete Communities

Key Ingredients

Complete communities have varied housing options and many of the essential services and amenities needed for daily living, including quality public schools, parks and open spaces, shops and services, all within a convenient walking or biking distance (generally defined as a ¼- to ½-mile distance). Complete communities should also have convenient access to public transportation and employment areas.

Community Priorities

In Bend, and across the nation, residents and local officials are increasingly making walkability, mixed use and access to amenities a high priority. This trend will spur the growth and redevelopment of areas within Bend that are walkable and have many amenities and services close by. Research indicates that walkable and mixed use communities have higher property values, more opportunities for affordable housing, and also support enhanced bike, pedestrian, and transit use. An increased interest in complete communities is also expected to heighten demand for thoughtfully planned neighborhoods and employment districts in expansion areas where uses are knit together and accessible by a variety of travel modes. As land prices increase and demographic shifts increase demand and need for a greater variety of housing options, densities are expected to increase in newly-built neighborhoods and through modest amounts of infill and redevelopment in existing neighborhoods.

Urban Form Typologies

Urban form "typologies" are used in Bend's growth management planning to provide a standardized system for organizing and classifying different development patterns around the city. The typologies help capture the current mixture of land uses and create

a palette to describe the desired future urban form of Bend; however, they are intended to be descriptive rather than regulatory.

The typologies are broadly organized into Centers and Corridors, Employment Districts, and Neighborhoods. These are summarized in brief below. For additional description of the typologies and how they were developed, see the Urban Form Report in Appendix Y.

Centers and Corridors

Bend's commercial areas take the form of one of two general shapes: (1) Centers, which are focal areas of commercial or mixed uses at an intersection, or contained within one to three blocks; or (2) Corridors, which follow a distinctly linear shape of commercial uses, typically along a busy street. The Centers and Corridor typologies vary in the intensity of commercial development and also the scale of area they serve. There are four different types of commercial centers and corridor typologies in Bend, summarized below. Centers and corridors include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors.

Center or Corridor Type	Characteristics
Urban Mixed Use Center	Serve the entire city/region Hubs of commercial, employment, and community services Relatively high development densities
Major Commercial Corridor	Located along transportation routes Primarily commercial uses that thrive on high visibility and accessibility May include mixed-use development
Community Commercial Center or Corridor	Serve surrounding neighborhoods Provide a range of retail, service, and/or office uses, and may include mixed-use development
Local Community Center or Corridor	Smaller centers or corridors with small-scale retail and local services Generally surrounded by neighborhoods May include mixed-use development

Employment Districts

Employment Districts are areas where the predominant uses are offices or industrial uses. Retail may be present but is a relatively minor use. Bend's Employment Districts support a diverse range of jobs and industries, and vary mainly in their primary function and the mix of employment uses. There are four different typologies of Employment Districts in Bend, summarized below. Employment Districts include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors, and where noted below.

Employment District Type	Characteristics
Institutional	Educational institutions and campuses such as Central Oregon Community College and Oregon State University Typically pedestrian-oriented and transit-supportive

Employment District Type	Characteristics
Medical Center	Focused on uses including hospitals, medical offices, and other related facilities, such as St. Charles Medical Center and the surrounding uses Residential uses are generally limited to group homes with some multi-family development
Industrial or Professional Office	Uses include manufacturing, industrial and office uses Typically auto-oriented with large parking areas Few or no residential uses
Mixed Employment	Mix of retail and community services, office uses, manufacturing and light industrial uses such as creative and flexible work spaces May include mixed-use development

Neighborhoods

Neighborhood typologies are based on a range of factors including mix of housing types, permitted density (dwelling units per acre), block layout, connectivity and proximity to amenities such as parks and schools. Bend has a wide variety of neighborhoods. Five existing neighborhood typologies have been identified, and are summarized below. Neighborhoods may include pedestrian-oriented design, and can be transit-supportive where transit is available or planned.

Neighborhood Type	Characteristics
Historic	Close association with the early development of Bend, such as Drake Park Historic District Historic buildings and architecture with unique cultural or historic value Neighborhood streets in a grid pattern
Traditional	Typically developed with a grid street pattern Some mix of housing types, but moderate overall densities Often have commercial nodes or corridors within walking distance May be older neighborhoods such as Bend's inner east and west neighborhoods or new development such as Northwest Crossing
Mixed Suburban	Moderate residential densities with a mix of housing types, including some multifamily, duplex/triplex and/or single family attached housing Local street patterns may be meandering rather than a grid layout
Single Family Suburban	Largely single family detached homes at low to moderate densities Local street patterns may be meandering rather than a grid layout

Neighborhood Type	Characteristics
Large Lot	Primarily single family detached homes on large lots Local streets often winding to follow natural features with long driveways or private drives

Opportunity Areas

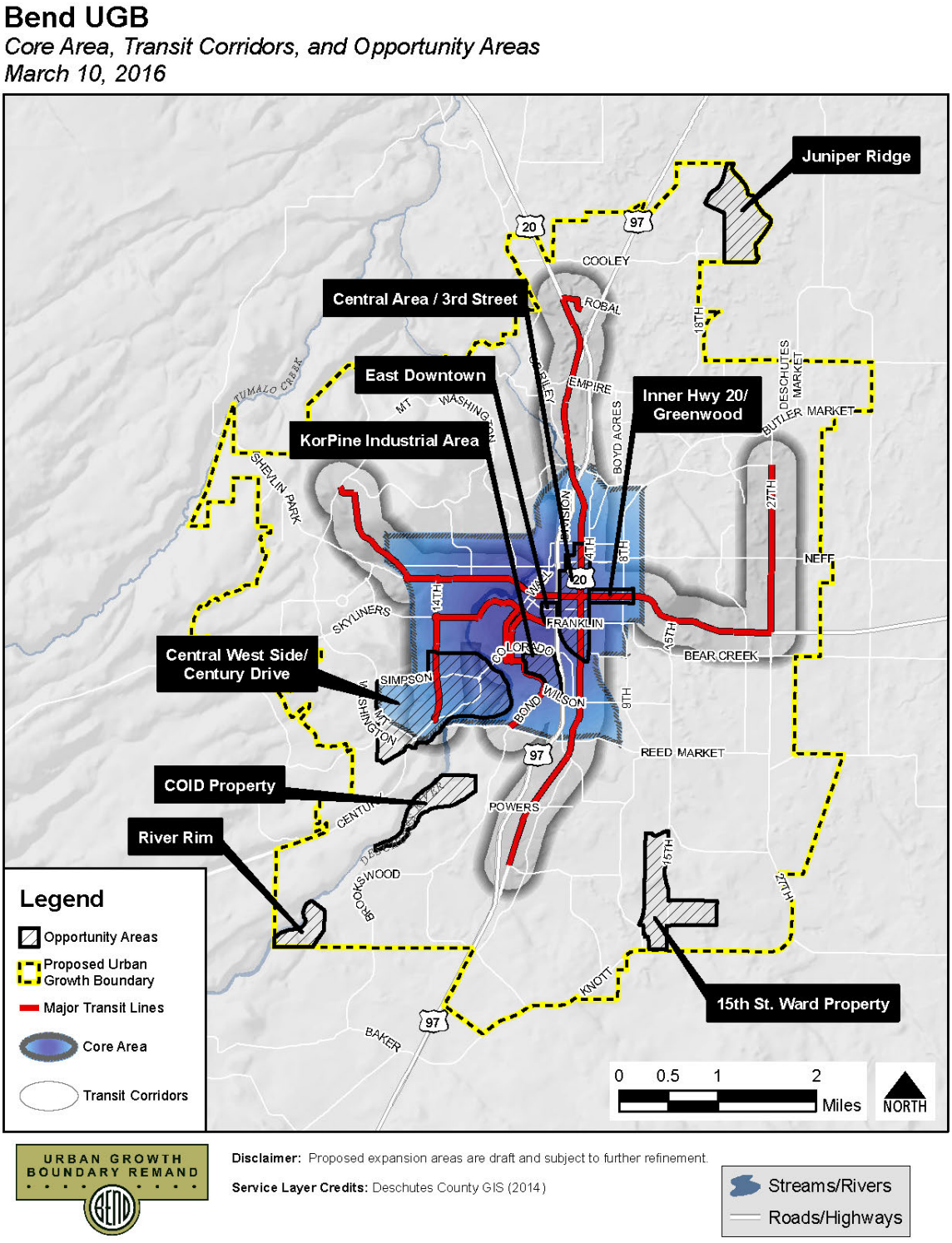
During the UGB Remand planning process (2014 to 2016), the City evaluated the efficient use of existing urban land through the lens of "opportunity areas". Opportunity areas are locations within the City that are appropriate to focus new growth due to their location, zoning (existing or planned), amount of vacant or underdeveloped land, and/or proximity to urban services. Each opportunity area will serve a unique role in the City's future – some are vacant land and will develop primarily through private sector initiative; others are redevelopment opportunities and will require a partnership of private sector investment and City support or investment.

Bend's opportunity areas are summarized below – please see the Urbanization Report for more detailed descriptions of the opportunity areas.

- Bend Central Multimodal Mixed Use Area – opportunity for the 3rd Street commercial strip to transition to a mixed use corridor
- East Downtown – long term opportunity for an extension of the downtown
- Century Drive Area – a key part of the Central Westside Plan, the siting of OSU's new four-year Cascades campus offers an opportunity to create a new mixed use center anchored and supported by the new institutional employment district.
- KorPine – opportunity to transform an industrial area into a vibrant urban mixed use district
- Inner Highway 20 / Greenwood Ave – opportunity to shift to a more walkable mixed use corridor
- Juniper Ridge – opportunity for a future industrial and professional office employment district
- 15th Street Ward Property – As the largest vacant residentially-designated property in Bend, this area offers an opportunity to create a new complete neighborhood including a local commercial center, a variety of housing options, parks and a school
- COID Property – long term opportunity for a new neighborhood adjacent to the Deschutes River

The Opportunity Areas are shown on Figure 11-1.

Figure 11-1: Core Area, Transit Corridors, and Opportunity Areas



Bend's Central Core

Bend Central Core is a uniquely livable part of the city. The central core offers proximity to downtown, the Deschutes River, Mirror Pond, Juniper Park, many other smaller parks, and a variety of regional destinations; a walkable street grid; neighborhoods with historic character; successful small neighborhood centers and corridors (2nd and 4th Streets, 8th and 9th Streets, Newport Avenue, Galveston Avenue, SW 14th Street); access to a high concentration of jobs by a variety of modes; and transit service. This blend of the "D" Variables (Density, Diversity, Design, and Destinations) is the foundation of the area's livability and an important influence on travel behavior.

As described in Bend's Integrated Land Use and Transportation Plan, national research has shown that the "D" variables are highly influential on how much walking, biking, transit use, and linking of trips occurs – which reduces the need to drive.[2] This is important because the availability of transportation choices contributes to Bend's overall livability. It is also important because state law requires the City to reduce the reliance of the automobile. During the UGB Remand process (2014-2016), the City modelled vehicle miles traveled (VMT) per capita throughout the urban area under different growth scenarios as in indicator (required by the state) of reliance on the automobile. Predictably, the Central Core showed the lowest levels of VMT per capita, and the highest potential for "moving the needle" toward relatively less VMT per capita through infill and redevelopment to focus growth and further increase the density and diversity of uses in this area.

For all of the reasons described above, the Central Core is considered a particularly important part of the City's growth management efforts. The success of Bend's transition to more of an urban community will follow the continued growth, in appropriate areas, of the Central Core. It is important to note that placing a priority on growth within the Central Core does not mean that all areas should redevelop. In this context, "appropriate areas" means development and redevelopment on vacant lands, underutilized lands, and where development is designed to be compatible with adjacent, stable areas.

The Central Core area is shown on Figure 11-1. The "boundary" on this figure is illustrative only. The Central Core is a planning concept – it's applicability to specific development and policy implementation needs to be interpreted on a case-by-case basis.

"Growing up" in appropriate areas within the Central Core, as well as transit corridors and opportunity areas, is a goal for Bend because these areas already have (or will have) the base infrastructure, population density, and urban amenity "completeness" that is needed for their success. They offer the best opportunities to reverse the growth of vehicle miles traveled per capita and increase walking, biking, transit, and linked trips by automobiles.

[2] See Bend Integrated Land Use and Transportation Plan, _____, 2016, page ___.

Urban Form Diagram

Figure 11-2 provides an illustrative future urban form diagram for the City of Bend. [Note: this map will be provided with the final version of the chapter. A draft will be provided at the TAC meetings.] This diagram is not intended to be regulatory in nature. Rather, it is a visual tool that captures the city's growth concept and its intentions for expansion areas as well as infill and redevelopment areas. The diagram also provides a general geographic depiction of terms used in the goals and policies, such as Opportunity Areas and the Central Core.

Area Planning Tools

The City has a number of tools and processes available to refine planning for specific areas. These are summarized below. Policies guiding each type of plan are provided in the policy section.

Master Plans

Master plans are a development review tool used to guide the development of larger properties, as specified by the Development Code. The Development Code may specify types of Master Plan codes depending on the size and underlying land uses under similar ownership. They may involve one or more specific properties and are development applications initiated by property owners.

Special Planned Districts

Special Planned Districts describe in more detail the type of development planned for a specific area than is typically found in a Comprehensive Plan, zone map, or public facilities plan. They are not required to be initiated by the City, and are adopted in the Development Code.

Refinement Plans

Refinement plans are a planning and regulatory tool for subareas within the city limits, in order to guide and coordinate incremental development over time. They are initiated by the City and adopted as part of the Comprehensive Plan and the Development Code.

Pre-Annexation Concept Plans

Pre-Annexation Concept Plans are a planning and regulatory tool for UGB expansion areas. They are initiated by the City Council, with the scope and study area established as part of the initiation, but are generally intended to cover an entire expansion subarea. Property owners may request the initiation of a Pre-Annexation Concept Plan, and planning work may be carried out by coalitions of property owners in accordance with requirements established by the City. When complete, the Concept Plans are submitted to the City for approval under a legislative process and adopted as part of the Comprehensive Plan.

Goals

The following goal statements describe the future urban form and growth aspirations of the community and serve as the foundation for policy statements in this chapter. The citizens and elected officials of Bend wish to:

- Encourage the city's evolution from small town to livable city, with urban scale development, amenities, and services in appropriate locations, while preserving and enhancing the natural environment and history of the community;
- Use Bend's existing urban land wisely, making efficient use of land inside the boundary, with infill and redevelopment focused in appropriate areas within the Central Core, along transit corridors, and in key opportunity areas (see Figure 11-1);
- Create new walkable, mixed use and complete communities by leveraging and complementing existing land use patterns inside the existing boundary and using expansion to create more complete communities, both inside and outside the UGB;
- Locate jobs in suitable locations, where there is access to transportation corridors, larger parcels, and good visibility for commercial uses;
- Plan Bend's infrastructure investments for the long term;
- Meet state requirements for growth management and the UGB while achieving local goals;
- Lay the groundwork for the future growth of Bend by taking into consideration the context of lands beyond the UGB;
- Utilize best practices (e.g. cluster development, transect planning) in appropriate locations to reinforce the City's urban form, reduce risk of wildfire, and recognize natural features that present "hard edges" for urbanization; and
- Implement an overall strategy to *"Wisely grow up and out".*

Policies

General Growth Management Policies

(See related policies in Chapter 1, *Plan Management and Citizen Involvement.*)

11-1 The City will encourage compact development and the integration of land uses within the Urban Growth Boundary to reduce trips, vehicle miles traveled, and facilitate non-automobile travel.

11-2 The City will encourage infill and redevelopment of appropriate areas within Bend's Central Core, Opportunity Areas and transit corridors (shown on Figure 11-1).

11-3 The City will ensure that development of large blocks of vacant land makes efficient use of land, meets the city's housing and employment needs, and enhances the community.

11-4 Streets in the Centers and Corridors, Employment Districts, Neighborhoods, and Opportunity Sites will have the appropriate types of pedestrian, biking, and transit scale amenities to ensure safety, access, and mobility.

Policies for Centers and Corridors

(See related policies in Chapter 6, *Economy.*)

11-5 The City will encourage vertical mixed use development in commercial and mixed use zones, especially where those occur within the Central Core, Opportunity Areas and along transit corridors.

11-6 The existing pattern of commercial plan designations shown on the Comprehensive Plan Map along arterial and collector streets including Newport Avenue and Galveston Avenue will not be extended into developed residential areas unless approved through an Area Plan.

11-7 New commercially designated areas are encouraged to develop with mixed-use centers to include housing, open space, commercial development, and other employment uses.

11-8 The City will encourage development and redevelopment in commercial corridors that is transit-supportive and offers safe and convenient access and connections for all modes.

11-9 The City will encourage the development of Neighborhood Commercial centers. Such centers should be scaled to serve the frequent needs of the people primarily within a one-mile radius of the site.

11-10 Unless otherwise approved through an Area Plan, new Convenience Commercial Comprehensive Plan designations should be limited to five acres and should be one mile from another commercial Comprehensive Plan designation.

Policies for Employment Districts

(See related policies in Chapter 6, *Economy.*)

11-11 New employment districts with a mix of Plan designations such as commercial, industrial, and mixed employment may be created along Highway 97, Highway 20, and O.B. Riley Road.

11-12 The City will periodically review existing development and use patterns on industrial and commercial lands. The City may consider modifying Comprehensive Plan designations and Zoning to better respond to opportunities for redevelopment and revitalization of employment lands in underutilized areas.

Policies for Neighborhoods

(See related policies in Chapter 5, *Housing.*)

11-13 The City will support re-designation of suitable areas that are within a 1/4 mile walk to transit corridors from low density to medium density development.

11-14 Neighborhood Commercial shopping areas may be located within residential districts and have development standards that appropriately limit their scale and recognize their residential setting.

11-15 Medium-and high-density residential developments should have good access to transit (preferably within ¼ mile of transit corridors), K-12 public schools where possible, commercial services, employment, and public open space to provide the maximum access to the highest concentrations of population.

11-16 Schools and parks may be distributed throughout the residential sections of the community, and all types of dwelling units should have safe and convenient access to schools and parks.

Policies for Special Site Needs

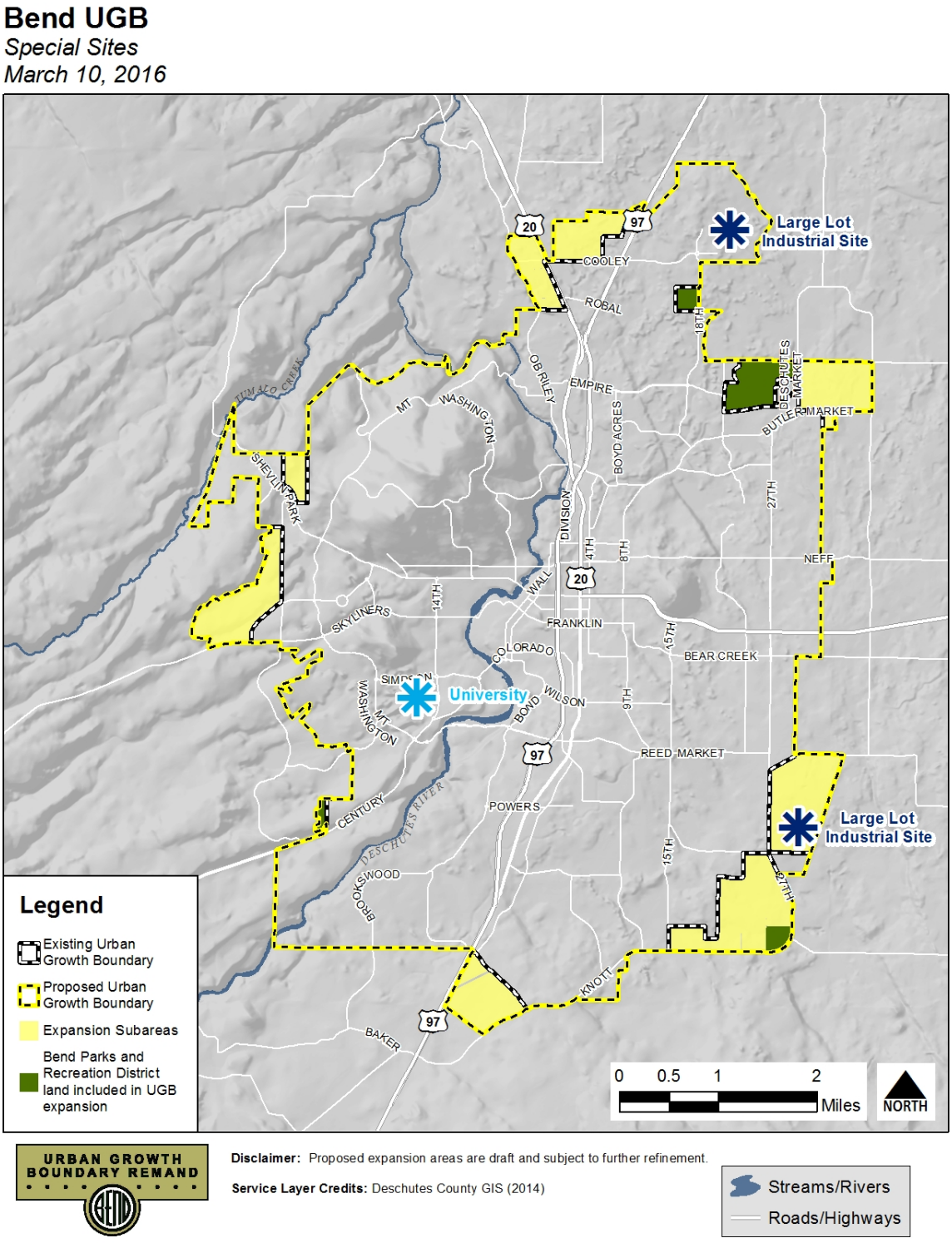
11-17 The City has identified a need for a special site for a university. This need will be met on the land currently owned by Oregon State University at Century Drive and Mt. Washington Drive (see Figure 11-3). Further expansions of the university within this general area are consistent with meeting the special site need.

11-18 The City has identified a need for two large lot industrial sites for targeted industries. This need will be met through the opportunity for one large lot industrial site in the eastern portion of Juniper Ridge and one large lot industrial site on the DSL property (see Figure 11-3).

11-19 Subsequent area planning for properties that are identified as meeting a special site need shall include regulations to protect the site for the identified use.

DRAFT

Figure 11-3: Special Sites



General Area Planning Policies

(See related policies in Chapter 1, *Plan Management and Citizen Involvement.*)

11-20 Area plans are intended to coordinate development and provide flexibility to tailor land use regulations and/or transportation and infrastructure plans to respond to area- or site-specific conditions. (See related policies in this Chapter for the specific purposes of master plans, refinement plans, special planned districts, and pre-annexation concept plans).

11-21 Where area plans propose land uses that vary from the adopted plan designation(s), a plan amendment must be approved prior to or concurrent with adoption of the area plan.

11-22 Area plans must be consistent with the Comprehensive Plan, unless a Plan Map amendment is approved. An area plan that includes residentially designated land may prescribe residential density limits on specific properties that differ from the density range provided for in the Comprehensive Plan. However, the average density of housing within each residential plan designation in the plan area must remain within the range established by the pre-existing comprehensive plan map designations and applicable policies in this chapter, including applicable density bonuses or transfers. Deviation from this range requires approval of a plan amendment prior to or concurrent with the area plan that creates consistency between the plan designations and the average densities within each plan designation in the area plan. Certain areas, including large master plan sites and UGB expansion areas are subject to additional policies in this Chapter regarding residential densities.

11-23 Area plans for land within UGB expansion areas shall comply with the policies of this chapter. There is flexibility to refine the spatial arrangement plan map designations provided that identified land and housing needs are met. Where specific expansion area policies identify acreages of specific plan designations or general categories of plan designations (e.g. commercial) are identified, compliance is defined as providing the required acreages of gross buildable land to the nearest acre. Greater degrees of variation require a plan amendment and demonstration of compliance with all other applicable Comprehensive Plan policies as well as the Statewide Planning Goals. Where expansion area policies identify a required minimum housing capacity and mix, compliance is defined as providing no less than the required number of units and providing the housing mix specified to the nearest percentage point (e.g. 37%).

11-24 Where changes are proposed to the arrangement of plan designations, the proposed arrangement must meet the goals and policy objectives of the comprehensive plan as well as, or better than, the adopted arrangement of plan designations.

Master Planning Policies

11-25 The purposes of master plans are to:

- Encourage innovative planning that results in complete neighborhoods, more mixed-use development, improved protection of open spaces, transportation options, and site phasing of development;
- Encourage developments that recognize the relationship between buildings, their use, open space, and transportation options, providing varied opportunities for innovative and diversified employment environments;
- Facilitate the efficient use of land;
- Promote an economic arrangement of land use, buildings, circulation systems, open space, and utilities;
- Preserve to the greatest extent possible the existing natural landscape features and amenities that may not otherwise be protected through conventional development;
- Encourage energy conservation and improved air and water quality; and
- Assist the City in planning infrastructure improvements.

11-26 The City will provide the opportunity for master plans to proceed under clear and objective standards where the applicant does not seek to deviate from the standards of the development code, the adopted zoning map, or Comprehensive Plan map.

11-27 Residentially designated land within master plans must meet higher minimum density standards than established for the residential plan designations generally and must provide for a variety of housing types. The City will set appropriate standards in the Development Code for housing mix and density for master plans in each residential zone/plan designation.

11-28 Master plans are required for developments over 20 acres unless otherwise specified in the Development Code.

Refinement Plan Policies

11-29 The city may prepare refinement plans for neighborhoods or other discrete geographic areas.

11-30 The area to be included in a refinement plan shall be approved by the City Council.

11-31 A refinement plan, including detailed maps, policies, and text, when adopted by the city, will become part of the Comprehensive Plan and Development Code.



11-32 Refinement plans must, at a minimum, provide plans for the development of sanitary sewer, water and transportation systems and contain criteria by which to evaluate proposed amendments to an adopted plan.

11-33 Refinement plans may evaluate the need for, and designate the location of, schools and park facilities, public and private open space, future neighborhood commercial or convenience commercial uses, residential, and mixed use areas.

11-34 Refinement plans may include alternative site and building design regulations and street standards.

Special Planned District Policies

11-35 The purposes of Special Planned Districts are to:

- Recognize and address unique features of the area, such as natural resources, economic activity, or desired neighborhood character;
- Designate site-specific land uses (e.g., for individual parcels);
- Establish design standards specific to a geographic area;
- Identify specific public facilities needed to serve development;
- Create a plan through a consensus-based process involving the property owners;
- Provide streamlined development review for projects that are part of the plan; and
- Address intergovernmental agreements and complementary zoning for sites that cross jurisdictional boundaries (e.g., between City and County) where applicable.

11-36 The area covered by a Special Planned District may include multiple parcels and land owners, or a single large parcel.

11-37 There is no required phasing or time frame for development of a Special Planned District, and an application for future development need not accompany the application for Special Planned District approval.

11-38 All land use applications for property within a Special Planned District are required to comply with the Special Planned District policies and regulations as well as the development standards for the underlying zone.

11-39 Residentially designated properties over 20 acres within a Special Planned District are subject to master plan housing density and mix standards.

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Pre-Annexation Concept Plan Policies

11-40 The City should consider Pre-Annexation Concept Plans as one of the available tools to guide annexations.

11-41 The purposes of the Pre-Annexation Concept Plan are to:

- Implement the specific expansion area policies of the Comprehensive Plan, particularly in areas with a variety of land owners.
- Guide the design and development of expansion areas to create complete and livable communities.
- Coordinate the arrangement of streets and land uses across multiple ownerships in order to ensure integrated and connected development over time.
- Provide a tool for review and refinement of Comprehensive Plan map designations, and establishment of City zoning map designations.
- Ensure adequate infrastructure is planned and an infrastructure funding strategy is in place.
- Determine how parks and schools will be provided to serve the area and address infrastructure systems of private utilities and special districts.

11-42 Pre-Annexation Concept Plans may be initiated by the City Council at its own initiative or at the request of property owners, if the owners agree to bear the cost of creating the plan. The City may, at its discretion, assist with some or all of the cost of creating the plan.

11-43 The area to be included in a Pre-Annexation Concept Plan, and the scope, shall be approved by the City Council. The area should generally include all contiguous land within a given UGB expansion area, unless the City Council determines that the purpose of the Pre-Annexation Concept Plan would be better served by a larger or a more focused plan area.

11-44 Pre-Annexation Concept Plans shall, at a minimum, provide plans for the development of sanitary sewer, water, and transportation systems that include financing strategies; and demonstrate consistency with the specific UGB expansion area policies of the Comprehensive Plan.

11-45 Pre-Annexation Concept Plans shall be prepared in accordance with procedural requirements established by the City, including adequate notice to all affected property owners, and shall be adopted as legislative actions.

Annexation Policies

11-46 Annexations will follow the procedural requirements of state law.

11-47 The City will apply the following land use standards in reviewing annexations:

- Annexations will be consistent with the Comprehensive Plan.
- Annexations will be consistent with an approved master plan, refinement plan, or pre-annexation concept plan where applicable. The master plan, refinement plan or pre-annexation plan may be reviewed and approved concurrent with an annexation application.

11-48 Compliance with specific expansion area policies and/or Pre-Annexation Concept Plans will be implemented through master plan approval or binding annexation agreement that will control subsequent development approvals.

11-49 The City may consider a wide variety of funding mechanisms and agreements in conjunction with urbanization and development of areas added to the City to address on- and off-site improvements, modernization of existing infrastructure to the City's standards, and impacts to infrastructure inside the current City limits.

11-50 The City may, where appropriate in a specific area, allow annexation and require area planning prior to development approval.

11-51 Properties over 20 acres as of the adoption of the UGB expansion (shown on Figure 11-4) are subject to master plan requirements, regardless of property acreage upon annexation.

General UGB Expansion Policies

The following policies are intended as local policy guidance to evaluating alternative future UGB expansions in the context of meeting state laws and administrative rules and balancing the factors established in state regulations.

11-52 The City will consider the value of balancing and distributing UGB expansions geographically around the city consistent with State of Oregon laws and rules to distribute the benefits (and impacts) of growth and to provide more options for new neighborhoods.

11-53 The City will utilize new growth in expansion areas as a strategy to help make existing neighborhoods, centers, corridors, and employment districts inside the boundary more "complete" by: diversifying the housing mix; providing local commercial services and jobs; increasing transportation connectivity; and providing needed public facilities such as parks and schools.

11-54 The City will take into consideration the context of land beyond a single UGB expansion to inform the type and intensity of uses that are appropriate in each potential expansion area.

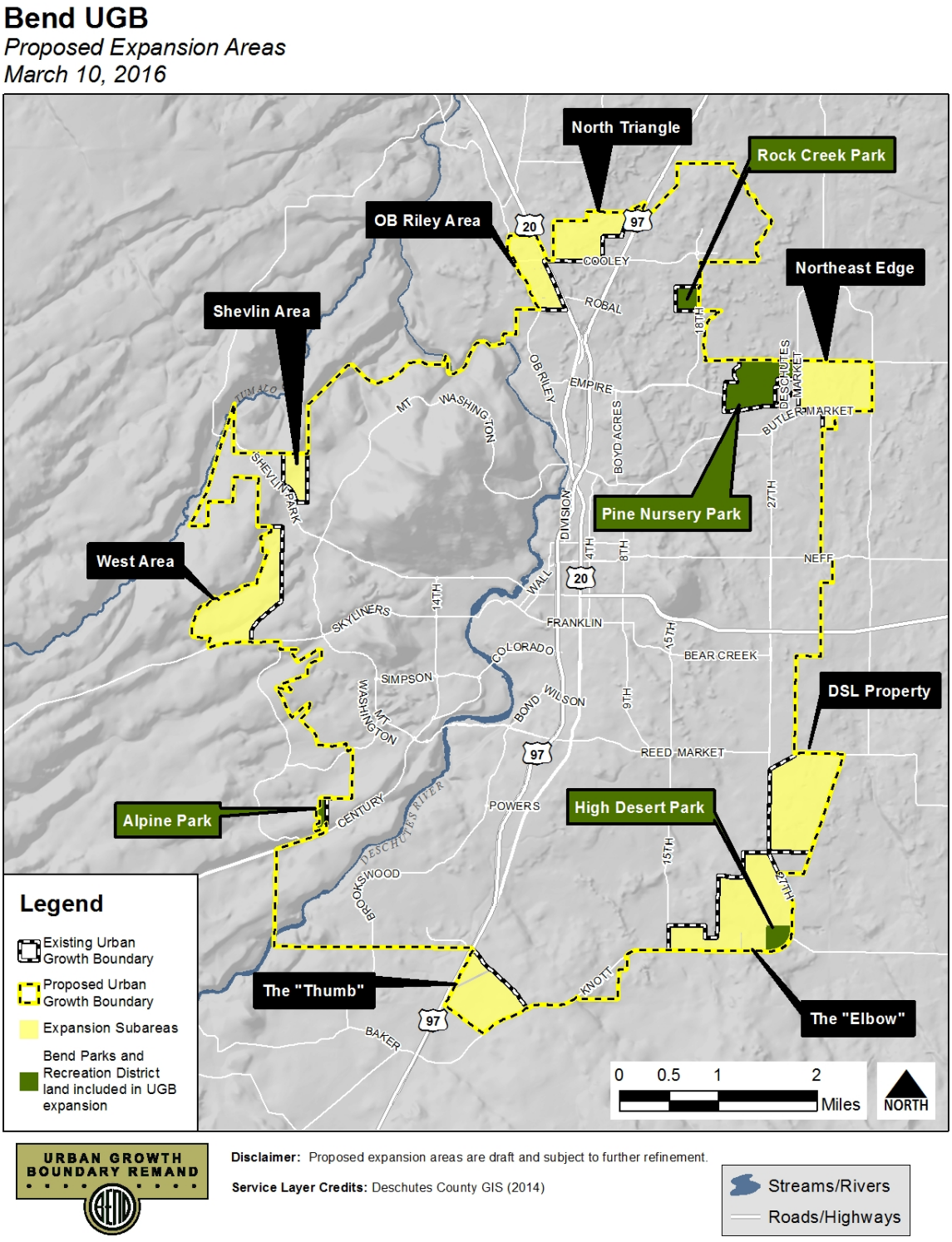
11-55 The City will apply the concept of a "transect" - a series of zones that transition from urban to rural - to reduce the risk of wildfire and provide an appropriate transition from urban uses to national forest lands and other resource areas that will not be urbanized within the long-range future.

Specific Expansion Area Policies

Area-specific policies for land added to the UGB established in 2016 are intended to guide the development of Area Plans for expansion areas (see Figure 11-4). These areas are also subject to policies in this Chapter regarding urbanization and annexation. For specific areas that have had an Area Plan completed, the following policies are intended to be struck at the next update of the Comprehensive Plan.

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Figure 11-4: UGB Expansion Subareas Reference Map





Northeast – Butler Market Village:

11-56 Within the area identified on Figure 11-4, the central planning concepts are to: create a new, complete community as a node that sets the stage for additional urban growth in the future; and increase the mix of housing and land uses in the area to increase the completeness of the existing neighborhoods inside the UGB.

11-57 This area shall provide for a mix of residential and commercial uses, including 223 acres of residential plan designations and 23 acres of commercial plan designations.

11-58 This area shall provide capacity for a minimum of 1080 housing units, including at least 11% single family attached housing and at least 40% multifamily housing types (including duplex and triplex).

11-59 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-60 Coordination with Bend Parks and Recreation District is required in order to address provision of parks and/or trails within this area.

11-61 Coordination with Central Oregon Irrigation District is required in order to address circulation and access issues related to the existing canals in this area and to identify opportunities for trails to be co-located with canal easements or right of way.

DSL Property:

11-62 The overall planning concept for the DSL property as identified in Figure 11-4 is for a new complete community that accommodates a diverse mix of housing and employment uses, including the potential for a large-lot industrial site.

11-63 This area shall provide for a mix of residential and commercial uses, including 122 acres of residential plan designations, 41 acres of commercial plan designations, and 98 acres of industrial plan designations, including one large-lot industrial site.

11-64 This area shall provide capacity for a minimum of 1130 housing units, including at least 12% single family attached housing and at least 38% multifamily housing types (including duplex and triplex).

11-65 Subsequent planning for this area shall address preservation of at least 56 acres for a large lot industrial site in compliance with the policies in Chapter 6.

11-66 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-67 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.



11-68 Coordination with other special districts and utility providers is required within this area.

11-69 Bat habitat should be mapped and protected from development, including a suitable buffer around any identified habitat areas in order to ensure their continued habitat value.

11-70 Trail connections should be provided along canal easements and through other open space wherever feasible.

The Elbow:

11-71 This area, as identified in Figure 11-4, is intended to provide for employment uses to take advantage of good transportation access on Knott Road and 27th and existing city streets (and future improved access with the Murphy Extension) with a mix of residential uses providing a compatible transition from the employment lands to existing neighborhoods to the west. This mix of uses is also intended to increase the completeness of the existing low density neighborhoods.

11-72 This area shall provide for a mix of residential, commercial and industrial uses, including 122 acres of residential plan designations, 67 acres of commercial plan designations, 179 acres of industrial/mixed employment plan designations, and 75 acres of public utility.

11-73 This area shall provide capacity for a minimum of 860 housing units, including at least 18% single family attached housing and at least 46% multifamily housing types (including duplex and triplex).

11-74 The alignment of a new collector street between 15th Avenue and 27th Avenue / Knott Road shall be determined in coordination with the City, consistent with the Transportation System Plan.

11-75 Subsequent planning for this subarea shall address funding for the Murphy Road extension from Brosterhous to 15th Avenue.

11-76 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-77 Coordination with other special districts and utility providers is required within this area.

The Thumb:

11-78 The planning concepts for the Thumb, which is depicted in Figure 11-4, include: a new complete community; provision of needed local commercial services to serve the Thumb and existing neighborhoods to the north; inclusion of industrial and other employment uses near the railroad line to take advantage of good proximity to Highway 97 and Knott Road, and, creation of an attractive southern gateway to Bend.



11-79 This area shall provide for a mix of residential and commercial uses, including 44 acres of residential plan designations, 86 acres of commercial plan designations, and 91 acres of industrial/mixed employment plan designations.

11-80 This area shall provide capacity for a minimum of 300 housing units, including at least 15% single family attached housing and at least 36% multifamily housing types (including duplex and triplex).

11-81 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-82 Coordination with other special districts and utility providers is required within this area.

West Area:

11-83 For the West Area, shown on Figure 11-4, the central planning concepts are to: provide a limited westward expansion that complements the pattern of complete communities that has begun with Northwest Crossing due to the existing concentration of schools, parks, commercial and employment lands; and create a transect from higher densities along Skyline Ranch Road to lower density and open space along the western edge of the new UGB which approaches National Forest land and park open spaces.

11-84 This area shall provide for a mix of residential and commercial uses, including 283 acres of residential plan designations, 8 acres of commercial plan designations, and 14 acres of industrial/mixed employment plan designations.

11-85 This area shall provide capacity for 800 housing units, including at least 9% single family attached housing and at least 21% multifamily housing types (including duplex and triplex).

11-86 The master plan process shall be used to establish appropriate development regulations to implement the transect concept and RL plan designation densities within this area while providing for a mix of housing types and clustering developed areas to provide for open space preservation.

11-87 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and trails within this area.

Shevlin Area:

11-88 The concepts for the Shevlin area, shown on Figure 11-4, are to promote efficient land use and neighborhood connectivity by filling in a “notch” in the prior UGB with compatible residential development; help complete adjacent neighborhoods with small, neighborhood-scale commercial services; and avoid development in sensitive areas nearer to Tumalo Creek.

11-89 This area shall provide for a mix of residential and commercial uses, including 55 acres of RL and 15 acres of commercial plan designations.

11-90 This area shall provide capacity for 200 housing units, including at least 10% single family attached housing and at least 21% multifamily housing types (including duplex and triplex).

11-91 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

OB Riley area:

11-92 The OB Riley area, shown on Figure 11-4, is intended to provide for a mix of employment uses to take advantage of good transportation access, while also including residential uses to ensure a complete community and provide a transition to existing urban residential areas to the south. The OB Riley area will also provide an attractive northern gateway into Bend.

11-93 This area shall provide for a mix of residential and commercial uses, including 28 acres of residential plan designations, 48 acres of commercial plan designations, and 62 acres of industrial/mixed employment plan designations.

11-94 This area shall provide capacity for a minimum of 140 housing units, including at least 9% single family attached housing and at least 22% multifamily housing types (including duplex and triplex).

11-95 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

North Triangle:

11-96 The concept for this area, shown on Figure 11-4, is to provide for a mix of uses, including residential development to balance the mix of employment uses in this area and provide a transition to existing rural residential areas to the north.

11-97 This area shall provide for a mix of residential and commercial uses, including 76 acres of residential plan designations, 39 acres of commercial plan designations, and 48 acres of industrial/mixed employment plan designations.

11-98 This area shall provide capacity for a minimum of 460 housing units, including at least 14% single family attached housing and at least 40% multifamily housing types (including duplex and triplex).

11-99 Buffering measures are required between industrial uses and abutting residential within and adjacent to this area.

11-100 Coordination with the Bend Park and Recreation District is required to identify a suitable site for a neighborhood park within this area.

11-101 Coordination with other special districts and utility providers is required within this area.

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Memorandum

March 10, 2016

To:	Residential Lands Technical Advisory Committee Employment Lands Technical Advisory Committee
Cc:	Boundary and Growth Scenarios Technical Advisory Committee
From:	Project Team
Re:	Potential "Blended" zoning strategy

INTRODUCTION AND BACKGROUND

This memorandum summarizes the initial project team recommendation for plan map amendments and zone changes to implement the assumptions that underlie the Urban Growth Boundary (UGB) capacity analysis in identified opportunity areas and to address existing plan/zone conflicts. The team believes this approach meets the requirements of the Remand Order and state law. The project team discussed the options with the UGB Steering Committee (USC) and agreed to offer a recommendation for a "blended approach" to zone changes.

PROCESS AND PROCEDURES

Currently, the city's zone change process for properties that have a plan/zone conflict and are seeking to re-zoning consistent with the General Plan are a quasi-judicial zone change, which is a Type III procedure, subject to Hearing's Officer decision. There is no distinction between zone changes that are consistent with the plan designation and those that are combined with a plan amendment. The criteria from the Bend Development Code are as follows:

1. Approval of the request is consistent with the relevant Statewide Planning Goals that are designated by the Planning Director or designee;

2. Approval of the request is consistent with the relevant policies of the Comprehensive Plan that are designated by the Planning Director or designee;

3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property; and

4. Evidence of change in the neighborhood or community or a mistake or inconsistency in the Comprehensive Plan or Land Use District Map regarding the property that is the subject of the application; and the provisions of BDC 4.6.600, Transportation Planning Rule Compliance.

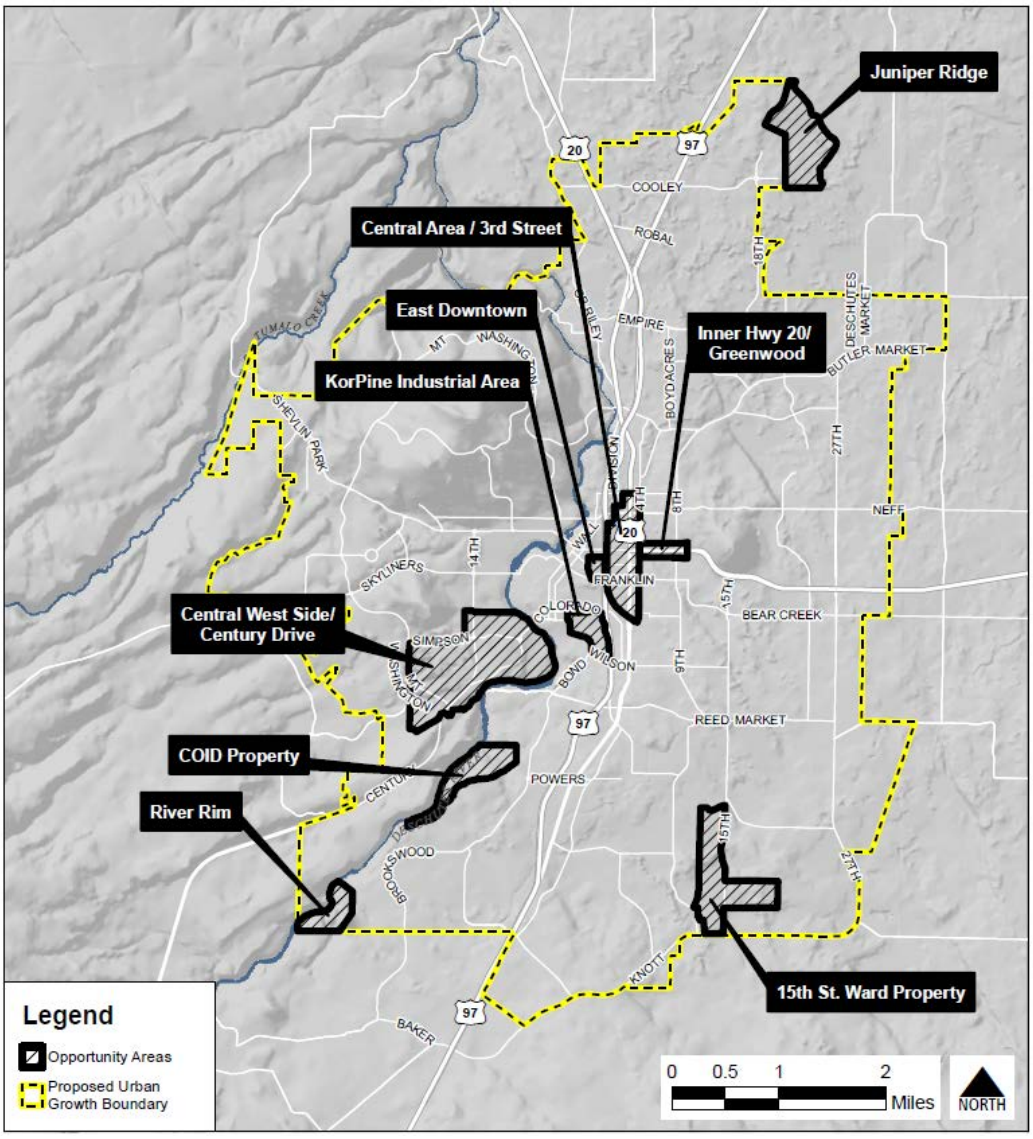
The application fee is currently a little over $4,500, and an analysis of TPR compliance is required.

In order to reduce uncertainty and streamline the process for applicants, the project team recommends that the City adopt amendments to Chapter 4.6 to make zone changes that are consistent with the comprehensive plan designation subject only to the third criterion (adequate public facilities), and not require analysis of compliance with the statewide planning goals or the Comprehensive Plan policies. This would limit the potential for appeal to issues of infrastructure adequacy.

OPPORTUNITY AREAS

Figure 1 identifies the opportunity areas discussed in this section. The attached map series illustrates the proposed Comprehensive Plan and Zoning map amendments for each area.

Figure 1: Opportunity Area Reference Map



1. Central Area / 3rd Street

Impact / Scale & Scenario Modeling Assumptions

- About 330 properties total
- Development types were created to reflect the draft code language for the MMA Special Plan District
- About 310 housing units assumed to 2028 (nearly all through redevelopment)
- Industrial-zoned properties assumed to generate about 270 retail & office jobs rather than industrial; commercial & Mixed Employment (ME) zoned properties assumed to generate about 200 jobs – right types, but could be more intensity than possible under existing zoning.

Starting Recommendation

- ***Leave Plan designations as is; rezone the IL to ME plan designation; adopt Special Plan District with UGB adoption*** – using the recommended draft Special Plan District codes from the MMA project, adopt the Special Plan District as drafted, leaving the existing plan designations in place.

Rationale

- The MMA project had significant public outreach that developed support for implementing the special plan district. Property owners were generally on-board with that recommendation and support its adoption.
- The draft mixed use zones are similar in many ways to the regulations of the special plan district; however, because they are designed to be available to multiple areas within the city, the site-specific issues addressed in the draft Special Plan District are not necessarily included in the draft mixed use zones.
- The Special Plan District supersedes the regulations of the base zones, so the new mixed use zones are not needed to implement the vision for the area. However, making the zoning match the plan designation will minimize confusion.
- A plan amendment to one of the new mixed use zones might better convey the intent of the special plan district, but is not necessary (as noted above) and may confuse those who participated in the MMA process.

Follow up items

- There are a few minor details in the draft plan and code amendments that need to be settled prior to adoption.
- The City will need to do further work to identify financing for needed street improvements, but this can be done following adoption of the land use regulations.
- TSP amendments recognizing and incorporating recommendations from the MMA project will be included with the set of TSP amendments adopted with the UGB as needed.
- The City will need to send formal notice to all property owners about the adoption of the special plan district prior to hearings.

Rationale

- The MMA project had significant public outreach that developed support for implementing the special plan district. Property owners were generally on-board with that recommendation and support its adoption.
- The draft mixed use zones are similar in many ways to the regulations of the special plan district; however, because they are designed to be available to multiple areas within the city, the site-specific issues addressed in the draft Special Plan District are not necessarily included in the draft mixed use zones.
- The Special Plan District supersedes the regulations of the base zones, so the new mixed use zones are not needed to implement the vision for the area. However, making the zoning match the plan designation will minimize confusion.
- A plan amendment to one of the new mixed use zones might better convey the intent of the special plan district, but is not necessary (as noted above) and may confuse those who participated in the MMA process.

Follow up items

- There are a few minor details in the draft plan and code amendments that need to be settled prior to adoption.
- The City will need to do further work to identify financing for needed street improvements, but this can be done following adoption of the land use regulations.
- TSP amendments recognizing and incorporating recommendations from the MMA project will be included with the set of TSP amendments adopted with the UGB as needed.
- The City will need to send formal notice to all property owners about the adoption of the special plan district prior to hearings.

2. East Downtown

Impact / Scale & Scenario Modeling Assumptions

- About 80 properties
- Little redevelopment potential identified; Mixed Use Urban development type used for those parcels that may have redevelopment potential
- Virtually no housing assumed – only about 5 units of yield to 2028
- Minimal employment growth to 2028, and types consistent with existing commercial zoning

Starting Recommendation

- Plan amendment: General Commercial (CG) to Mixed Use Urban (MU)
- Defer zone change to when initiated by property owners

Rationale

- With very minimal impact to projected housing or employment capacity, there is no urgency to get new zoning in place.

- The Central Area Plan identified the recommendation of extending downtown zoning into this area (among others) – the idea has been discussed in the community in general terms in the past, and specifically by the UGB TACs.
- Adopting the plan designations expresses the intent for the area and facilitates property owner initiated rezones when they are ready to redevelop.

Follow up items

- The City will need to send notice to property owners about the plan map amendment prior to hearings.

3. Inner Highway 20 / Greenwood

Impact / Scale & Scenario Modeling Assumptions

- About 65 properties total
- Little redevelopment potential identified; neighborhood-scale mixed use was identified as the most appropriate development type for the commercial corridor, but there were no parcels identified as having redevelopment potential to 2028, so this development type was not applied.
- Model assumes RH on the half-block north of the commercial area but with miniscule amounts of redevelopment
- Virtually no housing assumed – under 1 unit of yield to 2028
- Virtually no jobs growth assumed

Starting Recommendation

- Plan amendment: Convenience Commercial (CC) to Mixed Use Neighborhood (MN); no change to residential designations abutting the commercial area
- Defer zone change to MN to when initiated by property owners

Rationale

- With very minimal impact to projected housing or employment capacity, there is no urgency to get new zoning in place.
- The area is small and surrounded by established neighborhoods.
- The area is a transit corridor and part of a broader strategy about encouraging development along transit corridors over the long-range future.

Follow up items

- The City will need to send notice to property owners about the plan map amendment prior to hearings.

4. Central West Side / Century Drive

Impact / Scale & Scenario Modeling Assumptions

- About 200 properties total (Note: the Central Westside Plan (CWP) area extends beyond the UGB Opportunity Area. The CWP planning area includes Newport Avenue,

Galveston Avenue, Portland Avenue, and 14th Street north of Commerce Avenue, but the UGB Opportunity Site does not include these areas.)

- Substantial redevelopment potential identified through Central Westside Plan (CWP) process
- Mixed Use Neighborhood development type used for those parcels that may have redevelopment potential – development type assumptions calibrated to reflect input from CWP process on type and mix of uses envisioned for this area.
- About 410 housing units assumed to 2028 (about 275 on vacant land)
- Industrial portion assumed to generate about 275 new retail & office jobs rather than industrial jobs
- Commercial & mixed employment portions assumed to generate about 800 new retail & office jobs – right employment types for current plan designations but intensity probably not possible under existing rules
- OSU Cascades assumed to locate on the land currently owned by the university

Starting Recommendation

- Amend plan designations to mixed use designation(s) with UGB adoption, defer all zoning amendments.
- Specific plan amendments and locations appropriate for each mixed use designation will be recommended by the CWP process.
- Include policy language in the Growth Management chapter regarding the university special site need

Rationale

- The Central Westside Plan (CWP) had significant public outreach that developed support for the preferred scenario.
- The UGB TACs and CWP Community Advisory Committee have directed the UGB project to integrate the two planning studies for consistency, and that the UGB project will be treating the area like other UGB Opportunity Sites.
- The area is projected to provide significant housing and employment capacity over the planning horizon.
- The CWP project is still underway, so zoning at this time is premature. The city is in the process of amending the Master Planning codes which may have an effect on the planning processes likely to take place in the future in this area. Phase 2 of the CWP process (focused on implementation of the Phase 1 CWP) could include additional review of the text of the new mixed use zones to ensure they meet the needs of the area. There may be a need for some specific refinements to compatibility measures to implement the CWP recommendations.

Follow up items

- CWP committee needs to provide a recommendation regarding where to apply the MU plan designation vs. the MN plan designation. This is expected to occur in early April 2016.

5. KorPine Industrial Area

Impact / Scale & Scenario Modeling Assumptions

- About 14 properties
- Substantial redevelopment potential identified; Mixed Use Urban development type used for those parcels that may have redevelopment potential
- About 170 units of housing yield assumed to 2028
- Assumed to generate about 290 new retail & office jobs rather than industrial jobs

Starting Recommendation

- Amend plan designations to mixed use with UGB adoption. Plan amendments:
  - General Industrial (IG) to Mixed Use Urban (MU)
  - Mixed Employment (ME) to Mixed Use Urban (MU)
- Amend zoning to mixed use with UGB adoption. Zone changes:
  - General Industrial (IG) to Mixed Use Urban (MU)
  - Mixed Employment (ME) to Mixed Use Urban (MU)

Rationale

- The area is projected to provide significant housing and employment capacity over the planning horizon.
- The mixed use zones can be flexible regarding continuation of existing uses, which will limit concerns about non-conforming uses.

Follow up items

- The City will send notice to property owners about the plan and zone map amendments prior to hearings.
- The project team will need to amend the new mixed use zones to make existing uses permitted.

6. Juniper Ridge (East)

Impact / Scale & Scenario Modeling Assumptions

- 1 property, about 160 acres
- Special development type used for this area, calibrated to the type and amount of employment growth assumed as background growth for the Employment Sub-district zone change transportation analysis that established the trip cap for the western portion of Juniper Ridge
- about 1,430 jobs assumed
- Currently IL plan designation, UAR10 zone

Starting Recommendation

- No change to plan designation or zoning

Rationale

- With significant vacant acreage in the employment sub-district on the western side of Juniper Ridge, there is not an immediate need to bring the eastern portion online.
- The City will coordinate with ODOT to amend, or expand the existing Inter Governmental Agreement pertaining to transportation improvement phasing and financing in conjunction with rezoning of the easterly portion of the site.

Follow up items

- The City should continue coordinating with ODOT regarding the IGA in conjunction with land use designations at Juniper Ridge.

7. 15th Street Ward Property

Impact / Scale & Scenario Modeling Assumptions

- 4 properties (204 acres total)[1], all vacant
- Scenario modeling based on the following assumptions[2]:
    - 13.2 acre school site
    - 6.4 acres RH
    - 8.3 acres RM at master plan densities
    - 153.9 acres RS at master plan densities
    - 10.4 acres ME
    - 16.4 acres commercial
- About 215 units (total) on land proposed to be upzoned to RM and RH (roughly double the maximum possible under existing zoning)
- About 350 jobs on land proposed to be rezoned to commercial & mixed employment

Starting Recommendation

- Plan amendments & zone change with UGB adoption:
    - 6.3 acres RS to RH
    - 8.3 acres RS to RM
    - 16.1 ac RS to CC
    - 10.2 ac RS to ME

Rationale

- Important impact on housing capacity and mix as well as employment capacity and creating a complete community in the southeast.

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[1] Note that the Ward family also owns an additional adjacent parcel that is currently outside the UGB. This parcel may be master planned with the site inside the UGB; however, urban zoning will not be applied to that parcel until annexation, which will follow the UGB adoption process.

[2] A recent lot line adjustment related to the Murphy Road extension and park site acquisition by Bend Parks and Recreation District has reduced the size of the property in Ward family ownership. Scenario modeling approximated this adjustment but slightly underestimated the size of the park and Murphy Road right-of-way.

- This is an important efficiency measure since it is the largest piece of vacant residential land inside the city today.

Follow up items

- Continuing discussion and coordination needed with the property owners.

8. River Rim

Impact / Scale & Scenario Modeling Assumptions

- 2 properties (81 acres total), all vacant
- Already RS plan designation (RL zone)
- Scenario modeling uses RS at master plan densities on the 30-acre buildable portion of the site, with no development assumed on the remainder
- About 150 units assumed in total on buildable portion – more than would be possible with RL zoning on the buildable portion, but if they transferred development potential from the full site as allowed under the code they could build over 160 units with the existing RL zoning

Starting Recommendation

- Leave existing plan/zone conflict in place; defer rezoning to property owner initiative.

Rationale

- The development code requires subdivisions to comply with both the standards of the zoning district in which the project is located and the standards of the zoning district that implements the General Plan designation of the subject property.
- It is possible to achieve the projected capacity under existing zoning (see above). There is only a moderate difference in projected housing mix between RS and RL, and the master plan standards set the same minimum for housing types other than single family detached.
- In 2003 the city initiated a zone change for all RL property to RS. This property was singled out in that effort and rejected by city council.
- New master plan process will offer a 2-track system, including a clear and objective path for applications that are not seeking to deviate from the current standards. This, combined with a streamlined process for a zone change in compliance with the comprehensive plan, will result in a fairly clear and objective path to implementation of the plan designation.

9. Central Oregon Irrigation District

Impact / Scale

- Total property is about 160 acres; about 80 acres may be buildable
- Removed from scenario modeling based on testimony demonstrating that it is encumbered by a view easement through 2032
- No housing or employment yield assumed to 2028
- Currently RS zone, PF plan designation

Starting Recommendation

- Change plan designation on buildable parcel from PF to RS with UGB adoption

Rationale

- Will not impact capacity, but would make it easier for COID to develop the property if/when they can resolve the easement issue.

Follow up items

- Confirm that current irrigation facilities would not become non-conforming uses.

OTHER EXISTING PLAN / ZONE CONFLICTS

In total, there are at least 650 housing units assumed on land where the existing zoning is less dense than the plan designation (on which the housing projections are based) outside of the opportunity areas. While this is a significant number, rezoning is not recommended as part of the UGB adoption package for the following reasons:

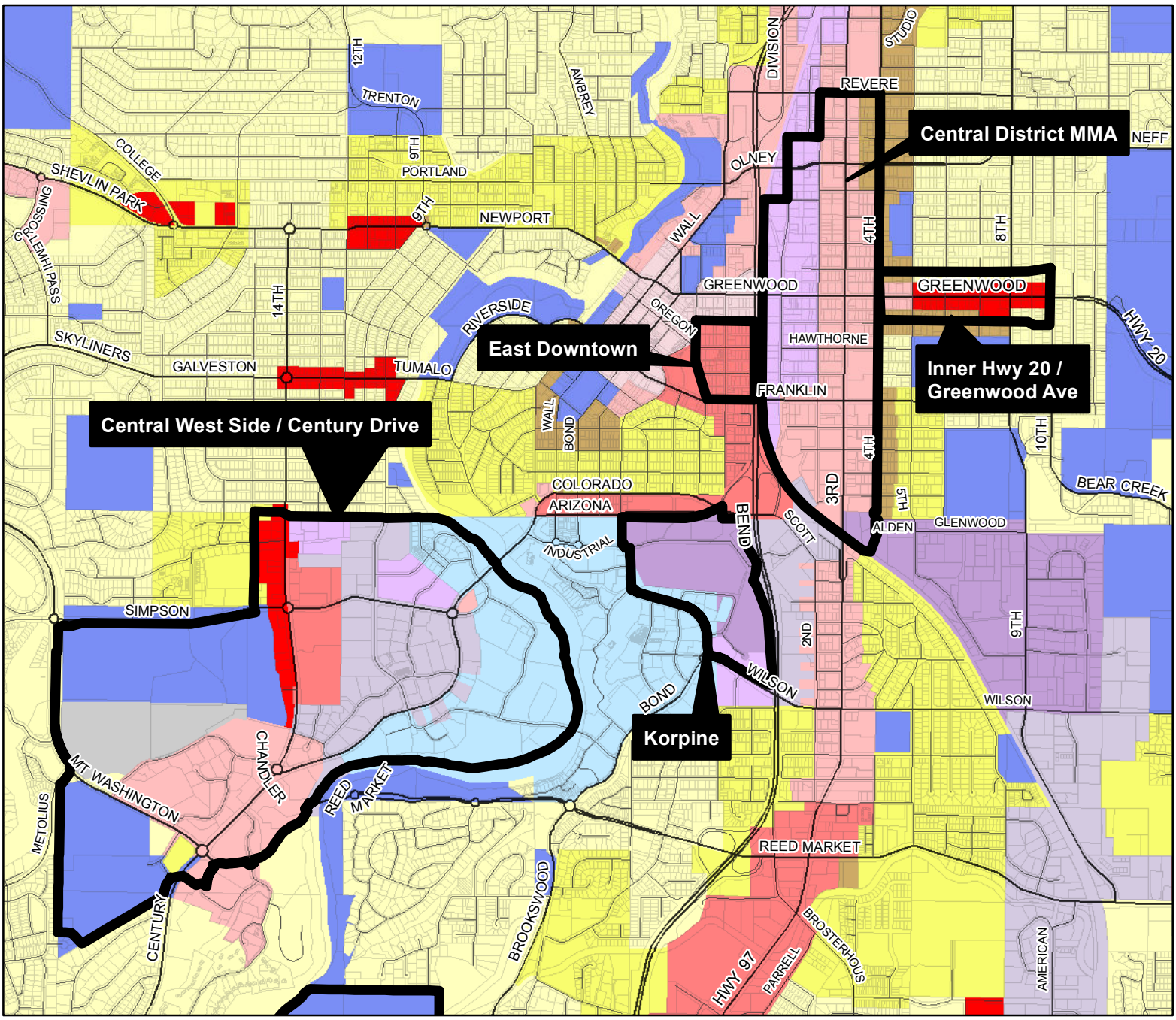
- there has been little or no outreach to these property owners to date;
- existing regulations require development to be consistent with the zone that implements the plan designation; and
- a streamlined process for zone changes in compliance with the comprehensive plan will make it easier for property owners to get a zone change when they are ready to develop.
- Development codes pertaining to Master Plans now explicitly state the intent of the process is to implement the underlying General Plan designations.

There are other plan/zone conflicts on non-residential land where employment capacity is assumed; however, only production of needed housing is subject to the requirements related to clear and objective standards and adopting zone changes. Zone changes are not recommended for these properties at this time.

Bend UGB

Opportunity Areas

Existing Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
- PF
- PO
- PO/RM/RS
- RH
- RL
- RM
- RS
- SM
- UAR10
- URA
- MMA Overlay

URBAN GROWTH BOUNDARY REMAND

Disclaimer: Proposed plan designations are preliminary and subject to change.

Service Layer Credits: Deschutes County GIS (2014)

Last Updated: 3/8/2016

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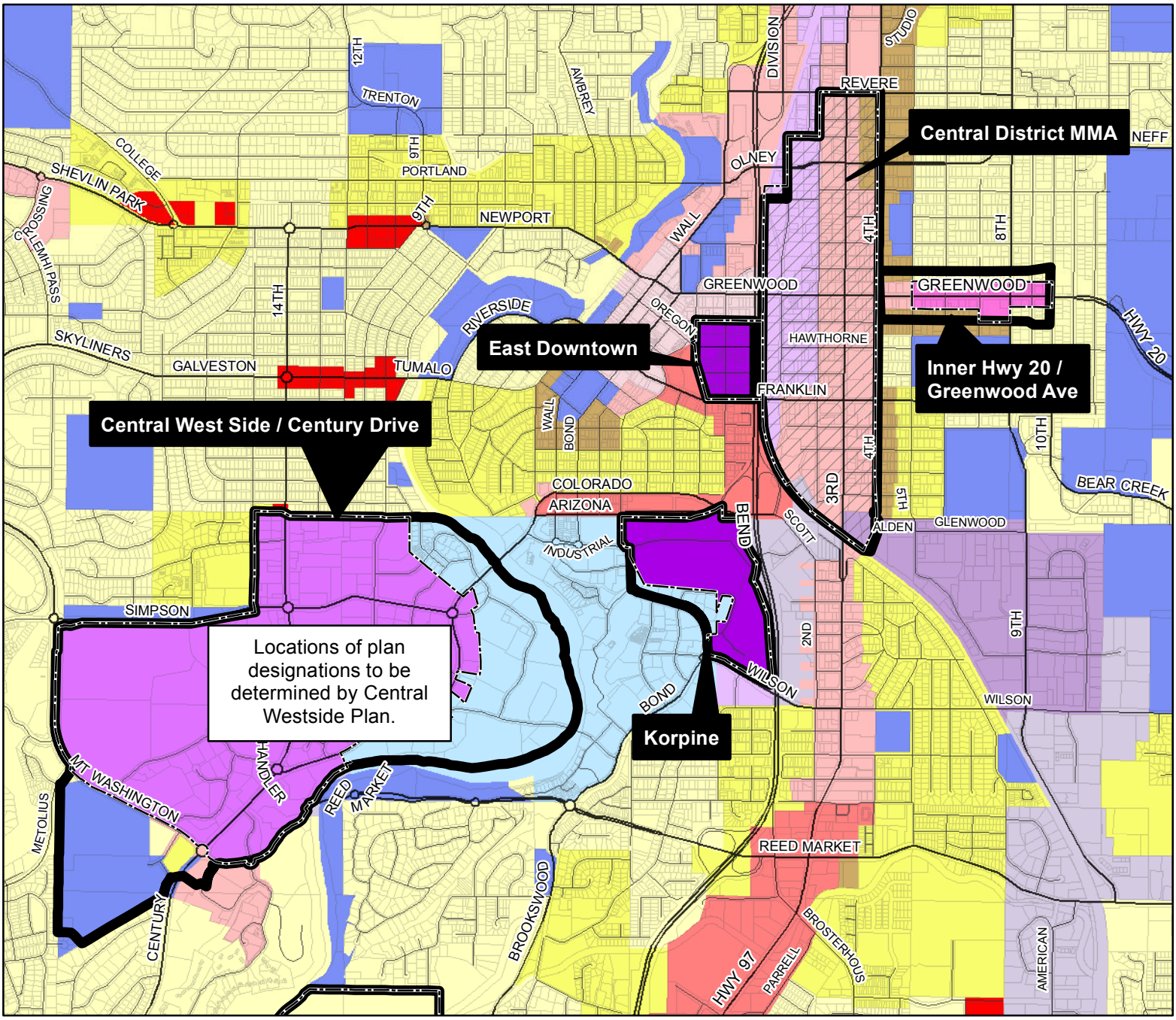
NORTH

08906

Bend UGB

Opportunity Areas

Proposed Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

CB
CC
CG
CL
IL
IG
IP
ME
MN
MR
MU
MU/MN (TBD by Central Westside Plan)
PF
PO
PO/RM/RS
RH
RL
RM
RS
SM
UAR10
URA
MMA Overlay

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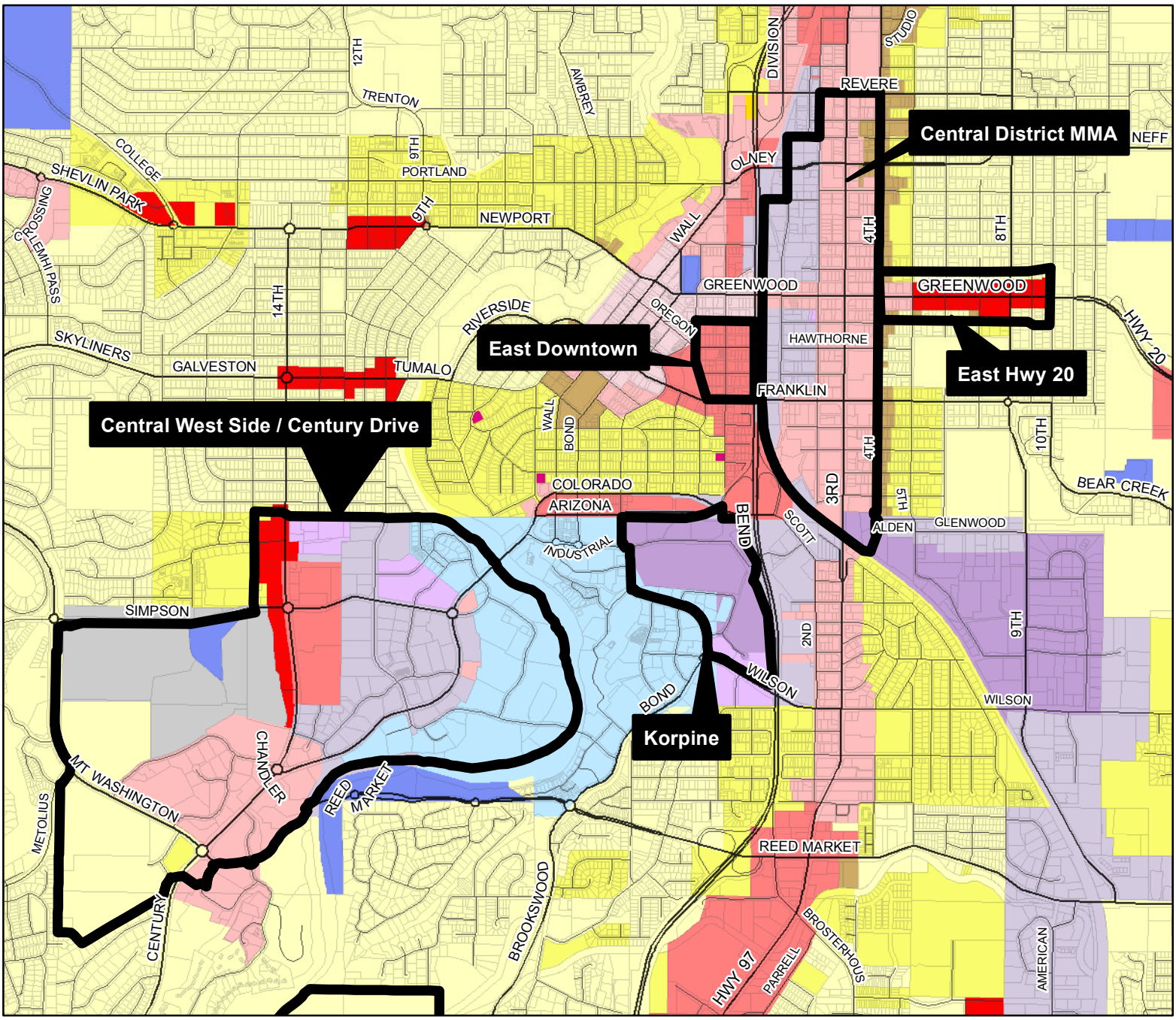
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NORTH

08907

Bend UGB

Opportunity Areas
Existing Zoning



Taxlots	**Zoning**		
Opportunity Areas	CB	IL	RL
Map Amendments	CC	IP	RM
	CG	ME	MU
	CH	MR	RS
	CL	PF	SM
	CN	PO	SR2-1/2
	IG	PO/RM/RS	UAR10
		RH	MMA Overlay

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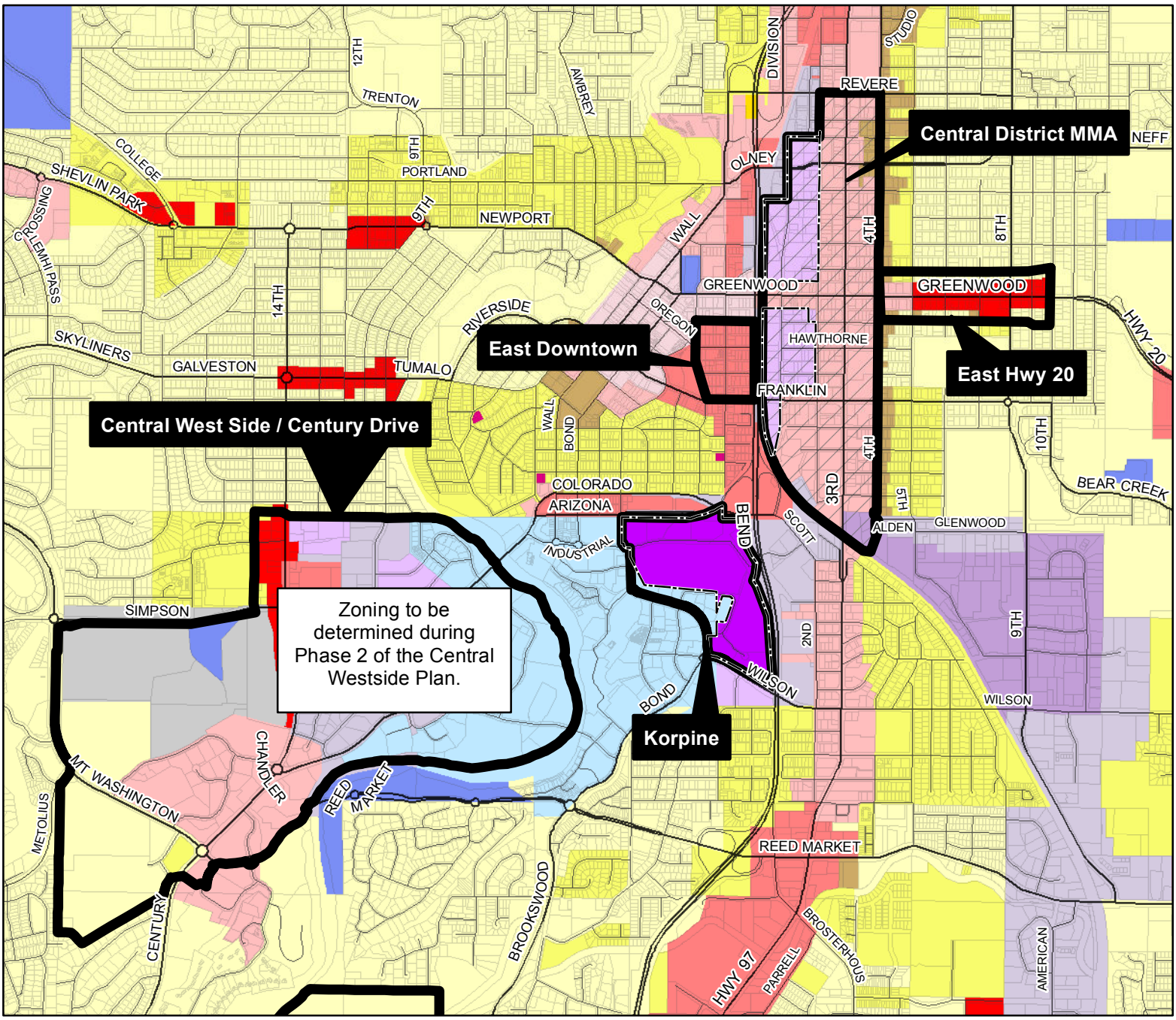
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NORTH

08908

Bend UGB

Opportunity Areas
Proposed Zoning



Taxlots
Opportunity Areas
Map Amendments

Zoning

CB	IL	RH	UAR10
CC	IP	RL	MMA Overlay
CG	ME	RM	
CH	MR	MU	
CL	PF	RS	
CN	PO	SM	
IG	PO/RM/RS	SR2-1/2	

URBAN GROWTH BOUNDARY REMAND

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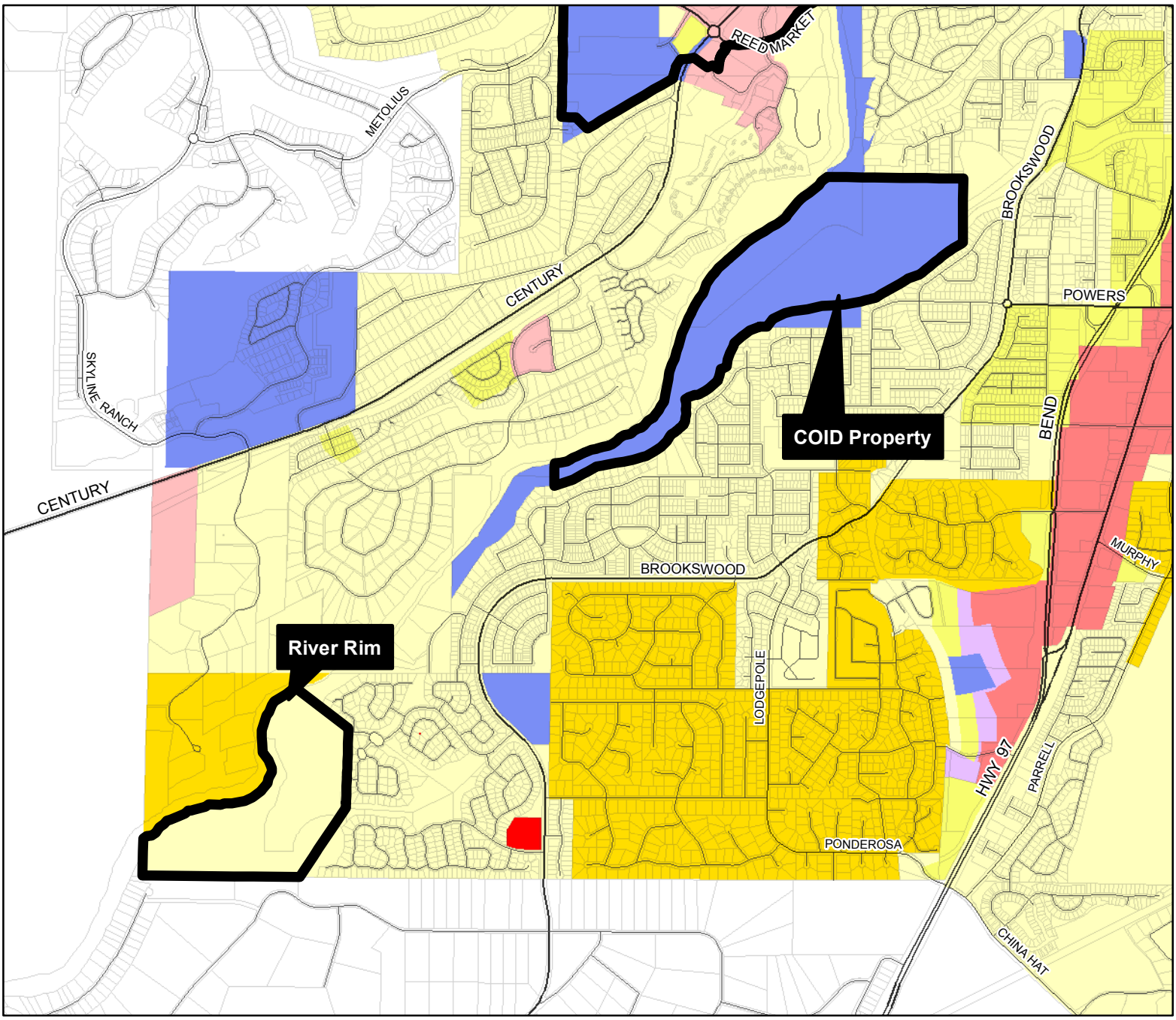
Last Updated: 3/8/2016

