

Bend Central District MMA Plan and Code Amendments

To: Wendy Robinson, City of Bend

From: Matt Hastie, Serah Breakstone, Darci Rudzinski - Angelo Planning Group

Copy:

Date: July 14, 2014

Re: **Task 7.1 Revised General Plan, TSP and Code Amendments**

Project Overview

Introduction

The City of Bend has been awarded a Transportation and Growth Management (TGM) grant in order to develop a plan for the Bend Central District Multi-Modal Mixed Use Area (MMA). An MMA designation may be applied by local governments to downtowns, town centers, main streets, or other areas where the local government determines that there is:

- Potential for high-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards; and
- An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

The intent of an MMA designation is to help revitalize and facilitate future redevelopment in the area to create a vibrant district. An MMA plan also considers ways to improve the transportation system to support growth, with a focus on identifying necessary enhancements for people traveling in the area by bike, bus, car, foot, or freight truck.

This project builds on work previously completed for the Bend Central Area Plan (CAP) and focuses specifically on an area between the Bend Parkway and 4th Street and between approximately Revere and Burnside Streets. The MMA Plan focuses on improving connections for people traveling in the area by foot, bike, bus, car, or freight truck. It also emphasizes strategies to develop or redevelop the area in the future to include a combination of housing, businesses, shops and other uses to create a distinct and vibrant district. The draft MMA Plan defines a potential MMA boundary, while this memorandum summarizes possible amendments to the Bend General Plan (comprehensive plan), Transportation System Plan (TSP), and Development Code to allow future land use changes and redevelopment in the MMA. However, applying an MMA in this area is not a foregone conclusion and the City may or may not recommend implementation of these recommendations at the conclusion of the MMA project.

Implementation recommendations

Development Code

In order to implement the land use vision for the MMA as described in the sections above, new and/or amended zoning regulations will need to be applied within the MMA boundary. Based on conversations with city staff, the preferred implementation approach is creation of a new “special planned district” for the MMA that will serve as an overlay on top of the underlying zones. The new district will establish uses suitable for an MMA designation and contain development/design standards that will implement the goals and objectives of the MMA. Underlying zoning will be as follows:

- Existing ME zoning will remain
- Existing RH zoning will remain
- Existing CL zoning will remain
- Existing IL zoning will be rezoned to ME

See Exhibit A for a map of the proposed revised zoning designations and plan district overlay.

The table below presents the draft special planned district (named the BC-MMA), which is intended to be included with the existing planned districts in Chapter 2.7 of the Bend Development Code.

Recommended Code Amendments	Discussion
<p style="text-align: center;">Chapter 2.7</p> <p style="text-align: center;">SPECIAL PLANNED DISTRICTS</p> <p>2.7.3000 Bend Central Multi-modal Mixed Use (BC-MMA) Overlay Zone.</p> <p>2.7.3010 Purpose and Applicability.</p> <p>2.7.3020 Permitted Land Uses.</p> <p>2.7.3030 Development Standards.</p> <p>2.7.3040 Design Standards.</p> <p>2.7.3050 Parking Standards.</p> <p>2.7.3060 Street Standards.</p> <p>2.7.3070 Low Impact Stormwater Management</p> <p>2.7.3080 Landscaping</p>	<p>Note: Section 2.7.3000 is an entirely new section of code to be added at the end of Chapter 2.7.</p>
<p>2.7.3010 Purpose and Applicability.</p> <p>Purpose. The BC-MMA Overlay is intended to implement the Bend Central District MMA Plan goals and objectives for the creative redevelopment of the central Third Street Corridor and surrounding areas west to the Parkway and east to and including 4th Street. It is intended to:</p> <ul style="list-style-type: none"> • Provide for a wide range of mixed residential, commercial and office uses throughout the area and, depending on the parcel and its surroundings, vertical mixed use (i.e., a mix of uses within the same building), with an emphasis on retail and entertainment uses at the street level. • Provide a variety of residential development types and greater density of development, with a transition area adjacent to the existing residential neighborhood east of 4th Street. • Provide for development that is supportive of transit by encouraging a pedestrian-friendly environment. 	

Recommended Code Amendments	Discussion
<ul style="list-style-type: none"> • Provide development and design standards that support the goals of the MMA Plan • Limit development of low-intensity uses while allowing continuation of existing industrial and manufacturing uses. • Provide reduced parking standards and encourage alternative parking arrangements. <p>In order to recognize and support the distinctly different characteristics of areas within the BC-MMA boundary, subdistricts are established as follows:</p> <ul style="list-style-type: none"> • 1st/2nd Street Subdistrict. Applies to properties in the vicinity of 1st and 2nd Streets within the BC-MMA and is intended to provide for a mix of office, higher density residential, live/work and small-scale retail uses while also allowing for continuation of existing light industrial/manufacturing uses in the area. • 3rd Street Subdistrict. Applies to properties in the vicinity of 3rd Street between Revere and Franklin Streets and is intended to provide a range of mixed uses including large-scale commercial, retail and limited residential uses. • 4th Street Subdistrict. Applies to properties in the vicinity of 4th Street within the BC-MMA and is intended to provide a transition between the more intense central area and existing residential neighborhoods to the east. • South MMA Subdistrict. Applies to properties south of Franklin Avenue along and between 2nd and 3rd Streets and is intended to provide a range of mixed uses including high density multifamily and office space above ground floor retail/service uses. <p>Applicability. In addition to the provisions of the underlying zone, the standards and requirements of this section apply to lands within the BC-MMA Overlay boundary as depicted on Figure 2.7.3010. These provisions modify existing standards of the City of Bend Zoning Ordinance by applying requirements, limiting allowable uses, or allowing exceptions to general regulations. Where there is a conflict between the provisions of the BC-MMA Overlay and those of the underlying zone or other portions of the Zoning Ordinance, the provisions of this overlay district shall control.</p> <p><i>[Insert Subdistrict boundaries map - Figure 2.7.3010 - here]</i></p>	<p>Note: See Exhibit A for proposed BC-MMA and subdistricts boundaries.</p>

