



Prepared for the City of Bend by:

Parametrix

700 NE Multnomah Avenue, Suite 1000, Portland, OR 97232



813 SW Alder St., Suite 200, Portland OR 97205

REVERE AVE.



610 SW Alder Street, Suite 1008, Portland, OR 97205

RESIDENTIAL NEIGHBORHOOD

RESIDENTIAL NEIGHBORHOOD

NEWPORT AVE.

PHASE III

Otak

333 SW Upper Terrace Drive, Bend, OR 97702

GALVESTON AVE.

HISTORIC DOWNTOWN

Hara Shick Architecture

838 NW Bond Street, Suite B, Bend, OR 97701

PHASE IV

U.S. HWY 97 THIRD STREET



ACKNOWLEDGEMENTS

Bend City Council

Bruce Abernethy
Mark Capell
Jim Clinton
Bill Friedman
Peter Gramlich
Linda Johnson
Chris Telfer

Bend Planning Commission

Jodie Barram
Nathan Hovekamp
Kevin Keillor
Steve Miller
Patrick Oliver
Donald Senecal
Cliff Walkey

Central Area Plan Project Advisory Committee

Kathleen Combs, Orchard District Neighborhood Association
Tyler Deke, City of Bend – Metropolitan Planning Organization
Pam Hardy, Riverwest Neighborhood Association
Steve Jorgensen, Bend Metro Park & Rec. District
John Karl, BNSF Railroad
Ron Kidder
Doug Knight, Old Bend Neighborhood Association
Bruce Ronning, Bend Metro Park & Rec. District

Bend Central Area Planning Committee

Kathy DeGree*
Jeff Eager*
Jack Holt*
Patrick Kesgard*
James Lewis*
Bob Thomas*
Mary Louise Vidas*
Jean Wood*

* Denotes individuals on the PAC but holding other positions on the project as well.



City of Bend Staff

Nick Arnis, Transportation Engineering Manager
Linda Crossman, Accessibility Manager*
Jeff Datwyler, Bend Urban Renewal / Economic Development*
Paul Rheault, Public Works*
Pat Kliewer, Bend Historic and Cultural Resources*
David Knitowski, AICP, PE, Long Range Planning*
Shannon Levine, Community Development
Robin Lewis, Transportation Engineering*
John R. Russell, AICP, Bend Urban Renewal /Economic Development Manager*
Brian Shetterly, Long Range Planning Manager*

Oregon Department of Transportation

Patrick Creedican, ODOT District Manager*
David Boyd, Access Management*
Mark DeVoney, Contract Administrator*
Charles Kettenring, ODOT Manager Rail*
Joel McCarroll, ODOT Traffic Engineer*

Consultant Team

Parametrix

David Siegel, AICP, Project Manager and Lead Facilitator
Shelley Holly, AICP, Deputy Project Manager and Land Use Planner
Anne Sylvester, PTE, Transportation Engineer
Shelley Oylear, Transportation Planner
Lauren Golden, Planner

StastnyBrun Architects

Don Stastny, FAICP, FAIA, Project Designer
Jennifer Mannhard, AICP, Project Planner
John Haswell, Planner

Leland Consulting Group

Dave Leland, Real Estate Strategist
Chris Zahas, AICP, Real Estate Strategist

Otak, Inc.

Ron Kampe, PE
Todd Chase, AICP

Hara Shick Architecture

Leslie Hara Shick, AIA



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PREFACE

In March 2004, City Council directed staff to begin the process of developing a master concept plan for what is known as the Central Area of Bend in order to prepare for and guide the growth anticipated to occur over the next 20-30 years. The Central Area generally comprises the historic downtown business core area and its surrounding neighborhoods. The Central Area Plan takes a broad view of greater downtown Bend, providing an overall vision and framework for future development, redevelopment, and investment. The Plan addresses the area bounded on the west by the Deschutes River, on the north by Butler Market Road, on the east by Fourth Street, and on the south by the Colorado/Arizona Avenue couplet.

The primary objectives of the Bend Central Area Plan (CAP) are fourfold. First and foremost, the CAP is a central area "*improvement*" plan, one that builds upon the good "bones" of the current Historic Downtown Core area, and upon the sound foundation of community-based planning for the area. Second, the CAP is intended to serve as the "master conceptual plan" for the Central Area, including the identification of central neighborhoods and the Third Street Reinvention. Third, the CAP is intended to correspond with the objectives of the Bend Vision 2030 Plan, as that plan designates Bend's downtown area as a vibrant multi-use area. Finally, the overarching objective of the Plan is to ensure that the Bend Central Area will serve the community and region's future needs for an active, mixed-use urban area.

The CAP aims to provide the blueprint for the evolution and expansion of the Bend Central Area into a vital, vibrant, mixed-use and pedestrian-friendly environment over the next 20-30 years. The CAP summarizes the rationale for, and the evolution of, the conceptual design plan. It identifies development types and "catalyst projects", projects that are needed to jumpstart other development in the area and create a climate for investment. It promotes a multi-modal transportation system and concurrent development that is conducive to the reinvention of the automobile-dominated Third Street commercial strip.

- The opportunities presented by the community's plan for an improved Central Area include:
 - Enabling the evolution of a vital downtown which is unique to the region;
 - Enhancing the value of the Bend's unique character;
 - Unifying vacant, developed, and redevelopable land; investing in transportation improvements;
 - Making the Central Area a desirable place to live, work and play; and
 - Creating a place with a cohesive community atmosphere, unique amenities, and infrastructure that will enable the Bend Central Area to operate independently of surrounding service and employment centers.

Among the challenges in the Bend Central Area is the need to balance increasing levels of traffic congestion, a larger daytime worker population, and changes in existing development due to increased property values. This will be accomplished by efficient transportation improvements, fostering quality redevelopment, and implementing quality design standards. These key elements will contribute to the identity of distinct neighborhood districts in the Central Area, a reinvention of Third Street as a pedestrian friendly boulevard, the preservation of the historic downtown core, and the development of an urban form that is unique to Bend. The plan promotes the development of open spaces throughout the Central Area, and fosters the



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redevelopment of key intersections of character. Where possible, a connection of green spaces and great streets throughout the plan area will include the dual purpose of managing stormwater. Finally the plan includes establishing an innovative implementation strategy for funding and carrying out the plan.

The Bend Central Area Vision establishes a set of guiding principles that over the next twenty to thirty years will direct future efforts, guide investment decisions, and serve as “measures of success”. The Bend Central Area Plan preserves long-term investment opportunities and encourages short-term redevelopment. It is based on the belief that all development and all partners have a responsibility to demonstrate how they support the continued success of Bend’s Central Area as well as its redevelopment into a more densely populated downtown area.



INTRODUCTION TO THE PLAN DOCUMENTS

Bend's Central Area Plan is comprised of two major components: The Plan; and its Technical Appendices. A description of these two components is provided below.

THE PLAN: AN OVERVIEW DOCUMENT

The Bend Central Area Plan (CAP) document is a summary statement of the community's vision, direction, and commitment to action for the future of Bend's Central Area over the next 20-30 years. As such, the Plan document *itself* will also be presented as a summary statement, intended to serve as a stand-alone piece that provides:

- An overview of existing conditions within the Central Area;
- The vision, guiding principles and concepts behind the plan;
- The likely future conditions within the area, given projected growth and envisioned future development;
- A framework design concept that organizes and guides future development and the provision of supporting infrastructure;
- An identification of projects, tools and actions appropriate for guiding development and establishing a climate for investment for achieving envisioned growth; and
- An implementation strategy for applying the projects, tools and actions to ensure the plan is carried out, incrementally, over time.

The Central Area Plan communicates the City's public policy objectives for guiding the growth of the area over time. The background information providing the foundation for the community's policy and investment decisions is contained within a series of technical memoranda attached to this document as appendices; these will be summarized or referred to in this overview document.

THE TECHNICAL APPENDICES: THE FOUNDATION

The technical memoranda which comprise the technical foundation for the Plan have been compiled into thirteen (13) appendices. A brief description follows.

Appendix A is a review and update of the Central Area Plan Design Framework developed in earlier stages of the project.

Appendix B is a technical memorandum detailing the current conditions existing in Central Bend with regard to the transportation, infrastructure, land use and regulatory context.

Appendices C, D, and E are technical memoranda detailing the local economy and climate for development, and large scale redevelopment opportunities.

Appendix F is a technical memorandum that evaluates future conditions, twenty to thirty years from now, for transportation and infrastructure under two scenarios: with and without the CAP.



Appendix G is a memorandum that refines the plan's urban design framework based on the evolved community vision for the Bend Central Area and a preliminary Preferred Design Concept Alternative upon which future implementation actions will be undertaken.

Appendix H is a Central Area Plan Implementation Action Memorandum containing recommendations regarding the improvements and changes to the transportation system, land uses and local regulations needed to carry out the Bend vision and framework. The Implementation Action Plan also includes the "catalyst projects" needed to create a climate for investment and to "jumpstart" development, including the recommendation that the City consider and implement an urban renewal district to help pay for public investment projects identified by the plan.

Appendix I is a Financial Toolkit containing various suggestions for implementing the Central Area Plan.

Appendix J contains summaries of stakeholder interviews conducted prior to the first CAP Public Workshop in 2004 as well as stakeholder interviews conducted at the initiation of CAP Part 2.

Appendices K and L contain summaries of the PAC meetings and public workshops held to develop and refine the CAP Framework, and that provided the foundation, direction (and ongoing support).

Appendix M contains recommendations for changes to the City's comprehensive plan, transportation system plan, development code and other tools comprising the local regulatory environment.

Taken together, these appendices provide not only the foundation for the plan, but the tools and recommendations for the community to use to inform future decisions regarding carrying out the plan.



PROJECT OBJECTIVES

INTRODUCTION

Bend, located in the high desert of Central Oregon and surrounded by vistas of the Cascade Mountains, has experienced phenomenal growth in the last decade. Bend is an all-season community, a characteristic that has enticed more migration than most Oregon communities. The greater downtown (the Central Area) is comprised of a number of diverse districts that contribute to an overarching identity for what is considered “Bend”, and represents a tapestry of its components. Based upon the connections between these areas, it plays a major role as the economic, social and civic center of the region. Bend serves as the “central city/regional center” and hub for the region bounded by the Columbia River to the north and California to the south along the US 97 corridor. Rapid growth has been a hallmark of this regional center, a trait that is expected to continue for the foreseeable future. With rapid growth come the attendant pressures for protecting what’s good, for maintaining and enhancing the current high quality of life, for providing the provision of appropriate supporting infrastructure, and for ensuring that growth occurs according to the community’s vision for its future. The area will evolve; the challenge is to ensure that the community is “pro-active” with regard to change, and not reactive.

WHY A CENTRAL AREA PLAN?

In 2004, City Council directed staff to begin preparing a master concept plan for central Bend to provide a broad framework to preserve Bend’s character and foster quality growth over the next 20-30 years. The Central Area Plan is composed of three fundamental elements: quality urban design; access and mobility; and development and redevelopment opportunities. These elements are the nexus for maintaining and further developing the area’s vibrant character. Each of these elements includes challenges associated with recent and projected rapid growth and must be considered collectively when implementing the Plan. Over the next 20 to 30 years transportation decisions will determine how people access the Central Area and whether the area sustains (and grows) its pedestrian “small town” feel. Quality design guidelines can maintain and encourage a neighborly feel as people naturally gather in public spaces on their way to a variety of activities. Finally, encouraging development appropriate to the envisioned character of each of the Central Area’s neighborhoods, and stimulating such development by programming and carrying out key catalyst projects is critical to the successful implementation of this conceptual framework plan.

The Central Area consists of the “greater downtown area”: the historic downtown business core area and its surrounding neighborhoods. The CAP builds upon previous studies and activities, takes a broad view of the area, and provides an overall vision and framework for future development, redevelopment, transportation and urban design. It should be noted that due to the availability of funding sources, the CAP effort was conducted in two parts; the first part began as a conceptual master plan for the Historic Downtown Core, and was completed and approved by City Council in December, 2005. In preparing this first part of the CAP, a vision and physical framework concept was prepared for a larger area comprised of the Historic Downtown Core and its surrounding neighborhoods in order to ensure that the focused effort was informed by the larger physical/geographic context in which it functioned. Central Area Plan Part 2 is intended



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to continue and build upon this initial effort, and address the neighborhoods and areas adjacent to the downtown, with a specific focus on part of the Third Street Corridor.

The primary objectives of the Central Area Plan (CAP) are threefold. First and foremost, the CAP is a downtown improvement plan, one that builds upon the “good bones” of the greater downtown, and that is consistent with the City’s sound foundation of community planning. Second, the CAP is intended to serve as the “master conceptual plan” for greater downtown Bend (the Historic Downtown core and its adjacent neighborhoods...the Central Area), as envisioned by the Bend General Plan. Finally, the overarching objective of the CAP is to ensure that greater downtown Bend will continue to grow as a composite of distinct, connected neighborhoods, while maintaining and increasing its role as the economic leader and social focal point of the larger, Central Oregon region. The CAP aims to provide the blueprint for the evolution of Bend’s Central Area, and summarizes the rationale for, and evolution of the conceptual framework plan. It identifies the projects and actions that are needed to “jumpstart” other development in the area and create a climate for investment (referred to in this document as “catalyst” projects and actions), and promotes a multi-modal transportation system and concurrent development that is conducive to the planned evolution of the Central Area into a mixed-use urban center with higher densities.

Rather than prepare a series of plan alternatives for analysis and review, the community agreed to use an evolutionary, iterative process in developing the Central Area Plan. The key steps in the development/evolution of the conceptual plan for Central Area include:

- Identification of key urban design, transportation, and development and redevelopment concepts as they pertained to the Central Area;
- Developing a 20-30 year vision of the future...for how the community wished to see the Central Area grow over time; and
- Evolution of a conceptual framework plan through an iterative process that allows refinement and adaptation based on physical and economic analysis of the project area, as well as stakeholder and public input.

The CAP is intended to respect the flexibility of existing residents and property owners regarding the use of their property, while laying the framework for more intensive urbanization. It establishes a framework to guide public and private investment and development, resulting in a cohesive, functional, distinct and attractive assemblage of commercial, residential, and mixed-use urban neighborhoods with good connections between them. Central Area Plan Parts 1 and 2 should be considered as one overall document. Although prepared separately and sequentially, they are consistent with each other. CAP Part 1 can and should be regarded as part of an overall Central Area planning effort, as well as a stand-alone effort guiding development and redevelopment within the Historic Downtown Core.



EXISTING PHYSICAL CONTEXT

INTRODUCTION

PROJECT AREA

The Bend Central Area is located within a unique setting, and possesses a transportation network and combination of existing land uses and physical features that present both opportunities and challenges for planning. This section provides an overview of the physical and demographic context for the CAP.