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NORTH

08909

Bend UGB
Opportunity Areas
Existing Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
- PF
- PO
- PO/RM/RS
- RH
- RL
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- RS
- SM
- UAR10
- URA
- MMA Overlay

URBAN GROWTH BOUNDARY REMAND

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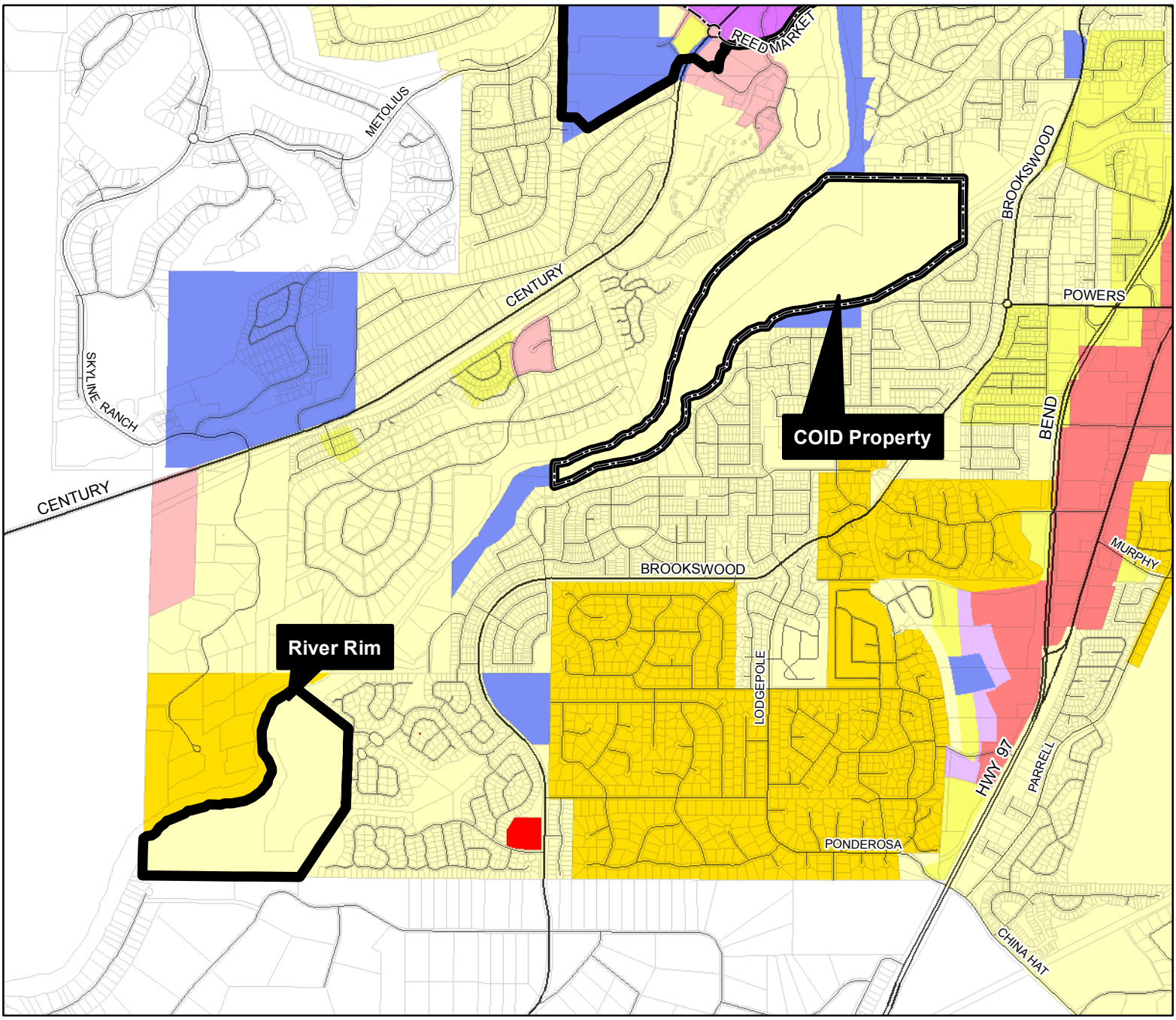
Last Updated: 3/8/2016

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NORTH

08910

Bend UGB
Opportunity Areas
Proposed Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
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- RS
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- URA
- MMA Overlay

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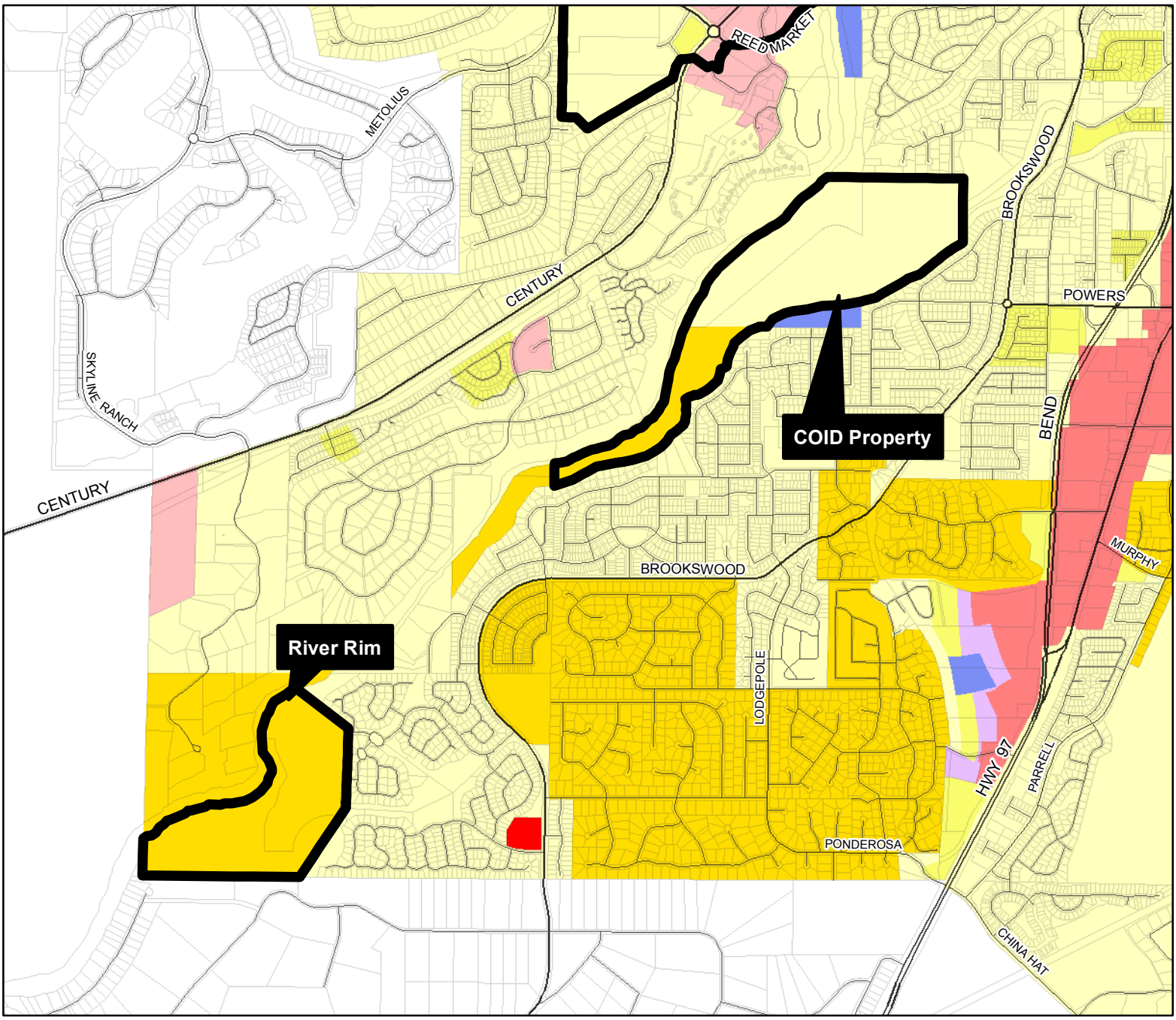
Last Updated: 3/8/2016

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NORTH

08911

Bend UGB
Opportunity Areas
Existing Zoning



Taxlots
Opportunity Areas
Map Amendments

Zoning

CB, CC, CG, CH, CL, CN, IG, IL, IP, ME, MR, PF, PO, PO/RM/RS, RH, RL, RM, MU, RS, SM, SR2-1/2, UAR10, MMA Overlay

URBAN GROWTH BOUNDARY REMAND

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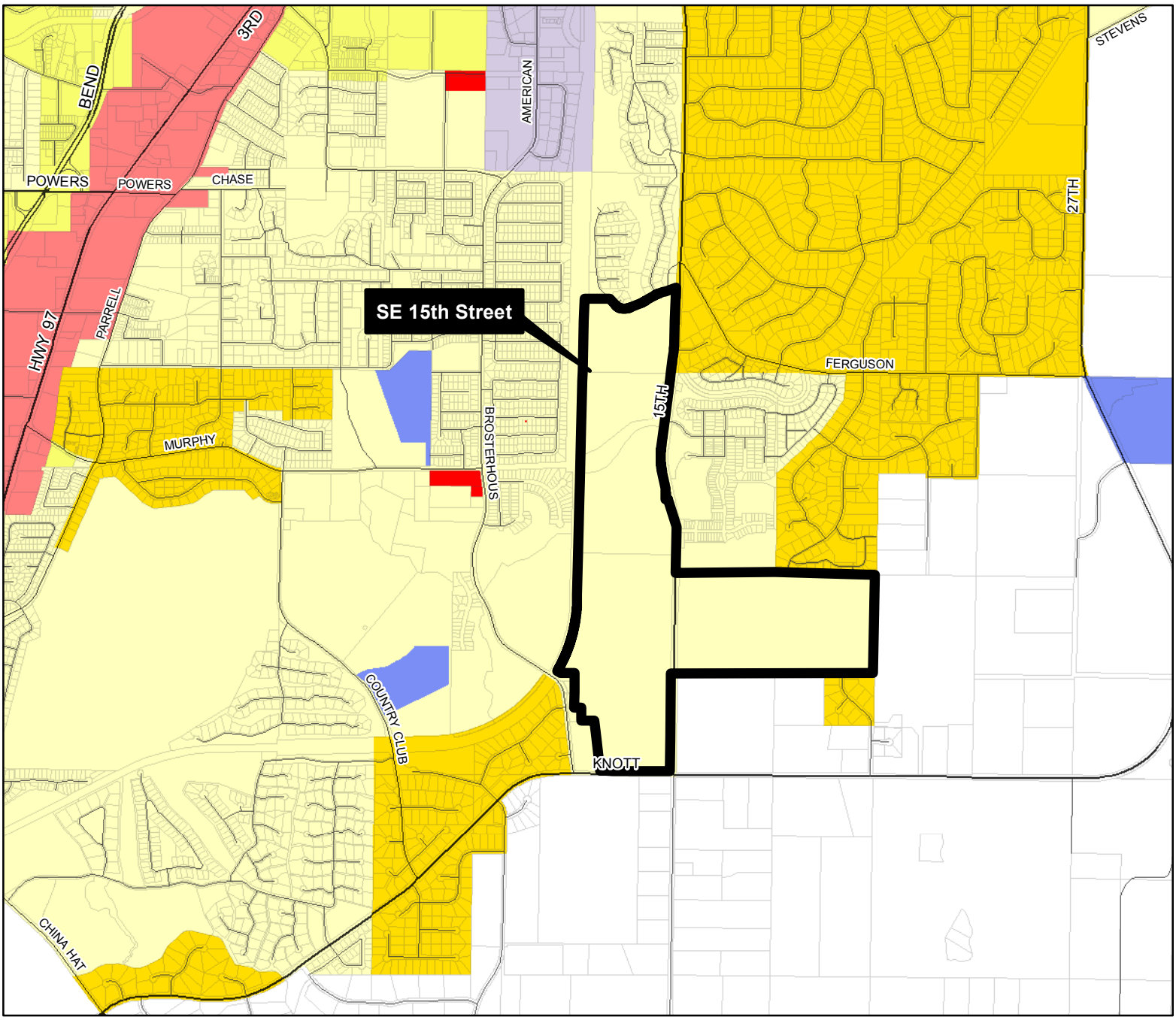
NORTH

08912

Bend UGB

Opportunity Areas

Existing Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
- PF
- PO
- PO/RM/RS
- RH
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- RM
- RS
- SM
- UAR10
- URA
- MMA Overlay

URBAN GROWTH BOUNDARY REMAND

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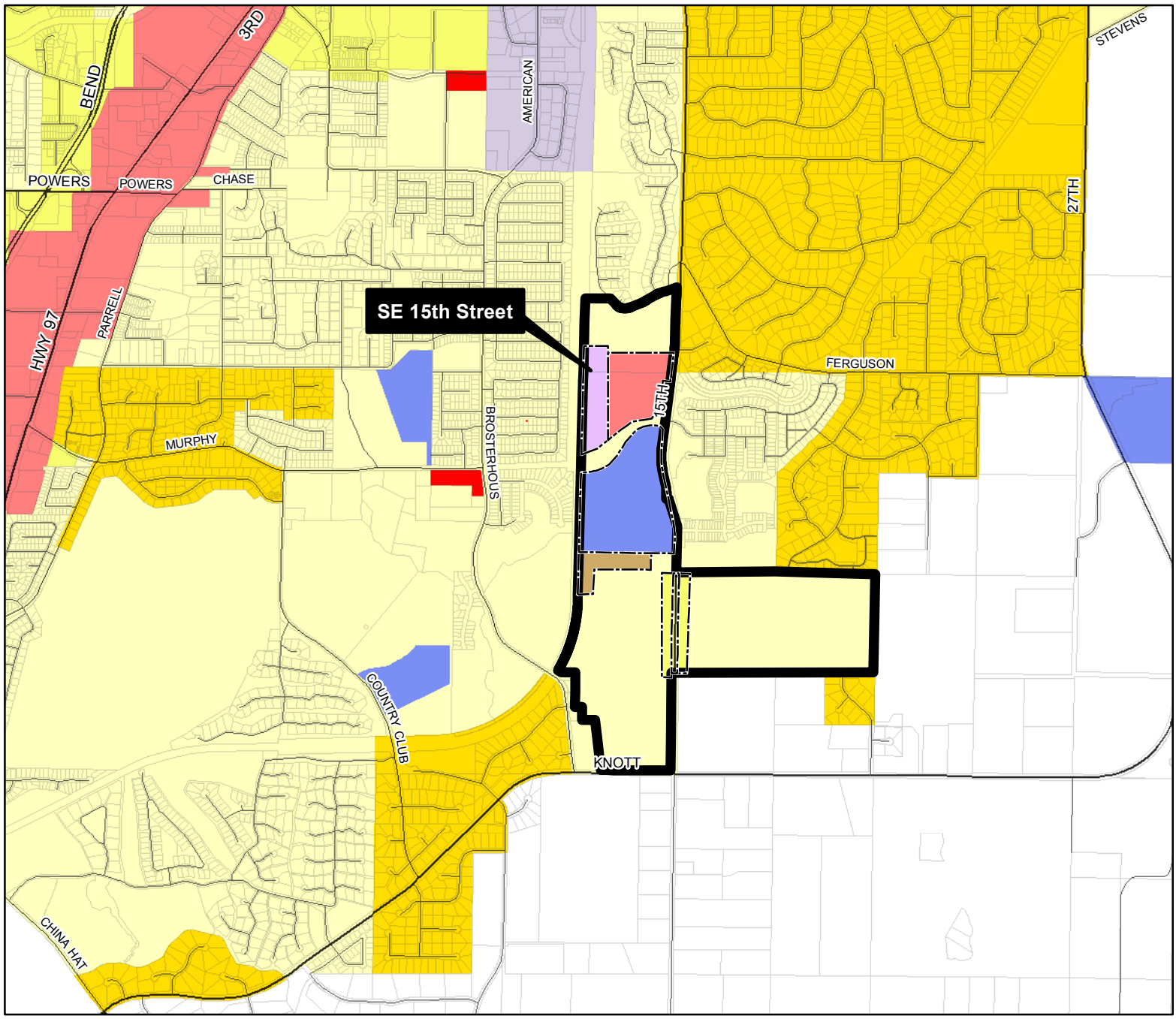
Last Updated: 3/8/2016

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NORTH

08913

Bend UGB
Opportunity Areas
Proposed Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
- PF
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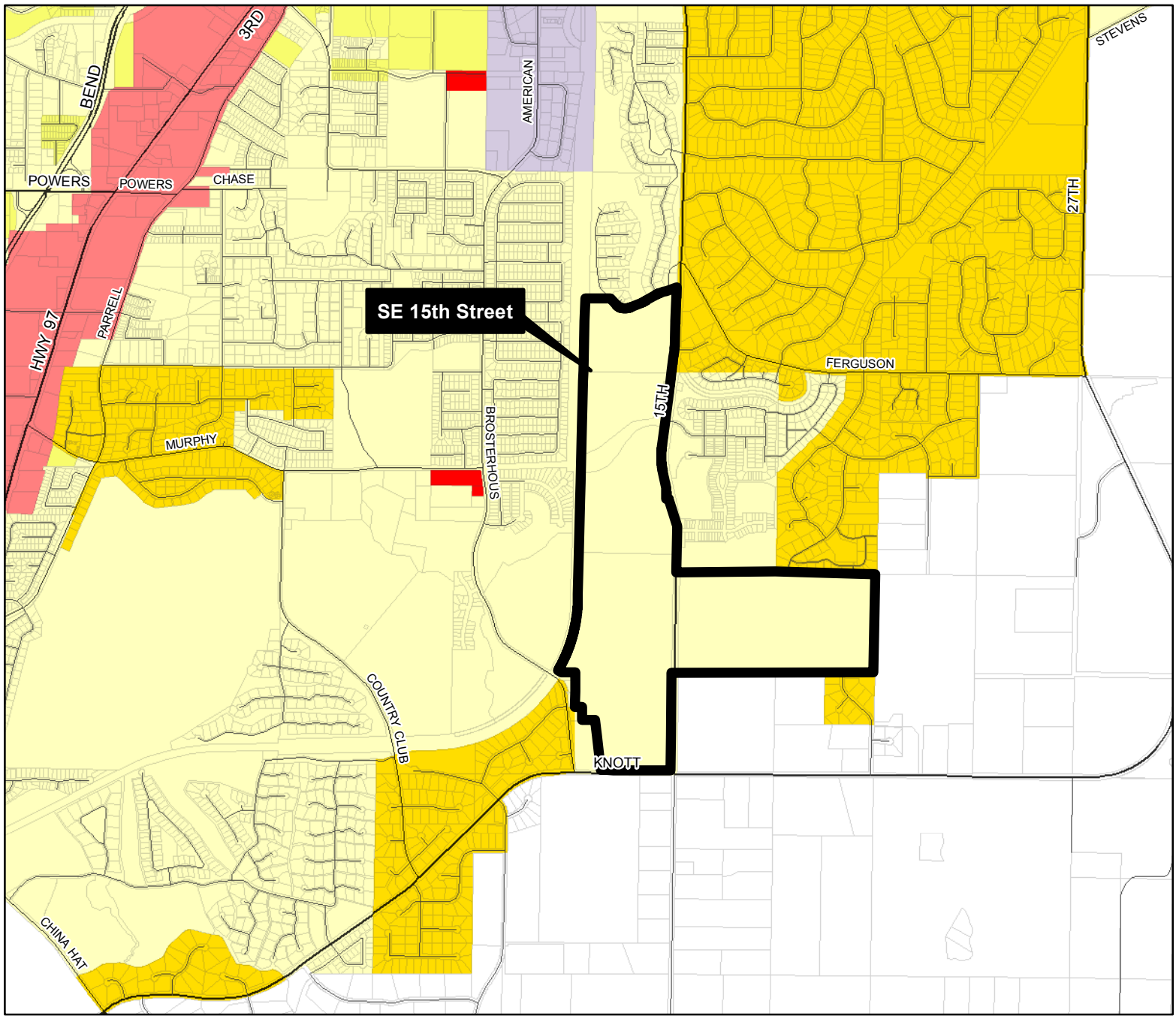
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NORTH

08914

Bend UGB

Opportunity Areas
Existing Zoning



Taxlots
Opportunity Areas
Map Amendments

Zoning

CB
CC
CG
CH
CL
CN
IG
IL
IP
ME
MR
PF
PO
PO/RM/RS
RH
RL
RM
MU
RS
SM
SR2-1/2
UAR10
MMA Overlay

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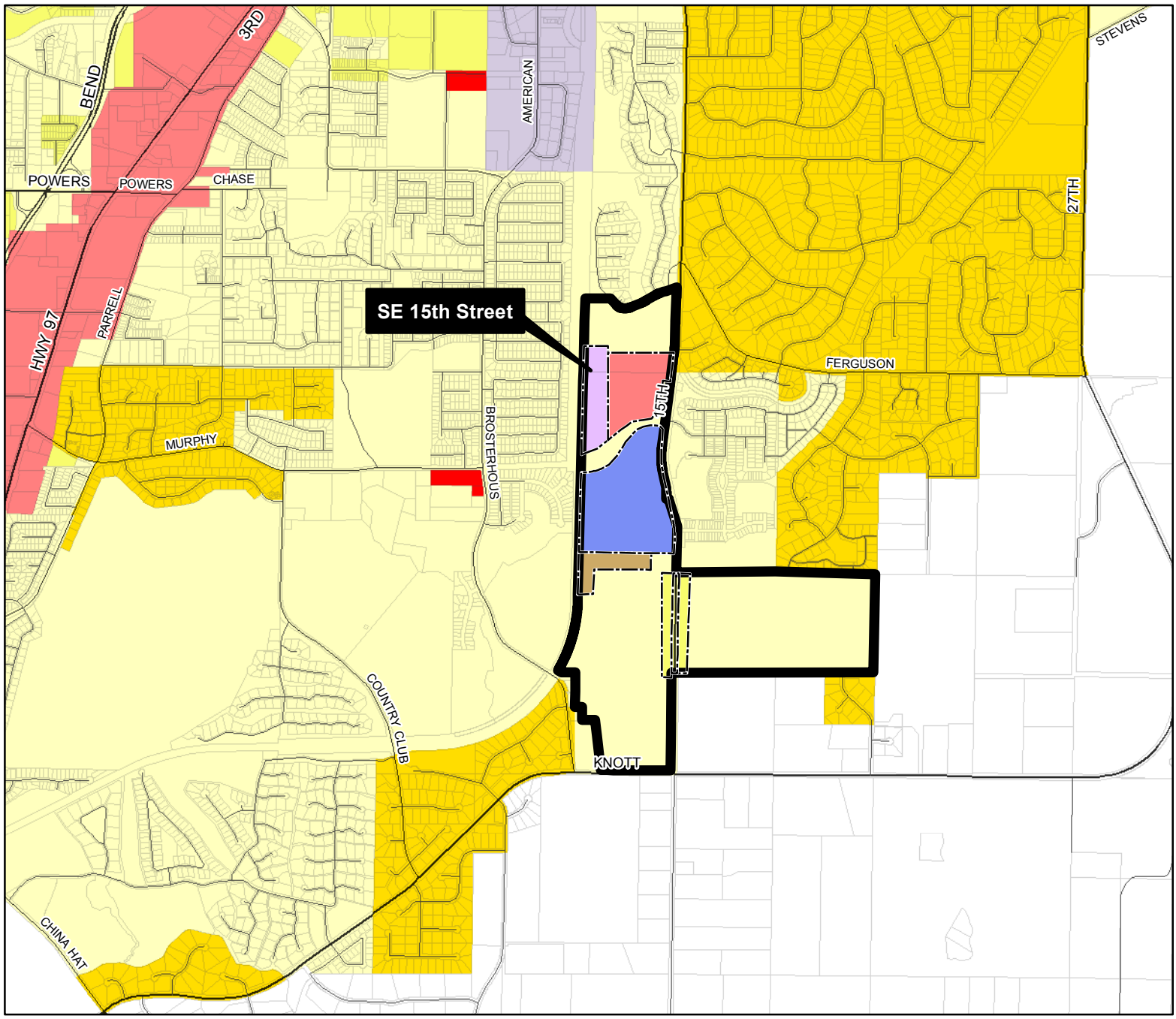
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NORTH

08915

Bend UGB

Opportunity Areas
Proposed Zoning



Taxlots
Opportunity Areas
Map Amendments

Zoning

CB
CC
CG
CH
CL
CN
IG
IL
IP
ME
MR
PF
PO
PO/RM/RS
RH
RL
RM
MU
RS
SM
SR2-1/2
UAR10
MMA Overlay

URBAN GROWTH BOUNDARY REMAND

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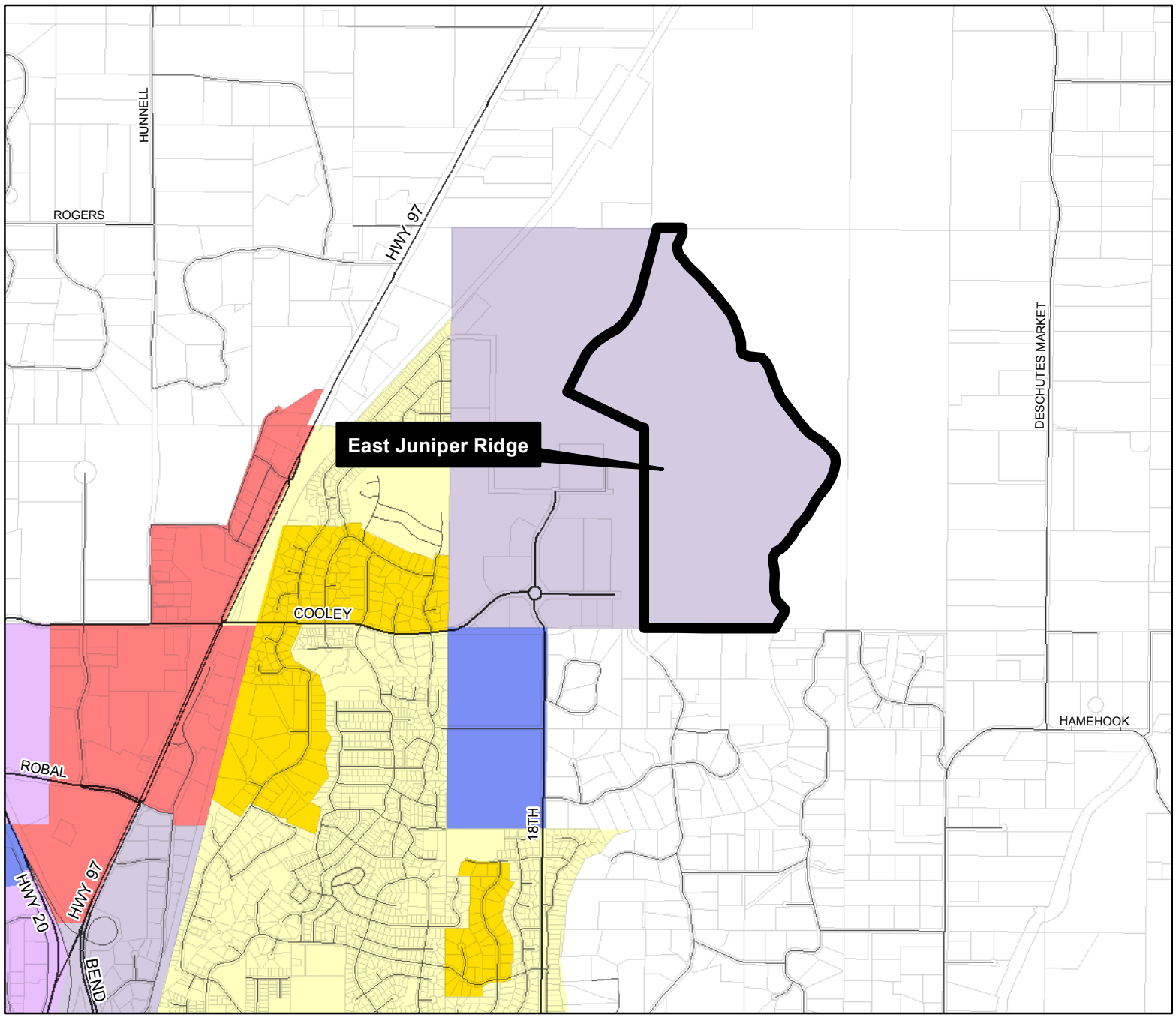
NORTH

08916

Bend UGB

Opportunity Areas

Existing Comprehensive Plan Designations



Map Amendments
Taxlots
Opportunity Areas

Plan Designation

- CB
- CC
- CG
- CL
- IL
- IG
- IP
- ME
- MN
- MR
- MU
- MU/MN (TBD by Central Westside Plan)
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- PO/RM/RS
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- RM
- RS
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- URA
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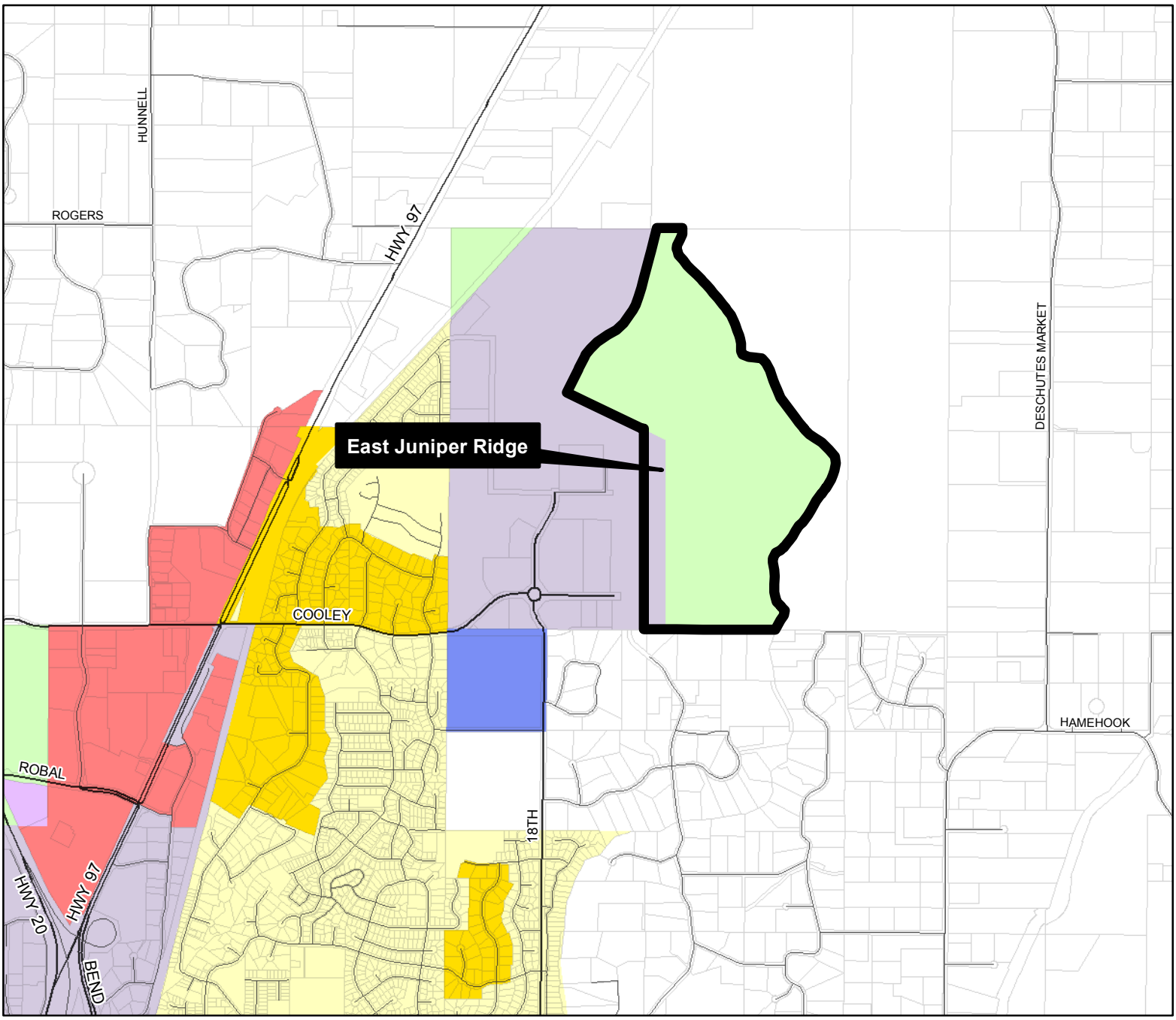
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NORTH

08917

Bend UGB

Opportunity Areas
Existing Zoning



Taxlots
Opportunity Areas
Map Amendments

Zoning

CB
CC
CG
CH
CL
CN
IG
IL
IP
ME
MR
PF
PO
PO/RM/RS
RH
RL
RM
MU
RS
SM
SR2-1/2
UAR10
MMA Overlay

URBAN GROWTH BOUNDARY REMAND

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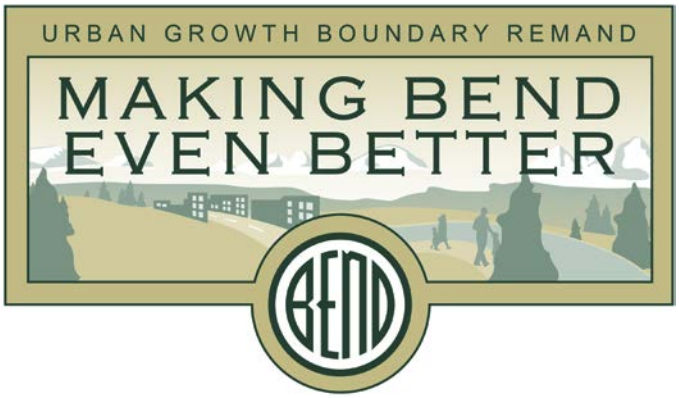
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Last Updated: 3/8/2016

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NORTH

08918



Bend Integrated Land Use and Transportation Plan

WORKING DRAFT

March 10, 2016

DRAFT

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City of Bend

Growth Management Department
Nick Arnis
Brian Rankin
Karen Swirsky

Bend Metropolitan Planning Organization
Tyler Deke
Jovi Anderson

Consultant Team

Angelo Planning Group *DKS Associates* *Fregonese Associates*

Advisory Committees

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

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

Boundary Technical Advisory Committee
Toby Bayard
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John Dotson
Ellen Grover
Steve Hultberg
Brian Meece
Charlie Miller
Mike Riley
John Russell
Ron Ross
Sharon Smith
Gary Timm
Rod Tomcho
Robin Vora
Dale Van Valkenburg
Ruth Williamson
Thomas Kemper**
Wesley Price**
Rockland Dunn, PC
Scott Edelman, DLCD*
Jim Bryant, Oregon Dept. of Transportation*
Nick Lelack, Deschutes County*

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

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CHAPTER 1. INTRODUCTION

Purpose of the Integrated Land Use and Transportation Plan

The purposes of this Integrated Land Use and Transportation Plan (ILUTP) are to:

- Provide a policy framework for increasing transportation choices in Bend through an integrated set of long range land use and transportation strategies
- Address Transportation Planning Rule[1] and Urban Growth Boundary Remand[2] requirements related to reduction of Vehicle Miles Traveled (VMT) per capita and reduced reliance on the automobile
- Describe Bend's policies and standards to be used in demonstrating progress toward a reduction of VMT over time

This ILUTP is a supporting and supplemental document to the Bend Comprehensive Plan and Transportation System Plan. Bend's Comprehensive Plan and Transportation System Plan have many policies and standards which support transportation choices. This ILUTP provides an additional policy framework that is specifically targeted at the purposes listed above.

What is an ILUTP?

Oregon's Transportation Planning Rule requires that local governments within larger regions plan for transportation systems and land use patterns in ways that increase transportation choices and reduce reliance on the automobile. One way that this is often expressed is through how much people are driving, measured as vehicle miles traveled (VMT) per capita, the average distance driven in a day per person.

When the City's adopted land use and transportation plans are expected to result in an increase in VMT per capita, Oregon's Transportation Planning Rule requires preparation of a plan that sets standards and policy direction to change that trend (see below for the full legal context). The central purpose of the plan is to describe what can be done to lessen that increase in VMT and therefore "demonstrate progress towards increasing transportation choices and reducing automobile choices".[3]

As a practical matter, an ILUTP addresses four types of strategies for reducing VMT growth:

- Land use strategies
- Transportation demand management strategies
- Public transit planning
- Policies related to review and management of major roadway improvements

[1] OAR 660-012

[2] Remand Record 05844 (Section 8.6 e (c) page 121)

[3] OAR 660-012-0035(5)

Why VMT Matters to the Community

In addition to being the subject of legal requirements, VMT is also important to quality of life in Bend. VMT per capita measures how much people are driving; it generally reflects a combination of the following factors:

- the availability and desirability of alternatives to driving (such as transit service and bike lanes), which influences whether and to what degree people can meet their needs without using the car;
- proximity between land uses (e.g. the distance from home to the grocery store, work and school), which affects both the potential to reach a destination by walking or biking and the length of the car trip for those who drive; and
- efficiency of the transportation system (e.g. whether there are direct routes between destinations or whether drivers must travel out of their way to reach their destinations).

Lower VMT can result from fewer and shorter auto trips, and by converting auto trips to other modes such as walking, biking, or transit. Having more options to get around and having shorter distances to travel to meet daily needs, both of which lead to VMT reduction, are generally seen as improvements to quality of life. VMT also impacts transportation emissions, which affect air quality and public health, as well as fossil fuel consumption, greenhouse gas emissions, transportation safety, and travel costs.

Legal Context

The Transportation Planning Rule and Remand Requirements

State administrative rule (Oregon Administrative Rule 660, Division 12, Section 0035; Division 12 is also called the Transportation Planning Rule or TPR) requires that Transportation System Plans (TSPs) be based upon "evaluation of potential impacts of system alternatives that can reasonably be expected to meet the identified transportation needs."[4] Areas in Metropolitan Planning Organizations (such as Bend) must "evaluate alternative land use designations, densities and design standards to meet local and regional transportation needs."[5]

This evaluation informs a strategy and adopted standards "for increasing transportation choices and reducing reliance on the automobile.[6] There are a number of strategies that must be evaluated such as improvements to existing facilities and services, enhancements to alternative modes of travel, transportation systems management, travel demand management, and land use standards. These strategies must result in "adopted standards to demonstrate progress towards increasing transportation choices and reducing automobile reliance," which requires a qualitative and quantitative description in the plan explaining how reliance on the automobile is reduced, convenience in using alternative modes has increased, there is a likelihood of a significant increase in non-automobile use, Vehicle Miles Traveled (VMT) does not increase

[4] OAR 660-012-0035(1).
[5] OAR 660-012-0035(2).
[6] OAR 660-012-0035(4).

more than five percent, and that the standards are measurable and reasonably related to the goal of reducing reliance on the auto.[7]

The TSP must include "policies to evaluate progress towards achieving the standard or standards adopted and approved pursuant to this rule. Such evaluation shall occur at regular intervals corresponding with federally-required updates of the regional transportation plan. This shall include monitoring and reporting of VMT per capita."[8] The current TSP has policies directed at reducing reliance on the automobile and improving access to alternative modes. However, the TSP will be amended to include new policies specific to meeting the TPR requirements about reducing VMT.

If an MPO area can show that adopted plans and measures are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period, they will be found to be in compliance with the rule, but must still adopt interim benchmarks for VMT reduction and evaluate progress with each TSP update.[9]

If an alternate standard is approved, but an increase in VMT (of less than 5%) is anticipated, the local jurisdictions in the MPO area must prepare and adopt an ILUTP containing specific required elements within three years of the approval of the standard.[10] The required elements are:[11]

- Changes to land use plan designations, densities, and design standards such as increasing residential densities adjacent to transit, major employment areas, and major retail areas; increasing employment densities in designated community centers; designating land for neighborhood shopping centers; and providing housing opportunities in close proximity to employment areas (see full list below);
- A transportation demand management plan that includes significant new transportation demand management measures;
- A public transit plan that includes a significant expansion in transit service; and
- Policies to review and manage major roadway improvements to ensure that their effects are consistent with achieving the adopted strategy for reduced reliance on the automobile.

The land use strategies that local governments "shall consider" are listed in detail below.

> *"(a) Increasing residential densities and establishing minimum residential densities within one quarter mile of transit lines, major regional employment areas, and major regional retail shopping areas;*

[7] OAR 660-012-0035(5).
[8] OAR 660-012-0035(5)(e)
[9] OAR 660-012-0035(6)
[10] OAR 660-012-0035(5)(c)
[11] OAR 660-012-0035(5)(c) and OAR 660-012-0035(2)

"(b) Increasing allowed densities in new commercial office and retail developments in designated community centers;

"(c) Designating lands for neighborhood shopping centers within convenient walking and cycling distance of residential areas; and

"(d) Designating land uses to provide a better balance between jobs and housing considering:

"(A) The total number of jobs and total of number of housing units expected in the area or subarea;

"(B) The availability of affordable housing in the area or subarea; and

"(C) Provision of housing opportunities in close proximity to employment areas."[12]

The examples given in the rule of policies regarding review and management of major roadway improvements (defined to include "new arterial roads or streets and highways, the addition of travel lanes, and construction of interchanges to a limited access highway") include:[13]

"(i) An assessment of whether improvements would result in development or travel that is inconsistent with what is expected in the plan;

"(ii) Consideration of alternative measures to meet transportation needs;

"(iii) Adoption of measures to limit possible unintended effects on travel and land use patterns including access management, limitations on subsequent plan amendments, phasing of improvements, etc..."

Prior Work and Remand Issues

In the 2008 UGB expansion effort, the City did not address compliance with OAR 660-012-0035.[14] The Remand summarizes it as follows: "The [Department of Land Conservation and Development (DLCD)] Director's Decision found that:

- the metropolitan planning requirements of the TPR are applicable to Bend at this time;
- Bend has not complied with provisions of the TPR applicable to metropolitan areas for adoption of standards and benchmarks to reduce reliance on the automobile; and
- the metropolitan area planning requirements in the TPR must be met prior to a significant amendment of the UGB." [15]

[12] OAR 660-012-0035(2)

[13] OAR 660-012-0035(5)(c)(D)

[14] Note that Bend's adopted TSP projects a 6% decrease in VMT from 2000 to 2020. However, due to issues with land use buildout consistencies and partner agency support of the technical modeling work that underlies the analysis, it does not provide an adequate basis for establishing compliance with the TPR.

[15] Remand Record 05844 (Section 8.6 pages 119-121) .

The City appealed this aspect of the Director's Decision, arguing that it is not required to comply with these requirements before amending its urban growth boundary.[16] The Remand states that *all* goals and rules apply to a UGB amendment, except for the listed exceptions, and there is no exception for the metropolitan area planning requirements specified in OAR 660-012-0035; the City is required to comply with OAR 660-012-0035 before it may complete its UGB expansion.

The Remand identifies three possible outcomes based on the estimated change in VMT per capita projected to result from the revised UGB expansion, along with proposed land use and transportation measures:[17]

(a) A decline of 5% or more per capita means the City is in compliance with this aspect of the TPR under 0035(6).

(b) A decline of between 0% and 4.99 percent per capita means the City may proceed by preparing for DLCD/LCDC review and approval concurrently with the revised UGB, a work program/plan to achieve a reduction of 5% or more over the planning period.

(c) An increase in VMT per capita means the city must prepare, submit and obtain DLCD/LCDC approval of an integrated land use and transportation plan (ILUTP) as provided in OAR 660-012-0035(5) prior to approval of a revised UGB.

While the Remand requirements do not exactly match the administrative rule, the City's approach is to first meet the requirements of the rule, and then the Remand Order. The City worked collaboratively with the State during the preparation of this ILUTP, and the approach cited here has been reviewed and approved in concept by DLCD staff.[18]

[16] Remand Record 05844 (Section 8.6 pages 119-121)

[17] Remand Record 05844 (Section 8.6 pages 119-121)

[18] Personal communication between Karen Swirsky, Senior Planner with the City of Bend and Bill Holmstrom, DLCD Transportation Planner, January 13, 2016

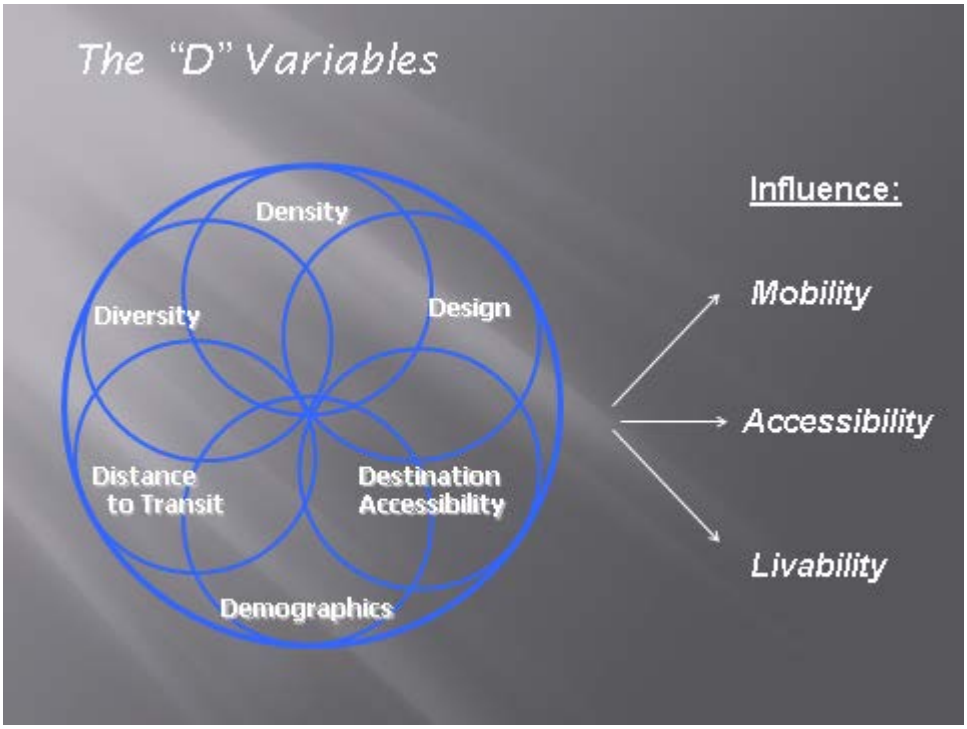
CHAPTER 2. BEST PRACTICES

This chapter provides a brief overview of the key factors that influence VMT -- land use, transportation demand management, parking, and the design of the transportation system -- and examples from other Oregon communities related to these factors. For examples of how these best practices are already being used in Bend, please see Chapter 4, Existing and Proposed VMT Reduction Strategies.

Land Use: The "D" Variables

Research by Drs. Chris Nelson and Reid Ewing of the University of Utah (among others) has identified a number of key factors that influence travel behavior, as summarized in Figure 1.

Figure 1: The "D" Variables



In brief, this research has found the following estimated impacts on travel behavior from the variables identified above:[19]

- Density (Housing and employment densities):
  - Doubling housing density reduces VMT 4%, increases walking and transit usage 7%
  - Doubling of commercial density increases walking 7%
- Diversity (mix and types of land uses primarily housing and commercial):

[19] Ewing, Tan, Goates, Zhang, Greenwald, Joyce, Kircher, and Greene (2014) Varying influences of the built environment on household travel in 15 diverse regions of the United States, *Urban Studies* 1-19.

    - Doubling diversity of land uses, aka "Entropy" score within one mile (0-1 score) yields -9% VMT, +15% walking, +12% transit (twice as influential as housing density)
    - Doubling ratio of jobs to housing (i.e. 0.5 to 1) yields -2% VMT, +19% walking (significant impact on walking, less so on VMT)
- Design (Design refers to street patterns and also streetscape design) :
    - Intersection density important, but measures of connectivity (% 4-way intersections) have a compounding influence; doubling intersection density yields -12% VMT, +30% increase in walking. Most influential predictor of walking.
- Destinations (Accessibility to employment and uses central to an urban area such as downtowns):
    - Employment within 1 mile, employment within 20 and 30 minutes by auto, and employment within 30 minutes by transit: most influential variable on VMT – doubling job accessibility by auto yields a 20% reduction in VMT.

The approach outlined above is supported in the technical literature. Washington State Department of Transportation published an analysis of the relationships between urban form and travel behavior[20], and the Florida Department of Transportation confirmed that strategies to reduce transportation demand via coordination of land use and transportation planning can contribute to meeting future mobility needs[21].

In addition, the City used an extensive literature review to ensure that the proposed approaches would be effective. In particular, the Transportation Research Board has published a paper documenting the positive effects of growth management policies on travel demand[22]. The City has incorporated measures from the Environmental Protection Agency's Guide to Sustainable Transportation Performance Measures, which describes 12 performance measures that can be used in transportation decision-making, from transit accessibility to bicycle and pedestrian facilities[23].

The urban form studies prepared in the UGB Remand project illustrate where many of the key variables identified above are present in Bend today, including density, connectivity, access to destinations / neighborhood completeness, and access to transit. In addition, the UGB scenario evaluations included analysis of many of these indicators for the future urban form expressed in the scenarios. Please see Attachment X for maps and urban form diagrams that illustrate where these conditions are present within the current UGB. [Note: a set of urban form maps

[20] Washington Department of Transportation, 1994, Publication WA-RD 351.2: An Analysis of Relationships between Urban Form (Density, Mix and Jobs-Housing Balance) and Travel Behavior (Mode Choice, Trip Generation, and Travel Time).

[21] Florida Department of Transportation, 2004, Publication BC353-46: The Relationship between Land Use, Urban Form, and Vehicles Miles of Travel: The State of Knowledge and Implications for Transportation Planning.

[22] Transportation Research Board, 2013, Publication SHRO 2 C16: The Effect of Smart Growth Policies on Travel Demand.

[23] Environmental Protection Agency, 2011, Publication 231-K-10-004: Guide to Sustainable Transportation Performance Measures

prepared early in the project showing completeness and connectivity will be included.] Reducing VMT may be achieved by focusing growth to areas that already have the necessary conditions such as intersection density (grid system of streets), proximity to employment and services, and/or transit corridors, to support reduced reliance on the automobile, and/or improving conditions in areas that lack one or more of the "D"s and also have vacant land or infill/redevelopment opportunities. For instance, in Bend, the older grid pattern neighborhoods close to downtown tend to lack safe pedestrian and bicycle crossings of major roadways and streetscape elements that encourage walking and transit use.

Transportation Demand Management

Transportation Demand Management (TDM) aims to maximize the efficiency of the urban transportation system by discouraging unnecessary private vehicle use and promoting more efficient, healthy, and environmentally-friendly transportation alternatives. TDM strategies can be more cost-effective than capital investments in new roads or parking lots.

TDM strategies focus on changing travel behavior – trip rates, trip length, travel mode, time-of-day, etc. – generally in order to reduce traffic during congested (peak) periods. TDM strategies generally focus on reducing travel in automobiles and light-duty trucks. The Federal Highway Administration has conducted studies that demonstrate the effectiveness of various TDM strategies.[24]

Some TDM measures require large-scale system changes (e.g., new transit routes), while others can be implemented on a local or site-by-site basis. When TDM is implemented on a site-by-site basis through land use and zoning, the focus is typically on creating supportive infrastructure. In many communities, some form of TDM is already required by the development code. Because the land use process usually involves a one-time decision, it lends itself more easily to reviewing these types of built improvements. Programmatic TDM measures that require ongoing monitoring are more challenging to implement through land use review

Examples of Development-Related TDM Measures[25]	
TDM-Supportive Infrastructure	**Programmatic TDM**
• Pedestrian or transit oriented design	• Subsidized transit passes for employees
• Parking maximums	• Parking cash-out programs
• Minimum bicycle parking standards	• Provide bicycle safety education classes
• Requirements for transit amenities	• Transportation Management Associations

Other TDM program elements can include such strategies as:

- Priced parking
- Free emergency rides home
- Alternative transportation commute planning

[24] http://www.fhwa.dot.gov/environment/air_quality/conformity/research/mpe_benefits/mpe03.cfm

[25] Transportation Demand Management (TDM) Plans for Development. Transportation and Growth Management Program, September 2013.

- Preferential rideshare parking
- Employee vanpools (may be subsidized by employer)
- Bicycle parking (short- and long-term)
- Financial incentives for transit, biking, walking, or
- Carpooling
- Car-sharing programs

TDM strategies can vary from voluntary to regulatory programs and can be focused on specific areas such as institutions or office parks.

Transportation Management Associations (TMAs) are organizations that are created to implement TDM measures in a coordinated fashion. Commute Options conducted a study for the City of Bend in 2015[26], examining five TMAs in Oregon (Go Lloyd TMA, South Waterfront TMA, Swan Island TMA, Westside Transportation Alliance, and Metro Medford). The formation of Go Lloyd, South Waterfront, and Swan Island TMAs were driven by traffic congestion and limited parking. The Westside Transportation Alliance was created to assist Washington County companies comply with the Department of Environmental Quality (DEQ) Employer Commute Options (ECO) Rules. Metro Medford's impetus was the availability of federal Congestion Mitigation and Air Quality (CMAQ) funds. For all of them, continued and reliable funding is the greatest challenge. The following suggestions were gleaned from interviews with the five TMAs:

- Business Support: Businesses must believe there is a problem that affects their ability to be successful. Each needs a compelling reason to participate.
- Stable Funding: Having guaranteed funding on a consistent basis is critical. It allows staff to focus on programs and services rather than worrying where the next grant will come from and for how much.
- Geographic Area: Have a small, clearly-defined geographic area. Larger areas generally mean more diverse transportation needs. Having a small area with a common problem to solve has a greater likelihood of success. Downtowns, campuses, and major activity centers are great places for a TMA.
- Create a Non-Profit TMA: A TMA that is housed under another organization is often subject to shared funding and priorities that are not in their best interest. A non-profit is eligible for more grants and can take advantage of discounts in services and products. In a business association where there are multiple members, it can be difficult to get consensus. With a non-profit there is a board of directors that have been chosen because of their expertise and priorities that support the TMA.
- Share Your Successes: Make sure people throughout the community, especially those that questioned the need or value of the TMA, know how well it's working and the programs and services you offer.

[26] A Report on Transportation Management Associations, Commute Options, June 1 2015.

Parking

The supply and use of parking are influenced by — and have influences on — development practices, local policies, economic impacts on builders and households, and community goals. The supply and price of parking also have direct relationships with travel behavior. Too much parking correlates with more automobile ownership, more vehicle miles traveled, more congestion, and higher housing costs. In addition, excess parking interferes with the efficient development of urban land, which presents barriers to efficient transit, increasing density and diversity of land uses, and pedestrian-oriented development. Parking supply and pricing often have a direct impact on the ability to create compact, healthy communities.[27]

VMT has been demonstrated to be strongly related to measures of accessibility to destinations, particularly the supply of parking.[28] Parking strategies such as parking management, pricing, and establishing maximums, when combined with mode split goals, tend to decrease VMT. Parking management can be particularly effective when used in specific areas, such as downtowns or complete neighborhoods.

Parking Management is a general term for strategies that encourage more efficient use of existing parking facilities. This reduces total parking demand, shifts travel to other modes, reduces VMT and ensures a minimum number of parking spots are always available, avoiding the "circling" problem adding to congestion. Managing parking helps to reduce the undesirable impacts of parking demand on local and regional traffic levels and the resulting impacts on community livability and design. The most effective parking strategies are those that link parking rates more directly to demand or provide financial incentives and/or prime parking spaces to preferred markets such as carpools, vanpools and short term parkers[29].

Some key parking management practices that may be applicable to Bend include:

- **Ensure right-sizing parking.** Older codes (such as Bend's) can require more parking than is really needed or desired. An audit would reveal areas in the City's code where parking requirements are potentially higher than actually needed.
- **Impose parking maximums.** When a limit is imposed on the number of off-street parking spaces provided at new developments, this strategy can help encourage transit use and other alternatives to single-occupant automobile use.
- **Allow or require shared parking.** This strategy can shift parking demand into shared facilities rather than a duplicative of dedicated, accessory spaces. This strategy is particularly effective in areas of dense, mixed land uses.
- **Unbundle parking costs.** This strategy allows parking spaces to be leased or sold separately from the rent or sale price. This gives a financial incentive inducing individuals to drive less or own fewer cars for residential uses, and for commercial uses,

[27] Urban Land Institute Northwest, "Right Size Parking," 2013

[28] Ewing R, Cervero R. (2010). Travel and the built environment. Journal of the American Planning Association 76(3): 265–294.

[29] Best Practices Transportation Demand Management (TDM), Seattle Urban Mobility Plan, January 2008.

encouraging companies to increase transit commute rates among their employees. Including the price of parking in an overall lease can increase costs by as much as 25% – and so can have an effect on affordability.

- **Build park-and-ride lots.** Remote lots connected with shuttles, transit, or carpool programs can help alleviate demand for parking in congested areas. This is a strategy being considered by OSU-Cascades to minimize parking demand at its new urban campus.
- **Create new parking management districts.** Parking districts, similar to the existing downtown Bend central business district, can provide centralized and coordinated management of parking services. Centralization of management can occurred through public/private partnerships between the city and a business association, parking authority, or economic/business improvement district. New parking districts can be a part of a Transportation Management Area or a separate entity.
- **Institute cost-based parking in appropriate areas.** The most effective parking strategies are cost based or pricing measures that link parking rates more directly to demand or provide financial incentives and/or prime parking spaces to preferred markets such as carpools, vanpools and short term parkers. This reduces total parking demand, shifts travel to other modes, reduces vehicle miles traveled (VMT) and ensures a minimum number of parking spots are always available, avoiding the "circling" problem adding to congestion. Cost-based pricing is appropriate for parking districts, such as downtowns.

Some examples of successful parking programs include:

- Bellevue, Washington – Shared use, and unbundling parking
- Milwaukie, Oregon – Shared parking in mixed use districts
- Hood River, Oregon – Downtown Parking Pricing
- Portland, Oregon – Variable rate parking depending on location
- Seattle, Washington – Parking maximums instead of minimums

Transit

A solid transit system can be a powerful tool for reducing VMT by offering a viable alternative to automobile use. The "D" factors discussed above have been demonstrated to increase transit use.[30] Enhanced transit service such as decreased headways, system improvements such installing bus-only lanes at intersections and improving pedestrian access increases transit use. Focusing these efforts along transit corridors and between identified destinations such as large employment centers and commercial districts is also effective.

Bend's transit provider, Cascades East Transit (CET), recognizes that the City's plans to intensify land uses inside the UGB will support their efforts to grow the system. As funding becomes available, CET plans to implement best practices such as:

[30] Moudon E, Stewart O. (June 2013). Tools for Estimating VMT Reductions from Built Environment Changes. Washington State Department of Transportation.

- Providing headways of no more than 30 minutes on all routes
- Providing 15 minute headways on key routes
- Create new hubs in quadrants of the City of Bend
- Provide Sunday service and improve Saturday service
- Upgrade buses to coach style with low floors to improve comfort and efficiency

Longer term, CET would like to create new routes and study the possibility of Bus Rapid Transit.

An example of a mid-sized transit district that has successfully implemented the best management practice is Lane Transit District (LTD) in Eugene. LTD began in 1970 with 18 buses and two vans, and it has grown and changed along with the community. Since 1970, it appears that Eugene has an increased awareness of the relationship between automobile traffic and quality of life. Not only does the community want alternatives to relieve problems with increased traffic, federal and state governments have demanded it.

Unlike Bend, Eugene has had some air quality challenges, and the Federal Clean Air Act Amendments of 1992 set standards for clean air that, if not met, can result in the loss of federal transportation funding. Since half of the air pollution in the country is caused by automobiles, alternative forms of transportation must be part of the solution. In the past, LTD received Federal funding to help meet clean air standards.

In addition, Eugene, like Bend, is subject to the requirements of Planning Rule Goal 12, which requires cities with populations of 25,000 or more to have a plan for gradually reducing vehicle miles traveled (VMTs). In the last decade of the 30-year plan, outlined in the TransPlan, VMTs per person must be reduced 20 percent from current levels. LTD has responded to the challenge and has become a leader in shaping local and regional transportation strategies.

Road and System Improvements that Influence Walking and Biking

Walking, bicycling, and transit use are increased with street and safety projects such as the addition of bike lanes, buffered bike lanes, bicycle boulevards, and enhanced pedestrian crossings[31]. Numerous studies indicate that projects to eliminate or reduce conflicts with vehicles will substantially increase the walk and bike modes. In addition, streetscape or complete street projects that satisfy the Design variable will increase walking and biking. For example, bicycle ridership on buffered bike lane corridors and bicycle boulevards have been shown to increase significantly.[32,33]

Similarly, good pedestrian oriented street design, including wide sidewalks, street trees, and safe crossings, can significantly increase walking.[34] In particular, this literature demonstrates that real and perceived safety issues have a strong influence on mode choice.

[31] Moudon E, Stewart O. (June 2013). Tools for Estimating VMT Reductions from Built Environment Changes. Washington State Department of Transportation.

[32] "Evaluation of Innovative Bicycle Facilities," Final Report, Portland Bureau of Transportation (2011).

[33] "Traffic Calming: State of the Practice," ITE/FHWA, 1999.

[34] Georgia Department of Transportation, Pedestrian and Streetscape Guide, 2003.

Bellingham, Washington is an example of a city that regularly commits planning and construction resources to improving bicycle, pedestrian, and transit facilities, and has seen a resulting increase in use of these modes.[35]

The City has conducted a traffic safety study[36] that found, among other things, that multi-lane (more than three lanes of traffic) higher-volume and higher-speed roadways were significantly more likely to have a higher number of serious pedestrian and biking crashes. The study concluded that the City should focus efforts and funding on high-crash locations. In 2015, the City created a concept plan for implementing safety projects[37]. This report summarizes the conceptual design of safety solutions at priority locations in the four corridors addressed by this project:

- 3rd Street between Greenwood Avenue and Murphy Road
- Colorado Avenue between Bend Parkway and Bond Street
- Greenwood Avenue West between 3rd Street and Awbrey Road
- Greenwood Avenue East between 3rd Street and 12th Street

Within those four corridors, the City has selected a number of projects for design and implementation:

- 27th Street and Conners Avenue
- 3rd Street and Reed Market Road
- 3rd Street and Roosevelt Avenue
- 3rd Street and Hawthorne Avenue
- Colorado Avenue and Bend Parkway Approach Ramps
- Colorado Avenue - Bond Street to Bend Parkway
- Purcell Boulevard and Neff Road
- Franklin Avenue and 3rd Street
- Greenwood Avenue and 3rd Street
- Greenwood Avenue and 4th Street
- Greenwood Avenue and 6th Street
- Neff Road and Williamson Boulevard

[Note: a map identifying these projects in relationship to opportunity areas and transit corridors will be provided with the final version of the ILUTP.]

[35] http://www.cob.org/services/transportation

[36] City of Bend Multimodal Traffic Safety Study 2012-2014.

[37] City of Bend Safety Implementation Plan, 2015.

VMT Reduction Efforts in Other Oregon Communities

Portland Metro satisfied the VMT requirement by adopting and implementing the Metro 2040 Plan. Since that time Metro has adopted the Green House Gas Emissions strategy and plan that includes VMT reduction policies and actions such as increasing transit intensity, pricing, and promoting mixed use development.

TransPlan is the Eugene-Springfield land use and transportation plan that adopted VMT reduction polices and strategies for the area. TransPlan centered on a set of land use, transit, demand management, and bicycle strategies and transportation system performance measures.

Rogue Valley Metropolitan Planning Organization has been working with DLCD to draft alternative measures for increasing transit and non-motorized travel mode splits. These measures include increasing the percent of residences within a ¼ mile walk of transit service, percent of collectors and arterials with bicycle and pedestrian facilities, and increasing employment in mixed-use pedestrian-friendly areas.

The Corvallis Area Metropolitan Planning Organization has been working on a Greenhouse Gas Emissions Reduction Project. The resulting plan includes strategies to reduce VMT through pricing, demand management, infrastructure improvements (particularly for non-motorized modes), increasing mixed use land development, and increasing transit investment.

Salem MPO jurisdictions adopted local code and ordinances that set existing and benchmark measures for reducing reliance on the automobile. Pedestrian and biking infrastructure increases and land use actions such as encouraging employment and dwelling units along or near transit stops were some of the general types of measures.

CHAPTER 3. ANALYSIS: METHODS, APPROACH AND RESULTS

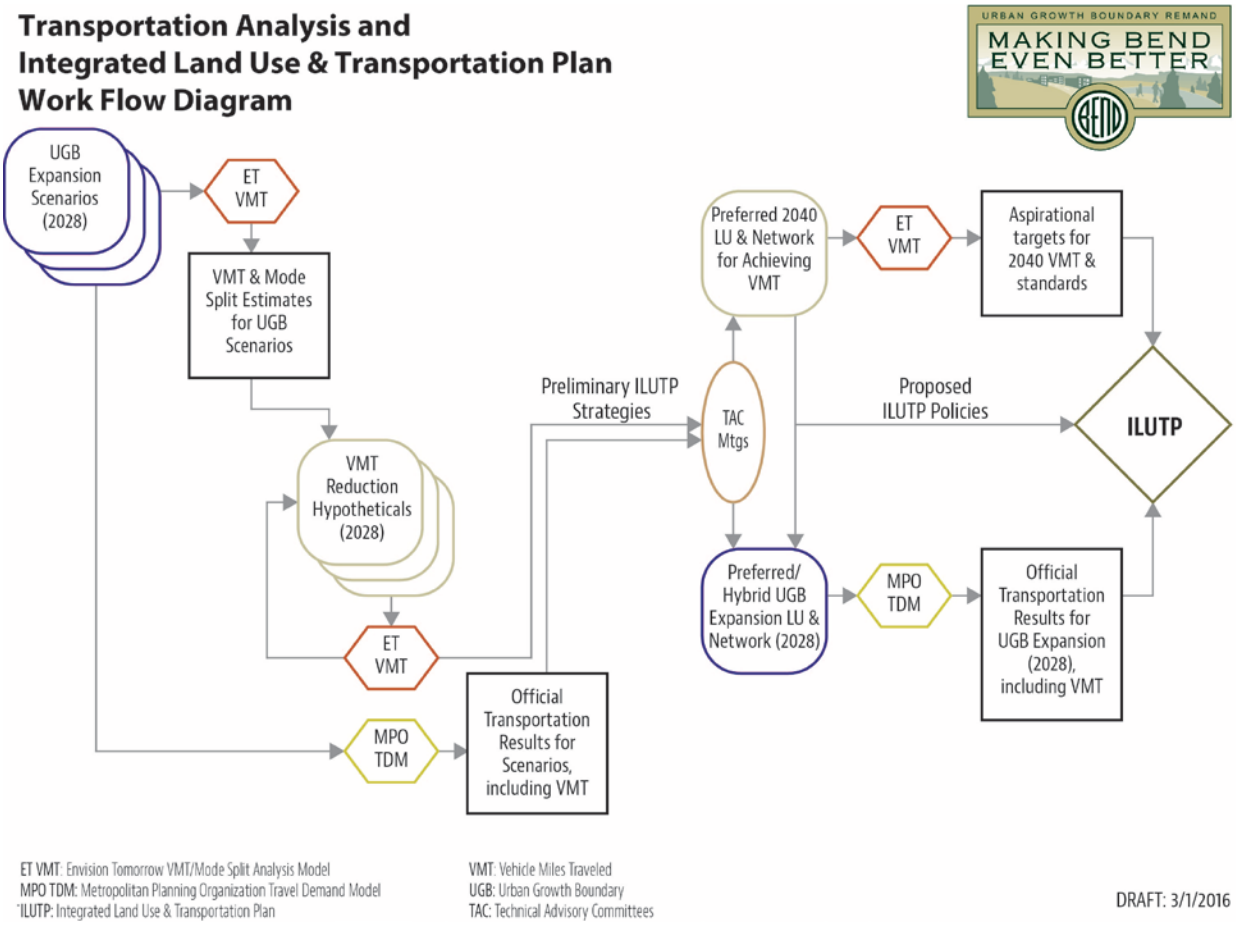
This chapter summarizes the analysis that underlies the strategies and standards proposed in Chapter 4 of this ILUTP.

Methodology

Modeling Tools

The analysis used two primary tools, Envision Tomorrow (ET) 7D Travel Model and the Bend MPO regional travel demand model. These tools were used, in tandem, to assess preliminary outputs from the UGB scenarios, develop a final scenario, and ultimately make findings that address TPR requirements for the Remand (VMT) and changes that may be implemented through the ILUTP.

Figure 2: Analysis process for ILUTP



The purpose of Envision Tomorrow in the transportation analysis was to assist in identifying and analyzing the land use and transportation strategies that would be required in Bend to achieve

the levels of VMT reduction required by the TPR and Remand. The ET 7D Travel Model[38] is sensitive to changes previously described in the "D" variables, including Density, Design, Destinations, Demographics[39] and Diversity of land uses. The ET model is able to estimate total internal and walking trips resulting from land uses. It does not measure VMT in the precise way required by the TPR, but it is well-calibrated to the travel demand model and offers a quick and efficient way to estimate the big picture transportation impacts from different land use and transportation strategies.

The Travel Demand Model was used for formal analysis of transportation system performance and VMT as defined in the TPR. The travel demand model was run through the formal four-step process with TPAU to analyze the alternative scenarios, and then the proposed hybrid scenario (proposed UGB). The modeling methodology is documented in the June 15, 2015 memorandum from DKS Associates (see Attachment X). [Note: this memorandum will be included with the final ILUTP.]

Time Periods Used in this ILUTP

The Remand specifies 2003 as the baseline year. A later clarification letter from DLCD staff[40] also described using the regional travel demand models for year 2003 and 2030 (which were the model years available at the time to approximate the 2008 to 2028 planning horizon). However, the MPO and TPAU have since updated the regional models to base year 2010 and future year 2028. The updated base 2010 travel demand model includes enhancements that better reflect 2008 conditions in Bend and are better for assessing the Remand requirements. The enhancements include (see Attachment X for more details):

[Note: a technical memo will be provided with the final version of the ILUTP that documents the details of the updates to the transportation model from the 2003 version to the 2010 version. This memo will describe the reasons that the 2010 model is a better reflection of the existing conditions as of 2008 and is the appropriate baseline for VMT comparison.]

- An updated base land use developed for the Metropolitan Transportation Plan (MTP), which more closely aligns with 2008 land use patterns in Bend compared to the prior model base year of 2003;
- An updated transportation network to reflect what was built between 2003 and 2010, which more closely aligns with the 2008 network in Bend compared to the prior model base year of 2003; and
- A transit model component to reflect the transit system that now exists in Bend but was not present in 2003.

[38] Envision Tomorrow Plus (ET+) User manual, Metropolitan Research Center University of Utah, http://www.envisiontomorrow.org/storage/user_manuals/20131029ENVISION%20TOMORROW%20PLUS_USER%20MANUAL_1st%20COMPLETE%20VERSION_updated_sm2.pdf

[39] The supporting socio-demographic factors for the land use data include household size, household income, and the number of workers in a household. As scenarios are “painted” with ET, these socio-demographic factors are updated based on the type of predicted development.

[40] RE: Questions relating to the Bend Urban Growth Boundary *UGB) Vehicle Miles Traveled (VMT) Analysis, Letter from DLCD, November 10, 2011.

The year 2028 future scenario includes updates to model components consistent with year 2010 model (noted above) and offers an analysis year that aligns with Remand (as opposed to prior model year 2030).

In addition to providing the benefits listed above, the distinction between the baseline years is important because VMT increased in the Bend area by nearly 5% between 2003 and 2010. For purposes of analysis, the project team is evaluating both 2003 and 2010 as baseline years. It is likely that only the Land Conservation and Development Commission will be able to provide definitive guidance regarding which base year to use; for the sake of the current city's planning work related to VMT, both 2003 and 2010 VMT estimates will be used.

The ILUTP uses 2028 as the future year for the purposes of measuring VMT changes over the planning horizon. However, the ILUTP also looks further ahead to how the policies and measures included in this ILUTP may affect VMT in the longer-range future to 2040. This is consistent with the TPR's ILUTP provisions applying to the development and amendment of TSPs, which specify a 20-year planning period from adoption of the TSP.[41]

Approach

Analysis of VMT-Reduction Strategies

This section offers a brief summary of the VMT-reduction strategies considered for inclusion in this ILUTP. Those included in the modeling work to identify the most promising strategies are shown on **bold** below. Those not in bold were considered but could not be adequately captured with the modeling tools available. Instead, they were evaluated in a qualitative manner using the research cited in Chapter 2. The full list of strategies proposed as part of this ILUTP can be found in Chapter 4.

Land Use Strategies

- **Development code efficiency measures (from the Remand project) including increasing the minimum density in the RS zone, making it easier to build a variety of housing types in the RS zone, and increasing density requirements for master planned neighborhoods***
- **Land use changes within Opportunity Areas (from the Remand project) including designating new mixed use centers in central portions of the city that have potential for redevelopment***
- **Implementation of the Bend Central District Multi-Modal Mixed Use Area Plan***
- **Implementation of the Central Westside Plan***
- **The "Complete Communities" approach in expansion areas***
- **Focusing growth along strategic portions of transit corridors***

* Land use strategies were tested using the Envision Tomorrow 7D travel model (through the type and intensity of development projected in each area of the city) as well as the regional travel demand model (through the housing and employment allocations at the transportation analysis zone level).

[41] OAR 660-012-0005(22)

Transit system

- **Increase service frequency in primary transit corridors***
- **New corridors to serve growth areas***
- Capital improvements (e.g. major bus stop improvements)
- Transit priority lanes and queue jumps at major signalized intersections
- Enhancements to connect to transit services (e.g., ped/bike improvements within ¼ mile of bus stops)

* Transit service improvements were tested using the Envision Tomorrow 7D travel model and the regional travel demand model by adjusting the assumed future transit networks and service frequencies.

Transportation Facility Improvements and Policies

- Streetscape improvement policies (looking at intersection and street "completeness" for all modes)
- Alternative transportation performance measures such as safety policies that can trump mobility concurrency requirements
- Planning for 3-lane corridors and minimizing the number of 5-lane corridors in the future
- Consideration of roadway grid completeness (e.g., arterials every mile)
- Major bike and pedestrian enhancements at transit nodes and targeted mixed use centers and corridors – implement the city bike and pedestrian priority projects
- **Smaller block size standards for new neighborhoods and large developments to increase intersection density***
- Urban Renewal Districts at Juniper Ridge, Murphy Crossing, and consideration of forming new Urban Renewal Districts in the Central Area and other locations to help fund multimodal transportation improvements

* The effect of reduced block sizes in new master planned neighborhoods was evaluated through Envision Tomorrow's 7D travel model, which takes future intersection density into consideration in estimating mode split and other travel outcomes.

Demand Management/Transportation Options

- **Demand management associations in key areas/institutions (for example: Juniper Ridge (existing), OSU Cascades, COCC, Downtown, Central Area, and Medical Overlay District/St. Charles, and/or other opportunity areas)***
- TDM plan requirements in development code (e.g., for site with 50 or more employees)

* The effect of TMAs in the key areas noted was estimated through post-processing analysis of the regional travel demand model – adjusting the trip generation from those areas slightly (e.g. 5% reduction based on literature review and best practices) to simulate the effect of commute trip reduction programs or other travel demand management efforts.

Scenario Testing

In order to evaluate the impact of the VMT reduction strategies identified, a series of land use and transportation packages were created and tested using Envision Tomorrow. These

packages include a mix of 2028 growth scenarios used to inform the UGB expansion analysis as well as 2040 scenarios that explore how the impact of the strategies could mature over a longer time horizon. The packages tested include the following and are documented in Attachment X:

- Six UGB expansion scenarios testing different potential growth areas, with consistent assumptions about growth, redevelopment and transit service inside the UGB;
- Two iterations of hypothetical land use and transportation scenarios to 2028 to test the impact of increasing redevelopment in the core, increasing transit frequency, and reducing block sizes in new neighborhoods;
- The draft and final preferred UGB expansion scenario; and
- An extension of the policies and plan designations put in place in the preferred UGB expansion scenario to the year 2040 to understand how the policies may affect growth over time and determine what it will take to reverse the trend on VMT growth.

[Note: a summary of the land use and transportation scenarios and the details of their VMT results will be compiled for the final version of the ILUTP and included as an attachment.]

VMT Results and Conclusions

Key conclusions and findings from the VMT analysis described above are summarized in this section.

