



MEETING AGENDA

Southeast Area Plan Advisory Committee Meeting 5

MEETING DATE: June 6, 2019
 MEETING TIME: 5:15 – 7:45 PM
 LOCATION: Bend-La Pine School District Education Center
 520 NW Wall Street, Room 314, Bend
NEW LOCATION - FOR THIS MEETING ONLY

Objectives

- Discuss and provide direction for open space concepts, the updated land use plan, and the updated transportation plan

Agenda

1. **Welcome, introductory items** (Chair Sharon Smith) – 5 min
 - a. Introductions, approval of minutes from last meeting

2. **Public Comment** (Chair Smith) – 10 min

The amount of time to provide comments may be limited to three minutes per person, depending on the number of people wishing to comment. Additional time for public comments is also provided at the end of the agenda under Item #6.

3. **Agenda Overview and Where We Are in the Process** – (Joe Dills, APG) – 5 min

4. **Open Space Concepts** – (Ken Pirie, Walker Macy) - 30 min

This is a discussion and direction item for SEAPAC. Please see attached memo and “boards”. See also the enclosed Tree Health Assessment for the project area.

5. **Land Use Plan Update** (Project Team) – 50 min

This is a discussion and direction item for SEAPAC. The team is seeking SEAPAC input regarding an updated plan option (Option C in the packet materials). This is not a final approval, rather, it is direction into the materials to be shared with the community at the upcoming Open House on July 11, 2019.

Please see attached memo and “boards”.

- a. Staff briefing
- b. Committee discussion and direction

Accessible Meeting Information

This meeting/event location is accessible. Sign language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats and CD Formats, or any other accommodations are available upon advance request. Please contact Damian Syrnyk meeting at dsyrnyk@bendoregon.gov, 541-312-4919. Providing, at least, 3 days’ notice prior to the event will help ensure availability.



6. Transportation Plan Update (Project Team) – 40 min

This is a discussion and direction item for SEAPAC. The team is seeking SEAPAC input regarding an updated plan and related materials. This is not a final approval, rather, it is direction into the materials to be shared with the community at the upcoming Open House on July 11, 2019.

Please see attached memo and “boards”.

- a. Staff briefing
- b. Committee discussion and direction

7. Public Comment (Chair Smith) – 10 min

Like Item #2 and depending on the number of people wishing to comment, the time may be limited to three minutes per person.

8. Next steps

- a. Announcements
- b. Next meeting dates:
 - Community Open House #2 – July 11, 2019
 - SEAPAC Meeting 7 – September 26, 2019, 5:15 PM, Nativity Lutheran Church

Minutes

Southeast Area Plan Advisory Committee Meeting #4

Southeast Area Expansion Plan

May 2, 2019

Nativity Lutheran Church

60850 Brosterhous Road, Bend, Oregon



CITY OF BEND

Committee Members

Ken Atwell, *Member*

Kip Barrett, *Member*

Casey Bergh, *Member*

Sarah Bodo, *Member*

Butch Hansen, *Member*

William Hubbert, *Member*

Anthony Oddo, *Member*

Jeff Reed, *Member (absent)*

Jacob Schumacher, *Member*

Sharon Smith, *Chair*

Rachel Strickland, *Member*

Dixon Ward, *Member (absent)*

Rick Williams, *Member (absent)*

Steve Wilson, *Member*

Rachel Zakem, *Member*

City Staff

Robin Lewis, *Transportation Engineer*

Ryan Oster, *City Engineer*

Damian Szyrnyk, *Senior Planner*

Jenny Umbarger, *Administrative Support Specialist*

Consultants

Joe Dills, *Angelo Planning Group*

Kyra Haggart, *Angelo Planning Group*

Matt Kittelson, *Kittelson & Associates*

1. Welcome, introductory items

Mr. Dills called the meeting to order at 5:17pm.

- a. Introductions, approval of minutes from last meeting.

Committee members and staff introduced themselves; committee members disclosed conflicts of interest.

Chair Smith disclosed her employment with Bend-LaPine School District (BLS);

Member Bodo disclosed her employment with Bend Park and Recreation District (BPRD);

Member Strickland disclosed she is a property owner adjacent to the Southeast Area Plan (SEAP);

Member Hubbert disclosed he is a homeowner within the SEAP;

Member Oddo disclosed he is a homeowner and business owner within the SEAP;

Member Atwell disclosed he is the land use chair for the Southeast Bend Neighborhood Association;

Member Zakem disclosed her employment with Cascades East Transit (CET);

Member Schumacher disclosed his family's ownership of property in "the Elbow";

Member Barrett disclosed his employment with Economic Development of Central Oregon (EDCO), and that he is a property owner within the Southeast;

Member Hansen disclosed his representation of Old Farm Neighborhood Association.