Recommended Code Amendments	Discussion
<p>2.7.3020 Permitted Land Uses.</p> <p>A. Permitted and Conditional Uses. The land uses listed in Table 2.7.3030 are allowed in BC-MMA sub-districts, subject to the provisions of this chapter. Only land uses that are listed in Table 2.7.3030 and land uses that are approved as “similar” to those in Table 2.7.3030 may be permitted or conditionally allowed. The land uses identified with a “C” in Table 2.7.3020 require Conditional Use Permit approval prior to development, in accordance with BDC Chapter 4.4. Land uses identified with an “L” in Table 2.7.3020 are allowed with limitations in accordance with Subsection (D).</p> <p>B. Mixed uses. For the purposes of the BC-MMA, mixed-use building or development means a mix of residential and commercial uses that are mixed “vertically,” meaning that a residential use is developed above the commercial use, or mixed “horizontally,” meaning commercial and residential uses both occupy ground-floor space. The percentages regulating commercial/office and residential uses found in the definition of “mixed-use buildings or development” in Chapter 1.2 do not apply here.</p> <p>C. Existing Uses. Uses and structures that are not conforming with the provisions in this section but that were lawfully established within the BC-MMA prior to the adoption of this code shall be treated as a permitted use. Expansion or enlargement 25 percent or less of the above-referenced uses or structures that are nonresidential shall be subject to the provisions of BDC Chapter 4.2, Site Plan Review and Design Review. For expansion or enlargement greater than 25 percent, the conditional use criteria, standards and conditions within BDC Chapter 4.4, Conditional Use Permits, shall also apply. Conditions of prior approvals shall continue to apply unless modified in conformance with BDC 4.1.1000, Reconsideration.</p> <p>D. Determination of Similar Land Use. Similar land use determinations shall be made in conformance with the procedures in BDC 4.1.1400, Declaratory Ruling</p>	<p>Note: Used current language from Section 2.1.200 (residential zones) regarding existing uses.</p>

Table 2.7.3020 Permitted Uses in the BC-MMA by Subdistrict

Land Use	1 st /2 nd Street Subdistrict	3 rd Street Subdistrict	4 th Street Subdistrict	South MMA Subdistrict
Residential				
Single-Family Dwelling as a primary use	N	N	N	N
Single-Family Dwelling as a secondary use	N	N	N	N
Multifamily Residential, as a stand alone use	P	C	P	P
Residential as part of mixed use development	P	P	P	P
Commercial				
Retail Sales and Service	L (see Subsection D1 below)	P	L (see Subsection D1 below)	P
Retail Sales and Service (auto dependent*)	N	N	N	N
Retail Sales and Service (auto oriented*)	N	C	N	N
Restaurants/Food Services				
– with drive-through*	N	C	N	N
– without drive-through	P	P	P	P
Offices and Clinics	P	P	L (see Subsection D2 below)	P
Conference Centers/Meeting facility associated with a hotel/motel	C	P	N	C
Lodging (bed and breakfast inns, vacation rentals, boarding houses, timeshare)	P	P	P	P
Hotel/Motels	C	P	C	C
Commercial and Public Parking, structure	C	C	C	C
Commercial and Public Parking, surface lot	N	N	N	N

Bend Central District MMA
Draft Plan and Code Amendments

Land Use	1 st /2 nd Street Subdistrict	3 rd Street Subdistrict	4 th Street Subdistrict	South MMA Subdistrict
Commercial Storage				
– enclosed in building and on an upper story	P	C	P	N
– not enclosed in building	N	N	N	N
– enclosed in building on ground floor (i.e., mini-storage)	N	N	N	N
Entertainment and Recreation				
– enclosed in building (e.g., theater)	C	C	C	C
– not enclosed (e.g., amusement)	C	C	N	C
Wholesale Sales (more than 75% of sales are wholesale)	P	P	C	C
Hospital	C	C	C	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	P	P
Government – branch service intended to serve a portion of the City	P	P	P	P
Government – limited point of service (e.g., public works yards, vehicle storage, etc.)	N	N	N	N
Parks and Open Space	P	P	P	P
Schools				
– pre-school, and primary, secondary	C	C	C	C
– colleges and vocational schools	C	P	C	P
Clubs and Places of Worship	P	P	P	P
*Utilities (above ground)	P	P	P	P

Bend Central District MMA
Draft Plan and Code Amendments

Land Use	1 st /2 nd Street Subdistrict	3 rd Street Subdistrict	4 th Street Subdistrict	South MMA Subdistrict
Industrial				
Manufacturing and Production	L (see Subsection D3 below)	N	N	N
Warehouse	L (see Subsection D4 below)	N	N	N
Transportation, Freight and Distribution	C	N	N	N
Production businesses (e.g., IT support centers, biotechnology, software/hardware development, broadcast and production studios)	P	C	C	C
Industrial Service (e.g., cleaning, repair)	L (see Subsection D3 below)	N	N	N
Miscellaneous				
Small scale alternative energy systems (i.e., rooftop wind turbine or solar panels)	P	P	P	P

Key to Permitted Uses

P = Permitted

N = Not Permitted

C = Conditional Use

L = Permitted with limitations, subject to Subsection (D) below

Note: Changed entertainment uses (enclosed) from P to C in 3rd Street Subdistrict based on comment from Rick Williams that parking should be considered per conditional use for entertainment uses.

Note: The following definition should be added to Chapter 1.2 Definitions:

“Small scale alternative energy systems are those that provide a limited amount of energy directly to the user from renewable sources such as solar, wind and water (hydro systems). Typically, a small scale system would have a capacity of no more than 10kW for solar or wind and 100kW for hydro.”