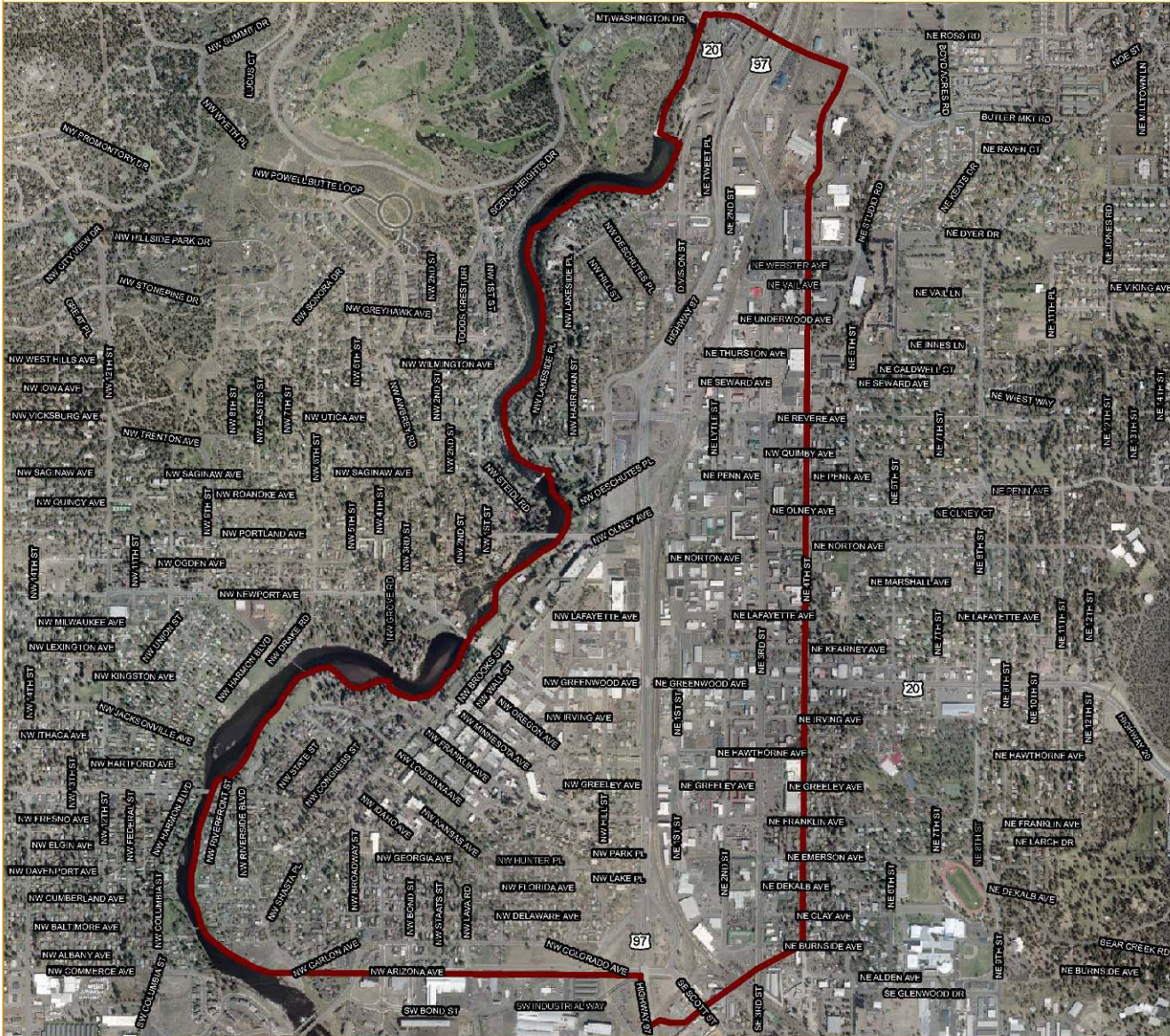
Bend's Central Area is bound by the Deschutes River to the west, Fourth Street to the east, Arizona Avenue to the south and Butler Market Road to the north (see the Study Area Boundary Figure). This area, directly to the east of the "bend" in the Deschutes for which the town is named, is comprised of a diverse array of land uses and activities. On a larger scale, the project area represents the urban center and "central city" for the overall Central Oregon region, and in particular, the mid-point of the Highway 97 Corridor stretching from the Columbia River to the California border.






BEND CENTRAL AREA PLAN

Study Area Boundary



 City of Bend Central Area



0 500 1,000 1,500
Feet

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Projected Coordinate System:
State Plane - Oregon South
Units: US Foot

Parametrix

Analysis by C. Hainey; Analysis Date: Jan-2007; Plot Date: Jan-2007; File Name: CAP_Ortho.mxd



EXISTING ENVIRONMENT

Demographics

Over the past ten years, Bend has been one of the fastest growing cities in Oregon and the country. With an estimated 2005 population of approximately 65,000, Bend is poised to grow to over 100,000 people by 2020. While much of this growth is projected to occur in newly developing areas of the city, there will still be population growth in the Central Area and surrounding neighborhoods. Such growth will support downtown businesses and create a market for infill development. The following tables describe the current and projected populations for Bend.

Table 1. Bend Long-term Population and Employment Projection Summary

Bend	2010	2015	2020	2025	2030
Population	81,242	91,158	100,646	109,389	119,009
5-year Avg. Annual Growth Rate	3.3%	2.3%	2.0%	1.7%	1.7%
Employment	46,602	55,948	62,757	69,566	76,375
5-year Avg. Annual Growth Rate	2.9%	3.7%	2.3%	2.1%	1.9%

Source: Deschutes County, Oregon Employment Department, and Leland Consulting Group

Table 1 shows the average annual growth rate over five-year blocks of time between 2005 and 2030 for population and employment. It demonstrates how the rate of growth is projected to be greatest over the next 5 to 10 years and stabilizing over time.

Household sizes are uniformly smaller throughout the Central Area when compared to Bend as a whole. Approximately three quarters of the households in every district are made up of only one or two people. The median age in the Central Area is also lower than that of the City as a whole—approximately 31 versus 36 years. These trends are typical of central city housing across the country. Singles, couples, single parents, and empty nesters characterize inner urban neighborhoods. In fact, in Bend, over 63 percent of households consist of only one or two people, indicating a large potential market for urban housing dwellers. This is of note from a planning perspective because one of the best tools to sustain the vitality of a downtown is the introduction of urban housing products (condominiums, apartments, town homes). The primary market for urban housing may be singles, married couples without children, empty-nesters, and retirees seeking a maintenance-free lifestyle in close proximity to shopping and restaurants.

The Central Area has a lower level of office and service jobs in than other parts of Bend. This is of particular importance because such jobs are expected to grow at some of the fastest rates of any type in the coming decades. Many professional office and service jobs—especially those in the high-tech sectors—have also been identified by the city as critical “targeted sectors”. Many of these jobs will be captured elsewhere in the city—including at Juniper Ridge and in Bend’s office and industrial parks—but the Central Area, particularly east of the Parkway has the potential to attract office, service, and high tech businesses as office and service sector businesses have clustered for decades in downtown areas, where clients, project partners, and service providers are densely clustered, and the surrounding environment offers a rich mix of urban amenities.

Despite Bend’s reputation as a retirement and recreation destination, its median age is 35.9, lower than Oregon’s, which was 37.3 in 2005. Bend’s population is expected to age



slightly over time, reflecting a slow aging of the statewide population during the same period. Specifically, the following table describes the age breakdown in Bend.

Table 2. Demographics in Bend and the Central Area, 2006 Estimates.*

Demographic Category	Bend	Central Area	Down-town	Third St. Corridor	North Nhood	South Nhood
Population	68,136	2,977	291	122	547	2,017
Median Household Income	\$50,330	\$34,215	\$24,406	\$24,267	\$35,382	\$35,819
Household Size**						
1 & 2 person HHs - percent	63.1%	75.6%	76.6%	75.0%	75.3%	75.6%
3 person HHs - percent	16.4%	13.8%	12.0%	13.6%	14.8%	14.0%
4+ person HHs - percent	20.5%	10.7%	11.4%	11.4%	9.8%	10.3%
Median Age	36.3	31.4	30.5	30.5	35.4	30.8
Education (Pop over 25)						
Percent with College Degree	29.4%	34.7%	35.8%	21.0%	19.7%	38.3%
Percent with Advanced Degree	9.3%	16.0%	18.2%	7.0%	7.7%	17.8%
Housing Tenure						
Owner Occupied Housing Units	58.8%	29.4%	26.4%	22.0%	21.3%	32.0%
Renter Occupied Housing Units	34.7%	63.6%	65.9%	68.0%	71.1%	61.3%
Vacant Housing Units	6.4%	7.0%	7.7%	10.0%	7.6%	6.7%

* All figures are 2006 projections from 2000 Census data, except Education, which is 2000 Census data.

** Not all numbers add up to 100 percent due to rounding. Source: ESRI BIS and Leland Consulting Group

Urban Form

The form of a city usually results from a series of incremental decisions and initiatives that are made over time. Bend's Central Area is a product of development decisions based on property ownership and market profiles that have changed, and are still changing, rapidly. The Historic Downtown Core contains buildings that have an incremental texture and feel that harkens back to downtowns of the past. One-, two-, and three-story buildings define a street "wall" that is scaled to the pedestrian, with streets and alleyways that permit light and air to penetrate deep into the circulation spaces. Canyons of steel and concrete do not exist in Bend and are thought to be incongruous with the current scale and texture of the downtown. The spaces in between buildings (public rights-of-way, parks, and green space) were not pre-determined, but are a result of survey platting and parceling. What has, in reality, been a rather haphazard development pattern has resulted in an identifiable and comfortable urban form.



Current development initiatives are pushing the limits of the City's height guidelines for buildings. Vehicular traffic and pedestrian flow co-exist but in many cases, conflicts are more common. New development is incremental and insular, and does not consider how to be a good neighbor and contribute to the total urban fabric. Land costs are high and are requiring developers to maximize the development potential of their parcels. The retail core is vital and active, but seen as vulnerable by some.

Linkages and transitions between the neighborhoods surrounding the Historic Downtown Core lack definition. Character and building scale east of the Parkway is very diverse and without a consistent theme or texture. The southern neighborhoods are an example of a successful blend of housing styles and sizes that lend to an identifiable district. The northern neighborhood has a much greater variety of housing types and scales. Additionally, the lack of a traditional street grid and connectivity within and between neighborhood districts diffuses their "feel" and identity.

The results of Bend's historical, incremental development are similar to those often found in rapidly-growing areas. As mentioned earlier in this document, Bend's Central Area has "good bones". The framework of infrastructure and existence of neighborhoods (even though some suffer from a lack of definition) provide a wealth of opportunity, not severe limitations.

Transportation System

The existing transportation system within the Central Area is built around a "backbone" system of arterial and collector streets. The following is a description of the physical characteristics of streets and highways in the study area.

Roadway and Surface Street Facilities

The Central Area is served by a diverse network of collector and arterial roadways. This network and a summary of existing operations is provided below. More detailed information is provided within the technical memorandum addressing existing conditions, attached as Appendix B to this document.

Two key State facilities serve a prominent role within the Central Area:

- U.S. Highway 20, the Central Oregon Highway, is designated as a Statewide Highway and freight route within the study area. Land uses along this corridor are highly automobile-oriented including retail shopping centers, restaurants, lodging and gas stations. The route functions as a principle arterial with a posted speed of 25 to 45 mph. The roadway has two travel lanes in each direction, a continuous center left-turn lane and no on-street parking.
- U.S. Highway 97 is also known as the Bend Parkway. The Oregon Highway Plan designates the Parkway as a Statewide Expressway and freight route. The Bend Parkway is a controlled access roadway with two travel lanes in each direction and a center median. In the study area, full access interchanges occur at Butler Market Road, Revere Avenue, and Colorado Avenue. Southbound on and off intersection ramps are provided at Lafayette Avenue and Hawthorne Avenue. The Parkway carries the highest level of north/south traffic volumes in the community.

Other major roadway facilities within the Central Area include:

- Wall Street – a north/south minor arterial (and major collector south of Franklin Avenue) that provides for two-way traffic between Revere and Greenwood



Avenues, and one-way southbound traffic between Greenwood and Industrial Way. A single travel lane in each direction is provided in the two-way section and two lanes are provided in the one-way section. Turning lanes are provided at the intersections with Portland and Greenwood Avenues. North of Portland Avenue, Wall Street accesses the Bend Parkway at Revere Avenue.

- Bond Street – a minor arterial (and major collector south of Franklin Avenue) that provides for one-way northbound traffic between Industrial Way and Wall Street approximately one block north of Greenwood Avenue. Two travel lanes are provided for the length of this facility.
- Third Street, a north-south facility classified as a Principal Arterial roadway, is a classic auto oriented (and dominated) commercial strip with retail shopping centers, restaurants, motels, gas stations, and a great number of individual and shared access points. As will be discussed elsewhere in this Plan, one of the CAP's primary recommendations is to "reinvent" and convert this commercial strip into the centerpiece of a new downtown neighborhood (the Bend Central Neighborhood) over time, using a combination of regulation, incentives, partnerships and catalyst projects to do so.
- Portland/Olney Avenue – an east/west street marking the northern boundary of the core area, this facility provides one travel lane in each direction with turning lanes at Wall Street. The facility is classified as a collector west of Wall Street and a minor arterial east of Wall Street. Portland Avenue provides one of the few crossings of the Deschutes River linking the core area with the west side of Bend.
- Greenwood Avenue – this east/west minor arterial street provides two travel lanes in each direction between Wall and Third Streets, and offers a significant connection to the core area from the Third Street/Business Highway 97 corridor (and US 20 to eastern Oregon) and to the west side of Bend via the Newport Bridge. This street is grade-separated from the Burlington Northern Railroad and the Bend Parkway just east of Hill Street. Traffic signals are provided at the intersections with Third, Bond, and Wall Streets.
- Franklin Avenue – this street also provides east/west traffic circulation to/from and through the core area, and offers a single travel lane in each direction. This street is also classified as a minor arterial and connects with Third Street to the east (via a narrow undercrossing of the railroad and the Parkway) and west Bend to the west (via the Galveston Avenue Bridge).

Each of the foregoing has been identified as a "major traffic street," as its primary role is to provide for vehicular circulation in the core area, and to connect to the core with its surroundings. Streets that serve a secondary traffic circulation function as it relates to the core area include:

- The Colorado/Arizona Avenue couplet – classified as minor arterials, these streets provide a connection between the Parkway, the Old Mill District and the core area, as well as linking Third Street and destinations in east Bend with the Colorado Avenue Bridge. The role and function of these streets will be addressed in greater detail in a future phase of the Central Area planning process.
- Oregon/Hawthorne Avenues – these collector streets provide continuous east/west circulation between Wall Street and the Bend Parkway. At-grade right turn in/right turn out ramps with the Parkway at Hawthorne Avenue offer a direct, but limited connection for southbound traffic between the Parkway and the core area.