- From the UGB scenario evaluation (see Attachment X for a summary of VMT results from the UGB expansion scenarios and Supplemental Analysis Area Maps):
    - Each scenario increased VMT relative to 2010 (ranging from a 2.9% to a 5.1% increase) due to the amount of growth located outside the center of the city. The increase relative to 2003 ranged from 8.1% to 10.3%.
    - An emphasis on complete communities in expansion areas (and using growth areas to complete existing neighborhoods) helps reduce VMT overall.
    - The UGB scenarios that had the lowest growth in VMT all included better connectivity and more complete communities. (Note that the UGB Steering Committee selected a preferred UGB expansion scenario which had one of the lowest rates of VMT growth for further refinement as demonstrated by the UGB expansion proposal.)
    - Even where there are complete communities in outer neighborhoods, the downtown remains a key destination. As a result, trip lengths and household VMT are generally lower in the core area of the city (see Figure 3 and Figure 4).
    - Focusing growth close to the key transit and multimodal corridors that connect to downtown helps keep average trip lengths down.
    - The Envision Tomorrow household VMT estimate correlates closely to the VMT results from the regional travel demand model.
- From the 2028 hypotheticals:
    - Shifting roughly 1,000 housing units and 2,000-2,500 jobs from expansion areas to opportunity areas in the core could reduce the growth in household VMT per

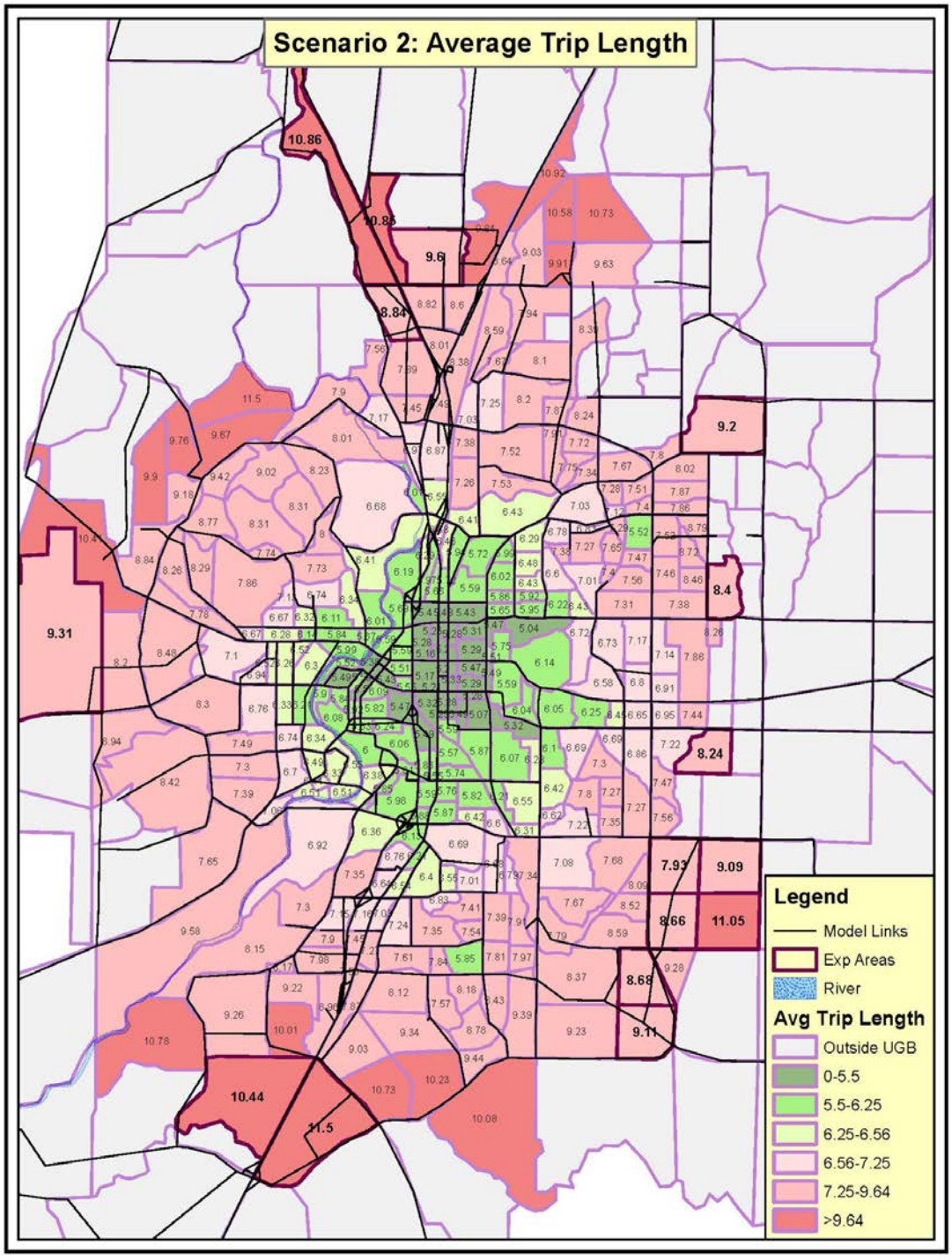
capita relative to 2014 when combined with transit service improvements and reduced block size in new master planned neighborhoods, but that amount of redevelopment is not reasonably likely within the time horizon of 2028.
    - Even a relatively modest shift in multifamily housing development to opportunity areas in the core of the city rather than at the edge helps reduce growth in VMT.
    - Reducing block size and increasing transit frequency both contribute to reducing growth in VMT.
    - A focused approach to land use and transportation policies, programs, and projects in opportunity areas and the Core area has greatest effect on reducing or maintaining VMT growth.
- From the preferred UGB expansion scenario:
    - Preliminary results from a draft of the preferred scenario (using the Envision Tomorrow 7D travel model) indicate that the additional single family growth in the expansion areas relative to the original scenario 2.1 is largely or entirely counter-balanced by the increase in multifamily housing in core opportunity areas, yielding similar results on household VMT overall. This indicates the importance of focusing growth in the core opportunity areas.
    - [Note: additional findings will be provided when the results are available from the regional travel demand model run for UGB Scenario 2.1E.]
- From the 2040 projection of 2028 strategies:
    - Preliminary work on the 2040 scenario indicates that the market response to City policies and evolving consumer preferences will need to include fairly aggressive rates of redevelopment and shifts in development trends to higher intensities and greater mix of uses in opportunity areas in the core and transit corridors in order to create sufficient housing and employment growth in the core to affect VMT.
    - [Note: the project team will present preliminary results from the 2040 scenario in the TAC meeting and will summarize additional findings here in the final ILUTP.]

Table 1: VMT per Capita in 2003, 2010, and 2028 (preferred UGB expansion scenario)

	2003 baseline[42]	2010 baseline	Preferred UGB Expansion Scenario (2028 projection)
Daily Vehicle Miles Traveled per capita	9.18	9.64	[to be filled in when model run results are available]
Percent increase relative to 2010	N/A	N/A	[to be filled in when model run results are available]
Percent increase relative to 2003	N/A	5.0%	[to be filled in when model run results are available]

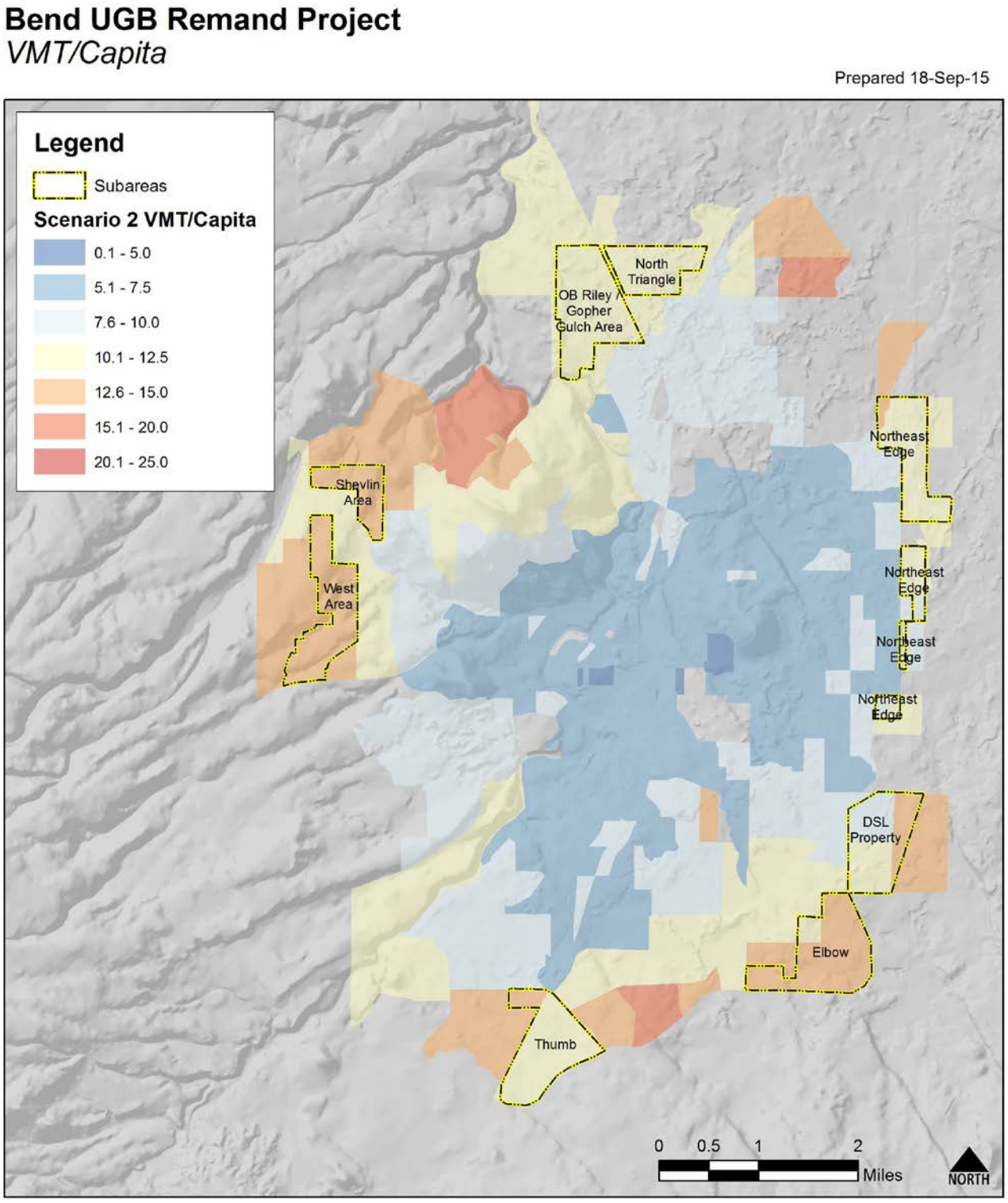
[42] Note: the TPR allows local governments to take credit for "regional and local plans, programs, and actions implemented since 1990 that have already contributed to achieving the objectives specified...", including that VMT per capita is unlikely to increase by more than five percent. OAR 660-012-0035(5)(b) This has been interpreted to mean that the local government may estimate an amount of VMT reduction that is being achieved through plans, programs and actions taken prior to the planning period but since 1990. [Note: the project team is coordinating with DLCD to ensure that this allowance is properly accounted for in reporting the change in VMT relative to the baseline years.]

Figure 3: Average trip lengths from UGB Expansion Scenario 2.1



[Note: this map may be replaced with a map illustrating trip lengths from the preferred UGB expansion scenario for the final version of the ILUTP.]

Figure 4: VMT per capita from UGB Expansion Scenario 2.1



CHAPTER 4. EXISTING AND PROPOSED VMT REDUCTION STRATEGIES

Introduction

High Level Outcomes

The high level outcomes intended for this ILUTP are to:

- Support the City's goal to create a balanced transportation system;
- Create a transportation system and facilities that support the UGBs complete communities goal;
- Implement a transportation system that is consistent with the in-fill and opportunity, city core and new boundary areas;
- Increase transportation choices and reduce reliance on the automobile; and
- Over time, reduce vehicle miles traveled per capita in Bend.

This plan takes a comprehensive approach, where land use, transportation, and other tools are integrated to achieve the above-stated outcomes. The plan recognizes that land use and transportation policies and strategies focused on the opportunity and core areas will have the best chances for reducing VMT. This plan also takes an evolutionary approach, recognizing that both short- and long-term strategies are essential, and that time and monitoring of progress will be needed for successful implementation.

The approach to implementation will be to identify corridors and centers (e.g. opportunity areas in the core) that will have the highest likelihood to reduce VMT for a set of costs. Coordination of the transportation system and land use patterns has the most impact on VMT reduction. The greatest VMT reductions will happen in locations that have some or many of the needed land use and transportation attributes already in place, and which, for modest amounts of funding, can greatly reduce reliance on the automobile. Assessing how the "7 Ds" (see page 6) interact along corridors or in centers will be important as projects and programs are developed and implemented to reduce VMT. For instance, neighborhoods and centers that have an extensive network of gridded streets may only require key pedestrian or bicycle safety projects to greatly increase the potential for walking and biking trips.

Overview and Organization

This chapter is organized by the topic areas identified as elements of an ILUTP under Division 12, Section 0035(5)(C):

- Land use strategies
- Transportation demand management strategies[43]
- Public transit planning
- Policies related to review and management of major roadway improvements

[43] Parking management is combined with transportation demand management in this chapter.

- Additional Plan and Ordinance Provisions (focused on Complete Streets and connectivity investments)

The strategies are grouped into efforts to date, which describes existing policies and work that Bend has done since 1990 to address the topic; proposed strategies, which identifies the new actions, policies, and plan or code amendments that are proposed at the present time to address the topic; and strategies for further study, which lays out additional measures that require more detailed planning or additional funding.

This chapter closes with a summary of how the city could advance the direction set in this ILUTP over the longer-term future. The final section of this chapter identifies "medium-term", and "long-term" levels of implementation of the strategies described in the sections below. The levels of implementation correspond to varying degrees of effort and cost as well as time.

Note that where specific existing policies are cited in this chapter, the numbering is based on the General Plan as of 2016 and also reflects the numbering in the TSP. This numbering may change with updates to Chapter 7 the newly titled Comprehensive Plan. The policies in the TSP will remain as a record of the original policies, and the policies cited may be found there by their original numbering.

Land Use Strategies

Efforts to Date

- In 2005, Bend established minimum densities for all residential zones.
- The parking code was updated in the mid-2000s to match TGM Smart Code parking standards, establishing parking maximums.
- In 2006, the Bend code was updated to allow the maximum height to be increase by 10 feet above maximum when residential uses are provided above the ground floor in all commercial zones.
- RM zoning is already focused near major employment and retail shopping areas and in proximity to transit corridors.
- The City developed the Central Area MMA plan in 2014 to bring a greater mix of uses to that area and help it transition to a less auto-oriented development pattern.
- Existing Neighborhood Commercial standards allow small neighborhood commercial services in residential areas without a zone change.
- Current neighborhood masterplan standards require new neighborhoods to provide convenient access to commercial services inside or outside the neighborhood.

Proposed Strategies

The City is adopting a package of "efficiency measures" that also address many of the land use strategies identified in the TPR. The measures proposed that address each of the required categories are summarized below.

> *"(a) Increasing residential densities and establishing minimum residential densities within one quarter mile of transit lines, major regional employment areas, and major regional retail shopping areas;*

"(b) Increasing allowed densities in new commercial office and retail developments in designated community centers;

In Bend, many areas in close proximity to transit, employment, and retail areas that have the most opportunity to increase residential development are currently designated for commercial or industrial uses. The city is proposing a set of land use re-designations in key "Opportunity Areas" identified through the UGB project and other planning studies. Many of these are changes from commercial or industrial designations to mixed use designations that allow for and encourage residential development and more compact form. By enabling and encouraging mixed use, more residential development will be possible in close proximity to transit, employment, and shopping within Bend's core. In addition, a minimum residential density is proposed for mixed use areas within 1/8 mile of transit so that the land is used efficiently and developed at transit-supportive densities.

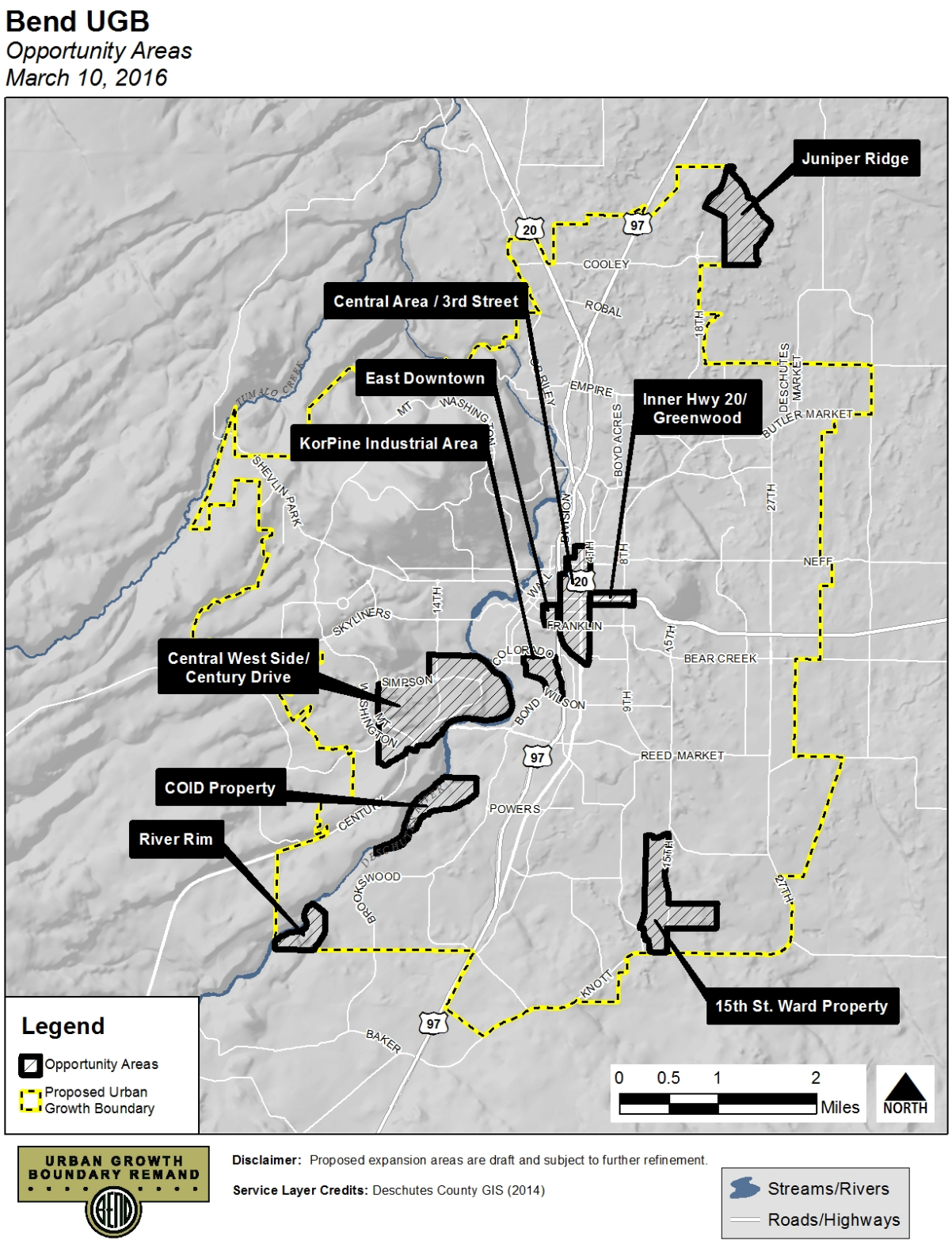
The new mixed use zones also reduce parking standards and allow for taller buildings and more urban development patterns that effectively increase allowed density for new commercial office and retail developments as well.

New mixed use designations and/or zones are proposed for:

- The 3rd Street MMA / Central Area Plan area, between the Parkway and 4th Avenue from roughly the railroad on the south to Revere on the north (implemented as a special plan district developed through the 3rd Street MMA project);
- CWP Century Drive opportunity site (the City is currently proposing land use designations and projects in the Central Westside Plan that have been predicted through both Envision Tomorrow and transportation demand modeling result in lower VMT);
- KorPine opportunity site (implemented using the new mixed use plan designations and ultimately the new mixed use zones developed for the UGB project);
- East Downtown opportunity site (implemented using the new mixed use plan designations and ultimately the new mixed use zones developed for the UGB project); and
- The Inner Highway 20 / Greenwood Ave opportunity site (implemented using the new mixed use plan designations and ultimately the new mixed use zones developed for the UGB project).

See Figure 5 for a map of these and other opportunity areas.

Figure 5: Opportunity Areas



In addition, because there are many existing low-density neighborhoods near transit, employment, and retail, several of the city-wide modifications to the development code also have the effect of potentially increasing residential densities in those targeted areas. This proposed package of efficiency measure code changes include:

- raising the minimum density in the RS zone (especially for new master-planned neighborhoods);
- allowing a greater mix of housing types outright in the RS zone;
- increasing the maximum residential density in RL zone; and
- removing the cap on net density for multi-family housing in the RM and RH zones to allow greater flexibility in reaching the allowed maximum gross density.

Other proposed code amendments allow for greater densities in the ME zone (by removing maximum lot coverage and the minimum front setback), which is largely applied along major roadway corridors that are also transit routes. Finally, proposed reductions to parking requirements for mixed use development and for development within 1/8 mile of a transit route also have the effect of slightly increasing allowed densities for new office and retail development, particularly around transit.

> *"(c) Designating lands for neighborhood shopping centers within convenient walking and cycling distance of residential areas;*
>
> *"(d) Designating land uses to provide a better balance between jobs and housing considering:*
>
> > *"(A) The total number of jobs and total of number of housing units expected in the area or subarea;*
> >
> > *"(B) The availability of affordable housing in the area or subarea; and*
> >
> > *"(C) Provision of housing opportunities in close proximity to employment areas."*

All UGB expansion areas include commercial nodes to complete existing and new residential neighborhoods. In addition, a new commercial node is proposed on the largest vacant residential site in the existing UGB (the 15th Street opportunity area). These new nodes will help provide walkable local services for many more neighborhoods.

The expansion areas also help improve jobs/housing balance in many areas, including:

- South and Southeast Bend, where new employment areas are proposed north of Knott Road and east of US 97 to help balance a largely residential area of the city;
- the "North Triangle", where a mix of housing types, including multifamily housing, is proposed in an area dominated by employment uses with excellent access to jobs; and
- the OB Riley area, where a mix of housing and employment is proposed, providing additional housing opportunities in close proximity to large employment areas.

Furthermore, the adoption of new mixed use areas in central Bend also helps provide affordable housing opportunities in the central core where there is access to significant employment opportunities.

Additional Strategies for Further Consideration

In order to ensure that the new mixed use areas succeed, the city may wish to develop Refinement Plans for key Opportunity Areas that also focus on strategies to reduce VMT.

The UGB project also identified several longer-range land use strategies that merit additional consideration, including:

- conducting an assessment of rezoning selected areas along transit corridors that have the greatest potential for transit-supportive infill and redevelopment (see discussion below);
- additional code measures to support pedestrian- and transit-oriented development, such as design and development standards for key pedestrian areas and transit corridors; and
- changes to block size and/or connectivity standards for new master-planned neighborhoods, or other tools to increase bicycle and pedestrian connectivity and intersection density in new neighborhoods.

Draft development code language related to enhanced pedestrian-/transit-oriented design areas is included in Attachment X as an example and a starting point for further refinement.

In addition, the City may identify other amendments which increase densities, destination density and diversity, and good pedestrian design.

Opportunities within Transit Corridors

The UGB project identified potential for infill and redevelopment over the longer-term future in the Bear Creek & 27th Avenue residential area, and the inner Highway 20 corridor (identified as Opportunity Area 5 in the UGB project). [The project team is working on an evaluation of long-term redevelopment potential in transit corridors outside the UGB project opportunity areas. Key findings from this analysis will be summarized here when this analysis is complete.]

Transportation Demand Management and Parking Management

Efforts to Date

Currently, the city contracts with Commute Options for implementing a volunteer TDM program (Drive Less Connect), which includes education and outreach about transportation options such as walking, biking, and includes a ridesharing matching tool. Commute Options directs its efforts toward larger employers, and currently has approximately 50 businesses in Bend participating. In addition, Cascades East Transit and Commute Options offer a group bus pass program.

Proposed Strategies

A new policy is proposed that will address the direction and intent for creating TMAs. The intent is to support an incentives approach to TDM and to focus on businesses/institutions with 50+

employees and/or students and TMAs in geographic areas such as downtown, Central Area, portions of the Medical District Overlay Zone around St Charles, Juniper Ridge (existing) and COCC.

The City is also committed to conducting an analysis of parking management and pricing options (see below). Depending on the outcomes of the parking study, the City may have additional policies and commitments relating to parking practices and policies that are tied to VMT reductions.

Additional Strategies for Further Consideration

An expanded TDM program, such as the Commute Trip Reduction Program directed by the Washington Department of Transportation[44], specifically directed toward larger employers, could be an effective VMT reduction tool, particularly for peak travel times. The City could consider using a regulatory plus incentives approach to TDM, through actions such as:

- Requiring TDM plans for businesses/institutions with 50+ employees and/or students.
- Requiring TMAs in certain geographic areas such as downtown, Central Area, portions of the Medical District Overlay Zone around St Charles, Juniper Ridge (existing) and COCC.
- City incentives and support for small businesses located along major pedestrian corridors (e.g. Newport, NW 14th, 3rd Street).

The City of Bend is currently conducting a city-wide parking study, which began in the fall of 2015. The City is required to comply with Transportation Planning Rule (TPR) OAR 660-012-0045(5)(c), which requires the development of a parking plan that would result in a city-wide 10% reduction of per capita parking spaces, among other tools. Currently, the City does not have a citywide parking plan. This project will create new policies and code language that will result in parking programs to support Bend's goals for a livable and economically healthy city.

In 2016-17, the City will also conduct some geographic area specific parking studies to determine the feasibility and appropriate tools for establishing parking management districts and/or transportation management areas in specific geographic areas such as the Galveston and 14th Corridors or in the OSU area. The City's only existing parking district is in downtown.

The City will also conduct a review of the potential for TMAs and parking strategies for the opportunity areas identified in the UGB remand. The strategies would be part of a more comprehensive transportation approach in these areas to broaden travel options thereby reducing VMT.

Transit

Efforts to Date

The City of Bend has a long range transit plan created in 2012 that included service plans and potential for future routes and services based on broad land use assessments, development

[44] http://www.wsdot.wa.gov/transit/ctr

opportunities and demographics. Cascades East Transit has recently implemented transit service improvements that were identified in the long-range plan as "mid-term" improvements (e.g. adding new bus routes, extending service hours, and decreasing headways in peak periods). The plan estimated the mid-term improvements (the changes in service that went into effect Sept 21, 2015) to have an annual operating cost of about $2.4 million.

In addition, the City has existing policies in the transportation section of the comprehensive plan that support transit and encourage transit-supportive land use and street design, including several policies that the city will work with other agencies to plan and seek funding for transit, and a policy regarding transit-supportive land use:

- *To accommodate a fixed-route transit system, land use ordinances and other regulations shall be implemented that establish pedestrian and transit-friendly design along potential or existing transit routes.* (6.9.5.5)

Proposed Strategies

Enhance transit priority corridors in the opportunity areas through a combination of land use codes and transportation enhancements that support increased transit use.

Include transit policies and enhancements when conducting transportation and land use planning studies that implement the boundary and opportunity areas.

Additional Strategies for Further Consideration

The long range transit plan includes additional service improvements for the mid- to long-term contingent on funding:

- Add one hour of new service in the morning from 5-6 am (60 minute service during that extra hour)
- Add two hours of new service in the evening from 8-10 pm (would be 60 minute service)
- Extending Saturday service to operate from 7 am to 7 pm (30 or 60 minute service depending on route) – service today is roughly 8 am – 5 pm with 60 minute service
- Add Sunday service from 8 am – 5 pm (currently only limited dial-a-ride service on Sundays)
- Add a new route that would provide service to part of the Butler/Brinson/Empire business area as well as Juniper Ridge
- Decrease headways to 15 minutes during peak periods (6-9 am and 3-6 pm) on primary routes (3rd Street, Greenwood, Brookswood, Galveston, possibly others). During non-peak hours, those routes would operate on 30 minute headways.
- Decrease headways on non-primary routes to 30 minutes during peak periods and either 30 or 60 minute headways during non-peak periods.

The plan estimated the long-term improvements to have an annual operating cost of about $5.7 million. A potential new route to serve the opportunity area in southeast Bend has also been discussed as part of the UGB project, but requires more detailed evaluation.

Beyond the improvements identified in the long-range plan, additional ideas that need more work include developing new point to point routes and developing additional transit centers. Cost estimates for these types of improvements will be determined during the planning for specific areas and corridors.

The most ambitious and expensive transit plan would include planning, design and construction of a bus rapid transit system along major transit corridors. This could begin with a series of incremental improvements, such as preferred lanes, queue jumps, and transit signal priority.

A description of potential Medium-Term and Long-Term transit service scenarios developed to support modeling efforts for this ILUTP is attached as Attachment X. These have been discussed informally with COIC and the MPO but are not intended to represent an approved plan.

Roadway Improvement Management and Policies

Efforts to Date

The City's General Plan includes a policy that minor arterials may not be widened for additional travel lanes without first evaluating the potential for eliminating the need to widen by implementing certain transportation demand management and transportation system management measures[45]. This is intended to emphasize community and streetscape design that will continue to foster and enable non-automobile modes of travel. In the text of the TSP, specific minor arterials in the Central Area of Bend are identified as "not authorized for lane expansion" unless the Plan is amended by Council action.[46] These include:

- NW 14th Street between Newport and Galveston avenues
- NW Newport Avenue between 14th and Wall streets
- NW Galveston Avenue between 14th Street and Riverside Avenue
- NW Greenwood Avenue between Wall Street and the Parkway
- NW Riverside Avenue between Tumalo and Franklin avenues
- NW Franklin Avenue between Wall Street and the Parkway
- NW Wall Street between Greenwood and Franklin avenues
- NW Bond Street between Greenwood and Franklin avenues
- NE 8th Street between Olney/Penn and Franklin avenues
- NE Olney Avenue between 4th and 8th streets
- NE Franklin Avenue between 4th and 11th streets
- NE Bear Creek Road between Franklin Avenue and 15th Street

Other relevant existing policies in the Transportation System Plan and General Plan include:

- *The City shall adopt land use regulations to limit the location and number of driveways and access points, and other access management strategies on all major collector and arterial streets.* (6.9.2.1)

[45] Bend Area General Plan, Chapter 7, policy 6.9.6.21.

[46] Bend Transportation System Plan, Section 6.5.1.4

- *The City and State shall implement transportation system management measures to increase safety, reduce traffic congestion to improve the function of arterial and collector streets, and protect the function of all travel modes.* (6.9.2.3)
- *Access control shall be part of the design standards for major collectors, arterials, principal arterials and expressways to ensure that adequate public safety and future traffic carrying capacity are maintained while at the same time preserving appropriate access to existing development and providing for appropriate access for future development. ...* (6.9.6.6)

The City standards and specifications include Roundabout Design Guidelines which is a comprehensive approach to intersection design, The Guidelines focus on roundabouts as the preferred intersection form in the City. Roundabouts are significantly safer, have lower carbon emissions, and more efficient capacity. These attributes, although not directly related to VMT reduction, roundabouts increase the possibilities for safer pedestrian and biking mode splits in complete communities.

Proposed Strategies

Outcomes from the 2012 Safety Study found that roadways larger than three travel lanes have more frequent and serious injury pedestrian and biking crashes. The 3rd Street and Highway 20 corridors were found to have systemic crash issues. These corridors are also in or adjacent to the East Downtown, Central Area Plan, and Central Highway 20 opportunity areas. Reducing existing lanes and widths at key intersections and corridors in opportunity and core areas will be considered.

Additional Strategies for Further Consideration

Develop pedestrian and biking safety plans for the opportunity areas that enhance the possibility for higher walking, biking, and transit modal splits.

Additional Plan and Ordinance Provisions: Complete Streets and Connectivity Investments

Efforts to Date

The City of Bend has a program for identifying pedestrian and bicycle improvement priorities[47]. There are $3-5 million for design and construction of pedestrian and bike improvement projects in the current Capital Improvement Program. The City has a list of priority safety crossing projects identified in the 2012 Bend Safety Implementation Plan and another priority list for walking and bicycling corridors, and bicycling and walking structures found in the 2014 Strategic Implementation Plan for Pedestrian and Bike Infrastructure. For instance, there are safety crossing projects on 3rd Street and Highway 20 corridors that are in, adjacent, or lead to and through three opportunity areas: East Downtown, Central Area, and Highway 20. The pedestrian and bike plan priorities were created by identifying existing walkable and biking areas in the City that had the most potential to increase those mode splits. These areas in most cases overlap with the UGB opportunity and core areas.

[47] See “Safety Implementation Plan” 2014; “2014 Strategic Implementation Plan for Walking and Biking”

[Note: a map will be prepared for the final ILUTP that identifies the projects referenced here as well as the opportunity areas and transit corridors.]

Proposed Strategies

The City will review the existing pedestrian and biking plan and priorities for consistency with the opportunity and core areas. This will include an update to the methods and approaches to the priorities.

The City will update the transportation CIP and the transportation system development charge policies and documents after the UGB remand is approved. The updates will include the ILUTP implementation.

In the near-term, the City anticipates being able to implement planned and funded projects from the work described above, including sidewalks, bike lane improvements, and up to six enhanced roadway crossings in or adjacent to opportunity areas.

The City will also conduct planning and prioritization of streetscape corridors in opportunity and core areas and transit priority corridors and centers. In the near-term, the City anticipates being able to construct two or more streetscape projects in opportunity areas or transit corridors (14th Street, Galveston, and Newport streetscape improvements are scheduled for construction in 2018).

Additional Strategies for Further Consideration

As funding allows, the City can implement additional projects that are planned but not funded, focusing improvements in opportunity areas and adjoining corridors. Examples include streetscape corridor enhancements, canal bridges and key structures (such as Greenwood and Franklin undercrossing improvements) and bike boulevards. The City may evaluate funding mechanisms such as Urban Renewal for areas including Opportunity Areas to provide additional funding for such projects.

Over the long-term, the City can pursue aspirational projects, such as major roadway connections, bike/pedestrian US 97/Parkway crossings, and additional streetscape corridors.

Summary and Implementation

Table 2 summarizes how the city can implement supportive strategies to reduce VMT through implementation of the “Proposed Strategies” associated with the UGB expansion proposal, and also with “Additional Strategies for Further Consideration” over the longer-term future. The second column captures the implementation of the policies and programs that are already in place and those that are proposed for adoption with the UGB. The third and fourth columns capture additional work the city could do to further reduce reliance on the automobile over the long term if staff time and funding allow. There is a time component to the feasibility of implementing the additional strategies in the sense that the actions generally build on one another and greater levels of implementation may be possible and appropriate over time based on available public funding and private redevelopment proposals. This is reflected in the categorization of the additional strategies as “Medium-Term” or “Long-Term”.

ILUTP implementation is dependent on City Council goals and CIP priorities. The projects and programs that implement the ILUTP will need to be prioritized with other community transportation and land use plans and projects. Funding, staff resources, and community values will have to be constantly weighed and balanced as the ILUTP is implemented and will influence the timing of the ILUTP projects and programs. Another factor that guides how fast and to what degree the ILUTP is implemented is how the private market responds to the UGB remand land use policies, especially in the opportunity areas. Standards or benchmarks to reduce VMT rely on land use strategies such as diversity and density that are dependent not only on land use policies but the national, regional, and local land use market trends that the City does not control. Consequently, ILUTP implementation must be managed with the understanding the City plans to allow the land uses to allow the market to respond in a way that ultimately reduces VMT through a combination of land use and transportation actions.

The UGB Remand has analyzed Bend urban typologies and form in relation to VMT reduction. The initial findings indicate that the Core area of the City that includes identified Opportunity Areas have the greatest chance for reducing VMT. Therefore, the implementation strategies will also focus transportation projects and programs in these areas and corridors. This does not preclude implementation in other areas of the city which will also support lowering VMT. This approach builds on and supports the goals and policies found in the UGB Growth Management Report and will ensure that limited transportation resources are applied strategically to lower VMT.

Table 2: Summary: VMT Reduction Strategies[48]

ILUTP Element	Proposed Strategies	Additional Strategies for Further Consideration	
		Medium-Term	Long-Term
Land Use Strategies	Designate and ultimately rezone mixed use opportunity areas identified in UGB project.[49] Adopt city-wide modifications to the development code to increase efficiency and housing mix for new residential development and offer targeted reductions to parking standards.	Designate additional mixed use areas along transit corridors where there is redevelopment potential Adopt design and development standards for key pedestrian areas and transit corridors Strengthen connectivity standards for new master-planned neighborhoods	Consider up-zoning selected residential neighborhoods in the city where there is potential for infill development based on additional analysis and community support
Transportation Demand Management and Parking Management	Incentives approach to TDM City conducts analysis and feasibility for parking management and pricing	Regulatory plus incentives approach to TDM City implements parking management programs in key areas based on outcomes of parking study. Consider implementing TMAs in key areas of the City.	Parking pricing implemented in key areas, based on outcomes of the parking pricing study (e.g. downtown and Central Area MMA).
Transit[50]	Existing service as of 2016 Enhancement of transit centers and corridors in opportunity and core areas.	Implement most components of Bend Transit Plan, including additional hours of service, more frequent peak headways, and two new routes.	Implement further additional hours of service, improved headways on specific routes primarily in opportunity and Core areas, and conversion of 3 routes from bus service to pre-BRT types of service

[48] This table is a summary. Please see the text in Chapter 4 for the full description of all strategies.

[49] Zoning may be deferred in some opportunity areas until requested by the property owner.

[50] See attached Explanation of Transit Scenarios and CET Service Schedule for details.

ILUTP Element	Proposed Strategies	Additional Strategies for Further Consideration	
		Medium-Term	Long-Term
Roadway Improvement Management and Policies	Consideration of reducing existing lanes and widths at key intersections and corridors on major roadways in opportunity and core areas	Develop pedestrian and biking safety plans for the opportunity areas that enhance the possibility for higher walking, biking, and transit modal splits.	
Complete Streets and Connectivity Investment[51]	Implementation of planned and funded projects in or adjacent to opportunity areas. Conduct planning and prioritization of streetscape corridors in opportunity and core areas and transit priority corridors and centers.	Evaluate funding mechanisms such as Urban Renewal for areas including Opportunity Areas Implementation of planned but not-yet-funded projects, focusing improvements in opportunity areas and adjoining corridors.	Refinement and potential implementation of aspirational projects, such as major roadway connections, US 97/Parkway bike/pedestrian crossings, and additional streetscape corridors.

[51] See attached Complete Streets and Connectivity – Future Scenarios for details.

CHAPTER 5. POLICIES, STANDARDS AND BENCHMARKS

Proposed ILUTP Policies

The Bend TSP and General Plan include existing goals and policies that call for reducing reliance on the automobile and encourage mixed use development, which support the ILUTP. The policies below are new policies specific to implementing the ILUTP.

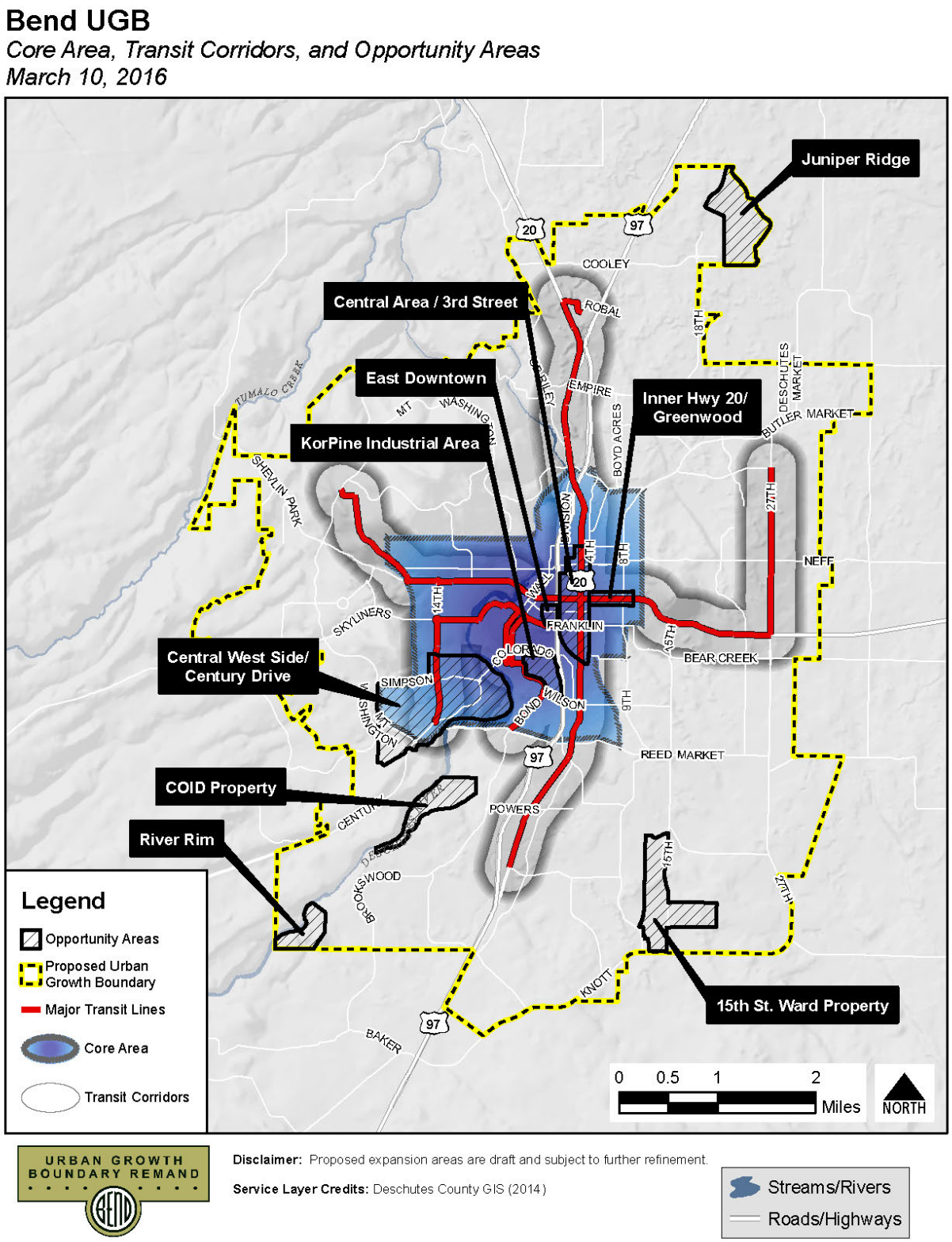
- The City will implement the land use, transportation demand management, parking management, transit, and complete streets strategies, projects and programs that are identified as Proposed Strategies in Chapter 4 of the ILUTP.
- The City will conduct a planning study to determine Transportation Management Areas for the opportunity areas, transit centers, and public and private institutions and companies.
- The City will include streetscape projects in opportunity and core areas and transit corridors when developing the transportation CIP priorities and projects.
- The City will develop transit priority corridors in the opportunity and core areas that include a combination of land use policies and codes and transportation enhancements that encourage transportation options.
- The City will update the assessments of the ILUTP benchmarks at each update of the regional transportation system plan.

Proposed Standards

In addition to tracking implementation of the strategies identified in Chapter 4, the City proposes to use the standards identified in this section to measure progress towards developing and implementing transportation systems and land use plans that increase transportation choices and reduce reliance on the automobile. The proposed standards focus on outcomes that are not fully within the City's control; they can be thought of as performance measures that provide insights into the effectiveness of the City's ILUTP strategies. They are linked to the "D" variables discussed in Chapter 2 of this ILUTP because those have been shown to be key drivers of travel behavior. Standards are proposed for both 2028 and 2040 due to the shortened nature of the UGB Remand planning horizon and the likelihood that the City will undertake a more comprehensive TSP update in the relatively near future.

The proposed standards emphasize evaluating performance in certain key areas of the City, including opportunity areas, transit corridors, and the Central Core. This reflects the City's overall approach of focusing the available resources on areas that will have the highest likelihood to reduce VMT. These key areas are shown on Figure 6. Note that there is (intentionally) a great deal of overlap among these key areas; however, because they area each important for their own reasons, the City proposes using the combination of these areas to track progress.

Figure 6: Central Core area, Transit Corridors, and Opportunity Areas



Note: Table 3 below is a first framework and will be revised when modelling results are available.

Table 3: Standards for Reducing Reliance on the Automobile

Topic	Measure	Geographic Area[52]	Current (2014)	2028 – preferred UGB	2040[53]
Density	Activity density[54]	Core			
		Opportunity Areas			
		Transit Corridors			
Design	Neighborhood Connectivity[55]	Core			
		Opportunity Areas			
		Transit Corridors			
	Streetscape Project Implementation[56]	Core			
		Opportunity areas			
		Transit Corridors			
Destinations	Transit access[57]	City/UGB-wide			
	Transit service density[58]	Core			
		Opportunity Areas			
		Transit Corridors			
	Employment access[59]	City/UGB-wide			

[52] See Figure 6 for a map of the areas in question.

[53] The standards for 2040 are based on an assumption of continuing the 2028 proposed strategies and allowing a longer time horizon for private development to respond to the proposed strategies. They do not assume implementation of the additional strategies for further consideration.

[54] Activity density is measured as population plus employment over area. It represents an average over the geographic area specified.

[55] Neighborhood Connectivity is measured as a weighted average (weighted by TAZ population) of intersection density (number of intersections divided by TAZ area).

[56] Streetscape project implementation is measured as the number of streetscape and bicycle/pedestrian safety improvement projects completed in each area.

[57] Transit access is measured as the percent of residents and employees within a quarter mile of a transit stop.

[58] Transit service density is measured as the total number of buses expected to stop within a given area during the peak period based on transit route locations and peak period headways.

[59] Employment access is measured as a weighted average share of regional employment located within 3 miles travel distance. To perform this calculation, first, the share of regional employment is calculated for each TAZ; second, other TAZs within a 3 mile travel distance are identified for each TAZ; third, the share

Topic	Measure	Geographic Area[52]	Current (2014)	2028 – preferred UGB	2040[53]
	Proximity to activity centers[60]	Half-mile travel distance from Core Opportunity Areas			
		2-mile travel distance from Core Opportunity Areas			
		1-mile transit trip from Core Opportunity Areas			
Diversity	Jobs-housing balance[61]	Opportunity Areas			
		Core			

TPR Compliance

[Note: this section will explain how the proposed standards comply with the TPR requirements. The text below is a placeholder – this will be included with the final version of the ILUTP.]

These standards comply with the TPR requirements as demonstrated below.

(A) Achieving the standard will result in a reduction in reliance on automobiles;

[response]

(B) Achieving the standard will accomplish a significant increase in the availability or convenience of alternative modes of transportation;

[response]

(C) Achieving the standard is likely to result in a significant increase in the share of trips made by alternative modes, including walking, bicycling, ridesharing and transit;

[response]

(D) VMT per capita is unlikely to increase by more than five percent; and

---

of regional employment located within a 3 mile travel distance is summed for each TAZ; and fourth, a city-wide average is calculated as a weighted average by TAZ population.

[60] Proximity to activity centers is measured as the percent of the population that can access the core opportunity areas and the downtown within a half-mile on streets or trails (walking distance), within 2 miles on streets (a reasonable bike ride or short drive), and within 1 mile without a transfer on a transit route (an easy bus ride).

[61] Jobs-housing balance is measured as the ratio of jobs to housing in the specified area.

[response]

(E) The standard is measurable and reasonably related to achieving the goal of increasing transportation choices and reducing reliance on the automobile as described in OAR 660-012-0000.

[response]

URBAN GROWTH BOUNDARY REMAND

MAKING BEND EVEN BETTER

Informational Items

Joint Meeting of the Residential & Employment Technical Advisory Committees

URBAN FORM BACKGROUND REPORT

Draft

March 2016

815 SW 2nd Avenue, Suite 200 | Portland, OR 97204

503-297-1005 | www.migcom.com

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1. PURPOSE

The Urban Form Background Report describes Bend's present urban form as a supplement to and in support for the Bend Urban Growth Boundary (UGB) Remand Project (the Project). This report summarizes work completed during Phase 1 of the Project. It outlines important causes and relationships to help inform how the city will grow and change in the coming years based on the desires of the community. The Urban Form Background Report is intended to:

- Document the urban form analysis that was completed as part of the initial phase of the project;
- Help understand how factors influencing past development have shaped Bend;
- Characterize the city's urban form today; and
- Provide a reference document to inform aspirational discussions of Bend's future urban form through the comprehensive planning process that is currently underway.

Document Organization

This document is organized in the following four sections, beginning with an overview of Bend's urban form context, followed by a summary of the existing urban form typologies, concluding with ideas for future growth and integration with further planning.

- **Section 2:** Urban Form and Complete Neighborhoods, provides a definition of the important concepts used to define and apply the urban form typologies.
- **Section 3:** Community Identity and Urban Form Context, provides a physical description of Bend today, focusing on the elements that influence its urban form, including natural features, public spaces, the transportation network, and existing neighborhoods.
- **Section 4:** Development Typologies, defines each typology, consisting of neighborhoods, centers and corridors, employment districts and public facilities.
- **Section 5:** Future Growth Considerations, presents implications of Bend's existing urban form on future development as it relates to the project.

TERMS USED IN THIS DOCUMENT

- ***UGB Remand Project (the Project):*** The City of Bend's Urban Growth Boundary (UGB) Remand Project.
- ***The Project Team:*** The consultant team response ble for carrying out the project. This includes individual consultant firms led by Angelo Planning Group (APG), and City staff involved in managing the project.
- ***Urban Form:*** The study of the city's physical design, use of spac e and arrangement of land uses.
- ***Typologies:*** A classification system used to describe and organize commonalities among a larger and more complex system.

Project Goals

The UGB Steering Committee approved Project Goals to provide comprehensive direction for the overall planning effort and its desired outcomes, and to address the overarching question: “How should the city grow?” Each goal informs a range of concepts that will shape Bend’s future urban form.

Project Goals*	Urban Form Concepts
A quality natural environment	• Nature frames and weaves through the city
Balanced transportation system	• Streets, paths, bikeways and places for people • The city’s street system is connected and legible
Great neighborhoods	• Walkable neighborhoods define residential areas of the city • Small mixed-use neighborhood centers and activity centers are integral to every neighborhood
Strong active downtown	• Downtown is Bend’s best mixed-use center–the heart of the city
Strong diverse economy	• Employment areas are identifiable districts within the city
Connections to recreation and nature	• Connections to recreation and nature weave throughout, and outside of, the city
Housing options and affordability	• Many housing types are integrated into neighborhoods throughout the city • High density housing is focused in areas with transportation options and access to services
Cost effective infrastructure	• Growth is focused in areas where it can be efficiently served with infrastructure, including areas with existing services and capacity

** Approved by Urban Growth Boundary Steering Committee in September 2014*

Approach

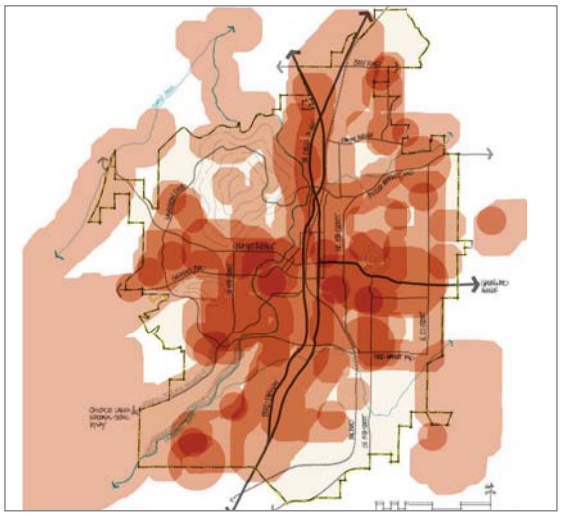
The approach to characterizing Bend's existing urban form consisted of three general steps. During each step, the planning team worked collaboratively with the City to verify on-the-ground conditions and fact check locations and descriptions as typologies emerged.

1. **Project Goals and Data Gathering:** The Project Goals served as an initial guiding framework toward developing both the urban form study and the criteria used in the urban form analysis. Using recent GIS data, the planning team then generated layers of city-wide information, including land use and zoning, employment type and property ownership. The larger project team helped to identify data related to the existing transportation network, development opportunities (Buildable Land Inventory), future growth (Housing Needs Analysis), and review of existing plans, policies and systems (parks and schools, public facilities, etc.).

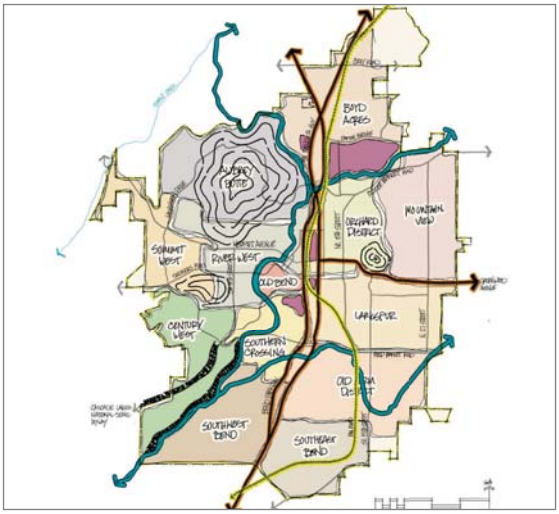
2. **Analysis and Preliminary Typologies:** The urban form analysis was built on an iterative discussion with the project team, City staff, and project committees. A closer look at Bend's existing neighborhoods reveals unique patterns and characteristics across the City. The project team studied Bend's existing urban form through a range of conditions depicted in these map examples. This analysis formed the basis of the typologies described in Chapter 4.

   MIG provided frequent updates to inform the team, then incorporated feedback and additional research to refine and improve the analysis. During this step, the preliminary urban form typologies were used to identify opportunity areas for redevelopment within the UGB, and to inform the development of the Efficiency Measures; two tasks that occurred later in the process.

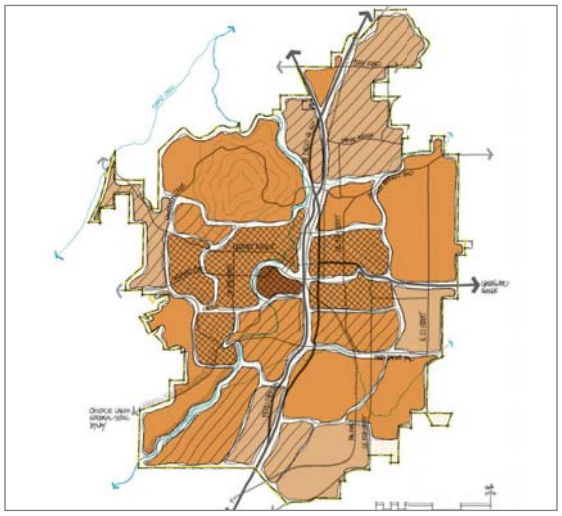
AMENITIES AND WALKING/BIKING DISTANCES



CONNECTIVITY BARRIERS



CONNECTED AND COMPLETE NEIGHBORHOOD TYPOLOGIES



3. **Review and Refinement:** The project team presented preliminary urban form factors and typologies to the technical advisory committees for review and refinement, followed by additional discussion at the Current UGB Workshop in December 2014. The workshop served to test and confirm final changes to the urban form typologies within the existing UGB.



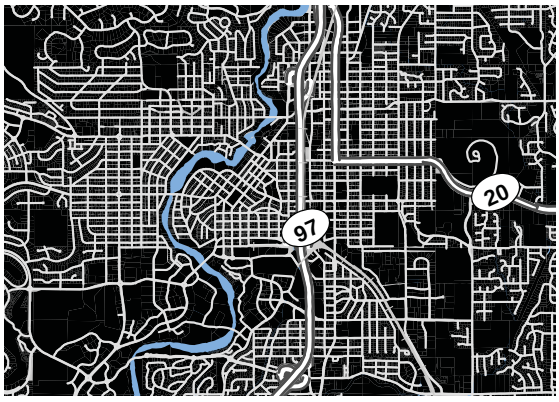


The Current UGB Workshop event held in December 2014

2. URBAN FORM AND COMPLETE NEIGHBORHODS

What is Urban Form?

The process for examining Bend's existing land uses and neighborhoods included a study of its existing urban form. Urban form encompasses the physical shape and design of a city, comprising both natural and built environments. The layout of Bend's streets, location and design of homes and businesses, and distances between destinations all inform the city's urban form and directly affect the quality of life for residents. Urban form influences land values; where residents live, work, shop and relax; everyday travel choices; and whether commute trips can be made by walking or biking, using transit, or driving.





Top: Central Bend's street network and connectivity
Bottom: Downtown Bend and Mirror Pond

Everyone experiences urban form of a city in different ways. A small group of shops and cafes centered on a street intersection or along a street corridor can define an entire street or business district. The sidewalk cafe provides a convenient place to eat. Outdoor seating becomes an opportunity to meet and talk with friends or conduct business. Storefronts and sidewalk displays provide advertising and also serve as landmarks for orientation. All of these characteristics combine to create a place that is active, welcoming, and memorable.

Bend's urban form also directly affects natural systems such as air and water quality, health, and diversity of plants and wildlife. Street trees, landscaped medians and round-abouts provide a green and living contrast to the street and building facades. Impervious surfaces such and streets, parking lots, and rooftops require design solutions and space that store and treat water run-off before it is conveyed to streams and rivers. While an integrated natural and built urban form can create sustainable, memorable, and lasting places, development choices that result in greater distances between homes, jobs, and services can increase travel distances, increase traffic congestion, and negatively affect air and water quality.

Complete Neighborhoods by Design

The planning process also included an assessment of efficiency measures for maximizing the use of land with an emphasis on creating complete neighborhoods. Complete neighborhoods are a characteristic of good urban form. They have many of the essential services and amenities needed for daily living, all within a convenient walking or biking distance (generally defined as a ¼- to ½-mile distance). Complete neighborhoods include quality public schools and varied housing options. Existing complete neighborhoods in Bend include the tight-knit collections of homes, shops, parks, and schools that form the Old Bend or River West neighborhoods. These neighborhoods are highly regarded by residents and visitors alike for their compact, walkable nature and their easy access to parks, trails, natural areas, neighborhood-oriented shops, and restaurants.

Convenient access to public transportation is another key ingredient of a complete neighborhood. Transit oriented development featuring a mixture of housing and retail near public transit corridors, or development areas with shorter distances to nearby services and amenities can result in entire neighborhoods that are transit supportive. For example, locating a major new employment center within a ¼ to ½-mile from parks, trails, and services would encourage active transportation for workers to make quick trips by walking, biking, or transit.







Top: Mirror Pond provides nature within proximity to Downtown
Middle: Attached townhomes allow for moderate density housing
Bottom: Dining options create a complete neighborhood

3. COMMUNITY IDENTITY AND URBAN FORM CONTEXT

Bend's identity and unique urban form context stem from the city's evolution of natural and constructed forces. Natural features such as the Deschutes River and Pilot Butte create inherent boundaries for growth, limiting where and how development can occur while creating opportunities for scenic and recreational resources. Natural features can also provide opportunities to define a positive urban form as Bend has done by integrating residential areas within and near parks, open spaces and trails. While a river is still a barrier for travel, its positive impact and potential as a defining resource within a community provide a strong identity and potentially beneficial constraint within Bend's urban form.

Constructed features, including busy arterials such as Highway 97 or the city's many irrigation canals strongly influence the pattern and design of city streets, allowing new growth to occur in areas that were previously inaccessible. These same elements can also create barriers in and through the city that limit transportation access and connectivity, generate noise or visual blight, or cause fragmented or isolated development patterns. The composition of Bend's neighborhoods are also central to the city's identify, livability, and quality of life. Each neighborhood has a unique story based on a combination of natural and built forces, leading to a patchwork of places with different architectural styles and shapes, street designs, and densities.

The following provides a more detailed overview and discussion of how topography and natural form, public realm, transportation and connectivity, and existing neighborhoods and density influence Bend's urban form and community identity.





Top: Mixed-use development with office, retail and residential
Bottom: Attached townhomes oriented towards street front

Topography and Natural Features

Bend's changing topography and abundant natural features are major influences in its existing urban form and identity as a city. In many ways, the city's rapid growth is a direct result of its natural and scenic beauty and proximity to the outdoors. Bend is uniquely situated between the Cascade Mountain Range and Deschutes National Forest to the west, and high desert plains to the east. The area of the city that falls on the eastern side of the Deschutes River is generally level, while land west of the Deschutes has more varied topography.

Mt. Bachelor and the Three Sisters create a scenic backdrop of snowcapped peaks, separated from the city by only about 20 miles and a relatively gradual change in elevation from 3,600 feet to 10,000+ feet. When entering Bend from the north, Aubrey Butte can be seen rising above the surrounding landscape, serving as a focal point and organizing feature: its presence serves as a visual gateway to Bend and a wayfinding landmark to navigate around the city. The gradual slope of the butte has allowed for surrounding housing development. As a contrast, Pilot Butte—an extinct volcano east of Bend—is protected as state park land, limiting development potential along its base.

The Deschutes River meanders its way north through the center of the city, eventually forming a wide and slow moving water body (known as Mirror Pond) due to a hydropower dam to the west of Downtown. At its southern extent within the city limits, the river canyon is steep, with dramatic, terraced rock outcroppings along its western edge. Along its eastern edge, the river bank is more gradual and has allowed for lower density residential development in the southern portion of the city. To the northwest of Bend, Tumalo Creek runs just outside of the city limits before its confluence with the Deschutes River to the north of Bend. The City of Bend preserved a section of the creek within the 652-acre Shevlin Park.

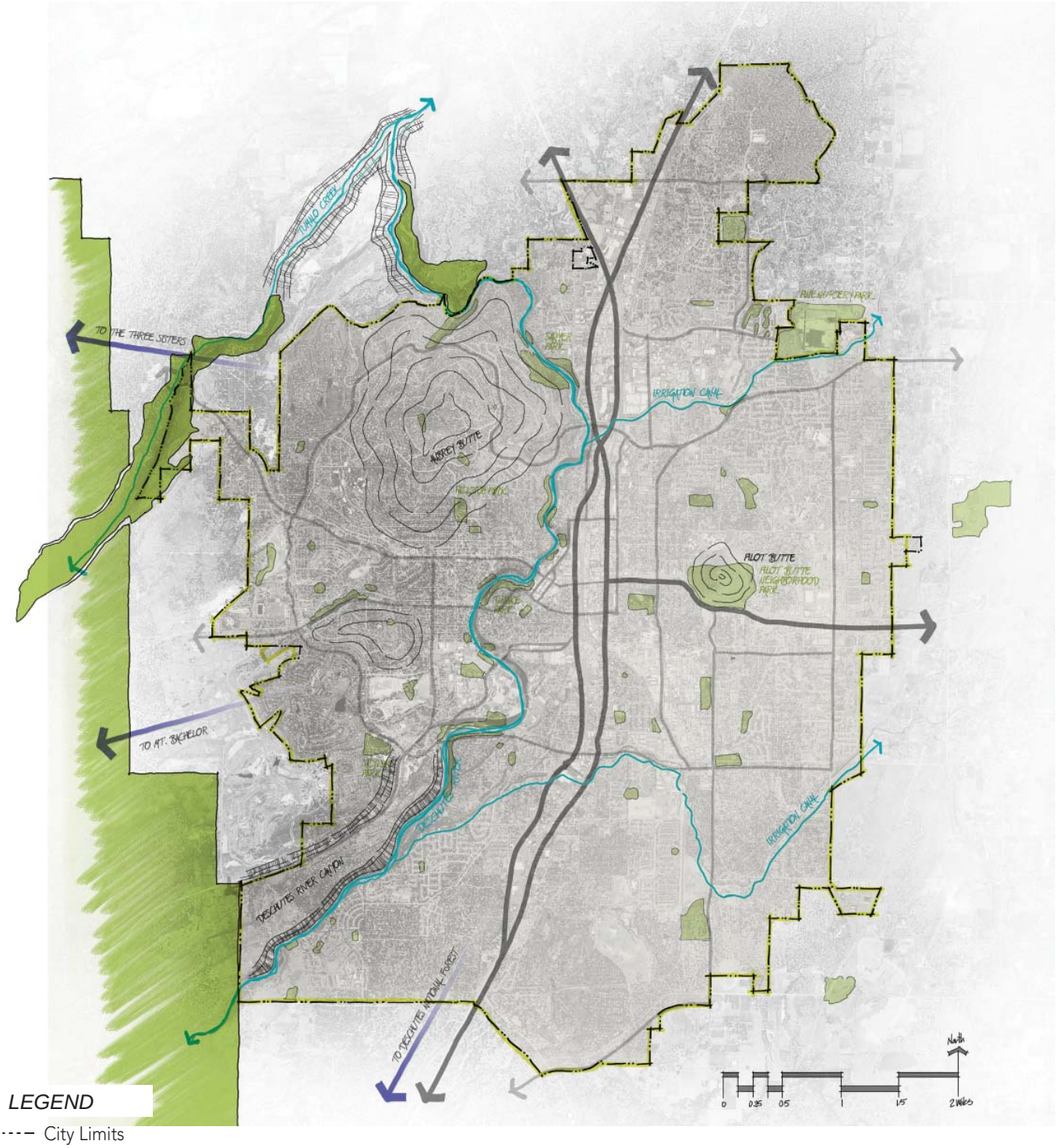






Top: View of Sisters Mountains from Bend
Middle: View of Pilot Butte in eastern Bend
Bottom: Rafters on the Deschutes River

TOPOGRAPHY AND NATURAL FEATURES



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Major Topographical Features
- Viewshed Lines
- Park/Open Space
- Deschutes National Forest

Bend's natural waterways are complemented by the irrigation canals, diverted from the Deschutes River and running north and east of the city. The system consists of two main canals: the Pilot Butte Canal (running north) and the Central Oregon Canal (running east). The canal system was designed to convey water to municipal and industrial users throughout the region and is managed by the Central Oregon Irrigation District. Dating back to the early 20th Century, the canals are an intact part of Bend's early history and continue to operate today.







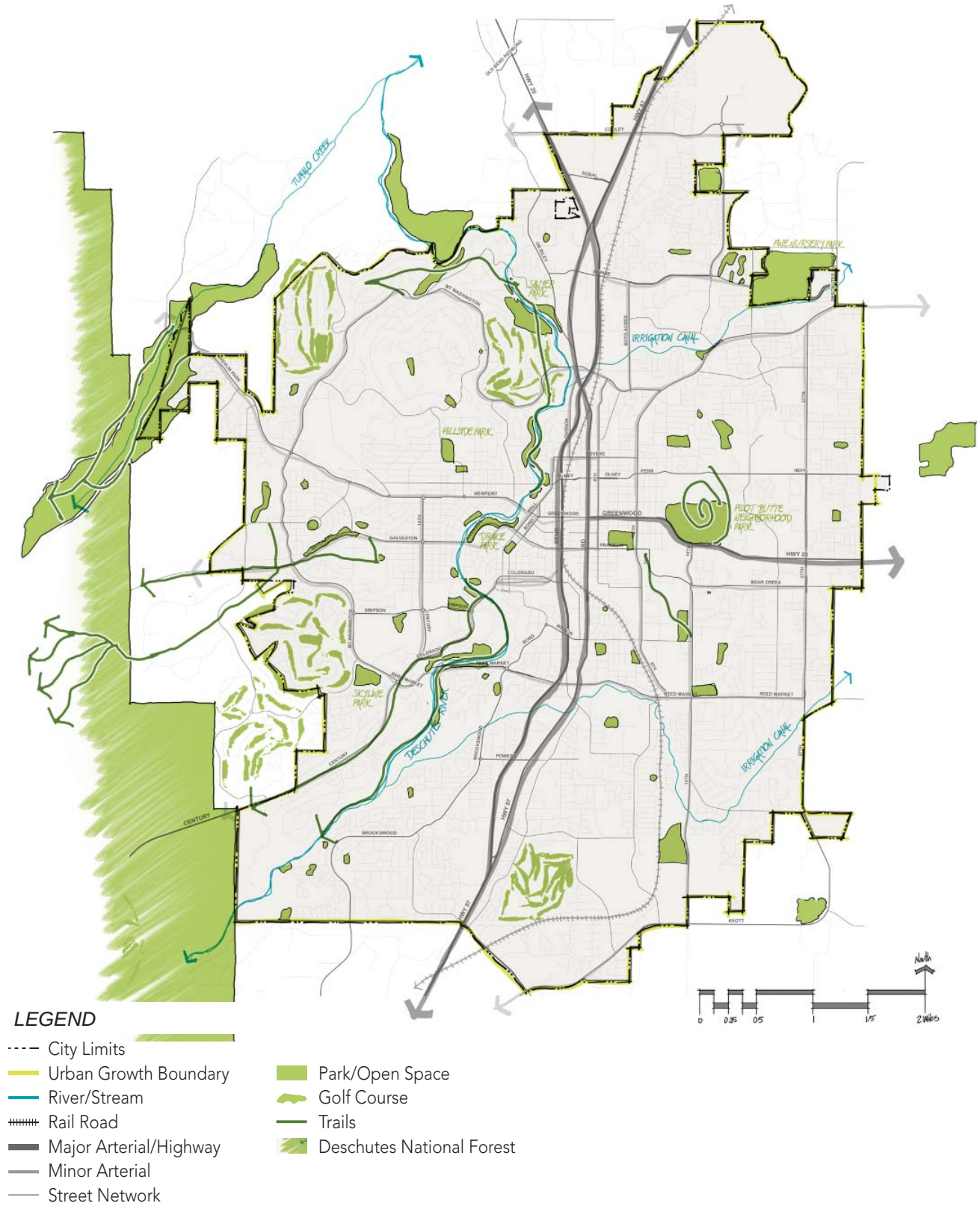
Top: Event at Drake Park
Middle and Bottom: Using streets as places for public gathering

Public Realm

Spaces that fall within the public realm provide defining attributes of Bend's urban form and key ingredients of complete neighborhoods. Parks, trails, open spaces, public streets, and sidewalks shape the physical environment and provide places to play, recreate, connect, learn, and socialize. Parks and open spaces bring nature into the city by providing green areas for public enjoyment, protecting valuable wildlife habitats, and strengthening natural system functions that improve air and water quality. Public streets, sidewalks, and trails provide corridors for transportation, as well as areas for celebrations and gatherings such as parades and demonstrations, community events, temporary markets, and neighborhood block parties.

Bend's unique setting and topography have shaped many of its most important and iconic public spaces, including Riverbend Park along the Deschutes River and Pilot Butte State Park, a highly visible landmark that adds to a sense of place throughout the city. The size and scale of Bend's public places vary widely, from the sprawling Pine Nursery Park in northeastern Bend, to the public art installations in many of the city's round-abouts. Larger community spaces like Pine Nursery Park draw a wider range of users, creating traffic, noise, and crowds during peak use times. Smaller neighborhood spaces like Bend's neighborhood parks attract nearby residents and create informal places to play and gather in small groups.

PUBLIC REALM



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Street Network
- Park/Open Space
- Golf Course
- Trails
- Deschutes National Forest

One of Bend's most popular and iconic parks, Drake Park, is a major focal point of the city and central to community life. The park's proximity to Downtown provides a unique backdrop and asset, creating a unique sense of place while adding to the range of amenities and attractions all within a short walk from the city's core. Sites with private or semi-public uses can complement the the public realm, drawing visitors and attracting new residents while providing outdoor activities and contributing to the local economy. Local examples include Bend's many golf courses, as well as the Les Schwab Amphitheater, which is built along the Deschutes River Trail and attracts thousands of visitors through music and art, providing a nexus of public activity during many events throughout the year.

While Bend's streets move thousands of people through the city each day, their interface with the private realm—the street front—can advance or hinder the creation of welcoming and walkable places. Busy arterials such as NE 3rd St., with set-back buildings and narrow, curb-tight sidewalks can create noisy and unwelcoming environments for pedestrians and cyclists. In Downtown, streets such as Wall and Bond, where buildings are closer to the street, offer a more pleasant environment for pedestrians, with tree lined sidewalks, slower vehicle speeds, and a concentration of retail, shopping, and nightlife. In many of Bend's neighborhoods, local streets are quieter than main streets, and are more often used for walking, biking, and playing. Bend's alleys are also part of the public realm, and are often underutilized spaces, mainly relegated for trash collection and garage or service and delivery access.

Bend's interconnected system of trails provides a convenient and safe way to walk or bike across the city. Trails take two general forms in Bend: natural surface trails that exist in many of Bend's parks and extend along the Deschutes River, leading into the surrounding forests; and paved pathways found along side streets or that depart from the street grid to create pedestrian and bike friendly connections between neighborhoods and destinations.





Top: Small and large private plazas and facilities add to offerings of the public realm
Bottom: Miles of trails extend into surrounding forests in and around Bend

TRANSPORTATION NETWORK & CONNECTIVITY

Key transportation thoroughfares designed to carry large vehicle volumes connect Bend with other major regional destinations. They also have a major influence on Bend's identity, as they offer views of the surrounding peaks along the Cascade Range as one travels through the city. Highway 97 is a major north-south highway that carries thousands of people in and around Bend every day. Highway 20 is another major highway that generally runs east and west. Within Bend, it digresses from its usual east-west course to travel alongside US 97 for several miles before heading west again. Within Bend, Highway 97 and Highway 20 have lower posted speed limits than outside the city limits. Rail lines carrying freight trains also run parallel to Highway 97.





Top: Public art at the Butler Market Road and 8th Street round-about
Bottom: View of Mount Bachelor from the Cascade Lakes Highway

As physical elements in the urban landscape, highways consume large amounts of space—with their combined right-of-way, access ramps, and landscaped buffers, they reduce pedestrian and habitat connectivity across east and west Bend. This barrier is more pronounced in places where Highway 97, Highway 20 and the rail line run parallel for at least three miles before reaching Downtown. While the highways have played a major role in urban form by attracting concentrations of commercial development, as seen with retail and employment uses all along Highway 97 within the city limits of Bend, many of those uses are auto-dependent.

Arterials

Arterial roads such as Reed Market Road, 27th Street, Newport Avenue and Butler Market Road collect traffic from highways and funnel them to other smaller streets. Several arterial corridors in Bend are distinctive due to the access they provide to surrounding recreational destinations and the signature views they offer of the surrounding Cascades. Century Drive (Cascade Lakes National Scenic Byway) provides views of Mount Bachelor, with access to the many lakes along the Cascades and also to reservoirs along the upper Deschutes River. Several smaller and local streets create a unique and memorable sense of place.

The city's round-abouts are a very distinctive feature that create identity in the landscape and help shape the urban form of Bend. Round-abouts like those along Newport Avenue and Reed Market Road calm traffic while also serving as neighborhood gateways and community focal points with public art installations. Green street designs like 27th Street have medians that provide additional landscape and stormwater mitigation benefits. Mount Washington Drive in west Bend and Butler Market Road in east Bend are distinctive due to their "off the grid" alignment or meandering configurations. These streets, with their substantial traffic volumes, varied configurations, and unique designs offer wayfinding functions in addition to their transportation service.

Public Transit

Bend's bus routes and future transit development will play an important role in enhancing connectivity and providing additional organizing elements for the city's evolving urban form. At present, Cascade East Transit routes radiate from Downtown Bend along north-south and east-west directions along 3rd Street, 27th Ave, Newport Avenue, Franklin Avenue and Reed Market Road. The public transportation system also enhances community livability and supports neighborhood centers. Complete neighborhoods and future commercial centers and corridors should be linked to public transit routes to support desired urban form typologies.

Non-Motorized Trails

Bend's trail system is essential to creating complete and connected neighborhoods because it provides recreation opportunities and non-auto transportation options, and contributes to the economical vitality of a community. Bend has over 65 miles of trails that consist of bike routes, on- and off-street paths, and wide sidewalks. Together, these different types of trail facilities create a network that makes neighborhoods walkable and bikeable and ultimately reduces reliance on driving, in addition to providing a recreational amenity. Bend's trails guide both visitors and residents through different neighborhoods, to employment districts and commercial areas, and towards the surrounding parks and natural areas.

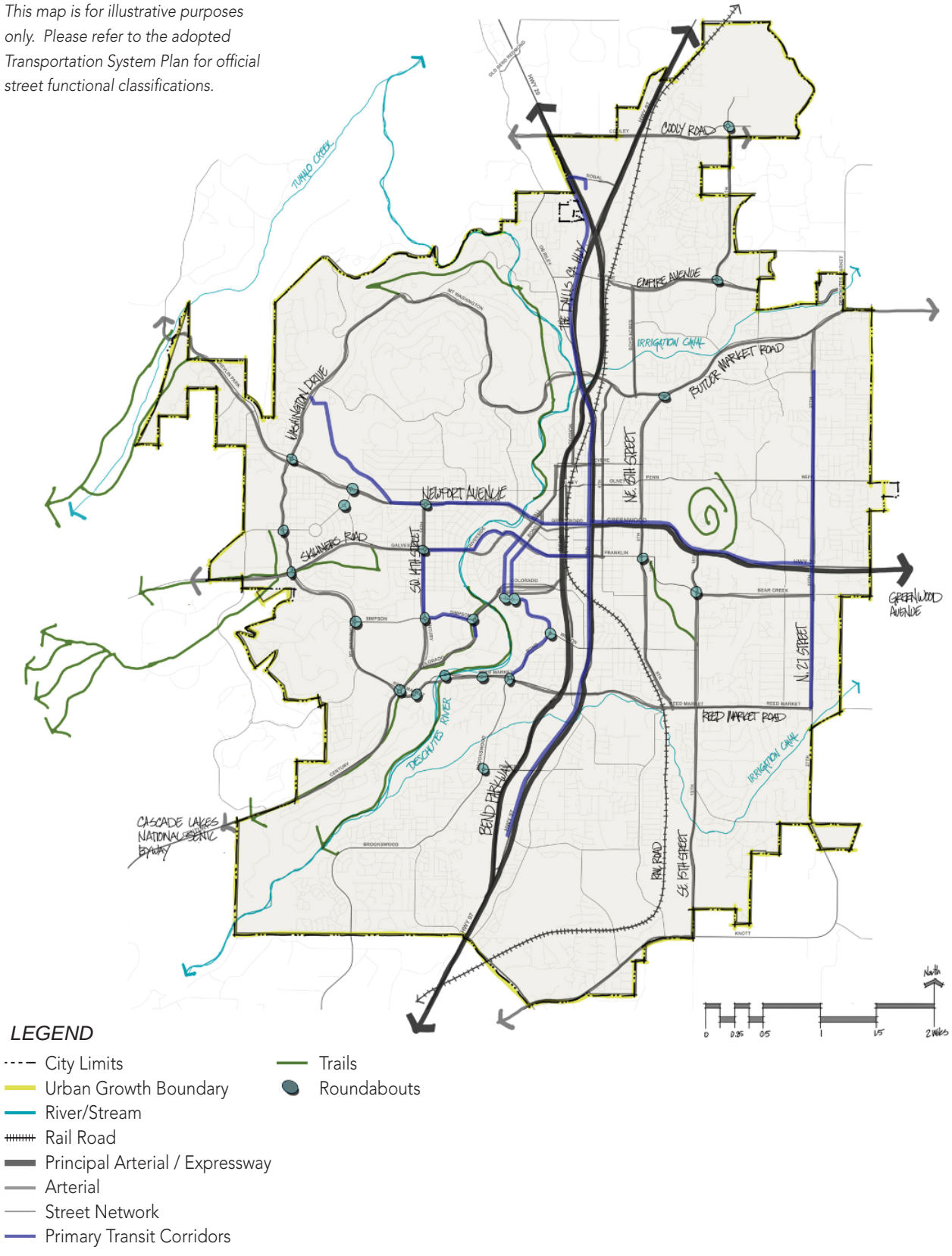




Top: Cascade East Transit provides convenient public transportation service in Bend
Bottom: The Deschutes River Trail is a popular destination for residents and visitors

TRANSPORTATION NETWORK & CONNECTIVITY

This map is for illustrative purposes only. Please refer to the adopted Transportation System Plan for official street functional classifications.