Recommended Code Amendments	Discussion
<p>E. Limitations. The following limitations apply to those uses identified as “L” in Table 2.7.3020.</p> <ol style="list-style-type: none"> 1. Retail sales and service. Retail sales and service uses shall not exceed 30,000 square feet per business. Total area of retail sales and service uses combined shall not exceed 50,000 square feet per building. 2. Offices and clinics. Offices and clinics shall not exceed 15,000 square feet per business. 3. Manufacturing, production and industrial services. Uses shall not exceed 20,000 square feet per business and shall minimize potential external effects as follows: <ol style="list-style-type: none"> a. All operations shall be conducted entirely within an enclosed building. b. Potential nuisances such as noise, odor, electrical disturbances and other public health nuisances are subject to Chapter 13.45 c. Roof-mounted mechanical equipment, such as ventilators and ducts, shall be contained within a completely enclosed structure that may include louvers, latticework, or other similar features. This screening requirement does not apply to roof-mounted solar energy systems or wind energy systems. 4. Warehousing. Warehousing must be accessory/secondary to a primary permitted use (it may not be a stand-alone use) and shall not exceed 15,000 square feet per building. 	
<p>2.7.3030 Development Standards.</p> <p>The following table provides numerical development standards within the BC-MMA Overlay.</p> <p>Building setback standards apply to any new buildings and any building expansion, including primary structures and accessory structures. Setbacks provide opportunity for pedestrian amenities; building separation for fire protection and building maintenance; sunlight and air circulation; noise buffering; and visual separation. Building setbacks are measured from the building foundation to the respective</p>	

property line.

Table 2.7.3030 Development Standards in the BC-MMA by Subdistrict

Standards	1st/2nd Street Subdistrict	3rd Street Subdistrict	4th Street Subdistrict	South MMA Subdistrict
Minimum Lot area	No minimum	No minimum	No minimum	No minimum
Lot width	30 feet	30 feet	30 feet	30 feet
Minimum front yard setback	5 feet ¹	10 feet ²	5 feet ¹	5 feet ¹
Maximum front yard setback	10 feet	15 feet	10 feet	10 feet
Rear and side yard setback	10 feet	None or 10 feet (see Section B below)	None or 10 feet (see Section B below)	None or 10 feet (see Section B below)
Maximum building height ³	65 feet to 85 feet (see Sections A and D below)	65 feet (see Section D below)	[35-50] feet	65 feet to 85 feet (see Sections A and D below)

Notes:

1. In the 1st/2nd Street, 4th Street and South MMA Subdistricts, the required 5-foot front setback will be a dedicated pedestrian easement and will be developed according to the applicable cross section for the fronting street.
2. In the 3rd Street Subdistrict, the first 5 feet of setback (measured from the street) will be a dedicated pedestrian easement and will be developed according to the applicable cross section for the fronting street. The remaining 5 feet of setback shall be landscaped according to Chapter 3.2.300.
3. Equipment used for small scale alternative energy production does not count towards maximum building heights.

Question for PT/TAC: What is an appropriate height limit for the 4th Street Subdistrict?

Note: Need to consider feasibility of a city pedestrian easement adjacent to a state facility.

- A. In the 1st/2nd Street and South MMA Subdistricts, buildings that provide at least [50-80] percent of required parking within the building footprint of structures, such as in rooftop parking or under-structure parking may be a maximum of 85 feet in height. Parking on the ground floor shall have a retail façade facing the primary street.
- B. Rear and side yard setback.
1. There is no rear or side yard setback required, except when abutting a Residential Zone. In such cases, the rear or side yard setback is 10 feet for all portions of the building less than 35 feet in height. Portions of the building above 35 feet shall set back an additional one foot for each foot the building height exceeds 35 feet.
 2. When a public alley abuts a side or rear yard of property, 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.
- C. Multiple Frontage Lots. For buildings on sites with more than one frontage or through lots, the minimum front yard setback standards in Table 2.7.3030 shall be applied to all street frontages.
- D. Building height step-backs in the 1st/2nd Street, 3rd Street and South MMA Subdistricts. Where portions of a building are higher than 45 feet, 60 percent of the street-facing facades higher than 45 feet must be set 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 setback 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.
1. 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 be set back one foot from the street-facing property line for every one foot that the building exceeds 45 feet in height, with a minimum setback of 5 feet and a maximum setback of 10 feet.

Question for PT/TAC: What are the appropriate standards (percentage and height) for the height bonus in (A)?

<p><i>[Insert step-back graphic here]</i></p> <p>E. Buffering. A 10-foot-wide landscape buffer is required along the side and rear property lines between nonresidential uses and any adjacent Residential Districts. The buffer is not in addition to (may overlap with) the side and rear setbacks required in subsection (B) 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.</p>	
<p>2.7.3040 Design Standards</p> <p>A. All development. Development in the BC-MMA is subject to the design guidelines in Chapter 2.2.800, Subsection (I) as established below. The standards of this section are in addition to the site plan review regulations of BDC Chapter 4.2. The standards of this section are in lieu of the commercial design standards of BDC 2.2.600.</p> <ol style="list-style-type: none">1. Section 2.2.800.I.1 - Existing edge conditions. Apply with no changes.2. Section 2.2.800.I.2 - Human scale. Apply with no changes.3. Section 2.2.800.I.3 - Physical, Visual and Experiential Connections. The intent and general approach of this section apply. However, the language referring to traditional business zones and traditional storefront buildings does not apply here.4. Section 2.2.800.I.4 - Cohesive elements. Apply with no changes.5. Section 2.2.800.I.5 - Integrate Building Parapets and Rooftops. The intent and general approach of this section apply. However, the language referring to ornamentation on traditional CB Zone buildings does not apply here. In addition, rooftop solar panels and wind turbines are exempt from the screening requirement.6. Section 2.2.800.I.6 - Weather protection projections. Apply with no changes.7. Section 2.2.800.I.7 - Reinforce the corner. Apply with no changes.8. Section 2.2.800.I.8 - Pedestrian-oriented ground floor. Apply with no changes.	<p>Note: For an illustration of design standards in this district, see Exhibit B.</p>