Chair Smith called for a motion to discuss approval of the February 21, 2019 meeting minutes. Member Hansen moved for a motion, Member Zakem seconded. Chair Smith requested the minutes be amended to clarify the ingress and egress at the future high school on 15th Street as right out, left in, right in, no left out. Unanimous approval by present members of minutes as amended (11-0).

2. Public Comment

No public comment.

3. Agenda Overview and Where We Are in the Process

Mr. Dills reviewed the SEAP Work Plan and Process, as outlined in the presentation.

4. Land Use Concepts

a. Staff briefing, committee discussion and direction

Mr. Dills reviewed the Draft Land Use Concepts, as outlined in the presentation¹. Several committee members expressed concern with industrial and employment designations being included in the SEAP when it is being presented as a future walkable neighborhood. Mr. Dills indicated adjustments to land use designations are allowed within the SEAP; adjustments outside of the SEAP are not within the parameters of the project, as directed by City Council. Member Atwell expressed concerns about measuring employee capacity per acre.

Mr. Syrnyk reviewed the list of participants in the March and April owner / stakeholder meetings.

Chair Smith indicated that BLSA is agreeable to re-designating the triangular section at the north of its property to Commercial General (CG). Member Oddo shared that the consensus of property owners in the area with property currently designated as Industrial Light (IL) should be re-designated as residential. Member Atwell expressed concerns about the cost of industrial development given the topography of the land shown in Item 2 of the Land Use Concepts maps.

¹ The presentation is available online at www.bendoregon.gov/SoutheastAreaPlan.

Mr. Syrnyk reviewed Draft Refined Land Use Designation, as outlined in the presentation. Mr. Dills indicated the State of Oregon offers flexibility in making adjustments within commercial zones; less flexibility is available within industrial zones.

Mr. Dills reviewed the Transitions Toolbox, as outlined in the presentation. Member Atwell recommended flexibility for adjoining property owners to adjust their designations to accommodate transitions. Chair Smith cautioned against using alleys as transitions. Member Wilson indicated that City Council recently passed a requirement for residential transitions, and expressed concern about implementing a “one-size-fits-all” transition plan requirement.

See attached notes (Exhibit A) for member-recommended refinements to land use concepts.

5. Transportation Concepts

a. Staff briefing, committee discussion and direction

Mr. Dills reviewed the Draft Transportation Concepts, as outlined in the presentation. He indicated there will be modeling and funding evaluations for transportation planning in the SEAP. Member Oddo expressed concern about Knott Road requiring increased capacity to accommodate future development. Member Barrett expressed concerns about how high school students will cross 15th Street.

Ms. Haggart reviewed the Draft Trails Plan, as outlined in the presentation.

See attached notes (Exhibit A) for member-recommended refinements to transportation concepts.

6. Public Comment

Member Wilson disclosed he is a property owner within the SEAP.

Ken Granacki, SEAP property owner, spoke about concerns with location of proposed industrial development in relationship to schools and parks.

Greg Bryant, Citywide Transportation Advisory Committee (CTAC) member, inquired if additional lanes will be considered for 27th Street and Knott Road within the SEAP.

Jim Powell, property owner adjacent to “the Elbow”, expressed concerns about the approach to planning, ingress and egress along Knott Road, and safety concerns.

Member Bodo expressed BPRD’s interest in building a neighborhood park within the SEAP.

Christen Brown, property owner on Knott Road, expressed support for a frontage road along Knott Road, and disagreement with the proposed North-South road between his property and the Ward property, and the number of RABs on Knott Road.

Wayne Schatz, property owner on Knott Road, spoke about bisecting the BPRD property, and rezoning industrial properties.

Member Zakem provided an update on CET's Master Plan, which includes a new bus route in the southeast part of Bend that will begin in 2021. She requested feedback from committee members on major destinations be emailed to rzakem@coic.org.

7. Next Steps

Mr. Syrnyk indicated the next committee meeting will be held June 6, 2019; location to be determined.

Mr. Dills adjourned the meeting at 7:46pm.

Respectfully submitted,

Damian Syrnyk
Jenny Umbarger
Growth Management Department

Accessible Meeting/Alternate Format Notification



This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact Jenny Umbarger no later than 24 hours in advance of the meeting at jeumbarger@bendoregon.gov, 541-323-8509, or fax 541-385-6676. Providing at least 3 days' notice prior to the event will help ensure availability.