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Principal Arterial / Expressway
- Arterial
- Street Network
- Primary Transit Corridors
- Trails
- Roundabouts

Rail

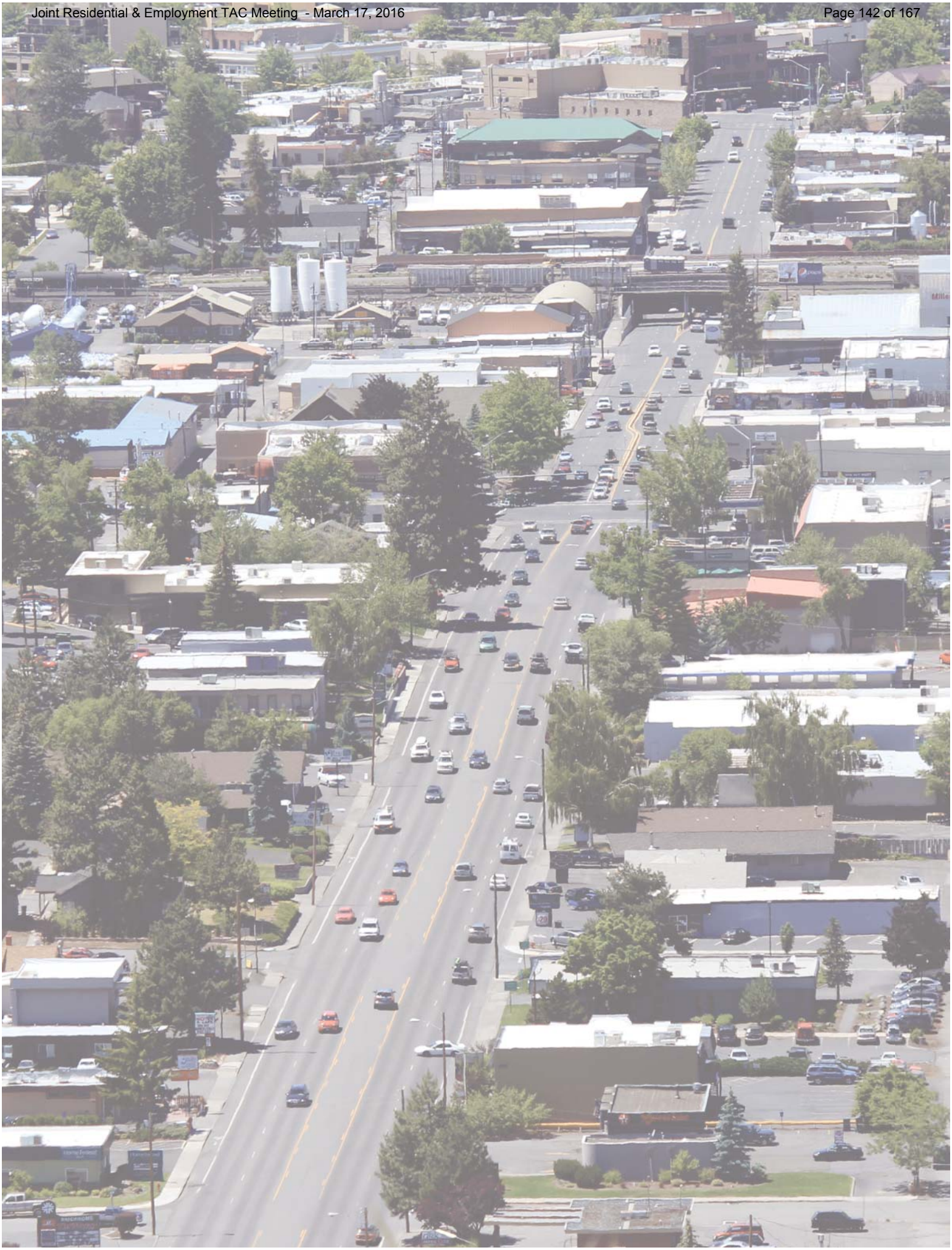
The BNSF rail line is the primary rail line in Bend, paralleling Highway 97. There are rail spurs serving local industries and businesses west of NE 1st Street and along SW Industrial Way before turning east towards the industrial zone. Additional spurs serve industries and businesses along SE 9th and also south of Reed Market Drive. There are also several at grade crossings and a few grade separated crossings where the rail line intersects with the roadways.

Safety issues, walkability issues, and traffic delays are generally associated with intersections of rail lines and roadways. For the most part, grade separated crossings are preferred so as to provide sufficient safety and eliminate large traffic delays. Some of the major at-grade crossings in Bend occur on Reed Market Road, Revere Avenue, and Butler Market Road. As traffic volumes increase, train crossings may contribute to increased traffic interruptions, specifically on arterial roads. Potential solutions include coordination with railroad authorities to minimize crossings during peak driving periods or grade separation.





Top: Railroad spurs near SW Industrial Way
Bottom: A rail crossing can lead to traffic congestion during train crossings
Right: View of Greenwood Avenue from Pilot Butte



EXISTING NEIGHBORHOODS, DENSITY & STREET ORIENTATION

Bend has thirteen recognized neighborhoods that each have a unique geographic setting with a mixture of old and new building types and mixture of uses. Together, Bend's neighborhoods form the foundation of its urban form, influencing future development patterns, land uses, and potential growth opportunities. Different neighborhoods in Bend offer different housing options, from larger lots and suburban living with detached single family homes, to smaller and more compact development patterns with attached or multi-family homes. Development densities, street designs, and proximity to amenities such as parks and schools determine how complete and livable each neighborhood can be. The Existing Neighborhood Densities and Amenities Map on the following page shows Bend's existing neighborhoods, their permitted range of residential density (zoning), and locations of parks, open spaces, and schools.

Bend's earliest neighborhoods evolved from the area's prominence as a logging town and related mill operations. Today, the Southern Crossing neighborhood showcases the former mill. The site has been repurposed as an iconic symbol of the city's past, into a retail development and mixed-use neighborhood. The Old Bend neighborhood's gridded street system and short block lengths provide a pedestrian oriented setting, with detached single family homes, parks, and schools. Several homes have rear accessed alleys that reduce the number of driveways at the front of homes while bringing homes closer to the street. West of Old Bend and Downtown, the connected street grid continues in the Riverwest neighborhood until meeting one of the city's newest neighborhoods, Summit West. Here, newer housing radiates from a central park (Compass Park), situated near schools, restaurants and services. Many Riverwest homes also take access from a rear alley.

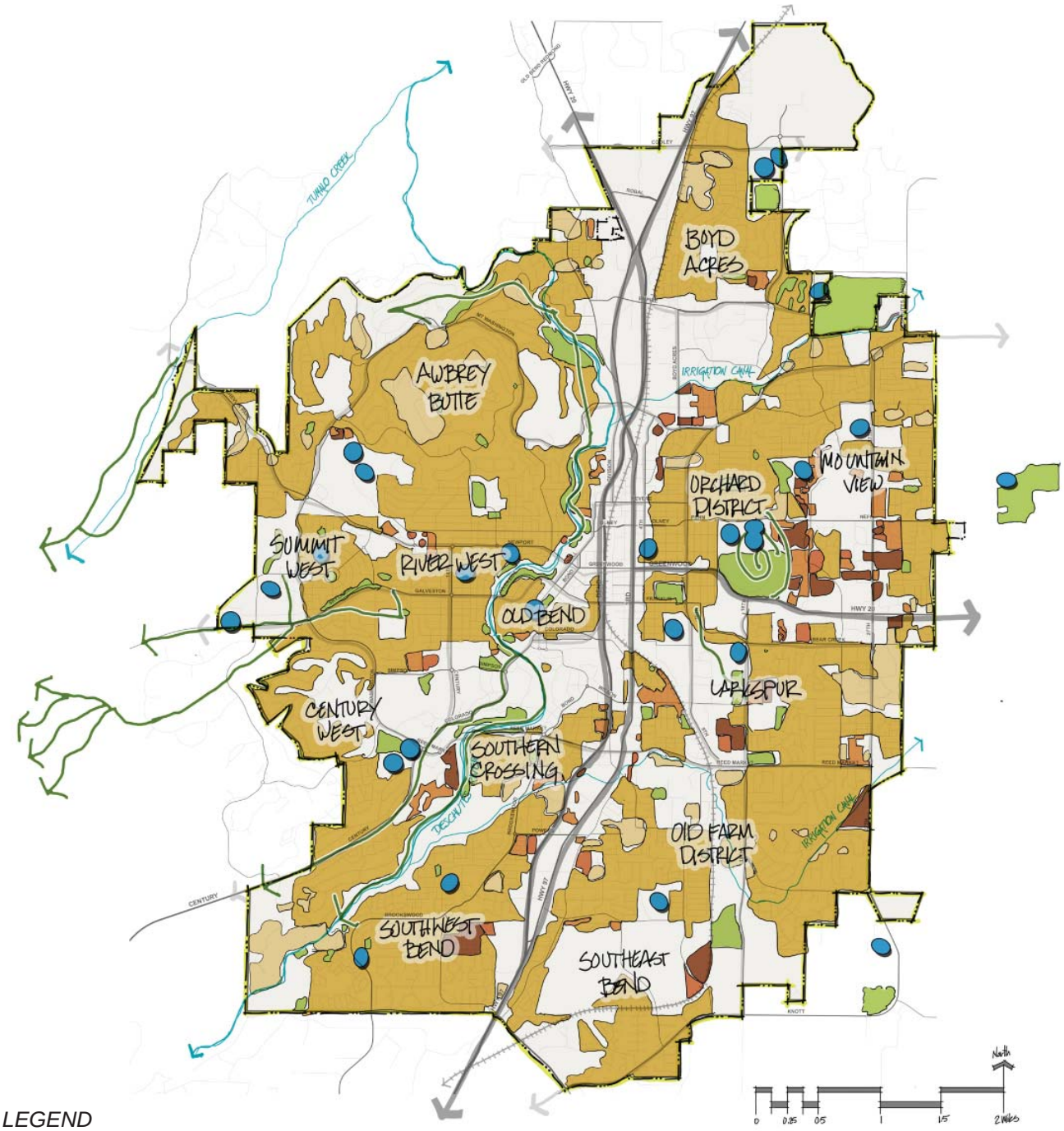






Top, Middle and Bottom: Different housing options in different neighborhoods across Bend

EXISTING NEIGHBORHOODS AND DENSITY



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Street Network
- Non-Residential Use

Residential Density

Single Family
- Greater than 1 Acre
- Less than 1 Acre

Multi-Family
- Up to 6 Units
- 7 to 49 Units
- 50 to 204 Units

Amenities
- Park/Open Space
- Trails
- Schools

To the north, the Aubrey Butte neighborhood has a contrasting layout and street pattern due to the hilly terrain. The neighborhood is characterized by lower density housing served by curvilinear streets, with many ending in cul-de-sac or forming loops. To the east, the Mountain View neighborhood has a greater amount of multi-family housing, and attached single family homes. The development pattern is more segmented, with several housing developments served by a single street access, or homes that front along a dead-end street. Along the periphery of the city, in several different neighborhoods, the city's lowest density development is formed with larger, one-acre and greater lot sizes.

4. DEVELOPMENT TYPOLOGIES

Development typologies provide a standardized system for organizing and classifying different development patterns around the city. These typologies help the City understand the current mixture of land uses and to create a palette to describe the desired future urban form of Bend. Typologies provide a general definition based on common attributes and a common language to help further analysis and discussion with public officials and staff, planners and designers, members of the public, and the development community.

The process for defining the typologies began early in the Bend UGB Remand planning process, starting with a preliminary assessment of major existing land use categories within the city. These consist of residential neighborhoods, commercial and employment areas, and public/semi-public lands including parks and open spaces, schools, and civic uses. From these initial categories, the project team identified general land use patterns where development typologies with common characteristics began to emerge.

OVERVIEW OF TYPOLOGY INDICATORS

The planning process involved several different sources of information to identify the typologies.

- ***Primary land use:*** predominant land use based on zoning and available parcel data
- ***Employment type:*** major employment types based on parcel data
- ***Residential density:*** range of permitted dwelling units per acre based on zoning
- ***School access:*** proximity to schools based on a ¼- ½-mile walking/biking distance
- ***Park, open space and trails access:*** proximity to parks, open space and trails based on a ¼-½-mile walking/biking distance.

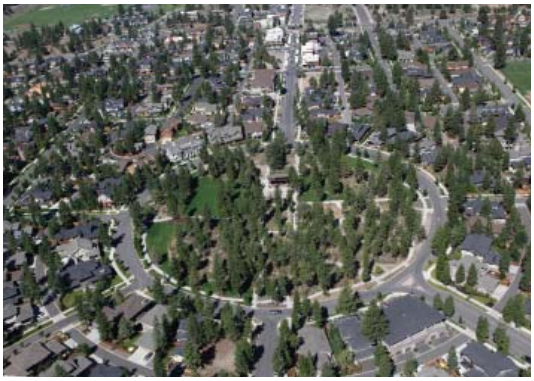
NEIGHBORHOODS

The neighborhood typologies describe the residential urban form that exists today. These typologies transcend the city-identified neighborhoods described previously, with several different types of residential development that exist within any one particular neighborhood. Typologies are based on a range of factors discussed in Chapter 3, including age and location, permitted zoning density (dwelling units per acre), block layout, connectivity and proximity to amenities such as parks and schools. Pedestrian and transit connectivity also inform the different neighborhood typologies.

The predominant housing type in Bend's neighborhoods is single family detached homes with some variations in density and functionality. For instance, neighborhoods such as Mountain View, Southeast Bend and Larkspur feature moderate residential densities and offer a mix of housing types ranging from single family homes to townhomes to apartment complexes. Other neighborhoods, such as Century West and Awbrey Butte consist of larger-lots with single family homes.

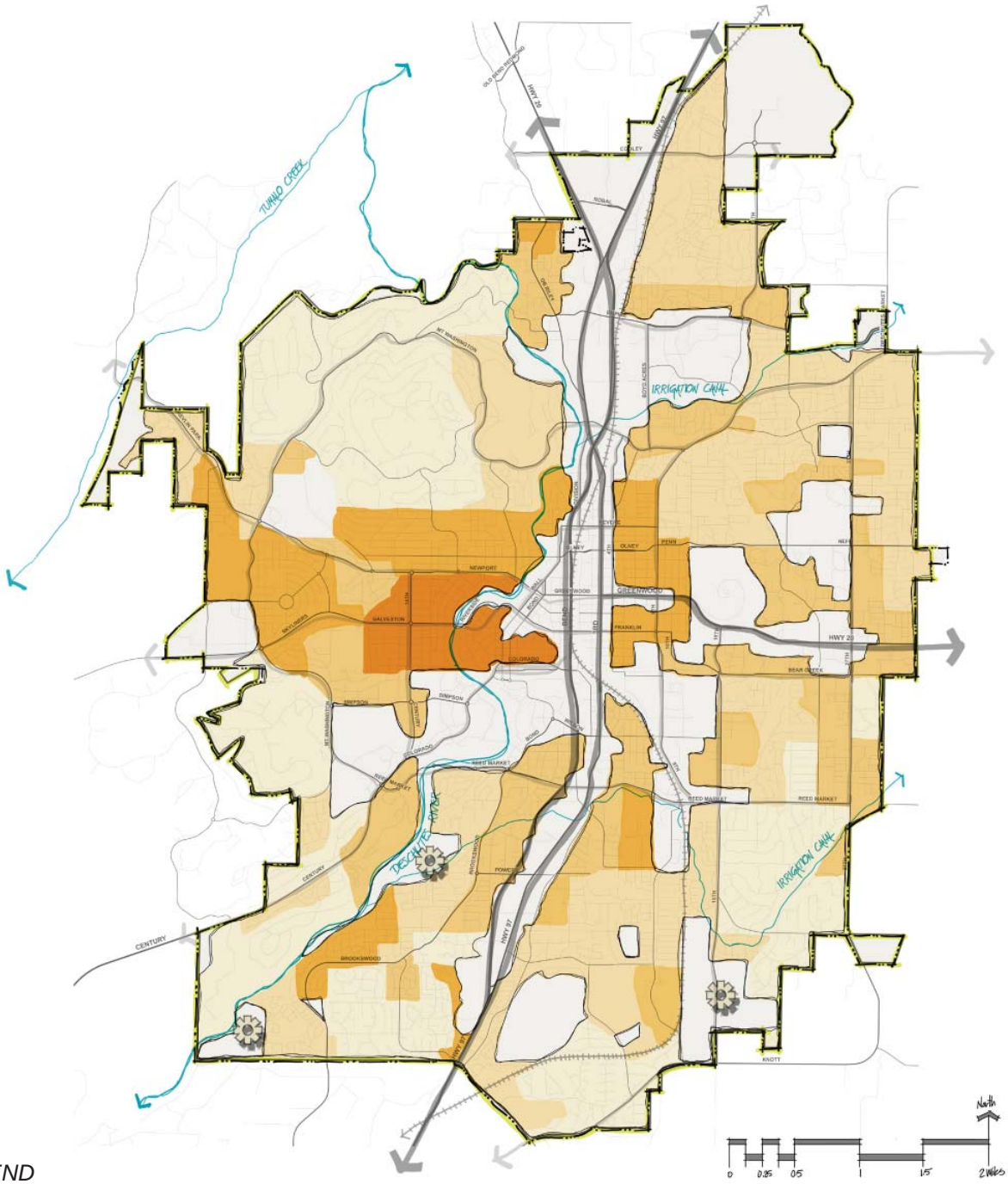
Based on the existing urban form, the following pages describe the five neighborhood typologies and include: Historic, Traditional, Mixed Suburban, Single Family Suburban and Large Lot.





Top: The Old Bend Neighborhood is a mixture of shopping, dining, entertainment and historic homes
Bottom: Northwest Crossing in the Summit West Neighborhood has a unique radial street pattern and is close to parks and schools

EXISTING NEIGHBORHOOD TYPOLOGIES



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Street Network
- Non-NBHD Typology

Neighborhoods

- Historic
- Traditional
- Mixed Suburban
- Single Family Suburban
- Large Lot
- Vacant Residential

*NBHD: Neighborhood

HISTORIC

This typology includes neighborhoods that have a close association with the early development of Bend such as the Drake Park Historic District. In general, these neighborhoods have some of the city's earliest buildings and are characterized by architecture with unique cultural or historic value. Local streets in a typical grid pattern provide good connectivity in these areas. This neighborhood typology is fairly transit-supportive.



Residential development generally consists of detached single family homes, some small apartments and townhomes, ranging in scale from one to two stories and moderate density. Employment uses consist of limited small-scale service or offices within the neighborhood. Many of the properties in these neighborhoods have the Standard Density Residential and the Medium Density Residential zoning designations.



TRADITIONAL

This typology includes detached single family homes in small to medium size lots, some duplexes or triplexes and a few apartment complexes. Residential development is characterized by low to moderate densities. Traditional neighborhoods often have commercial nodes or corridors within walking or biking distance, and may be located closer to other employment areas. A portion of Riverwest Neighborhood north of Newport Avenue is an example of this neighborhood typology.



A large portion of central Summit Neighborhood also features traditional residential neighborhood typology. Local streets in a typical grid pattern provide good connectivity in these areas. This neighborhood typology is fairly transit-supportive. Many of the properties in these neighborhoods are one to two stories tall and have the Standard Density Residential and the Medium Density Residential zoning designations.



MIXED SUBURBAN

This typology has varying intensities of suburban development patterns. In general, these neighborhoods portray development ranging in scale from one to two stories and moderate residential densities. Residential development usually includes detached single family homes with medium to large lot sizes, some apartment complexes and townhomes. Employment uses are generally limited and include small-scale service or offices.



Mountain View and Orchard Districts are examples of existing Bend neighborhoods that exhibit some of the typical mixed suburban neighborhood typology's characteristics. Local street patterns are often meandering rather than a grid layout, which can reduce connectivity if pedestrian and bicycle connections are not provided. This neighborhood typology may be transit-supportive when development intensification occurs at the higher end of the density range. This neighborhood typology may include a mix of zoning designations, including Standard Density Residential, Medium Density Residential, and/or High Density Residential zoning designations.



SINGLE FAMILY SUBURBAN

This neighborhood typology consists of largerly low to moderate-density single-family residential development. Buildings are one or two story single-family homes on medium to large lots. Local streets patterns are often meandering rather than a grid layout, which can reduce connectivity if pedestrian and bicycle connections are not provided. This neighborhood typology is not transit-supportive.



A large section in the Boyd Acres Neighborhood falling east of the railroad tracks and bound by NE 18th on the east and Yeoman Road on the south would exemplify this typology. Another example would include a portion of Orchard Neighborhood that falls within north of Penn Avenue and south of Butler Market Road. Many of the properties have the Standard Density Residential zoning designation.



LARGE LOT

This neighborhood typology is characterized by one or two story single-family home, acreages or ranchettes on large lots. In general, these neighborhoods represent largely very low density residential development. Winding local streets with private drives or secluded, winding driveways are typical in these areas. The nature of development makes these neighborhoods generally more auto-oriented and not very transit-supportive.

A large portion of the Awbrey Butte Neighborhood west of NW Mount Washington Drive would exemplify this typology. Other examples would include portions of Old Farm Neighborhood east of 15th Avenue. A large portion in western Century West Neighborhood also falls under this typology. Many of the properties fall under the Standard Density Residential or Low Density Residential zoning designations.







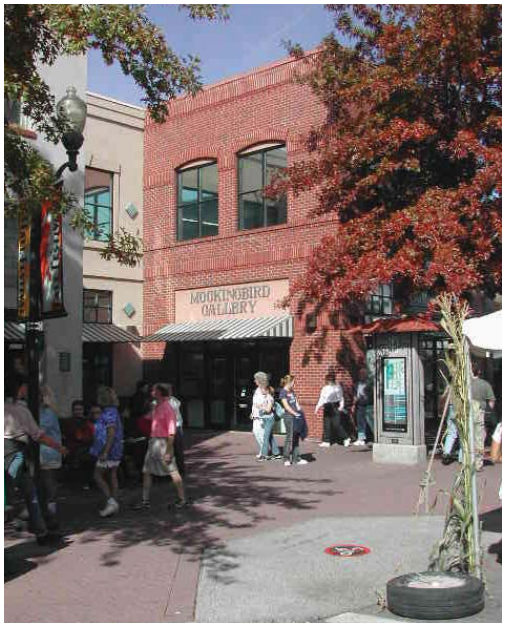
CENTERS & CORRIDORS

Bend's commercial areas tend to take one of two general shapes: centers, or concentrations of commercial uses at an intersection, or contained within one or more blocks; or corridors, following a linear shape of commercial uses typically along a busy street. Both shapes can be activity hubs with concentrations of neighborhood businesses or community services. Concentrations of commercial uses within compact, walkable centers or along major transportation corridors makes access by transit, walking, and bicycle more practical and reduces the amount of driving needed to access services.

Not all of Bend has convenient access to local services such as a neighborhood grocery store. Fostering a network of mixed-use centers across Bend includes focusing activity, services, housing, and employment growth around walkable commercial centers and corridors. When services and other destinations are clustered in these compact centers, economic viability is strengthened and walking, biking, or transit use becomes much easier.

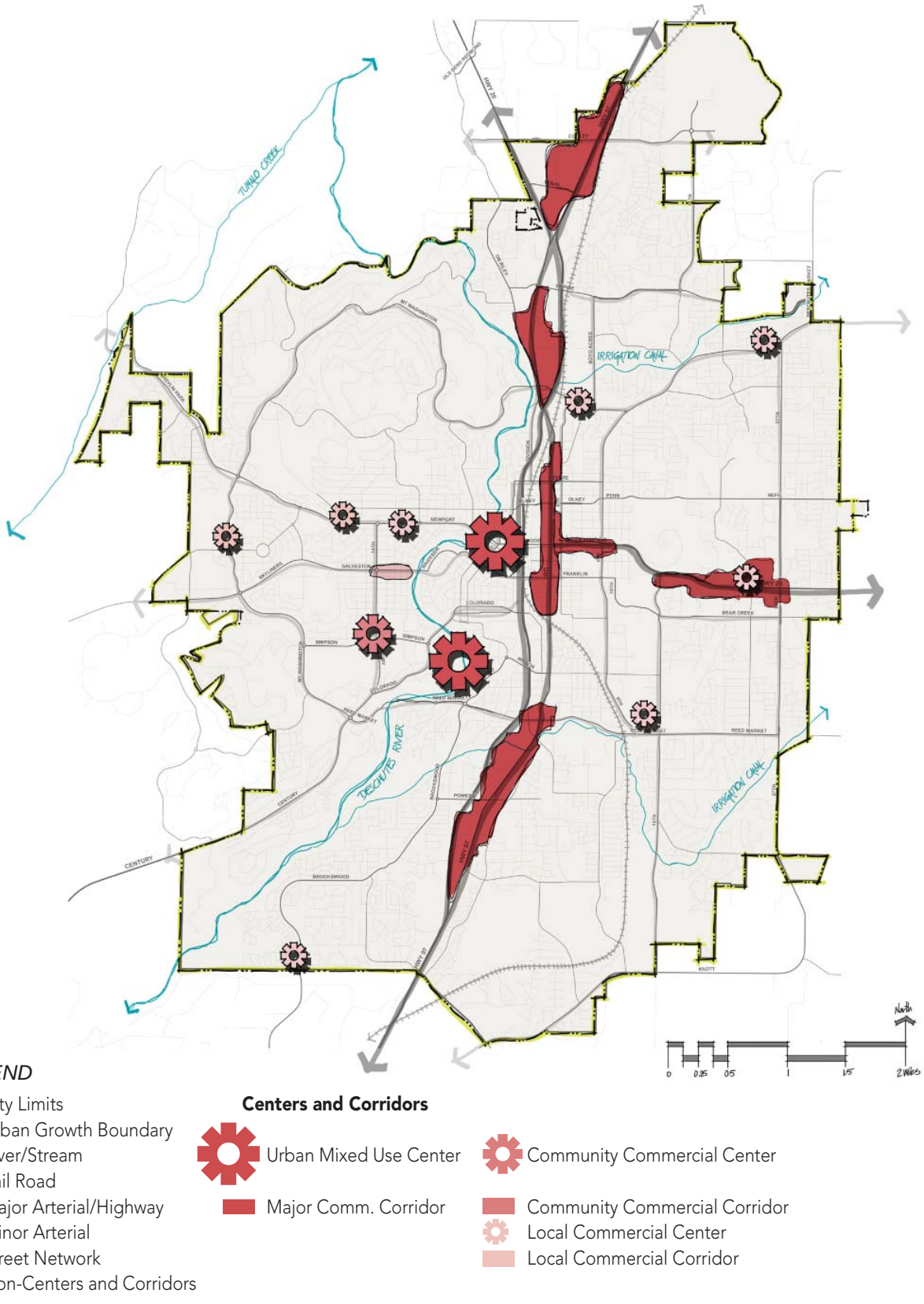
There are four different commercial center and corridor typologies in Bend today: Urban Mixed Use Center, Major Commercial Corridor, Community Commercial Center or Corridor, and Local Community Center or Corridor. The centers and corridor typologies vary in the intensity of commercial development and also the scale of area they serve. For example, the Urban Mixed Use Center typology consists of a wide mix of commercial uses and attracts users from the entire city and region. The Local Commercial Center typology serves residents of the surrounding neighborhood and correspondingly features small-scale retail uses or services such as pet grooming or daycare.





Top: A neighborhood-scale market on Newport Avenue in the Riverwest Neighborhood
Bottom: A mixed-use building in Downtown Bend

EXISTING CENTERS AND CORRIDORSTYPOLOGIES



URBAN MIXED USE CENTER

Urban Mixed Use Centers are the largest scale of commercial typology, serving the entire city and region. They provide hubs of commercial, employment, and community services. Relatively high job and housing densities can be found within this typology with a mix of uses such as retail, offices uses, hospitality, and services. Development densities are relatively high and buildings range from one to five stories or greater. Residential use is usually in the form of attached single family development or multi-family development, ranging in scale from apartments or condos over retail to townhomes.

Downtown Bend serves as the region's primary Urban Mixed Use Center. Another example of an Urban Mixed Use Center is the Old Mill District in the South Crossing Neighborhood. Urban Mixed Use Centers are pedestrian-oriented and transit-supportive and are generally making them well-connected with rest of the city. Urban Mixed Use Centers generally have mixed use or Central Business District zoning designations.





MAJOR COMMERCIAL CORRIDOR

Major Commercial Corridors are located along some of Bend's busy transportation routes and feature some of the most active commercial and business activities. Commercial uses are typically large retail, shopping malls, hotels, offices, and businesses that thrive on high-visibility.

Places with some characteristics of a Major Commercial Corridor include NE 3rd Street, the Bend River Promenade, and Cascade Village near Highways 97 and 20. Residential uses are limited in these areas. Development within this commercial typology is primarily auto-oriented with convenient access to major arterials and highways. Transit access is generally good. Most buildings are one or two stories and have General Commercial or Limited Commercial zoning designations.





COMMUNITY COMMERCIAL CENTER/ CORRIDOR

Community Commercial Centers/Corridors serve surrounding neighborhoods. These areas have a range of commercial and community services, and/or office uses, and limited residential development. When these activity hubs are more compact, they are termed Community Commercial Centers. On the other hand, if these activity hubs occur along a neighborhood main street or along a transportation corridor, they are identified as Community Commercial Corridors.



Places with some characteristics of Community Commercial Centers and Corridors include SW 14th Street within the Southern Crossing Neighborhood and at the intersection of Highway 20 and SE 27th Street. Development within this commercial typology can be auto-oriented or pedestrian-oriented and varies depending on the context. Transit access is desirable to effectively serve surrounding neighborhoods. Many of the properties within this commercial typology have General Commercial, Limited Commercial and Convenience Commercial zoning designations.



LOCAL COMMUNITY CENTER/ CORRIDOR

Local Commercial Centers/Corridors are smaller centers or corridors that serve as anchors to complete neighborhoods. They provide concentrations of small-scale retail including grocery stores, markets and local services such as daycare. Employment uses occur in moderate densities as small-scale offices or shops and are generally surrounded by neighborhoods. Residential uses are generally limited within the center or corridor, though they may be adjacent, and range from some single family homes to two-story residential properties. When these activity hubs are more compact, they have a local commercial centers typology designation. If they occur along a neighborhood main street, they are termed local commercial corridors. Places with some characteristics of local commercial centers and corridors include NW Crossing within Summit Neighborhood and along Galveston Street (NW 15th to NW Federal St). Development within this commercial typology is primarily pedestrian-oriented and has easy access to collector streets. This typology is transit-supportive. Many of the properties within this commercial typology have Limited Commercial and Convenience Commercial zoning designations.

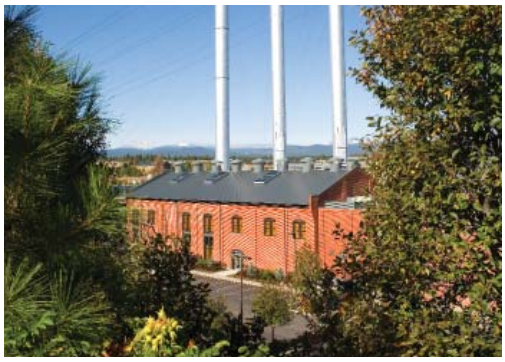


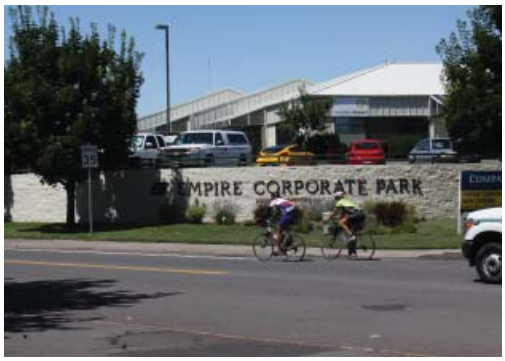


EMPLOYMENT DISTRICTS

As Bend grows over the next 20 years, the city will have to support a range of diverse jobs and industries. Employment areas, large and small, must be sited in areas that can provide convenient access to a well-connected transportation system. Bend's Employment District typologies allow a wide range of employment opportunities and typically limit potential conflicts from interspersed residential uses. The emphasis is on concentrating uses generating moderate to high job densities including industrial uses, manufacturing uses, offices, institutional uses and other related uses.

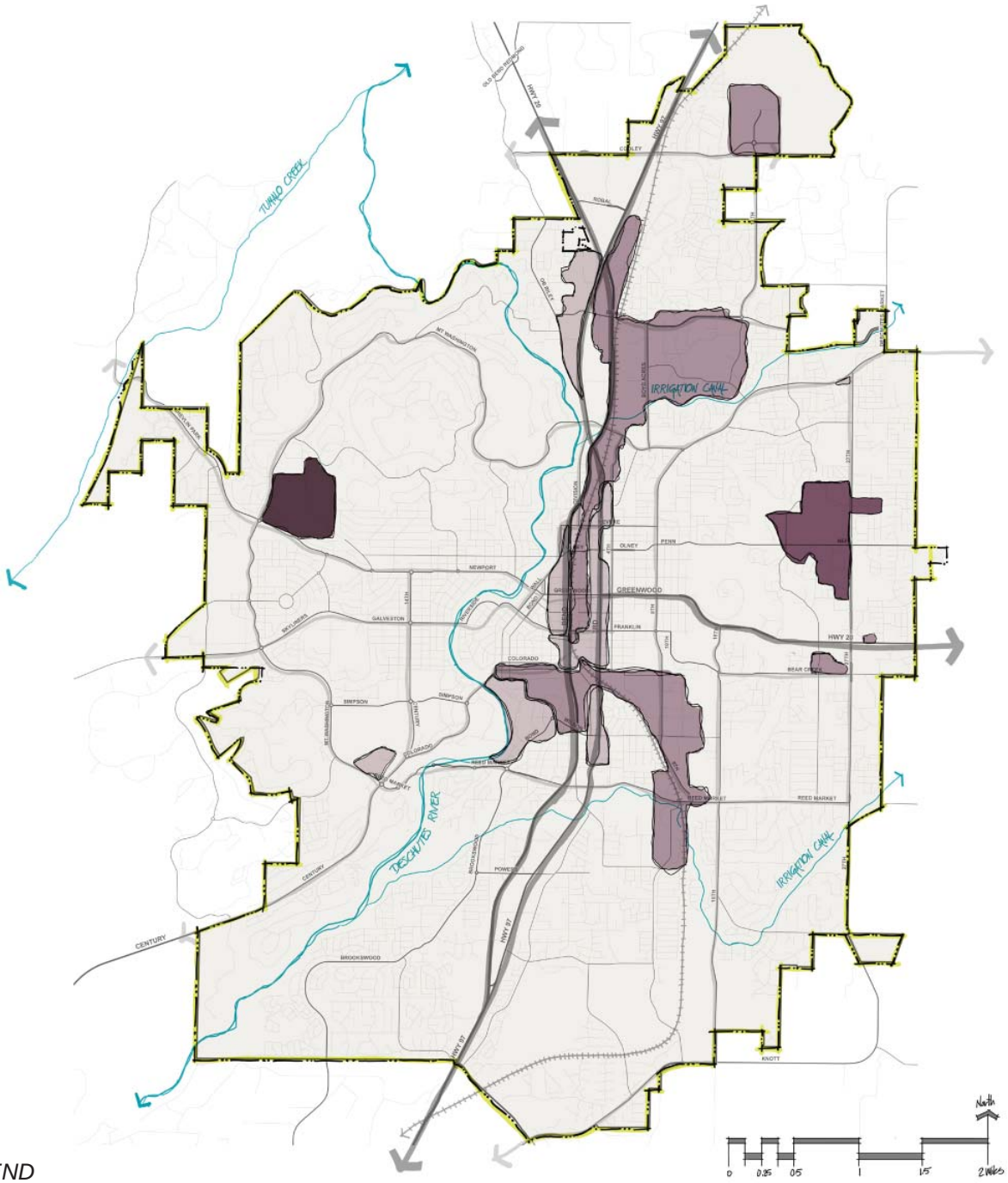
There are four different typologies of Employment Districts in Bend—Institutional, Medical Center, Industrial or Professional Office and Mixed Employment. These typologies vary mainly in their functionality or the mix of employment uses. For example, Institutional Districts offer campus or educational services with limited student housing. The Industrial or Professional Office typology emphasizes manufacturing, industrial, and professional office uses. The street networks and connectivity patterns vary according to the different uses within these districts and their development densities.





Top: The Old Mill District is surrounded by a Mixed Employment District
Bottom: The Empire Corporate Park is located in an Industrial/ Professional Office District

EXISTING EMPLOYMENT DISTRICTS



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Street Network
- Non-Employment

Employment Districts

- Institutional
- Medical Center
- Industrial/Professional
- Office
- Mixed Employment

INSTITUTIONAL

Institutional District typologies typically consist of educational institutions and campuses and offer low to medium job densities. Limited residential uses in the form of student housing can be found in these areas. Building scales vary from two to eight story properties that generally have Public Facilities zoning designation. Development patterns within the Institutional Districts are typically pedestrian-oriented with few concentrations of off-street parking areas. This development typology is transit-supportive and transit access becomes important due to transit-dependent populations using these facilities.

The Central Oregon Community College campus features typical characteristics of an Institutional Employment District.





MEDICAL CENTER

Areas within the Medical Center typology generally feature high density employment uses in the form of hospitals, medical offices, and other related facilities. Residential uses are generally limited to group homes with some multi-family development. Building scales vary from one to six stories and fall within the Medical District Overlay Zone. Development within this district is typically pedestrian-oriented in the core with large parking areas in the periphery. Transit access is important in these districts and development densities are fairly transit-supportive.

Places with typical characteristics of a Medical Center Employment District include the St. Charles Health System campus located within the Mountain View Neighborhood and medical offices located along SW Chandler Avenue within Century West Neighborhood.





INDUSTRIAL/ PROFESSIONAL OFFICE

Industrial/ Professional Office typology includes manufacturing, industrial and office uses. Typically these developments feature low job densities with few pockets of higher densities. Residential uses are limited. Building scales vary from one to three story properties that have General Industrial, Light Industrial and Mixed Employment zoning designations. Development patterns within the Industrial/Professional Office Districts are typically auto-oriented with large parking areas and transit access is not a priority. Streets are oriented for freight and truck circulation.

A large area bound by Highway 97 in the west, railroad tracks in the south and SE 9th Street in the east within the Larkspur Neighborhood that includes a variety of building and construction manufacturers is an example of this typology. Similar, manufacturing and industrial uses in North Bend near Boyd Acres Road would be another example of this typology.





MIXED EMPLOYMENT

Mixed Employment typology includes a mix of retail and community services, office uses, manufacturing and light industrial uses such as creative and flexible work spaces. Typically these developments feature varying job densities depending on the mix of uses. Residential uses are minimal and generally multi-family if developed at all. Building scales vary from one to three story properties and have Light Industrial, Mixed-use Riverfront District and Mixed Employment zoning designations. Development patterns within the Mixed Employment Districts vary from pedestrian to auto-oriented depending on their location and context. Transit access is not a priority, although areas with higher development densities are fairly transit-supportive.

The Century Drive area between Simpson and Colorado is an example of a mixed employment district today.



PUBLIC FACILITIES

The provision of public services and facilities in the urban environment is an essential function of the city, and a primary requirement that determines where and how the city will grow. Services must be available to serve new growth as a condition of development. There is one public facilities typology used to describe the range of civic, educational, and public infrastructure facility or use that exists in Bend.

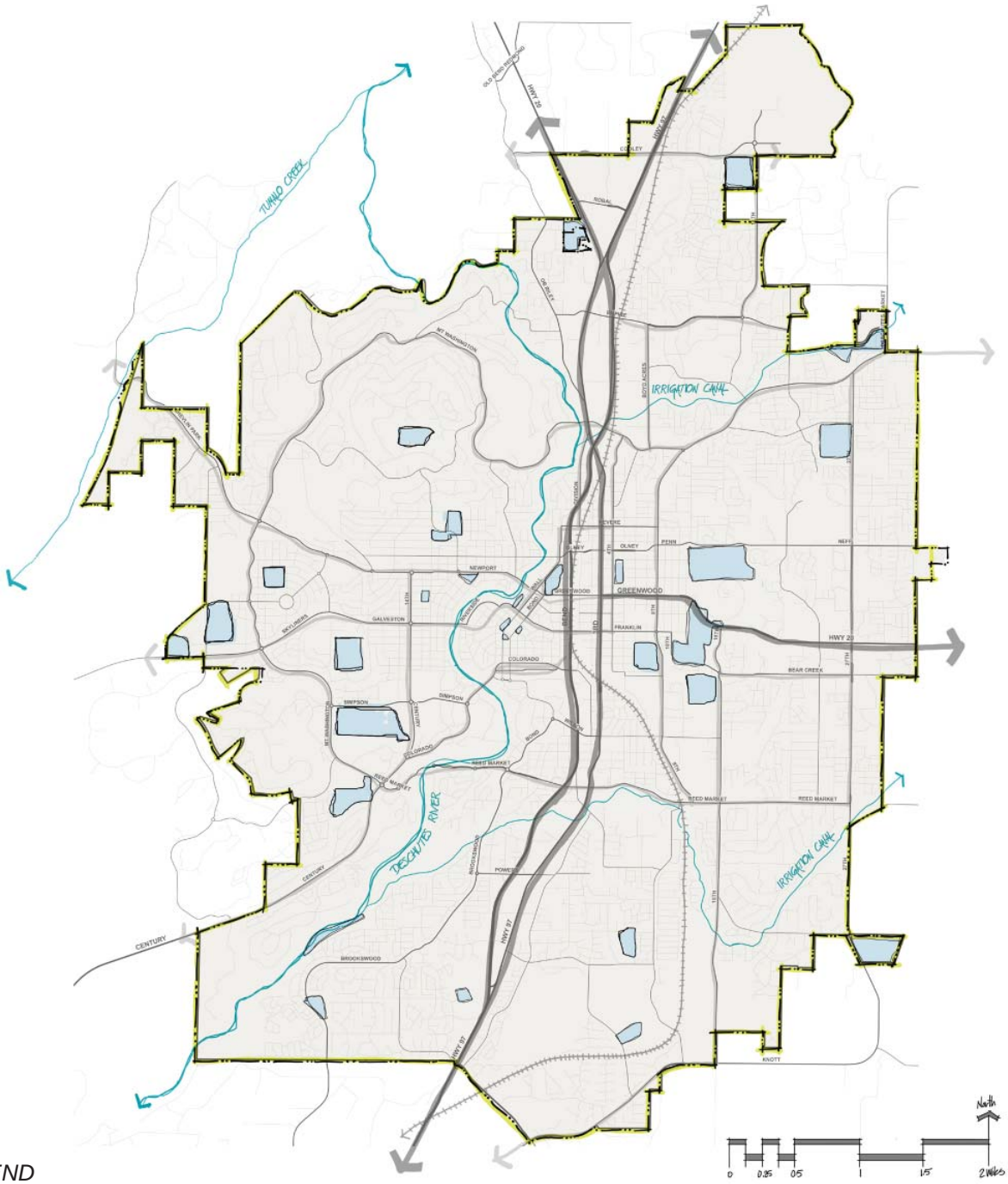
The Public Facilities typology includes sanitary and sewer management/ treatment facilities, surface water plants, wastewater recycling plants, stormwater infrastructure, and schools and educational institutions. The typology does not include linear infrastructure such as water, sewer, or power utility lines. As Bend grows over the next 20 years, its urban form has to support a range of public facilities being extended to newer neighborhoods and addressing deficiencies in existing neighborhoods.





Top and Bottom: Public Facilities typologies include schools and civic uses such as the Bend Senior High School and the Deschutes County Offices

EXISTING PUBLIC FACILITIES



LEGEND

- City Limits
- Urban Growth Boundary
- River/Stream
- Rail Road
- Major Arterial/Highway
- Minor Arterial
- Street Network

Public Facilities

- Public Facilities

5. FUTURE GROWTH CONSIDERATIONS

Overview

The primary goal of the Bend UGB Remand project is to identify how and where the city will grow over the next 20 years. Over the past several years, Bend has undergone one of the highest growth rates in the state. Future growth will require more housing options, jobs, parks, services, and streets and infrastructure. To accommodate these needs, Bend will have to maximize use of land within its current boundary, as well as grow in targeted and efficient ways outside of the current UGB. The urban form typologies presented in this document should serve as guide to inform these future decisions.

Opportunity Sites

Through discussions with the advisory committees for the Bend UGB Remand project, the City identified several areas within the current UGB where there is potential for future development at a higher intensity or with a broader mix of uses than the existing plans and regulations would allow. Enabling these areas to reach their full potential maximizes use of land while complimenting adjacent land uses.

Near Downtown, there are several opportunity sites that will strengthen the existing economic center of the city, with new and expanded uses adjacent to existing commercial services, housing options, parks and schools. These core opportunity areas offer a way to increase the availability of housing in an area with excellent access to all modes of transportation as well as excellent access to services. Bringing housing into largely commercial / employment areas will also reinforce pedestrian-oriented development by providing more potential customers who can reach existing businesses on foot. Along SW Century Drive, the planned siting of Oregon State University's new four-year campus offers an opportunity to create a new mixed use center anchored and supported by the new institutional employment district.

Vacant opportunity sites in outlying areas of the city offer potential for new development to be designed with efficient land use and good urban form in mind.

Expansion Areas

Phase II of the project focused on suitable areas for expansion outside of the current urban growth boundary. The planning team conducted a rigorous and detailed analysis to determine suitability for new growth areas, including street capacity and connectivity, existing public infrastructure and utility needs and other factors that relate to the community outcome goals.

The city's existing urban form and its setting and context help inform both the locations and uses that are most suitable for expansion areas. Urban form considerations for expansion areas include:

- Growth potential on the west side of the city is limited in the long term by the Deschutes National Forest and Tumalo Creek, which serve as natural barriers to growth and are also sensitive natural areas that require thoughtful buffering and transitions.
- Growth on the northern end of the city may be limited by transportation capacity until major highway improvements can be built.
- Long-term growth potential in the northeast is high, in part due to the fact that is efficient to serve with infrastructure.
- The central west part of the city is an existing complete community that can be extended in ways that will support the existing neighborhood.
- There is a need for a greater diversity of uses, including more services and employment opportunities in the southern and eastern part of Bend.

Memorandum

March 9, 2016

To:	Residential Lands Technical Advisory Committee Employment Lands Technical Advisory Committee Boundary and Growth Scenarios Technical Advisory Committee
From:	Project Team
Re:	Transportation System Plan Amendments

INTRODUCTION

The City's existing Transportation System Plan (TSP) was adopted in 2000 and included a number of remand items. Consequently, it has been amended many times since[1], most recently in 2014. The TSP was acknowledged by the state Department of Land Conservation and Development (DLCD) in 2013 after the last TSP remand item was approved. The City intends to undertake a complete TSP update within the next several years, including updating the analysis and background elements. However, because a full TSP update is expected to take up to two years to complete, the City intends to do only targeted TSP amendments to support the Urban Growth Boundary (UGB) adoption at this time. This memorandum outlines the general approach to TSP amendments and highlights the key chapters of the TSP that are targeted for revisions.

Amendments are also needed to the Transportation chapter of the General Plan (Chapter 7), which is currently a direct excerpt of the TSP. Those amendments are related to the TSP amendments, but the two are separate documents and both need to be updated.

Amendments to the TSP and Transportation Chapter will include creating policies, maps, and text that support the Integrated Land Use and Transportation Plan (ILUTP), Opportunity Areas, and the new UGB boundary areas.

SUMMARY OF PROPOSED TSP AMENDMENTS

Current TSP Preface

In this section, the project team proposes to leave all existing information, but to add explanation of the recent work done for the UGB expansion analysis.

[1] Bend Transportation Systems Plan, page vii.

Chapter 1

As in the preface, context about the UGB expansion analysis will be added. In addition, the section that summarizes applicable state administrative rules will be updated to include requirements related to being in a Metropolitan Planning Organization (MPO), including VMT per capita analysis, and other recent, relevant amendments to the administrative rules.

Chapters 2 through 4

These chapters include Existing Transportation Plans Policies and Standards; Current Transportation Conditions; and Transportation Needs Analysis. They describe the work done for the original TSP and will be left as is, except for possibly providing introductory UGB context discussion similar to that proposed for Chapter 1.

Chapter 5

This chapter documents the Transportation Alternatives Analysis for the original TSP. It will be left in place, but references to new relevant information in the Integrated Land Use and Transportation Plan (ILUTP) document will be added as applicable. For example, there is new information about volume to capacity ratios and Vehicle miles traveled (VMT) in the ILUTP.

Chapter 6

This chapter describes desired outcomes for each component of the transportation system. All existing information will be left in place, but where there is important new information available, some introductory text will be added along with references to the ILUTP, the Bend Central Multimodal Mixed Use Area (Bend Central MMA) Plan, or other planning documents, as applicable.

Section 6.9 includes transportation goals, policies, benchmarks, and implementation items. Currently, Chapter 7 of the General Plan mirrors this section of the TSP. The project team proposes leaving Section 6.9 of the TSP as is, adding an introductory note in that section that references the General Plan and states that the official transportation policies for the City are now found only in the General Plan as updated for the UGB work, until the TSP is updated, at which time the General (Comprehensive) Plan Transportation Chapter would also be updated.

Chapter 7

This chapter addresses implementation of the transportation system plan, including funding. The project team proposes updating where necessary based on the financial analysis done by City staff in 2014 on funding through 2032, which is the basis for a prioritized project list and Capital Improvement Plan (CIP) and the region's Metropolitan Transportation Plan (MTP). It will also include assumptions on funding for the improvements needed to serve UGB expansion areas.

Appendix A

Appendix A contains planned street cross-sections, lists of intersection improvements and new roadways, and roadway and bicycle and pedestrian system maps. These maps and tables will be updated to incorporate the new facilities needed to serve the UGB expansion areas and to address projects identified in the Opportunity Areas such as the Bend Central MMA plan.

PROPOSED AMENDMENTS TO BEND GENERAL PLAN CHAPTER 7 (TRANSPORTATION)

Chapter 7 of the General Plan currently includes all of the goals, objectives, policies, benchmarks and implementation funding from the TSP. The chapter will be cleaned up and amended to delete benchmarks and implementation funding notes since these are largely outdated and can be found in the TSP. In addition, policies that are obsolete because they include an action item that has been completed (i.e., the Southern River Crossing and the Bend Parkway) will be deleted from the General Plan. Chapter 7 will also be amended to include policy language to implement the ILUTP.

URBAN GROWTH BOUNDARY REMAND

MAKING BEND EVEN BETTER

Residential & Employment Technical Advisory Committees

Bend UGB Remand Project

March 17, 2016

Implementation Strategy for Opportunity Areas

URBAN GROWTH BOUNDARY REMAND

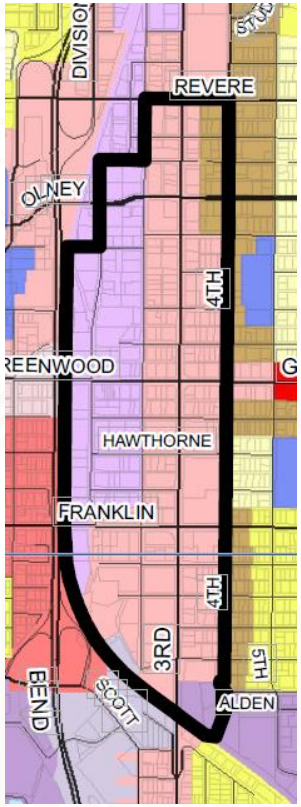
- Overall strategy:
  - Tailor to each opportunity area
  - Plan map amendments wherever needed
  - Zoning where advisable & important to capacity
  - Streamline zone change process for remaining plan/zone conflicts

Packet 2 – memo on p. 54; maps on p. 64

Opportunity Areas: Central Area / 3rd Street

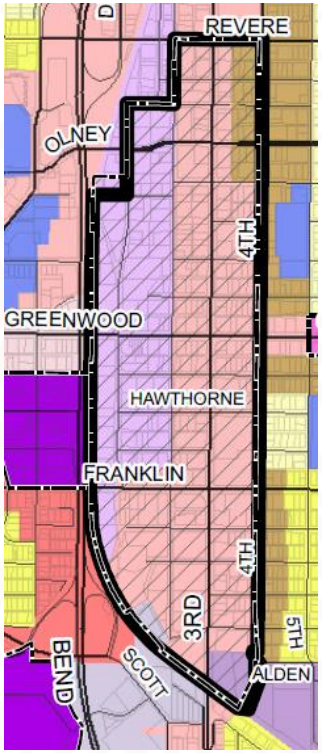
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



ME, CL, IL, IG, RH

Proposed Plan Designations

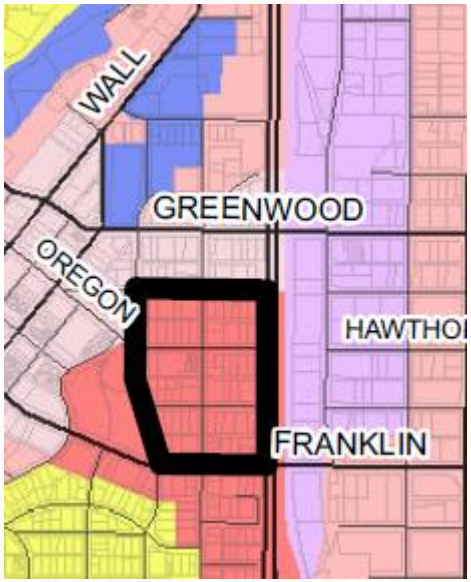


No Change (MMA Special Planned District)

Opportunity Areas: East Downtown

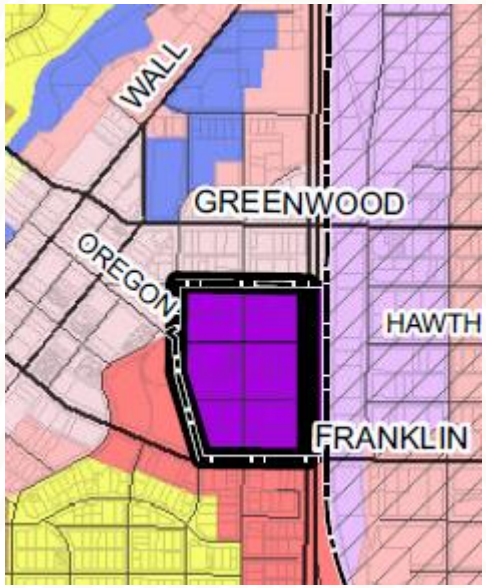
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



CG

Proposed Plan Designations

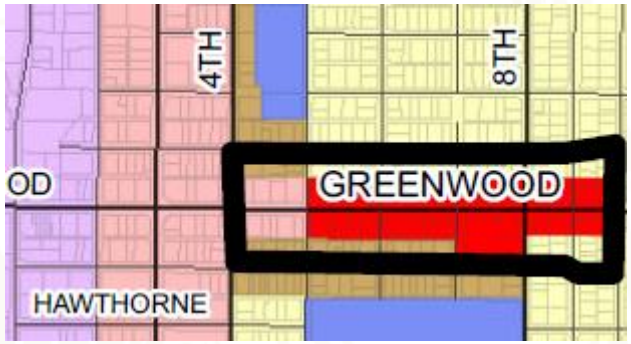


MU

Opportunity Areas: Inner Hwy 20 / Greenwood Ave

URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



CG, CL, RS, RH

Proposed Plan Designations



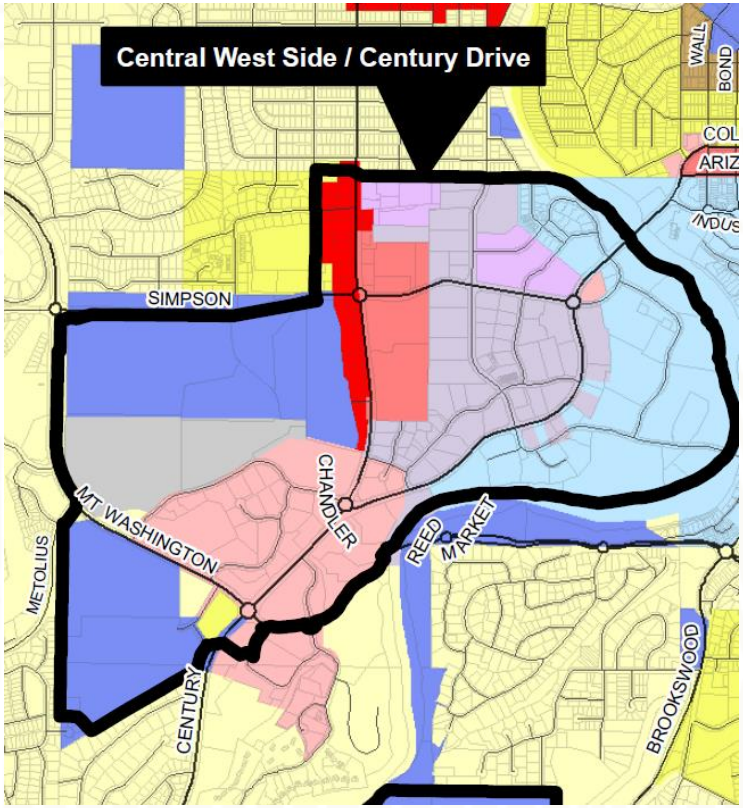
MN, CL, RS, RH

Opportunity Areas: Central Westside / Century Drive

URBAN GROWTH BOUNDARY REMAND

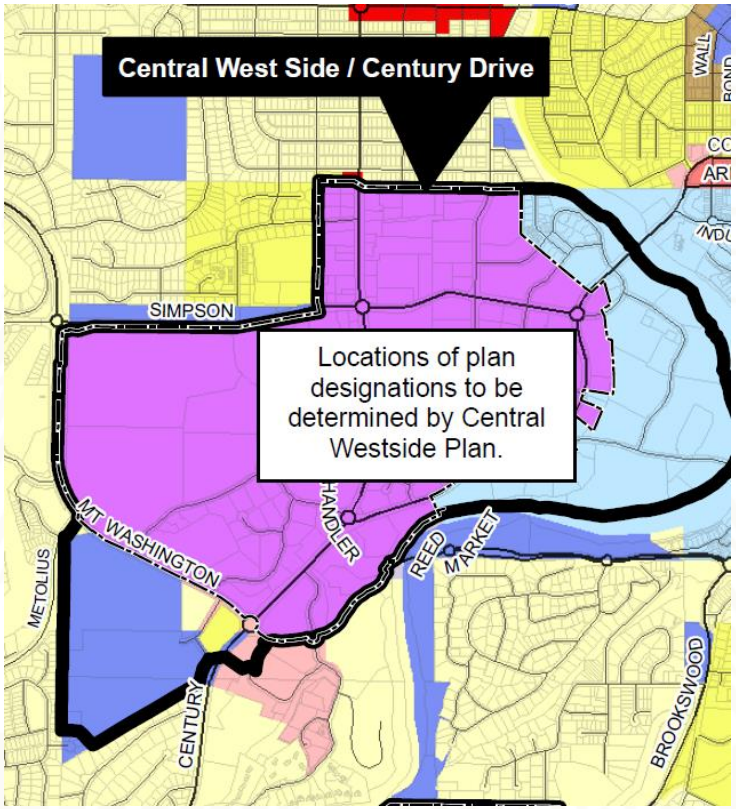
BEND

Existing Plan Designations



PF, CL, CC, CG, ME, MR, SM

Proposed Plan Designations

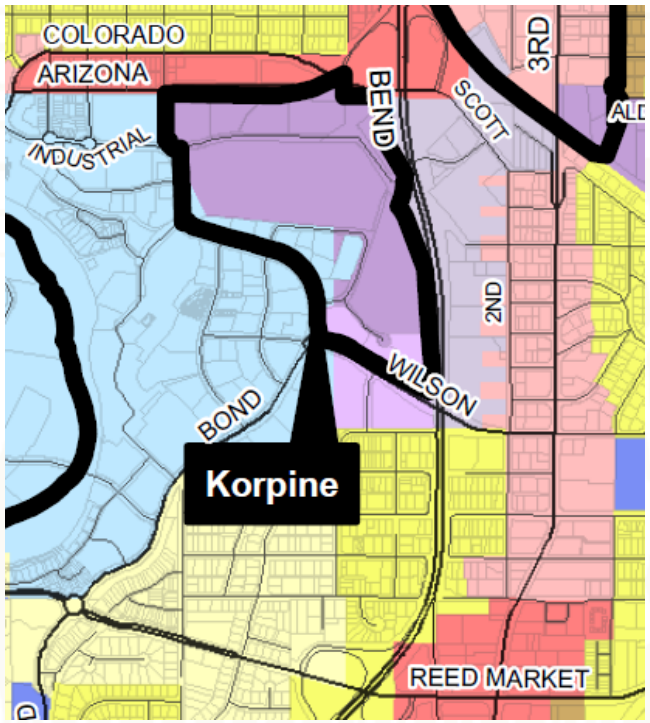


PF, MU/MN (TBD), MR

Opportunity Areas: Korpine Industrial Area

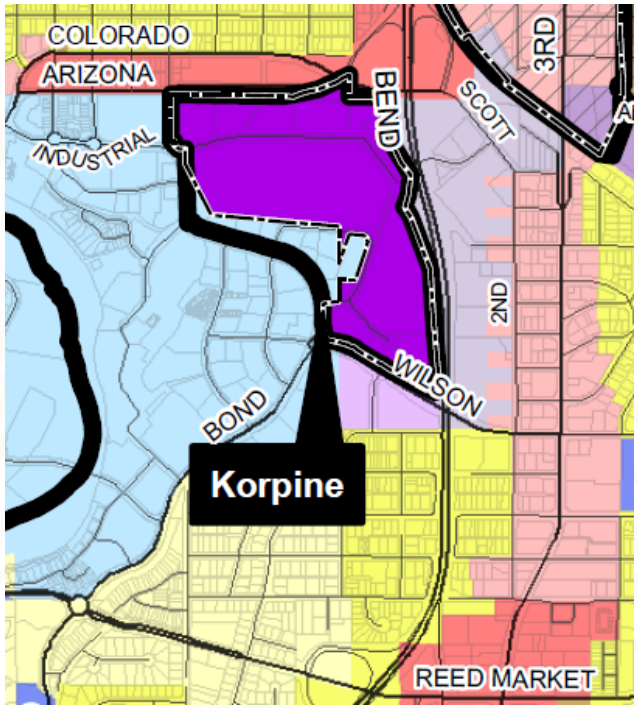
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



MR, IG, ME

Proposed Plan Designations



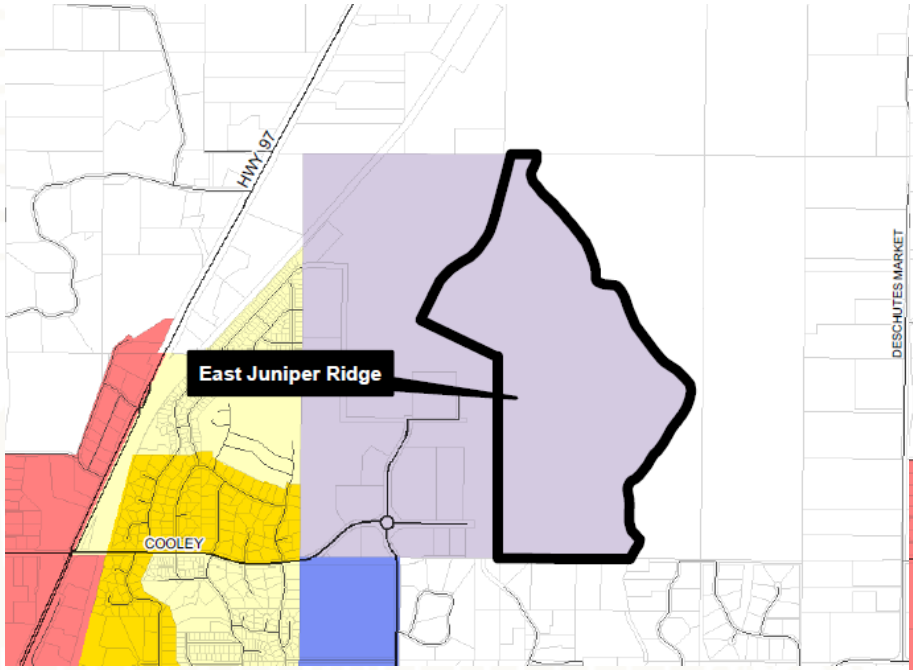
MU, MR

09016

Opportunity Areas: Juniper Ridge East

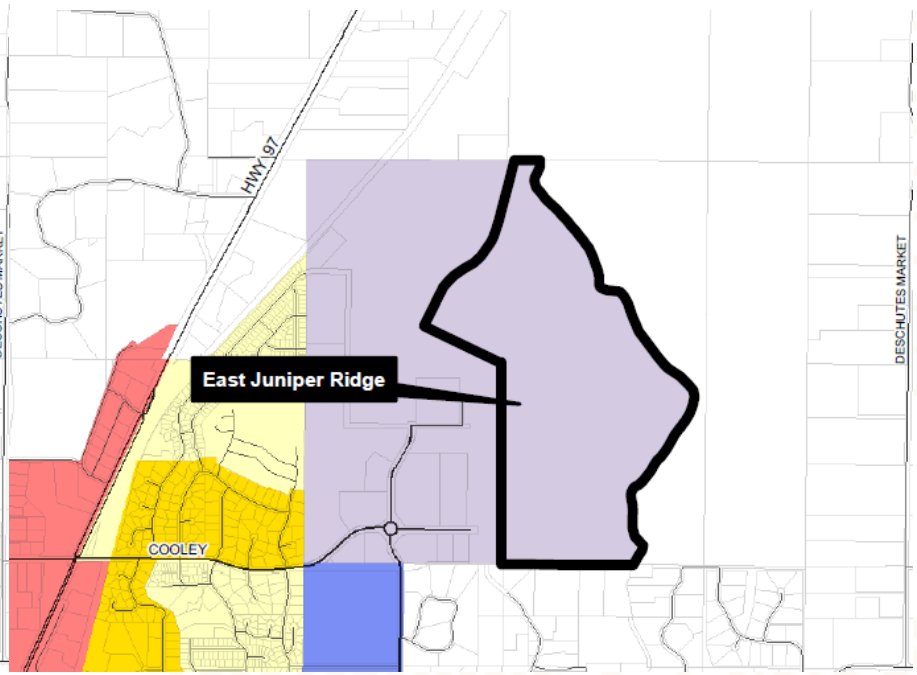
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



IL

Proposed Plan Designations

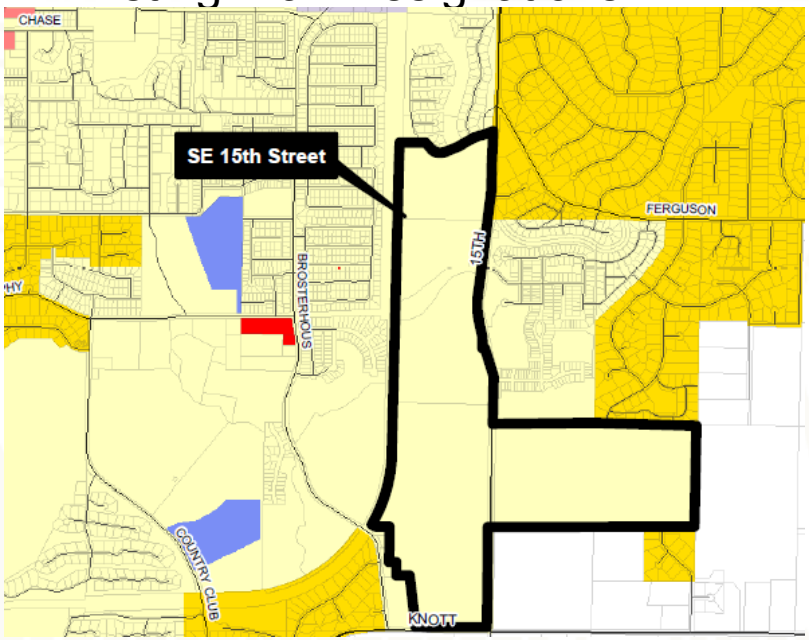


IL

Opportunity Areas: 15th Street Ward Property

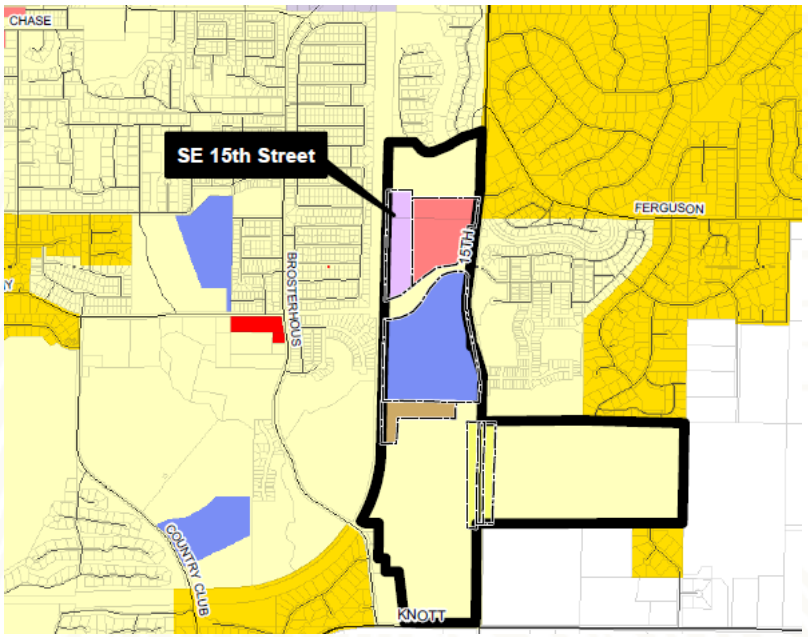
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



RS, (Park Site)

Proposed Plan Designations

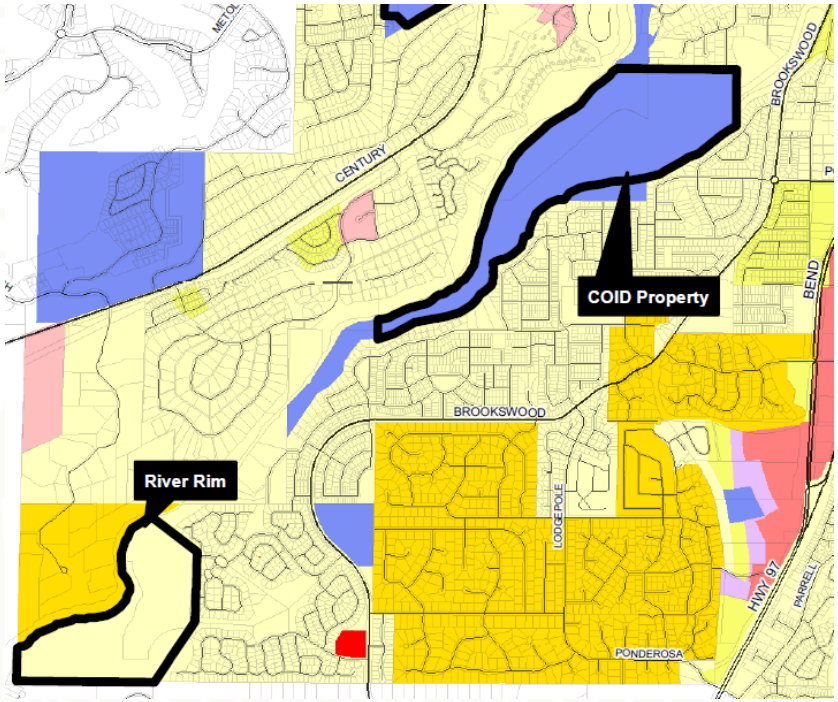


RS, RM, RH, CG, ME, (Park Site)

Opportunity Areas: River Rim

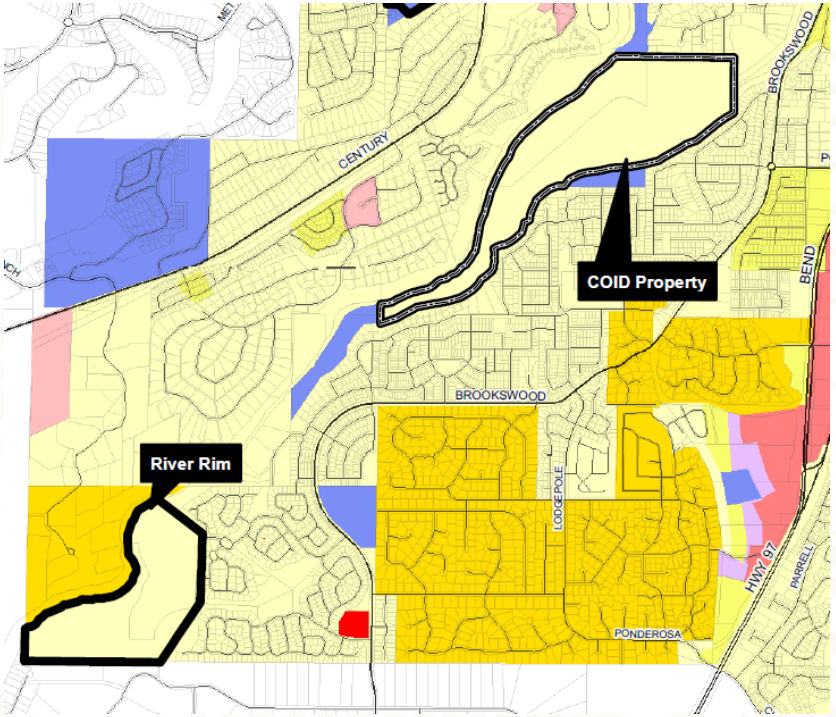
URBAN GROWTH BOUNDARY REMAND

Existing Plan Designations



RS

Proposed Plan Designations



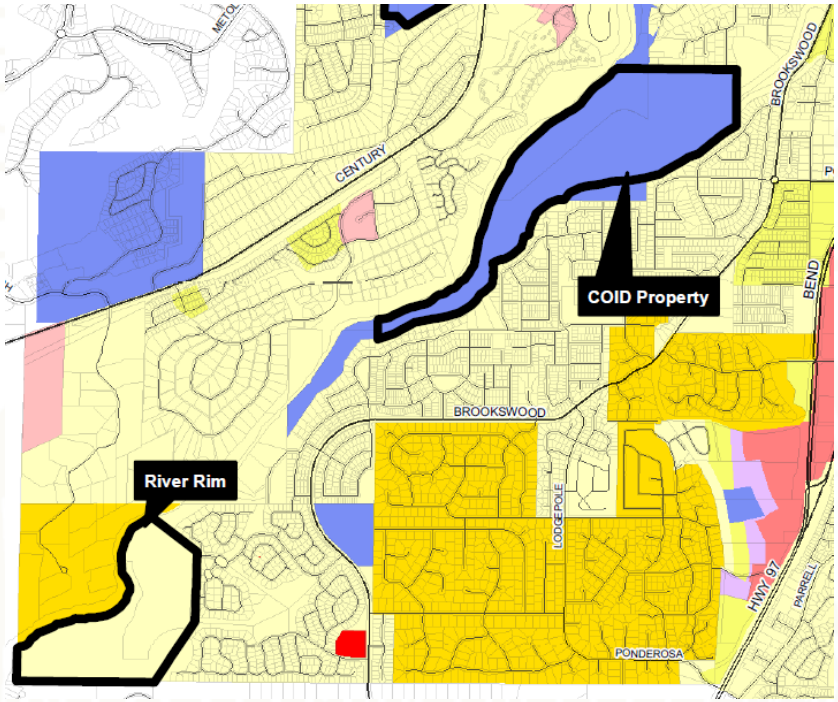
RS

Opportunity Areas: Central Oregon Irrigation District

URBAN GROWTH BOUNDARY REMAND

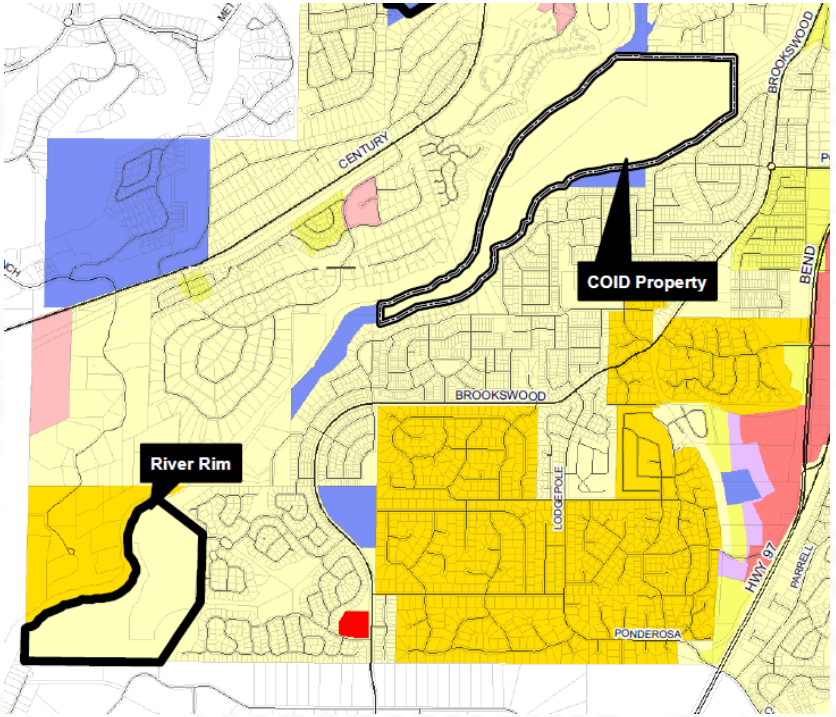
BEND

Existing Plan Designations



PF

Proposed Plan Designations

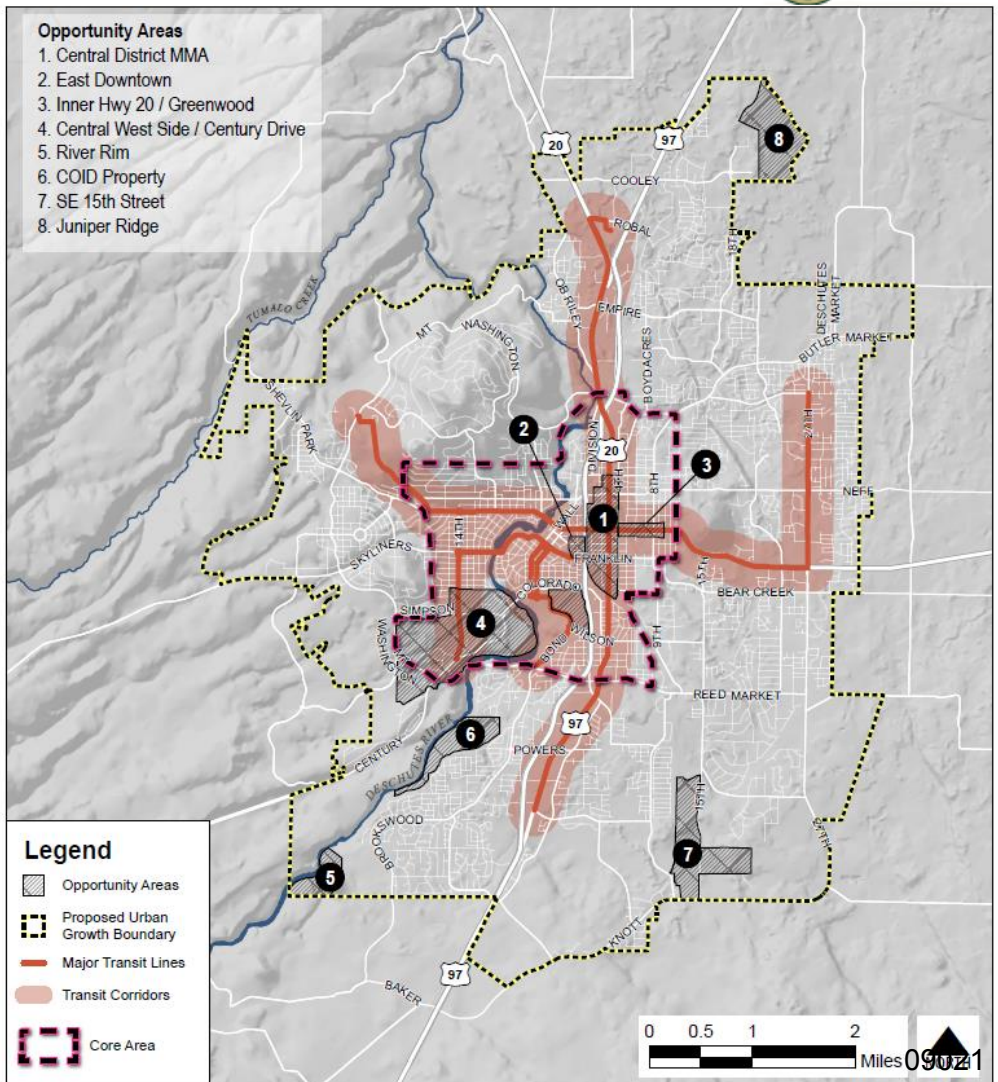


RS

Growth Management Policies: Long-Range Vision

URBAN GROWTH BOUNDARY REMAND

- Wisely grow up and out
- Focus infill & redevelopment in appropriate areas within the Central Core, Opportunity Areas and transit corridors



Policies for Centers & Corridors, Employment Districts, and Neighborhoods

URBAN GROWTH BOUNDARY REMAND

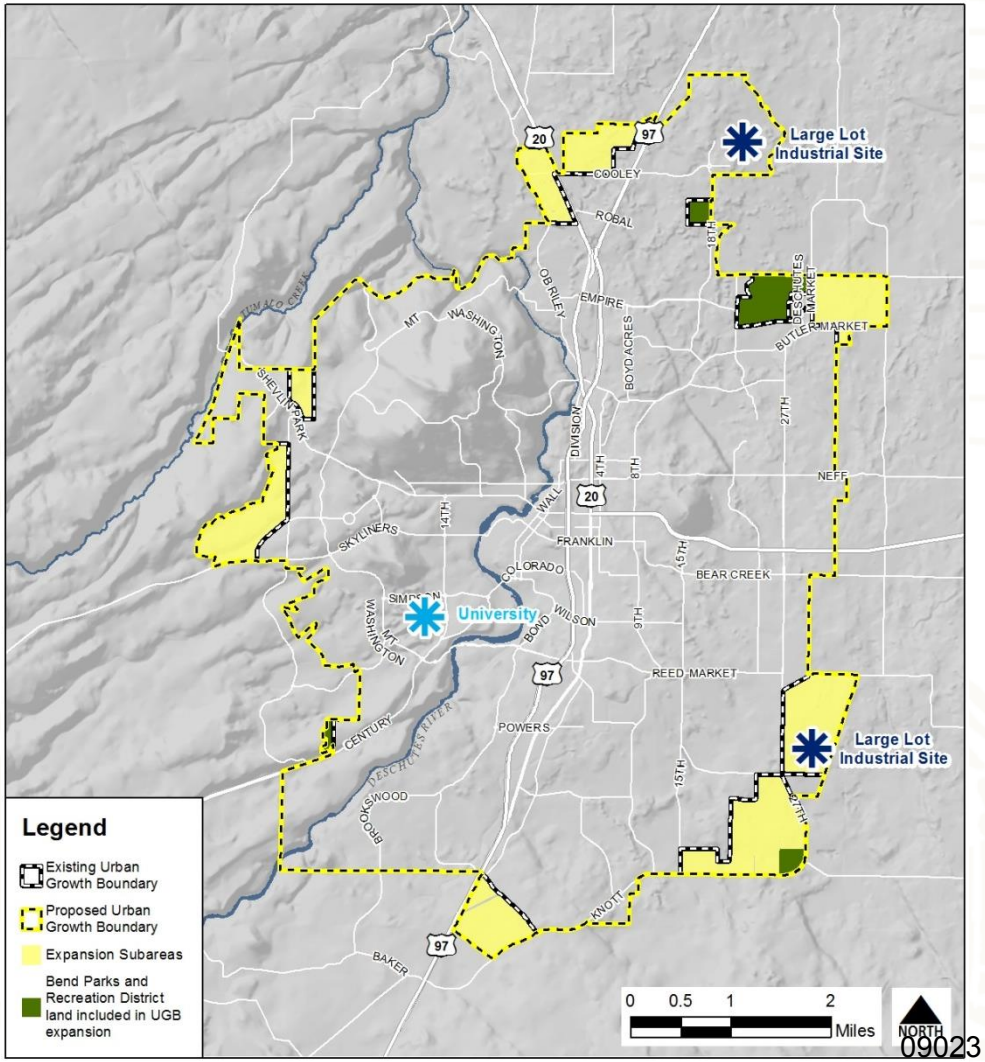
- Minimal changes to existing plan policies
  - Cross-reference policies in Housing & Employment Chapters
  - Policy refinements for those chapters reviewed & approved by Residential & Employment TACs
  - Policies organized under new urban form typologies (centers, corridors, etc.)