<p>9. Section 2.2.800.I.9 - Alley façade treatment. Apply with no changes.</p> <p>10. Section 2.2.800.I.10 - Urban materials. Does not apply.</p> <p>B. Stand alone residential buildings. Stand-alone residential buildings including duplexes, triplexes and multifamily are also subject to the provisions in Sections 2.1.900 and 2.1.1000, with the following exception:</p> <p>1. The common open space requirement in 2.1.1000.B .1 does not apply to any residential building located within one-quarter mile of a public park.</p>	<p>Question for PT/TAC: Should parts of the urban materials guidelines apply in the BC-MMA? Alternatively, we could draft general intent language for this section that emphasizes high-quality building materials but leaves out mention of specific material types.</p>
<p>2.7.3050 Parking</p> <p>In the BC-MMA, the following parking requirements supersede parking requirements in Table 3.3.300. Unless otherwise noted here, other sections of Chapter 3.3 Vehicle Parking, Loading and Bicycle Parking apply.</p> <p>A. The number of required off-street vehicle parking spaces is established below. 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).</p> <p>2. Residential uses: 1/2 space per unit</p> <p>3. Commercial uses:</p> <p>a. Commercial uses smaller than 1,000 square feet of floor area: none</p> <p>b. Commercial uses 1,000 square feet or more of floor area: 1 space per 1,000 square feet of gross floor area</p> <p>4. Entertainment uses: Determined by conditional use</p> <p>5. Hotel/motel: 1/2 space per room</p> <p>6. Office uses: 1.5 spaces per 1,000 square feet of floor area</p> <p>7. Light industrial/manufacturing uses: 0.7 spaces per 1,000 square feet of floor area</p> <p>8. Public and institutional uses, government uses: 1.5 spaces per 1,000 square feet of floor area</p> <p>B. Credit for On-Street Parking. If retail or other active commercial use is provided on the street-facing ground floor, 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 75 percent of the</p>	<p>Note: Parking ratios recommended by parking consultant.</p> <p>Questions for PT/TAC: Should parking maximums also be established? Is ½ space per unit too low for residential and hotel/motel?</p> <p>Note: This language allows for greater parking reductions than those allowed by Chapter 3.3.</p>

<p>requirement. 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. 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.</p> <p>C. 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 75 percent of the sum of the requirements for all uses.</p> <p>D. The total number of required vehicle parking spaces for an industrial, commercial, or office use may be reduced by up to 10 percent in exchange for providing on-site public open space/green space at the following ratio: one vehicle parking space per 500 square feet of public open space/green space. This reduction is in addition to any reductions taken under Chapter 3.3.300.D.</p>	
<p>2.7.3060 Special Street Standards</p> <p>Generally, the Transportation Improvement Standards of Chapter 3.4 apply in the BC-MMA Overlay. However, certain streets within the overlay are subject to special street cross section standards that were created in order to establish a distinct network of complete streets within the district. New streets, additional street widths and street improvements in the BC-MMA shall be done in conformance with those street cross sections. [Add reference here.]</p>	<p>Note: This language assumes that new street cross sections for the MMA will eventually be created and adopted. They should be referenced here (we don't recommend importing them into the code itself).</p> <p>For an example of conceptual street cross sections, see Exhibit C.</p>

<p>2.7.3070 Low Impact Stormwater Management</p> <p>The use of low impact development (LID) techniques to manage stormwater on site is encouraged. Techniques can include, but are not limited to, the following:</p> <ul style="list-style-type: none"> A. Use of on-site pervious paving materials to minimize impervious surfaces allowed within off-street and on-street parking areas and other areas within a development site B. Provision of an eco-roof or rooftop garden C. Use of drought tolerant species in landscaping D. Provision of parking integrated into building footprint (above or below grade) E. Provision of rain gardens and bioretention areas on site to filter stormwater runoff F. Shared stormwater facilities between adjacent properties 	<p>Note: The city is updating its Stormwater Master Plan and uses the Central Oregon Stormwater Manual for specifications. Draft Policy 9.5 calls for the use of LID techniques. If we keep this section of code, it should reference the COSM and the Master Plan, if appropriate.</p>
<p>2.7.3080 Landscaping</p> <p>Generally, the landscaping standards of Chapter 3.2 apply to the BC-MMA except as noted below:</p> <ul style="list-style-type: none"> A. The minimum required landscaping shall equal 10 percent of the gross lot area for the following uses: <ul style="list-style-type: none"> 1. Residential – duplex and triplex units and multiple-family developments 2. Commercial and office developments 3. Industrial developments. Seventy-five percent of the required 10 percent site landscaping shall be located within the front yard setbacks and parking areas or other areas visible to the public, unless otherwise required as a condition of approval 4. Mixed-use developments B. Green roofs and rooftop gardens may be counted toward meeting up to 50 percent of the landscaping requirement. C. Landscaping in the public right-of-way (for example, street trees and bioswales) may be counted toward meeting the landscaping requirement. 	

General Plan Amendments

Bend General Plan language will need to be updated to provide policy support for the adoption of the new BC-MMA Overlay. Changes are proposed below for General Plan Chapters 5 (*Housing and Residential Lands*), 6 (*The Economy and Lands for Economic Growth*), and 7 (*Transportation Systems*). Recommended language for inclusion in Chapter 6 describes the origins of the BC-MMA District in the earlier Central Area Plan and gives a general description of the characteristics of an MMA. New policies supporting mixed use development in the BCD are proposed for inclusion in the *Mixed Use Development* policy section. In addition, a new policy supporting higher residential densities along key streets in the BC-MMA is proposed for inclusion in Chapter 5. A description of the MMA is also included in Chapter 7 and a number of proposed policies support the development of the multi-modal streets and gateways envisioned for the BC-MMA. New transportation policy also articulates the city's commitment to developing a parking strategy and management plan for the area.

Proposed new policies for Chapter 5 (under *Housing density and affordability*):

- The City will encourage higher density residential (12 units/acre) within the Bend Central MMA District along 2nd Street, between Revere and Franklin, and on 3rd Street, particularly south of Greenwood Avenue, as part of the vibrant mix of uses that will be mutually supportive in this area.

Proposed new background language for Chapter 6:

The Central Area Plan (CAP) prepared in 2005-2007 describes the future vision for the Bend Central District as:

"... a new mixed-use area in the Bend Central District that will fill in missing spaces and provide greater density feeding onto a "new" 3rd Street. Because the 3rd Street re-invention will carry less automobile traffic, it can transition into a boulevard with greater levels of pedestrians socializing in community plazas, dining in local restaurants, shopping in a variety of mid-sized businesses, and working in a variety of professional offices. 3rd Street will become a passageway through medium to high density, compact, mixed-use residential areas with cafes and shops; it will be a street full of public spaces linking with the employment/industrial district to the north, the employment/office districts in Bend Central, the Historic Downtown Core via Greenwood and Franklin Avenues, and the Mill District to the south..."