Portland and Olney Avenues; Newport and Greenwood Avenues; Franklin Avenue and Third Street are envisioned as vital, unique, “great streets”, with their own individual identity and mix of uses, serving as critical connections and gateways between the Historic Downtown Core and the Bend Central neighborhood.

The movement of traffic into and out of the Historic Downtown Core Area is constrained by a number of factors including:

- The linear spatial configuration of this area, which limits the number of potential access points at the northern and southern edges.
- The Deschutes River on the west side, which requires that traffic use one of four bridges to travel to/from or through the core area. Running from north to south these include the Portland Avenue Bridge, the Newport Avenue Bridge, the Galveston Avenue Bridge and the Colorado Avenue Bridge (the latter is actually south of the core area but does provide significant access).
- The Bend Parkway and Burlington Northern Railroad on the east side which can be crossed via undercrossings on Greenwood and Franklin Avenues and at grade at Olney Avenue, Revere Avenue and Colorado Avenue.
- Access to and from the Parkway occurs to the north and south of the core area (at Revere and Colorado Avenues), with only limited access and southbound right in/right out access at Lafayette and Hawthorne Avenues.

Traffic operations on the major streets within the core area vary by time of day and location. Congestion problems are presently experienced during most daytime or early evening hours along Wall and Bond Streets throughout the core area, and there are often significant delays at the intersection of Wall Street with Newport/Greenwood Avenue. There is also frequent traffic congestion on Oregon, Minnesota, and Franklin Avenues in the commercial areas. With the level of commercial and business growth anticipated by the Central Area Plan, future traffic growth into and out of the core will likely increase delays and congestion on the undercrossings and bridges that provide major access for the core area.

Congestion currently exists on all the routes leading to downtown. The number of travel lanes and levels of traffic delays at critical intersections along the east/west routes of Greenwood Avenue, Franklin Avenue and Portland/Olney Avenues, and the north/south routes of 3rd and 4th Streets affect access to downtown. Many of these routes accommodate significant amounts of through traffic, as well as traffic with downtown destinations. Revere Avenue is one of the few remaining at-grade railroad crossings in Bend and the close proximity of the Bend Parkway; Division Street and 3rd Street will make a future grade separation very difficult. The Olney Avenue and BNSF Railroad crossing is also at-grade. The BNSF railroad provides a challenge to the future growth and development of the Central Area, as it serves as a major limitation to the consideration of improved east-west connections between Central Area neighborhoods, and a barrier to providing connectivity for all modes of transportation at Greenwood Avenue in particular.

Bicycle and Pedestrian Facilities

The Bend Central Area is well-served with dedicated bicycle lanes, bikeways (shared roadways), multi-use paths, and sidewalks. The City of Bend requires the construction of sidewalks on both sides of new streets. Currently, about 3/4 of the streets in the study area have sidewalks (on at least one side of the street) along the arterial and collector



streets. The existing sidewalk system inventory is depicted in Appendix B. Pedestrian crossing signal facilities are provided at some signalized intersections. Pedestrians and bicyclists utilize sidewalks, streets, and other walkways for travel as well as for recreation and exercise, and these facilities have special characteristics that must be considered in planning.

There are a number of constraints to using the existing bicycle or pedestrian system within the study area. Both systems have many gaps where either no facilities or unattractive, unappealing facilities are provided. A key issue for the Central Area Plan is the lack of bicycle connections between the Third Street corridor and the core area. The existing Bend Parkway and BNSF tracks create a substantial barrier to connectivity by non-auto modes. In addition to limited sight distance problems and the need for bicyclists and pedestrians to share these facilities, pedestrian/bicycle facilities on both Greenwood Avenue and Franklin Avenue are narrow, dark and unappealing to the user.

Parking

There are approximately 1700 parking spaces within the Historic Downtown Core. The 2006 construction of the Centennial Parking Plaza, a City parking structure, increased parking capacity within the Historic Downtown Core by over 45% (551 spaces). However, the existing parking supply in this area is currently inadequate for the number of employees, shoppers, tourists, and other Downtown visitors.

Transit System

The City of Bend began offering fixed-route bus service in September, 2006. The service offers seven routes with over 180 stops. Single ride fare, unlimited day passes and monthly passes are available. Bend Area Transit also offers paratransit, door-to-door rides with Dial-a-Ride during all hours that fixed route bus service is operated as well as limited hours on Sunday. Dial-a-Ride is available to eligible riders who have been certified to have a disability that keeps them from riding fixed route and/or are a low-income senior not living near a fixed route.

Infrastructure

The Historic Downtown Core is a largely developed area and has the full range of sewer, water, stormwater, and utilities services available to it. As one of the earlier developed areas within Bend, the Historic Downtown Core's facilities can be generally characterized as inadequate to effectively serve existing development, let alone future intensification and square footage of land uses.

Like the Historic Downtown Core, the Bend Central Area, the Northern Industrial Area, and the Division Commercial Area currently lack the infrastructure capacity to support the development forecasted through the CAP. The City has master plans for sewer, water and stormwater management that identify the improvements needed to address current problems and accommodate proposed development as envisioned by this plan. Additional information regarding Central Area infrastructure may be found in the technical memorandum addressing existing conditions, attached as Appendix B to this document.



Land Use

Commercial land uses are predominant in the Central Area and range from boutique retail in the Historic Downtown Core to highway-oriented commercial uses along Third Street. Residential land uses are adjacent to or near commercial uses in much of the Central Area which offers both opportunity for complementing land uses, as well as challenges and conflicts in the areas where commercial related activity and traffic impact residential neighborhoods. Public parks and civic spaces are presently primarily concentrated along the Deschutes River along the western boundary of the study area, and south of Franklin Avenue and the downtown core area. Industrial uses are also prominent in the northeast corner of the study area.

The Central Business District in the historic downtown core area consists primarily of single to two-story retail commercial buildings, however, in recent years taller buildings of up to four or five stories have become more prevalent. Similarly, buildings east of the Parkway are generally single to two-story buildings, but with larger footprints to accommodate light industrial and larger commercial uses. Zoning designations within the Central Area are indicated in Table 3 below and in the map on the following page entitled "Existing Zoning and Historic Districts". General Plan designations within the Central Area are described in the Existing Conditions Memorandum in Appendix B.

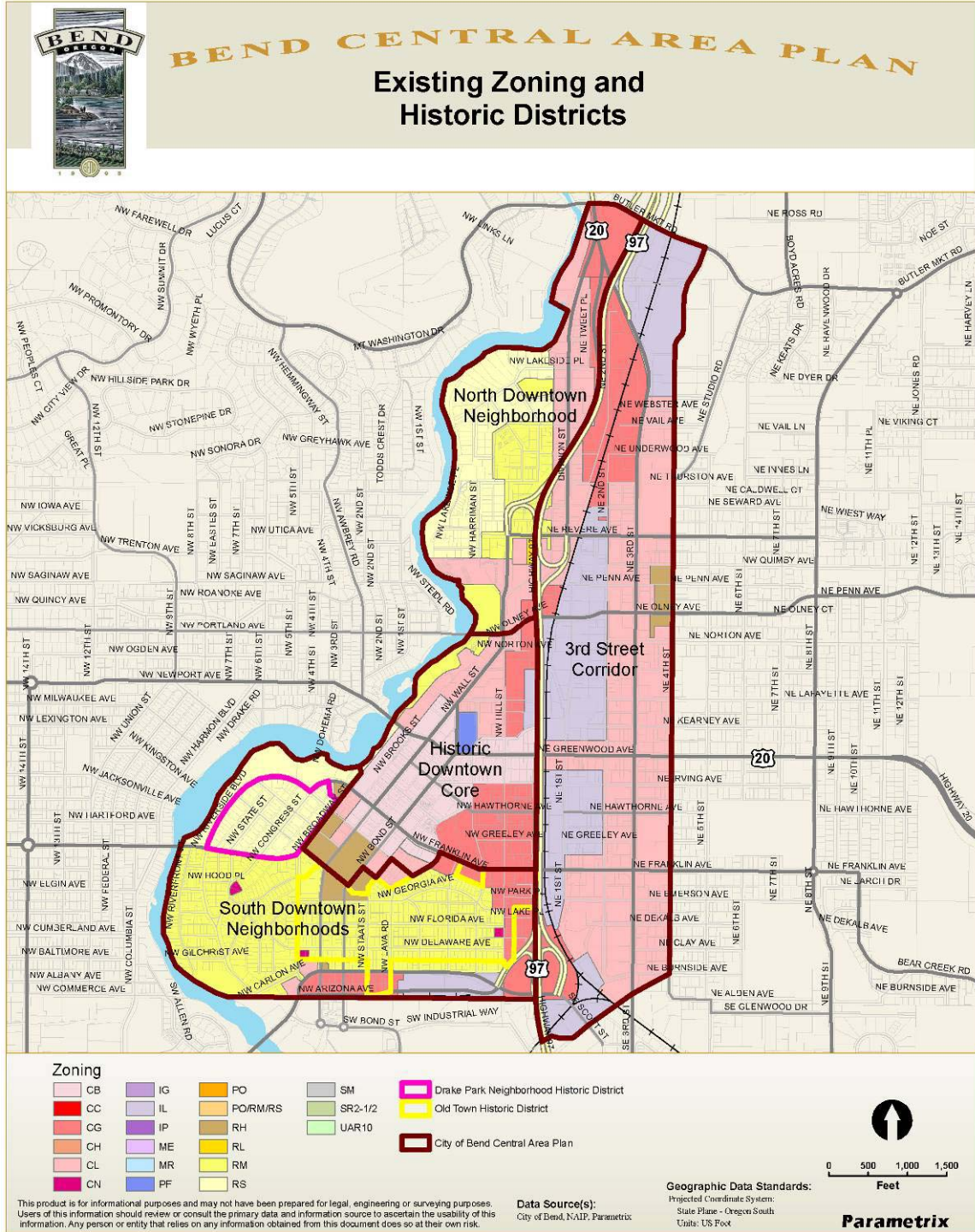
Table 3. Zoning Designations in Central Area District (by acres)

Zone	Third Street Corridor	Historic Downtown Core	North Central Neighborhood	South Central Neighborhoods	Grand Total
Central Business	0	59	0	0	59
Commercial General	47	35	17	30	129
Commercial Limited	172	27	40	4	243
Commercial Neighborhood	0	0	0	1	1
Industrial Light	119	3	0	10	132
Public Facilities	0	3	0	0	3
Residential High Density	5	9	0	6	20
Residential Low Density	0	0	1	0	1
Residential Medium Density	2	6	31	131	170
Residential Standard Density	0	1	52	43	96
Grand Total	345	143	141	225	854



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Lot sizes within the Plan Area vary widely. The average lot size in the historic downtown core and the surrounding neighborhoods range between 5,000 and 20,000 square feet. Lot sizes east of the Parkway are larger, ranging from 1 to 2 acre sites on the smaller end and larger sites over 5 acres.



Development and Redevelopment Opportunity

A key part of the Central Area Plan's framework concept is the redevelopment of a few City-owned sites and other, privately-owned sites that are more likely to redevelop due to size, ratio of improvement value to land value, and location. These sites are those that can provide the most leverage for encouraging additional private investment to enhance the Central Area. The following identified sites or opportunities are highly visible and offer the potential to enhance the Historic Downtown Core:

- Civic Neighborhood (City Hall and adjacent parcels)
- Mirror Pond Parking Area
- Workforce Housing (at the Bend Bulletin or similar site)
- Major gateway corners at Third Street and Greenwood Avenue and Third Street and Franklin Avenue.
- Large parcels along Third Street currently occupied by car sales lots.
- Smaller parcels along Hawthorne

Appendices C, D and E address the local economy, the climate for development, and large-scale development opportunities in more detail.

Existing Goals, Policies and Regulations

The City of Bend has had a long-standing partnership with its citizens and a commitment to creating a vibrant downtown. Several recent planning processes have led to the development of plans that impact and guide growth within the Central Area. A partial listing of the key plans and studies that helped form the foundation for the Central Area Plan is summarized below.

Bend Vision 2030

In 2006, the City Council adopted a resolution supporting the recently-developed Vision 2030. Vision 2030 includes goals for a vibrant Downtown that preserves its historic presence while also allowing expansion for new businesses and development. Vision 2030 goals also desire an increase in mixed-use development "along key corridors" that include a mix of residential, commercial, and other uses that promote employment.

The Bend Area General Plan

The Bend Area General Plan was reviewed, updated, and approved in 1998, and includes many goals that capture the quality of life elements important to citizens. While none of the goals directly pertain to the Historic Downtown Core or other particular districts within the Central Area, several goals contain elements that provide relevant direction for this area.

- In 1998, Bend had already begun to experience rapid growth and ensuing physical changes. These changes are reflected in Chapter 5 of the General Plan. Housing Goals identify the need to encourage flexible subdivision designs that both protect the natural environment and promote safety.
- Chapter 9 of the General Plan provides guidance to City decisions to promote community appearance. The General Plan goal "To identify those characteristics



that give the community its individual identity and to preserve and expand those characteristics as growth occurs” is also a critical principle of the Plan. Chapter 9 provides guidelines on how this goal can be implemented in various areas such as residential, commercial, industrial, and along the Deschutes River corridor.

- Chapter 8, Public Facilities and Services, includes policies which are relevant to the Historic Downtown Core. Chapter polices include “Public buildings and facilities should be located so as to provide convenient public use and to provide maximum service for the greatest economy. Governmental offices should locate downtown when practicable.” This chapter includes language describing the Heritage Square concept.

Transportation System Plan

The City’s currently adopted Transportation System Plan (TSP) addresses the multi-modal transportation system needs for the community, consistent with the adopted comprehensive plan (the Bend Area General Plan), and presents both projects and policies that govern the development and operation of this system. This plan is further supported by specific ordinances, standards and other guidance to address issues related to traffic operating performance, access management, and a functional hierarchy of streets along with right-of-way and street cross-sections for each roadway type. The TSP also establishes a general policy directive for the implementation of specific improvements along most major streets in the city.

Development Code

The City, in conjunction with a citizen’s advisory group, recently revised its development code, and adopted it in 2006. This development code update will advance the City’s goals of protecting the Central Area. One of the purposes of the development review process is to ensure that all development code requirements for the subject site’s zone are met and that required public facilities have adequate capacity, as determined by the City, to serve the proposed use.

The development review process generally applies within all commercial zoning districts, the mixed employment districts, and professional office and non-industrial uses within the light industrial and general industrial zones. This review process addresses landscaping requirements, building setbacks, bicycle and automobile parking, access and circulation, public facilities, and compliance with environmental performance standards. Currently properties within the Central Business District are not subject to the standard design review requirements but are instead required to use the City of Bend’s Design and Development Handbook for the CB Zone. Development within the CBD can either meet design standards through administrative review as part of the plan-review process if they meet specific and objective standards, or they can deviate slightly from these standards subject to review and approval by the Planning Commission.