Packet 2, p. 38

Growth Management Policy Highlights: Policies for Special Sites

URBAN GROWTH BOUNDARY REMAND

- University
- Large Lot Industrial



Other Growth Management Policies: UGB Expansion Areas

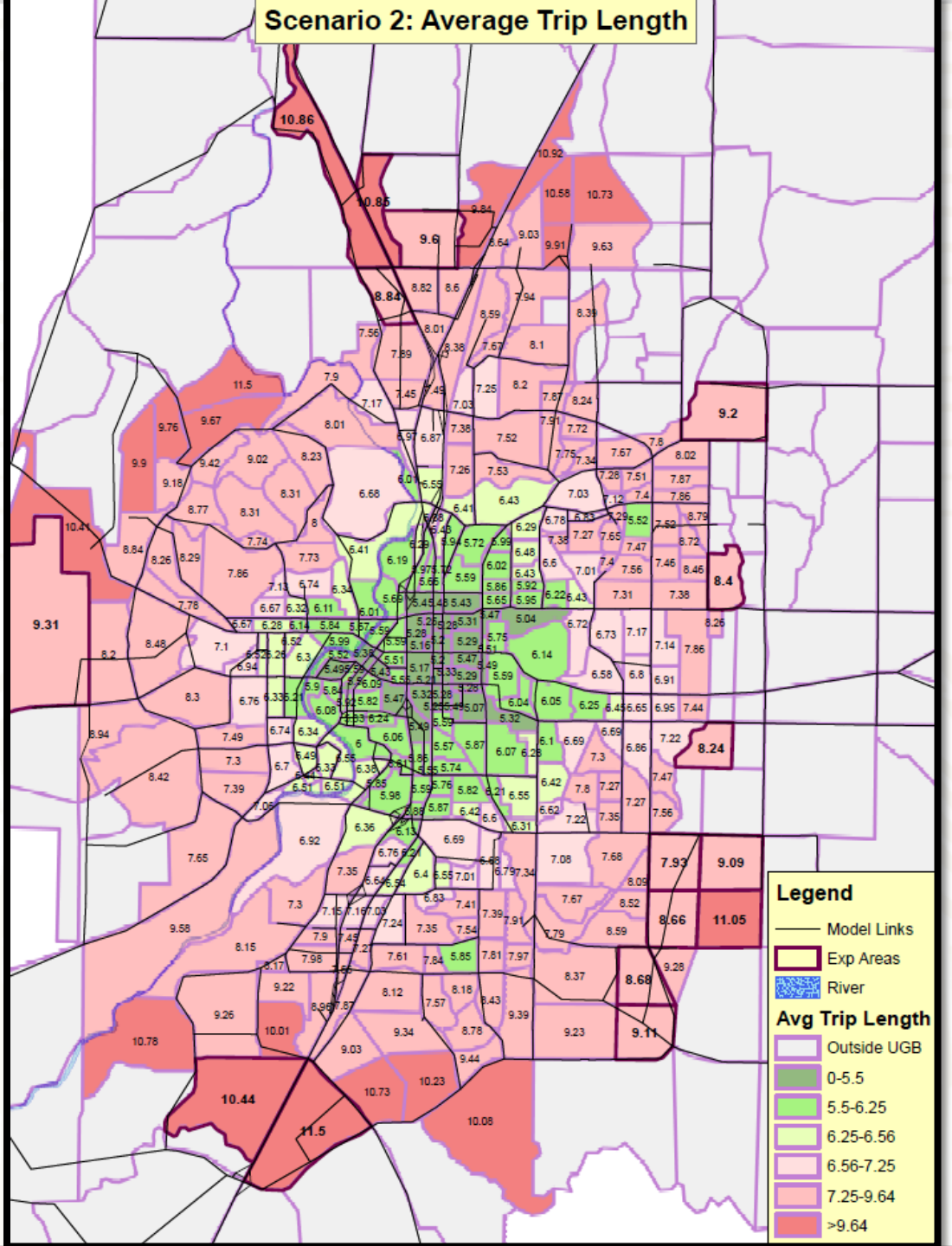
- Specific plan designations being adopted, but can refine through area plans
- Specific policies for each subarea set acreage, units, and unit mix - sideboards for area planning & refinement

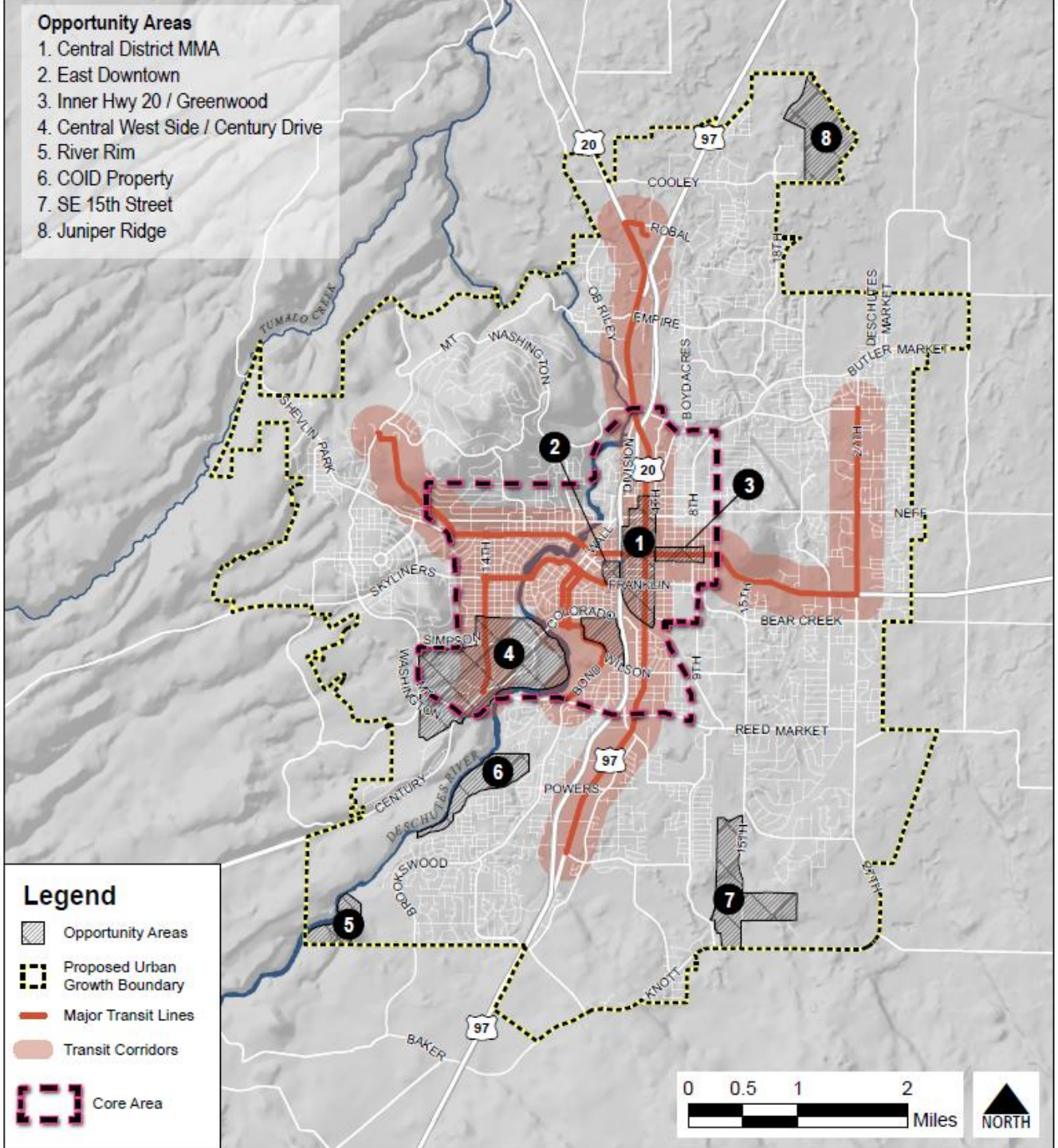
Packet 2, p. 49

Integrated Land Use & Transportation Plan (ILUTP): Overview

URBAN GROWTH BOUNDARY REMAND

- Strategies to reduce reliance on the automobile & reduce growth in vehicle miles traveled
  - Land use (UGB efficiency measures)
  - Transit, transportation demand management & parking management
  - Complete streets & connectivity
- Standards measure progress based on:
  - success focusing growth in the core, opportunity areas, and transit corridors
  - Improving connectivity & complete streets
  - Improving transit service & access


Scenario 2: Average Trip Length
Legend
Model Links
Exp Areas
River
Avg Trip Length
Outside UGB
0-5.5
5.5-6.25
6.25-6.56
6.56-7.25
7.25-9.64
>9.64


Opportunity Areas
1. Central District MMA
2. East Downtown
3. Inner Hwy 20 / Greenwood
4. Central West Side / Century Drive
5. River Rim
6. COID Property
7. SE 15th Street
8. Juniper Ridge
Legend
Opportunity Areas
Proposed Urban Growth Boundary
Major Transit Lines
Transit Corridors
Core Area
0 0.5 1 2
Miles
NORTH
COOLEY
ROBAL
EMPIRE
BOYDACRES
BUTLER MARKET
DESCHUTES MARKET
NEFF
BEAR CREEK
REED MARKET
POWERS
SHEVLIN PARK
SKYLINERS
FRANKLIN
SIMPSON
WILSON
CENTURY
BROOKSWOOD
KNOTT
BAKER
TUMALO CREEK
DESCHUTES RIVER
MT WASHINGTON
CB RILEY
WALL
DIVISION
COLORADO
BOND
WASHINGTON
14TH
15TH
8TH
9TH
27TH
20
97

09027

Table 2: Summary: VMT Reduction Strategies[48]

ILUTP Element	Proposed Strategies
Land Use Strategies	Designate and ultimately rezone mixed use opportunity areas identified in UGB project.[49] Adopt city-wide modifications to the development code to increase efficiency and housing mix for new residential development and offer targeted reductions to parking standards.
Transportation Demand Management and Parking Management	Incentives approach to TDM City conducts analysis and feasibility for parking management and pricing
Transit[50]	Existing service as of 2016 Enhancement of transit centers and corridors in opportunity and core areas.
Roadway Improvement Management and Policies	Consideration of reducing existing lanes and widths at key intersections and corridors on major roadways in opportunity and core areas
Complete Streets and Connectivity Investment[51]	Implementation of planned and funded projects in or adjacent to opportunity areas. Conduct planning and prioritization of streetscape corridors in opportunity and core areas and transit priority corridors and centers.

Packet 2
Pg. 114-115 of 157

Informational Item: Efficiency Measures Code Refinements

URBAN GROWTH BOUNDARY REMAND

- Highlights since Nov 2015 Residential TAC approval
  - Eliminated minimum lot size for duplexes, triplexes, and multifamily housing in RM & RH zones
  - Lot size reductions for townhomes in RH & RM zones
  - Eliminated lot coverage limitations in favor of FAR regulations for RL, RS, and RM zones for nearly all housing types
  - ADUs excluded from minimum density and housing mix calculations for master plans
  - Added master plan minimum density and housing mix standards for the RL zone

Informational Item: Efficiency Measures Code Refinements

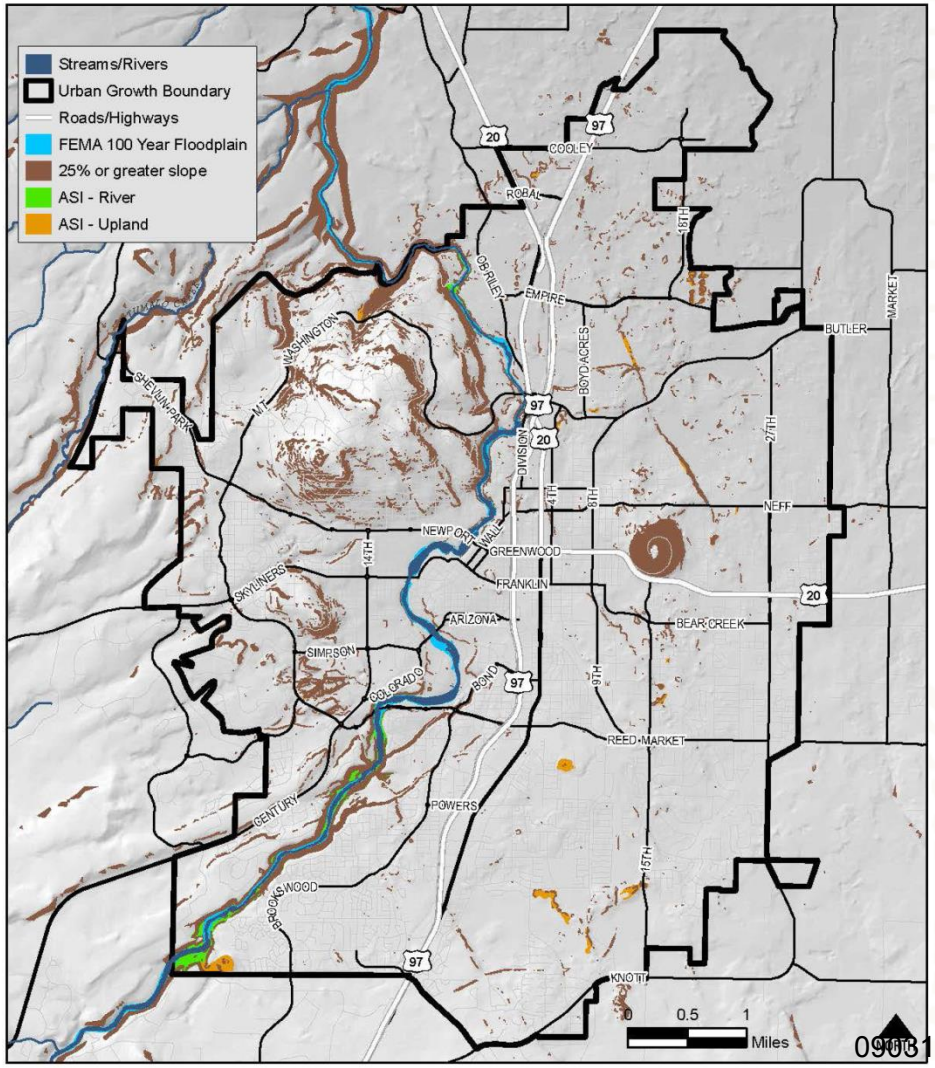
URBAN GROWTH BOUNDARY REMAND

- Highlights since Nov 2015 Employment TAC approval:
  - New mixed use zones exempt from minimum landscaping requirements
  - New mixed use zones allowed to count more on-street parking
  - Eliminated the minimum front setback in the ME zone
  - Updated residential density regulations in mixed use zones to reflect TAC input
  - Limited stand-alone residential uses in the ME and PO zones (retain focus on employment uses)

Informational Item: Buildable Lands Inventory

URBAN GROWTH BOUNDARY REMAND

- Areas of Special Interest (ASIs) considered unbuildable
- COID property not considered available for residential uses within the planning horizon



Informational Item: Urbanization Report

Packet 1: pg 96

- Updated capacity estimate for current UGB
- Summary of proposed efficiency measures
- Addresses park & school land needs
- Summarizes UGB expansion evaluation process & proposed UGB (Scenario 2.1E)

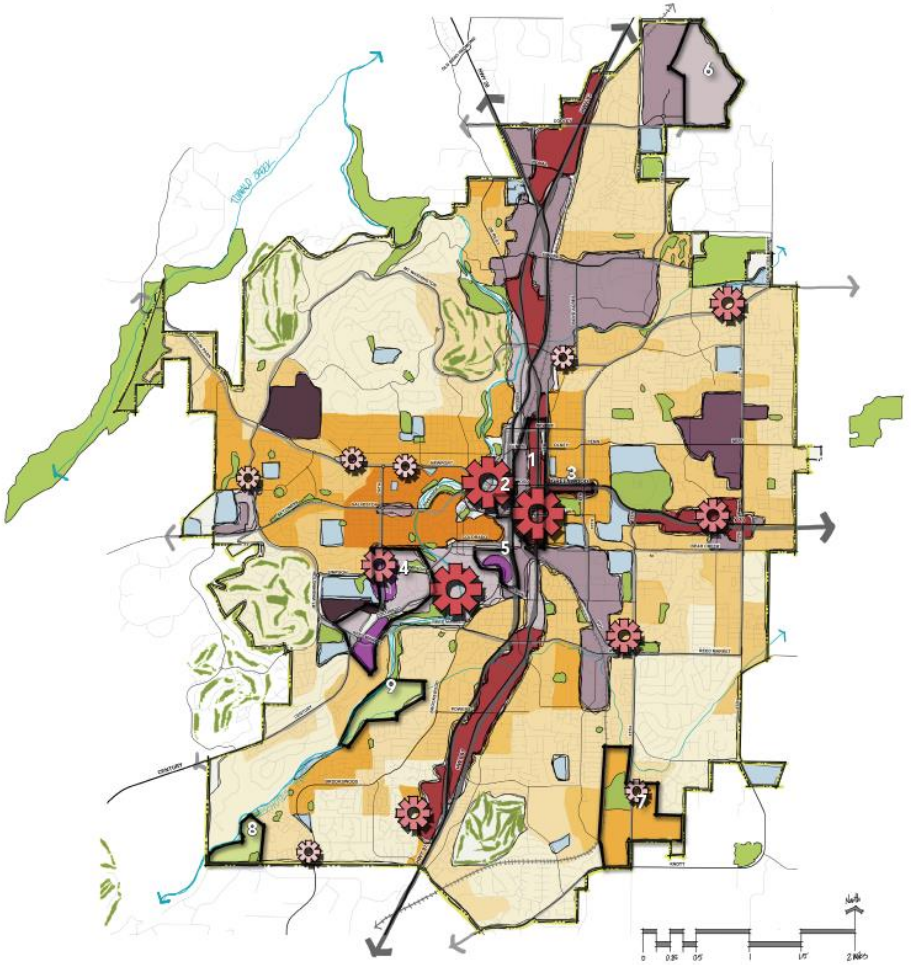
Growth Category	Total 2028 Need	Capacity Inside Existing UGB*	Residual (accomo-dated in expansion areas)
Housing Units	17,230	12,250 (71%)	4,970 (29%)
Jobs	21,940	14,880 (68%)	7,080 (32%)

* With efficiency measures

Informational Item: Urban Form Report

URBAN GROWTH BOUNDARY REMAND

- Existing urban form and typologies
- Community identity & urban form context (e.g. natural features & open space)
- High-level future growth considerations

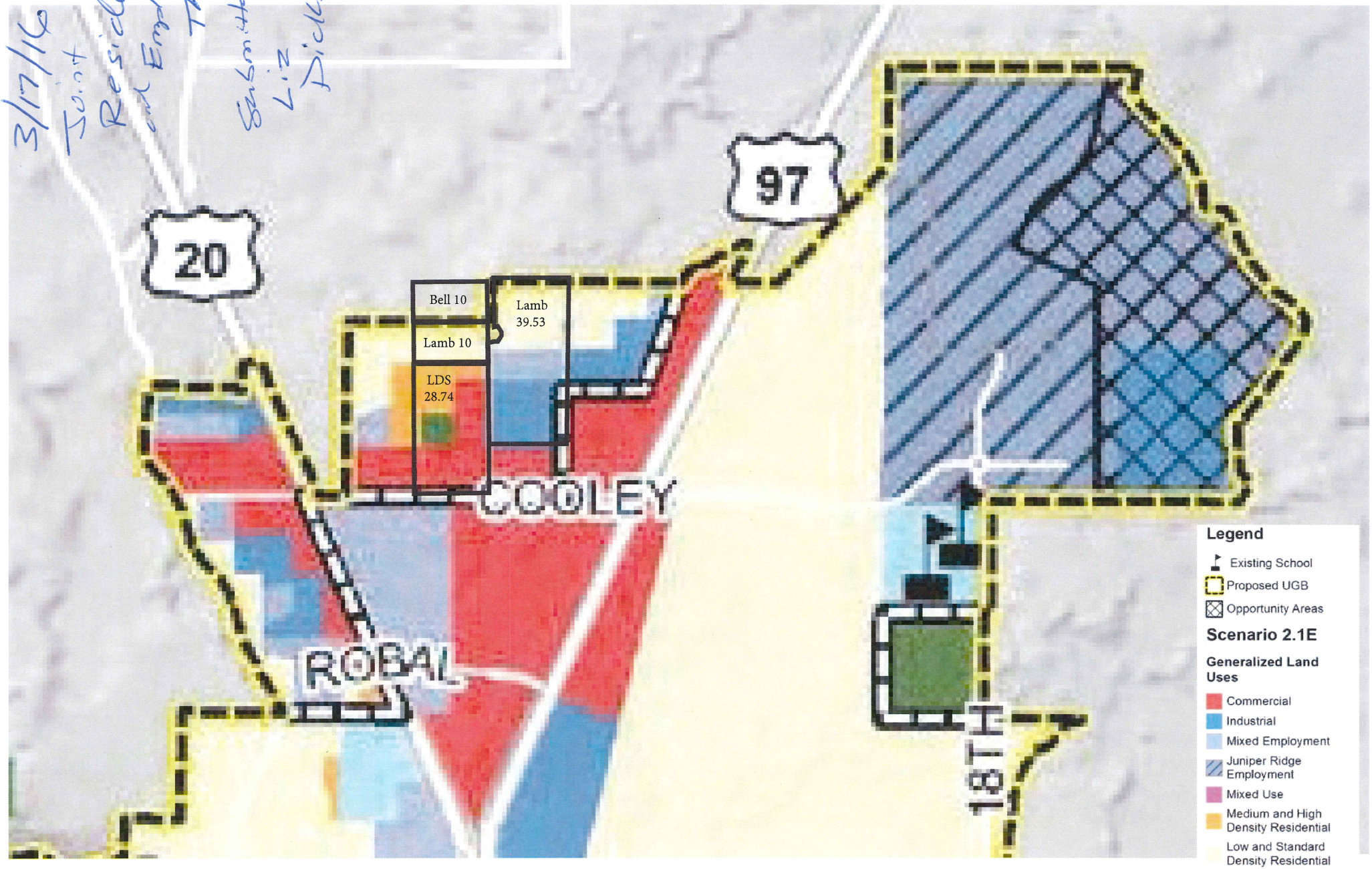


Informational Item: TSP & Transportation Chapter Amendments

URBAN GROWTH BOUNDARY REMAND

- TSP amendments:
  - Retain existing content, even where outdated
  - Acknowledge new work for UGB & ILUTP analysis
  - Update maps & project lists as needed
  - Update funding section
- Transportation Chapter amendments:
  - Definitive location for transportation goals & policies
  - Policies to implement ILUTP
  - Clean up & remove outdated benchmarks & implementation notes

3/17/16 Joint Residential and Employment TAC
Submitted by Liz Dickson



Source: http://www.bendoregon.gov/index.aspx?page=1292
City of Bend Urban Growth Boundary Remand Project and Meeting Materials
March 17, 2016 Joint Residential & Employment Technical Advisory Committee Meeting, Packet 1, Page 170
Bend UGB Draft Preferred Scenario, Prepared 2/26/2016; Zoomed In "North Triangle" Area

09036

SE1/4 SEC. 08 T.17S. R.12E. W.M.
DESCHUTES COUNTY
1" = 200'

SW1/4 SEC. 09 T.17S. R.12E. W.M.
DESCHUTES COUNTY
1" = 200'

Bell Property

Lamb Property as P.R. of the Estate of Mark A. Anderson

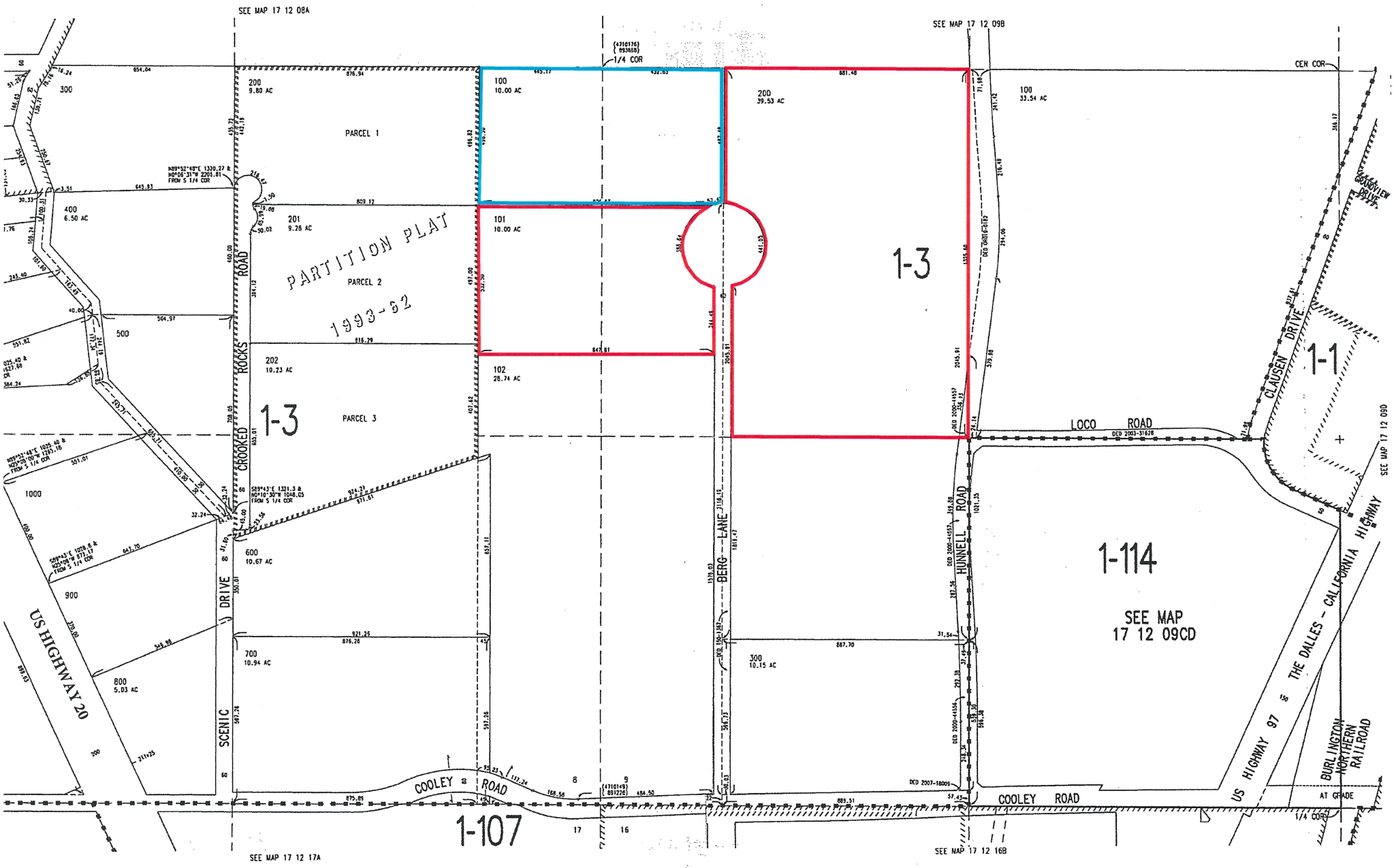
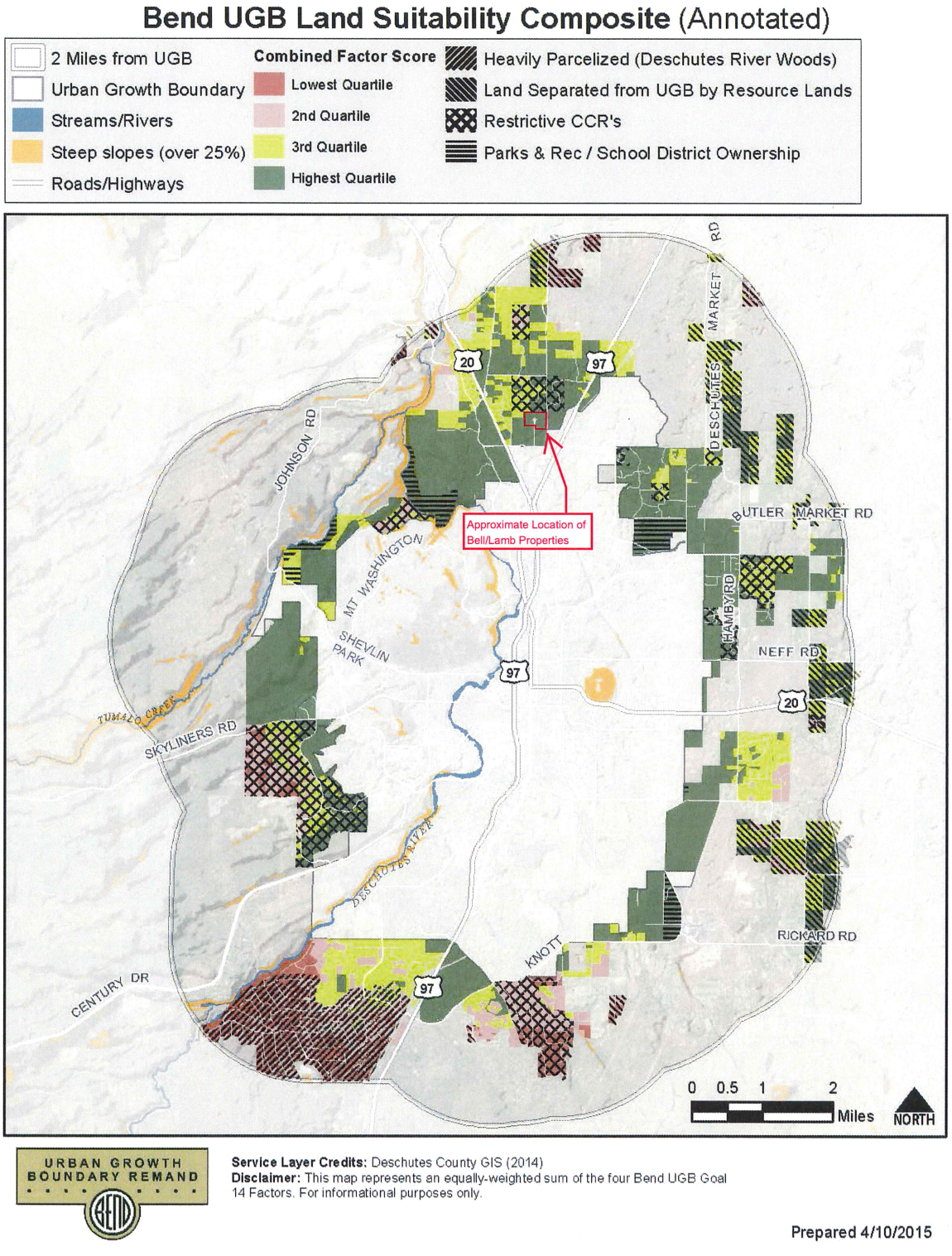


Figure 7: Stage 2 Mapping Combined Results



Service Layer Credits: Deschutes County GIS (2014)
Disclaimer: This map represents an equally-weighted sum of the four Bend UGB Goal 14 Factors. For informational purposes only.

Prepared 4/10/2015

URBAN GROWTH BOUNDARY REMAND

BEND

Sign in Sheet

Meeting: Emp /Res UGB TAC

Date: 3/17/16

Location: Muni Court

Name	Organization	Email Address
Kristina Barragan	Alzheimer's Association	
ANN MARIE COLUCCI		
DAVID FORD	WBPC/MWX	
Tommy Lamb		
Robert Lamb		
Quinn Keever	Bend Park + Rec	
Gary Vodden		
Liz Dickson	Hurley Re PC	eadickson@hurley-re.com
Bill Kuhn	Bank of the Cascades	
Bud Munson	Citizen	

URBAN GROWTH BOUNDARY REMAND

Sign in Sheet

Meeting: Emp/Res UGB TAC

Date: 3/17/16

Location: Muni Court

Name	Organization	Email Address
Scott Edelman	DLCD	
Jerry Ward	JC Ward Co	
Don Seneca	Homeless Leadership	
Rondo		ron.boozell@gmail

URBAN GROWTH BOUNDARY REMAND

Sign in Sheet

Meeting: USC Meeting

Date: 2/10/2016

Location: Chambers

Name	Organization	Email Address
Bill Galloway	SEBNA	BGALLOWAY@BENDBROADBAND.com
Kendall Brannigg		
Tia Lewis		tlewis@schwabe.com
Tim Elton		tim@eaattorneys.com
Jane Lindgren		
Scott Edlica	OLCO	
Pete Christoff	Planning Commission	
Rod Tomcho	UGB TAC	
Joseph Emerson	individual	josephemer@gmail.com
Ann Brayfield	Concerned Citizen	abrayfield@yahoo.com
Katherine Alpaugh	Concerned citizen	Lili.Alpaugh@gmail.com
Barbara Secor	Shevlin (suggestions for my property)	bjsecor@sbcglobal.net
AL JOHNSON	Self	alj25@gmail.com
Liz Dickson	Hurley Re PC	eadickson@hurley-re.com
c Gary Vodden		randallnnn@gmail.com

09040

URBAN GROWTH BOUNDARY REMAND

Sign in Sheet

Meeting: USC Meeting

Date: 2/10/2016

Location: Chambers

Name	Organization	Email Address
Sid Snyder	RL TAC	On file
Sharon Smith	Boundary TAC	
Laurie Craghead		laurie.craghead@outlook.com
Myles Conway		mconway@mcmurtrie.com
JAMES DOROFI	UFDNA	j.dorofi@gmail.com
Ken Schofield	Ben D Neighborhood Coalition	kosconsulting@yahoo.com
KEVIN SPENCER	K Spencer@KSstonecorp.com	DRY Properties

09041

Oregon Statewide Urbanization Goal (Goal 14):

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.320 or, for the Metropolitan Service District, ORS 197.298, and with consideration of the following factors:

(1) Efficient accommodation of identified land needs;

(2) Orderly and economic provision of public facilities and services;

(3) **Comparative environmental, energy, economic and social consequences**; and

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Oregon Statewide Housing Goal (Goal 10):

Goal: To provide for the housing needs of citizens of the state.
Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate number of 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.**

"The housing goal clearly says that municipalities are not going to be able to do what they have done in metropolitan areas in the rest of the country. They are not going to be able to pass the housing buck to their neighbors on the assumption that some other community will open wide its doors and take in the teachers, police, firemen, clerks, secretaries and other ordinary folk who can't afford homes in the towns where they work."

Oregon Land Conservation and Development Commission
Seaman v. City of Durham, 1 LCDC 283, 289 (1978).

LCDC Bend Remand, 2010:

"Goal 10, the Goal 10 implementing rule, and the needed housing statutes also require that the City analyze needed housing types at particular price ranges and rent levels commensurate with the financial capabilities of present and future residents of area residents. The city's record contains much information on projected population and income levels, but neither its adopted plan policies nor its findings clearly tie together how the types and amounts of housing that it is planning for will be affordable for future residents of the area."

"The city . . . fails to adequately consider regional housing needs and a fair allocation of housing types as required by OAR 660-008-0030. . . . The city is obligated under Goal 10 and the cited rule [OAR 660-0089-0030] to consider needed housing on a regional basis. The city's findings indicate that much needed housing for the City of Bend is being provided outside of the city, forcing the region's residents to drive long distances and creating imbalances between cities in Central Oregon. The City and the county must address these regional issues on remand."

"The department found that the city failed to comply with the requirement in ORS 197.307 and Goal 10 to permit needed housing in one or more zoning districts with sufficient buildable lands to satisfy housing needs **at particular price ranges and rent levels.** The city's findings, studies and the Housing Element of its General Plan show a significant need for housing for low and moderate income households, along with a need for workforce housing. "

Bend Comprehensive Plan:

"While residents enjoy a variety of housing choices, they also face significant challenges in finding affordably priced housing in Bend as land and housing prices have increased significantly in the past decade, leaving fewer realistic housing options for many Bend residents and workers."

'The inadequate supply of land [in the UGB] has led to a lack of multi family units, * * *.

"The rapid increase in population has resulted in growth in demand for workforce housing that has outpaced the production of workforce housing units. Between 2000 and 2005, job growth created a demand for 9,057 units of workforce housing while only 8,230 units were produced."

"Affordable housing for service workers, both for individuals and families, is in short supply in Bend."

"While the cost of rental housing has not increased as rapidly as house prices, recent rent increases are starting to place additional pressure on low-income households. Further complicating the issue is the seasonality of many jobs in the region * * * making it difficult for the region to meet peak housing needs."

"Rapid increases in home 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 lack of affordable housing for the workforce has a negative effect on employers in Central Oregon."

"The increasing lack of housing affordable to low and moderate income households is resulting in many area workers purchasing homes and living in other communities, including Redmond, Prineville and others. * * * This is exacerbating traffic congestion and other issues caused by rapid growth in the community. It also affects the ability of area employers to attract workers for jobs at many income levels, including service and professional workers."

Meeting Agenda

Boundary and Growth Scenarios Technical Advisory Committee – Meeting 15
Wednesday, March 30, 2016 9:00 AM – 12:00 PM
Bend City Hall – Council Chambers

Meeting Purpose and What is Needed from the TAC

The purpose of this meeting is to discuss and recommend adoption documents to the UGB Steering Committee that support the Preferred UGB Scenario, including:

- Growth Management chapter of the Comprehensive Plan
- Comprehensive Plan maps for the expansion areas

1. Welcome and Introductory Items — 9:00 AM

a. Convene and welcome — Co-chairs
b. Approval of minutes
c. Where we are in the process – a brief look back and look forward — Joe Dills

2. Growth Management Chapter Updates — 9:10 AM

TAC Discussion and Preliminary Recommendations

See memo (page 3 of 46) and draft updated chapter (beginning on page 6 of 46) in the packet. A presentation will be given followed by discussion and preliminary recommendations by the TAC. — Project Team

For additional project information, visit the project website at www.bendoregon.gov/BendUGB 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.

3. Comprehensive Plan Designations for Expansion Areas — 10:30 AM

TAC Discussion and Preliminary Recommendations

See memo and maps beginning on page 38 of 46 in the packet. A brief recap presentation will be given followed by discussion and preliminary recommendations by the TAC. — Project Team

4. Public Comment — 11:00 AM

5. Summary of Recommendations to the USC — 11:25 AM

TAC Action

Following public comment period, the TAC will provide concluding recommendations to the USC.

6. Next Steps — 11:55 AM

a. Thank you to the TAC and next steps — Joe Dills, Co-chairs

7. Adjourn — 12:00 PM

Memorandum

March 25, 2016

To:	Boundary and Growth Scenarios Technical Advisory Committee
Cc:	Residential Lands Technical Advisory Committee Employment Lands Technical Advisory Committee
From:	Project Team
Re:	Updated Growth Management Chapter Highlights

OVERVIEW

The purpose of this memorandum is to describe and recommend the:

- Updated Growth Management Chapter for the Comprehensive Plan
- Approach to area planning in the expansion areas

The following format notes apply to the attached draft:

- The updated draft is dated March 25, 2016
- Comment boxes (grey with a black outline) are provided to explain substantive updates
- New text is highlighted in blue type for easy identification

APPROACH TO AREA PLANNING

The Boundary TAC had a productive discussion of "area planning" policy options on March 16, 2016. Area planning is a term used to capture a variety of tools to refine land use, transportation, and/or infrastructure plans for a specific geographic area. The TAC's discussion focused on how area planning might benefit the various objectives for the expansion areas, and fit with the annexation process. The project team suggested four "givens" for the city's approach to annexation and area planning:

- Specific plan designations will be applied to expansion areas
- Flexibility should be provided to re-arrange land uses consistent with the Comprehensive Plan or a proposed amendment
- Housing numbers and mix, as well as the total acreage by generalized plan designation categories (e.g. commercial, industrial, residential), will be set in policy for each subarea to ensure that area planning remains consistent with the capacity work and assumptions for the UGB
- Laws and policies give the City broad discretion over annexation

Key "take-aways" from the March 16th meeting included:

1. **Support for area planning** - The Boundary TAC was supportive of area planning for expansion areas as a tool to assure the objectives for each area are implemented.
2. **Ideas for Flexibility** - There should be flexibility in the approach – flexibility to: apply multiple tools; adjust land uses (without changing capacities or housing mix); consider planning portions of subareas; and have public and/or private parties conduct the work subject to City review and adoption.
3. **Two basic approaches** - The TAC supported a simplification and clarification of the draft map displaying what area planning tools should be applied in various subareas. The two approaches and rationale were: *master planning* (as defined in the Development Code) is an appropriate tool for areas with large areas of single owners; and *City-initiated area plans* is an appropriate tool for subareas where there are many parcels and owners.
4. **Framework-level planning** – There was a shared concern that comprehensive area planning could be expensive and take many years to complete, leading to delays in annexation and development. This discussion led to the idea that "framework-level" area planning - focusing on the basics of transportation, parks, schools, water-sewer infrastructure, and minor land use refinement - could be done relatively quickly and provide appropriate guidance to the physical cohesion of various subareas.
5. **Implementation of needed housing** – How to ensure multifamily and related affordable housing choices are delivered was raised as an issue for further discussion.

The Boundary TAC concluded its discussion by approving the area planning approach that is summarized below. The approved approach is:

Require area planning as follows:

- Master plan approach: DSL, Thumb, West, Shevlin
- City-initiated area plan approach: OB Riley, North Triangle, Northeast Edge, Elbow

Provide flexibility as follows:

- The City will define the geographic area of a city-initiated area plan, meaning it can allow an area smaller than a full subarea if City criteria are met.
- In OB Riley, North Triangle, Northeast Edge, and the Elbow, there is an option for property owners to propose annexation along with a master plan if City criteria are met.

The team has implemented the above approach by updating the draft Growth Management Chapter of the Comprehensive Plan. Note that the criteria to allow annexation with a master plan in advance of an area plan being completed for the full subarea include a minimum acreage threshold. The project team has set that threshold at 40 acres, subject to refinement by the TAC.

OTHER NOTABLE ADDITIONS

Affordable Housing

As a follow up to discussion at the joint Residential and Employment TAC meeting on March 17th, several members of those committees submitted comments to TAC chairs Al Johnson and Jade Mayer, via City staff, with their thoughts on including additional text and/or policies regarding affordable housing in the Growth Management chapter. Al Johnson has proposed one new policy for inclusion in the Growth Management chapter, in the General UGB Expansion Policies Section). This policy has been added to the updated draft of the Growth Management chapter for consideration by the Boundary TAC (see new policy 11-54, pages 21-22). Note that, like the other policies in that section, it is guiding to future UGB expansions rather than follow-up planning for the current expansion areas.

Wildfire

The project team proposes adding a few sentences in the Background section of the Growth Management chapter to introduce the concept of wildfire (see page 3). More detailed background information about wildfire risk, hazard, and mitigation is proposed to be added to Chapter 10 (Natural Forces). A new policy is proposed to be included in both chapters (with cross-references). This policy has been added to the updated draft of the Growth Management chapter for consideration by the Boundary TAC (see new policy 11-5, pages 12-13).

DRAFT | March 25, 2016

City of Bend Comprehensive Plan

Chapter 11: Growth Management









Chapter

Adopted Amendments

(insert table // quick table)

EFFECTIVE DATE	ORD #	CHANGES

BACKGROUND

Legal Context and Supporting Documents

Statewide Planning Goal 14 requires that cities establish and maintain Urban Growth Boundaries (UGBs) to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The goal's purpose is: "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities".[1]

Like the statewide goal, Bend's growth management planning, goals and policies are comprehensive. The City plans for how much and what types of land are needed for future growth and what the form of new development should be to ensure a livable community and enhance Bend's high quality of life.

Bend's Urbanization Report documents: (1) the capacity of land inside the UGB to accommodate growth, including measures intended to result in efficient use of land; and (2) the City's evaluation of potential locations for UGB expansions and the consideration of the four Goal 14 factors in reaching a proposed UGB expansion. The Urbanization Report is focused primarily on the legal and technical aspects of growth management in Bend. The Urbanization Report for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan.

Bend's Urban Form Report describes the physical form of the city. Urban form provides a way to understand the relationships between land uses and between the natural and built environments that give meaning to the legal exercise of planning for growth within and expansions of the city. Urban form encompasses the physical shape and design of the city. The layout of Bend's streets, the location and design of homes and businesses, and the distances between destinations all affect the quality of life for residents and visitors. Urban form influences land values; where residents live, work, shop and relax; everyday travel choices; and whether commute trips can be made by walking or biking, using transit, or driving. Bend's urban form also directly affects natural systems such as air and water quality, wildfire risk, health, and diversity of plants and wildlife. The Urban Form Report is a non-regulatory document that supports the goals and policies in this chapter of the Comprehensive Plan. It is adopted as Appendix Y of the Comprehensive Plan.

Community Context

Bend's identity and unique urban form stem from the city's regional context, beautiful natural setting, and growth over approximately 100 years. Bend is the largest urban area in Oregon east of the Cascade Mountains. The city is uniquely situated between the Cascade Mountain Range and Deschutes National Forest to the west, and high

[1] OAR 660-015-0000(14)

desert plains to the east. Bend's varied topography and abundant natural features are major influences in its existing urban form and identity as a city. In many ways, the city's rapid growth is a direct result of its natural and scenic resources and proximity to the outdoors. The city's physical and visual access to Mt. Bachelor, the Three Sisters, the buttes within the city (such as Awbrey Butte and Pilot Butte), Deschutes River, and Tumalo Creek provide defining contextual elements of the city's urban environment and community identity.

Bend's location in the high desert also means that the community is susceptible to wildfires. While wildfire risk and hazard have had only a modest impact on the city's urban form historically, as the city expands further into the Wildland-Urban Interface, strategies to minimize and mitigate wildfire hazard will become increasingly important (see Chapter 10 for more about wildfire risk and hazard).

Comment: The proposed additional background language above is intended as a brief way of introducing the topic of wildfire, which will be addressed more thoroughly through new text in Chapter 10 (Natural Forces).

In the built environment, key transportation facilities such as Highway 97 and Highway 20 as well as freight rail lines connect Bend with other major regional destinations but also create barriers to pedestrian and habitat connectivity, and shape an auto-oriented urban form along the adjacent land. Bend's trail system, on the other hand, is essential to creating connected neighborhoods because it provides recreation opportunities and active transportation options, and contributes to the economic vitality of the community. Its parks provide places to play, connect, and socialize; access to nature; and natural system functions.

The city's historic development patterns, including the historic downtown and adjacent neighborhoods, which were developed in the late 19th and early 20th centuries, create a vibrant core with a gridded street system and short block lengths that provide a pedestrian-oriented setting as well as iconic public spaces such as Drake Park. Later development through the mid- to late-20th century produced quiet, generally low-density suburban neighborhoods with winding streets, and busy commercial corridors along major roads. As the lumber and farming industries waned in importance and tourism and recreation grew, the nature of employment areas shifted, with the beginnings of redevelopment within the city's urban core, such as the Old Mill District.

Today, Bend is a city in transition. In the first two decades since 2000, Bend is increasingly becoming less of a town and more of a small *city*, as evidenced by:

- A 2016 resident population of over 80,000, expected to grow to over 115,000 by 2028;
- A growing role as the regional economic center for Central Oregon;
- Recent rapid growth - the 7th fastest growing metro area in the country in 2015;
- A resident plus visitor population that swells to over 100,000 (2016) at the height of the summer tourism season;



- A prosperous downtown with 3-4 story mixed use development and structured parking;
- The success of Northwest Crossing, where traditional neighborhood development, convenient access to shops, parks, schools, and trails, as well as pedestrian friendly streetscapes are central to the development concept;
- New development, redevelopment, and adaptive re-use in the Mill District, employment lands north of Century Drive, and other industrial and mixed-employment lands throughout the City;
- A significant growth in transit ridership since fixed route service was established in 2007;
- Oregon State University's decision to establish the 4-year Cascades Campus in Bend;
- Public planning and investments in key infrastructure (e.g. the citywide sewer system) and urban amenities (e.g. Drake and Shevlin Parks, recreational amenities such as the Ice Skating Pavilion and reconstructed white water park on the Deschutes River, and Healy Bridge, to name a few);
- Housing affordability challenges; and
- The growth of the "makers" economy, such as craft brewing.

Bend's growth management strategies are intended to help make the transition described above from small town to city and contribute to maintaining Bend's livability and desirability as the city grows and evolves.

Complete Communities

Key Ingredients

Complete communities have varied housing options and many of the essential services and amenities needed for daily living, including quality public schools, parks and open spaces, shops and services, all within a convenient walking or biking distance. Complete communities should also have convenient access to public transportation and employment areas.

Community Priorities

In Bend, and across the nation, residents and local officials are increasingly making walkability, mixed use and access to amenities a high priority. This trend will spur the growth and redevelopment of areas within Bend that are walkable and have many amenities and services close by. Research indicates that walkable and mixed use communities have higher property values, more opportunities for affordable housing, and also support enhanced bike, pedestrian, and transit use. An increased interest in complete communities is also expected to heighten demand for thoughtfully planned neighborhoods and employment districts in expansion areas where uses are knit

together and accessible by a variety of travel modes. As land prices increase and demographic shifts increase demand and need for a greater variety of housing options, densities are expected to increase in newly-built neighborhoods and through modest amounts of infill and redevelopment in existing neighborhoods.

Urban Form Typologies

Urban form "typologies" are used in Bend's growth management planning to provide a standardized system for organizing and classifying different development patterns around the city. The typologies help capture the current mixture of land uses and create a palette to describe the desired future urban form of Bend; however, they are intended to be descriptive rather than regulatory.

The typologies are broadly organized into Centers and Corridors, Employment Districts, and Neighborhoods. These are summarized in brief below. For additional description of the typologies and how they were developed, see the Urban Form Report in Appendix Y.

Centers and Corridors

Bend's commercial areas take the form of one of two general shapes: (1) Centers, which are focal areas of commercial or mixed uses at an intersection, or contained within one to three blocks; or (2) Corridors, which follow a distinctly linear shape of commercial uses, typically along a busy street. The Centers and Corridor typologies vary in the intensity of commercial development and also the scale of area they serve. There are four different types of commercial centers and corridor typologies in Bend, summarized below. Centers and corridors include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors.

Center or Corridor Type	Characteristics
Urban Mixed Use Center	Serve the entire city/region Hubs of commercial, employment, and community services Relatively high development densities
Major Commercial Corridor	Located along transportation routes Primarily commercial uses that thrive on high visibility and accessibility May include mixed-use development
Community Commercial Center or Corridor	Serve surrounding neighborhoods Provide a range of retail, service, and/or office uses, and may include mixed-use development
Local Community Center or Corridor	Smaller centers or corridors with small-scale retail and local services Generally surrounded by neighborhoods May include mixed-use development

Employment Districts

Employment Districts are areas where the predominant uses are offices or industrial uses. Retail may be present but is a relatively minor use. Bend's Employment Districts support a diverse range of jobs and industries, and vary mainly in their primary function and the mix of employment uses. There are four different typologies of Employment

Districts in Bend, summarized below. Employment Districts include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors, and where noted below.

Employment District Type	Characteristics
Institutional	Educational institutions and campuses such as Central Oregon Community College and Oregon State University Typically pedestrian-oriented and transit-supportive
Medical Center	Focused on uses including hospitals, medical offices, and other related facilities, such as St. Charles Medical Center and the surrounding uses Residential uses are generally limited to group homes with some multi-family development
Industrial or Professional Office	Uses include manufacturing, industrial and office uses Typically auto-oriented with large parking areas Few or no residential uses
Mixed Employment	Mix of retail and community services, office uses, manufacturing and light industrial uses such as creative and flexible work spaces May include mixed-use development

Neighborhoods

Neighborhood typologies are based on a range of factors including mix of housing types, permitted density (dwelling units per acre), block layout, connectivity and proximity to amenities such as parks and schools. Bend has a wide variety of neighborhoods. Five existing neighborhood typologies have been identified, and are summarized below. Neighborhoods may include pedestrian-oriented design, and can be transit-supportive where transit is available or planned.

Neighborhood Type	Characteristics
Historic	Close association with the early development of Bend, such as Drake Park Historic District Historic buildings and architecture with unique cultural or historic value Neighborhood streets in a grid pattern
Traditional	Typically developed with a grid street pattern Some mix of housing types, but moderate overall densities Often have commercial nodes or corridors within walking distance May be older neighborhoods such as Bend's "Midtown" and inner west neighborhoods or new development such as Northwest Crossing

Neighborhood Type	Characteristics
Mixed Suburban	Moderate residential densities with a mix of housing types, including some multifamily, duplex/triplex and/or single family attached housing Local street patterns may be meandering rather than a grid layout
Single Family Suburban	Largely single family detached homes at low to moderate densities Local street patterns may be meandering rather than a grid layout
Large Lot	Primarily single family detached homes on large lots Local streets often winding to follow natural features with long driveways or private drives

Providing for Forecast Growth

Comment: This section is intended to provide some context to support later policies related to minimum densities for master plan areas and other capacity-related policies.

The City is required to provide enough suitable land to accommodate 20-year land needs each time the UGB is evaluated in order to meet the requirements of Goals 9 and 10 for Employment and Housing land, respectively. As noted at the beginning of this Chapter, Bend's Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated through growth on vacant land, infill/redevelopment, and UGB expansion. In order to ensure that the City's available land can accommodate the growth projected, the City has adopted "efficiency measures" in the Development Code, which are supported by policies in this Chapter as well as the Housing and Employment Chapters. Key components of the efficiency measures include minimum densities for each urban residential plan designation (and the corresponding zoning district), increased minimum densities for large master plan sites, and eliminating barriers to efficient development, such as overly restrictive lot size requirements in medium- and high-density zones.

Opportunity Areas

During the UGB Remand planning process (2014 to 2016), the City evaluated the efficient use of existing urban land through the lens of "opportunity areas". Opportunity areas are locations within the City that are appropriate to focus new growth due to their location, zoning (existing or planned), amount of vacant or underdeveloped land, and/or proximity to urban services. Each opportunity area will serve a unique role in the City's future – some are vacant land and will develop primarily through private sector initiative; others are redevelopment opportunities and will require a partnership of private sector investment and City support or investment.

Bend's opportunity areas are summarized below – please see the Urbanization Report for more detailed descriptions of the opportunity areas.

- Bend Central Multimodal Mixed Use Area – opportunity for the 3rd Street commercial strip to transition to a mixed use corridor
- East Downtown – long term opportunity for an extension of the downtown
- Century Drive Area – a key part of the Central Westside Plan, the siting of OSU's new four-year Cascades campus offers an opportunity to create a new mixed use center anchored and supported by the new institutional employment district.
- KorPine – opportunity to transform an industrial area into a vibrant urban mixed use district
- Inner Highway 20 / Greenwood Ave – opportunity to shift to a more walkable mixed use corridor
- Juniper Ridge – opportunity for a future industrial and professional office employment district
- 15th Street Ward Property – As the largest vacant residentially-designated property in Bend, this area offers an opportunity to create a new complete neighborhood including a local commercial center, a variety of housing options, parks and a school
- COID Property – long term opportunity for a new neighborhood adjacent to the Deschutes River
- River Rim – opportunity for an environmentally-sensitive new neighborhood adjacent to the Deschutes River

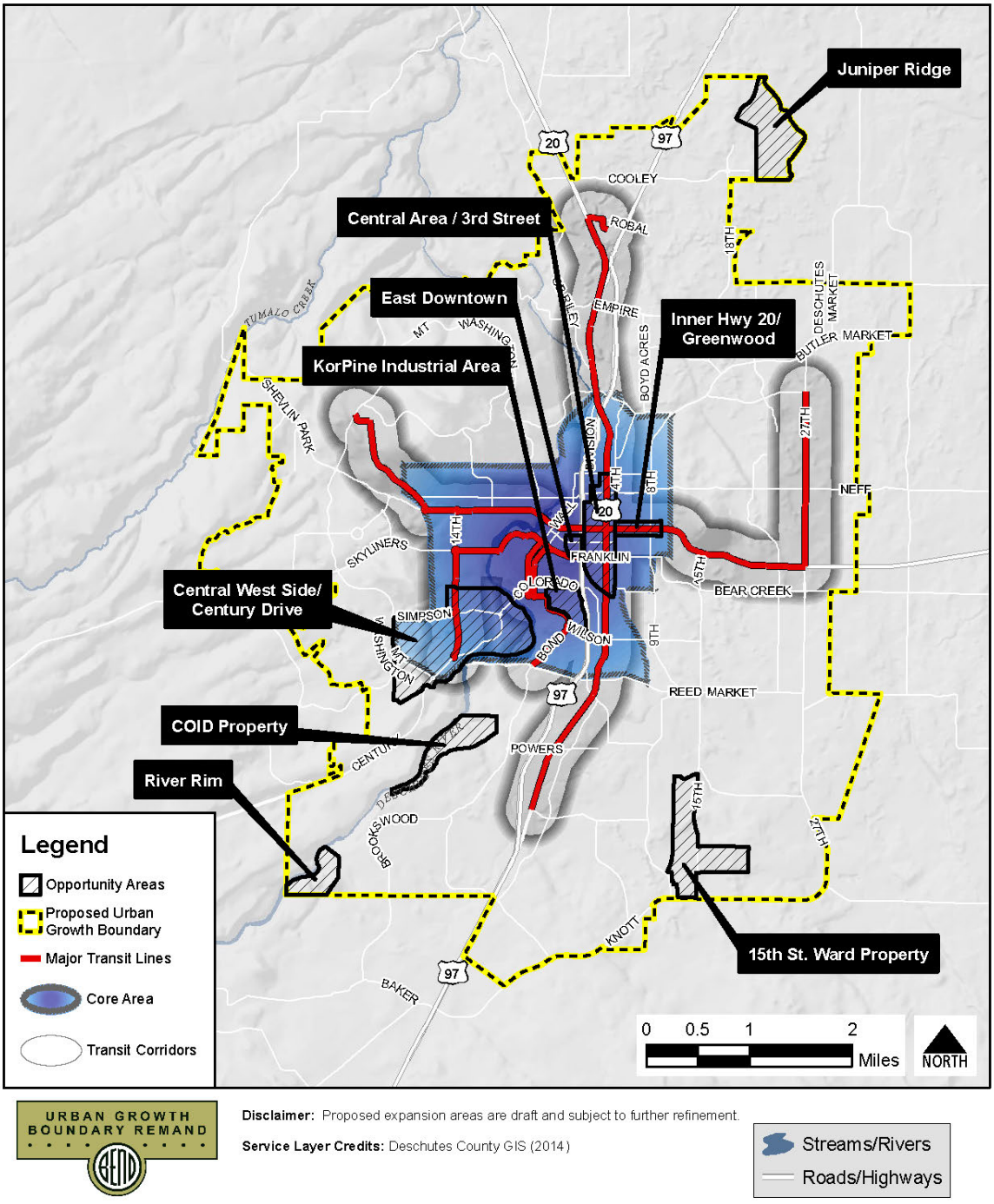
Comment: The River Rim opportunity area was inadvertently left off of the initial list of opportunity areas because no map amendments are proposed for that area.

The Opportunity Areas are shown on Figure 11-1.

Figure 11-1: Core Area, Transit Corridors, and Opportunity Areas

Bend UGB

Core Area, Transit Corridors, and Opportunity Areas
March 10, 2016



Disclaimer: Proposed expansion areas are draft and subject to further refinement.

Service Layer Credits: Deschutes County GIS (2014)

Streams/Rivers
Roads/Highways

Bend's Central Core

Bend Central Core is a uniquely livable part of the city. The central core offers proximity to downtown, the Deschutes River, Mirror Pond, Juniper Park, many other smaller parks, and a variety of regional destinations; a walkable street grid; neighborhoods with historic character; successful small neighborhood centers and corridors (2nd and 4th Streets, 8th and 9th Streets, Newport Avenue, Galveston Avenue, SW 14th Street); access to a high concentration of jobs by a variety of modes; and transit service. This blend of the "D" Variables (Density, Diversity, Design, and Destinations) is the foundation of the area's livability and an important influence on travel behavior.

As described in Bend's Integrated Land Use and Transportation Plan, national research has shown that the "D" variables are highly influential on how much walking, biking, transit use, and linking of trips occurs – which reduces the need to drive.[2] This is important because the availability of transportation choices contributes to Bend's overall livability. It is also important because state law requires the City to reduce the reliance of the automobile. During the UGB Remand process (2014-2016), the City modelled vehicle miles traveled (VMT) per capita throughout the urban area under different growth scenarios as in indicator (required by the state) of reliance on the automobile. Predictably, the Central Core showed the lowest levels of VMT per capita, and the highest potential for "moving the needle" toward relatively less VMT per capita through infill and redevelopment to focus growth and further increase the density and diversity of uses in this area.

For all of the reasons described above, the Central Core is considered a particularly important part of the City's growth management efforts. The success of Bend's transition to more of an urban community will follow the continued growth, in appropriate areas, of the Central Core. It is important to note that placing a priority on growth within the Central Core does not mean that all areas should redevelop. In this context, "appropriate areas" means development and redevelopment on vacant lands, underutilized lands, and where development is designed to be compatible with adjacent, stable areas.

The Central Core area is shown on Figure 11-1. The "boundary" on this figure is illustrative only. The Central Core is a planning concept – it's applicability to specific development and policy implementation needs to be interpreted on a case-by-case basis.

"Growing up" in appropriate areas within the Central Core, as well as transit corridors and opportunity areas, is a goal for Bend because these areas already have (or will have) the base infrastructure, population density, and urban amenity "completeness" that is needed for their success. They offer the best opportunities to reverse the growth of vehicle miles traveled per capita and increase walking, biking, transit, and linked trips by automobiles.

[2] See Bend Integrated Land Use and Transportation Plan, _____, 2016, page ___.

Urban Form Diagram

Figure 11-2 provides an illustrative future urban form diagram for the City of Bend. [Note: this map will be provided with the final version of the chapter. A draft will be provided at the TAC meetings.] This diagram is not intended to be regulatory in nature. Rather, it is a visual tool that captures the city's growth concept and its intentions for expansion areas as well as infill and redevelopment areas.

Area Planning Tools

Comment: This section has been greatly simplified to remove the descriptions of each type of area plan and focus on defining the term "area plan" itself and providing some context for what range of tools is included.

The City has a number of tools and processes available to refine planning for specific areas. They include master plans, a development review tool used to guide the development of larger properties; and City-initiated planning efforts for specific geographic areas, such as refinement plans and special planned districts. (Additional area planning tools may be developed in the future to respond to specific needs.) In this chapter, the term "area plans" is used to encompass the full range of tools available for refinement of land uses, infrastructure and public facilities, and development regulations for specific geographic areas. Area planning can also be used as a tool for new growth in expansion areas to ensure that development is coordinated and efficient. Several types of area planning tools are described in the development code. Policies guiding area planning generally and master plans in particular are provided in the policy section of this Chapter.

Goals

A policy should be added to Chapter 1 (or the Preface) that says:

The Goals stated within this Comprehensive Plan are intended to be guiding and aspirational; they are not regulatory policies. The Policies in the Comprehensive Plan are regulatory and are used as the basis for determining "consistency with the Comprehensive Plan", when specified by the development code.

The following goal statements describe the future urban form and growth aspirations of the community and serve as the foundation for policy statements in this chapter. The citizens and elected officials of Bend wish to:

- Encourage the city's evolution from small town to livable city, with urban scale development, amenities, and services in appropriate locations, while preserving and enhancing the natural environment and history of the community;
- Use Bend's existing urban land wisely, making efficient use of land inside the boundary, with infill and redevelopment focused in appropriate areas within the

Central Core, along transit corridors, and in key opportunity areas (see Figure 11-1);

- Create new walkable, mixed use and complete communities by leveraging and complementing land use patterns inside the existing boundary and using expansion to create more complete communities;
- Locate jobs in suitable locations, where there is access to transportation corridors, larger parcels, and good visibility for commercial uses;
- Plan Bend's infrastructure investments for the long term;
- Meet state requirements for growth management and the UGB while achieving local goals;
- Lay the groundwork for the future growth of Bend by taking into consideration the context of lands beyond the UGB;
- Utilize best practices (e.g. cluster development, transect planning) in appropriate locations to reinforce the City's urban form, reduce risk of wildfire, and recognize natural features that present "hard edges" for urbanization; and
- Implement an overall strategy to *"Wisely grow up and out".*

Policies

General Growth Management Policies

(See related policies in Chapter 1, *Plan Management and Citizen Involvement* and Chapter 10, *Natural Forces.*)

11-1 The City will encourage compact development and the integration of land uses within the Urban Growth Boundary to reduce trips, vehicle miles traveled, and facilitate non-automobile travel.

11-2 The City will encourage infill and redevelopment of appropriate areas within Bend's Central Core, Opportunity Areas and transit corridors (shown on Figure 11-1).

11-3 The City will ensure that development of large blocks of vacant land makes efficient use of land, meets the city's housing and employment needs, and enhances the community.

11-4 Streets in the Centers and Corridors, Employment Districts, Neighborhoods, and Opportunity Sites will have the appropriate types of pedestrian, biking, and transit scale amenities to ensure safety, access, and mobility.

Comment: New policy 11-5 below is proposed by the project team to capture the City's commitment to further work to develop appropriate wildfire mitigation strategies for expansion areas.

11-5 The City will adopt strategies to reduce wildfire hazard on lands included in the Urban Growth Boundary. These strategies may include the application of the International Wildland-Urban Interface Code with modifications to allow buffers of aggregated defensible space, or similar tools, as appropriate, to the land included in the UGB and annexed to the City of Bend.

Policies for Centers and Corridors

(See related policies in Chapter 6, *Economy.*)

11-6 The City will encourage vertical mixed use development in commercial and mixed use zones, especially where those occur within the Central Core, Opportunity Areas and along transit corridors.

11-7 The existing pattern of commercial plan designations shown on the Comprehensive Plan Map along arterial and collector streets including Newport Avenue and Galveston Avenue will not be extended into developed residential areas unless approved through an Area Plan.

11-8 New commercially designated areas are encouraged to develop with mixed-use centers to include housing, open space, commercial development, and other employment uses.

11-9 The City will encourage development and redevelopment in commercial corridors that is transit-supportive and offers safe and convenient access and connections for all modes.

11-10 The City will encourage the development of Neighborhood Commercial centers. Such centers should be scaled to serve the frequent needs of the residents of the neighborhood.

Comment: Policy 11-10 was modified as suggested by the TACs to avoid defining a specific radius that neighborhood commercial centers should serve, and focus on their role in the neighborhood.

11-11 Unless otherwise approved through an Area Plan, new Convenience Commercial Comprehensive Plan designations should be limited to five acres and should be one mile from another commercial Comprehensive Plan designation.

Policies for Employment Districts

(See related policies in Chapter 6, *Economy.*)

11-12 New employment districts with a mix of Plan designations such as commercial, industrial, and mixed employment may be created along Highway 97, Highway 20, and O.B. Riley Road.

11-13 The City will periodically review existing development and use patterns on industrial and commercial lands. The City may consider modifying Comprehensive Plan designations and Zoning to better

respond to opportunities for redevelopment and revitalization of employment lands in underutilized areas.

Policies for Residential Areas and Neighborhoods

(See related policies in Chapter 5, *Housing.*)

11-14 The City will support re-designation of suitable areas that are within a 1/4 mile walk to transit corridors from low density to medium density development.

11-15 Neighborhood Commercial shopping areas may be located within residential districts and have development standards that appropriately limit their scale and recognize their residential setting.

11-16 Medium-and high-density residential developments should have good access to transit, K-12 public schools where possible, commercial services, employment, and public open space to provide the maximum access to the highest concentrations of population.

Comment: A previous reference to transit being preferably within a quarter mile in policy 11-16 was removed due to concern that it would interpreted as a development standard.

11-17 Schools and parks may be distributed throughout the residential sections of the community, and all types of dwelling units should have safe and convenient access to schools and parks.

Policies for Special Site Needs

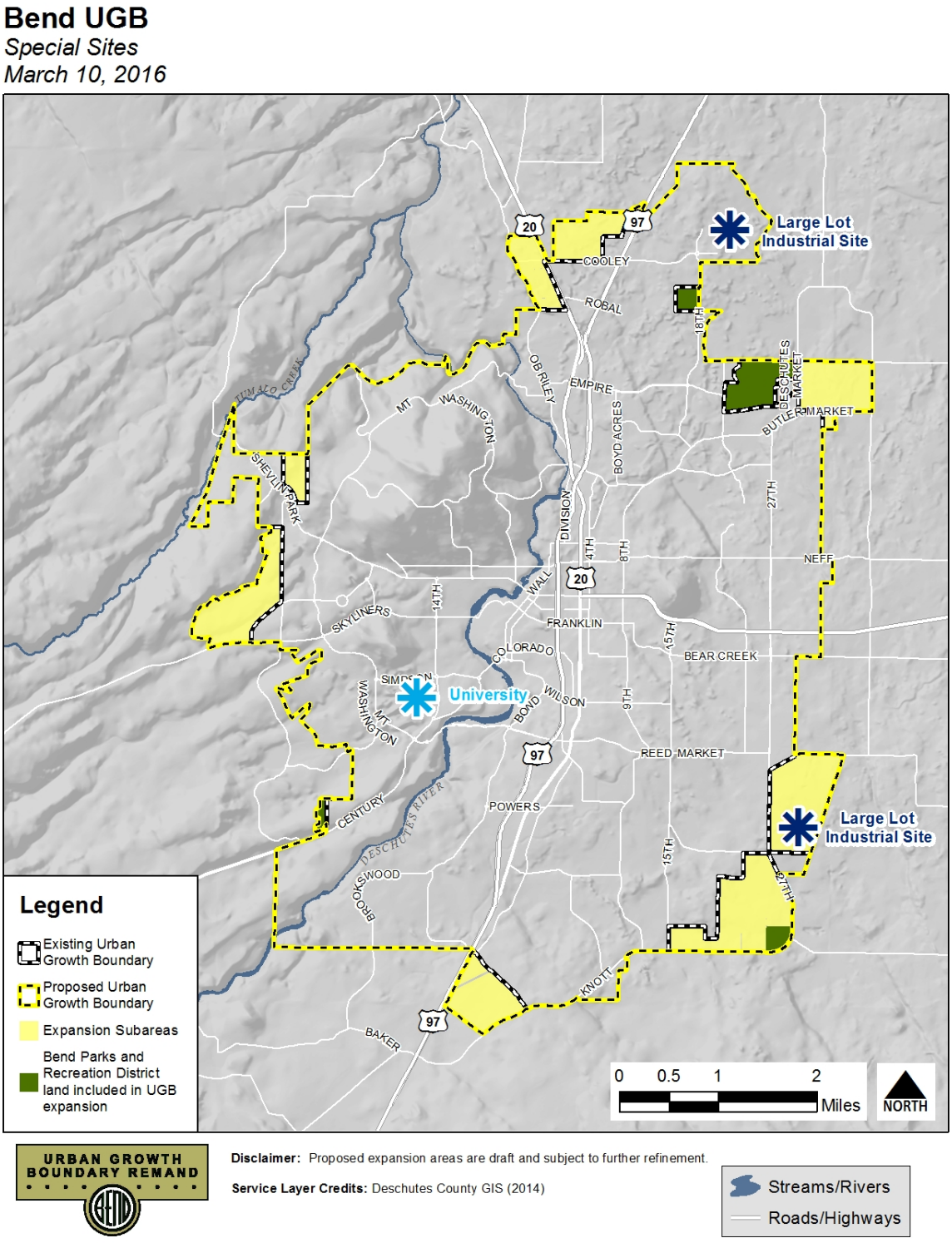
11-18 The City has identified a need for a special site for a university. This need will be met on the land currently owned by Oregon State University between Century Drive, Mt. Washington Drive and Simpson Avenue (see Figure 11-3). Further expansions of the university on the adjacent County-owned property and property within this general area are consistent with meeting the special site need.

Comment: Policy 11-18 was modified to clarify the location referenced by the policy.

11-19 The City has identified a need for two large lot industrial sites for targeted industries. This need will be met through the opportunity for one large lot industrial site in the eastern portion of Juniper Ridge and one large lot industrial site on the DSL property (see Figure 11-3).

11-20 Subsequent area planning for properties that are identified as meeting a special site need shall include regulations to protect the site for the identified use.

Figure 11-3: Special Sites



General Area Planning Policies

11-21 Area plans are intended to coordinate development and provide flexibility to tailor land use regulations and/or transportation and infrastructure plans to respond to area- or site-specific conditions.

Comment: New policies 11-22 and 11-23 below are intended to authorize the city to set standards for area plans in the development code and to authorize the city to require area planning in expansion areas.

11-22 The city will establish development codes to provide a variety of approaches to area planning in order to further the development of complete communities, unique developments which implement comprehensive plan policies, and provide for adequate public infrastructure.

11-23 The City may require area plans prior to development in UGB expansion areas.

Comment: Policies 11-24, 11-25, 11-26, and 11-27 below include minor modifications only. However, the text is intended to be clear that area plans do not provide a way to deviate from the adopted plan designations (except through averaging of residential densities across the plan area) without a plan amendment. In the situation where the designations are merely re-configured, a plan map amendment is still required, including making findings regarding compliance with the plan policies and Statewide Planning goals, but those findings should be straightforward.

11-24 Where area plans propose land uses that are inconsistent with the adopted plan designation(s), a plan amendment must be approved prior to or concurrent with adoption of the area plan.

11-25 An area plan that includes residentially designated land may prescribe residential density limits on specific properties that differ from the density range provided for in the Comprehensive Plan. However, the average density of housing within each residential plan designation in the plan area must remain within the range established by the adopted comprehensive plan map designations and applicable Comprehensive Plan policies, including applicable density bonuses or transfers. Deviation from this range requires approval of a plan amendment prior to or concurrent with the area plan that creates consistency between the plan designations and the average densities within each plan designation in the area plan. Certain areas, including large master plan sites and UGB expansion areas are subject to additional policies in this Chapter and/or additional standards in the development code regarding residential densities.

11-26 Area plans for land within UGB expansion areas shall comply with the policies of this chapter. There is flexibility to refine the spatial arrangement of plan map designations provided that identified land

and housing needs are still met. Where specific expansion area policies identify acreages of specific plan designations or general categories of plan designations (e.g. commercial) are identified, compliance is defined as providing the required acreages of gross buildable land to the nearest acre. Where expansion area policies identify a required minimum housing capacity and mix, compliance is defined as providing no less than the required number of units and providing the housing mix specified to the nearest percentage point (e.g. 37%).

11-27 Where changes are proposed to the arrangement of plan designations, the proposed arrangement must comply with the relevant policies of the comprehensive plan.

Master Planning Policies

Comment: New policy 11-28 simply provides policy backing for owner-initiated master plans and the establishment of rules for them in the development code.

11-28 The City will provide a mechanism in the development code for property owner-initiated master plans. The development code shall specify approval criteria and procedures for such master plans. Master plans are subject to the policies of this chapter.