The CAP identified a detailed list of "performance guidelines" for future development in the Bend Central District (or BCD) to ensure consistency with this vision. Those guidelines generally include the following elements:

- Making the BCD a "new town in town" that will draw people and activity into the district during all seasons and all times of day.
- Connections (visual, vehicle, pedestrian) within the district and to adjacent districts.
- Defined civic spaces and landscaping throughout the district that create gathering spots and pathways.

- Buildings that relate to their context in terms of scale, mass and design. Buildings should also be active on the ground floor and help to define the streets.

As part of preparing the CAP, the project team authored a Land Use Regulatory Recommendations Memo that recommended application of a new “Special Planned District” to allow for a broader mix of uses and more intensive development within the BCD. It included new proposed design and development standards for application within this Special Planned District. However, questions remained regarding some elements of the CAP’s vision, particularly assumptions pertaining to the intensity of development and the potential height of future buildings in the area. Specifically, Staff and stakeholders questioned whether the intensity of development described for the BCD was realistic from a market perspective and if public facilities would be adequate to serve that level of development.

As an outgrowth to the CAP, the City began work on an implementation plan for the BCD in 2013. To achieve the vision for the BCD - a district with a mix of uses and a safe and comfortable transportation system that provides strong pedestrian and bicycle connections to the Historic downtown core - the City explored designating the BCD as a Multimodal Mixed-Use area (MMA). The MMA designation is described in the State Transportation Planning Rule (TPR); local jurisdictions are not required to apply local or state mobility standards when evaluating a proposed plan or land use decisions for TPR compliance. The Bend Central District MMA project revisited the land use and transportation assumptions of the CAP, revised slightly the BCD boundary, and proposed specific requirements to be applied to future development within the district to ensure that a MMA designation will be consistent with the requirements of the TPR. Through the designation of the Bend Central MMA Overlay (BC-MMA) on the Bend Zoning Map and the inclusion of BC-MMA requirements in the Bend Development Code, the city has considered and accepted the potential for increased congestion as an acceptable tradeoff for the denser development and more multimodal-supportive network desired for the BCD.

Proposed new policies for Chapter 6 (under *Mixed Use Development*):

- The City will encourage a mix of land uses and supportive urban design concepts design and the implementation of a transportation system that serves all users within the Bend Central MMA Overlay.
- The City will require a transition in building heights and densities between the MMA boundary and adjacent residential neighborhood east of 4th Street.
- The City will encourage redevelopment and increased activity along 1st, 2nd and/or 3rd Streets, and along major east-west cross streets, including Olney, Greenwood, and Franklin Avenues. These mixed use corridors will be the heart of vital mixed use area expected to host businesses, shops, restaurants, and housing for residents, visitors and workers in Bend.

Proposed new policies for Chapter 7:

- The City will partner with property owners and developers to make improvements to transportation facilities within the BC-MMA Overlay to improve connections for all modes of

travel, including implementing a well-connected system for pedestrians, bicyclists and transit users.

- The City will implement street designs identified in the BCD MMA Plan and BC-MMA Overlay over the long term. Improvements may be phased in over time and will be refined, as needed and appropriate through more detailed facility design processes.
- The City will encourage and work with local businesses and residents to implement transportation demand management programs and strategies.
- The City will work with local businesses and property owners to develop and implement a parking strategy for the District that meets local parking needs while also encouraging use of alternative modes (e.g., bicycling, walking and transit) to travel to, from and within the BCD MMA.
- The City will work closely with the Oregon Department of Transportation (ODOT) to monitor conditions on the Bend Parkway and its on- and off-ramps in close proximity to the BCD MMA to anticipate and identify strategies to mitigate conditions that do not meet state performance standards for these facilities.

Potential Transportation System Plan Amendments

In order to ensure consistency between the TSP and recommendations in the Bend MMA Plan, amendments to TSP policies and appendices may be needed. The following list presents a preliminary overview of potential amendments for discussion. More detailed amendment language may be provided in a subsequent, updated memo.

- 6.2 Transportation Demand Management (p. 96) -- Consider adding language here emphasizing the importance of TDM in supporting the objectives of an MMA.
- 6.3 Pedestrian and Bicycle System (p. 97) -- Amend to reference improvement recommendations from the MMA Plan.
- 6.5.1.1 Roadway Classifications / Expressways (p. 111) -- Amend to reference MMA Plan's disconnection of Hawthorne Avenue from Bend Parkway.
- 6.5.1.4 Minor Arterials (p. 124) -- Amend discussion of Revere Avenue to remove "need to complete to five-lane width." Possibly amend Table 11 to include 2nd Street (Revere to Burnside) and 4th Street (extend classification south to Burnside) as Minor Arterials, pending further discussion with City.
- 6.5.2.9 Railroad Grade Crossings (p. 142) -- Amend discussion of Hawthorne undercrossing to reference analysis done in MMA Plan.
- Appendix A.2 Table -- Amend to reflect two-lane cross-sections for 2nd Street and 4th Street.