PLANNING PROCESS OVERVIEW

INTRODUCTION

As noted earlier, funding availability necessitated separating the project into phases, with the need for addressing the Historic Downtown Core Area having precedence. Accordingly, the Plan was broken into two parts with the development of Part 1 in 2004 and 2005 and Part 2 in late 2006 and 2007.

In Part 1, citizens and stakeholders participated in the development of an overall vision and statement of guiding principles for the Central Area and its districts. In this initial portion of the Plan, the conceptual future land use and design framework for the Central Area as a whole was defined. This allowed for the focus on the Historic Downtown Core to be informed by the overall area wide context within which it existed and operated.

In Part 2, the City focused upon a conceptual plan and recommended uses, the transportation system and other supporting infrastructure, and a development strategy for the neighborhoods abutting the Historic Downtown Core, with particular attention to the Third Street Corridor. Special attention was paid to the issues of mobility, circulation, and access within and between the districts comprising the Central Area and the balance of the community, and to the impact and compatibility issues that future, higher-density urban land uses might present to the greater downtown neighborhoods.

The following sections will address the process used in developing this vision-driven, outcomes-based Plan, the means employed to secure public and stakeholder involvement, and the process used for making decisions and for arriving at a community-based plan for achieving an envisioned, future Central Area.

ITERATIVE PLANNING PROCESS

In developing the Plan, a phased, iterative process was used to get from current reality to recommendations for the future. Initial research and stakeholder interviews followed by brainstorming and community dialog led to formation of an overall vision for the Central Area. Visioning led to discussion of guiding principles and development of a continually-refined framework concept. This, in turn, led to identification of a desired form for the Central Area and its neighborhoods, as well as key projects and implementing actions. The following sections portray how the City's practice of forward thinking set the stage for the visioning and planning to come.

Three major iterations of the conceptual Central Area Plan for greater downtown Bend were prepared during the course of this planning effort: an initial vision and concept (as part of Bend CAP 1); a refined and expanded concept including Third Street and the surrounding neighborhoods; and a preferred design concept.

Forming the Foundation

Prior to engaging in "looking forward" and envisioning a future set of desired outcomes and guiding principles, it is necessary to have a firm foundation of information, a sense of "where we've been" and "where we're starting from". As noted earlier, federal, state, and local plans and regulations have an impact upon the development of the Central



Area. Talking with citizens, key stakeholder group representatives, Project Advisory Committee members and City staff provided a bit of history with regard to previous efforts, the lay of the land and community perceptions. Finally, an examination of existing conditions associated with land use and development, transportation facilities and services, and the local and regional economic climate as summarized above yielded information on opportunities to pursue, and constraints to avoid.

Outcomes-Based Vision and Guiding Principles

A “vision” is a statement picturing a future, an end-state, of desired outcomes. Too often future plans are prepared on the basis of trying to keep up with a projected trend or scenario. By taking the time to look at current circumstances and resources, and entering into public discussion of desired outcomes for the future, a community can take control of their future by taking actions that are aimed at fulfilling clearly stated objectives. Bend has the culture, the capacity and a history of planning; this provided a natural platform for developing a clear statement about a desired future.

The community and the Project Advisory Committee examined the foundation of information, and painted a picture of how they pictured the future of their greater downtown area, 20 to 30 years in the future. The result of this work is reflected in the upcoming section, “The Plan”.

Community Outreach

For any plan to be successful, there must be broad-based citizen and stakeholder input. This facilitates “buy in” and ownership of the Plan. The current effort to develop the Central Area Plan has been citizen-based, and has been led by the City’s appointed Downtown Advisory Committee (DAC), the Project Advisory Committee (PAC), and the Central Area Plan Advisory Committee (CAPC).

Downtown Advisory Committee

During CAP, Part 1, the project was aided by the guidance of the DAC, appointed by the City Council. The focus of this group (and of Part 1) was primarily the urban renewal district in the downtown core area. As the DAC completed the urban renewal projects and addressed the issues with which it was charged, the group was disbanded in 2005. The City Council formed a new committee, the Central Area Plan Advisory Committee (CAPC), to look at the broader central area; this group is discussed further, below.

Central Area Plan Committee

In 2006, the Bend City Council formed a new body, the Central Area Plan Advisory Committee (CAPC), for purposes of advising on issues involving Part 2 of the Central Area Plan, and advising Council on downtown issues in general. In addition to advising on Central Area Plan – Part 2, this committee’s responsibilities include those of their predecessor, the DAC.

The initial task of the eight-member CAPC was to participate in the development of Part 2 of the Central Area Plan. To do so, the CAPC joined the larger, 28-member, Central Area Plan Project Advisory Committee (PAC), in essence serving as an advisory body embedded within the PAC (described in greater depth in the following section). The CAPC is a long term advisory board that will continue work through implementation of



the plan, and have continuing involvement in a broad range of issues that affect the central area and historic downtown core. These may include downtown/peripheral planning issues, specific development projects, urban renewal issues, establishment of special districts, and addressing issues of parking provision and management.

Project Advisory Committee

The Central Area Plan PAC is a body of technical and policy-oriented representatives of agencies, City departments, neighborhood groups, and special interests. Appointed by the City Council, the PAC met regularly to advise City and ODOT staff and the consultant team over an estimated nine-month planning process for preparing Central Area Plan Part 2. As noted above, the PAC includes members of CAPC, one of the City's standing committees.

The PAC includes representatives from a wide variety of public, community, technical and business interests. Meeting every 4 to 6 weeks on average, PAC meetings were open to the public, and the public in attendance was offered the opportunity to participate in discussions and to offer comments and advice. PAC recommendations were arrived at by consensus and efforts were made to find agreement.

The PAC actively participated in the development of all facets of Part 2 of the Plan. In keeping with this direction, PAC meetings were sometimes organized as work sessions with the consulting team hired by the City to facilitate preparation of this Plan. PAC members were encouraged to actively participate in the major public events conducted in support of developing the plan.

Stakeholder interviews

Prior to project kick-off workshops for the first and second parts of the CAP, the public was engaged by interviewing stakeholders from a variety of public and private interests. The goal of these interviews was to identify overall opportunities and challenges in the Central Area, while also collecting information that aided in the study of key issues and the development and refinement of the project's vision and guiding principles. These stakeholders continued to play an important role in the development of the Central Area Plan during committee meetings and through the public and special purpose workshops.

The information gathered through these interviews is summarized in Appendix H and was used to guide the planning of the initial Public Workshops. The questions asked at the workshops were refinements of the questions asked of the stakeholders during the interviews, with the added benefit of visual interaction and group discussion to promote further discovery and refinement of viewpoints.

Public Workshops

Six major public events were held in conjunction with the plan development process beginning with an initial public workshop held in 2004 to develop the vision, guiding principles and plan concept, and to discuss and receive input on the "big ideas" that would eventually be fleshed out into key "catalyst projects" that would create a climate for investment and stimulate development.

The 2004 public visioning workshop was kicked off by a presentation entitled "Sustaining Success: Lessons for a Healthy Central Bend Area." Following the presentation the



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project's scope and objectives were discussed, and the public was invited to comment on opportunities and challenges facing the Central Area.

Following substantial further work on the plan, the City held a second major public event, a community open house, in April, 2005. This event focused upon sharing the design concepts with the public, and providing an overview of the next steps in completing the plan. At this workshop, public comment was solicited to further refine the concepts generated within the first public workshop.

The next major public involvement opportunity was a workshop held in July, 2005, focusing upon the Historic Downtown Core which featured:

- A presentation of ideas for improving circulation and access to, from, and within the Historic Downtown Core;
- A presentation of ideas and solicitation of input regarding key City-owned "opportunity sites" including the current City Hall site, the parking lots associated with Mirror Pond, and the surface parking lot at Wall Street and Greenwood Avenue; and
- A discussion of the issues of urban form and design within the Historic Downtown Core, including building height, open space, and gateways.

At the beginning of Part 2 of the CAP process, the City of Bend and the Oregon Department of Transportation held a public open house in January, 2007 to inform interested members of the public about the objectives for CAP 2, and to test and confirm the vision for the Central Area developed during Central Area Plan Part 1. In addition, public input was gathered on the three "big ideas" that formed the foundation for the Plan: a revamped "city form"; defined and improved Central Area neighborhoods; and a reinvention of the Third Street corridor and environs.

In May, 2007, a public workshop was held to update the community on the Plan vision, guiding principles and framework concept, and to ask for guidance on refining and implementing the Plan. At this workshop, several scenarios were discussed for improving the transportation system to facilitate the future reinvention of the Third Street corridor, including a "split" couplet along Second and Fourth Streets and transforming Third Street into a boulevard.

A final public workshop was held in September, 2007 to present the final Central Area Plan to the public prior to its presentation to City Council and the Planning Commission for approval.

Decision Making Process

Early in the planning process, the public was recognized as an invaluable resource and planning partner. As indicated above, this was accomplished through interviews with a variety of stakeholders, collaboration with the PAC, and through public workshops on visioning, design, transportation, development, and specific improvements to Third Street. The stakeholder interviews helped provide the foundation for issues that were discussed in the public workshops.

Several ideas and concepts emerged during the public workshops to help form the Central Area vision and lay the foundation for the Plan's framework concept. Following the initial visioning effort, an overall contextual and conceptual framework plan for the Central Area was prepared. Throughout the process, the City Council was briefed; substantial portions of Part 1 of the CAP were approved by Council in late 2005.



In December 2006, the City Council reviewed what they had approved in CAP 1, and discussed the approach planned for CAP 2. A public and stakeholder involvement strategy for the CAP 2 was developed to promote involvement of the wide variety of interests within the Central Area, and focus on the interaction between them. As in the early parts of the CAP, stakeholder interviews and public workshops were held to gain community ideas and input. Meetings with the PAC were held on a regular basis throughout Central Area Plan Part 2; their recommendations were incorporated into the plan and presented to City Council in May of 2007. A joint City Council and Planning Commission Workshop was held to review the draft CAP in June 2007, with final approval of the CAP in the fall of 2007.

The following chapter will focus upon the vision, the guiding principles and the framework conceptual plan that, together, comprise the plan for the overall Central Area and for the individual districts within.



THE PLAN

The types and arrangement of land uses, transportation facilities, public and private sector projects and activities greatly impact the character of a downtown area. The efforts of the Project Advisory Committee and the community at large described in the preceding sections are reflected in the vision, guiding principles, big ideas, and framework concept plan presented below.

FUTURE VISION

Early on in the planning process, the public and Project Advisory Committee worked to develop a vision for Bend's Central area...for what the greater downtown would be like in 20-30 years. In addition, vision statements were also generated for several of the Central Area's neighborhood districts: the Historic Downtown Core; the Third Street corridor; the Greenwood Avenue corridor; and the Bend Central neighborhood. The following area-specific vision statements were generated by the community and approved by the City Council in December, 2005:

The Central Area

"The economic leader and social focal point of the region, the Bend Central Area is comprised of several districts with their own distinct identity, character, and unique collection of uses. These districts represent a land use, transportation, and economic system that preserves and enhances the best parts of the Central Area while supporting revitalization where needed. Each district contributes to the overarching identity and overall sense of place for what is "Bend."

Historic Downtown Core

"The community's "public face", Bend's Historic Downtown Core is the heart and soul of the community, serving the traditional role of civic center or town square, and provides its primary park and open space access. It is the cultural, entertainment and specialty retail center of the community, vibrant and active from early in the day through late in the evening."

Greenwood Avenue Corridor

"The Greenwood Avenue Corridor serves as a major gateway to the Historic Downtown Core, and one of the primary connections between Third Street and the Historic Downtown Core area. Parts of the corridor have a historic character, while others have a multi-faceted identity, together boasting a wide range of uses and activities. Greenwood Avenue serves as an attractive boulevard along which the creative class can live, work, entertain, and play – a little "edgy," but safe and accessible to all by a variety of modes of transportation."

Third Street Corridor

"Third Street serves as a model for how a commercial strip can be "reclaimed" and woven back into the fabric of the community: an active and attractive boulevard,



with a high-quality streetscape and useable public spaces that invite pedestrians, employees, and shoppers into the district. While Third Street still serves as a major north/south corridor, its environment is organized into a series of "rooms" or nodes of activity that add spatial depth and provide definition and identity for certain segments of the corridor, with more intense urban uses between the nodes. These "rooms" or nodes are defined by a series of east/west connections that provide access to the Historic Downtown Core and to neighborhoods to the east."

"Bend Central" Neighborhood

"The Third Street Corridor and the area between it and the Burlington Northern-Santa Fe Railroad is a new, mixed-use, east side downtown neighborhood connecting area residents and other users to Third Street and the Historic Downtown Core. Referred to as "Bend Central", the district supports the Historic Downtown Core's civic, cultural, and retail uses by providing a close-in location accommodating commercial, residential, and other uses demanded by Bend's rapid growth. This stylish, urbane district is characterized by higher density uses and taller structures than found elsewhere in the Central Area. A diversity of housing opportunities for all income levels is balanced with moderate scale employment and retail uses. A fusion of unique greenspace features and civic spaces for area residents provides opportunity for play, relaxation, and interaction within the neighborhood's built environment."

Central Area Neighborhoods – Northern and Southern

Throughout the planning process, residents expressed a desire to preserve the Central Area Neighborhoods as they currently exist. The Central Area Plan addresses the desire to minimize change in these neighborhoods while also acknowledging their relationship to other Central Area districts.

These neighborhoods are characterized by well-established, low to medium-density residential development. While individual visions for these neighborhoods have not been formalized as part of this planning process, the overall Central Area Vision provides for the establishment and / or reinforcement of these areas as distinct districts. It is appropriate that the refinement of these distinct districts include the development of specific visions as part of neighborhood refinement plans with the full involvement of their respective neighborhood residents.

GUIDING PRINCIPLES

To ensure the planning effort was focused toward achieving the vision, the Project Advisory Committee and the broader community developed a set of guiding principles...statements reflecting desired outcomes. The guiding principles, which also served as criteria against which the success of the CAP would be gauged, are as follows:

- Base the plan upon a community-driven vision
- Create and maintain a "sense of place" and reinforce the area's distinct character
- Encourage a mixing of uses in development and activity centers
- Demonstrate density "done right"
- Ensure planning is based upon both current and future market reality
- Create access to and linkage between transportation modes



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- Create effective connections between the Historic Downtown Core and adjacent districts
- Incorporate public spaces, pedestrian/bike facilities, and streetscape beautification
- Maximize development and redevelopment opportunities, and create activity centers or nodes of development where appropriate
- Ensure sensitive transitions between Central Area neighborhoods
- Establish an outcomes-oriented development strategy
- Identify and recommend improvements, actions and projects for carrying out the Plan

The Vision and Guiding Principles provided the foundation for developing the successive iterations of the Central Area conceptual plan and the aforementioned Technical Memoranda that accompany this plan.