11-29 The purposes of master plans are to:

- Encourage innovative planning that results in complete neighborhoods, more mixed-use development, improved protection of open spaces, transportation options, and site phasing of development;
- Encourage developments that recognize the relationship between buildings, their use, open space, and transportation options, providing varied opportunities for innovative and diversified employment environments;
- Facilitate the efficient use of land;
- Promote an economic arrangement of land use, buildings, circulation systems, open space, and utilities;
- Preserve to the greatest extent possible the existing natural landscape features and amenities that may not otherwise be protected through conventional development;
- Encourage energy conservation and improved air and water quality; and
- Assist the City in planning infrastructure improvements.

11-30 The City will provide the opportunity for master plans to proceed under clear and objective standards where the applicant does not

seek to deviate from the standards of the development code, the adopted zoning map, or Comprehensive Plan map.

Comment: The addition of Table 11-1 to policy 11-31 is intended to ensure that the efficiency measures around master plans, which are essential to ensuring that the City can provide for needed housing, cannot be eroded through subsequent amendments to the development code without a corresponding plan amendment.

11-31 Residentially designated land within master plans must meet higher minimum density standards than established for the residential plan designations generally and must provide for a variety of housing types. The City will set appropriate standards in the Development Code for housing mix and density for master plans in each residential zone/plan designation. Such standards will ensure minimum densities and minimum housing mix that are no less than those listed in Table 11-1.

Table 11-1. Residential Master Plan Minimum Density and Housing Mix

Residential District	Implementing Zone(s)	General Density Range*	Master Plan Minimum Density *	Master Plan Required Housing Mix**
Urban Low Density	Residential Low Density (RL)	Min: 1.1 Max: 4.0	2.0	No more than 90% single family detached**
Urban Standard Density	Residential Standard Density (RS)	Min: 4.0 Max: 7.3	5.84	No more than 90% single family detached**
Urban Medium Density	Residential Medium Density (RM)	Min: 7.3 Max: 21.7	13.02	No more than 33% single family detached**
	Medium–10 Density Residential (RM-10)	Min: 6.0 Max: 10.0	6.0	No more than 33% single family detached**
Urban High Density	Residential High Density (RH)	Min: 21.7 Max: 43.0	21.7	No more than 10% single family detached**

* Density is expressed as dwellings per gross acre. See Bend Development Code for methodology to calculate minimum and maximum densities.

** See Bend Development Code for definitions of housing types. For purposes of this standard, single family detached does not include cottage homes.



Comment: New policy 11-32 is intended to address the overlap between housing density/capacity and mix standards for master plans (by plan designation) and for expansion areas (for the subarea as a whole). The project team recommends making both sets of standards applicable because the subarea-level policy ensures that the overall assumed mix will be met, and will generally be the stricter standard on housing mix, but the master plan standards ensure that the variety of housing types will be distributed throughout different zones (for sites with multiple plan designations/zones). This may help achieve a mix of housing types at each phase of development and prevent all the attached and multifamily housing from being located in a single area of a large site.

11-32 Where a specific expansion area policy specifies a required overall housing mix for a given area, the total housing mix specified in policy shall apply in addition to the mix by plan designation listed in Table 11-1.

11-33 Master plans are required for developments over 20 acres unless otherwise specified in the Development Code. Properties in UGB expansion areas where a master plan is required are shown on Figure 11-4.

Comment: New policies 11-34 and 11-35 are intended to clarify the relationship between City-initiated area plans and owner-initiated master plans for areas where they overlap.

11-34 Where an approved City-initiated area plan exists, the City may find that some or all elements of a required master plan have been addressed and satisfied if they are already addressed by the area plan.

11-35 Approval of a City-initiated area plan that encompasses one or more properties over 20 acres (including abutting land in common ownership) does not exempt such properties from master plan requirements.

City-Initiated Area Plan Policies

Comment: This section replaces the policies specific to Refinement Plans, Special Plan Districts, and Pre-Annexation Concept Plans. It focuses on elements that are common to all types of area plans that may be initiated by the City. Detailed requirements for refinement plans may need to be added to the development code instead (requirements for special plan districts are already in the development code).

11-36 The City may initiate area plans for neighborhoods, UGB expansion areas, opportunity areas within the city, or other discrete geographic areas.

11-37 Area plans may be initiated by the City Council at its own initiative or at the request of property owners, if the owners agree to bear the

cost of creating the plan. The City may, at its discretion, assist with some or all of the cost of creating an area plan initiated at the request of property owners.

11-38 The area to be included in a City-initiated area plan, and the scope, shall be approved by the City Council by resolution.

Annexation Policies

11-39 Annexations will follow the procedural requirements of state law.

11-40 Annexations will be consistent with the Comprehensive Plan and applicable annexation procedures and approval criteria.

11-41 Requests for annexation must demonstrate that the annexed land is capable of being served by urban services for sanitary sewer collection, domestic water, transportation and parks, consistent with applicable infrastructure master plans.

Comment: The purpose of new policy 11-41 is to ensure that serving new annexation areas can be done without requiring interim infrastructure/public facility investments that are inconsistent with adopted public facility master plans.

11-42 Annexations will be consistent with an approved area plan where applicable. The area plan may be reviewed and approved concurrent with an annexation application.

11-43 The City may, where appropriate in a specific area, allow annexation and require area planning prior to development approval.

11-44 Land to be annexed must be contiguous to the existing City limits unless the property owners requesting annexation show and the City Council finds that a "cherry-stem" annexation will both satisfy a public need and provide a public benefit.

Comment: The purpose of new policy 11-44 is to place strict limits on "cherry-stem" annexations.

11-45 Compliance with specific expansion area policies and/or area plans will be implemented through master plan approval or binding annexation agreement that will control subsequent development approvals.

11-46 Existing rural infrastructure systems and urban systems (water, sewer, transportation, stormwater) serving annexed areas may be required to be planned and constructed to the City's standards and specifications, as determined by the City.

Comment: New policy 11-46 gives the City authorization to require urban upgrades to existing rural public facilities upon annexation.

11-47 The City may consider funding mechanisms and agreements to address on- and off-site improvements, modernization of existing infrastructure to the City's standards and specifications, and impacts to infrastructure inside the current City limits.

11-48 The City may, where appropriate in a specific area, allow annexation and require area planning prior to development approval.

11-49 Properties over 20 acres (including adjacent property in common ownership) as of the adoption of the UGB expansion (shown on Figure 11-4) are subject to master plan requirements, regardless of property acreage upon annexation.

General UGB Expansion Policies

The following policies are intended as local policy guidance to evaluating alternative future UGB expansions in the context of meeting state laws and administrative rules and balancing the factors established in state regulations.

11-50 The City will consider the value of balancing and distributing UGB expansions geographically around the city consistent with State of Oregon laws and rules to distribute the benefits (and impacts) of growth and to provide more options for new neighborhoods.

11-51 The City will utilize new growth in expansion areas as a strategy to help make existing neighborhoods, centers, corridors, and employment districts inside the boundary more "complete" by: diversifying the housing mix; providing local commercial services and jobs; increasing transportation connectivity; and providing needed public facilities such as parks and schools.

11-52 The City will take into consideration the context of land beyond a single UGB expansion to inform the type and intensity of uses that are appropriate in each potential expansion area.

11-53 The City will apply the concept of a "transect" - a series of zones that transition from urban to rural - to reduce the risk of wildfire and provide an appropriate transition from urban uses to national forest lands and other resource areas that will not be urbanized within the long-range future.

Comment: New policy 11-54 below was proposed by Al Johnson of the Residential TAC to capture that group's concerns that affordability be addressed in this chapter. Like the other policies in this section, it is guiding to future UGB expansions rather than follow-up planning for the current expansion areas.

11-54 The city will consider the relative ability of proposed expansion areas to address the city's affordable housing needs in balancing the social and economic consequences of bringing alternative expansion areas into its urban growth boundary.

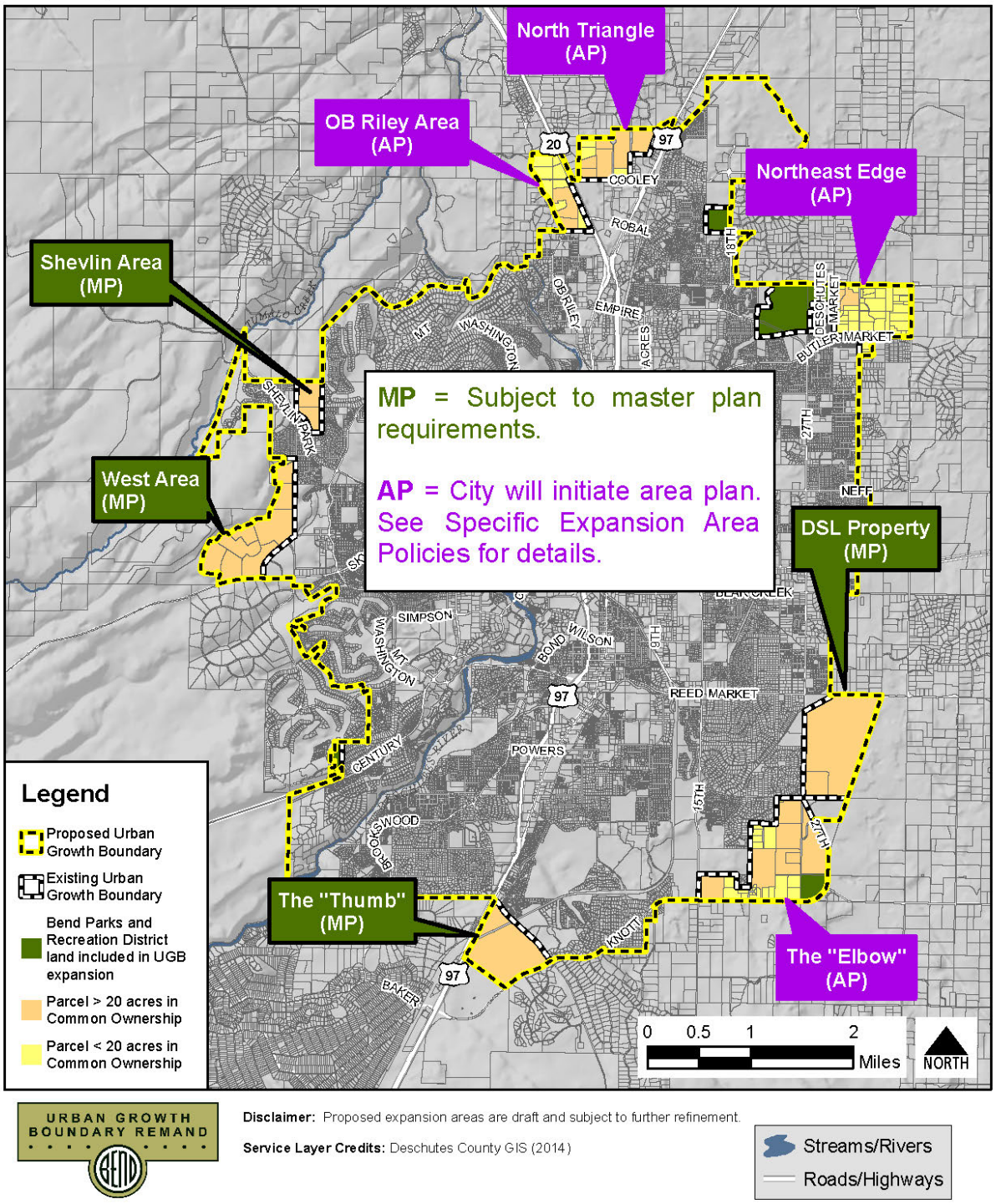
Specific Expansion Area Policies

Area-specific policies for land added to the UGB established in 2016 are intended to guide the development of area plans (including Master Plans) for expansion areas (see Figure 11-4). These areas are also subject to policies in this Chapter regarding urbanization and annexation.

Comment: Figure 11-4 on the following page has been updated to reflect the Boundary TAC's recommendations from the previous meeting.

DRAFT

Figure 11-4: UGB Expansion Subareas Reference Map



Northeast – Butler Market Village:

Comment: New policy 11-55 reflects the Boundary TAC's direction to do area planning for all expansion areas, but to provide flexibility for annexation in the interim. The intent here is to require that the area plan address, at minimum, the physical basics: transportation, parks, and schools (hence the addition of policy 11-59). Infrastructure is addressed via Policy 11-41. The City sets the scope for the area plan, so there is opportunity to specify other items as well on a case by case basis. The specific area planning tool is not specified, except that it will be City-initiated.

Note that the same type of policy has been added for The Elbow, the North Triangle, and OB Riley Area for the same reasons.

11-55 The City will initiate an area plan for the Northeast – Butler Market Village area. The area plan will address policies 11-56 through 11-62. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-56 Within the area identified on Figure 11-4, the central planning concepts are to: create a new, complete community as a node that sets the stage for additional urban growth in the future; and increase the mix of housing and land uses in the area to increase the completeness of the existing neighborhoods inside the UGB.

11-57 This area shall provide for a mix of residential and commercial uses, including 233 gross acres of residential plan designations and 25 gross acres of commercial plan designations (including existing right of way).

11-58 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 188 gross acres of RS, 29 gross acres of RM, and 16 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 14 acres for an elementary school site, which may be designated PF if a site has been acquired by the School District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 1080 housing units, including at least 11% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

Comment: The additions to policy 11-58 are intended to provide two ways to keep land uses consistent with what will be adopted with the UGB if they are refined through an area plan: either keep the same gross acreages by plan designation, or get more creative with special plan districts, different combinations of plan designations, etc. that demonstrably achieve the same capacity and mix.

The issue of whether the multifamily requirement could be met through just duplex/triplex development, which was thought by some TAC members to provide a less affordable housing option than apartments, was discussed at length by the project team. The project team does not recommend setting a specific target for multifamily (4+ units) versus duplex/triplex for two main reasons: (1) the HNA does not define a separate housing need for multifamily versus duplex/triplex, so there is no basis to set a target in policy; and (2) it would create additional complexity and an area plan would not be able to ensure compliance without writing special rules.

Note that the same type of policy has been added for all subareas with multiple residential plan designations (i.e. all but the West and Shevlin) for the same reasons.

11-59 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land both inside and outside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-60 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-61 Coordination with Bend Parks and Recreation District is required in order to address provision of parks and/or trails within this area.

11-62 Coordination with Central Oregon Irrigation District is required in order to address circulation and access issues related to the existing canals in this area and to identify opportunities for trails to be co-located with canal easements or right of way.

DSL Property:

Comment: New policy 11-63 is intended to reinforce the requirement (which exists elsewhere, with or without this policy) for this area to be master planned, and to ensure it is clear that both these policies and the master plan standards apply. Both requirements are already addressed elsewhere in the chapter and/or in code, but the project team wanted to leave no room for doubt or misinterpretation.

Note that the same type of policy has been added for all subareas where master plans are required (i.e. West, Shevlin, and the Thumb as well as DSL).

11-63 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-64 through 11-72 below.

11-64 The overall planning concept for the DSL property as identified in Figure 11-4 is for a new complete community that accommodates a diverse mix of housing and employment uses, including the potential for a large-lot industrial site.

11-65 This area shall provide for a mix of residential and commercial uses, including 166 gross acres of residential plan designations, 60 gross acres of residential and/or public facility plan designations, 41 gross acres of commercial plan designations, and 95 gross acres of industrial plan designations, including one large-lot industrial site. (Gross acreages include existing right of way.)

11-66 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 198 gross acres of RS, 9 gross acres of RM, and 19 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 21 acres for an elementary school site and up to 35 acres of parks and public open space, which may be designated PF if land has been acquired by the school or park district at the time of the master plan. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 1130 housing units, including at least 12% single family attached housing and at least 38% multifamily and duplex/triplex housing types.

11-67 Subsequent planning for this area shall address preservation of at least 56 acres for a large lot industrial site in compliance with the policies in Chapter 6.

11-68 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-69 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-70 Coordination with other special districts and utility providers is required within this area.

11-71 Bat habitat should be mapped and protected from development, including a suitable buffer around any identified habitat areas in order to ensure their continued habitat value.

11-72 Trail connections should be provided along canal easements and through other open space wherever feasible.

The Elbow:

11-73 The City will initiate an area plan for the Elbow area. The area plan will address policies 11-74 through 11-81. Prior to completion of the area plan, annexations in this area must be a minimum of 40

contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-74 This area, as identified in Figure 11-4, is intended to provide for employment uses to take advantage of good transportation access on Knott Road and 27th and existing city streets (and future improved access with the Murphy Extension) with a mix of residential uses providing a compatible transition from the employment lands to existing neighborhoods to the west. This mix of uses is also intended to increase the completeness of the existing low density neighborhoods.

11-75 This area shall provide for a mix of residential, commercial and industrial uses, including 125 gross acres of residential plan designations, 73 gross acres of commercial plan designations, 191 gross acres of industrial/mixed employment plan designations, and 85 gross acres of public facilities.

11-76 In order to provide sufficient housing capacity, the residential plan designations shall include 80 acres of RS, 36 acres of RM, and 9 acres of RH. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 860 housing units, including at least 18% single family attached housing and at least 46% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-77 The alignment of a new collector street between 15th Avenue and 27th Avenue / Knott Road shall be determined in coordination with the City, consistent with the Transportation System Plan.

11-78 Subsequent planning for this subarea shall address funding for the Murphy Road extension from Brosterhous to 15th Avenue.

11-79 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land inside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-80 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-81 Coordination with other special districts and utility providers is required within this area.

The Thumb:

11-82 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-83 through 11-87 below.

11-83 The planning concepts for the Thumb, which is depicted in Figure 11-4, include: a new complete community; provision of needed local commercial services to serve the Thumb and existing neighborhoods to the north; inclusion of industrial and other employment uses near the railroad line to take advantage of good proximity to Highway 97 and Knott Road, and, creation of an attractive southern gateway to Bend.

11-84 This area shall provide for a mix of residential and commercial uses, including 44 gross acres of residential plan designations, 87 gross acres of commercial plan designations, and 91 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-85 In order to provide sufficient housing capacity, the residential plan designations shall include 35 gross acres of RS, 7 gross acres of RM, and 2 gross acres of RH. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 300 housing units, including at least 15% single family attached housing and at least 36% multifamily and duplex/triplex housing types.

11-86 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-87 Coordination with other special districts and utility providers is required within this area.

West Area:

11-88 Master planning is required for this area. The master plan(s) must be consistent with both master plan standards in the development code and policies 11-89 through 11-94 below.

11-89 For the West Area, shown on Figure 11-4, the central planning concepts are to: provide a limited westward expansion that complements the pattern of complete communities that has begun with Northwest Crossing due to the existing concentration of schools, parks, commercial and employment lands; and create a transect from higher densities along Skyline Ranch Road to lower density and open space along the western edge of the new UGB which approaches National Forest land and park open spaces.

11-90 This area shall provide for a mix of residential and commercial uses, including 282 gross acres of residential plan designations, 8 acres of commercial plan designations, and 16 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-91 This area shall provide capacity for 800 housing units, including at least 9% single family attached housing and at least 21% multifamily housing types (including duplex and triplex).

Comment: New policy 11-92 is intended to capture the agreement for the West area and the property-by-property numbers and types of units it proposed so that it's clear what is expected if the property owners come in with separate master plans. It still allows for creation of an area plan covering the whole West area that would rearrange those units and comply with policy 11-91 instead.

11-92 In the absence of an approved area plan for this subarea as a whole, each property included in the 2016 UGB expansion in this subarea shall provide the number and mix of units specified below:

- Anderson Ranch (Swisher): 65 housing units, including at least 12 single family attached units.
- Rio Lobo (Day): 85 housing units, including at least 24 multifamily and/or duplex/triplex units.
- Miller Properties: 650 housing units, including at least 60 single family attached units and at least 142 multifamily and duplex/triplex units.

11-93 The master plan process shall be used to establish appropriate development regulations to implement the transect concept and RL plan designation densities within this area while providing for a mix of housing types and clustering developed areas to provide for open space preservation.

11-94 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and trails within this area.

Shevlin Area:

11-95 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-96 through 11-99 below.

11-96 The concepts for the Shevlin area, shown on Figure 11-4, are to promote efficient land use and neighborhood connectivity by filling in a "notch" in the prior UGB with compatible residential development; help complete adjacent neighborhoods with small, neighborhood-scale commercial services; and avoid development in sensitive areas nearer to Tumalo Creek.

11-97 This area shall provide for a mix of residential and commercial uses, including 60 gross acres of residential plan designations and 8 gross acres of commercial plan designations.

11-98 This area shall provide capacity for 200 housing units, including at least 10% single family attached housing and at least 21% multifamily and duplex/triplex housing types.

11-99 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

OB Riley area:

11-100 The City will initiate an area plan for the OB Riley area. The area plan will address policies 11-101 through 11-104. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-101 The OB Riley area, shown on Figure 11-4, is intended to provide for a mix of employment uses to take advantage of good transportation access, while also including residential uses to ensure a complete community and provide a transition to existing urban residential areas to the south. The OB Riley area will also provide an attractive northern gateway into Bend.

11-102 This area shall provide for a mix of residential and commercial uses, including 30 gross acres of residential plan designations, 52 gross acres of commercial plan designations, and 65 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-103 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 27 gross acres of RS and 3 gross acres of RM. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 140 housing units, including at least 9% single family attached housing and at least 22% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-104 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads.

11-105 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

North Triangle:

11-106 The City will initiate an area plan for the North Triangle area. The area plan will address policies 11-107 through 11-113. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-107 The concept for this area, shown on Figure 11-4, is to provide for a mix of uses, including residential development to balance the mix of employment uses in this area and provide a transition to existing rural residential areas to the north.

11-108 This area shall provide for a mix of residential and commercial uses, including 79 gross acres of residential plan designations, 45 gross acres of commercial plan designations, and 52 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-109 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 59 gross acres of RS, 15 gross acres of RM, and 5 gross acres of RH. The acreage of RM includes 3 to 4 acres for a neighborhood park site, which may be designated PF if a site has been acquired by the Bend Park and Recreation District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 460 housing units, including at least 14% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-110 Buffering measures are required between industrial uses and abutting residential within and adjacent to this area.

11-111 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads. Circulation plans for this area shall be coordinated with ODOT.

11-112 Coordination with the Bend Park and Recreation District is required to identify a suitable site for a neighborhood park within this area.

11-113 Coordination with other special districts and utility providers is required within this area.

DRAFT

Memorandum

March 24, 2016

To:	Boundary and Growth Scenarios Technical Advisory Committee
Cc:	Residential Lands Technical Advisory Committee Employment Lands Technical Advisory Committee
From:	Project Team
Re:	Comprehensive Plan Designations for Expansion Areas

OVERVIEW

The purpose of this memorandum is to describe and recommend draft Comprehensive Plan maps for each expansion area.

APPROACH TO PLAN DESIGNATIONS

In the 2008 UGB expansion proposal, the City drafted General Plan maps for UGB expansion areas that included a mix of specific plan designations for smaller properties and Master Plan Area designations for larger ownerships, coupled with tables describing the required number of acres for each General Plan designation within a given area. The Remand did not take issue with this approach.

During the current UGB process, scenarios have been created using “development types” that represent specific plan designations. Scenario maps that have been shared with the project’s committees and the public have shown generalized land uses (based on “development types” used in the Envision Tomorrow scenario model tool) applied in specific areas. The review of scenario maps has also included Technical Advisory Committee (TAC) discussions and public testimony on proposed land uses on various parcels, transportation facilities, and possibilities for parks and schools. Planning concepts have been part of the dialogue, addressing issues such as use of the transect approach, compatibility with adjacent development, and how new development in expansion areas can complement existing development in the city.

Given the work accomplished to date, the team recommends that specific plan designations be adopted for expansion areas. However, it is important that flexibility be coupled with the more specific maps. Also, even though a lot has been discussed and captured in the expansion area recommendations, there is still much to do to achieve the vision for the subareas.

DRAFT COMPREHENSIVE PLAN MAPS

Draft Preferred UGB Expansion Scenario: 2.1E

At their meeting on February 10, 2016, the USC approved the recommended scenario from the Boundary TAC's January 20, 2016 meeting (identified as Scenario 2.1D) with one modification. The modification was to swap 12.8 acres of residential land owned by the Ward family in the Thumb for 12.8 acres of commercial land also owned by the Ward family in the Elbow (contiguous with the Ward's 15th Street property inside the UGB, which was identified as an opportunity area). The swap does not change the total expansion acreage in either subarea, but does change the mix of uses. Maps of Scenario 2.1E are included as an attachment to this memo. The generalized land use map of Scenario 2.1E provides the basis for draft Comprehensive Plan designation maps (see next section).

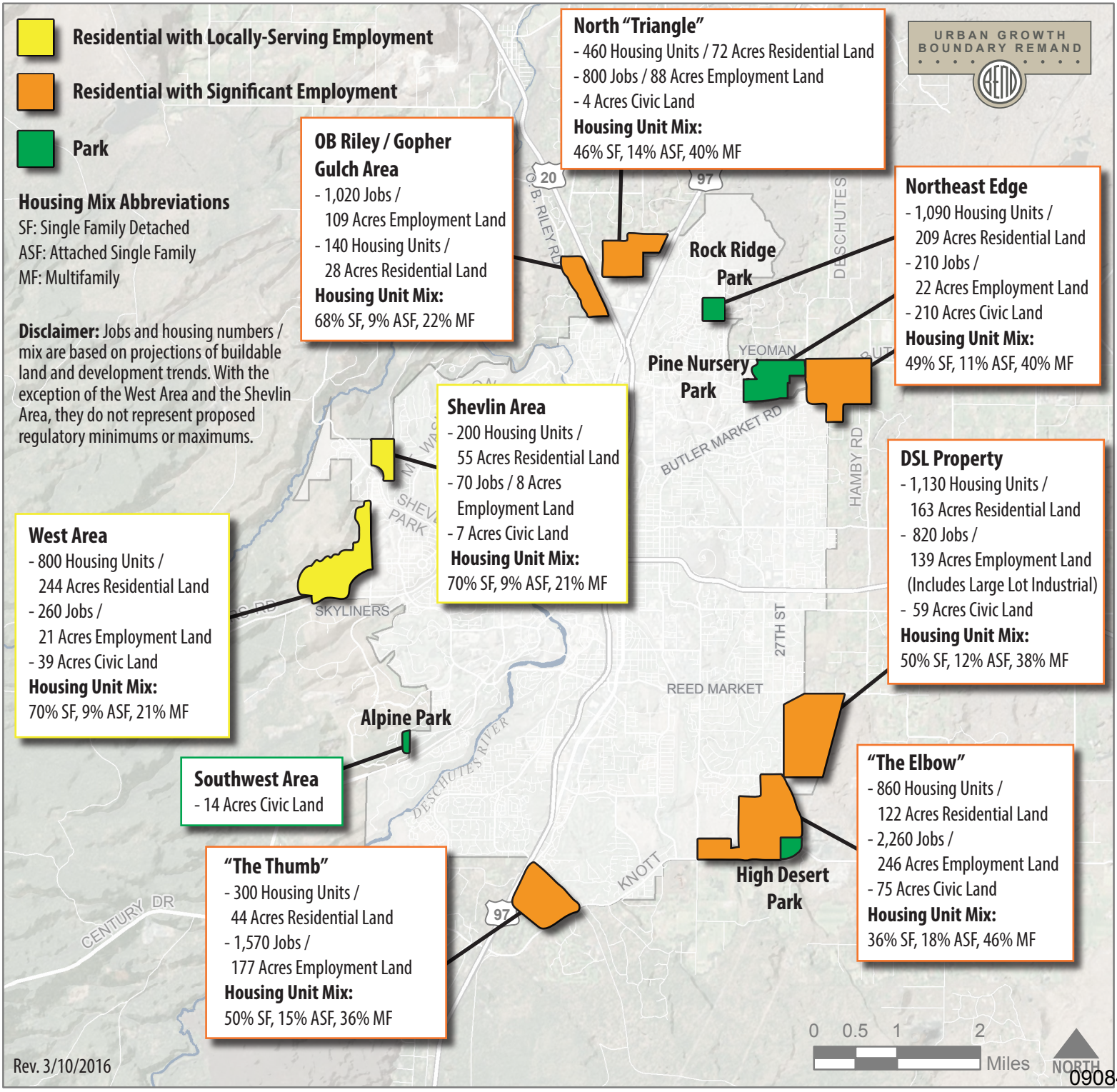
Overview of the Draft Comprehensive Plan Designation Maps

Draft Comprehensive Plan maps are attached for review. The maps were created by translating Scenario 2.1E using the following principles and assumptions:

- The "development types" comprising Scenario 2.1E, as approved by the UGB Steering Committee, were used as the starting point.
- Total acres of each comprehensive plan designation match those of Scenario 2.1E.
- Land use designations were adjusted to follow property lines and centerlines of rights-of-way wherever possible.
- Housing units, housing mix, and employment were calculated and balanced to add up to the metrics in Scenario 2.1E
- Large properties are expected to re-arrange land use designations (through master planning) in a way that will best meet their individual development priorities while maintaining the same overall acreage of each designation.

There is one known issue with comprehensive plan designations in the Elbow that will require further discussion and interagency coordination. As approved, Scenario 2.1E assumed employment capacity on property owned by the School District south of High Desert Middle School consistent with ME/IG designations, but the IG designation precludes construction of additional school uses.

Expansion Scenario 2.1E

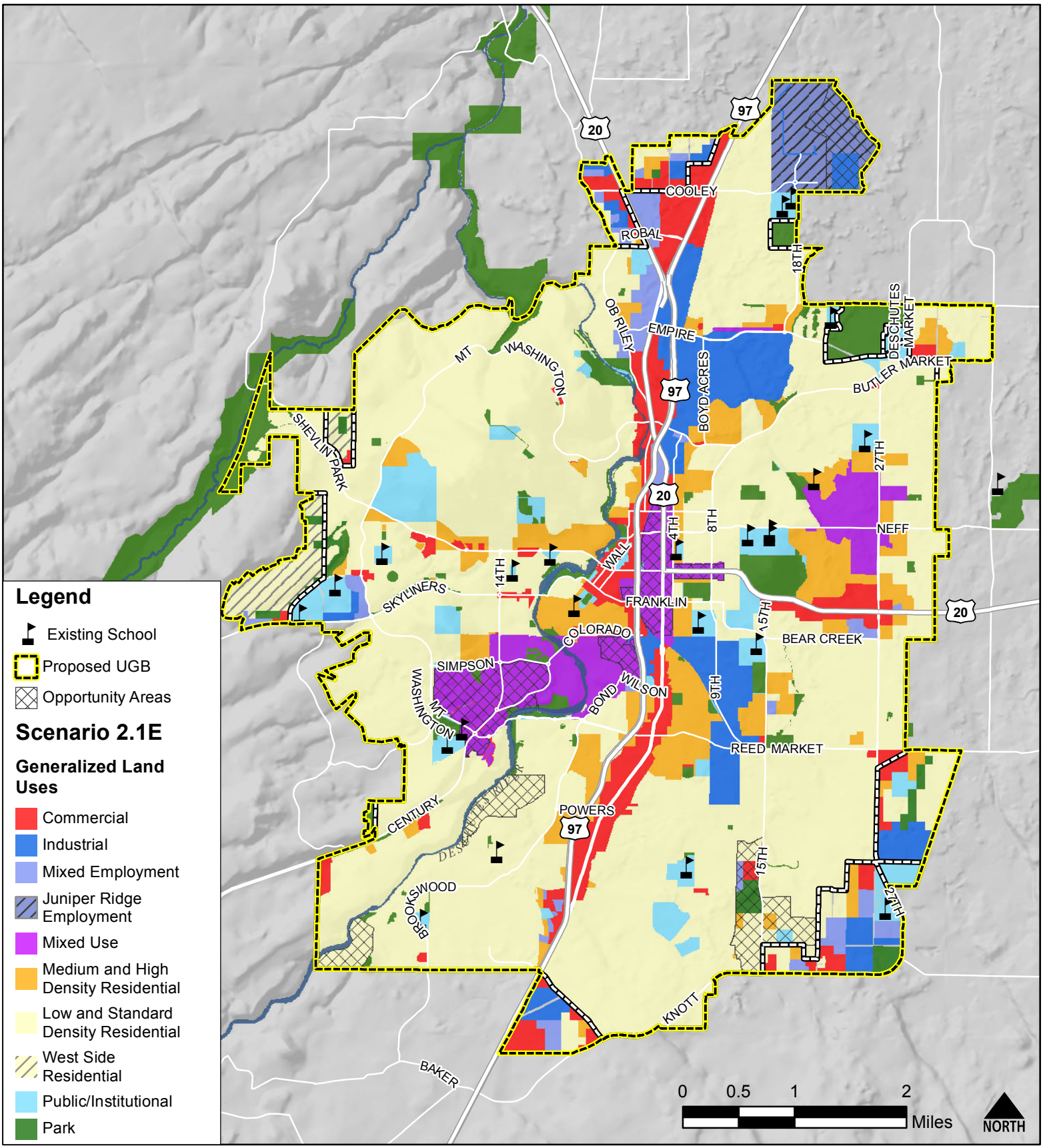


Rev. 3/10/2016

Bend UGB

Draft Preferred Scenario

Prepared 2/17/2016



URBAN GROWTH BOUNDARY REMAND

Disclaimer: This map represents land use assumptions for modeling purposes only. This is not a proposal for specific comprehensive plan designations. Generalized Land Uses are based on groupings of comprehensive plan designations. MDOZ is identified as "Mixed Use"

Service Layer Credits: Deschutes County GIS (2014)

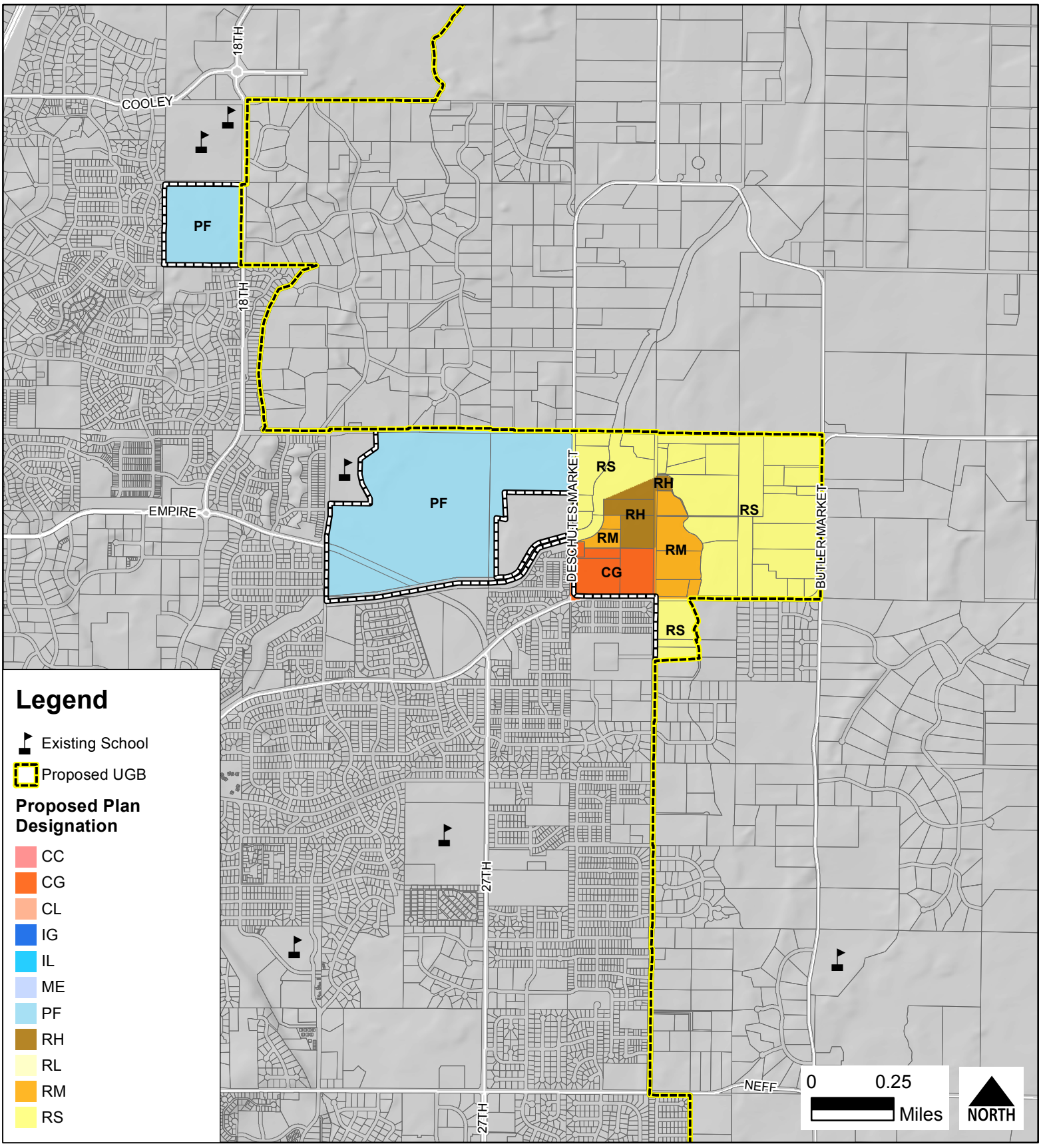
Streams/Rivers
Roads/Highways
Urban Growth Boundary

09085

Bend UGB

Draft Proposed Plan Designations in Expansion Areas

March 7, 2016



URBAN GROWTH BOUNDARY REMAND

Disclaimer: Proposed plan designations are draft and subject to further refinement.

Service Layer Credits: Deschutes County GIS (2014)

Roads/Highways

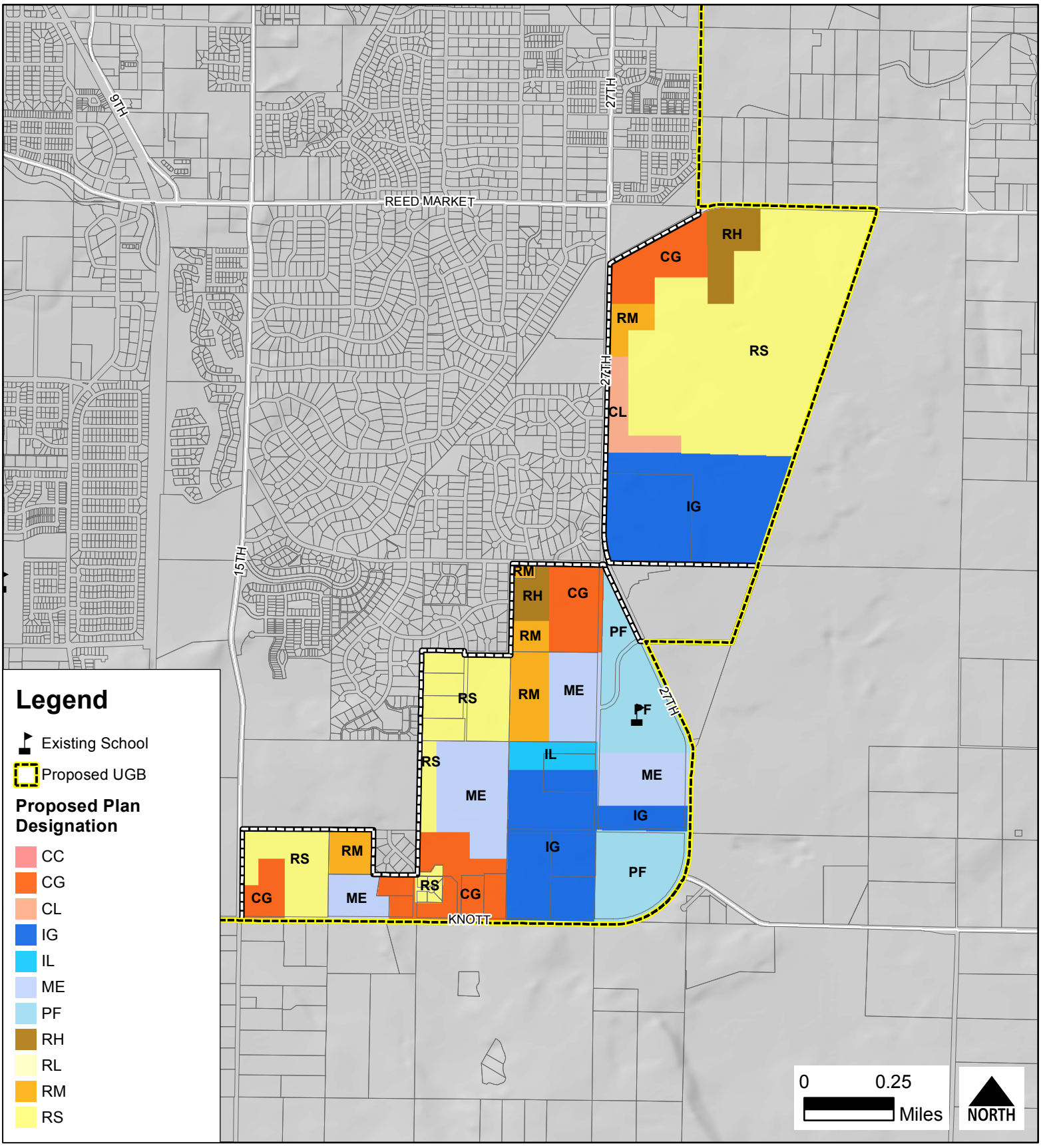
Urban Growth Boundary

09086

Bend UGB

Draft Proposed Plan Designations in Expansion Areas

March 7, 2016



URBAN GROWTH BOUNDARY REMAND

Disclaimer: Proposed plan designations are draft and subject to further refinement.

Service Layer Credits: Deschutes County GIS (2014)

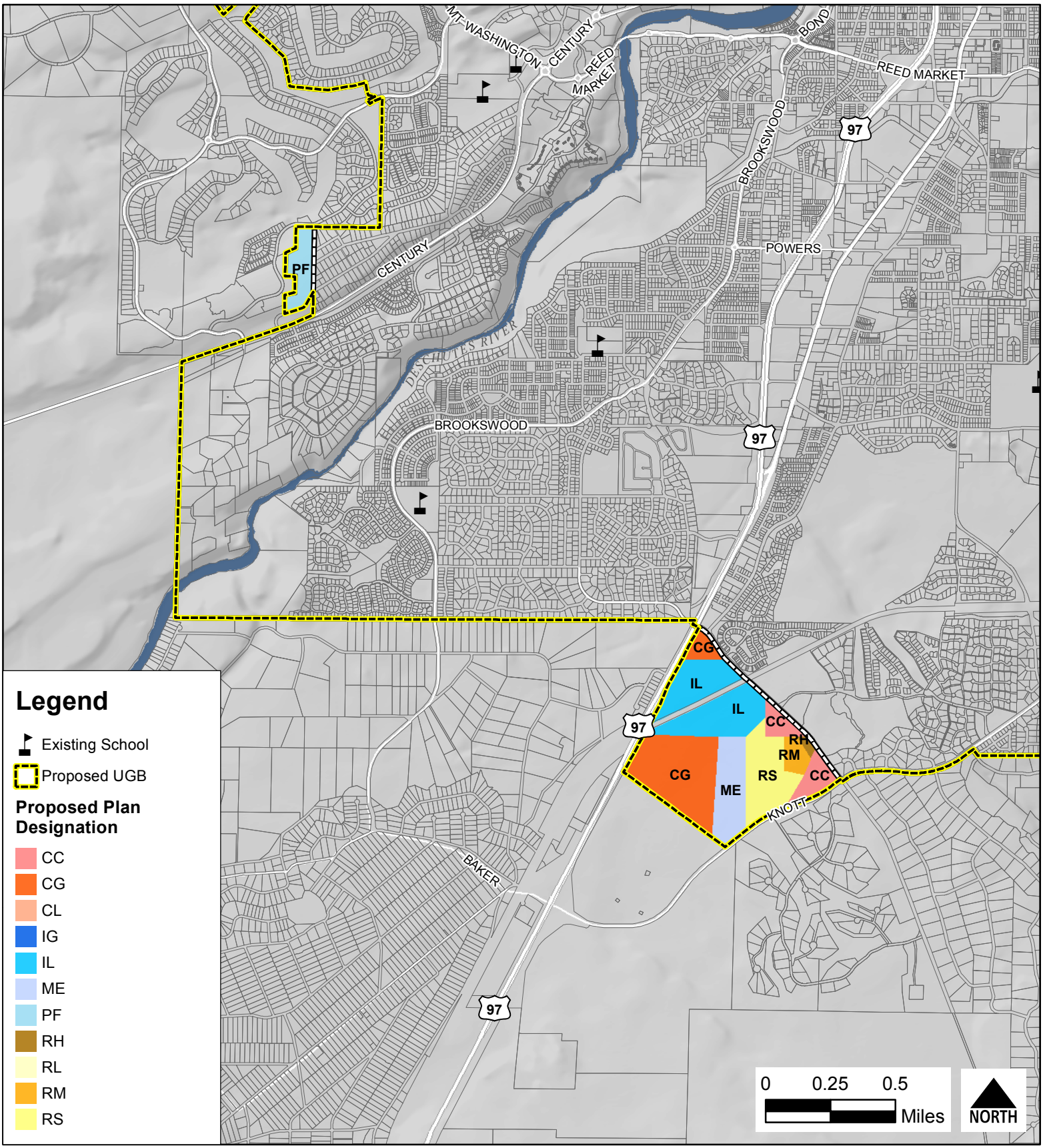
Urban Growth Boundary

09087

Bend UGB

Draft Proposed Plan Designations in Expansion Areas

March 7, 2016



URBAN GROWTH BOUNDARY REMAND

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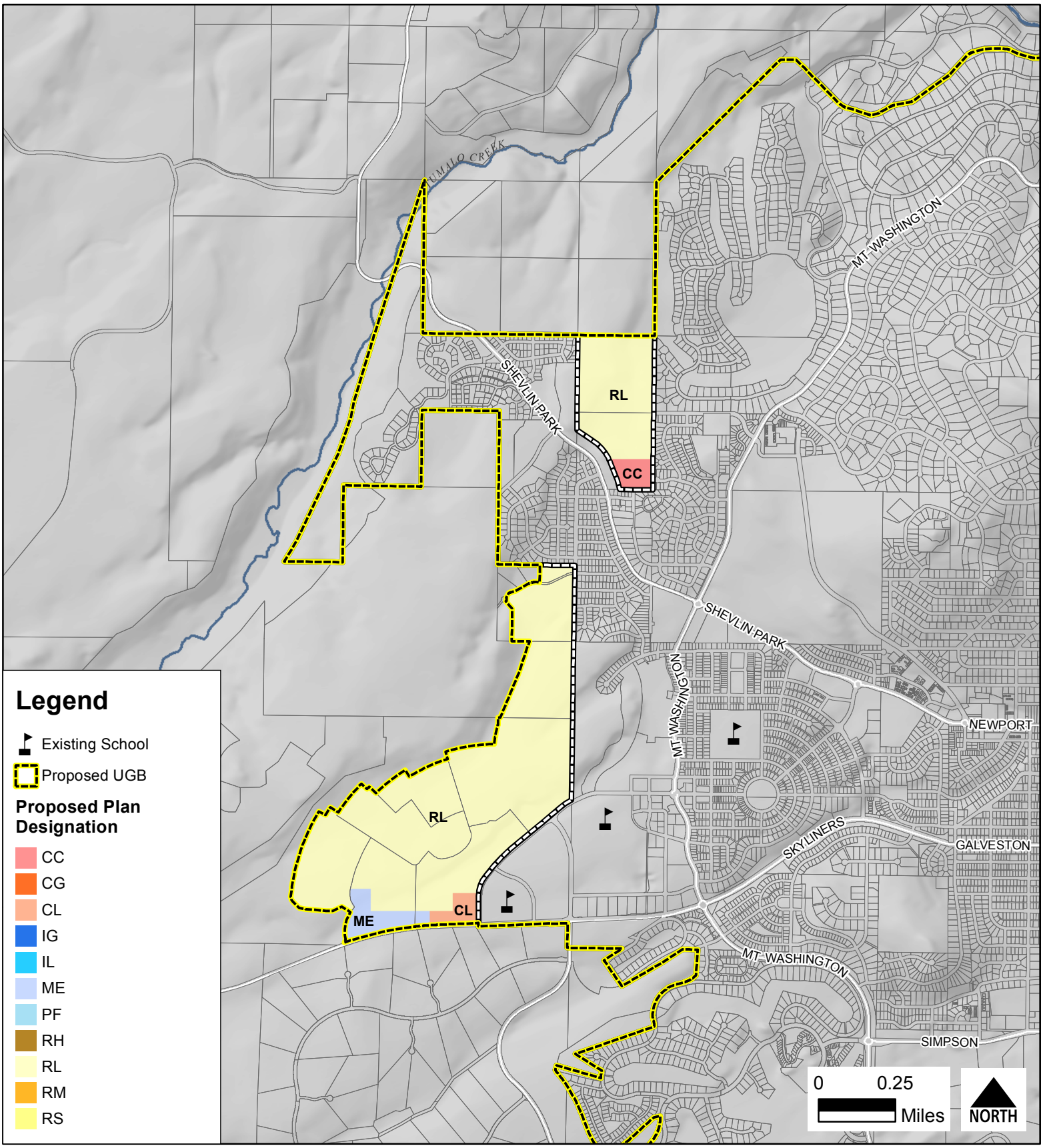
Service Layer Credits: Deschutes County GIS (2014)

Streams/Rivers
Roads/Highways
Urban Growth Boundary

09088

Bend UGB

Draft Proposed Plan Designations in Expansion Areas
March 7, 2016



URBAN GROWTH BOUNDARY REMAND

Disclaimer: Proposed plan designations are draft and subject to further refinement.

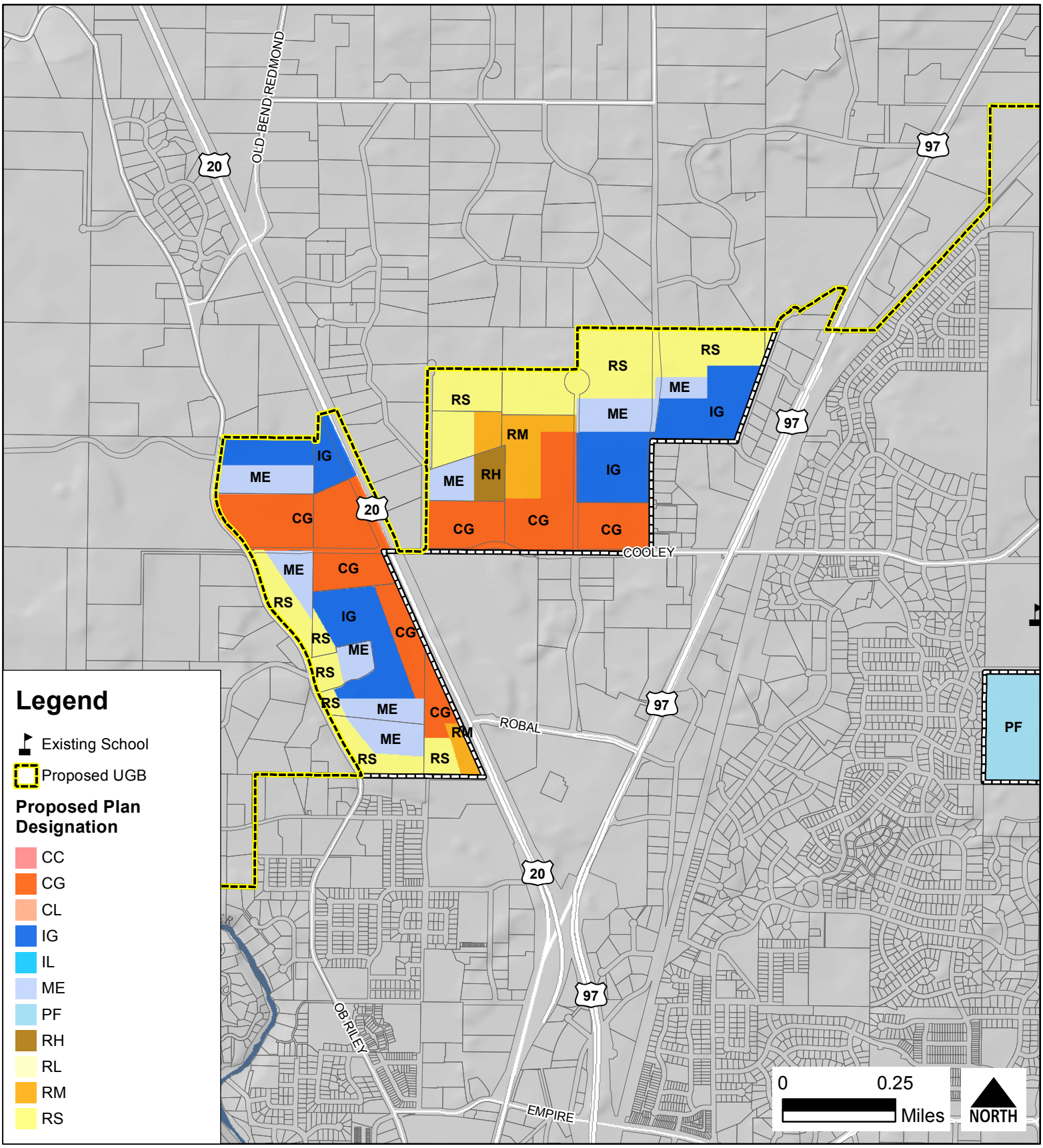
Service Layer Credits: Deschutes County GIS (2014)

Streams/Rivers
Urban Growth Boundary

Bend UGB

Draft Proposed Plan Designations in Expansion Areas

March 7, 2016



URBAN GROWTH BOUNDARY REMAND

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Service Layer Credits: Deschutes County GIS (2014)

Streams/Rivers
Roads/Highways
Urban Growth Boundary

09090

City of Bend
Boundary & Growth Scenarios Technical Advisory Committee
Meeting Notes
Date: March 16, 2016

The Boundary & Growth Scenarios TAC held its regular meeting at 9:00 am on Wednesday, March 16, 2016 in the Municipal Court Hearing Room of the Bend Police Department. The meeting was called to order at 9:03 am by Joe Dills of the Angelo Planning Group.

Roll Call

- ☐ Toby Bayard
- ☐ Susan Brody
- ☐ Jim Bryant
- ☐ Paul Dewey
- ☐ John Dotson
- ☐ Scott Edelman
- ☐ Steve Hultberg
- ☐ Tom Kemper
- ☐ Nick Lelack
- ☐ Brian Meece
- ☐ Charlie Miller
- ☐ Mike Riley
- ☐ John Russell
- ☐ Sharon Smith
- ☐ Gary Timm
- ☐ Rod Tomcho
- ☐ Robin Vora
- ☐ Dale Van Valkenburg
- ☐ Ruth Williamson

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1. Welcome and Introductory Items

Mr. Dills called meeting to order at 9:03 am. He convened the meeting on behalf of co-chairs Sharon Smith and Mike Riley. He welcomed visitors and asked that anyone who wanted to provide public comments to please complete a comment card.

Mr. Dills then turned to the TAC's minutes from their last meeting on January 20, 2016. He asked if the TAC had reviewed the minutes and if there were any proposed revisions or corrections. Hearing none, he asked if there was a motion to approve the minutes as submitted. Mr. Hultberg moved approval of the motion, with Ms. Brody providing a second to the motion. The motion passed unanimously, with Mr. Vora abstaining due to his absence at the last meeting.

Mr. Dills then proceeded to provide some opening comments. He introduced the materials for this meeting, which includes some background documents for the comprehensive plan. Other documents are regulatory components such as the Growth Management chapter. Several recommendations are structured to make recommendations to the UGB Steering Committee (USC), and he noted that the team is sensitive that this was a large packet of materials.

He then asked the chairs how to proceed with the meeting, noting the goal of having a conscious discussion at the end of the meeting. Ms. Smith began by stating that she and Mr. Riley had met with Mr. Rankin to review the agenda and materials in advance of the meeting. She acknowledged that there is a lot of material, and suggested the TAC proceed and see how far they get, and what can be resolved today. She offered to check in and see how far the

committee progressed by the end of the meeting; she mentioned that there may be an opportunity for email comments or another meeting. She recommend the committee focus on getting through the agenda. Mr. Dills then added that the meeting materials will be reviewed with the team presentations, and that public comments would be taken out of order at the end of the meeting. He asked if the TAC was comfortable with proceeding this way, and was acknowledged by nodding of heads from the TAC members.

Mr. Dills then asked if Brian Rankin of the City of Bend had any additional comments. Mr. Rankin thanked everyone again and pointed out that they have been working as a committee for almost two years. He acknowledged the incredible amount of work they have done, and added a humorous comment that their reward was a large meeting packet. He concluded by noting that the focus of the committee up to this point had been on the boundary, and now we're looking at policy. Mr. Dills concluded this agenda item by asking for the committee's assistance by having them pose for a photograph as a committee.

2. Policy – Related Items – ***TAC discussion and action***

Mr. Dills introduced this topic. This topic includes the Growth Management chapter, a new chapter in the plan. He commented that the current plan has a half page to guide this work in Chapter 1. Before the TAC is a new chapter that has been created for the plan. He added that the cousin to this item is the approach to the expansion areas memorandum in the meeting packet, introduced Andrew Parish of the Angelo Planning Group as the first presenter, and referred the TAC to page 59 of the meeting packet.

Mr. Parish began his presentation by referring to a map of Scenario 2.1E, and noting that the USC had approved this map at their last meeting. He identified the differences between Scenarios 2.1D and 2.1E, and noted future comprehensive plan designations. With respect to the two UGB expansion scenarios, he pointed out that they are nearly identical. The only difference was the swap of 12.8 acres between the Ward properties in the Elbow and in the Thumb. The USC had approved this change.

Mr. Parish then presented the acres in the expansion areas of Scenario 2.1E by their land use category. These acreage figures are presented below, and taken from a power point slide he presented to the TAC:

- 940 residential
- 812 employment
- 402 parks and school
- Total 2,153 acres

He then turned to a discussion on how the project team converted the data from the Envision Model to comprehensive plan designations. The team kept the acreages the same to the greatest extent possible. The attempted to match property lines, rights of way, and other natural boundaries where possible. He noted that for those properties that were owned by

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either the parks district or the school district, those properties received a PF or Public Facilities designation. For other proposed parks or schools, the team assigned a residential plan designation.

Mr. Parish then went through a series of slides of maps of the expansion areas. He proceeded subarea by subarea, starting on page 60 of the meeting packets. The first slide in this series presented the draft plan designations for the Northeast Edge. Mr. Parish noted that the map identified two existing parks. Mr. Van Valkenburg asked if we're creating an island next to Pine Nursery. Mr. Parish pointed out the forest service property in this area which is already located in the UGB.

Mr. Parish referred the TAC to the Southeast, which includes the Department of State Lands (DSL) and Elbow subareas. He noted that master planning will be used to refine locations of zones further, and that some adjustment might be needed in the Elbow. He identified the public facility (PF) zoning for the school site, and the PF designation on the park property. Mr. Riley asked about 75 acres of "public utility" and whether that was supposed to be labeled public facility. Mr. Parish confirmed it was a typo and that it should have been public facility zoning.

Mr. Parish then moved on to the Thumb and referred to line dividing the area that would also serve as a road location. This area would require further master planning and refinement under the rules. He noted an additional park with a PF designation.

Mr. Parish presented a slide of the Westside, which included the West and Shevlin subareas. For the West, the team has proposed an RL (Urban Low Density) designation and also proposed RL in the Shevlin Area. Mr. Van Valkenburg asked if the RL designation was too low for this area, and whether some higher density zoning be included. Mr. Parish responded that more refinement might be needed; Ms. Brody raised a similar concern.

Mr. Rankin addressed why RL was proposed. He commented that a total of 200 housing units can be developed in the Shevlin area with proposed code changes in the RL zone. Ms. Smith recommended that the team proceed with the presentation, and then walk through memo and policies. The TAC members concurred and Mr. Parish continued with the PowerPoint presentation.

Mr. Parish then proceeded to the North Area that includes the North Triangle and the OB Riley expansion areas. After his presentation Ms. Bayard asked whether a road was removed that was north of the proposed RS in the North Triangle. Mr. Parish referred to a road that was included in previous scenarios. Removing a segment of this previous road saved money. The cost savings were due to a shorter segment of road across northern boundary of North Triangle.

Mr. Dills asked if the TAC members had any further clarifying questions on the maps. Mr. Van Valkenburg asked about Pacific Crest middle school, and whether it was shown as needed or existing; it was not showing upon the map. Mr. Parish identified its location near the West Area.

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The TAC had no further questions after this, and Mary Dorman of the Angelo Planning Group proceeded to give the next presentation to the TAC.

Ms. Dorman then gave a presentation on the project team's proposals for area planning. She began with summarizing the objectives for area planning, which are reproduced below:

- Ensure adequate capacity for needed land uses, consistent with UGB planning
- Guide future annexations and development to fulfill the vision for each subarea
- Provide flexibility on arrangement of land uses

She continued by stating that the Bend UGB was acknowledged in 1981, and summarized those amendments to the UGB since acknowledgement, including Juniper Ridge.

She then referred the TAC to page 53 of the packet, which included a memorandum to the TAC on an approach to comprehensive plan designations and planning for expansion areas. The team had outlined several objectives for area planning in the expansion areas. She mentioned that state law requires application of specific plan designations, and that the policies must be provided in the comprehensive plan for guiding future annexations and development. This was necessary to provide flexibility on arrangement of land uses.

Ms. Dorman then provided an over of several Area Planning Tools (slide) that helped illustrate the approach to area planning. She summarized the tools currently used, including master plans, refinement plans, and special planned districts. The project team recommended considering these along with what she described as a Pre-Annexation Concept Plan. She summarized each tool and provided an example of where they are used in the city.

Ms. Smith asked for examples from around the state on the pre-annexation concept plans. Mr. Dills provided two examples. The Portland metro (Metropolitan Service District or Metro) has a requirement that a concept plan be prepared for areas brought into UGB. Metro's regional framework plan provides requirements. The other examples are those in cities with the requirement for voter approved annexation. In those cities a master plan is required for the vote, and he cited Corvallis as an example.

Ms. Smith asked if any of these plans were successfully implemented. Mr. Dills referred to the Metro plans and cited 15 plans have been approved, with five of these being well along in development. He added that a couple have gone smoothly and a couple have required extra planning.

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Ms. Smith asked about a range of most to least successful of these plans. Mr. Dills responded that the most successful example was completed in Beaverton. The process took about 18 months. He noted that about six months later 600 units and a high school were approved. He added that other plans on the other end of the range took years. Mr. Dills concluded by mentioning that in the metro area the planning for these projects are funded by a regional construction excise tax. In Corvallis, there are some developers who are paying their way.

Mr. Timm as about the pre-annexation concept plan and whether this process would be followed up by another tool. Ms. Dorman referred to the potential for streamlining after annexation, and more detailed planning at annexation. She added that then there would be the potential for moving more quickly for land use approval after annexation. Ms. Brody asked what the alternative is if we didn't have this or do this, and what would happen if we didn't do this.

Mr. Rankin commented that this is a policy question for this committee; what's the degree of advanced planning we do for these UGB expansion areas. He raised the question of whether the city completes annexations on a property by property basis or think of groups of individual property owners. In addition, this work raises additional questions such as how are street improvements funded, particularly for arterial and collector roads. He commented that planning for an area on a property by property basis takes time to resolve these issues. The other issue is sewer; large sewer interceptors will be serving these areas. He raised the question of how costs are allocated between the city and a developer. This planning needs to consider the allocations of land uses, and consider a range of options for completing annexations on property by property basis versus looking at a larger area.

Following Mr. Rankin's comments, Ms. Brody commented and agreed that it's important for areas where there are multiple property owners and smaller properties, and less important for areas with larger parcels and fewer parcels. Mr. Rankin there are lot of materials on this topic, and that we need to answer questions such as who initiates an area plan and whether the special planned district is a hybrid. Mr. Vora then asked a question pertaining to the material on page 55 of the packet; he thought that this material suggested a pre-annexation concept plan could only be approved at the request of the property owner. He asked whether the City or a property owner could initiate such a request. Mr. Dills clarified that both could. Mr. Kemper asked for confirmation that to be annexed into the city, a property owner would have to go through one of these processes. Mr. Ranking responded yes, and offered some examples. With respect to the DSL property, this property would be master planned. It was an example of a property under one ownership. Regarding areas that were more parcelized, we would need to able to see how the concept plan fits with the comprehensive plan. Ms. Williamson commented that she liked this tool, and had often wondered how the city would encourage complete communities. She remarked that it's a new tool but seems appropriate.

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Ms. Dorman then referred the TAC to the next slide in her presentation that addressed what she described as the "givens" for an area planning approach. These points from the power point slide are reproduced below:

- Specific plan designations
- Flexibility to re-arrange designations available to all subareas
- Minimum # of units and mix and acres by plan designation set in policy for each subarea.

After this presentation, Mr. Vora asked whether we're considering minimum or maximum numbers of housing units. Ms. Dorman replied that we are considering a maximum number on the west side, and minimum numbers of units in all other areas.

Ms. Dorman then proceeded to outline the police choices for the TAC's consideration on area planning. These points are also reproduced below:

- Should area planning be required, or optional?
- Three policy options:
  - **Level 1 – Individual Approach**: not required
  - **Level 2 – Hybrid Approach**: required in subareas where adjacent land has potential for long-range growth
  - **Level 3 – Require Area Planning**: required for all subareas

Her presentation outlined these three possible levels for area planning. She followed by referred to a map that outlined the team recommendation for Level 2, a hybrid approach to area planning for the UGB expansion subareas. The recommendations for the respective subareas, and their recommend approach, are listed below:

- For the Northeast Edge and OB Riley Area, the team recommends required area planning
- For the West Area, Shevlin Area, Thumb, and DSL expansion areas, team recommends using the existing master plan requirements
- For the Elbow, North Triangle – the team recommended that area planning not be required, but encouraged the City to initiate.

After Ms. Dorman completed her presentation, the TAC began their discussion and questions. Mr. Timm asked if we're looking at Level 3 (see above) for some areas. Ms. Dorman replied that's true. Mr. Dills added that he wanted the discussion to build on Mr. Tim's question, and pointed out that master planning is area planning; Level 3 in that they are doing a master plan. Mr. Van Valkenburg raised a jurisdiction question; regarding pre-annexation, who has jurisdiction. He asked if the county has jurisdiction, and whether an approval would carry over after annexation. Ms. Dorman answered that a pre-annexation concept plan would be in the City's jurisdiction, with city applied plan designations, and would include city review and approval.

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City Attorney Mary Winters commented on whether a pre-annexation concept plan might also require county approval. She commented that it should be just a city process, and that we would need to the JMA to govern these areas.

Mr. Lelack added that the county would grant the city land use jurisdiction, and commented that the County also did this with the City of Redmond. Through a revised JMA (joint management agreement), land use authority would go to the city. For plan amendments adopted in the UGB, they also would to the city. Mr. Van Valkenburg followed with the question of whether the people in the UGB would vote in a city council election. Ms. Winters replied that they would vote for only the county commissioners until annexation. Mr. Rankin provided an example for the TAC's consideration; once the UGB is completed, and before property is annexation to the City, the City would administer land use for the UGB using the county's code. He noted that these are still rural areas until they are brought into the city. Once in the UGB, such properties would be subject to city process, city code, and the city's comprehensive plan.

Ms. Winters commented that this was a good discussion, and shared with the TAC that the city staff had recently met with the county's staff about amending the JMA. This discussion also touched on dealing with dated language, and having the agreement refer to what Mr. Rankin described. She added that we need to address pre-annexation concept planning in a new JMA with the county. Mr. Lelack added that we also need to reflect these changes in the county plan and code.

Following a two-minute break to change microphones, Ms. Dorman referred to a new slide that provided an example of a subarea and the policies that would be applicable to it. The subarea example was the Northeast Edge, and she referred the TAC to page 48 of the packet. The policies referred to a specific number of acres for residential and commercial land, a minimum number of housing units, and a required mix of housing. For the Northeast Area, 11% of new units must be single family attached and 40% must be multi-family attached. In addition, the plan policies require coordination of development and planning in this subarea with the Parks, Schools, and Irrigation Districts.

Ms. Brody then asked if in the RM zone, someone could still develop single family housing. Ms. Dorman replied yes, but you would still have to hit the minimum density. She added that new single family is not allowed in the RH (High Density Residential) zone. Ms. Brody then asked what happens to multi-family housing; what kind of housing do we get, and does this include duplexes and triplexes. She added that she wanted to flag this issue. Ms. Dorman added that with respect to district coordination, including schools, parks, and irrigation districts – irrigation districts are included due to the location of a canal in the subarea. She added that smaller parcels would not trigger master planning.

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Mr. Vora asked whether the numbers shown should match what's in Scenario 2.1E, with respect to acres and total numbers of units. He added by asking whether it matters? Ms. Dorman replied that what matters will be what's in the plan, and that the plan controls. Mr. Parish noted that there are some issues of rounding, and that the team sometime rounded to nearest 10. On this point, Mr. Dills recommended that we annotate the map regarding rounding.

Mr. Kemper than asked what happens if there's a trade going on; for example someone in UGB wants higher density. He noted that this analysis is incremental. Mr. Dills replied that there is no policy to address this right now. Ms. Dorman added that this would be challenging; the UGB is based on an analysis that's hard to monitor. Ms. Smith commented that this raises a bigger question – how much flexibility do we want to have. She added that for example, the school district's boundaries don't match subareas. She asked the open question of whether we want to have that kind of flexibility. She recommended that we do if that's possible.

Ms. Dorman then posed this question to Mr. Rankin – how do we allow a trade or swap of plan designations and/or zones between land that is inside and outside the UGB. Mr. Rankin responded by referring to Statewide Planning Goals 9 (Economy) and 10 (Housing). These goals refer to the land needs for housing and jobs; here, we're talking about a locational issue not an amount. He offered that this would require a plan amendment at that point, and possibly a bigger special area plan boundary. One possible option is that a plan amendment taking place simultaneously with the properties involved. He was clear that this consideration should take place through a plan amendment process.

Mr. Timm commented that this could be fairly complicated; we could lose objectives we're trying to achieve. Mr. Rankin provided an example for consideration, and noted that a little bit of swapping might be fine. Ms. Brody agreed with Mr. Rankin and added she agreed this is best done through a plan amendment process. Mr. Lelack suggested refining a master plan for something along the periphery of the subarea.

Mr. Dills transitioned back to the committee and offered two questions on the table. He referred the TAC to the page 57 of the meeting packet that outlined the policy choices before the TAC. The main question was whether they are inclined to support or require area planning everywhere? These options are identified as either Level 1 or Level 3 in the packet. The project team thought this through, and recommended Level 2 as a hybrid approach.

Mr. Rankin then referred to policies in the draft Growth Management chapter. He added that team is asking the TAC for guidance. There are a number of tool to use, and the team may need to possibly make changes to policies to match policy guidance of TAC. Ms. Smith commented that she agreed with Mr. Rankin's questions, and also wanted to raise those "devils" in the details questions. She also had questions on area plan at the high level – goes to those three levels. Big concepts first and the drafting issues.

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Mr. Dewey commented that the hybrid approach option provides flexibility, and asked the question if this was the obvious choice. Mr. Riley followed by asking whether people agreed. Ms. Smith questioned how realistic this is in a short time frame. Would this require the city to lead a process, and does the city have staff or resources do this. She followed by raising the question of whether making this recommendation would also require asking the city to commit resources to this and at what cost; she concluded by adding the comment of whether the TAC could realistically recommend this.

Mr. Rankin commented that the draft policies are written as elective. The city may do this, the city may coordinate with property owners, and/or there could be a public-private partnership. Ms. Smith asked if the city doesn't have resources, then it falls to the property owners to fund a process. Mr. Russell asked in that situation what happens if you have one or two reluctant property owners? How would the city deal with this?

Mr. Dills commented here that with the concept plan, a plan is done for an entire area and not all property owners have to participate. He added that a concept plan would be used for planning roads and land uses. Mr. Hultberg commented that it's important to do in a number of areas, and that the City Council needs to agree and fund this work. He added that this is too big a bite at the apple for the property owners, and critical for transportation. He concluded by stating we need buy – off from the City Council for a commitment and resources.

Mr. Meece asked with respect to a hybrid approach, would three or four property owners ready to go be able to proceed? Would this process allow a break down into smaller groups? Mr. Rankin responded that the City Council could approve a smaller area, or landowners could apply for a master plan. He then referred to several policies in the plan that provide a middle ground, and that the team may need to go back to amend policies to be consistent with an approach.

Ms. Smith asked with respect to Level 2; would there still be areas with an area planning requirement. Mr. Rankin responded that the proposed policies provide a middle ground, including a map with area planning recommendations that does not reflect those policies in the comp plan. Ms. Bayard then asked whether the TAC would discuss how these areas are designated. For example with respect to the North Triangle, will we treat this area as an AP area? She referred to a property owner whose land was excluded in North Triangle.

Mr. Van Valkenburg offered what he thought was an example of a hybrid approach. He referred to a framework plan created in 2008 for the prior work on the UGB. He commented that this seems to be what the TAC had been talking about. He offered the comment for areas like the Elbow and the Northeast Edge whether the City should just bite the bullet to do these master plans, identify infrastructure, and complete as a city initiated effort. Mr. Miller commented that Mr. Russell had already addressed his questions. He cited the multiple owners in the northeast, and added that a goldilocks approach seems just right (in reference to Level 2). He noted his concern about the northeast edge, and how planning would take place; he concluded by adding he likes the pre-annexation concept approach.

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Mr. Timm commented that even in a hybrid approach he noticed what he described as a lots of wills and mays in policies. He offered that these need some refinement to include some "shalls." Mr. Rankin clarified that a "will" means a "shall," and that "will" is the strongest language.

Mr. Vora commented that an area plan makes sense, and added that the devil is in the details. He went on to comment that we don't want to take years to implement such a plan, and that this is difficult for a small property owner to do. He asked whether we can incorporate a little more detail here. Mr. Dills confirmed that we do area plans and put them in the comprehensive plan. Mr. Vora then asked whether we use Mr. Van Valkenburg's suggestion for a framework plan. Ms. Dorman suggested that Redmond used a framework plan for their UGB. Mr. Lelack followed by noting Redmond did not have the same detailed policies for each area plan. He commented that it's important to have area plans before or concurrent with annexation. By doing so, the City will be much further ahead.

Mr. Kemper than asked for clarification on how the hybrid approach would work. Mr. Rankin responded by pointing out if the intent is to require a pre-concept annexation plan, then yes, it would prevent one property to come in absent that plan coming into place. Ms. Smith asked for clarification on something, and tried to articulate what she understood Mr. Rankin to have said; do the draft policies now recommend a hybrid approach?

Mr. Rankin referred the TAC to page 44 of 179 (of the meeting packet). This page was included in the draft Growth Management chapter, and presented the draft Pre-Annexation Concept Plan policies. He noted that the policies need to be clarified on where a certain tool is required. Ms. Smith referred to Policy 11-6 on page 38 (of the meeting packet) and commented that for these areas to be annexed a range of tools is available. Ms. Brody asked whether this reference to area plan on page 38 refers to the same type of area plan, including all four options. Mr. Dorman commented that this refers to an amendment to existing policy in the plan to allow some flexibility.

Mr. Dills summarized that he heard in the prior discussion. He heard that the committee sees value in area planning, but does not want to put up too much of a time or effort delay. He offered that one solution is to do more up front refinement planning. This option could be area planning but with some additional flexibility. Several TAC members nodded in concurrence. He continued by asking to build on this. He noted that flexibility requires a plan amendment; on the other end of the spectrum, there could be property owners satisfied with their designation. This represents two different applications of this. If property owners would be supportive, we could make this more streamlined. He noted what he interpreted was high levels points of agreement.

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Ms. Williamson commented that we (the TAC) have to pull back a little bit. She observed that the intention of annexation and UGB expansion was to incorporate different areas suitable for certain uses. The City needs to be the steward of this vision. If area planning can do this, then she thought it would be appropriate for the City to lay out the framework. She noted that we're working in a short term horizon.

Mr. Dills responded by asking Ms. Williamson to look at the DSL property as an example. He asked whether a master planning process for this property would satisfy her expectation. Ms. Williamson replied yes to this example. Mr. Dills then asked whether she thought there was a different situation for areas such as OB Riley and the Northeast. Ms. Williamson concurred.

Mr. Riley raised a question about the Elbow; regarding funding hurdles for transportation infrastructure, why not label these for an area plan? Would transportation issues change the area plan tool used? Is there a way to move this faster? He agreed with the prior discussion on the Northeast Edge; the City needs to play a leadership role to make this happen, and it will require money.

Ms. Winters commented that she examined the case law on this pre-annexation concept plan. She found a LUBA (Land Use Board of Appeals) case that addressed the question of whether this should happen pre-annexation vs. pre-development. She asked that the TAC consider unintended consequences and provide as much flexibility for the different areas around town. She asked that they not lock the city in; so that one or the other is required. She mentioned having worked on master plans since she's come to Bend. When such plans are considered through a quasi-judicial process, there is the risk of ex parte contact. With a concept plan, she suggested keeping it in a legislative process so people can talk with city councilors. She pointed out this may take longer, but would provide a better process. She advocated for keeping as much flexibility as we can, and that this process can be initiated by council or by property owners. She concluded by noting that if only the City Council initiates and completes, the funding comes from the general fund.

Mr. Lelack then added that with respect to timing; either delay this process to do this work; or the City has to coordinate with property owners on road and infrastructure locations. He advocated for not putting city staff in the middle. With respect to flexibility, he mentioned Ms. Smith's prior comments. He raised the question to consider what's deferred after UGB adoption, and that the City would need to prioritize this.

Mr. Russell commented that as he was listening to this discussion, we need to decide whether to use purple or green and decide which areas can be master planned or be part of an area plan. Ms. Smith commented on an option of a pre-annexation concept plan with an area plan; she noted that an area plan includes all of these tools, and that we should have all these tools in the toolbox. She agreed that flexibility is important, and she recognized the city's constraints. She advocated for looking at infrastructure challenges soon, especially for streets.

Mr. Hultberg then asked a question about the transportation analysis. He inquired as to what level of analysis has already been done. Mr. Dills responded by stating the analysis completed to date had been completed to the arterial and collector level. Mr. Hultberg then commented that he agrees with flexibility and that it needs consistency with city's transportation plan. Mr. Dills confirmed that that's a given.

Nick Arnis of the City then added that the transportation piece is complicated. He mentioned that there is no set funding structure for major roads in the city, and offered a question for consideration of how can we (the City) work with a pool of property owners to develop a funding strategy.

Following this discussion, Mr. Dills posed a question for the TAC. He asked about the support for the principle of flexibility and having lots of tools, and confirmed agreement with the nodding of heads of TAC members. He asked Ms. Smith a follow up question about the Northeast Edge; would they be able to come in 20 acres at a time? Ms. Smith responded yes, if they complied with policies.

Mr. Van Valkenburg commented that he has been working with Pauline (Hardie, of the Current Planning Division) on master planning code provisions. This process has considered smaller properties and what should be required of them than can't be done on a 20-acre parcel. He suggested that some uses will get moved onto someone else's property, and that we need to consider a framework plan concept to get other uses.