Bend Central District MMA
Draft Plan and Code Amendments

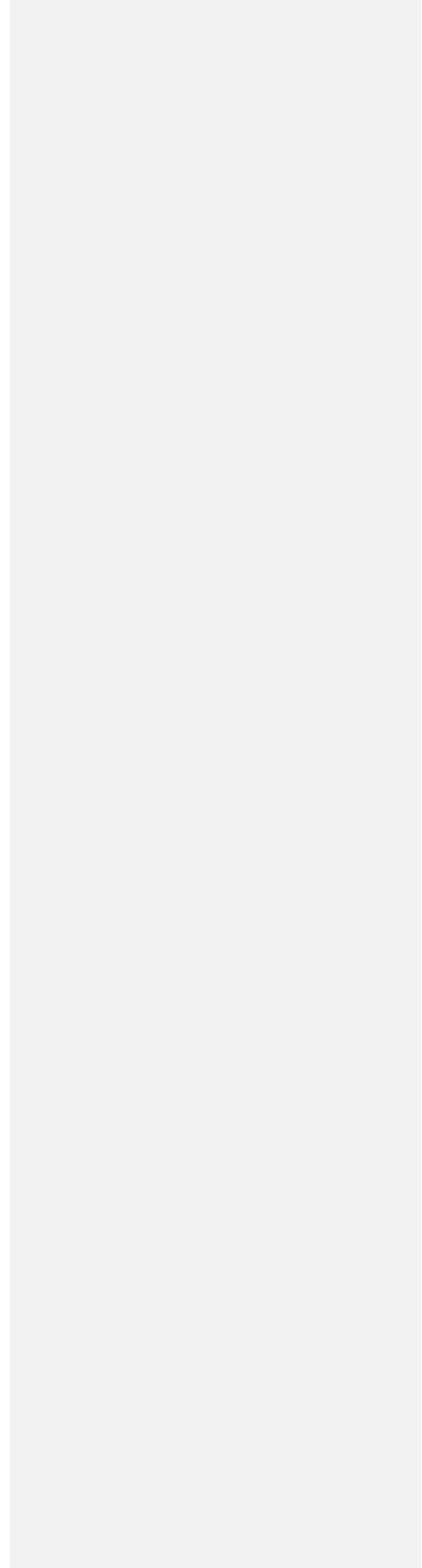
- Appendix A.3 -- Amend to reflect new intersection improvement projects included in the MMA Plan.
- Appendix A.4 -- Amend to reflect new street improvement projects included in the MMA Plan.
- Appendix A.7 -- Amend to reflect changes to roadway classification system and bicycle pedestrian system maps

Exhibit A



Proposed Zoning Designations and Special Planned District Boundary

&















BC-MMA Subdistrict Boundaries




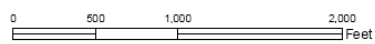
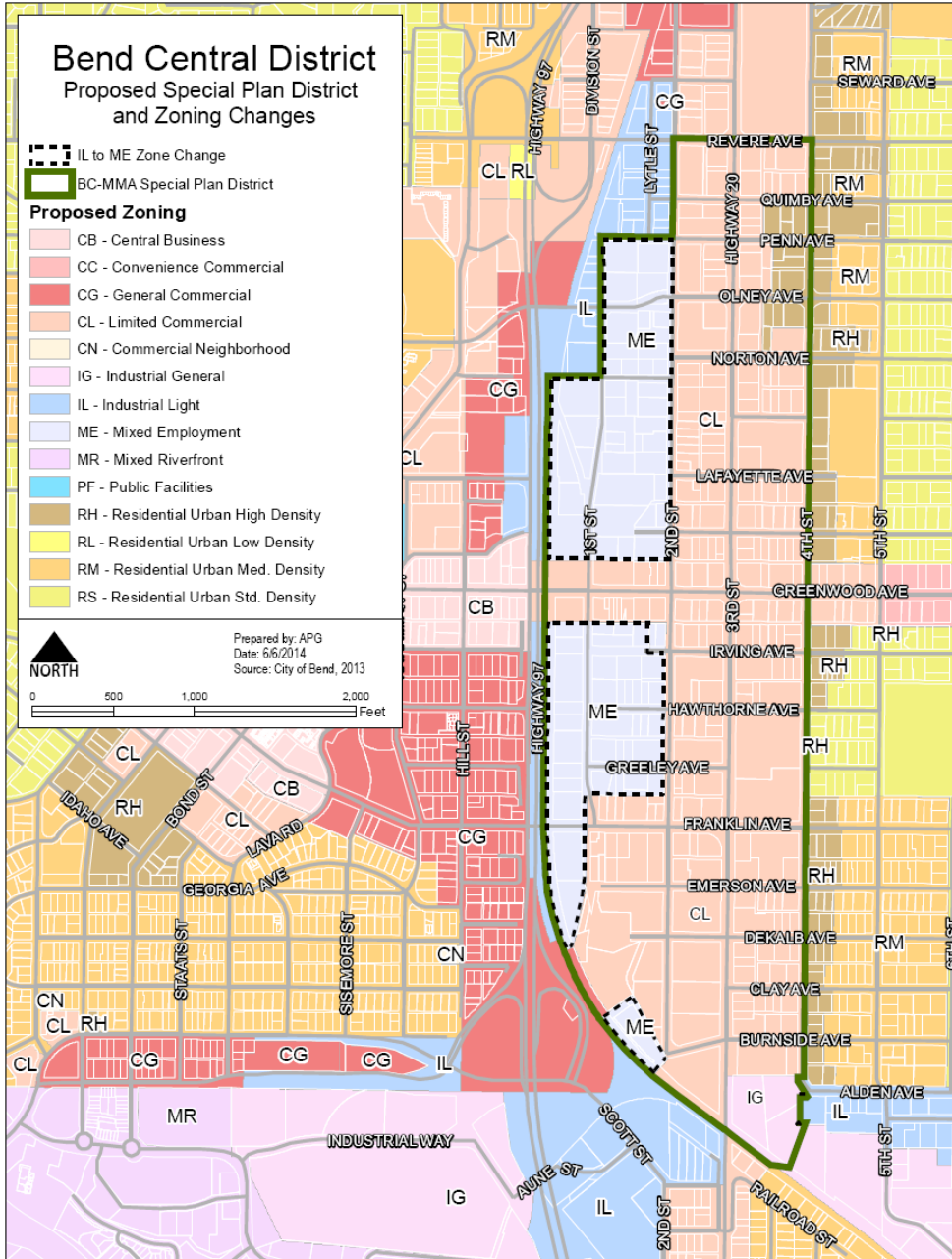
Bend Central District Proposed Special Plan District and Zoning Changes