BIG IDEAS

A substantial number of ideas were generated by the Project Advisory Committee, the public and stakeholder representatives during the course of Plan development. These were then synthesized into three “big ideas” which would then be used to help focus the generation of key “catalyst projects”, projects that would create a climate for investment and stimulate development. These three, conceptual, “big ideas” are defined and discussed in more detail within three categories, below:

- Ensuring a Well-Designed and Functional City Form
- Defining, Refining and Connecting Central Area Neighborhood Districts
- Reinventing Third Street

City Form

“City Form” is defined here as the shape, character, spatial organization, design, function and interrelationship between places, people, buildings and infrastructure. Projects, regulations, incentives all work together to help shape the form/function/feel of the envisioned Central Area.

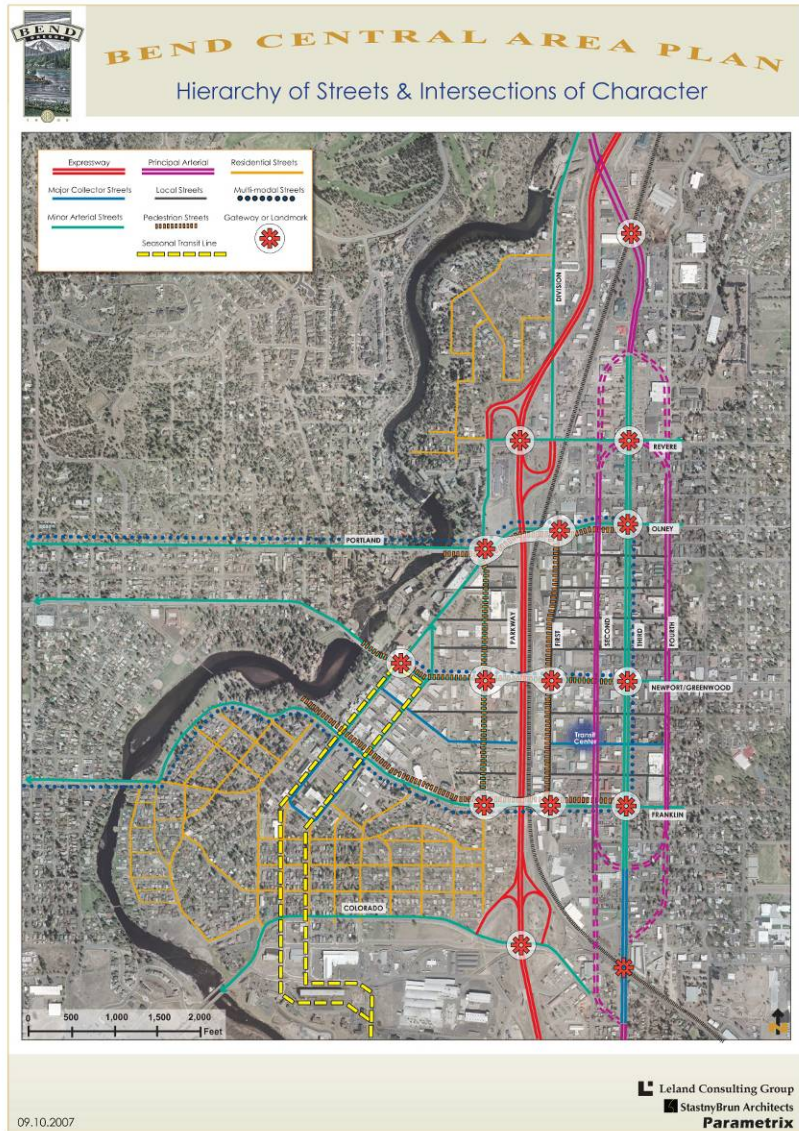
Defined Districts

As areas of the city evolve over time, they can develop a character that can be unique, yet complimentary to adjacent areas. By establishing districts, it is possible to set expectations as to the development/redevelopment of an area and to guide future development to achieve these expectations. As indicated earlier, demands for land and increased density requirements within the Urban Growth Boundary will generate proposals for levels of development (density and height) that have not been seen before in Bend or Central Oregon. By defining districts, the places for density and height can be determined so that the resulting development is complimentary and provides effective transitions to the Historic Downtown Core and neighboring residential areas. In addition, specific or distinctive identities can be strengthened or applied to individual districts, serving to help generate interest or to foster a particular “feel” for the area. Bend’s Central Area districts will be discussed in greater detail in this document’s section on Central Area Neighborhood Districts, below.



Hierarchy of Streets and Intersections of Character

All streets are not equal. A component of an active and diverse urban fabric is streets that are designed to meet certain functional criteria for vehicular circulation, and that also provide for various levels of pedestrian activity, integrate infrastructure for storm water and utilities, and create an ambiance through lighting, streetscape improvements, signage and way-finding assistance. The street is not just the horizontal surface for vehicles and pedestrians. It should be considered as a “linear room” that has a character established by the combination of functional aspects (vehicular and pedestrian), the enclosure of the buildings facing the street, and the street’s landscape (streetscape) of greenery, furniture, signage and lighting.



In addition, the intersection of streets may serve as an introduction of the visitor to the city, and should have a greater utility than just “a holder of traffic signals”. The Central Area has a number of intersections with great potential to serve as gateways, and to enhance a feeling/sense of “place” or special location, acting in concert with the buildings surrounding them. These can be enhanced through design, public art and other treatments.

It is important at this time to provide a definition of the term “great street”, in that this is a term that is used often within this Plan to discuss a limited number of streets (three in particular) that are envisioned as serving a key role in the Central Area’s future. “Great Streets” are defined as those that serve as memorable civic spaces, rather than just as thoroughfares. Great Streets are active, with a dense assemblage of attractive uses along them that generate patronage during the day and into the evening. They may have a particular theme (“restaurant row”, entertainment district, etc.), or may feature a lively mix of uses that includes commercial, retail and residential. The common theme

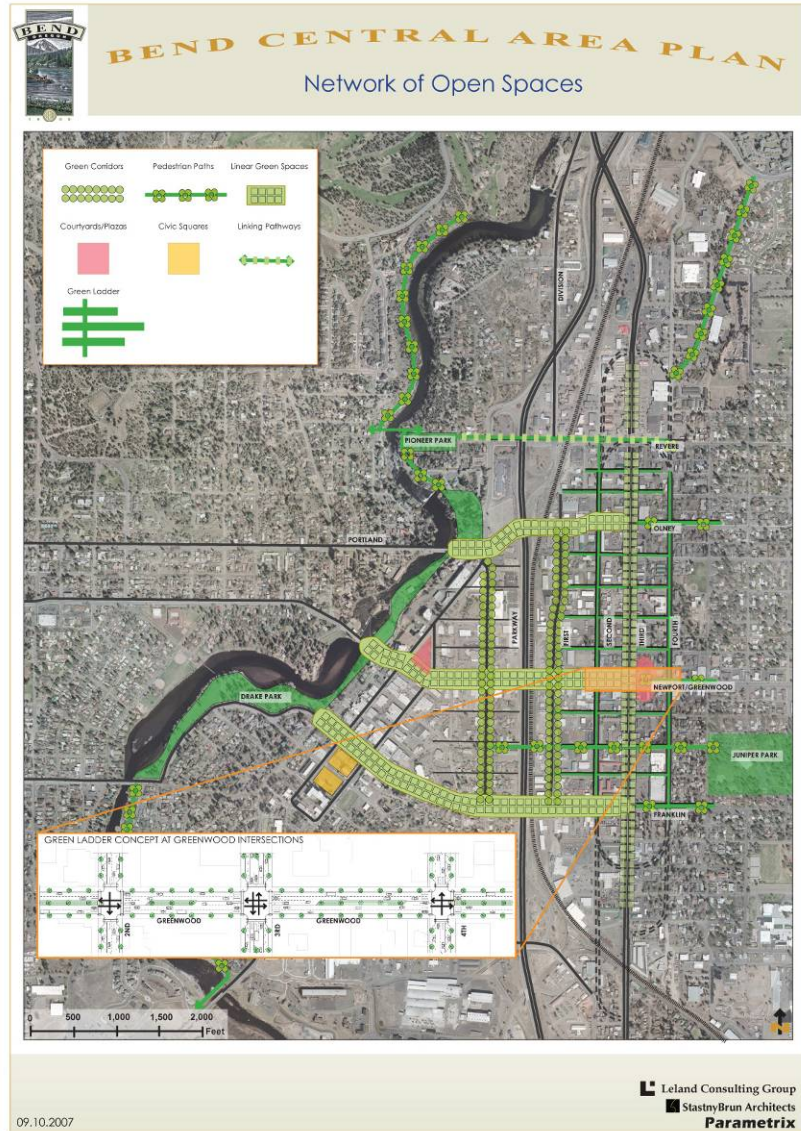


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here is one of activity...a place to be. Streets such as Greenwood Avenue, Portland/Olney Avenue, Franklin Avenue and Third Street have the potential for becoming inviting pedestrian spaces and activity centers featuring a variety of uses and interesting places.

Network of Open Spaces

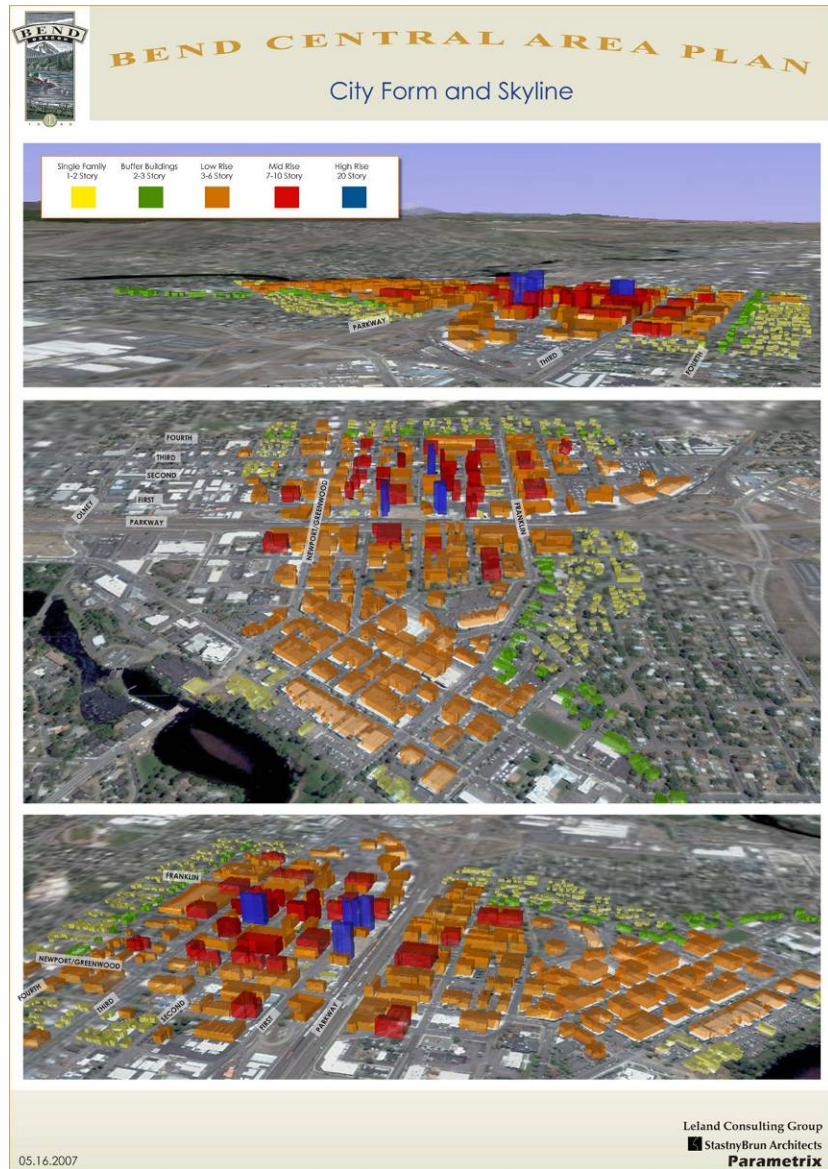
The character of Oregon is open space with “islands” of development. The character of Central Oregon has traditionally been low-density, with towns and cities of one and two-story buildings. As our cities grow and evolve, the tendency is to define specific places for open spaces and what the character of each should be. Bend has evolved in a way that already incorporates open space (natural elements) into the fabric of the city. The opportunity presented here is to continue to build upon natural features with a series of spaces of diverse character – some urban, some more naturalistic. The approach that should be taken here to achieve the envisioned character of the Central Area’s districts is not “a” park, but parks integrated throughout the urban core; not “just streets”, but green streets. The concept being forwarded here is one of connecting a series of diverse and varied open spaces that are developed within the public realm (the space between the curb and the building) combined with courtyards, parks and spaces in private developments. The result: an interconnected network of open spaces that is accessible and flexible with regard to use and capacity.



City Form and Skyline

As development and redevelopment occur, taller buildings will become more the rule than the exception within the greater downtown. Real estate and market analyses conducted for the Central Area have confirmed there is a demand for higher densities in this area. These taller buildings will be both single use as well as mixed use, and the character of each should be uniquely Bend. As the city evolves, the “form” of the city will become more and more important. There will be issues of civic identity and remembrance, views and view corridors, axial relationships and monuments, open space and the “spaces in between”—all will contribute to the scale, texture and grain of the urban fabric.

The uniqueness of the skyline could be a derivation of the natural landscape surrounding which relates the built form to the topography of the land—and the combined effect of land elevation and building height that will define the topography of the skyline. The Urban Design Framework Technical Memorandum in Appendix G offers suggestions of how elevation, building heights and natural views can alter the city’s form within the Central Area.



Overarching Consideration

City form is also influenced by design performance guidelines. Performance guidelines describe elements of urban form that must be addressed in ongoing development to achieve the desired Vision. The Guidelines are a methodology to inform developers and designers of the expectations of the city and are described more fully in Appendix G. Guidelines should be performance-oriented and not prescriptive. They address the general look, feel, and function of Bend Central and should be applied to the district as it develops. They create an environment for design excellence to occur, for small actions to have a major cumulative effect, and a mechanism for checking the progress of the Vision implementation. If the Guidelines are properly followed, each and every development increment will contribute to a better-defined and coordinated urban form. These guidelines will aid developers, city officials, and the community in their efforts to achieve the vision for Bend's Central Area.

Central Area Neighborhood Districts

The Central Area is comprised of subareas that are envisioned as evolving into distinct neighborhoods, each with its own character and feel. A description of each neighborhood's envisioned character has been prepared, along with an identification of those projects and actions needed to help secure this character and to facilitate the establishment of smooth transitions and connections between them.