Exhibit "A"

SEAP Refinements – May 2, 2019 SEAPAC Meeting Land Use

1. Ward property. 12 acres CG aligned parallel to Knott Rd; 24 acres RS to the north. No position on Ward proposal to replace five to 6 acres of the RS with RH.
2. Central Knott Road Area. Move RS from North end of Schumacher property to provide a buffer around Keller Court properties.
3. Central Knott Road Area part 2 – Option 5. RM along Knott road with RS buffer. Stay with RM along Knott Road for Carroll, Grant, Kelleher, and Stevenson properties. Follow – stay with ME or MN to the north of the RS buffer?
4. School District Triangle north of HDMS. Change from PF to CG
5. Keller Court – proposed change to RL – no opposition to this change
6. RM to RH for 61190 Magnolia (Harrison Residential Holdings LLC). A 1.76 acre tract surrounded by the Verghe/Read property on Ferguson Road. This change would change total to 11 acres of RH behind the 31 acres of CG along Ferguson.

Transitions

1. Ken wanted to add zoning as a tool in the transition tool box
2. Tony added pressure ridges of trees and topography.
3. Sharon cautioned on using alleys as a transition.
4. Steve mentioned recent code change to address residential transitions.

Transportation

1. Butch – 15th and Ferguson geometry needs to be fixed (outside project area; need to confirm intersection improvement included in TSP update)
2. Sharon – School district good with E-W collector connection with 27th north of HDMS. She flagged the style of collector as something committee should consider (e.g. urban standard or neighborhood collector).
3. Ken – look at arrows from the Bridges pointing south to E-W collector. These are 20' private roads.
4. Keep north-south framework local between E-W collector and Knott. Make full service intersection

5. Tony - Knott needs additional lanes, grading between RABs to provide better sight distance.
6. Kip - Look at access for students to cross 15th to get to CG commercial area on Knott.
7. Butch - Trail example – See 15th and Highway 20. Look at opportunities for trail undercrossing of roads
8. Sharon - Look at trail example in 15th Street Overlay zone (School property at 15th and Knott)
9. Rachel S – look at trail undercrossing at 15th and Knott

DRAFT



Open Space Plan Concepts

PREPARED FOR: Southeast Area Plan Advisory Committee (SEAPAC)

PREPARED BY: Project Team

DATE: May 24, 2019

Introduction

The purpose of this memorandum is to introduce draft open space concepts to be discussed by the Southeast Area Plan Advisory Committee (SEAPAC) on June 6th. The open space concepts are intended to illustrate: (1) existing landscape features, including areas difficult to develop, that could become part of future open spaces; and (2) conceptual plan elements that can guide the plan's implementation and enhance its context-sensitivity.

Open space is addressed in several parts of the vision and guiding principles, as noted below.

From the Vision Statement:

*Our vision is that the Southeast Expansion Area becomes a complete and walkable community and a welcome addition to Southeast Bend. Houses, businesses, parks and schools are compatible neighbors, and have **well-planned transitions between them.** **The mix of uses are highly connected by neighborhood streets, paths, and open spaces.** **The area has an active and vibrant outdoor life;** it is a place where neighbors are out walking, biking, and interacting daily. The Southeast Expansion Area is a unique and successful community in Bend. (emphasis added)*

From the Guiding Principles:

- **Create vibrant public spaces.** Plan for public spaces such as streets, parks, schools, and commercial centers, so there is a vibrant outdoor life throughout the community.
- **Preserve views and the natural landscape.** Integrate views, trees, and rock outcrops into new development and public spaces.
- **Create a sense of identity.** Plan the Southeast Expansion Area so that, when built, it will be recognized as a distinctive place with a strong sense of identity. All development—public and private—will contribute to reinforcing this sense of place.

Open Space Themes

The attached plan concept “boards” are formatted as visual summaries of the following themes, that progressively build the case for areas worth considering as future parks and open spaces:

- a. **Slope Analysis and BPRD Park Search Areas (Figure 1)** – This map illustrates where the land is relatively flat and accessible (0-5%, white areas) and categories of steeper slope (darker areas are steeper slopes, over 15%, which presents many challenges to development and circulation). The map reveals the many basalt rock outcrops in the project area.