-  IL to ME Zone Change
-  BC-MMA Special Plan District

Proposed Zoning

-  CB - Central Business
-  CC - Convenience Commercial
-  CG - General Commercial
-  CL - Limited Commercial
-  CN - Commercial Neighborhood
-  IG - Industrial General
-  IL - Industrial Light
-  ME - Mixed Employment
-  MR - Mixed Riverfront
-  PF - Public Facilities
-  RH - Residential Urban High Density
-  RL - Residential Urban Low Density
-  RM - Residential Urban Med. Density
-  RS - Residential Urban Std. Density

 NORTH
 Prepared by: APG
 Date: 6/6/2014
 Source: City of Bend, 2013

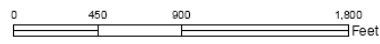
Bend Central District

Proposed Special Plan District Subdistricts

 Bend MMA Subdistricts



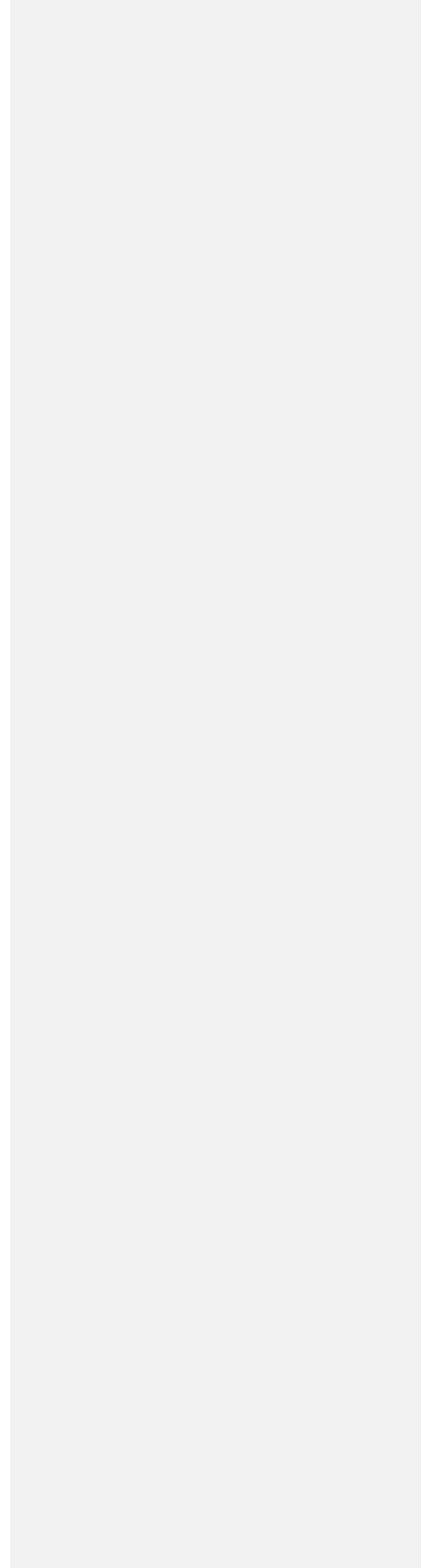
Prepared by: APG
Date: 6/9/2014
Source: City of Bend, 2013



Source: Esri, DigitalGlobe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

Exhibit B

Illustration of Proposed Design Standards



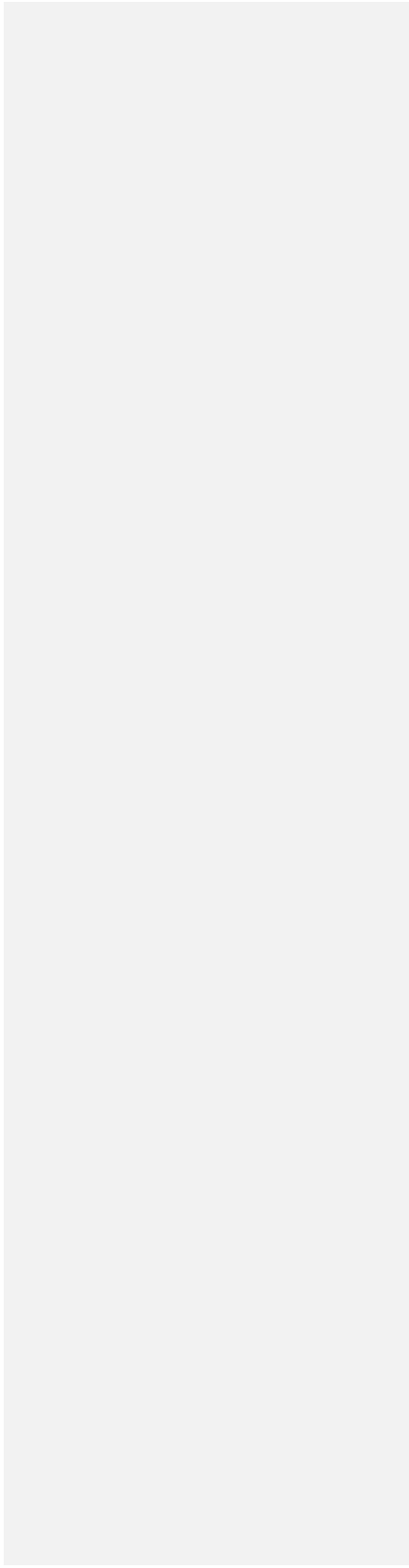
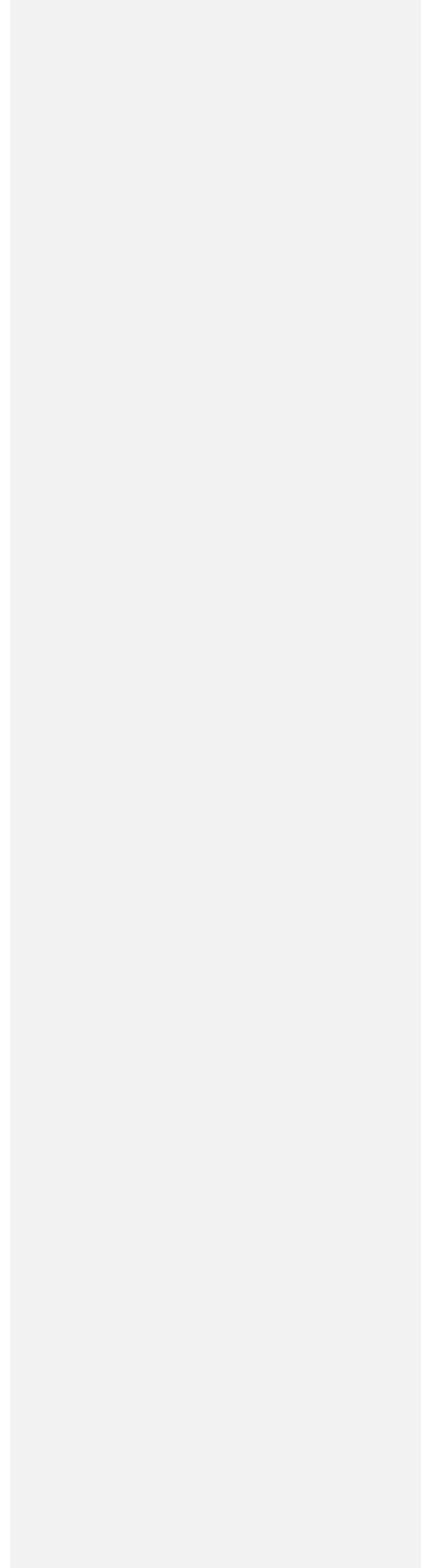