Defined Districts

The Bend Central Area Plan identifies six possible distinct neighborhoods. Further refinement of these neighborhoods, including naming and identity strengthening should be further developed as part of the implementation of the CAP. Initial neighborhood identification and possible roles in the Central Area are listed below:

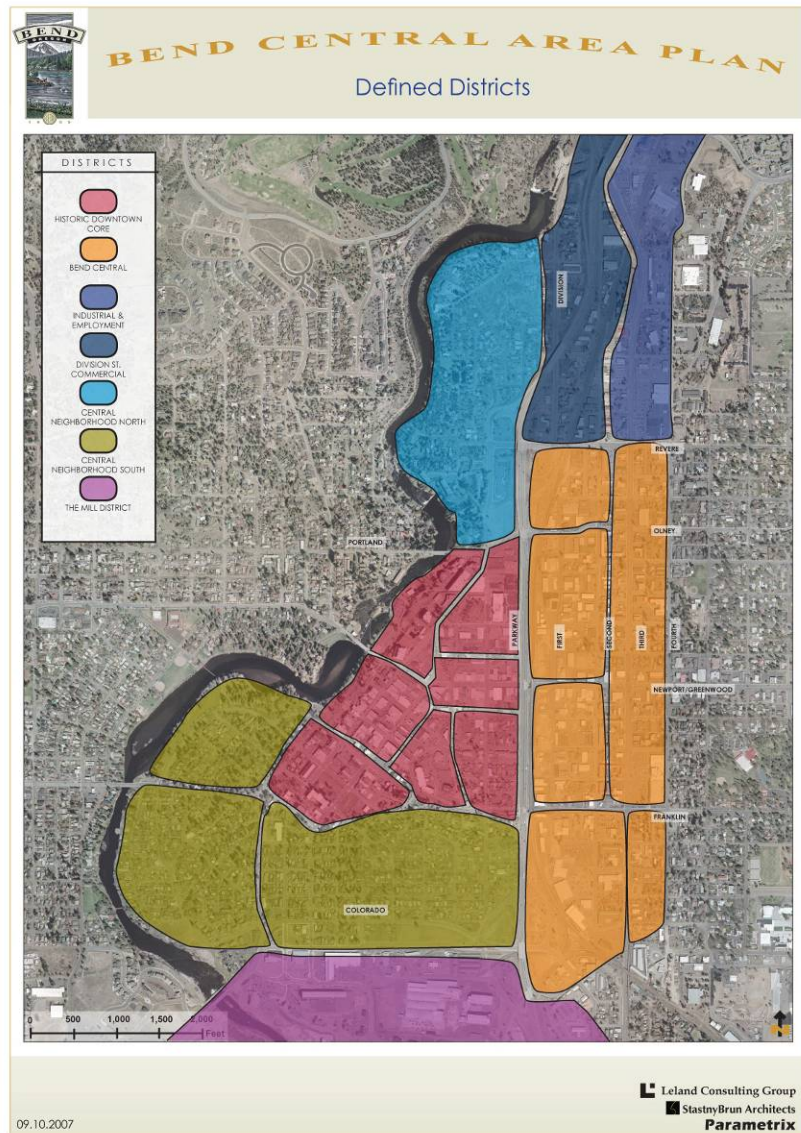
- Historic Downtown Core – This area is preserved as the cultural heart of Bend and through design standards this image is strengthened. Better connections to other parts of the study area and changes to the Central Business District to reflect future development types are key to its continued vibrancy and are addressed through transportation improvements (see Appendices F, G and M).
- Bend Central – This area has the most potential for adding higher density mixed use development. The reinvention of Third Street and creation of a suitable mixed use zone is key to the furthering development of this area. These elements are further described in the future transportation and infrastructure and recommended land use actions memos (Appendices F and M).
- Central Neighborhood North – This neighborhood is very mixed in character and its identity should be strengthened through uniform design guidelines and other mechanisms identified through a neighborhood refinement plan. A key issue for this area is encouraging connectivity with the Historic Downtown Core (see Appendices F, G and M).



➤ Central Neighborhoods South – The Central Neighborhoods South are successful and their preservation is a key goal as connectivity to the Old Mill District continues to increase. Transportation elements as identified in Appendix F will aid the continued success of this area.

➤ Industrial and Employment – This area is seen as a possible receptor for light industrial businesses relocating from Third Street, as well as future micro industries that may develop. Key to this area’s development is the creation of a suitable mixed-use zone to allow appropriate flexibility (see Appendix M).

➤ Division Street Commercial – This area needs to identify and refine its identity. This area became a remnant of a highway commercial strip when the Parkway was built and has since undergone much turnover. An area refinement plan and the introduction of a new zone to encourage appropriate redevelopment could encourage the development of this area as a commercial village for the Central Neighborhood North.

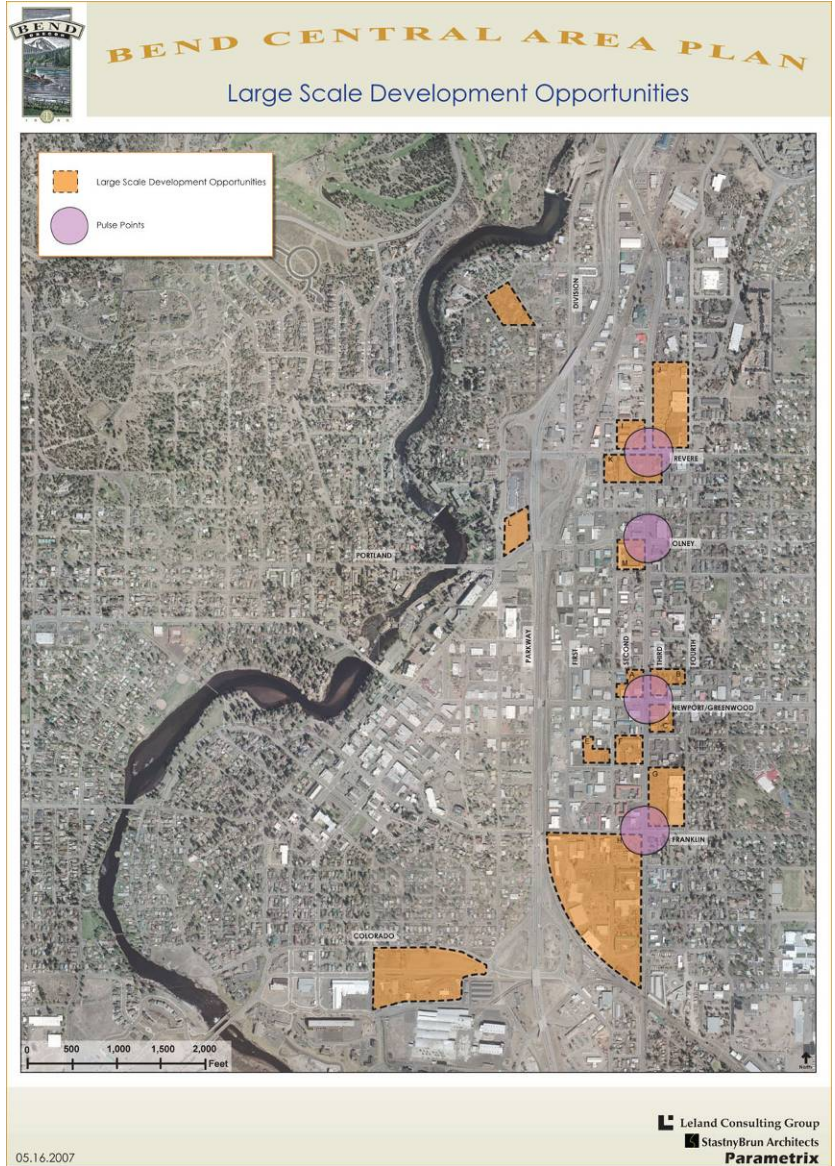


Areas of the city evolve a character that can be unique, yet complimentary to adjacent areas. By establishing or refining neighborhood districts, identities for these areas can strengthen the pride of ownership and inner-connectivity and sets the stage for a sense of "place". This sense of place can be reinforced through simple wayfinding programs that identify neighborhoods and their relationships to surrounding areas. It is possible to set forth expectations as to the development/redevelopment of an area and guide future development. Demands for land and increased density requirements within the Urban Growth Boundary will force levels of development (density, height) that have not been seen in Bend or Central Oregon. By defining districts, the places for density and height can be determined so that the resultant development is complimentary to the Historic Downtown Core and neighboring residential areas.



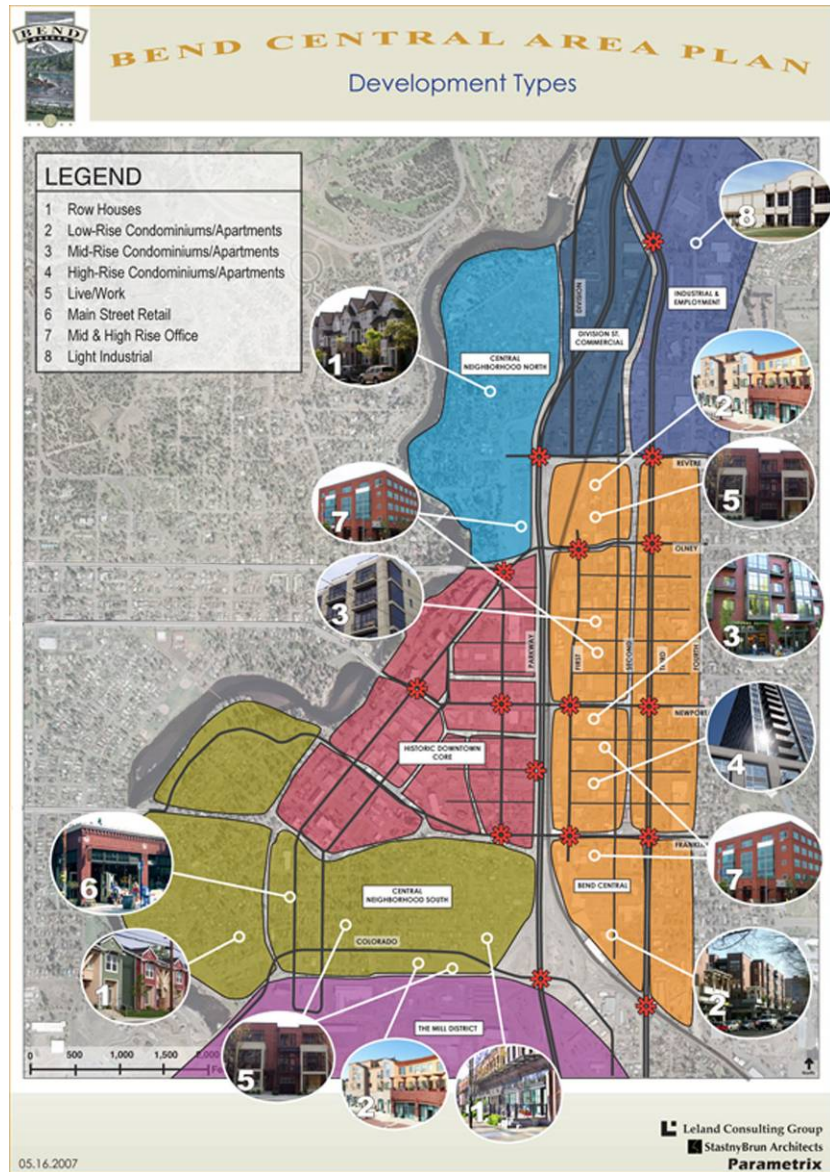
Large Scale Development Opportunities

As mentioned earlier, a key part of the Central Area Plan's framework concept is the redevelopment of a few City-owned sites and other, privately-owned sites that are more likely to redevelop due to size, ratio of improvement value to land value, and location. These sites are those that can provide the most leverage for encouraging additional private investment to enhance the Central Area. Those large scale development opportunities that are highly visible and offer the potential to enhance the Historic Downtown Core are noted on the Large Scale Development Opportunities Figure, and discussed in greater detail in Appendix C.



Development Types

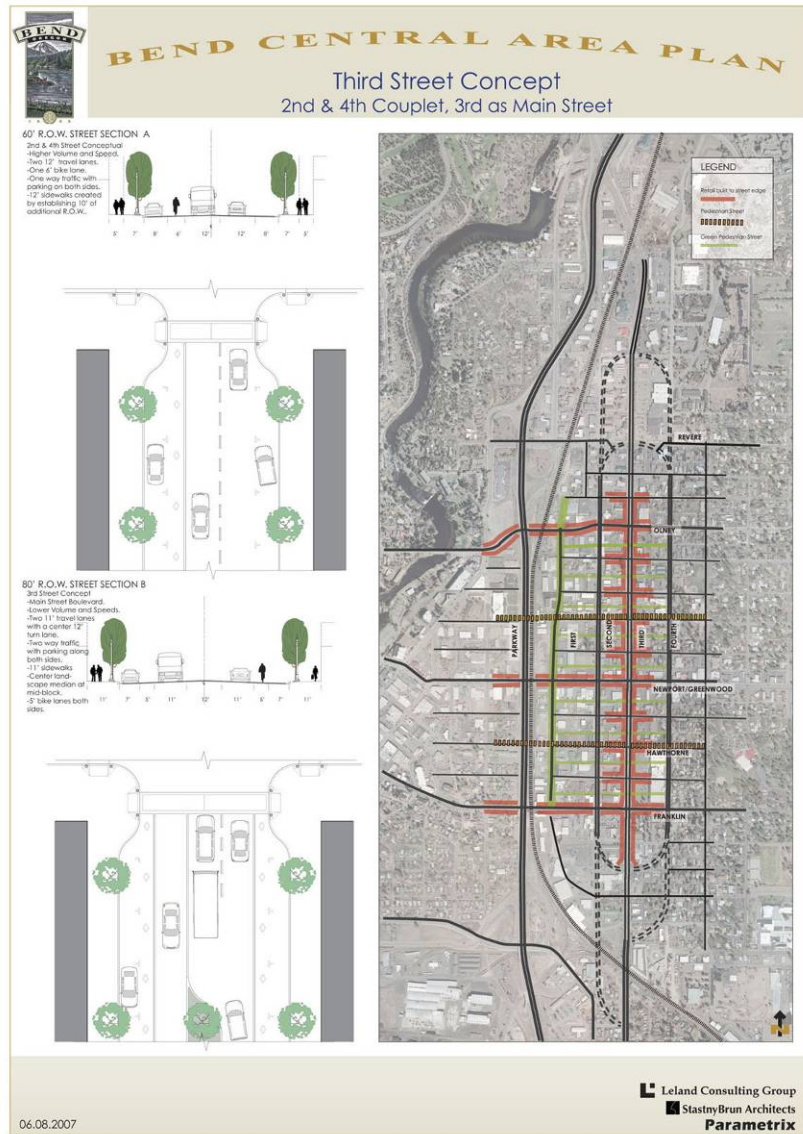
In examining the Central Area Neighborhood Districts, thought was given to examples of future, prototypical development types that might be appropriate for different locations within the districts. The purpose of this exercise was to provide the public with a "picture" of what is meant by development at different densities to indicate a feel for what might constitute higher-density, mixed use development at a "Bend-scale". The Development Types Figure presents the scale and potential locations for different development types throughout the Central Area.