Mr. Vora agreed with Mr. Van Valkenburg's comment, and suggested that this concept was almost a framework plan. He asked what would happen procedurally if a property is less than 20 acres, and someone just wants to do RS (Standard Residential) development. Mr. Dills responded that the comp plan will dictate along with a new comp plan map. Mr. Vora then asked is there any property really opposed to what we're showing, that we need to work through? Ms. Smith responded by asking what alternative was there? Mr. Riley then commented by raising the question of what would happen when there's not transportation infrastructure? Mr. Dills responded by citing amendments to the TSP (transportation system plan), that include changes to the transportation system. He noted that some transportation and sewer improvements are at a high level; schools and parks improvements are also at a high level.

Ms. Brody commented that this is part of the problem – we're trying to keep existing categories in the plan and then add some more to it. She raised the question of whether we should include a new master plan category that has different requirements. Mr. Rankin responded by explaining the differences between the processes, including whether it was property owner versus city initiated, and a pre-annexation concept agreement

Mr. Dills then shared that Ms. Smith asked for a staff recommendation, and he explained what was behind what the team brought forward. He noted that some areas will have area planning; these areas are identified on the map as "the greens" – with one larger property owner. The other areas will benefit from area planning.

Mr. Dills then offered an idea for the TAC's consideration. The idea was intended to include flexibility to use tools. He suggested that master planning be required for "the greens"; for the other areas shown on the map, a pre-concept annexation plan would be required. A master plan would be required for "the greens." A pre-annexation concept plan would be required for the other areas. The City Council would need to determine the appropriate planning area. Flexibility would be built in by defining the study area for the pre-annexation concept plan.

Ms. Smith ask for clarification that the areas shown in purpose, and identified as "AP" on the map (AP referring to Area Plan required prior to annexation/development) would be changed to Pre-Annexation Concept Plans. Mr. Dills responded yes, and that we might have more than just two categories. He added that he was following Mr. Russell's suggestion of two categories on the map and not just three. He offered that the blue and purple areas could be compressed into one category, and suggested that the West Area should also be a green.

Mr. Dills then proposed providing flexibility for those property owners ready to move more quickly to develop property. This flexibility could include plan designations, and then have some flexibility to use a master plan for such a group of owners. He also summarized that what was proposed was two classifications, and building in those flexibility techniques.

Mr. Dills then restated the proposal for the TAC's consideration. The proposal includes green categories on the map, and plan policies that require master planning prior to or concurrent with annexation. Ms. Smith asked what would happen if someone is in one of those areas? Could they just annex? Mr. Dills replied that the master planning would apply to the West, Shevlin, Thumb, and DSL. He added that the pre-annexation concept plan would be required for the Northeast, OB Riley Area, North Triangle, and the Elbow. He noted that for these areas, the City Council would initiate a pre-annexation concept plan. For another level of flexibility, he offered that we could also use a quasi-judicial master plan process with minimum acreage requirements.

After restating and describing the team's proposal, Mr. Dills asked if there were any questions on this idea. Mr. Vora started by stating he was not at the last meeting, and asked why a concept plan is required for the West Area. What was the rationale for the West and putting it into a master planning category? Mr. Dills responded by noting master planning covers all the rest of the needs. Mr. Vora then asked whether all three owners in the West would be required to work together. Mr. Rankin replied that the master planning process is quite detailed and would address complete communities; he offered Northwest Crossing as an example. Mr. Dills noted that the West Area includes 30 acres of the Anderson Ranch property, 29 to 30 acres of the Day property, and the balance in the Miller property.

Mr. Riley asked about the two flexibility pieces. Mr. Dills responded that the other piece was to allow a pre-annexation concept plan for a subarea of a subarea. Mr. Alex Joyce of Fregonese and Associates offered a series of question for consideration; what if a couple of folks try to jump the que? What happens if this happens and we haven't taken a broader look? Can we incentivize a broader look with the owners – get city participation as the incentive where the City makes a broader look a priority?

Mr. Tomcho then presented a two part question. First, he asked for clarification that with a pre-annexation concept plan, what would happen for small owners with two acres who want to come in. Mr. Dills responded that this idea would not include this scenario. Mr. Tomcho then asked whether we are considering that flexibility. Mr. Tomcho then asked his second question; do we define how many smaller annexations take place that would trigger a pre-annexation concept plan? Would it be a public facility trigger? Mr. Dills responded that with the pre-annexation concept plan were not at the two acre level, but at the 100-acre+ level. Mr. Tomcho then asked at what point then to do we require the concept plan. Ms. Smith answered that this question is what's on the table for discussion, and that this also would preclude a small owner coming in before a pre-annexation concept plan was approved.

Ms. Smith asked how we would allow larger property owners to come in soon, and clarified with the comment that smaller property owners would have to wait until either the City gets the resources or the property owners band together to come in. She asked whether owners of smaller properties can't get land on line sooner. She also asked what the City Council process look likes, including the criteria for decision making. Mr. Riley commented that the goal was a greater diversity of property owners, not just large owners. He noted that smaller owners would have to wait. He commented that he likes the idea of some kinds of incentives, and maybe offering to those areas more broken up.

Mr. Dills offered that in Washington County an individual owner is required to do some concept planning or shadow planning for adjacent areas. The purpose is to consider development potential, but it is non-binding. Mr. Russell clarified that this requirement applies to larger properties. Mr. Dewey commented that this issue is important to address for concept plans; he cited the example of the Rectangle in the Northeast being included because the land owners banded together. Mr. Meece added in citing examples in the Northeast Edge of smaller properties south of the canal, and their proximity to services.

Mr. Dills posed the question of what if we allow a smaller concept plan. Mr. Ranking added that some areas are going to rely on Phase 2 of the Southeast Interceptor, which will be located in Hamby Road. Some areas are going to be quick or easy to serve with infrastructure. Regarding flexibility, he asked the question of what if the City commits itself with owners to do some pre-annexation concept plan, outside of master planning. There is a time element – what about a compromise to allow certain owners to move forward with smaller properties with master plans? Do we prioritize these areas? He added that he likes the idea of the City and property owners working together to develop a pre-annexation concept plan.

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Mr. Russell offered a comment on flexibility; he strongly encouraged some objective criteria, and recommended we address streets and sewer. Mr. Lelack commented that it is a balancing act to get land in quickly to develop, and address school sites, roads, and parks, especially how these burdens are to be shared with neighboring properties. He admonished that we don't lose sight of the public benefits

At the conclusion of this discussion, Mr. Dill articulated a proposal for the TAC's consideration. This proposal would include the color map with the Shevlin Area, West Area, DSL, and Thumb colored in green as previously discussed. The OB Riley Area, North Triangle, Northeast, and the Elbow would be colored to represent areas where a pre-annexation concept plan would be required. He offered that this would provide flexibility, and allow smaller areas to proceed. This would require criteria to be drafted, and the option would be created to satisfy master planning requirements with multiple properties. In addition, this proposal would an additional component of the City committing to a concept plan schedule. Mr. Vora asked what level of government would approve this, and who would decide? Mr. Dills replied that the City Council would decide, and would initiate all concept plans. Property owners would have the option to request the initiation of a concept plan from the Council.

Following this proposal, Mr. Dills asked for a straw poll to see what the level of support was for this idea. Most of the TAC supported this idea, with Mr. Meece abstaining. Following the poll, Ms. Smith asked about the options for moving forward. Mr. Dills suggested a period for email review or another meeting. Ms. Brody asked what else the committee needs to do as a committee; if there are other thing we need to do, then she recommended the committee have another meeting. Mr. Dills outlined that was needs to go to the City Council are a process, maps, and growth management policies. He noted that the other items listed in the agenda for this meeting are informational.

Ms. Bayard asked if we could nail down a date for a meeting and a discussion. Wendy Robinson of the City recommended March 30th as a potential meeting date, and that the City Council chambers were available. Ms. Smith commented that we need to plan for a realistic amount of time and asked about sending policy language comments ahead of the meeting. Mr. Dills agreed that we can offer the TAC the opportunity to provide thoughts ahead of time, and provide comments and any redlined edits directly to staff. He offered to send out a Word version of the Growth Management policies to the TAC for their review.

Mr. Rankin committed sending out the policy language sometime next week, providing an opportunity for email review, and then holding a meeting to have the discussion. He noted that this would need to be a focused meeting, and that the team would have policy and maps for this meeting. He added that the team would send out the meeting invite for March 30th, and schedule 2.5 to 3 hours. Mr. Dills also offered that there was no push from staff, and that the TAC should have a quality discussion. He suggested taking another round of discussion, and added we're still on schedule for the USC meeting on the 21st of April

3. Public Comment

1. Liz Dickson, representing Ryan Bell and Tammy Lamb. Ms. Dickson introduced herself and handed out a map to the TAC members. She asked for someone to put the slide with the North Triangle up for the TAC's viewing. Ms. Dickson stated she represents two people, Ryan Bell and Tammy Lamb, who own 60 acres of land at the north end. She referred the TAC to a map and referred to the circle of the Berg Lane bulb. She indicated that Bell owns the northwest corner of the cul-de-sac and that Lamb owns land currently proposed for ME (Mixed Employment) on Berg Lane. She testified that the Bell and Lamb properties are a total of 60 acres in size, and that they had a goal of putting 60 acres into an LLC. The purpose for doing so was for development of an affordable housing project and the proposed continuation of Berg Lane north to the North Interceptor, and to and though to Hunnell Lane. She noted that ODOT has raised concerns about traffic on the north end, and that Berg Lane would centerline on the Lamb and the Bell properties. She testified that the proposed UGB expansion disrupts the transportation plan and does not allow an affordable housing project to move forward.

Ms. Dickson testified that the Bell property has been in the UAR for many years, and that the 60 acres has been in each expansion scenario considered. She noted that the Berg Lane area rated in the highest quartile. She testified that she had two asks for the TAC today. One was to leave the Bell 10 acres in the UGB expansion; the second was to leave the zoning for the Lamb property on the east side of Berg as residential and that they be brought in together. She cited to an article in the Bend Bulletin newspaper regarding Bend Parks and Rec and affordable housing SDC's, and asked that this be consistent with that decision.

Following Ms. Dickson's testimony, Ms. Smith asked about the affordable housing project, and whether the developers are open to workforce and subsidized housing. Ms. Bayard followed by asking what's affordable housing mean. She asked if something was planned that segues naturally toward the larger acres to the north, such as multi-family with the appearance of single family. She asked the project team why the property was removed, and whether the cost of the road was a factor.

Mr. Dills addressed this question by referring to the allocation of land uses, and the adjustments to the boundary started with the committee and the transition toward the land to the north. He noted that placing residential here was one idea, and getting the numbers of units to balance – that's how land uses changed. Chris Maciejewski added that the transportation improvement change in this area was not the drive, it was an outcome. He added that when you take land out of the UGB, then you no longer need a road. Ms. Bayard clarified that it was the lad use need.

Ms. Smith then commented that the TAC decided on having a transition in that north area. Ms. Bayard noted the people in Quailhaven support this scenario, and this change in the north. Mr. Vora asked if there were in favor of the adjacent land use. Ms. Bayard acknowledged the need for workforce housing. Ms. Meece commented that we've tried this, like in the transect on the west. He hoped this reflects what we've intended to do. Ms. Brody commented that we aren't

applying the transect in other areas. Mr. Dewey asked the question that this is still in our (the committee's) jurisdiction – could the USC make this decision?

Mr. Dills asked the TAC whether they wanted to take on these kinds of questions. Ms. Smith commented that the City Council will hear these kinds of requests. Mr. Dills asked if the TAC thought these requests need to be taken to the USC, and he acknowledged the TAC agreed through members nodding their heads in response to the question.

Ms. Williamson indicated that she was sensitive to Ms. Dickson's suggestion. She thought this situation was similar to the Day property, and that the TAC should see the plan. She asked how the built environment intersected with the existing built environment, and that this was a gray area we shouldn't shy away from.

Ms. Smith acknowledged that the TAC had not seen any plan yet, and did not get a definition of affordable housing. She added that there's a lot of property we're not bringing in that's suitable, and that there a people being left out. She added that it's too late to look at plan in the next ten days. Mr. Russell added that no, the TAC does not want to entertain any changes to the boundary now, and he expressed his concern about 60 acres of affordable housing on the fringe. Mr. Hultberg added that he also sympathized with Ms. Dickson's position, but noted the TAC was at a point where they need to make a recommendation to the USC. Mr. Riley concluded this discussion by stating his agreement and suggesting that if it comes to the council, they will need clear picture on what's proposed.

2. Ann Marie Colucci, identified herself as a member of the Employment TAC, and she also representing Lamb and Bell. She testified that she had one added comment regarding the affordable housing component. She testified that the Intent was never to abut adjacent properties with housing. This property and other owned by these two were planned in a master plan. She also offered a comment relative to the process – these changes that were made were made in the recent past; those changes going from Boundary TAC to the USC. She added that there was limited time and capacity for people to comment on these changes. She testified that it would be valuable to take a step back and look at opportunities for additional input. She thought about the discussion today relative to the area planning, and noted she has worked as a real estate broker of 20 years. She commented that she thought we're going down a path to put a time and cost burden on the private sector. She stated we need an expansion and need to move forward to make this land available as quickly as possible. She added that requirements will stifle development, and that there was a difference between tools for the private sector to use versus restrictions that take more time. She concluded by asking that the TAC give this some realistic consideration.

Following Ms. Colucci's testimony, Mr. Dills asked if the TAC could close this topic, and that the team needed a motion to take action or not. Mr. Kemper moved approval of a motion, with Ms. Smith providing a second to the motion, that this proposal is moved to the USC for their consideration. The motion passed unanimously, with Ms. Bayard, Ms. Brody, and Ms. Williamson abstaining.

4. Informational Items and 5. Next Steps

Mr. Dills briefly outlined the next steps for the project, and that the specifics for the TAC's next meeting on the 30th would be forthcoming.

6. Adjourn

Hearing no further business, Mr. Dills adjourned the meeting at 12:11 pm.

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Chapter 11: Growth Management









Adopted Amendments

(insert table // quick table)

EFFECTIVE DATE	ORD #	CHANGES

BACKGROUND

Legal Context and Supporting Documents

Statewide Planning Goal 14 requires that cities establish and maintain Urban Growth Boundaries (UGBs) to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The goal's purpose is: "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities".[1]

Like the statewide goal, Bend's growth management planning, goals and policies are comprehensive. The City plans for how much and what types of land are needed for future growth and what the form of new development should be to ensure a livable community and enhance Bend's high quality of life.

Bend's Urbanization Report documents: (1) the capacity of land inside the UGB to accommodate growth, including measures intended to result in efficient use of land; and (2) the City's evaluation of potential locations for UGB expansions and the consideration of the four Goal 14 factors in reaching a proposed UGB expansion. The Urbanization Report is focused primarily on the legal and technical aspects of growth management in Bend. The Urbanization Report for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan.

Bend's Urban Form Report describes the physical form of the city. Urban form provides a way to understand the relationships between land uses and between the natural and built environments that give meaning to the legal exercise of planning for growth within and expansions of the city. Urban form encompasses the physical shape and design of the city. The layout of Bend's streets, the location and design of homes and businesses, and the distances between destinations all affect the quality of life for residents and visitors. Urban form influences land values; where residents live, work, shop and relax; everyday travel choices; and whether commute trips can be made by walking or biking, using transit, or driving. Bend's urban form also directly affects natural systems such as air and water quality, wildfire risk, health, and diversity of plants and wildlife. The Urban Form Report is a non-regulatory document that supports the goals and policies in this chapter of the Comprehensive Plan. It is adopted as Appendix Y of the Comprehensive Plan.

Community Context

Bend's identity and unique urban form stem from the city's regional context, beautiful natural setting, and growth over approximately 100 years. Bend is the largest urban area in Oregon east of the Cascade Mountains. The city is uniquely situated between the Cascade Mountain Range and Deschutes National Forest to the west, and high desert plains to the east. Bend's varied topography and abundant natural features are

[1] OAR 660-015-0000(14)

{11176075-00669211;2} {11176075-00669211;2}

major influences in its existing urban form and identity as a city. In many ways, the city's rapid growth is a direct result of its natural and scenic resources and proximity to the outdoors. The city's physical and visual access to Mt. Bachelor, the Three Sisters, the buttes within the city (such as Awbrey Butte and Pilot Butte), Deschutes River, and Tumalo Creek provide defining contextual elements of the city's urban environment and community identity.

Bend's location in the high desert also means that the community is susceptible to wildfires. While wildfire risk and hazard have had only a modest impact on the city's urban form historically, as the city expands further into the Wildland-Urban Interface, strategies to minimize and mitigate wildfire hazard will become increasingly important (see Chapter 10 for more about wildfire risk and hazard).

Comment: The proposed additional background language above is intended as a brief way of introducing the topic of wildfire, which will be addressed more thoroughly through new text in Chapter 10 (Natural Forces).

In the built environment, key transportation facilities such as Highway 97 and Highway 20 as well as freight rail lines connect Bend with other major regional destinations but also create barriers to pedestrian and habitat connectivity, and shape an auto-oriented urban form along the adjacent land. Bend's trail system, on the other hand, is essential to creating connected neighborhoods because it provides recreation opportunities and active transportation options, and contributes to the economic vitality of the community. Its parks provide places to play, connect, and socialize; access to nature; and natural system functions.

The city's historic development patterns, including the historic downtown and adjacent neighborhoods, which were developed in the late 19th and early 20th centuries, create a vibrant core with a gridded street system and short block lengths that provide a pedestrian-oriented setting as well as iconic public spaces such as Drake Park. Later development through the mid- to late-20th century produced quiet, generally low-density suburban neighborhoods with winding streets, and busy commercial corridors along major roads. As the lumber and farming industries waned in importance and tourism and recreation grew, the nature of employment areas shifted, with the beginnings of redevelopment within the city's urban core, such as the Old Mill District.

Today, Bend is a city in transition. In the first two decades since 2000, Bend is increasingly becoming less of a town and more of a small *city*, as evidenced by:

- A 2016 resident population of over 80,000, expected to grow to over 115,000 by 2028;
- A growing role as the regional economic center for Central Oregon;
- Recent rapid growth - the 7th fastest growing metro area in the country in 2015;
- A resident plus visitor population that swells to over 100,000 (2016) at the height of the summer tourism season;

- A prosperous downtown with 3-4 story mixed use development and structured parking;
- The success of Northwest Crossing, where traditional neighborhood development, convenient access to shops, parks, schools, and trails, as well as pedestrian friendly streetscapes are central to the development concept;
- New development, redevelopment, and adaptive re-use in the Mill District, employment lands north of Century Drive, and other industrial and mixed-employment lands throughout the City;
- A significant growth in transit ridership since fixed route service was established in 2007;
- Oregon State University's decision to establish the 4-year Cascades Campus in Bend;
- Public planning and investments in key infrastructure (e.g. the citywide sewer system) and urban amenities (e.g. Drake and Shevlin Parks, recreational amenities such as the Ice Skating Pavilion and reconstructed white water park on the Deschutes River, and Healy Bridge, to name a few);
- Housing affordability challenges; and
- The growth of the "makers" economy, such as craft brewing.

Bend's growth management strategies are intended to help make the transition described above from small town to city and contribute to maintaining Bend's livability and desirability as the city grows and evolves.

Complete Communities

Key Ingredients

Complete communities have varied housing options and many of the essential services and amenities needed for daily living, including quality public schools, parks and open spaces, shops and services, all within a convenient walking or biking distance. Complete communities should also have convenient access to public transportation and employment areas.

Community Priorities

In Bend, and across the nation, residents and local officials are increasingly making walkability, mixed use and access to amenities a high priority. This trend will spur the growth and redevelopment of areas within Bend that are walkable and have many amenities and services close by. Research indicates that walkable and mixed use communities have higher property values, more opportunities for affordable housing, and also support enhanced bike, pedestrian, and transit use. An increased interest in complete communities is also expected to heighten demand for thoughtfully planned neighborhoods and employment districts in expansion areas where uses are knit

together and accessible by a variety of travel modes. As land prices increase and demographic shifts increase demand and need for a greater variety of housing options, densities are expected to increase in newly-built neighborhoods and through modest amounts of infill and redevelopment in existing neighborhoods.

Urban Form Typologies

Urban form "typologies" are used in Bend's growth management planning to provide a standardized system for organizing and classifying different development patterns around the city. The typologies help capture the current mixture of land uses and create a palette to describe the desired future urban form of Bend; however, they are intended to be descriptive rather than regulatory.

The typologies are broadly organized into Centers and Corridors, Employment Districts, and Neighborhoods. These are summarized in brief below. For additional description of the typologies and how they were developed, see the Urban Form Report in Appendix Y.

Centers and Corridors

Bend's commercial areas take the form of one of two general shapes: (1) Centers, which are focal areas of commercial or mixed uses at an intersection, or contained within one to three blocks; or (2) Corridors, which follow a distinctly linear shape of commercial uses, typically along a busy street. The Centers and Corridor typologies vary in the intensity of commercial development and also the scale of area they serve. There are four different types of commercial centers and corridor typologies in Bend, summarized below. Centers and corridors include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors.

Center or Corridor Type	Characteristics
Urban Mixed Use Center	Serve the entire city/region Hubs of commercial, employment, and community services Relatively high development densities
Major Commercial Corridor	Located along transportation routes Primarily commercial uses that thrive on high visibility and accessibility May include mixed-use development
Community Commercial Center or Corridor	Serve surrounding neighborhoods Provide a range of retail, service, and/or office uses, and may include mixed-use development
Local Community Center or Corridor	Smaller centers or corridors with small-scale retail and local services Generally surrounded by neighborhoods May include mixed-use development

Employment Districts

Employment Districts are areas where the predominant uses are offices or industrial uses. Retail may be present but is a relatively minor use. Bend's Employment Districts support a diverse range of jobs and industries, and vary mainly in their primary function and the mix of employment uses. There are four different typologies of Employment Districts in Bend, summarized below. Employment Districts include pedestrian-oriented

and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors, and where noted below.

Employment District Type	Characteristics
Institutional	Educational institutions and campuses such as Central Oregon Community College and Oregon State University Typically pedestrian-oriented and transit-supportive
Medical Center	Focused on uses including hospitals, medical offices, and other related facilities, such as St. Charles Medical Center and the surrounding uses Residential uses are generally limited to group homes with some multi-family development
Industrial or Professional Office	Uses include manufacturing, industrial and office uses Typically auto-oriented with large parking areas Few or no residential uses
Mixed Employment	Mix of retail and community services, office uses, manufacturing and light industrial uses such as creative and flexible work spaces May include mixed-use development

Neighborhoods

Neighborhood typologies are based on a range of factors including mix of housing types, permitted density (dwelling units per acre), block layout, connectivity and proximity to amenities such as parks and schools. Bend has a wide variety of neighborhoods. Five existing neighborhood typologies have been identified, and are summarized below. Neighborhoods may include pedestrian-oriented design, and can be transit-supportive where transit is available or planned.

Neighborhood Type	Characteristics
Historic	Close association with the early development of Bend, such as Drake Park Historic District Historic buildings and architecture with unique cultural or historic value Neighborhood streets in a grid pattern
Traditional	Typically developed with a grid street pattern Some mix of housing types, but moderate overall densities Often have commercial nodes or corridors within walking distance May be older neighborhoods such as Bend's "Midtown" and inner west neighborhoods or new development such as Northwest Crossing
Mixed Suburban	Moderate residential densities with a mix of housing types, including some multifamily, duplex/triplex and/or single family attached housing Local street patterns may be meandering rather than a grid layout

Neighborhood Type	Characteristics
Single Family Suburban	Largely single family detached homes at low to moderate densities Local street patterns may be meandering rather than a grid layout
Large Lot	Primarily single family detached homes on large lots Local streets often winding to follow natural features with long driveways or private drives

Providing for Forecast Growth

Comment: This section is intended to provide some context to support later policies related to minimum densities for master plan areas and other capacity-related policies.

The City is required to provide enough suitable land to accommodate 20-year land needs each time the UGB is evaluated in order to meet the requirements of Goals 9 and 10 for Employment and Housing land, respectively. As noted at the beginning of this Chapter, Bend's Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated through growth on vacant land, infill/redevelopment, and UGB expansion. In order to ensure that the City's available land can accommodate the growth projected, the City has adopted "efficiency measures" in the Development Code, which are supported by policies in this Chapter as well as the Housing and Employment Chapters. Key components of the efficiency measures include minimum densities for each urban residential plan designation (and the corresponding zoning district), increased minimum densities for large master plan sites, and eliminating barriers to efficient development, such as overly restrictive lot size requirements in medium- and high-density zones.

Opportunity Areas

During the UGB Remand planning process (2014 to 2016), the City evaluated the efficient use of existing urban land through the lens of "opportunity areas". Opportunity areas are locations within the City that are appropriate to focus new growth due to their location, zoning (existing or planned), amount of vacant or underdeveloped land, and/or proximity to urban services. Each opportunity area will serve a unique role in the City's future – some are vacant land and will develop primarily through private sector initiative; others are redevelopment opportunities and will require a partnership of private sector investment and City support or investment.

Bend's opportunity areas are summarized below – please see the Urbanization Report for more detailed descriptions of the opportunity areas.

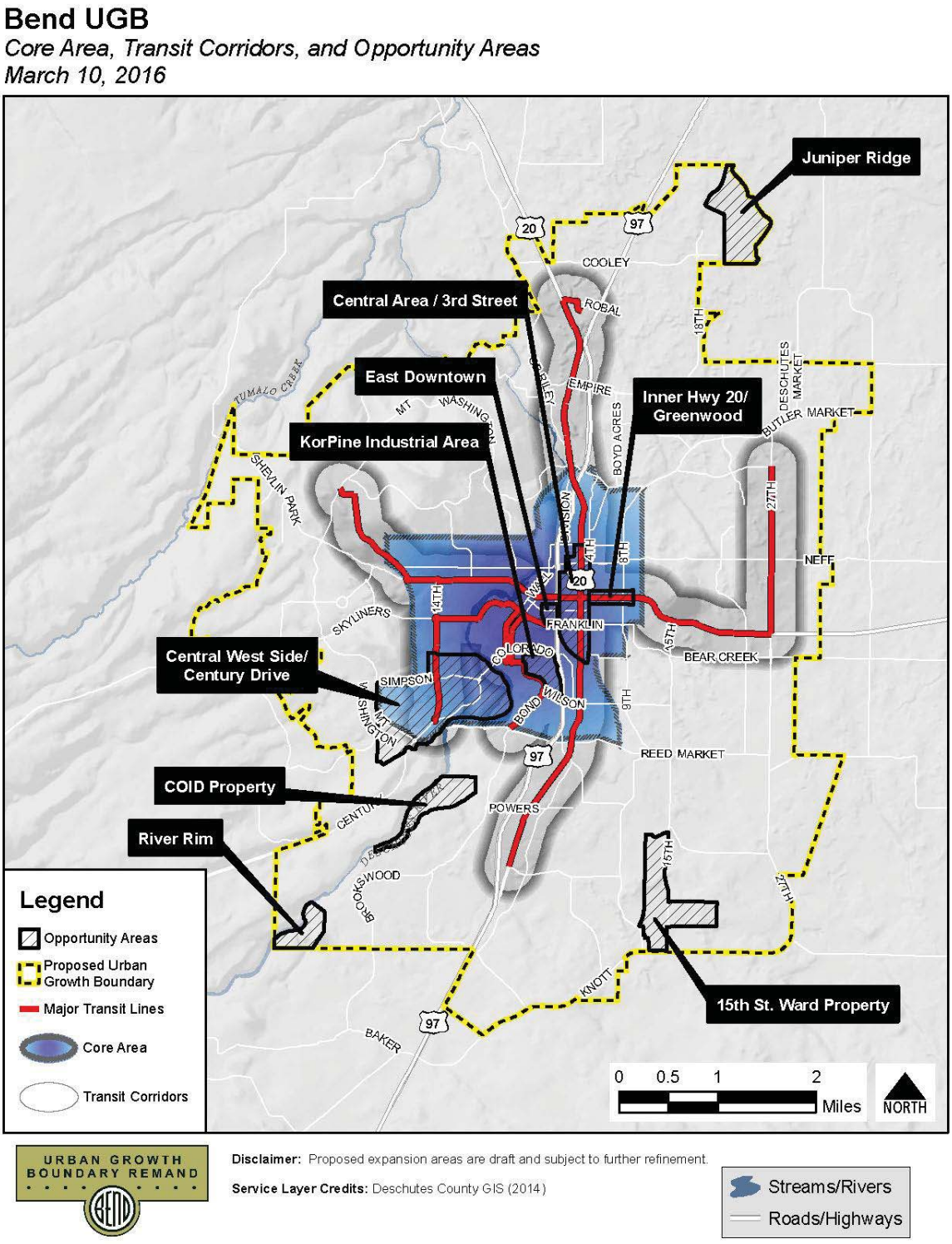
- Bend Central Multimodal Mixed Use Area – opportunity for the 3rd Street commercial strip to transition to a mixed use corridor
- East Downtown – long term opportunity for an extension of the downtown

- Century Drive Area – a key part of the Central Westside Plan, the siting of OSU's new four-year Cascades campus offers an opportunity to create a new mixed use center anchored and supported by the new institutional employment district.
- KorPine – opportunity to transform an industrial area into a vibrant urban mixed use district
- Inner Highway 20 / Greenwood Ave – opportunity to shift to a more walkable mixed use corridor
- Juniper Ridge – opportunity for a future industrial and professional office employment district
- 15th Street Ward Property – As the largest vacant residentially-designated property in Bend, this area offers an opportunity to create a new complete neighborhood including a local commercial center, a variety of housing options, parks and a school
- COID Property – long term opportunity for a new neighborhood adjacent to the Deschutes River [COMMENT – Wasn't this reduced in development potential due to the view easement?]
- River Rim – opportunity for an environmentally-sensitive new neighborhood adjacent to the Deschutes River

Comment: The River Rim opportunity area was inadvertently left off of the initial list of opportunity areas because no map amendments are proposed for that area.

The Opportunity Areas are shown on Figure 11-1.

Figure 11-1: Core Area, Transit Corridors, and Opportunity Areas



Bend's Central Core

Bend Central Core is a uniquely livable part of the city. The central core offers proximity to downtown, the Deschutes River, Mirror Pond, Juniper Park, many other smaller parks, and a variety of regional destinations; a walkable street grid; neighborhoods with historic character; successful small neighborhood centers and corridors (2nd and 4th Streets, 8th and 9th Streets, Newport Avenue, Galveston Avenue, SW 14th Street); access to a high concentration of jobs by a variety of modes; and transit service. This blend of the "D" Variables (Density, Diversity, Design, and Destinations) is the foundation of the area's livability and an important influence on travel behavior.

As described in Bend's Integrated Land Use and Transportation Plan, national research has shown that the "D" variables are highly influential on how much walking, biking, transit use, and linking of trips occurs – which reduces the need to drive.[2] This is important because the availability of transportation choices contributes to Bend's overall livability. It is also important because state law requires the City to reduce the reliance of the automobile. During the UGB Remand process (2014-2016), the City modelled vehicle miles traveled (VMT) per capita throughout the urban area under different growth scenarios as in indicator (required by the state) of reliance on the automobile. Predictably, the Central Core showed the lowest levels of VMT per capita, and the highest potential for "moving the needle" toward relatively less VMT per capita through infill and redevelopment to focus growth and further increase the density and diversity of uses in this area.

For all of the reasons described above, the Central Core is considered a particularly important part of the City's growth management efforts. The success of Bend's transition to more of an urban community will follow the continued growth, in appropriate areas, of the Central Core. It is important to note that placing a priority on growth within the Central Core does not mean that all areas should redevelop. In this context, "appropriate areas" means development and redevelopment on vacant lands, underutilized lands, and where development is designed to be compatible with adjacent, stable areas.

The Central Core area is shown on Figure 11-1. The "boundary" on this figure is illustrative only. The Central Core is a planning concept – it's applicability to specific development and policy implementation needs to be interpreted on a case-by-case basis.

"Growing up" in appropriate areas within the Central Core, as well as transit corridors and opportunity areas, is a goal for Bend because these areas already have (or will have) the base infrastructure, population density, and urban amenity "completeness" that is needed for their success. They offer the best opportunities to reverse the growth of vehicle miles traveled per capita and increase walking, biking, transit, and linked trips by automobiles.

[2] See Bend Integrated Land Use and Transportation Plan, _____, 2016, page ___.

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Urban Form Diagram

Figure 11-2 provides an illustrative future urban form diagram for the City of Bend. [Note: this map will be provided with the final version of the chapter. A draft will be provided at the TAC meetings.] This diagram is not intended to be regulatory in nature. Rather, it is a visual tool that captures the city's growth concept and its intentions for expansion areas as well as infill and redevelopment areas.

Area Planning Tools

Comment: This section has been greatly simplified to remove the descriptions of each type of area plan and focus on defining the term "area plan" itself and providing some context for what range of tools is included.

The City has a number of tools and processes available to refine planning for specific areas. They include master plans, a development review tool used to guide the development of larger properties; and City-initiated planning efforts for specific geographic areas, such as refinement plans and special planned districts. (Additional area planning tools may be developed in the future to respond to specific needs.) In this chapter, the term "Area Plans" is used to encompass the full range of tools available for refinement of land uses, infrastructure and public facilities, and development regulations for specific geographic areas. Area planning can also be used as a tool for new growth in expansion areas to ensure that development is coordinated and efficient. Several types of area planning tools are described in the development code. Policies guiding area planning generally and master plans in particular are provided in the policy section of this Chapter.

Goals

A policy should be added to Chapter 1 (or the Preface) that says:

The Goals stated within this Comprehensive Plan are intended to be guiding and aspirational; they are not regulatory policies. The Policies in the Comprehensive Plan are [sometimes]regulatory and are used as the basis for determining "consistency with the Comprehensive Plan", when specified by the development code.

The following goal statements describe the future urban form and growth aspirations of the community and serve as the foundation for policy statements in this chapter. The citizens and elected officials of Bend wish to:

- Encourage the city's evolution from small town to livable city, with urban scale development, amenities, and services in appropriate locations, while preserving and enhancing the natural environment and history of the community;
- Use Bend's existing urban land wisely, making efficient use of land inside the boundary, with infill and redevelopment focused in appropriate areas within the

Central Core, along transit corridors, and in key opportunity areas (see Figure 11-1);

- Create new walkable, mixed use and complete communities by leveraging and complementing land use patterns inside the existing boundary and using expansion to create more complete communities;
- Locate jobs in suitable locations, where there is access to transportation corridors, larger parcels, and good visibility for commercial uses;
- Plan Bend's infrastructure investments for the long term;
- Meet state requirements for growth management and the UGB while achieving local goals;
- Lay the groundwork for the future growth of Bend by taking into consideration the context of lands beyond the UGB;
- Utilize best practices (e.g. cluster development, transect planning) in appropriate locations to reinforce the City's urban form, reduce risk of wildfire, and recognize natural features that present "hard edges" for urbanization; and
- Implement an overall strategy to *"Wisely grow up and out".*

Policies

General Growth Management Policies

(See related policies in Chapter 1, *Plan Management and Citizen Involvement* and Chapter 10, *Natural Forces.*)

11-1 The City will encourage compact development and the integration of land uses within the Urban Growth Boundary to reduce trips, vehicle miles traveled, and facilitate non-automobile travel.

11-2 The City will encourage infill and redevelopment of appropriate areas within Bend's Central Core, Opportunity Areas and transit corridors (shown on Figure 11-1).

11-3 The City will ensure that development of large blocks of vacant land makes efficient use of land, meets the city's housing and employment needs, and enhances the community.

11-4 Streets in the Centers and Corridors, Employment Districts, Neighborhoods, and Opportunity Sites will have the appropriate types of pedestrian, biking, and transit scale amenities to ensure safety, access, and mobility.

Comment: New policy 11-5 below is proposed by the project team to capture the City's commitment to further work to develop appropriate wildfire mitigation strategies for expansion areas.

11-5 The City will adopt strategies to reduce wildfire hazard on lands included in the Urban Growth Boundary. These strategies may include the application of the International Wildland-Urban Interface Code with modifications to allow buffers of aggregated defensible space, or similar tools, as appropriate, to the land included in the UGB and annexed to the City of Bend.

Policies for Centers and Corridors

(See related policies in Chapter 6, *Economy.*)

11-6 The City will encourage vertical mixed use development in commercial and mixed use zones, especially where those occur within the Central Core, Opportunity Areas and along transit corridors.

11-7 The existing pattern of commercial plan designations shown on the Comprehensive Plan Map along arterial and collector streets including Newport Avenue and Galveston Avenue will not be extended into developed residential areas unless approved through an Area Plan.

11-8 New commercially designated areas are encouraged to develop with mixed-use centers to include housing, open space, commercial development, and other employment uses.

11-9 The City will encourage development and redevelopment in commercial corridors that is transit-supportive and offers safe and convenient access and connections for all modes.

11-10 The City will encourage the development of Neighborhood Commercial centers. Such centers should be scaled to serve the frequent needs of the residents of the neighborhood.

Comment: Policy 11-10 was modified as suggested by the TACs to avoid defining a specific radius that neighborhood commercial centers should serve, and focus on their role in the neighborhood.

11-11 Unless otherwise approved through an Area Plan, new Convenience Commercial Comprehensive Plan designations should be limited to five acres and should be one mile from another commercial Comprehensive Plan designation.

Policies for Employment Districts

(See related policies in Chapter 6, *Economy.*)

11-12 New employment districts with a mix of Plan designations such as commercial, industrial, and mixed employment may be created along Highway 97, Highway 20, and O.B. Riley Road.

11-13 The City will periodically review existing development and use patterns on industrial and commercial lands. The City may consider modifying Comprehensive Plan designations and Zoning to better

respond to opportunities for redevelopment and revitalization of employment lands in underutilized areas.

Policies for Residential Areas and Neighborhoods

(See related policies in Chapter 5, *Housing.*)

11-14 The City will support re-designation of suitable areas that are within a 1/4 mile walk to transit corridors from low density to standard or medium density development.

11-15 Neighborhood Commercial shopping areas may be located within residential districts and have development standards that appropriately limit their scale and recognize their residential setting.

11-16 Medium-and high-density residential developments should have good access to transit, K-12 public schools where possible, commercial services, employment, and public open space to provide the maximum access to the highest concentrations of population.

Comment: A previous reference to transit being preferably within a quarter mile in policy 11-16 was removed due to concern that it would interpreted as a development standard.

11-17 Schools and parks may be distributed throughout the residential sections of the community, and all types of dwelling units should have safe and convenient access to schools and parks. The School District and Park District' facilities plans will determine the location and size of needed schools and parks.

Policies for Special Site Needs

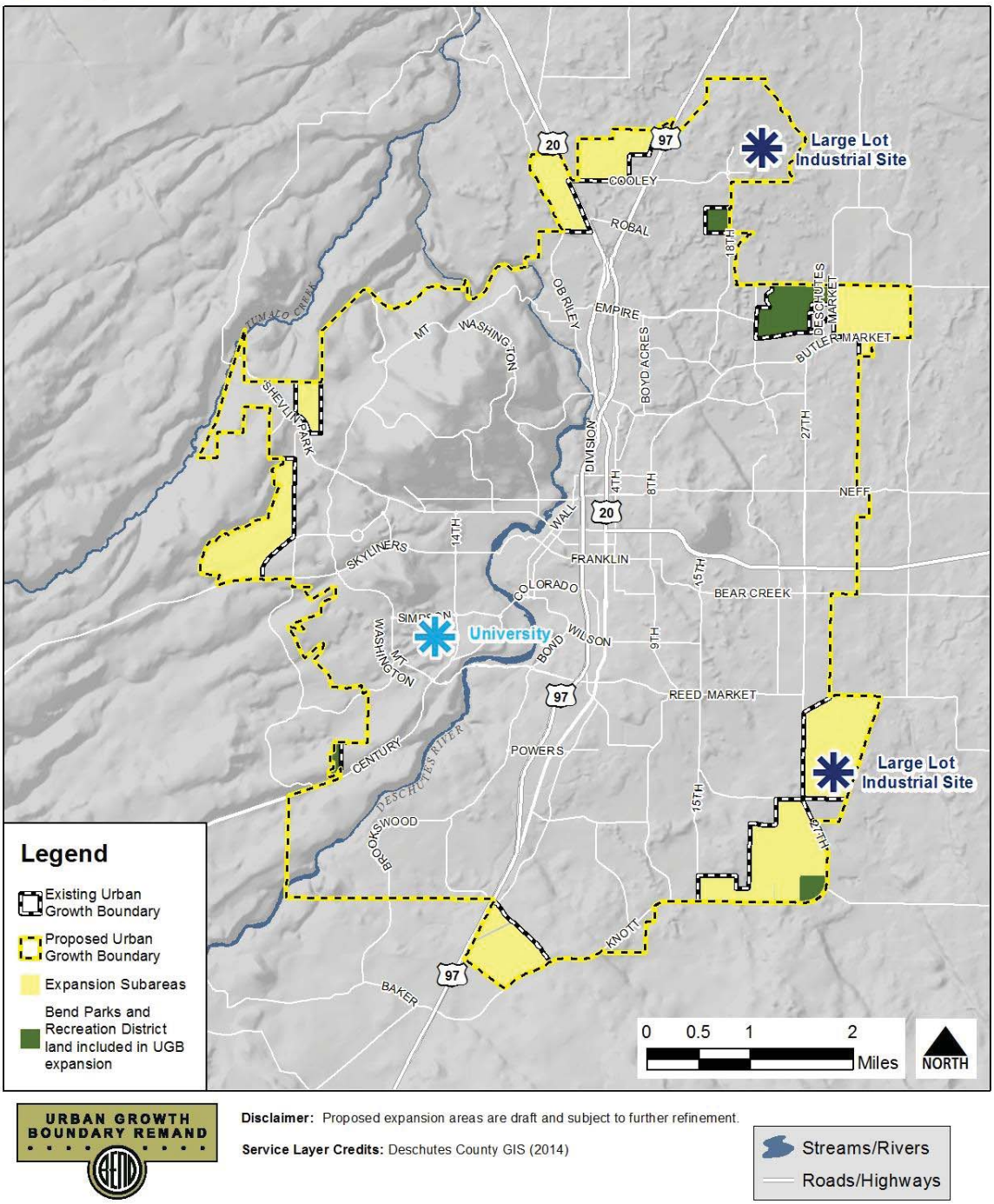
11-18 The City has identified a need for a special site for a university. This need will be met on the land currently owned by Oregon State University between Century Drive, Mt. Washington Drive and Simpson Avenue (see Figure 11-3). Further expansions of the university on the adjacent County-owned property and property within this general area are consistent with meeting the special site need.

Comment: Policy 11-18 was modified to clarify the location referenced by the policy.

11-19 The City has identified a need for two large lot industrial sites for targeted industries. This need will be met through the opportunity for one large lot industrial site in the eastern portion of Juniper Ridge and one large lot industrial site on the DSL property (see Figure 11-3).

11-20 Subsequent area planning for properties that are identified as meeting a special site need shall include regulations to protect the site for the identified use.

Figure 11-3: Special Sites



{11176075-00669211;2}

{11176075-00669211;2}

General Area Planning Policies

11-21 Area Plans are intended to coordinate development and provide flexibility to tailor land use regulations and/or transportation and infrastructure plans to respond to area- or site-specific conditions.

Comment: New policies 11-22 and 11-23 below are intended to authorize the city to set standards for area plans in the development code and to authorize the city to require area planning in expansion areas.

11-22 The city will establish development codes to provide a variety of approaches to area planning in order to further the development of complete communities, unique developments which implement comprehensive plan policies, and provide for adequate public infrastructure.

11-23 The City may require Area Plans prior to development in UGB expansion areas.

Comment: Policies 11-24, 11-25, 11-26, and 11-27 below include minor modifications only. However, the text is intended to be clear that area plans do not provide a way to deviate from the adopted plan designations (except through averaging of residential densities across the plan area) without a plan amendment. In the situation where the designations are merely re-configured, a plan map amendment is still required, including making findings regarding compliance with the plan policies and Statewide Planning goals, but those findings should be straightforward.

11-24 Where Area Plans propose land uses that are inconsistent with the adopted plan designation(s), a plan amendment must be approved prior to or concurrent with adoption of the area plan.

11-25 An area plan that includes residentially designated land may prescribe residential density limits on specific properties that differ from the density range provided for in the Comprehensive Plan. However, the average density of housing within each residential plan designation in the plan area must remain within the range established by the adopted comprehensive plan map designations and applicable Comprehensive Plan policies, including applicable density bonuses or transfers. Deviation from this range requires approval of a plan amendment prior to or concurrent with the area plan that creates consistency between the plan designations and the average densities within each plan designation in the area plan. Certain areas, including large master plan sites and UGB expansion areas are subject to additional policies in this Chapter and/or additional standards in the development code regarding residential densities.

11-26 Area plans for land within UGB expansion areas shall comply with the policies of this chapter. There is flexibility to refine the spatial arrangement of plan map designations provided that identified land and housing needs are still met. Where specific expansion area policies identify acreages of specific plan designations or general categories of plan designations (e.g. commercial) are identified, compliance is defined as providing the required acreages of gross buildable land to the nearest acre. Where expansion area policies identify a required minimum housing capacity and mix, compliance is defined as providing no less than the required number of units and providing the housing mix specified to the nearest percentage point (e.g. 37%).

11-27 Where changes are proposed to the arrangement of plan designations, the proposed arrangement must comply with the relevant policies of the comprehensive plan.

11-28 Some UGB expansion areas have identified needs for schools and parks based on anticipated needs. The needs and location for schools and parks is determined by the facility planning of the School District and Park District. The School Attendance Areas and Park Service Areas may change and the Area Plans for the UGB expansion areas should take into account any updated school and park needs at the time of development.

Master Planning Policies

Comment: New policy 11-29 simply provides policy backing for owner-initiated master plans and the establishment of rules for them in the development code.

11-29 The City will provide a mechanism in the development code for property owner-initiated master plans. The development code shall specify approval criteria and procedures for such master plans. Master plans are subject to the policies of this chapter.

11-30 The purposes of master plans are to:

- Encourage innovative planning that results in complete neighborhoods, more mixed-use development, improved protection of open spaces, transportation options, and site phasing of development;
- Encourage developments that recognize the relationship between buildings, their use, open space, and transportation options, providing varied opportunities for innovative and diversified employment environments;
- Facilitate the efficient use of land;
- Promote an economic arrangement of land use, buildings, circulation systems, open space, and utilities;

- Preserve to the greatest extent practical the existing natural landscape features and amenities that may not otherwise be protected through conventional development;
- Encourage energy conservation and improved air and water quality; and
- Assist the City in planning infrastructure improvements.

11-31 The City will provide the opportunity for master plans to proceed under clear and objective standards where the applicant does not seek to deviate from the standards of the development code, the adopted zoning map, or Comprehensive Plan map.

Comment: The addition of Table 11-1 to policy 11-32 is intended to ensure that the efficiency measures around master plans, which are essential to ensuring that the City can provide for needed housing, cannot be eroded through subsequent amendments to the development code without a corresponding plan amendment.

11-32 Residentially designated land within master plans must meet higher minimum density standards than established for the residential plan designations generally and must provide for a variety of housing types. The City will set appropriate standards in the Development Code for housing mix and density for master plans in each residential zone/plan designation. Such standards will ensure minimum densities and minimum housing mix that are no less than those listed in Table 11-1.

Table 11-1. Residential Master Plan Minimum Density and Housing Mix

Residential District	Implementing Zone(s)	General Density Range*	Master Plan Minimum Density *	Master Plan Required Housing Mix**
Urban Low Density	Residential Low Density (RL)	Min: 1.1 Max: 4.0	2.0	No more than 90% single family detached**
Urban Standard Density	Residential Standard Density (RS)	Min: 4.0 Max: 7.3	5.84	No more than 90% single family detached**
Urban Medium Density	Residential Medium Density (RM)	Min: 7.3 Max: 21.7	13.02	No more than 33% single family detached**
	Medium–10 Density Residential (RM-10)	Min: 6.0 Max: 10.0	6.0	No more than 33% single family detached**
Urban High	Residential	Min: 21.7	21.7	No more than

Density	High Density (RH)	Max: 43.0		10% single family detached**

* Density is expressed as dwellings per gross acre. See Bend Development Code for methodology to calculate minimum and maximum densities.

** See Bend Development Code for definitions of housing types. For purposes of this standard, single family detached does not include cottage homes.

Comment: New policy 11-33 is intended to address the overlap between housing density/capacity and mix standards for master plans (by plan designation) and for expansion areas (for the subarea as a whole). The project team recommends making both sets of standards applicable because the subarea-level policy ensures that the overall assumed mix will be met, and will generally be the stricter standard on housing mix, but the master plan standards ensure that the variety of housing types will be distributed throughout different zones (for sites with multiple plan designations/zones). This may help achieve a mix of housing types at each phase of development and prevent all the attached and multifamily housing from being located in a single area of a large site.

11-33 Where a specific expansion area policy specifies a required overall housing mix for a given area, the total housing mix specified in policy shall apply in addition to the mix by plan designation listed in Table 11-1.

11-34 Master plans are required for developments over 20 acres unless otherwise specified in the Development Code. Properties in UGB expansion areas where a master plan is required are shown on Figure 11-4.

Comment: New policies 11-35 and 11-36 are intended to clarify the relationship between City-initiated area plans and owner-initiated master plans for areas where they overlap.

11-35 Where an approved City-initiated area plan exists, the City may find that some or all elements of a required master plan have been addressed and satisfied if they are already addressed by the area plan.

11-36 Approval of a City-initiated area plan that encompasses one or more properties over 20 acres (including abutting land in common ownership) does not exempt such properties from master plan requirements.

City-Initiated Area Plan Policies

Comment: This section replaces the policies specific to Refinement Plans, Special Plan Districts, and Pre-Annexation Concept Plans. It focuses on elements that are common to all types of area plans that may be initiated by the City. Detailed requirements for refinement plans may need to be added to the development code instead (requirements for special plan districts are already in the development code).

11-37 The City may initiate area plans for neighborhoods, UGB expansion areas, opportunity areas within the city, or other discrete geographic areas.

11-38 Legislative Area plans may be initiated by the City Council at its own initiative or at the request of property owners, if the owners agree to bear the cost of creating the plan. The City may, at its discretion, assist with some or all of the cost of creating an area plan initiated at the request of property owners.

11-39 The area to be included in a City-initiated area plan, and the scope, shall be approved by the City Council by resolution.

Annexation Policies

11-40 Annexations will follow the procedural requirements of state law.

11-41 Annexations will be consistent with the Comprehensive Plan and applicable annexation procedures and approval criteria.

11-42 Requests for annexation must demonstrate that the annexed land is capable of being served by urban services for sanitary sewer collection, domestic water, transportation, schools and parks, consistent with applicable infrastructure master plans.

Comment: The purpose of new policy 11-42 is to ensure that serving new annexation areas can be done without requiring interim infrastructure/public facility investments that are inconsistent with adopted public facility master plans.

11-43 Annexations will be consistent with an approved area plan where applicable. The area plan may be reviewed and approved concurrent with an annexation application.

11-44 The City may, where appropriate in a specific area, allow annexation and require area planning prior to development approval.

11-45 Land to be annexed must be contiguous to the existing City limits unless the property owners requesting annexation show and the City Council finds that a "cherry-stem" annexation will both satisfy a public need and provide a public benefit.

Comment: The purpose of new policy 11-45 is to place strict limits on "cherry-stem" annexations.

11-46 Compliance with specific expansion area policies and/or area plans will be implemented through master plan approval or binding annexation agreement that will control subsequent development approvals.

11-47 Existing rural infrastructure systems and urban systems (water, sewer, transportation, stormwater) serving annexed areas may be

required to be planned and constructed to the City's standards and specifications, as determined by the City.

Comment: New policy 11-47 gives the City authorization to require urban upgrades to existing rural public facilities upon annexation.

11-48 The City may consider funding mechanisms and agreements to address on- and off-site improvements, modernization of existing infrastructure to the City's standards and specifications, and impacts to infrastructure inside the current City limits.

11-49 Properties over 20 acres (including adjacent property in common ownership) as of the adoption of the UGB expansion (shown on Figure 11-4) are subject to master plan requirements, regardless of property acreage upon annexation.

General UGB Expansion Policies

The following policies are intended as local policy guidance to evaluating alternative future UGB expansions in the context of meeting state laws and administrative rules and balancing the factors established in state regulations.

11-50 The City will consider the value of balancing and distributing UGB expansions geographically around the city consistent with State of Oregon laws and rules to distribute the benefits (and impacts) of growth and to provide more options for new neighborhoods.

11-51 The City will utilize new growth in expansion areas as a strategy to help make existing neighborhoods, centers, corridors, and employment districts inside the boundary more "complete" by: diversifying the housing mix; providing local commercial services and jobs; increasing transportation connectivity; and providing needed public facilities such as parks and schools.

11-52 The City will take into consideration the context of land beyond a single UGB expansion to inform the type and intensity of uses that are appropriate in each potential expansion area.

11-53 The City will apply the concept of a "transect" - a series of zones that transition from urban to rural - to reduce the risk of wildfire and provide an appropriate transition from urban uses to national forest lands and other resource areas that will not be urbanized within the long-range future.

Comment: New policy 11-54 below was proposed by Al Johnson of the Residential TAC to capture that group's concerns that affordability be addressed in this chapter. Like the other policies in this section, it is guiding to future UGB expansions rather than follow-up planning for the current expansion areas.

11-54 The city will consider the relative ability of proposed expansion areas to address the city's affordable housing needs in balancing

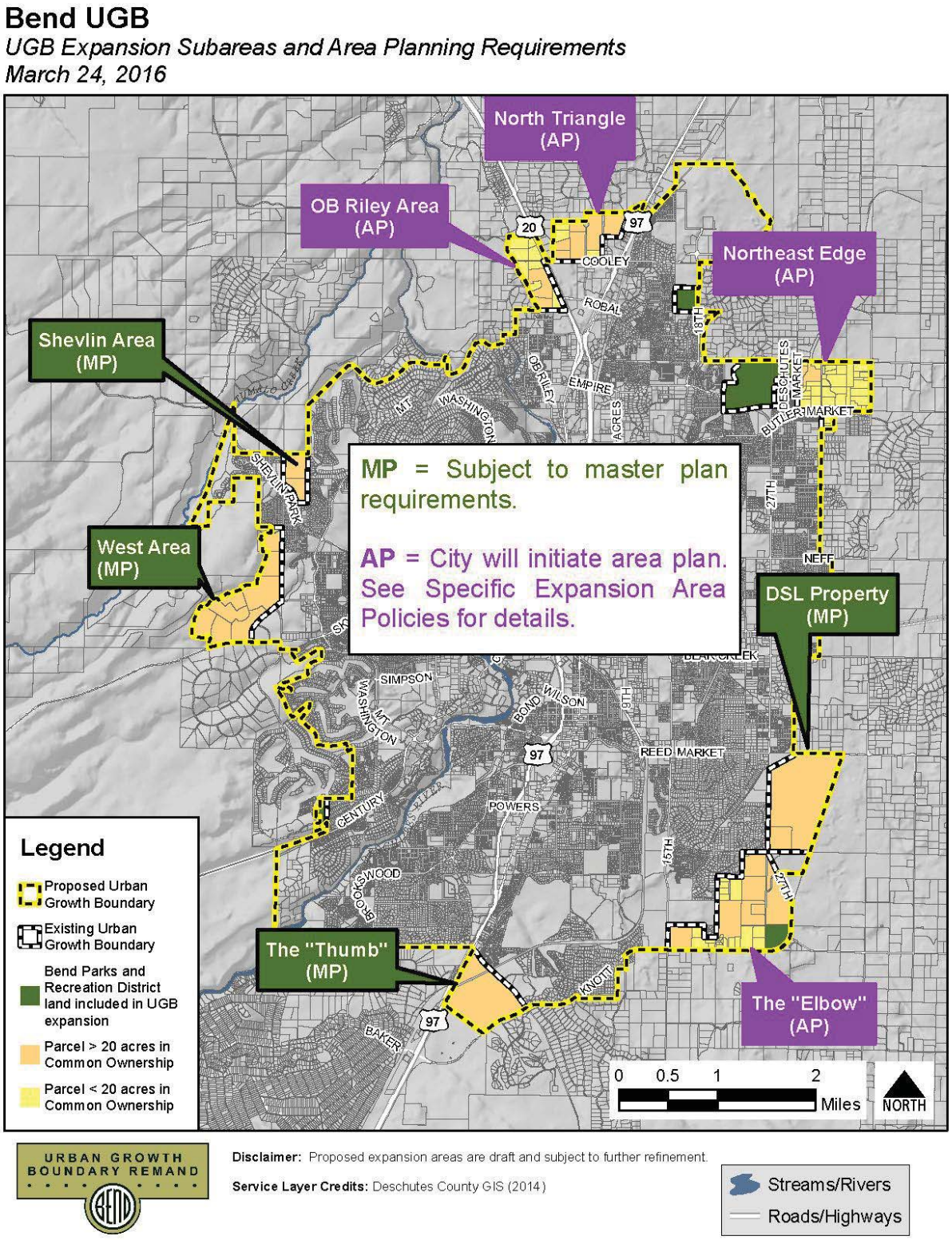
the social and economic consequences of bringing alternative expansion areas into its urban growth boundary.

Specific Expansion Area Policies

Area-specific policies for land added to the UGB established in 2016 are intended to guide the development of area plans (including Master Plans) for expansion areas (see Figure 11-4). These areas are also subject to policies in this Chapter regarding urbanization and annexation.

Comment: Figure 11-4 on the following page has been updated to reflect the Boundary TAC's recommendations from the previous meeting.

Figure 11-4: UGB Expansion Subareas Reference Map



Northeast – Butler Market Village:

Comment: New policy 11-55 reflects the Boundary TAC's direction to do area planning for all expansion areas, but to provide flexibility for annexation in the interim. The intent here is to require that the area plan address, at minimum, the physical basics: transportation, parks, and schools (hence the addition of policy 11-59). Infrastructure is addressed via Policy 11-42. The City sets the scope for the area plan, so there is opportunity to specify other items as well on a case by case basis. The specific area planning tool is not specified, except that it will be City-initiated.

Note that the same type of policy has been added for The Elbow, the North Triangle, and OB Riley Area for the same reasons.

11-55 The City will initiate an area plan for the Northeast – Butler Market Village area. The area plan will address policies 11-56 through 11-62. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-56 Within the area identified on Figure 11-4, the central planning concepts are to: create a new, complete community as a node that sets the stage for additional urban growth in the future; and increase the mix of housing and land uses in the area to increase the completeness of the existing neighborhoods inside the UGB.

11-57 This area shall provide for a mix of residential and commercial uses, including 233 gross acres of residential plan designations and 25 gross acres of commercial plan designations (including existing right of way).

11-58 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 188 gross acres of RS, 29 gross acres of RM, and 16 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 14 acres for an elementary school site, which may be designated PF if a site has been acquired by the School District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 1080 housing units, including at least 11% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

Comment: The additions to policy 11-58 are intended to provide two ways to keep land uses consistent with what will be adopted with the UGB if they are refined through an area plan: either keep the same gross acreages by plan designation, or get more creative with special plan districts, different combinations of plan designations, etc. that demonstrably achieve the same capacity and mix.

The issue of whether the multifamily requirement could be met through just duplex/triplex development, which was thought by some TAC members to provide a less affordable housing option than apartments, was discussed at length by the project team. The project team does not recommend setting a specific target for multifamily (4+ units) versus duplex/triplex for two main reasons: (1) the HNA does not define a separate housing need for multifamily versus duplex/triplex, so there is no basis to set a target in policy; and (2) it would create additional complexity and an area plan would not be able to ensure compliance without writing special rules.

Note that the same type of policy has been added for all subareas with multiple residential plan designations (i.e. all but the West and Shevlin) for the same reasons.

11-59 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land both inside and outside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-60 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-61 Coordination with Bend Parks and Recreation District is required in order to address provision of parks and/or trails within this area.

11-62 Coordination with Central Oregon Irrigation District is required in order to address circulation and access issues related to the existing canals in this area and to identify opportunities for trails to be co-located with canal easements or right of way.

DSL Property:

Comment: New policy 11-63 is intended to reinforce the requirement (which exists elsewhere, with or without this policy) for this area to be master planned, and to ensure it is clear that both these policies and the master plan standards apply. Both requirements are already addressed elsewhere in the chapter and/or in code, but the project team wanted to leave no room for doubt or misinterpretation.

Note that the same type of policy has been added for all subareas where master plans are required (i.e. West, Shevlin, and the Thumb as well as DSL).

11-63 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-64 through 11-72 below.

11-64 The overall planning concept for the DSL property as identified in Figure 11-4 is for a new complete community that accommodates a diverse mix of housing and employment uses, including the potential for a large-lot industrial site.

11-65 This area shall provide for a mix of residential and commercial uses, including 166 gross acres of residential plan designations, 60 gross acres of residential and/or public facility plan designations, 41 gross acres of commercial plan designations, and 95 gross acres of industrial plan designations, including one large-lot industrial site. (Gross acreages include existing right of way.)

11-66 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 198 gross acres of RS, 9 gross acres of RM, and 19 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 21 acres for an elementary school site and up to 35 acres of parks and public open space, which may be designated PF if land has been acquired by the school or park district at the time of the master plan. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 1130 housing units, including at least 12% single family attached housing and at least 38% multifamily and duplex/triplex housing types.

11-67 Subsequent planning for this area shall address preservation of at least 56 acres for a large lot industrial site in compliance with the policies in Chapter 6.

11-68 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-69 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-70 Coordination with other special districts and utility providers is required within this area.

11-71 Bat habitat should be mapped and protected from development, including a suitable buffer around any identified habitat areas in order to ensure their continued habitat value.

11-72 Trail connections should be provided along canal easements and through other open space wherever feasible.

The Elbow:

11-73 The City will initiate an area plan for the Elbow area. The area plan will address policies 11-74 through 11-81. Prior to completion of the area plan, annexations in this area must be a minimum of 40

contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-74 This area, as identified in Figure 11-4, is intended to provide for employment uses to take advantage of good transportation access on Knott Road and 27th and existing city streets (and future improved access with the Murphy Extension) with a mix of residential uses providing a compatible transition from the employment lands to existing neighborhoods to the west. This mix of uses is also intended to increase the completeness of the existing low density neighborhoods.

11-75 This area shall provide for a mix of residential, commercial and industrial uses, including 125 gross acres of residential plan designations, 73 gross acres of commercial plan designations, 191 gross acres of industrial/mixed employment plan designations, and 85 gross acres of public facilities.

11-76 In order to provide sufficient housing capacity, the residential plan designations shall include 80 acres of RS, 36 acres of RM, and 9 acres of RH. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 860 housing units, including at least 18% single family attached housing and at least 46% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-77 The alignment of a new collector street between 15th Avenue and 27th Avenue / Knott Road shall be determined in coordination with the City, consistent with the Transportation System Plan.

11-78 Subsequent planning for this subarea shall address funding for the Murphy Road extension from Brosterhous to 15th Avenue.

11-79 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land inside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-80 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area. Coordination with the School District is required to address provision of schools within the District's attendance area boundaries

11-81 Coordination with other special districts and utility providers is required within this area.

The Thumb:

11-82 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-83 through 11-87 below.

11-83 The planning concepts for the Thumb, which is depicted in Figure 11-4, include: a new complete community; provision of needed local commercial services to serve the Thumb and existing neighborhoods to the north; inclusion of industrial and other employment uses near the railroad line to take advantage of good proximity to Highway 97 and Knott Road, and, creation of an attractive southern gateway to Bend.

11-84 This area shall provide for a mix of residential and commercial uses, including 44 gross acres of residential plan designations, 87 gross acres of commercial plan designations, and 91 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-85 In order to provide sufficient housing capacity, the residential plan designations shall include 35 gross acres of RS, 7 gross acres of RM, and 2 gross acres of RH. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 300 housing units, including at least 15% single family attached housing and at least 36% multifamily and duplex/triplex housing types.

11-86 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-87 Coordination with other special districts and utility providers is required within this area.

West Area:

11-88 Master planning is required for this area. The master plan(s) must be consistent with both master plan standards in the development code and policies 11-89 through 11-94 below.

11-89 For the West Area, shown on Figure 11-4, the central planning concepts are to: provide a limited westward expansion that complements the pattern of complete communities that has begun with Northwest Crossing due to the existing concentration of schools, parks, commercial and employment lands; and create a transect from higher densities along Skyline Ranch Road to lower density and open space along the western edge of the new UGB which approaches National Forest land and park open spaces.

11-90 This area shall provide for a mix of residential and commercial uses, including 282 gross acres of residential plan designations, 8 acres of commercial plan designations, and 16 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-91 This area shall provide capacity for 800 housing units, including at least 9% single family attached housing and at least 21% multifamily housing types (including duplex and triplex).

Comment: New policy 11-92 is intended to capture the agreement for the West area and the property-by-property numbers and types of units it proposed so that it's clear what is expected if the property owners come in with separate master plans. It still allows for creation of an area plan covering the whole West area that would rearrange those units and comply with policy 11-91 instead.

11-92 In the absence of an approved area plan for this subarea as a whole, each property included in the 2016 UGB expansion in this subarea shall provide the number and mix of units specified below:

- Anderson Ranch (Swisher): 65 housing units, including at least 12 single family attached units.
- Rio Lobo (Day): 85 housing units, including at least 24 multifamily and/or duplex/triplex units.
- Miller Properties: 650 housing units, including at least 60 single family attached units and at least 142 multifamily and duplex/triplex units.

11-93 The master plan process shall be used to establish appropriate development regulations to implement the transect concept and RL plan designation densities within this area while providing for a mix of housing types and clustering developed areas to provide for open space preservation.

11-94 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and trails within this area.

Shevlin Area:

11-95 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-96 through 11-99 below.

11-96 The concepts for the Shevlin area, shown on Figure 11-4, are to promote efficient land use and neighborhood connectivity by filling in a "notch" in the prior UGB with compatible residential development; help complete adjacent neighborhoods with small, neighborhood-scale commercial services; and avoid development in sensitive areas nearer to Tumalo Creek.

11-97 This area shall provide for a mix of residential and commercial uses, including 60 gross acres of residential plan designations and 8 gross acres of commercial plan designations.

11-98 This area shall provide capacity for 200 housing units, including at least 10% single family attached housing and at least 21% multifamily and duplex/triplex housing types.

11-99 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

OB Riley area:

11-100 The City will initiate an area plan for the OB Riley area. The area plan will address policies 11-101 through 11-104. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-101 The OB Riley area, shown on Figure 11-4, is intended to provide for a mix of employment uses to take advantage of good transportation access, while also including residential uses to ensure a complete community and provide a transition to existing urban residential areas to the south. The OB Riley area will also provide an attractive northern gateway into Bend.

11-102 This area shall provide for a mix of residential and commercial uses, including 30 gross acres of residential plan designations, 52 gross acres of commercial plan designations, and 65 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-103 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 27 gross acres of RS and 3 gross acres of RM. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 140 housing units, including at least 9% single family attached housing and at least 22% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-104 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads.

11-105 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

North Triangle:

11-106 The City will initiate an area plan for the North Triangle area. The area plan will address policies 11-107 through 11-113. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation

and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-107 The concept for this area, shown on Figure 11-4, is to provide for a mix of uses, including residential development to balance the mix of employment uses in this area and provide a transition to existing rural residential areas to the north.

11-108 This area shall provide for a mix of residential and commercial uses, including 79 gross acres of residential plan designations, 45 gross acres of commercial plan designations, and 52 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-109 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 59 gross acres of RS, 15 gross acres of RM, and 5 gross acres of RH. The acreage of RM includes 3 to 4 acres for a neighborhood park site, which may be designated PF if a site has been acquired by the Bend Park and Recreation District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 460 housing units, including at least 14% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-110 Buffering measures are required between industrial uses and abutting residential within and adjacent to this area.

11-111 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads. Circulation plans for this area shall be coordinated with ODOT.

11-112 Coordination with the Bend Park and Recreation District is required to identify a suitable site for a neighborhood park within this area.

11-113 Coordination with other special districts and utility providers is required within this area.

Darcy Todd

From: Damian Syrnyk
Sent: Friday, April 01, 2016 3:21 PM
To: Darcy Todd
Cc: Cassie Walling
Subject: FW: Bend UGB Expansion - County Comment Letter
Attachments: Bend UGB Comment Letter - County Land Policies.Opportunity Area (April 1, 2016).pdf

Good afternoon, please also add this letter to the UGB remand record. Thanks, Damian

---

From: Nick Arnis
Sent: Friday, April 01, 2016 3:18 PM
To: Karen Swirsky <kswirsky@bendoregon.gov>; Wendy Robinson <wrobinson@bendoregon.gov>; Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: FW: Bend UGB Expansion - County Comment Letter

County letter that Nick spoke to in the UGB meeting –I told James we would meet next week to consider some options

---

From: James Lewis [mailto:James.Lewis@deschutes.org]
Sent: Friday, April 01, 2016 11:59 AM
To: Nick Arnis <narnis@bendoregon.gov>
Cc: Susan Ross <Susan.Ross@deschutes.org>
Subject: Bend UGB Expansion - County Comment Letter

Hi Nick:

Please see the attached comment letter – please forward it to staff as appropriate. Let me know if you have any questions.

Thanks, James

James.Lewis | Property Manager
Deschutes County Property and Facilities Department
Mailing: P.O. Box 6005 | Bend, Oregon 97708-6005
14 NW Kearney Avenue | Bend, Oregon
Tel: (541) 385-1414 | Fax: (541) 317-3168

Deschutes County encourages persons with disabilities to participate in all programs and activities. If you need accommodations to make participation in an event possible or to request this information in an alternate format, please contact us.

Property & Facilities Department
Susan C. Ross, Director

14 NW Kearney Street, Bend, OR
P.O. Box 6005, Bend, OR 97708-6005
(541) 388-6594 • Fax: (541) 317-3168
www.co.deschutes.or.us

April 1, 2016

City of Bend Growth Management Department
Nick Arnis, Director
709 NW Wall Street
Bend, OR 97701

RE: Deschutes County Comments on UGB Expansion Project.

Dear Nick:

I am writing regarding two issues related to the City's UGB Expansion Project. Please forward these comments to your staff as appropriate so that they can be made part of the formal record and considered by the applicable advisory groups.

The first has to do with the draft policies (Growth Management Chapter Updates) discussed at the Boundary and Growth Scenario Technical Advisory Committee meeting on Wednesday, March 30th - specifically *the Policies for Special Site Needs*, Policy 11-18.

I believe the intent of this policy as written is appropriate for inclusion in the Growth Management Chapter of the Comprehensive Plan, especially given the executed Letter of Intent between Deschutes County and Oregon State University-Cascades which gives the university the exclusive right to explore expansion of the existing campus onto the County property (the former Demolition Dump site). However, I believe there needs to be clarity in the policy (or perhaps an additional policy) indicating that the County property is not limited solely to/for use by the university. Perhaps, in addition to the policy reference for potential expansion of the university onto County land, there could be a reference to the Mixed Use designation contemplated for the County property by the forthcoming Central Westside Plan. My concern is that, in the future, the current draft policy could be interpreted as limiting the County property solely for university use(s).

The second issue has to do with the boundary of the Central West Side/Century Drive Opportunity Area as related to the County owned property lying adjacent to/north of Simpson Avenue. Although Figure 11-1 of the Growth Management Chapter shows this property as being included, it is my understanding that the Central Westside Plan that is being developed by the City includes a specific map showing the Opportunity Area boundary that excludes the aforementioned property (which is anticipated as being designated "Compact Neighborhood" on the Central Westside Plan). Through this letter, we are formally requesting that the County property lying along the north side of Simpson Avenue be included in the Opportunity Area boundary as is the County property south of Simpson Avenue. If not included, this would be the only vacant, readily developable land intended for higher density development on Bend's west

side that would be left out. Lastly, to leave this property out of the Opportunity Area would be inconsistent with other proposed goals and policies in the Growth Management Chapter.

Thank you for consideration of these comments. Again, please include these comments into the record on this matter and forward to staff and advisory committees as appropriate. If you have any questions, please feel free to contact me at 541-385-1414 or, james.lewis@deschutes.org.

Sincerely,



James J. Lewis, Property Manager
Deschutes County

Darcy Todd

From: Damian Syrnyk
Sent: Tuesday, March 29, 2016 8:49 AM
To: Cassie Walling; Darcy Todd
Subject: FW: Comments for TAC meeting
Attachments: Memo on Growth Management, jrr,3-23-2016.docx

For the UGB record – I've got a two more documents coming your way this morning. Thanks, Damian

---

From: Damian Syrnyk
Sent: Monday, March 28, 2016 2:48 PM
To: Joe Dills <jdills@angeloplanning.com>; Brian Rankin <brankin@bendoregon.gov>
Subject: FW: Comments for TAC meeting

Boundary TAC Members, please find enclosed some comments from John Russell.

Thanks, Damian

CITY OF BEND

Damian Syrnyk, AICP | Senior Planner
O: 541-312-4919 |

From: RUSSELL John [mailto:john.russell@state.or.us]
Sent: Wednesday, March 23, 2016 3:41 PM
To: Brian Rankin <brankin@bendoregon.gov>; Damian Syrnyk <dsyrnyk@bendoregon.gov>
Subject: Comments for TAC meeting

Brian and Damian:

Attached is a memo with my comments on the materials distributed last week. I think I can see the end of the tunnel. See you next week.

Thanks,
jr

John R. Russell
Principal Real Property Planner
Oregon Department of State Lands
775 Summer St. NE Ste 100
Salem, Oregon 97301
503-986-5281

MEMORANDUM

TO: Brian Rankin, Damian Syrnyk

FROM: John Russell

SUBJECT: Comments for March 30 Boundary Scenarios TAC

DATE: March 23, 2016

I have completed reviewing the Growth Management Chapter that was distributed and partially discussed at the TAC meeting last week. I have also reread the March 10 memo on "Approach to Comprehensive Plan Designations and Planning for Expansion Areas". I offer the following comments.

Growth Management

1. I attended the joint Residential/Employment TAC meeting last week. There was significant discussion about whether a goal or policy addressing affordability should be included in the Growth Management Chapter. I will not suggest specific language or location for such a statement, but I agree such a goal would be useful and consistent with Goal 14.
2. **Policy 11-19**. This specifically addresses the need to prepare regulations for sites meeting a "special site need". Large lot industrial is such a site, and they are located only on the City-owned Juniper Ridge site, and the DSL site. I strongly encourage that the City adopt a large lot zone consistent with the zone prepared through the Regional Large Lot Industrial Analysis (aka Regional Economic Opportunity Analysis) for the three county area of Central Oregon. The painstaking work that went into that analysis recognized the need to preserve large lots for quite some time to allow the market to function. It also recognized the nature of the market that sites should not be required to be held in perpetuity if there is no movement. The solution to this balance was placing a ten year term in which the large lot could not be divided, thus providing ample opportunity for the market to function. Following that ten year term, the restriction on dividing the site is lifted. The City should adopt the same provision in its large lot zone so as to no unnecessarily burden property for an unknown period.
3. **Policy 11-27**. Suggest the second sentence be revised to read: The City will set appropriate standards in the Development Code for housing mix, *affordability* and density for master plans in each residential zone/plan designation.
4. **Policy 11-41.** This section should specifically identify the four areas the TAC discussed last week that are *not* in single ownership, consistent with the TAC discussion.
5. **Policy 11-63**. This section specifically addresses the DSL site, setting specific standards for the Master Plan. It notes *98 acres of industrial plan designations*. This would include the large lot designation, but it is unclear what other types there are. For example does this include Mixed Employment? Some clarity would help explain the language. For example, policy 11-72 addressing The Elbow notes *179 acres of industrial/mixed employment plan designations*, and the language in policy 11-79 addressing The Thumb state *91 acres of industrial/mixed*

employment plan designations. It would be much more clear if the language on the DSL site was consistent with these other areas.

6. **Policy 11-65**. This section cites *"at least 56 acres for a large lot industrial site in compliance with the policies in Chapter 6.* This should read **50** acres, as has been consistently discussed for a year or more (56 acres is a 12% increase on a parcel that may sit fallow for ten years). Since policy 11-63 notes 98 acres total, no other changes would be required to correct this error. Also, it is unclear what the policies are in Chapter 6 that must be met.
7. **Policy 11-92**. The last sentence, addressing that the OB Riley area will provide an attractive northern gateway to Bend reads much more like a goal than a policy.

<u>Growth Management Memorandum</u>

1. Master Plans are an existing tool, and are required pre-development, but not necessarily pre-annexation. I think the description should clarify this in light of last week's discussion.
2. The discussion on pre-annexation concept plans should address a level of specificity approaching that of the Master Plan.
3. Following the TAC recommendations, my understanding was that there will only be the Level 3 option: i.e. required area planning. This language needs to be modified (which presumably you are doing).

Thank you for the opportunity to comment. I look forward to the discussion next week and fervently hope it is the TAC's last meeting. Presumably my fellow committee members feel the same!

Darcy Todd

From: Damian Syrnyk
Sent: Tuesday, March 29, 2016 8:50 AM
To: Cassie Walling; Darcy Todd
Subject: FW: FW: Draft changes to Housing and Urbanization chapters
Attachments: UGB Boundary TAC letter 3.28.16.pdf

For the UGB record, Thanks, DAmian

From: Damian Syrnyk
Sent: Tuesday, March 29, 2016 8:42 AM
To: Joe Dills <jdills@angeloplanning.com>; Brian Rankin <brankin@bendoregon.gov>
Cc: Becky Hewitt <rhewitt@angeloplanning.com>; Mary Dorman <mdorman@angeloplanning.com>; Andrew Parish (aparish@angeloplanning.com) <aparish@angeloplanning.com>; Anne Aurand <aaurand@bendoregon.gov>; Brian Meece <brian@REALoregon.com>; Carolyn Eagan <ceagan@bendoregon.gov>; charley@mlumber.com; Colin Stephens <cstephens@bendoregon.gov>; dale@brooksresources.com; Damian Syrnyk <dsyrnyk@bendoregon.gov>; Ellen Grover <ehg@karnopp.com>; Eric King <eking@bendoregon.gov>; Gary Firestone <gfirestone@bendoregon.gov>; Gary Timm <garytimm7@gmail.com>; James.R.Bryant@odot.state.or.us; John Dotson (john@dotsoncamera.com) <john@dotsoncamera.com>; John Russell <john.russell@state.or.us>; Jon Skidmore <jskidmore@bendoregon.gov>; Justin Finestone <jfinestone@bendoregon.gov>; Karen Swirsky <kswirsky@bendoregon.gov>; Mary Winters <mwinters@bendoregon.gov>; mike@envirocenter.org; Nick Arnis <narnis@bendoregon.gov>; Nick Lelack <nickl@co.deschutes.or.us>; Patrick Griffiths <pgriffiths@bendoregon.gov>; Pauline Hardie <phardie@bendoregon.gov>; pdewey@bendcable.com; Peter Carlson <pcarlson@carlsonsign.com>; price@bendcpa.com; robinvora1@gmail.com; Robyn Christie <rchristie@bendoregon.gov>; rocklandd@gmail.com; rross@compasscommercial.com; rtomcho@tennantdevelopments.com; Russell Grayson <rgrayson@bendoregon.gov>; Ruth Williamson <rwillbend@gmail.com>; Scott Edelman <scott.edelman@state.or.us>; shultberg@radlerwhite.com; smith@bljlawyers.com; susanebrody@gmail.com; Toby Bayard <tobybayard@hotmail.com>; Tom Hickmann <thickmann@bendoregon.gov>; Tom Kemper - Housing Works (tkemper@housing-works.org) <tkemper@housing-works.org>; Tyler Deke <tdeke@bendoregon.gov>; Wendy Robinson <wrobinson@bendoregon.gov>
Subject: FW: FW: Draft changes to Housing and Urbanization chapters

Boundary TAC members,

Please see the enclosed email from Kirk Schueler, and his attached letter. We will also have copies for you at tomorrow's meeting.