Exhibit C

Conceptual Street Cross Sections

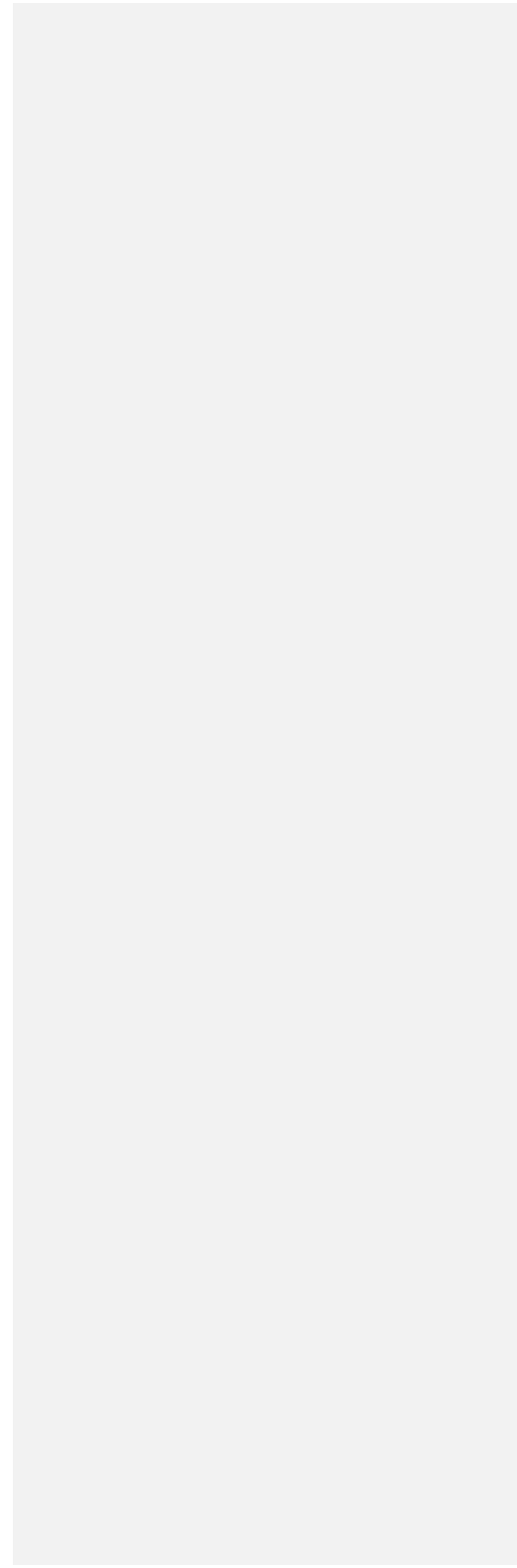


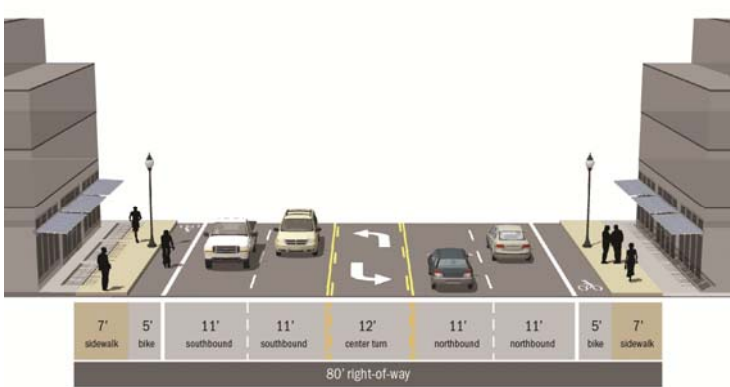


2nd/4th Street – Option 1

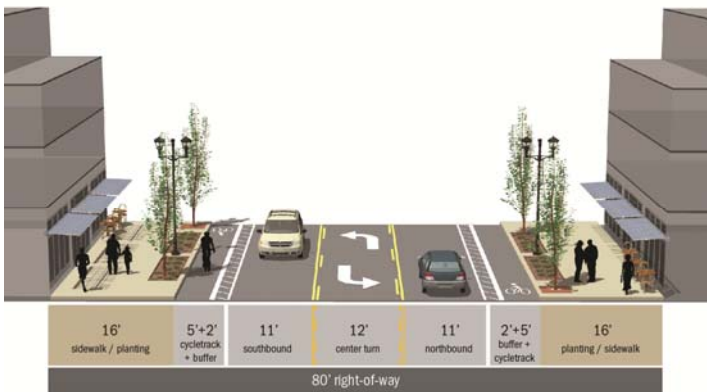


2nd/4th Street – Option 2





3rd Street North of Greenwood



3rd Street South of Franklin/Greenwood