Reinventing Third Street

In perhaps the boldest stroke of this Plan, the Third Street auto-dominated commercial strip is proposed to be redeveloped over time as a series of “urban rooms” or centers/pulse points of activity. These centers would feature higher-density mixed-use development in a more pedestrian-friendly setting along a boulevard, with major east-west connections to the Historic Downtown Core via three “great streets”:
Portland/Olney;
Greenwood/Newport; and
Franklin Avenue.

The Third Street Corridor from the Parkway on the west to Fourth Street on the east will most likely redevelop in a new form, over time and with the assistance of regulation and incentives, utilizing the land more effectively and efficiently than the current one-story retail buildings and parking lots. This District should have a “brand” or “identity” (Bend Central) with sub-areas of specific character that result from applying the “layers” of the structure discussed under “City Form”, above.



Solving transportation congestion problems on Third Street are crucial to its reinvention. According to 2030 traffic projections, Third Street in its current formation will require six lanes' worth of capacity to accommodate peak hour traffic, a scenario that does not lend to an inviting and vibrant pedestrian environment. To address this need in a manner consistent with the Central Area vision and the specific vision for the Third Street corridor, the Plan includes the restructuring of Third Street into a 2-lane, 2-way tree-lined boulevard with on-street parking, bicycle lanes, planter strips, and wide sidewalks fronting active retail opportunities. To achieve this vision for the greater Central Area and for a reinvented Third Street, the current and forecast level of future traffic must be accommodated, while facilitating the identified need for improved east-west



connections. This is proposed to be accomplished by turning Second and Fourth Streets into a one-way couplet system that helps focus the movement of traffic, with Third Street becoming a “great street” with pulse-points and centers of higher-density, mixed use development. The Third Street Concept Figure depicts the proposed couplet of Second and Fourth, and Third Street as a 2-lane, 2-way tree-lined boulevard. This concept and the various options examined are discussed in Appendix F (Future Public Facility Capacity Analysis Technical Memorandum).

FRAMEWORK CONCEPT PLAN

As indicated earlier, in developing this Plan, a phased, iterative process was used to get from current reality to recommendations for the future. The Vision led to the generation of Guiding Principles to direct the iterative planning process. These two foundational components fostered the generation of three, conceptual “Big Ideas”, which began to flesh out the Plan. This, in turn, led to identification of a desired form for the Central Area and its neighborhoods, as well as key projects and implementing actions. Finally, the vision, principles and ideas have been reflected in an overall Central Area Framework Concept Plan...a spatial representation of how these components fit together. The overarching, fundamental structuring element of this Central Area Plan can be thought of as a “green ladder”. This concept is one that layers a number of elements, including:

- Reorganizing existing key streets and assigning a function and “character” to them (creating a hierarchy of streets).
- Modification of vehicular flows to create a “couplet” of 2nd and 4th Streets to facilitate north/south flows and accommodate future traffic volumes.
- Emphasizing the east/west streets as the “steps” in the ladder providing east/west connectivity between 4th Street and the Parkway.
- Planning for east/west commercial/retail development (pedestrian oriented) along Greenwood, Portland/Olney, and Franklin...three active, mixed-use “great streets” that provide key gateways and critical links to the Historic Downtown Core.
- Transforming Second, Third and Fourth Streets into “green streets” —combining storm water treatment with vehicular flow.
- Establishing intersections as “rooms” that have unique character and orientation/wayfinding based on the intersecting street hierarchy.
- Inventing the entire grid as an “environmental machine” capable of accepting and treating storm water and snow “melt-off”.
- Using the ladder as a structure to array land uses and activities to create a new paradigm for the planned transformation of the Third Street Corridor—a new “Bend Central” (BenCen) neighborhood.

This overarching structural element, combined with the components of the city form discussed above (defined districts, hierarchy of streets, intersections of character, a network of open spaces, and city form and skyline) have been combined into a framework-level conceptual plan reflective of the community’s expressed vision for the Central Area of the 20-30 years.

As indicated earlier, the Framework Concept Plan was developed in an iterative manner, evolving as the planning process progressed. The Vision led to the generation of Guiding Principles to direct the iterative planning process. These two foundational



components led to the generation of three, conceptual “Big Ideas”, in tandem, led to the focused identification of key catalyst projects, projects that would create a climate for investment and stimulate development. These projects are discussed below.

CATALYST PROJECTS

The term “catalyst project” is used within this Plan to refer to projects having the ability to substantively alter the development environment in the study area. These projects represent key components of the overall plan, and their development would be expected to serve as a catalyst for development in the study area consistent with that outlined in the plan. A number of catalyst projects were identified with the Project Advisory Committee, and several of these are noted on the Catalyst Projects map.

A brief description of these and other possible catalyst projects and their attendant benefits, is provided in the sections that follow, below. Catalyst projects have been identified in three categories: 1) Transportation; 2) Development and Redevelopment; and 3) Design and Public Spaces. In some instances, a catalyst project may be an idea or a program requiring a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals, or may be a preparatory stage-setting action. Accordingly, in the short description of each catalyst project, the proposed preliminary “set-up” tasks or refinement study is also briefly described.

Transportation

As mentioned above, the Technical Memorandum addressing Future Public Facility Capacity Analysis (Appendix F) presents a number of projects, studies and actions to be undertaken over time to carry out the Central Area Plan. Those projects and actions that should be taken over the next 1 to 5 years to help “jump start” revitalization along the 3rd Street Corridor include:

- Pedestrian improvements under the railroad and the Bend Parkway for Greenwood and Franklin Avenues to add lighting and security, and to improve line of sight. Interim measures to improve flooding problems should also be provided.
- Install a raised and landscaped median along 3rd Street between Greenwood and Franklin Avenues with ADA-compliant pedestrian projects at selected locations.
- Design and build 2nd and 4th Streets to full 70-foot cross-section as identified with the couplet concept, but retain 2-way operations between Greenwood and Franklin Avenues until additional phases of couplet development to the north and south can be completed.
- 3rd Street Corridor Refinement Plan – develop consensus on a preferred concept; lay out linear details of the concept including identification of right-of-way and access needs; prepare detailed cost estimates and an implementation strategy.

Development and Redevelopment

While there are a number of projects, studies and actions to be undertaken over time to carry out the Central Area Plan, those development and redevelopment projects and actions that should be taken over the next few years to help “jump start” envisioned development within the Central Area include the following:

- Bend Bulletin Site – This publicly owned parcel could be redeveloped as a mixed-use housing project, providing workforce housing in close proximity to the downtown jobs



base. The City could recruit a developer through a competitive request for qualifications (RFQ) process.

- Hawthorne Avenue Mixed-Use Development – To activate the Railroad District as well as a new Hawthorne Avenue connection, multiple mixed-use developments should be built in the area on opportunity sites. Uses along Hawthorne should include office and housing, with a small amount of ground-floor retail and service uses.
- Redevelopment at 3rd Street and Greenwood Avenue – This project would activate the 3rd Street and Greenwood Avenue gateway, providing a signature building of active retail, office, and/or entertainment uses. While too busy for housing, the high traffic flow could benefit commercial users.
- Structured parking facilities – The scale of development envisioned for the areas west of 3rd Street and east of the Parkway will require structured parking. However, structured parking is difficult to accommodate on smaller parcels and is very expensive. Shared parking structures that can serve multiple adjacent and nearby properties would allow for more efficient use of parking facilities and would reduce the cost of development. A parking district or other mechanism should be formed to ensure that development pays its fair share when parking is not required by each project.
- Relocate auto dealers and light industrial businesses – Relocate existing businesses to new sites in order to free up existing properties for redevelopment. This could include the creation of an auto mall somewhere in Bend, which could be facilitated through a public-private partnership.
- Infill housing between southern central neighborhood and the Old Mill District – This area, generally between Colorado and Arizona is already developing with a mix of housing and retail uses. These uses should continue to be built on remaining vacant land to provide additional close-in housing while also buffering the Old Bend neighborhood from the Old Mill District.
- Infill housing in the northern central neighborhood – Medium-density infill housing in this area would strengthen the residential character of the neighborhood while providing new housing opportunities close to downtown.
- Mirror Pond Parking Area redevelopment - Conduct an interactive and participatory process to determine a future vision for redevelopment of the Mirror Pond Parking Area. Hold community workshops to set goals, identify/evaluate options, and refine a preferred option and course of action for carrying it out.
- City Hall and “Civic Center/Civic Neighborhood” improvements – Prepare master plan for use and design of buildings, parking and open spaces in the Civic Neighborhood. Initiate property acquisition and consolidation, recruit a developer through a competitive request for qualifications (RFQ) process.

Design and Public Spaces

There are several catalyst projects that fall under the category of “design and public space catalysts” that should be taken over the next several years to help “jump start” envisioned development within the Central Area include the following:

- Acquisition of Bend Central Neighborhood Park Sites – Begin securing park, plaza and open space sites within the neighborhood in advance of envisioned development actions. Being able to provide park and open space amenities early on or in conjunction with new development will help establish the desired context for future development.



- Heritage Square/Civic Center Plaza/Space – Consistent with the recommendations within the first phase of the Central Area Plan for focusing civic uses within a “civic neighborhood”, develop the concept plan and development criteria for the Civic Neighborhood site, sufficient for preparing and issuing a request for development proposals, establish a development program, and begin acquisition of balance of civic neighborhood properties.
- Franklin and Greenwood Avenue Gateway Design – Establish a public process (and perhaps a design competition) for identifying needed functional and aesthetic improvements, identifying funding sources, and programming improvements.
- Hawthorne Trail (Juniper Park to Hill St.) – Establish a public process to identify desired alignment, features and improvements to link the Historic Downtown Core and the Bend Central neighborhood with Juniper Park. Identify needed improvements early-on, and protect for future construction

As will be noted in the Implementation section of this Plan, initial recommendations for programming and carrying out these components have been provided in the Implementation Technical Memorandum in Appendix K to this summary Plan document.

OTHER IMPLEMENTING PROJECTS AND ACTIONS

In addition to the projects that have been identified as “catalyst projects”, those seen as having the potential to help “jumpstart” development and redevelopment activities, there is a number of other projects and actions being recommended to help realize the public policy objectives of this Plan, and its vision. These recommendations fall under several categories:

- Transportation System Improvements
- Code and Regulatory Adjustments
- Developing Funding Sources
- Organizational/Follow-Up Actions

The background behind these recommendations is provided within the Implementation Technical Memorandum contained within the Appendices to this document. A brief summary of these recommended projects and actions are described in the sections that follow.

Transportation System Plan Amendments and System Improvements

Transportation System Plan

The City’s currently-adopted Transportation System Plan does not contain all of the transportation elements required to support the CAP Vision.

As noted earlier, a major element of the Central Area Plan is the Reinvention of Third Street, and the introduction of “Great Street” designations. After adoption of the CAP, consideration should be given to amending the City’s current Transportation System Plan and Street Standards to accommodate the cross-sections and general streetscape features associated with the desired function of the new street classifications within the Central Area. These include:



- A Principal Arterial that has also been designated as a Great Street (example: Third Street)
- A Minor Arterial that has also been designated as a Great Street (examples: Greenwood, Olney and Franklin)
- Redesignation of Second Street as a Minor Arterial or Major Collector to distribute north/south traffic within the envisioned revitalized corridor.

Recommendations for the reinvention of Third Street include enhancements to the pedestrian and bicycle circulation systems, a refinement study to test and provide the engineering parameters for the proposed Second and Fourth Street couplet, public investment in infrastructure viewed as catalysts to redevelopment, and other transportation projects for the longer term period. Some of these recommendations are listed below. For a more comprehensive list of recommendations, refer to Appendix F Future Public Facility Capacity Analysis Technical Memorandum. A necessary first step in advancing the reinvention of Third Street and the proposed transformation of Second and Fourth Streets into a couplet is undertaking a Third Street Corridor Refinement Plan to lay out the linear and functional details of the couplet concept including identification of right-of-way, access needs, detailed cost estimates, and an implementation strategy. Key issues to be addressed in this study would include:

- Addressing sidewalk, bicycle lane and travel lane widths, on-street parking configuration, property access, signal timing, and pedestrian crossings.
- Resolving the location and design criteria for transitional areas at the northern and southern termini. This could include development of an additional railroad undercrossing at the southern terminus to improve connectivity between the Third Street corridor and the Old Mill District.
- Preparing an implementation strategy that includes refined cost estimates, funding sources, timing and priorities of projects, and an approach to phasing of construction and transitions between two-way and one-way traffic operations.
- Initiating a long-term discussion of a potential redesignation of Highway 20 away from its current alignment along Third Street north of Greenwood Avenue and along Greenwood Avenue to the east of Third Street to a more appropriate location.
- Potentially consider creating a master transportation impact study to help streamline traffic impact analyses for development review in the Central Area. This could make development activity within the Central Area more attractive to and easier for various development interests.

Code and Regulatory Adjustments

The existing Community Development Code, the Bend Area General Plan and their associated ordinances and policies do not allow the flexibility needed to allow for the mix of uses as envisioned in the Central Area Plan. A review of these documents revealed that more direct guidance is needed within the existing regulatory framework to shape the rapidly growing Central Area in accordance with the Central Area Plan and its vision. The following sections summarize the suggestions for improvements needing to be made to the City's land use and development regulations to realize the envisioned evolution of the Central Area. These sections summarize the recommendations contained within Appendix M. Programming considerations are further discussed in the Implementation Strategy section of this summary Central Area Plan document and in the accompanying Implementation Action Plan memorandum (Appendix K).



Bend Area General Plan Recommendations

The Bend Area General Plan was updated by the City in 1998. Much of the Area General Plan is consistent with the Central Area Plan Vision, however there are a few sections to which changes are recommended to ensure consistency between the plans. The recommendations are focused on acknowledging the adopted Central Area Plan districts, recognizing the new characteristics associated with the reinvention of Third Street, increasing flexibility of uses in some areas of the Central Area to include higher density housing, and improving transportation infrastructure to support projected growth.

The recommendations are focused on redefining the Central Business District, as well as emphasizing the new vision of the Bend Central Neighborhoods and Third Street, with a pedestrian friendly multi-modal environment that lends a vibrant multi-functional character. Housing goals will need to be broadened to include higher-density mid and high-rise mixed use developments in the Central Area east of the Parkway.

Any new zone designations or the adoption of a special Central Area Plan Refinement Overlay will need to be included in the Bend Area General Plan text and map, and text should be developed to ensure consistency between Chapters 5, Housing, and 6, The Economy and Lands for Economic Growth and the new zones or overlay.

The General Plan recommendations also allow for consideration of additional funding mechanisms and refinement studies in Chapter 8, Public Facilities and Services. As noted above, this may include recommendations for creating a master transportation impact study to help streamline traffic impact analyses for development review in the Central Area.