Thanks, Damian

CITY OF BEND
Damian Syrnyk, AICP | Senior Planner
O: 541-312-4919 |

From: Kirk Schueler [mailto:kirkeschueler@gmail.com]
Sent: Monday, March 28, 2016 8:56 PM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>

Cc: Joe Dills <jdills@angeloplanning.com>; Brian Rankin <brankin@bendoregon.gov>
Subject: Re: FW: Draft changes to Housing and Urbanization chapters

Damian

I will not be able to attend the upcoming Boundary TAC meeting. I have attached a letter that I would like to have included in the record, and made available to the committee members in advance of their meeting on the 30th. Thanks.

Kirk Schueler
Schueler Consulting Services LLC
541-480-1955
144 NW Vicksburg Avenue
Bend, OR 97703

On Mon, Mar 21, 2016 at 1:02 PM, Damian Syrnyk <dsyrnyk@bendoregon.gov> wrote:

> Residential TAC members, I'm forwarding on some draft changes to the Housing Chapter from Al Johnson, along with a reminder that we have comments – so far – from three members of the TAC. Please send any comments to my attention.
>
> Thanks, Damian
>
> CITY OF BEND
> Damian Syrnyk, AICP | Senior Planner
> O: 541-312-4919 |
>
> **From:** Al Johnson [mailto:alj250@gmail.com]
> **Sent:** Monday, March 21, 2016 8:38 AM
> **To:** Damian Syrnyk <dsyrnyk@bendoregon.gov>; Brian Rankin <brankin@bendoregon.gov>
> **Subject:** Draft changes to Housing and Urbanization chapters
>
> Good morning, gents:

Here's what I've come up with. Will be in Portland for a couple of days but will have my laptop with me. Don asked to have "affordability" defined, which I think is a good idea. May want to put it in a footnote instead of parentheses.

Housing Chapter:

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 and the related Needed Housing Statute require Oregon cities to maintain adequate supplies of properly planned and zoned lands to meet their identified housing needs. This may require expanding an urban growth boundary. That process is governed by other statutes and goals, and by the Urbanization chapter of this plan.

Goal 10 **and related statutes require** 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" (A primary indicator of affordability is whether a household is paying more than 30% of its income, including utilities, rent, mortgage payments, interest and insurance, and is therefore experiencing housing "cost burden" under federal housing guidelines. Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is "commensurate with the financial capabilities" of all Oregon households.)** 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,

Urbanization Chapter:

General UGB Expansion Policies

11-56 The city will consider the relative ability of proposed expansion areas to address the city's affordable housing needs in balancing the social and economic consequences of bringing alternative expansion areas into its urban growth boundary.

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March 28, 2016

Sharon Smith, Co-Chair
Mike Riley, Co-Chair
UGB Boundary and Growth Scenarios Technical Advisory Committee
City of Bend
710 NW Wall Street
Bend, OR 97701

Dear Co-Chairs Smith and Riley:

In the docket materials for the March 30, 2016 meeting of the Boundary and Growth Technical Advisory Committee is a proposed new policy in the Growth Management chapter that concerns me. The following paragraph is included in the docket at page 5 of 46 that provides some history of how this new policy came to be added.

Affordable Housing

As a follow up to discussion at the joint Residential and Employment TAC meeting on March 17th, several members of those committees submitted comments to TAC chairs Al Johnson and Jade Mayer, via City staff, with their thoughts on including additional text and/or policies regarding affordable housing in the Growth Management chapter. Al Johnson has proposed one new policy for inclusion in the Growth Management chapter, in the General UGB Expansion Policies Section). This policy has been added to the updated draft of the Growth Management chapter for consideration by the Boundary TAC (see new policy 11-54, pages 21-22). Note that, like the other policies in that section, it is guiding to future UGB expansions rather than follow-up planning for the current expansion areas.

I fear that this paragraph might leave your committee members thinking that there were no concerns with the inclusion of the new policy. As a member of the Residential TAC, I submitted a letter to Damian Syrnyk, for distribution to Al Johnson and Jade Mayer, which expressed my concerns with its inclusion. I am not knowledgeable as to the content or position of any other emails that may have been submitted in response to Al's proposed changes to the Housing chapter and the Growth Management chapter (I had no concerns over his proposed changes to the Housing chapter).

The new proposed policy in question is as follows:



Growth Management DRAFT | March 25, 2016

11-54 The city will consider the relative ability of proposed expansion areas to address the city's affordable housing needs in balancing the social and economic consequences of bringing alternative expansion areas into its urban growth boundary.

In language proposed by Al to the Housing chapter, he appropriately states that Goal 10 (Housing) and the related Needed Housing Statute require Bend to maintain adequate supplies of properly planned and zoned land to meet its identified needs. Accordingly, the current UGB proposal has incorporated many provisions and assumptions

intended to meet those identified needs, including affordable housing. A good example is the adoption of a housing mix that will lead to the development of significantly more multi-family housing units compared to historical trends.

I am trying to imagine how a policy like this will play out in a future UGB expansion. If the City approaches a future expansion as it has the current efforts, I would assume that the proposed expansion would include "properly planned and zoned land to meet the housing needs". Therefore, whatever land that got included in a future expansion would by definition meet the housing need. The part that concerns me is what criteria might be used for evaluating "relative ability .... to address the city's affordable housing needs". Since affordability has some relationship with cost of development, does that mean the expansion should focus on low value land close to the sewer plant? Affordable housing is an economic problem, ultimately addressed with economic resources being directed at the problem. I believe the adoption of the proposed policy 11-54 will create unclear criteria and in the end be ineffective at addressing affordable housing.

Lastly, Policy 11-52 suggests that the City should expand the UGB in a geographically disperse manner. Policy 11-53 compels the City to plan expansion lands to be " more complete" neighborhoods by diversifying the housing mix. In my opinion the Growth Management chapter already includes the necessary policies to address housing need without the proposed policy 11-54.

I will be unable to attend your upcoming committee meeting to provide any testimony. Due to its unclear direction and possible unintended consequences, my recommendation is to not adopt this new policy.

Sincerely,



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

CC: Brian Rankin, City of Bend
Victor Chudowsky, Chair, UGB Steering Committee

Darcy Todd

From: Damian Syrnyk
Sent: Tuesday, March 29, 2016 8:49 AM
To: Cassie Walling; Darcy Todd
Subject: FW: Draft suggestions - noted in yellow highlight
Attachments: BendUGB_GrowthManagementChapter_post-TACrevisions_032516_clean.docx (00669211-2xB6300).docx

For the UGB record. Thanks, Damian

From: Damian Syrnyk
Sent: Tuesday, March 29, 2016 8:41 AM
To: Joe Dills <jdills@angeloplanning.com>; Brian Rankin <brankin@bendoregon.gov>
Subject: FW: Draft suggestions - noted in yellow highlight

Boundary TAC member, you will find Sharon's comments on the Growth Management chapter enclosed. We will have copies for you at tomorrow's meeting.

Thanks, Damian

CITY OF BEND
Damian Syrnyk, AICP | Senior Planner
O: 541-312-4919 |

From: Sharon Smith [mailto:smith@bljlawyers.com]
Sent: Monday, March 28, 2016 5:34 PM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>
Cc: Brian Rankin <brankin@bendoregon.gov>; Joe Dills <jdills@angeloplanning.com>
Subject: Draft suggestions - noted in yellow highlight

Damian,

Sorry I couldn't get this to you sooner. I have shown my suggestions in yellow highlight.

Sharon

Sharon R. Smith Attorney & Shareholder
E smith@bljlawyers.com | P 541-382-4331 | F 541-389-3386 | 591 SW Mill View Way, Bend, OR 97702 | www.bljlawyers.com

BLJ BRYANT, LOVLIEN & JARVIS

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Chapter 11: Growth Management









Adopted Amendments

(insert table // quick table)

EFFECTIVE DATE	ORD #	CHANGES

BACKGROUND

Legal Context and Supporting Documents

Statewide Planning Goal 14 requires that cities establish and maintain Urban Growth Boundaries (UGBs) to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The goal's purpose is: "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside UGBs, to ensure efficient use of land, and to provide for livable communities".[1]

Like the statewide goal, Bend's growth management planning, goals and policies are comprehensive. The City plans for how much and what types of land are needed for future growth and what the form of new development should be to ensure a livable community and enhance Bend's high quality of life.

Bend's Urbanization Report documents: (1) the capacity of land inside the UGB to accommodate growth, including measures intended to result in efficient use of land; and (2) the City's evaluation of potential locations for UGB expansions and the consideration of the four Goal 14 factors in reaching a proposed UGB expansion. The Urbanization Report is focused primarily on the legal and technical aspects of growth management in Bend. The Urbanization Report for growth to 2028 is adopted and incorporated as Appendix X of the Comprehensive Plan.

Bend's Urban Form Report describes the physical form of the city. Urban form provides a way to understand the relationships between land uses and between the natural and built environments that give meaning to the legal exercise of planning for growth within and expansions of the city. Urban form encompasses the physical shape and design of the city. The layout of Bend's streets, the location and design of homes and businesses, and the distances between destinations all affect the quality of life for residents and visitors. Urban form influences land values; where residents live, work, shop and relax; everyday travel choices; and whether commute trips can be made by walking or biking, using transit, or driving. Bend's urban form also directly affects natural systems such as air and water quality, wildfire risk, health, and diversity of plants and wildlife. The Urban Form Report is a non-regulatory document that supports the goals and policies in this chapter of the Comprehensive Plan. It is adopted as Appendix Y of the Comprehensive Plan.

Community Context

Bend's identity and unique urban form stem from the city's regional context, beautiful natural setting, and growth over approximately 100 years. Bend is the largest urban area in Oregon east of the Cascade Mountains. The city is uniquely situated between the Cascade Mountain Range and Deschutes National Forest to the west, and high desert plains to the east. Bend's varied topography and abundant natural features are

[1] OAR 660-015-0000(14)

major influences in its existing urban form and identity as a city. In many ways, the city's rapid growth is a direct result of its natural and scenic resources and proximity to the outdoors. The city's physical and visual access to Mt. Bachelor, the Three Sisters, the buttes within the city (such as Awbrey Butte and Pilot Butte), Deschutes River, and Tumalo Creek provide defining contextual elements of the city's urban environment and community identity.

Bend's location in the high desert also means that the community is susceptible to wildfires. While wildfire risk and hazard have had only a modest impact on the city's urban form historically, as the city expands further into the Wildland-Urban Interface, strategies to minimize and mitigate wildfire hazard will become increasingly important (see Chapter 10 for more about wildfire risk and hazard).

Comment: The proposed additional background language above is intended as a brief way of introducing the topic of wildfire, which will be addressed more thoroughly through new text in Chapter 10 (Natural Forces).

In the built environment, key transportation facilities such as Highway 97 and Highway 20 as well as freight rail lines connect Bend with other major regional destinations but also create barriers to pedestrian and habitat connectivity, and shape an auto-oriented urban form along the adjacent land. Bend's trail system, on the other hand, is essential to creating connected neighborhoods because it provides recreation opportunities and active transportation options, and contributes to the economic vitality of the community. Its parks provide places to play, connect, and socialize; access to nature; and natural system functions.

The city's historic development patterns, including the historic downtown and adjacent neighborhoods, which were developed in the late 19th and early 20th centuries, create a vibrant core with a gridded street system and short block lengths that provide a pedestrian-oriented setting as well as iconic public spaces such as Drake Park. Later development through the mid- to late-20th century produced quiet, generally low-density suburban neighborhoods with winding streets, and busy commercial corridors along major roads. As the lumber and farming industries waned in importance and tourism and recreation grew, the nature of employment areas shifted, with the beginnings of redevelopment within the city's urban core, such as the Old Mill District.

Today, Bend is a city in transition. In the first two decades since 2000, Bend is increasingly becoming less of a town and more of a small *city*, as evidenced by:

- A 2016 resident population of over 80,000, expected to grow to over 115,000 by 2028;
- A growing role as the regional economic center for Central Oregon;
- Recent rapid growth - the 7th fastest growing metro area in the country in 2015;
- A resident plus visitor population that swells to over 100,000 (2016) at the height of the summer tourism season;

- A prosperous downtown with 3-4 story mixed use development and structured parking;
- The success of Northwest Crossing, where traditional neighborhood development, convenient access to shops, parks, schools, and trails, as well as pedestrian friendly streetscapes are central to the development concept;
- New development, redevelopment, and adaptive re-use in the Mill District, employment lands north of Century Drive, and other industrial and mixed-employment lands throughout the City;
- A significant growth in transit ridership since fixed route service was established in 2007;
- Oregon State University's decision to establish the 4-year Cascades Campus in Bend;
- Public planning and investments in key infrastructure (e.g. the citywide sewer system) and urban amenities (e.g. Drake and Shevlin Parks, recreational amenities such as the Ice Skating Pavilion and reconstructed white water park on the Deschutes River, and Healy Bridge, to name a few);
- Housing affordability challenges; and
- The growth of the "makers" economy, such as craft brewing.

Bend's growth management strategies are intended to help make the transition described above from small town to city and contribute to maintaining Bend's livability and desirability as the city grows and evolves.

Complete Communities

Key Ingredients

Complete communities have varied housing options and many of the essential services and amenities needed for daily living, including quality public schools, parks and open spaces, shops and services, all within a convenient walking or biking distance. Complete communities should also have convenient access to public transportation and employment areas.

Community Priorities

In Bend, and across the nation, residents and local officials are increasingly making walkability, mixed use and access to amenities a high priority. This trend will spur the growth and redevelopment of areas within Bend that are walkable and have many amenities and services close by. Research indicates that walkable and mixed use communities have higher property values, more opportunities for affordable housing, and also support enhanced bike, pedestrian, and transit use. An increased interest in complete communities is also expected to heighten demand for thoughtfully planned neighborhoods and employment districts in expansion areas where uses are knit

together and accessible by a variety of travel modes. As land prices increase and demographic shifts increase demand and need for a greater variety of housing options, densities are expected to increase in newly-built neighborhoods and through modest amounts of infill and redevelopment in existing neighborhoods.

Urban Form Typologies

Urban form "typologies" are used in Bend's growth management planning to provide a standardized system for organizing and classifying different development patterns around the city. The typologies help capture the current mixture of land uses and create a palette to describe the desired future urban form of Bend; however, they are intended to be descriptive rather than regulatory.

The typologies are broadly organized into Centers and Corridors, Employment Districts, and Neighborhoods. These are summarized in brief below. For additional description of the typologies and how they were developed, see the Urban Form Report in Appendix Y.

Centers and Corridors

Bend's commercial areas take the form of one of two general shapes: (1) Centers, which are focal areas of commercial or mixed uses at an intersection, or contained within one to three blocks; or (2) Corridors, which follow a distinctly linear shape of commercial uses, typically along a busy street. The Centers and Corridor typologies vary in the intensity of commercial development and also the scale of area they serve. There are four different types of commercial centers and corridor typologies in Bend, summarized below. Centers and corridors include pedestrian-oriented and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors.

Center or Corridor Type	Characteristics
Urban Mixed Use Center	Serve the entire city/region Hubs of commercial, employment, and community services Relatively high development densities
Major Commercial Corridor	Located along transportation routes Primarily commercial uses that thrive on high visibility and accessibility May include mixed-use development
Community Commercial Center or Corridor	Serve surrounding neighborhoods Provide a range of retail, service, and/or office uses, and may include mixed-use development
Local Community Center or Corridor	Smaller centers or corridors with small-scale retail and local services Generally surrounded by neighborhoods May include mixed-use development

Employment Districts

Employment Districts are areas where the predominant uses are offices or industrial uses. Retail may be present but is a relatively minor use. Bend's Employment Districts support a diverse range of jobs and industries, and vary mainly in their primary function and the mix of employment uses. There are four different typologies of Employment Districts in Bend, summarized below. Employment Districts include pedestrian-oriented

and transit-supportive design within the Central Core, Opportunity Areas, and transit corridors, and where noted below.

Employment District Type	Characteristics
Institutional	Educational institutions and campuses such as Central Oregon Community College and Oregon State University Typically pedestrian-oriented and transit-supportive
Medical Center	Focused on uses including hospitals, medical offices, and other related facilities, such as St. Charles Medical Center and the surrounding uses Residential uses are generally limited to group homes with some multi-family development
Industrial or Professional Office	Uses include manufacturing, industrial and office uses Typically auto-oriented with large parking areas Few or no residential uses
Mixed Employment	Mix of retail and community services, office uses, manufacturing and light industrial uses such as creative and flexible work spaces May include mixed-use development

Neighborhoods

Neighborhood typologies are based on a range of factors including mix of housing types, permitted density (dwelling units per acre), block layout, connectivity and proximity to amenities such as parks and schools. Bend has a wide variety of neighborhoods. Five existing neighborhood typologies have been identified, and are summarized below. Neighborhoods may include pedestrian-oriented design, and can be transit-supportive where transit is available or planned.

Neighborhood Type	Characteristics
Historic	Close association with the early development of Bend, such as Drake Park Historic District Historic buildings and architecture with unique cultural or historic value Neighborhood streets in a grid pattern
Traditional	Typically developed with a grid street pattern Some mix of housing types, but moderate overall densities Often have commercial nodes or corridors within walking distance May be older neighborhoods such as Bend's "Midtown" and inner west neighborhoods or new development such as Northwest Crossing
Mixed Suburban	Moderate residential densities with a mix of housing types, including some multifamily, duplex/triplex and/or single family attached housing Local street patterns may be meandering rather than a grid layout

Neighborhood Type	Characteristics
Single Family Suburban	Largely single family detached homes at low to moderate densities Local street patterns may be meandering rather than a grid layout
Large Lot	Primarily single family detached homes on large lots Local streets often winding to follow natural features with long driveways or private drives

Providing for Forecast Growth

Comment: This section is intended to provide some context to support later policies related to minimum densities for master plan areas and other capacity-related policies.

The City is required to provide enough suitable land to accommodate 20-year land needs each time the UGB is evaluated in order to meet the requirements of Goals 9 and 10 for Employment and Housing land, respectively. As noted at the beginning of this Chapter, Bend's Urbanization Report presents an analysis of where and how Bend's future growth will be accommodated through growth on vacant land, infill/redevelopment, and UGB expansion. In order to ensure that the City's available land can accommodate the growth projected, the City has adopted "efficiency measures" in the Development Code, which are supported by policies in this Chapter as well as the Housing and Employment Chapters. Key components of the efficiency measures include minimum densities for each urban residential plan designation (and the corresponding zoning district), increased minimum densities for large master plan sites, and eliminating barriers to efficient development, such as overly restrictive lot size requirements in medium- and high-density zones.

Opportunity Areas

During the UGB Remand planning process (2014 to 2016), the City evaluated the efficient use of existing urban land through the lens of "opportunity areas". Opportunity areas are locations within the City that are appropriate to focus new growth due to their location, zoning (existing or planned), amount of vacant or underdeveloped land, and/or proximity to urban services. Each opportunity area will serve a unique role in the City's future – some are vacant land and will develop primarily through private sector initiative; others are redevelopment opportunities and will require a partnership of private sector investment and City support or investment.

Bend's opportunity areas are summarized below – please see the Urbanization Report for more detailed descriptions of the opportunity areas.

- Bend Central Multimodal Mixed Use Area – opportunity for the 3rd Street commercial strip to transition to a mixed use corridor
- East Downtown – long term opportunity for an extension of the downtown

- Century Drive Area – a key part of the Central Westside Plan, the siting of OSU's new four-year Cascades campus offers an opportunity to create a new mixed use center anchored and supported by the new institutional employment district.
- KorPine – opportunity to transform an industrial area into a vibrant urban mixed use district
- Inner Highway 20 / Greenwood Ave – opportunity to shift to a more walkable mixed use corridor
- Juniper Ridge – opportunity for a future industrial and professional office employment district
- 15th Street Ward Property – As the largest vacant residentially-designated property in Bend, this area offers an opportunity to create a new complete neighborhood including a local commercial center, a variety of housing options, parks and a school
- COID Property – long term opportunity for a new neighborhood adjacent to the Deschutes River [COMMENT – Wasn't this reduced in development potential due to the view easement?]
- River Rim – opportunity for an environmentally-sensitive new neighborhood adjacent to the Deschutes River

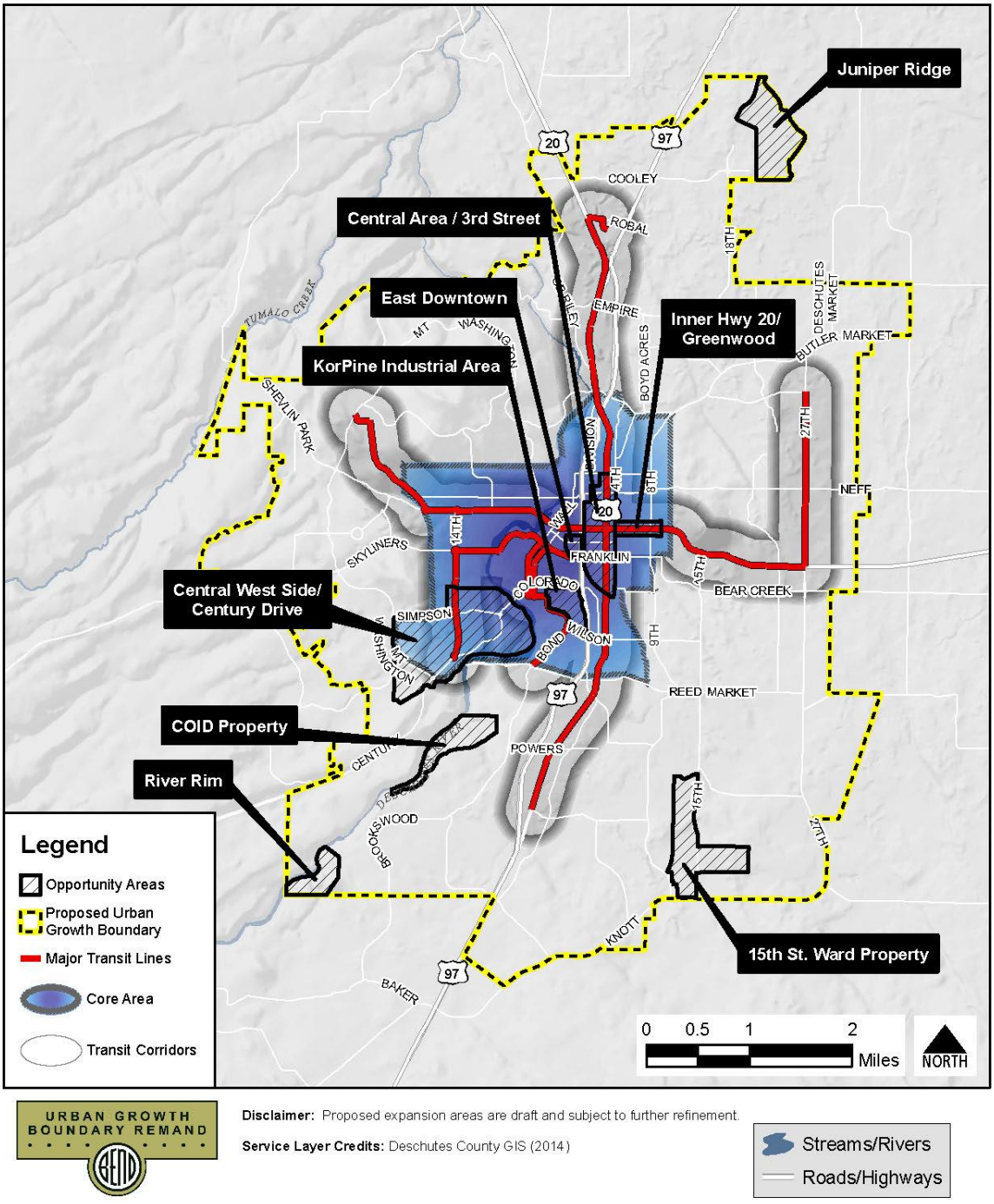
Comment: The River Rim opportunity area was inadvertently left off of the initial list of opportunity areas because no map amendments are proposed for that area.

The Opportunity Areas are shown on Figure 11-1.

Figure 11-1: Core Area, Transit Corridors, and Opportunity Areas

Bend UGB

Core Area, Transit Corridors, and Opportunity Areas
March 10, 2016



Bend's Central Core

Bend Central Core is a uniquely livable part of the city. The central core offers proximity to downtown, the Deschutes River, Mirror Pond, Juniper Park, many other smaller parks, and a variety of regional destinations; a walkable street grid; neighborhoods with historic character; successful small neighborhood centers and corridors (2nd and 4th Streets, 8th and 9th Streets, Newport Avenue, Galveston Avenue, SW 14th Street); access to a high concentration of jobs by a variety of modes; and transit service. This blend of the "D" Variables (Density, Diversity, Design, and Destinations) is the foundation of the area's livability and an important influence on travel behavior.

As described in Bend's Integrated Land Use and Transportation Plan, national research has shown that the "D" variables are highly influential on how much walking, biking, transit use, and linking of trips occurs – which reduces the need to drive.[2] This is important because the availability of transportation choices contributes to Bend's overall livability. It is also important because state law requires the City to reduce the reliance of the automobile. During the UGB Remand process (2014-2016), the City modelled vehicle miles traveled (VMT) per capita throughout the urban area under different growth scenarios as in indicator (required by the state) of reliance on the automobile. Predictably, the Central Core showed the lowest levels of VMT per capita, and the highest potential for "moving the needle" toward relatively less VMT per capita through infill and redevelopment to focus growth and further increase the density and diversity of uses in this area.

For all of the reasons described above, the Central Core is considered a particularly important part of the City's growth management efforts. The success of Bend's transition to more of an urban community will follow the continued growth, in appropriate areas, of the Central Core. It is important to note that placing a priority on growth within the Central Core does not mean that all areas should redevelop. In this context, "appropriate areas" means development and redevelopment on vacant lands, underutilized lands, and where development is designed to be compatible with adjacent, stable areas.

The Central Core area is shown on Figure 11-1. The "boundary" on this figure is illustrative only. The Central Core is a planning concept – it's applicability to specific development and policy implementation needs to be interpreted on a case-by-case basis.

"Growing up" in appropriate areas within the Central Core, as well as transit corridors and opportunity areas, is a goal for Bend because these areas already have (or will have) the base infrastructure, population density, and urban amenity "completeness" that is needed for their success. They offer the best opportunities to reverse the growth of vehicle miles traveled per capita and increase walking, biking, transit, and linked trips by automobiles.

[2] See Bend Integrated Land Use and Transportation Plan, _____, 2016, page ___.

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Urban Form Diagram

Figure 11-2 provides an illustrative future urban form diagram for the City of Bend. [Note: this map will be provided with the final version of the chapter. A draft will be provided at the TAC meetings.] This diagram is not intended to be regulatory in nature. Rather, it is a visual tool that captures the city's growth concept and its intentions for expansion areas as well as infill and redevelopment areas.

Area Planning Tools

Comment: This section has been greatly simplified to remove the descriptions of each type of area plan and focus on defining the term "area plan" itself and providing some context for what range of tools is included.

The City has a number of tools and processes available to refine planning for specific areas. They include master plans, a development review tool used to guide the development of larger properties; and City-initiated planning efforts for specific geographic areas, such as refinement plans and special planned districts. (Additional area planning tools may be developed in the future to respond to specific needs.) In this chapter, the term "Area Plans" is used to encompass the full range of tools available for refinement of land uses, infrastructure and public facilities, and development regulations for specific geographic areas. Area planning can also be used as a tool for new growth in expansion areas to ensure that development is coordinated and efficient. Several types of area planning tools are described in the development code. Policies guiding area planning generally and master plans in particular are provided in the policy section of this Chapter.

Goals

A policy should be added to Chapter 1 (or the Preface) that says:

The Goals stated within this Comprehensive Plan are intended to be guiding and aspirational; they are not regulatory policies. The Policies in the Comprehensive Plan are [sometimes]regulatory and are used as the basis for determining "consistency with the Comprehensive Plan", when specified by the development code.

The following goal statements describe the future urban form and growth aspirations of the community and serve as the foundation for policy statements in this chapter. The citizens and elected officials of Bend wish to:

- Encourage the city's evolution from small town to livable city, with urban scale development, amenities, and services in appropriate locations, while preserving and enhancing the natural environment and history of the community;
- Use Bend's existing urban land wisely, making efficient use of land inside the boundary, with infill and redevelopment focused in appropriate areas within the

Central Core, along transit corridors, and in key opportunity areas (see Figure 11-1);

- Create new walkable, mixed use and complete communities by leveraging and complementing land use patterns inside the existing boundary and using expansion to create more complete communities;
- Locate jobs in suitable locations, where there is access to transportation corridors, larger parcels, and good visibility for commercial uses;
- Plan Bend's infrastructure investments for the long term;
- Meet state requirements for growth management and the UGB while achieving local goals;
- Lay the groundwork for the future growth of Bend by taking into consideration the context of lands beyond the UGB;
- Utilize best practices (e.g. cluster development, transect planning) in appropriate locations to reinforce the City's urban form, reduce risk of wildfire, and recognize natural features that present "hard edges" for urbanization; and
- Implement an overall strategy to *"Wisely grow up and out".*

Policies

General Growth Management Policies

(See related policies in Chapter 1, *Plan Management and Citizen Involvement* and Chapter 10, *Natural Forces.*)

11-1 The City will encourage compact development and the integration of land uses within the Urban Growth Boundary to reduce trips, vehicle miles traveled, and facilitate non-automobile travel.

11-2 The City will encourage infill and redevelopment of appropriate areas within Bend's Central Core, Opportunity Areas and transit corridors (shown on Figure 11-1).

11-3 The City will ensure that development of large blocks of vacant land makes efficient use of land, meets the city's housing and employment needs, and enhances the community.

11-4 Streets in the Centers and Corridors, Employment Districts, Neighborhoods, and Opportunity Sites will have the appropriate types of pedestrian, biking, and transit scale amenities to ensure safety, access, and mobility.

Comment: New policy 11-5 below is proposed by the project team to capture the City's commitment to further work to develop appropriate wildfire mitigation strategies for expansion areas.

11-5 The City will adopt strategies to reduce wildfire hazard on lands included in the Urban Growth Boundary. These strategies may include the application of the International Wildland-Urban Interface Code with modifications to allow buffers of aggregated defensible space, or similar tools, as appropriate, to the land included in the UGB and annexed to the City of Bend.

Policies for Centers and Corridors

(See related policies in Chapter 6, *Economy.*)

11-6 The City will encourage vertical mixed use development in commercial and mixed use zones, especially where those occur within the Central Core, Opportunity Areas and along transit corridors.

11-7 The existing pattern of commercial plan designations shown on the Comprehensive Plan Map along arterial and collector streets including Newport Avenue and Galveston Avenue will not be extended into developed residential areas unless approved through an Area Plan.

11-8 New commercially designated areas are encouraged to develop with mixed-use centers to include housing, open space, commercial development, and other employment uses.

11-9 The City will encourage development and redevelopment in commercial corridors that is transit-supportive and offers safe and convenient access and connections for all modes.

11-10 The City will encourage the development of Neighborhood Commercial centers. Such centers should be scaled to serve the frequent needs of the residents of the neighborhood.

Comment: Policy 11-10 was modified as suggested by the TACs to avoid defining a specific radius that neighborhood commercial centers should serve, and focus on their role in the neighborhood.

11-11 Unless otherwise approved through an Area Plan, new Convenience Commercial Comprehensive Plan designations should be limited to five acres and should be one mile from another commercial Comprehensive Plan designation.

Policies for Employment Districts

(See related policies in Chapter 6, *Economy.*)

11-12 New employment districts with a mix of Plan designations such as commercial, industrial, and mixed employment may be created along Highway 97, Highway 20, and O.B. Riley Road.

11-13 The City will periodically review existing development and use patterns on industrial and commercial lands. The City may consider modifying Comprehensive Plan designations and Zoning to better

respond to opportunities for redevelopment and revitalization of employment lands in underutilized areas.

Policies for Residential Areas and Neighborhoods

(See related policies in Chapter 5, *Housing.*)

11-14 The City will support re-designation of suitable areas that are within a 1/4 mile walk to transit corridors from low density to standard or medium density development.

11-15 Neighborhood Commercial shopping areas may be located within residential districts and have development standards that appropriately limit their scale and recognize their residential setting.

11-16 Medium-and high-density residential developments should have good access to transit, K-12 public schools where possible, commercial services, employment, and public open space to provide the maximum access to the highest concentrations of population.

Comment: A previous reference to transit being preferably within a quarter mile in policy 11-16 was removed due to concern that it would interpreted as a development standard.

11-17 Schools and parks may be distributed throughout the residential sections of the community, and all types of dwelling units should have safe and convenient access to schools and parks. The School District and Park District' facilities plans will determine the location and size of needed schools and parks.

Policies for Special Site Needs

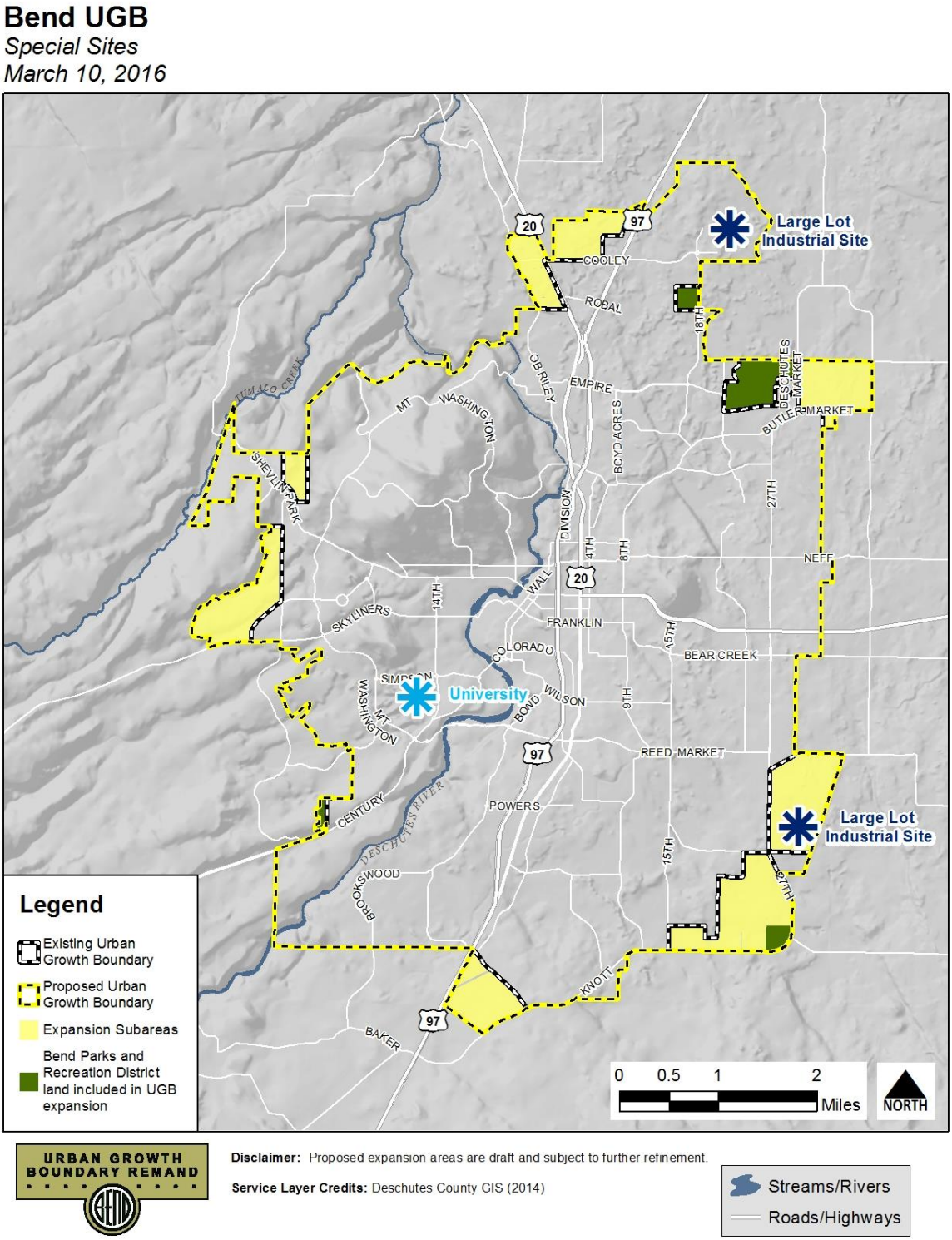
11-18 The City has identified a need for a special site for a university. This need will be met on the land currently owned by Oregon State University between Century Drive, Mt. Washington Drive and Simpson Avenue (see Figure 11-3). Further expansions of the university on the adjacent County-owned property and property within this general area are consistent with meeting the special site need.

Comment: Policy 11-18 was modified to clarify the location referenced by the policy.

11-19 The City has identified a need for two large lot industrial sites for targeted industries. This need will be met through the opportunity for one large lot industrial site in the eastern portion of Juniper Ridge and one large lot industrial site on the DSL property (see Figure 11-3).

11-20 Subsequent area planning for properties that are identified as meeting a special site need shall include regulations to protect the site for the identified use.

Figure 11-3: Special Sites



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General Area Planning Policies

11-21 Area Plans are intended to coordinate development and provide flexibility to tailor land use regulations and/or transportation and infrastructure plans to respond to area- or site-specific conditions.

Comment: New policies 11-22 and 11-23 below are intended to authorize the city to set standards for area plans in the development code and to authorize the city to require area planning in expansion areas.

11-22 The city will establish development codes to provide a variety of approaches to area planning in order to further the development of complete communities, unique developments which implement comprehensive plan policies, and provide for adequate public infrastructure.

11-23 The City may require Area Plans prior to development in UGB expansion areas.

Comment: Policies 11-24, 11-25, 11-26, and 11-27 below include minor modifications only. However, the text is intended to be clear that area plans do not provide a way to deviate from the adopted plan designations (except through averaging of residential densities across the plan area) without a plan amendment. In the situation where the designations are merely re-configured, a plan map amendment is still required, including making findings regarding compliance with the plan policies and Statewide Planning goals, but those findings should be straightforward.

11-24 Where Area Plans propose land uses that are inconsistent with the adopted plan designation(s), a plan amendment must be approved prior to or concurrent with adoption of the area plan.

11-25 An area plan that includes residentially designated land may prescribe residential density limits on specific properties that differ from the density range provided for in the Comprehensive Plan. However, the average density of housing within each residential plan designation in the plan area must remain within the range established by the adopted comprehensive plan map designations and applicable Comprehensive Plan policies, including applicable density bonuses or transfers. Deviation from this range requires approval of a plan amendment prior to or concurrent with the area plan that creates consistency between the plan designations and the average densities within each plan designation in the area plan. Certain areas, including large master plan sites and UGB expansion areas are subject to additional policies in this Chapter and/or additional standards in the development code regarding residential densities.

11-26 Area plans for land within UGB expansion areas shall comply with the policies of this chapter. There is flexibility to refine the spatial arrangement of plan map designations provided that identified land and housing needs are still met. Where specific expansion area policies identify acreages of specific plan designations or general categories of plan designations (e.g. commercial) are identified, compliance is defined as providing the required acreages of gross buildable land to the nearest acre. Where expansion area policies identify a required minimum housing capacity and mix, compliance is defined as providing no less than the required number of units and providing the housing mix specified to the nearest percentage point (e.g. 37%).

11-27 Where changes are proposed to the arrangement of plan designations, the proposed arrangement must comply with the relevant policies of the comprehensive plan.

11-28 Some UGB expansion areas have identified needs for schools and parks based on anticipated needs. The needs and location for schools and parks is determined by the facility planning of the School District and Park District. The School Attendance Areas and Park Service Areas may change and the Area Plans for the UGB expansion areas should take into account any updated school and park needs at the time of development.

Master Planning Policies

Comment: New policy 11-29 simply provides policy backing for owner-initiated master plans and the establishment of rules for them in the development code.

11-29 The City will provide a mechanism in the development code for property owner-initiated master plans. The development code shall specify approval criteria and procedures for such master plans. Master plans are subject to the policies of this chapter.

11-30 The purposes of master plans are to:

- Encourage innovative planning that results in complete neighborhoods, more mixed-use development, improved protection of open spaces, transportation options, and site phasing of development;
- Encourage developments that recognize the relationship between buildings, their use, open space, and transportation options, providing varied opportunities for innovative and diversified employment environments;
- Facilitate the efficient use of land;
- Promote an economic arrangement of land use, buildings, circulation systems, open space, and utilities;

- Preserve to the greatest extent practical the existing natural landscape features and amenities that may not otherwise be protected through conventional development;
- Encourage energy conservation and improved air and water quality; and
- Assist the City in planning infrastructure improvements.

11-31 The City will provide the opportunity for master plans to proceed under clear and objective standards where the applicant does not seek to deviate from the standards of the development code, the adopted zoning map, or Comprehensive Plan map.

Comment: The addition of Table 11-1 to policy 11-32 is intended to ensure that the efficiency measures around master plans, which are essential to ensuring that the City can provide for needed housing, cannot be eroded through subsequent amendments to the development code without a corresponding plan amendment.

11-32 Residentially designated land within master plans must meet higher minimum density standards than established for the residential plan designations generally and must provide for a variety of housing types. The City will set appropriate standards in the Development Code for housing mix and density for master plans in each residential zone/plan designation. Such standards will ensure minimum densities and minimum housing mix that are no less than those listed in Table 11-1.

Table 11-1. Residential Master Plan Minimum Density and Housing Mix

Residential District	Implementing Zone(s)	General Density Range*	Master Plan Minimum Density *	Master Plan Required Housing Mix**
Urban Low Density	Residential Low Density (RL)	Min: 1.1 Max: 4.0	2.0	No more than 90% single family detached**
Urban Standard Density	Residential Standard Density (RS)	Min: 4.0 Max: 7.3	5.84	No more than 90% single family detached**
Urban Medium Density	Residential Medium Density (RM)	Min: 7.3 Max: 21.7	13.02	No more than 33% single family detached**
	Medium–10 Density Residential (RM-10)	Min: 6.0 Max: 10.0	6.0	No more than 33% single family detached**
Urban High	Residential	Min: 21.7	21.7	No more than

Density	High Density (RH)	Max: 43.0		10% single family detached**

* Density is expressed as dwellings per gross acre. See Bend Development Code for methodology to calculate minimum and maximum densities.

** See Bend Development Code for definitions of housing types. For purposes of this standard, single family detached does not include cottage homes.

Comment: New policy 11-33 is intended to address the overlap between housing density/capacity and mix standards for master plans (by plan designation) and for expansion areas (for the subarea as a whole). The project team recommends making both sets of standards applicable because the subarea-level policy ensures that the overall assumed mix will be met, and will generally be the stricter standard on housing mix, but the master plan standards ensure that the variety of housing types will be distributed throughout different zones (for sites with multiple plan designations/zones). This may help achieve a mix of housing types at each phase of development and prevent all the attached and multifamily housing from being located in a single area of a large site.

11-33 Where a specific expansion area policy specifies a required overall housing mix for a given area, the total housing mix specified in policy shall apply in addition to the mix by plan designation listed in Table 11-1.

11-34 Master plans are required for developments over 20 acres unless otherwise specified in the Development Code. Properties in UGB expansion areas where a master plan is required are shown on Figure 11-4.

Comment: New policies 11-35 and 11-36 are intended to clarify the relationship between City-initiated area plans and owner-initiated master plans for areas where they overlap.

11-35 Where an approved City-initiated area plan exists, the City may find that some or all elements of a required master plan have been addressed and satisfied if they are already addressed by the area plan.

11-36 Approval of a City-initiated area plan that encompasses one or more properties over 20 acres (including abutting land in common ownership) does not exempt such properties from master plan requirements.

City-Initiated Area Plan Policies

Comment: This section replaces the policies specific to Refinement Plans, Special Plan Districts, and Pre-Annexation Concept Plans. It focuses on elements that are common to all types of area plans that may be initiated by the City. Detailed requirements for refinement plans may need to be added to the development code instead (requirements for special plan districts are already in the development code).

11-37 The City may initiate area plans for neighborhoods, UGB expansion areas, opportunity areas within the city, or other discrete geographic areas.

11-38 Legislative Area plans may be initiated by the City Council at its own initiative or at the request of property owners, if the owners agree to bear the cost of creating the plan. The City may, at its discretion, assist with some or all of the cost of creating an area plan initiated at the request of property owners.

11-39 The area to be included in a City-initiated area plan, and the scope, shall be approved by the City Council by resolution.

Annexation Policies

11-40 Annexations will follow the procedural requirements of state law.

11-41 Annexations will be consistent with the Comprehensive Plan and applicable annexation procedures and approval criteria.

11-42 Requests for annexation must demonstrate that the annexed land is capable of being served by urban services for sanitary sewer collection, domestic water, transportation, schools and parks, consistent with applicable infrastructure master plans.

Comment: The purpose of new policy 11-42 is to ensure that serving new annexation areas can be done without requiring interim infrastructure/public facility investments that are inconsistent with adopted public facility master plans.

11-43 Annexations will be consistent with an approved area plan where applicable. The area plan may be reviewed and approved concurrent with an annexation application.

11-44 The City may, where appropriate in a specific area, allow annexation and require area planning prior to development approval.

11-45 Land to be annexed must be contiguous to the existing City limits unless the property owners requesting annexation show and the City Council finds that a "cherry-stem" annexation will both satisfy a public need and provide a public benefit.

Comment: The purpose of new policy 11-45 is to place strict limits on "cherry-stem" annexations.

11-46 Compliance with specific expansion area policies and/or area plans will be implemented through master plan approval or binding annexation agreement that will control subsequent development approvals.

11-47 Existing rural infrastructure systems and urban systems (water, sewer, transportation, stormwater) serving annexed areas may be

required to be planned and constructed to the City's standards and specifications, as determined by the City.

Comment: New policy 11-47 gives the City authorization to require urban upgrades to existing rural public facilities upon annexation.

11-48 The City may consider funding mechanisms and agreements to address on- and off-site improvements, modernization of existing infrastructure to the City's standards and specifications, and impacts to infrastructure inside the current City limits.

11-49 Properties over 20 acres (including adjacent property in common ownership) as of the adoption of the UGB expansion (shown on Figure 11-4) are subject to master plan requirements, regardless of property acreage upon annexation.

General UGB Expansion Policies

The following policies are intended as local policy guidance to evaluating alternative future UGB expansions in the context of meeting state laws and administrative rules and balancing the factors established in state regulations.

11-50 The City will consider the value of balancing and distributing UGB expansions geographically around the city consistent with State of Oregon laws and rules to distribute the benefits (and impacts) of growth and to provide more options for new neighborhoods.

11-51 The City will utilize new growth in expansion areas as a strategy to help make existing neighborhoods, centers, corridors, and employment districts inside the boundary more "complete" by: diversifying the housing mix; providing local commercial services and jobs; increasing transportation connectivity; and providing needed public facilities such as parks and schools.

11-52 The City will take into consideration the context of land beyond a single UGB expansion to inform the type and intensity of uses that are appropriate in each potential expansion area.

11-53 The City will apply the concept of a "transect" - a series of zones that transition from urban to rural - to reduce the risk of wildfire and provide an appropriate transition from urban uses to national forest lands and other resource areas that will not be urbanized within the long-range future.

Comment: New policy 11-54 below was proposed by Al Johnson of the Residential TAC to capture that group's concerns that affordability be addressed in this chapter. Like the other policies in this section, it is guiding to future UGB expansions rather than follow-up planning for the current expansion areas.

11-54 The city will consider the relative ability of proposed expansion areas to address the city's affordable housing needs in balancing

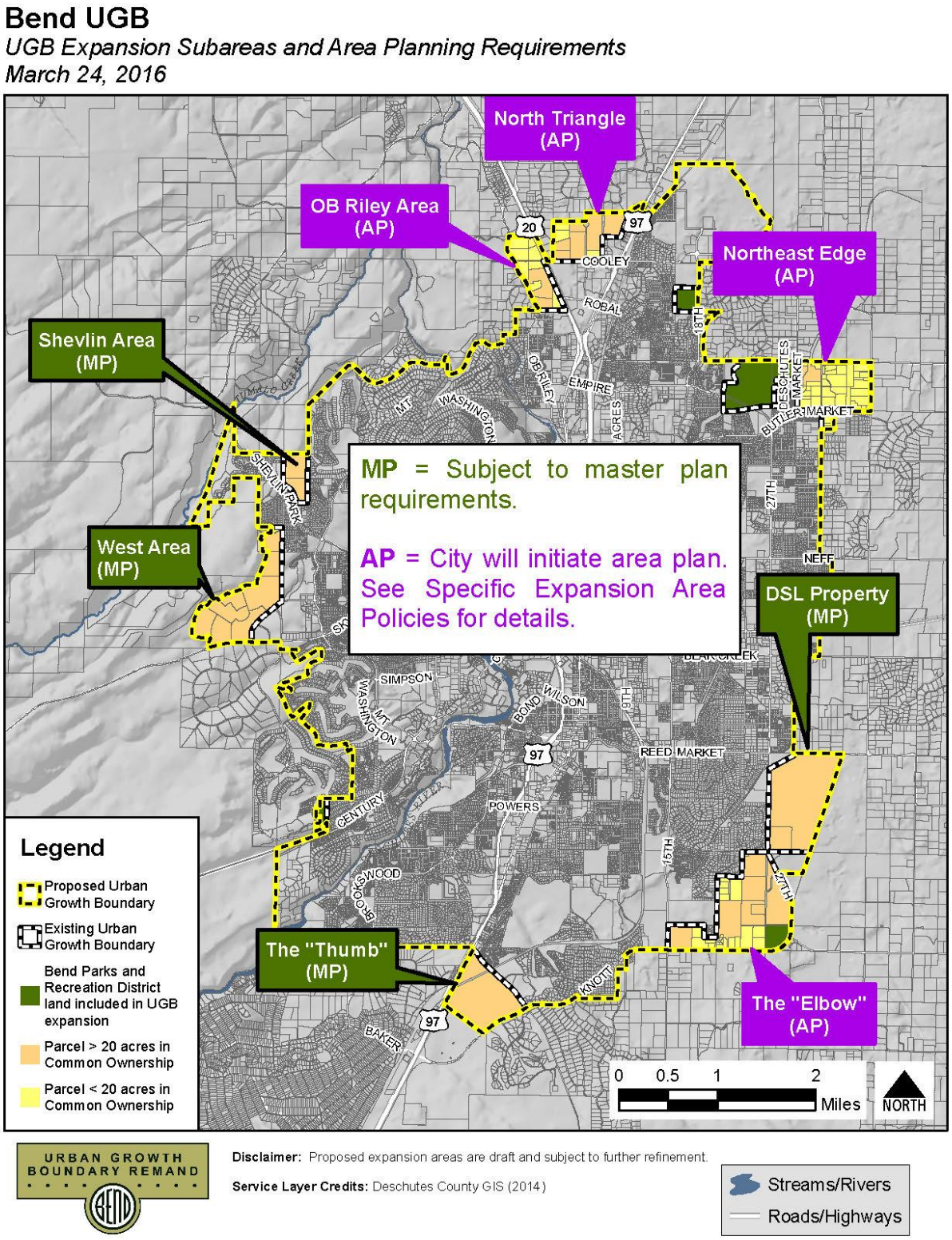
the social and economic consequences of bringing alternative expansion areas into its urban growth boundary.

Specific Expansion Area Policies

Area-specific policies for land added to the UGB established in 2016 are intended to guide the development of area plans (including Master Plans) for expansion areas (see Figure 11-4). These areas are also subject to policies in this Chapter regarding urbanization and annexation.

Comment: Figure 11-4 on the following page has been updated to reflect the Boundary TAC's recommendations from the previous meeting.

Figure 11-4: UGB Expansion Subareas Reference Map



Northeast – Butler Market Village:

Comment: New policy 11-55 reflects the Boundary TAC's direction to do area planning for all expansion areas, but to provide flexibility for annexation in the interim. The intent here is to require that the area plan address, at minimum, the physical basics: transportation, parks, and schools (hence the addition of policy 11-59). Infrastructure is addressed via Policy 11-42. The City sets the scope for the area plan, so there is opportunity to specify other items as well on a case by case basis. The specific area planning tool is not specified, except that it will be City-initiated.

Note that the same type of policy has been added for The Elbow, the North Triangle, and OB Riley Area for the same reasons.

11-55 The City will initiate an area plan for the Northeast – Butler Market Village area. The area plan will address policies 11-56 through 11-62. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-56 Within the area identified on Figure 11-4, the central planning concepts are to: create a new, complete community as a node that sets the stage for additional urban growth in the future; and increase the mix of housing and land uses in the area to increase the completeness of the existing neighborhoods inside the UGB.

11-57 This area shall provide for a mix of residential and commercial uses, including 233 gross acres of residential plan designations and 25 gross acres of commercial plan designations (including existing right of way).

11-58 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 188 gross acres of RS, 29 gross acres of RM, and 16 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 14 acres for an elementary school site, which may be designated PF if a site has been acquired by the School District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 1080 housing units, including at least 11% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

Comment: The additions to policy 11-58 are intended to provide two ways to keep land uses consistent with what will be adopted with the UGB if they are refined through an area plan: either keep the same gross acreages by plan designation, or get more creative with special plan districts, different combinations of plan designations, etc. that demonstrably achieve the same capacity and mix.

The issue of whether the multifamily requirement could be met through just duplex/triplex development, which was thought by some TAC members to provide a less affordable housing option than apartments, was discussed at length by the project team. The project team does not recommend setting a specific target for multifamily (4+ units) versus duplex/triplex for two main reasons: (1) the HNA does not define a separate housing need for multifamily versus duplex/triplex, so there is no basis to set a target in policy; and (2) it would create additional complexity and an area plan would not be able to ensure compliance without writing special rules.

Note that the same type of policy has been added for all subareas with multiple residential plan designations (i.e. all but the West and Shevlin) for the same reasons.

11-59 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land both inside and outside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-60 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-61 Coordination with Bend Parks and Recreation District is required in order to address provision of parks and/or trails within this area.

11-62 Coordination with Central Oregon Irrigation District is required in order to address circulation and access issues related to the existing canals in this area and to identify opportunities for trails to be co-located with canal easements or right of way.

DSL Property:

Comment: New policy 11-63 is intended to reinforce the requirement (which exists elsewhere, with or without this policy) for this area to be master planned, and to ensure it is clear that both these policies and the master plan standards apply. Both requirements are already addressed elsewhere in the chapter and/or in code, but the project team wanted to leave no room for doubt or misinterpretation.

Note that the same type of policy has been added for all subareas where master plans are required (i.e. West, Shevlin, and the Thumb as well as DSL).

11-63 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-64 through 11-72 below.

11-64 The overall planning concept for the DSL property as identified in Figure 11-4 is for a new complete community that accommodates a diverse mix of housing and employment uses, including the potential for a large-lot industrial site.

11-65 This area shall provide for a mix of residential and commercial uses, including 166 gross acres of residential plan designations, 60 gross acres of residential and/or public facility plan designations, 41 gross acres of commercial plan designations, and 95 gross acres of industrial plan designations, including one large-lot industrial site. (Gross acreages include existing right of way.)

11-66 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 198 gross acres of RS, 9 gross acres of RM, and 19 gross acres of RH. Acreages include existing right of way. The acreage of RS includes roughly 21 acres for an elementary school site and up to 35 acres of parks and public open space, which may be designated PF if land has been acquired by the school or park district at the time of the master plan. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 1130 housing units, including at least 12% single family attached housing and at least 38% multifamily and duplex/triplex housing types.

11-67 Subsequent planning for this area shall address preservation of at least 56 acres for a large lot industrial site in compliance with the policies in Chapter 6.

11-68 Coordination with the Bend-LaPine School District is required in order to identify a suitable site for an elementary school within this area.

11-69 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-70 Coordination with other special districts and utility providers is required within this area.

11-71 Bat habitat should be mapped and protected from development, including a suitable buffer around any identified habitat areas in order to ensure their continued habitat value.

11-72 Trail connections should be provided along canal easements and through other open space wherever feasible.

The Elbow:

11-73 The City will initiate an area plan for the Elbow area. The area plan will address policies 11-74 through 11-81. Prior to completion of the area plan, annexations in this area must be a minimum of 40

contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-74 This area, as identified in Figure 11-4, is intended to provide for employment uses to take advantage of good transportation access on Knott Road and 27th and existing city streets (and future improved access with the Murphy Extension) with a mix of residential uses providing a compatible transition from the employment lands to existing neighborhoods to the west. This mix of uses is also intended to increase the completeness of the existing low density neighborhoods.

11-75 This area shall provide for a mix of residential, commercial and industrial uses, including 125 gross acres of residential plan designations, 73 gross acres of commercial plan designations, 191 gross acres of industrial/mixed employment plan designations, and 85 gross acres of public facilities.

11-76 In order to provide sufficient housing capacity, the residential plan designations shall include 80 acres of RS, 36 acres of RM, and 9 acres of RH. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 860 housing units, including at least 18% single family attached housing and at least 46% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-77 The alignment of a new collector street between 15th Avenue and 27th Avenue / Knott Road shall be determined in coordination with the City, consistent with the Transportation System Plan.

11-78 Subsequent planning for this subarea shall address funding for the Murphy Road extension from Brosterhous to 15th Avenue.

11-79 The street, path and bikeway network shall provide connectivity throughout this area, connect to existing abutting local roads, and provide opportunities for connections to adjacent undeveloped land inside the UGB. The transportation network shall be consistent with the Bend Transportation System Plan.

11-80 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area. Coordination with the School District is required to address provision of schools within the District's attendance area boundaries

11-81 Coordination with other special districts and utility providers is required within this area.

The Thumb:

11-82 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-83 through 11-87 below.

11-83 The planning concepts for the Thumb, which is depicted in Figure 11-4, include: a new complete community; provision of needed local commercial services to serve the Thumb and existing neighborhoods to the north; inclusion of industrial and other employment uses near the railroad line to take advantage of good proximity to Highway 97 and Knott Road, and, creation of an attractive southern gateway to Bend.

11-84 This area shall provide for a mix of residential and commercial uses, including 44 gross acres of residential plan designations, 87 gross acres of commercial plan designations, and 91 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-85 In order to provide sufficient housing capacity, the residential plan designations shall include 35 gross acres of RS, 7 gross acres of RM, and 2 gross acres of RH. Alternatively, the master plan may demonstrate that this area will provide capacity for a minimum of 300 housing units, including at least 15% single family attached housing and at least 36% multifamily and duplex/triplex housing types.

11-86 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

11-87 Coordination with other special districts and utility providers is required within this area.

West Area:

11-88 Master planning is required for this area. The master plan(s) must be consistent with both master plan standards in the development code and policies 11-89 through 11-94 below.

11-89 For the West Area, shown on Figure 11-4, the central planning concepts are to: provide a limited westward expansion that complements the pattern of complete communities that has begun with Northwest Crossing due to the existing concentration of schools, parks, commercial and employment lands; and create a transect from higher densities along Skyline Ranch Road to lower density and open space along the western edge of the new UGB which approaches National Forest land and park open spaces.

11-90 This area shall provide for a mix of residential and commercial uses, including 282 gross acres of residential plan designations, 8 acres of commercial plan designations, and 16 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-91 This area shall provide capacity for 800 housing units, including at least 9% single family attached housing and at least 21% multifamily housing types (including duplex and triplex).

Comment: New policy 11-92 is intended to capture the agreement for the West area and the property-by-property numbers and types of units it proposed so that it's clear what is expected if the property owners come in with separate master plans. It still allows for creation of an area plan covering the whole West area that would rearrange those units and comply with policy 11-91 instead.

11-92 In the absence of an approved area plan for this subarea as a whole, each property included in the 2016 UGB expansion in this subarea shall provide the number and mix of units specified below:

- Anderson Ranch (Swisher): 65 housing units, including at least 12 single family attached units.
- Rio Lobo (Day): 85 housing units, including at least 24 multifamily and/or duplex/triplex units.
- Miller Properties: 650 housing units, including at least 60 single family attached units and at least 142 multifamily and duplex/triplex units.

11-93 The master plan process shall be used to establish appropriate development regulations to implement the transect concept and RL plan designation densities within this area while providing for a mix of housing types and clustering developed areas to provide for open space preservation.

11-94 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and trails within this area.

Shevlin Area:

11-95 Master planning is required for this area. The master plan must be consistent with both master plan standards in the development code and policies 11-96 through 11-99 below.

11-96 The concepts for the Shevlin area, shown on Figure 11-4, are to promote efficient land use and neighborhood connectivity by filling in a "notch" in the prior UGB with compatible residential development; help complete adjacent neighborhoods with small, neighborhood-scale commercial services; and avoid development in sensitive areas nearer to Tumalo Creek.

11-97 This area shall provide for a mix of residential and commercial uses, including 60 gross acres of residential plan designations and 8 gross acres of commercial plan designations.

11-98 This area shall provide capacity for 200 housing units, including at least 10% single family attached housing and at least 21% multifamily and duplex/triplex housing types.

11-99 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

OB Riley area:

11-100 The City will initiate an area plan for the OB Riley area. The area plan will address policies 11-101 through 11-104. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-101 The OB Riley area, shown on Figure 11-4, is intended to provide for a mix of employment uses to take advantage of good transportation access, while also including residential uses to ensure a complete community and provide a transition to existing urban residential areas to the south. The OB Riley area will also provide an attractive northern gateway into Bend.

11-102 This area shall provide for a mix of residential and commercial uses, including 30 gross acres of residential plan designations, 52 gross acres of commercial plan designations, and 65 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-103 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 27 gross acres of RS and 3 gross acres of RM. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 140 housing units, including at least 9% single family attached housing and at least 22% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-104 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads.

11-105 Coordination with Bend Parks and Recreation district is required in order to address provision of parks and/or trails within this area.

North Triangle:

11-106 The City will initiate an area plan for the North Triangle area. The area plan will address policies 11-107 through 11-113. Prior to completion of the area plan, annexations in this area must be a minimum of 40 contiguous acres and be the subject of a master plan application. Following adoption of the area plan, annexation

and development of individual properties or groups of properties of any size, consistent with the area plan, may be approved.

11-107 The concept for this area, shown on Figure 11-4, is to provide for a mix of uses, including residential development to balance the mix of employment uses in this area and provide a transition to existing rural residential areas to the north.

11-108 This area shall provide for a mix of residential and commercial uses, including 79 gross acres of residential plan designations, 45 gross acres of commercial plan designations, and 52 gross acres of industrial/mixed employment plan designations (including existing right of way).

11-109 In order to provide sufficient housing capacity and mix, the residential plan designations shall include 59 gross acres of RS, 15 gross acres of RM, and 5 gross acres of RH. The acreage of RM includes 3 to 4 acres for a neighborhood park site, which may be designated PF if a site has been acquired by the Bend Park and Recreation District prior to completion of the area plan. Alternatively, the area plan may demonstrate that this area will provide capacity for a minimum of 460 housing units, including at least 14% single family attached housing and at least 40% multifamily and duplex/triplex housing types. The area plan may include and rely on plan designations, zones, special plan districts, and/or other binding development regulations to demonstrate compliance with the specified mix and capacity.

11-110 Buffering measures are required between industrial uses and abutting residential within and adjacent to this area.

11-111 The street, path and bikeway network shall provide connectivity throughout this area and connect to existing abutting local roads. Circulation plans for this area shall be coordinated with ODOT.

11-112 Coordination with the Bend Park and Recreation District is required to identify a suitable site for a neighborhood park within this area.

11-113 Coordination with other special districts and utility providers is required within this area.

Paul D. Dewey Attorney at Law

1539 NW Vicksburg
Bend, Oregon 97701
(541) 317-1993

September 1, 2004

Dept. of Land and Conservation Development
625 Capitol St., NE, Suite 150
Salem, OR 97301 2540

Mark Radabaugh
DLCD
20300 Empire Ave., Suite 1
Bend, OR 97701

Re: Withdrawal of Objections of Michel Bayard and the Hunnell United Neighborhoods to the Amendment of the Bend Transportation System Plan to Include a Grade-Separated Interchange at Cooley Road and U.S. Highway 97

Dear Department:

I represent Michel Bayard and the Hunnell United Neighborhoods in this matter. On March 31, 2004, we submitted objections pursuant to OAR 660-025-0140(2). I am writing now to withdraw these objections.

Very truly yours,

PAUL D. DEWEY

PDD:ao

cc: Clients
Pete Schannauer, Esq.
Bruce White, Esq.

Paul D. Dewey Attorney at Law

1539 NW Vicksburg
Bend, Oregon 97701
(541) 317-1993

September 1, 2004

Kelly Burgess, Administrative Assistant
Land Use Board of Appeals
PUC Building
550 Capitol Street, NE, Ste. 235
Salem, OR 97301-2552

Re: Bayard, et al. v. City of Bend, LUBA No. 2004-059

Dear Kelly:

Please find enclosed the original and two copies of Petitioners' Motion to Dismiss in this case. Please give me a call if you have any questions on this matter.

Very truly yours,

PAUL DEWEY

PDD:ao
Enclosures
cc: Clients
Pete Schannauer, Esq.
Bruce White, Esq.

BEFORE THE LAND USE BOARD OF APPEALS

OF THE STATE OF OREGON

MICHEL BAYARD and the HUNNELL UNITED NEIGHBORHOODS, Petitioners, v. CITY OF BEND, Respondent.	LUBA Case No. 2004-059 **MOTION TO DISMISS**

I.

Pursuant to OAR 661-010-0065(2), petitioners Michel Bayard and the Hunnell United Neighborhoods move the Land Use Board of Appeals for an order dismissing their appeal based on resolution of the underlying matters in dispute.

II.

I have conferred with the legal counsel for the City of Bend and the City of Bend does not object to this motion.

III.

Petitioners request a refund of their deposit for costs. No Record was developed in this case.

DATED this 1st day of September, 2004.

By: _____
Paul D. Dewey, OSB# 78178
Attorney for Petitioners

009188

ORDER ON MOTION TO DISMISS

IT IS SO ORDERED.

DATED this ____ day of _____, 2004.

_____

LUBA BOARD MEMBER

BRUCE W. WHITE
ATTORNEY AT LAW

September 10, 2004

Paul D. Dewey
Attorney at Law
1539 NW Vicksburg
Bend, OR 97701

Re: Hunnell Road Property - Bend UGB Expansion

Dear Paul:

Thank you for giving me the original opponent signature sheets for the settlement of the above-referenced matter yesterday. Enclosed for your records is a duplicate original of the settlement agreement, with original Hunnell Road property owners' signatures and copies of the opponents' signatures attached.

Thank you for your courtesies in this matter.

Sincerely,

Bruce W. White

Bruce W. White

c. Richard Carpenter

P.O. BOX 1278 • BEND, OR • 97709
PHONE: (541) 382-2085

SETTLEMENT AGREEMENT

This is an agreement between Richard and Jelinda Carpenter and John B. McGilvary, Trustee of the John B. McGilvary Revocable Living Trust, and Michel Bayard and the other Hunnell Neighbor signatories and Attorneys Paul Dewey and Bruce White concerning the designation of property on Hunnell Road for industrial use.

Recitals

Richard and Jelinda Carpenter and John B. McGilvary, Trustee of the John B. McGilvary Revocable Living Trust, (Hunnell Property Owners) own an approximately 34-acre tract of land in Deschutes County, Oregon, described in that certain deed recorded in the Deschutes County property records at Vol. 2000, Page 31649 and also known as Tax Lots 171209C000100 and 171226CB02200 (Hunnell Property).

Michel Bayard and the other Hunnell Neighbor signatories (Hunnell Neighbors) are property owners in Deschutes County who oppose designation of the Hunnell Property for industrial use.

Paul Dewey is an attorney who has been representing the Hunnell Neighbors in opposing the designation of the Hunnell Property as industrial property.

Bruce White is an attorney who has been representing the Hunnell Property Owners in supporting the designation of the Hunnell Property as industrial property.

The Hunnell Property is currently under consideration along with other properties as part of City of Bend Periodic Review Work Task #2 for redesignation under the Bend Urban Area Comprehensive Plan to allow for industrial use of the property.

The parties wish to resolves any disputes they may have regarding designation of the Hunnell Property for industrial use; now therefore,

In exchange for the mutual promises of each set forth herein, the parties agree as follows:

1. The Hunnell Property Owners will cease their efforts to have the Hunnell Property brought into the Bend Urban Growth Boundary and designated as industrial property. In the current proceedings responsive to City of Bend Periodic Review Work Task #2 before the City of Bend and Deschutes County, the Hunnell Property Owners will not oppose the City's designation of the Juniper Ridge site as industrial land nor protest the City's failure to designate the Hunnell Property

for industrial development before the Deschutes County Board of Commissioners. The Hunnell Property Owners will not file objections to the City of Bend and Deschutes County's designation of the Juniper Ridge site as industrial land nor file objections to the City or County's failure to designate the Hunnell Property for industrial use before the Department of Land Conservation and Development or other appellate bodies.

2. The Hunnell Neighbors will drop their current appeal to LUBA of the city's amendment to the TSP regarding a grade-separated interchange at Cooley Road and Highway 97 in the appeal captioned as Michel Bayard and the Hunnell United Neighbors v. City of Bend (LUBA No. 2004 - 059.)

3. The Hunnell Neighbors will withdraw their objection dated March 31, 2004, to the Oregon Department of Land Conservation and Development concerning City of Bend Ordinance No. NS-1915, which amended the City of Bend TSP regarding a grade-separated interchange at Highway 97 and Cooley Road.

4. The Hunnell Neighbors agree that they will not oppose any attempts by either the Hunnell Property owners, their successors in interest or the City of Bend to bring the Hunnell Property into the Bend Urban Growth Boundary as residential property and they specifically agree they will not oppose inclusion of the property within the UGB based upon any of the Goal 2, Goal 12 or Goal 14 factors under the Statewide Planning Goals and related administrative rules. The Hunnell Neighbors reserve the right to argue for the most compatible zoning designation, however.

5. The Hunnell Neighbors agree that they will not ask, encourage or support, in any way, third parties to oppose the future designation of the Hunnell Road Property for residential development as contemplated in this agreement.

6. Attorney Paul Dewey agrees that he will not represent any parties in opposition to designation of the Hunnell Property for urban residential uses as contemplated in this Agreement.

7. Attorney Bruce White agrees that he will not represent any parties to have the Hunnell Property brought into the Bend UGB as industrial property.

\\\\\\\\

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this 14th day of July, 2004.

Hunnell Property Owners:

Richard Carpenter

Jelinda Carpenter

John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

Bruce White

Hunnell Neighbors Attorney:

Paul Dewey

Hunnell Neighbors:

Michel Bayard

Toby Bayard

Steve Jensen

Loel Jensen

Joel Fowler

Patricia Packard

Barbara Vail

Ray Hasart

Duane Barker

Ned Austin

Donna Austin

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this ____ day of July, 2004.

Hunnell Property Owners:

Richard Carpenter

Jelinda Carpenter

John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

Bruce White

Hunnell Neighbors Attorney:

Paul Dewey

Hunnell Neighbors:

Michel Bayard

Toby Bayard

Steve Jensen

Loel Jensen

Joel Fowler

Patricia Packard

Barbara Vail

Ray Hasart

Duane Barker

Ned Austin

Donna Austin

Ray Sommerfeldt

Alice Sommerfeldt

Richard Ettinger

Deena Koelzer

Mark Gilbert

Theresa Gilbert

Anne Aines

Phillip Aines

Greg Ranstrom

Alisa Huntley

Tim Farra

Roxanne Farra

Salli McDonald

Nancy McKim

Frank McKim

Ray Sommerfeld

Alice Sommerfeld

Richard Ettinger

Deena Koelzer

Mark Gilbert

Theresa Gilbert

Anne Aines

Phillip Aines

Greg Ranstrom

Alisa Huntley

Tim Farra

Roxanne Farra

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this ____ day of July, 2004.

Hunnell Property Owners:

Richard Carpenter

Jelinda Carpenter

John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

Bruce White

Hunnell Neighbors Attorney:

Paul Dewey

Hunnell Neighbors:

Michel Bayard

Toby Bayard

Steve Jensen

Loel Jensen

Joel Fowler

Patricia Packard

Barbara Vail

Ray Hasart

Duane Barker

Ned Austin

Donna Austin

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this ____ day of July, 2004.

Hunnell Property Owners:

Richard Carpenter

Jelinda Carpenter

John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

Bruce White

Hunnell Neighbors Attorney:

Paul Dewey

Hunnell Neighbors:

Michel Bayard

Toby Bayard

Steve Jensen

Loel Jensen

Joel Fowler

Patricia Packard

Barbara Vail

Ray Hasart

Duane Barker

Ned Austin

Donna Austin

Sue Smith
Susan J. Smith
Sue SMITH

7/19/04
AKA. Vane Jensen

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this ____ day of July, 2004.

Hunnell Property Owners:

_____
Richard Carpenter

_____
Jelinda Carpenter

_____
John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

_____
Bruce White

Hunnell Neighbors Attorney:

_____
Paul Dewey

Hunnell Neighbors:

_____
Michel Bayard

_____
Toby Bayard

_____
Steve Jensen

_____
Loel Jensen

_____
Joel Fowler

_____
Patricia Packard

_____
Barbara Vail

_____
Ray Hasart

_____
Duane Barker

_____
Ned Austin

_____
Donna Austin

Greg T. Roth

Judy Ann Roth

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this ____ day of July, 2004.

Hunnell Property Owners:

_____
Richard Carpenter

_____
Jelinda Carpenter

_____
John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

_____
Bruce White

Hunnell Neighbors Attorney:

_____
Paul Dewey

Hunnell Neighbors:

_____
Michel Bayard

_____
Toby Bayard

_____
Steve Jensen

_____
Loel Jensen

_____
Joel Fowler

_____
Patricia Packard

_____
Barbara Vail

_____
Ray Hasart

_____
Duane Barker

_____
Ned Austin

_____
Donna Austin

Kate Blake
Kate Blake
Rick Lloyd
Rick Lloyd
Toby Hansen
Carole Hansen
THOMAS W KOLEZAR

8. The parties contemplate that the original document of this agreement may be constituted of several identical separately signed counterpart documents.

Dated this 20th day of July, 2004.

Hunnell Property Owners:

Richard Carpenter

Jelinda Carpenter

John B. McGilvary, Trustee

Hunnell Property Owners Attorney:

Bruce White

Hunnell Neighbors Attorney:

Paul Dewey

Hunnell Neighbors:

Michel Bayard

Bruce C. Levin

Toby Bayard

Susan Levin

Steve Jensen

Loel Jensen

Joel Fowler

Patricia Packard

Barbara Vail

Ray Hasart

Duane Barker

Ned Austin

Donna Austin

Darcy Todd

From: Damian Syrnyk
Sent: Thursday, April 14, 2016 9:47 AM
To: Cassie Walling; Darcy Todd
Subject: FW: Notice of Public Meeting - April 21, 2016 Meeting of the Bend UGB Steering Committee
Attachments: UGB Expansion SE Bend TSP.docx

Please includes the attached letter in the UGB record. Thanks, Damian

---

From: Bill Galaway [mailto:bgalaway@bendbroadband.com]
Sent: Thursday, April 14, 2016 9:41 AM
To: Damian Syrnyk <dsyrnyk@bendoregon.gov>; Brian Rankin <brankin@bendoregon.gov>
Subject: Re: Notice of Public Meeting - April 21, 2016 Meeting of the Bend UGB Steering Committee

Damian;

Please include the attached in the public testimony for the next UGB Steering Committee. Thanks.

Bill Galaway
Chairman, Southeast Bend Neighborhood Association

On 3/31/2016 8:56 AM, Damian Syrnyk wrote:

BEND UGB REMAND PROJECT

NOTICE OF APRIL 21, 2016 PUBLIC MEETING

The Bend UGB Steering Committee will hold their next meeting on Thursday, April 21, 2016 from 1:00 pm to 4:00 pm in the Barnes/Sawyer Room of the Deschutes Services Building, located at 1300 NW Wall Street, Bend.

The meeting agenda and materials will be available before this meeting. Interested persons will be able to download the agenda and materials from the City of Bend's website using this URL: www.bendoregon.gov/bendugb.

For more information, please visit the project website at www.bendoregon.gov/bendugb or contact either Brian Rankin at brankin@bendoregon.gov or Damian Syrnyk at dsyrnyk@bendoregon.gov.



Accessible Meeting Information

This meeting event/location is accessible. Sign language, interpreter service, assistive listening devices, materials in alternate format, such as Braille, large print, electronic formats and audio cassette tape, or any other accommodations are available upon advance request. Please contact Karin Morris at 541-693-2141 or kmorris@bendoregon.gov. Providing at least 3 days notice prior to the event will help ensure availability.

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To: UGB Steering Committee

From: Bill Galaway, Chairman, Southeast Bend Neighborhood Association

Copy: Brian Rankin, Joe Dills

Subject: Southeast Bend UGB Expansion and TSP

As Chairman of the Southeast Bend Neighborhood Association, it is my responsibility to look out for the interests of those who live in our neighborhoods. I have concerns about the UGB expansion plans and the current TSP, on which the expansion plans are presumed to be built upon.

First, I would like to publicly acknowledge Commissioner Chudowsky, Brian Rankin, and Nick Arnis for meeting with me personally to discuss the expansion plans for Southeast Bend, and also to thank them for presenting at our Neighborhood Association meeting in January. Jody Ward said it best: "Congratulations on a truly wonderful meeting of our S E Neighborhoods - the meeting was well run, thoughtful, and informative. Our speakers from the city were outstanding and gave us a positive, understandable explanation of the UGB process, plans for better connectivity and street improvements, as well as giving us a look into what our community will look like in the future. Very worthwhile and I appreciate all the work you have done to revitalize this group".

As you know, I have been a proponent of including the entire Thumb into the UGB. The conversations with Victor, Brian, and Nick helped me better understand why a portion of the Thumb is to be included.

One of the primary reasons expressed to me is that the inclusion of the entire Thumb would increase the Vehicle Miles Traveled, and that including the Elbow instead of the southern portion of the Thumb helped with the VMT metric. While it is an accurate view compared to the metric, it is not logical from a time standpoint. To get to downtown from the Elbow using the planned Murphy Road Extension and improvements, vehicles will go through 3 roundabouts on a 35 MPH road to get to 3rd Street of the Parkway, whereas the Thumb borders the Parkway and thus can get to downtown much quicker. However, if this is the metric then it is what it is.

The Southeast Bend Neighborhood Association requests the following be completed <u>prior</u> to any development in the Elbow and the Thumb:

1. The Murphy Road Extension and Improvements be completed in a manner as good if not better than the Reed Market improvements prior to any development in the Elbow. Without this being done the impact to Reed Market, Knott, and China Hat will be

extreme, especially with the increased volume the development on the DSL property will bring.

2. Per David Abbas, Parrell Road is in such a state of disrepair that there are no plans for any maintenance, and the road will have to be completely rebuilt. This needs to occur prior to any development in the Thumb so that it can support the increased traffic volume and protect the citizens who live in this area.

Assuming the development plans for the Elbow and Thumb are predicated on the upgrading of the streets in question, the Southeast Bend Neighborhood Association supports the planned UGB expansion in our area.