Recommendations for changes to the Bend Area General Plan also focus specifically on Chapter 7, *Transportation Systems*, as the Central Area Plan Framework recognizes transportation as the backbone in the implementation of the Plan's vision.

Development Code and Zoning Recommendations

Given the desired characteristics for protecting and enhancing the Historic Downtown Core and an improved central area, and the analysis of what current zoning allows, the plan recommends two options for aligning the development code and zoning with the Central Area Plan vision.

The first option would include establishing two new Central Area mixed-use base zones in Development Code Chapter 2.3. The new mixed-use zones would include a Mixed-Use Central zone which would be applied to the Central Area Plan Bend Central District, and a Mixed-Use Industrial and Employment zone which would be applied to the Central Area Plan Industrial and Employment District. While the City of Bend already has two mixed-use zones that are specifically tailored to meet the needs of other areas in Bend, the two new mixed use zones are proposed to achieve mixed-used development, appropriate for area-specific goals surrounding the reinvention of Third Street and the Industrial and Employment neighborhood district to the north. Prior to adopting these new zones, new text identifying these zones and a revised General Plan map will need to be adopted into the Area General Plan.



The proposed mixed use zones are described below:

- **CAP-MCEN: Bend Central District** – In order to achieve the vision for the Bend Central district east of the Parkway and west of Fourth Street, this new mixed use zone proposes greater density development with a mix of housing and office with retail and entertainment at street level. This zone includes measures to complement a transit center and would encourage a pedestrian friendly environment.
- **CAP-MINEX: Industrial and Employment District** – This zone retains some of the characteristics of the current light industrial zoning but it will also provide for a mixture of live/work spaces (artists lofts, for example), and mixed-employment uses that are vital for micro-enterprises.

A second option is to adopt the Bend Central Area Plan as a special Central Area Plan Refinement Overlay as part of Development Code Chapter 2.7. The refinement plan could “package” several zone changes and specific design standards within the plan to make the area consistent with the Central Area Plan Vision and Framework. The City of Bend already has two mixed-use zones that are can be tailored through design standards to achieve development appropriate to meet area-specific goals surrounding Third Street and the Industrial and Employment neighborhood district to the north. Adoption of a special Central Area Plan Refinement Overlay would also require adoption of new text and map changes to the Area General Plan.

The zones or overlay should guide uses and foster development consistent with the reinvention of Third Street, protect and enhance the Historic Downtown Core through a new and expanded Central Business District, and encourage preservation of industrial land for a variety of uses.

This Plan also recommends the expansion of the area covered by the City’s Central Business zone. The expanded area would include all areas referred to by the Central Area Plan as the Historic Downtown Core, as well as commercial districts north to Revere Avenue west of the Bend Parkway, enabling the unification of the “core” of the Central Area through urban design and development.

The plan recommends the addition of standards within the development code that will aid in the development of the Green Ladder and Third Street Reinvention concepts as envisioned by the Central Area Plan. These include recommendations for:

- Pervious paving treatments
- Shared stormwater treatment strategies
- The encouragement of shared parking facilities
- View corridors
- Interconnected open spaces and plazas

Some of these topics are currently addressed in the development code but it is suggested that specific adaptations of these elements be considered for the areas in which new zones or special planned district overlays are recommended.



Design Standards and Design Performance Guidelines

Bend has design standards for commercial and multi-family residential development, as well as any development occurring within the Central Business District zoning designation. Considering these existing standards, it is recommended that specific design standards be adopted for the two new mixed use zones, or incorporated into the Central Area Plan Refinement Overlay to reflect design elements developed through the Central Area Plan process, depending upon which of the aforementioned two options is selected.

In addition to the development of Central Area specific design standards, the plan recommends that a two-track review process should be implemented to aid development flexibility. The Plan recommends that the Central Area Plan Performance Guidelines be refined and adopted as an alternative to design standards in the mixed-use plan areas. The two-track process would allow two review options: 1) adherence to prescriptive design standards; or, 2) demonstrating through a conditional use process that proposed developments meet the intent of the Central Area Plan through the Performance Guidelines.

The plan recommends that the review system for approval of conformance with the Central Area Plan Performance Guidelines include a special review body specifically focused on Central Area issues. Key elements of the Performance Guidelines are summarized in the recommendations contained within Appendix M.

Interim Actions

The plan recommends three interim steps prior to the adoption of new base zones or special planned district overlays:

- Application of design standards or performance guidelines in the proposed districts through a two-track review process
- A city-initiated legislative zone change to Mixed Use for those areas within the new districts that are already designated as Mixed Use by Area General Plan Map.
- Initiate expansion of the Central Business District to include areas as indicated by the Central Area Plan

In order to achieve the Central Area Plan's vision, two new mixed use zones or a special Central Area Plan Refinement Overlay are recommended as mentioned above. However, in the interim period while details for the new mixed use zones or a special planned district overlay are refined and the new zones or overlay put in place, it is recommended that design standards and / or the Bend Central Area Performance Guidelines be implemented as soon as possible in the proposed new districts. Further information on interim land use recommendations can be found in Appendix M.

Measure 37 Impacts

Approved by Oregon voters in 2004, Measure 37 requires waivers of regulations or compensation to property owners if regulations have the effect of reducing a property's value since purchase. This has presented a challenge to every Oregon jurisdiction as they are determining how to address the measure's impacts. Accordingly, the potential "Measure 37 impacts" of the Central Area Plan and its proposed additions/amendments to the City's regulatory measures have yet to be addressed. It is recommended that an impact analysis of this issue be conducted by the City as one of the first actions taken to



implement this Central Area Plan. Once Measure 37 issues are addressed, the Plan may need to be revisited if adjustments appear to be required.

Developing Funding Sources

Specific public-improvement projects can come about as a result of local, state and federal grants, private investment and donations, city general fund allocations and other sources of public financing. A variety of funding tools, options and policies were discussed in the process of preparing this Plan, and more detailed information on these is provided in the appendices to this document. Bend has a number of financing tools currently in place, or that can be easily activated to generate revenue. A list of these tools and the activities needing to be pursued to enable the City to generate the level of funding necessary to carry out the range of improvements recommended by this plan is provided in the Technical Memorandum laying out the Financial Tool Kit for Implementation, and summarized in an attachment to this document.

Although the use of urban renewal, a parking district, and a business improvement district (along the to-be-reinvented Third Street Corridor, for example) have potentially the greatest opportunity to generate significant sums of revenue to help provide incentives for development and redevelopment, it should be noted that implementing the recommended Central Area Plan is not reliant upon any one of the above funding sources being available. An effort to investigate, arrange and execute (or make available) the most appropriate package of funding mechanisms, tools and financial incentives should be undertaken early-on in order to maximize potential opportunities.

Organizational/Follow-Up Actions

While there are a number of preliminary, stage-setting, organizational actions needing to be undertaken to help set the City up for successful implementation of the Central Area Plan, there are three actions that are the most compelling, and of the most importance.

➤ **Central Area Advocacy Office**

A number of the recommended actions for carrying out this Plan will require focused support from staff. Tasks requiring such support include establishment and maintenance of an urban renewal district, development of Central Area Neighborhood Plans, property owner outreach efforts, property assemblage, project development and administration, housing program development and maintenance, and update/maintenance of a short-term implementation strategy. Among the catalyst projects recommended for approval is the establishment of a Central Area Advocacy Office, charged with carrying out the short-term action plan, and for monitoring and updating the program for implementing the Central Area Plan and its vision.

➤ **Central Area Plan Action Groups**

During Plan development, the Central Area Plan Project Advisory Committee worked hard at addressing projects, tools and techniques for carrying out the plan. It is recommended that some form of this committee be appointed and charged with helping to flesh out and carry out the Plan's recommendations in three categories: Funding Sources; Catalyst Projects; Land Use and Neighborhood Planning; and smaller, "Brand Bend" projects (the many, smaller projects that help generate interest and maintain momentum). It is recommended that the Committee organize three "action groups" to advise them and the Council in carrying out the Plan.



➤ **Funding Workshop**

The process of developing and carrying out the Central Area Plan and its recommendations has created a window of opportunity for leveraging resources, building upon synergies, and developing partnerships. What is the potential for partnership, and how can various sources of revenue be tapped, or incentives taken advantage of to carry out the projects and ideas envisioned by the Plan? An annual “Developing Partnerships & Funding Downtown’s Future” workshop is proposed for the first few years of the Plan’s implementation to help stimulate interest, share ideas and information, and to generate and maintain a climate that facilitates investment.



IMPLEMENTATION ACTION PLAN

INTRODUCTION

The Central Area Plan is an action-oriented plan with a 20-30 year horizon, focusing upon the projects and activities needing to be undertaken to carry out a clearly defined vision, a set of guiding principles, and a development/design concept. The CAP will be implemented in pieces, or components, over time. Some actions will be initiated in 2007, others initiated in the years to follow.

HOW WILL THE PLAN BE CARRIED OUT?

As mentioned earlier in this summary Plan document, the Central Area Plan will be implemented in pieces, over time. In the earlier discussion regarding catalyst projects, it was noted that, in many instances, a catalyst project may consist of a project or program requiring a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. In addition, several of the catalyst projects (and indeed, the implementation and championing of the implementation of this Plan) will require staffing resources to establish programs, develop criteria, and to undertake the preliminary and follow-up tasks to enable projects to move forward (e.g., land assembly, property owner coordination, and etc.). The Central Area Plan also recommends a number of amendments to the City's General Plan and development code (to allow for the type and level of development envisioned by the Plan) and Transportation System Plan to reflect changes in street system classification and the need for new projects. The plan and code amendments recommended through this Plan will be taken up and refined by City staff and coordinated with the appropriate committees. It is anticipated that the recommended changes and the necessary ordinances to codify them will occur over the next year or two, as these are high-priority items, central to setting the stage for carrying out the Plan.

It is anticipated that the City of Bend will begin talking with potential development interests regarding making the Plan a reality. Certain major improvements will be made by the City of Bend through a variety of funding sources, including urban renewal, particularly if a new district is formed. Other improvements will be the responsibility for those proposing specific development activities. One or more of the catalyst projects may come about as a result of "public-private partnerships", a contractual arrangement tailor-made for each situation whereby the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the Central Area Plan is a *long-term* plan for the growth and development of the Central Area over the course of the next 20-30 years, in alignment with the vision for the future established by the community of Bend.

INCREMENTAL ACTION PLAN

The Implementation Action Plan being recommended to carry out the CAP focuses on the following:

- Recommended future transportation system improvements and any suggested changes to the City's Transportation System Plan;



**Central Area Plan
City of Bend, Oregon**

- Recommended changes to the City’s Comprehensive Plan, zoning code and implementing ordinances;
- Recommended development and community projects important for creating a climate of investment Downtown,
- Recommended sources of funding for CAP-related improvements, and
- Suggested time frame for initiating key actions and projects.

Accordingly, it is recommended that the City review the Central Area Plan on a regularly-scheduled basis, and make amendments as opportunity or changing community and economic circumstances necessitates. Should there be a desire to change the guiding principles or shift the emphasis of a particular project, this plan-update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

For a plan to be the “chart for change” it is intended to be, it must be accompanied by an implementation program...a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. As mentioned earlier, the Technical Memoranda accompanying this summary Plan document contain discussion and recommendations for short and longer-term actions for carrying out the CAP.

As these projects and actions have been presented in Appendix K (along with a summary matrix and an indication of their relative priority...short-term, near-term, long-range), this discussion will not be repeated here.

Finally, realizing that not everything can be done within a short time frame and that there are other community priorities needing to be addressed, those seen as having the most importance to undertake within the first three years are highlighted within a Short-Term Action Plan (see discussion below).

PROGRAMMING RECOMMENDATIONS

An initial list of recommended actions, next steps and projects has been compiled in the appendices to this summary Plan document. The recommended actions and projects have been categorized and prioritized with regard to relative timing (e.g., 1-3 years, 4-6 years, 7-10 years, and longer-term). This list of actions and suggested programming can be found in Appendix K to this document (Central Area Plan Implementation Action Plan Memorandum).

SHORT-TERM INCREMENTAL IMPLEMENTATION STRATEGY

As mentioned earlier in this summary Plan document, there are many projects and actions recommended for carrying out the Central Area Plan. A rapidly-growing community like Bend has a number of important projects and programs competing for limited time and financial resources. In Appendix K (Implementation Strategy), a summary matrix displaying recommended actions and projects for implementing the Plan over time is provided. In the discussion provided earlier, a subset of this list has been identified as being “catalyst projects” ...those projects seen as having the ability to help jumpstart the development and actions envisioned by the Central Area Plan.



Realizing that the City and its planning partners cannot do it all at once, a short-term plan for initiating those actions which are critical to initiating the realization of the Plan and its vision is of utmost importance. The recommended projects and actions within this Short-Term Action Plan must combine visible improvements with the somewhat (initially) "invisible" efforts to set the stage for enabling and encouraging envisioned growth, development and change to occur. This smaller list of high-priority projects is intended to respond to the question of "what is the short list of actions that can be undertaken within the first three years to initiate and demonstrate movement and set the stage for other actions to follow".

The actions contained within this initial short-term plan are presented within three categories: process improvements; projects and actions; and organizational improvements. In order to maintain the value of this summary Plan document as a stand-alone authority, the initially recommended improvements and actions are not provided here; this Action Plan and its list of actions and suggested programming can be found in Appendix K to this document (Central Area Plan Implementation Action Memorandum). The City may wish to revisit this recommended Short-Term Action Plan as opportunities arise, priorities change, or the capacity to undertake additional projects increases.

CONCLUSION

In conclusion, the Bend Central Area Plan represents the community's official framework for guiding the evolution of a rapidly growing greater downtown area over the course of the next 20-30 years. As this Plan represents the expression of the community's vision and desired outcomes for the Central Area and its district neighborhoods, the Plan must be a dynamic and responsive policy framework...one that changes as needed to keep pace of changing community values and external factors, and as opportunities arise. Over time, the Central Area Plan is intended to continue to evolve, serving as the framework for further refinement according to the wishes of the community.



APPENDICES

Appendix A	Memo 1 – Urban Design Framework
Appendix B	Memo 2 – Existing Transportation, Infrastructure and Land Use Conditions
Appendix C	Memo 3 - Large-Scale Development Opportunities
Appendix D	Memo 4 – Economic and Real Estate Analysis for the Central Area
Appendix E	Memo 5 – Redevelopment Framework Refinement
Appendix F	Memo 6 – Future Public Facility Capacity Analysis
Appendix G	Memo 7 – Central Area Plan Framework Refinement
Appendix H	Stakeholder Interview Summaries
Appendix I	PAC Meeting Summaries
Appendix J	Public Workshop Summaries
Appendix K	Central Area Plan Implementation Action Plan Memorandum
Appendix L	Funding Toolkit Memorandum
Appendix M	Land Use Regulatory Recommendations