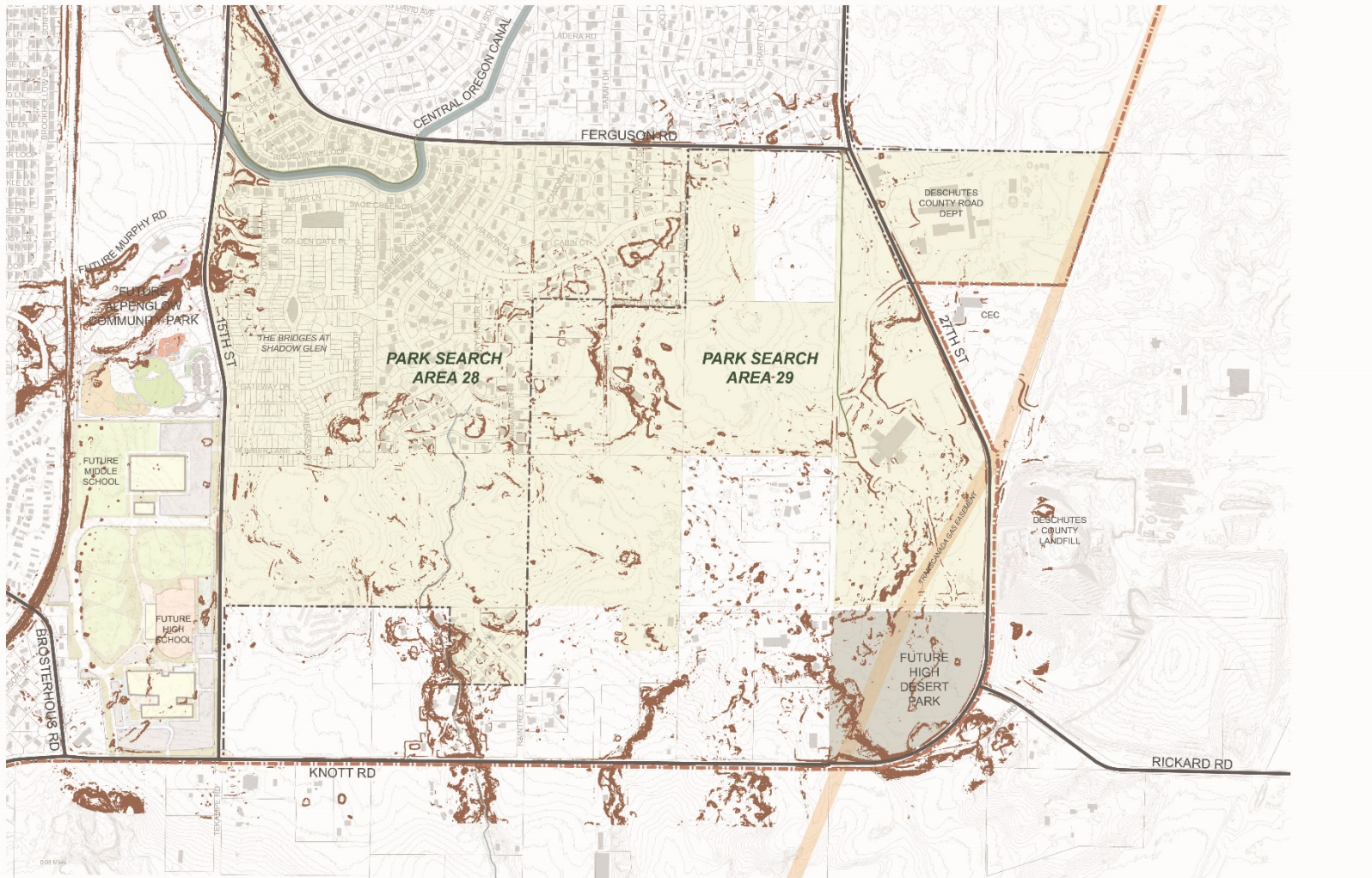
As described previously to SEAPAC, and as shown on this map, the District's Comprehensive Plan used “search areas” to locate potential new parks. They anticipate

two new neighborhood parks to serve this area, in addition to the High Desert Park Site. Similarly, the Bend La Pine School District anticipates locating a new elementary school. Both of these land uses will be important contributors to new open space that can be integrated with existing open space and landscape features.

- b. **Ridges, Outcrops and Habitat Connections (Figure 2)** – On this map, a series of ridges, generally oriented in a north-south direction, and other more isolated significant rock outcrops are highlighted as potential park/ open space areas. The ridges could provide linear trail connections as well as habitat corridors. The four distinct ridges along Knott Rd have potential to provide further habitat connections to the Deschutes National Forest, just 1.5 miles to the south.
- c. **Views (Figure 3)** – Key mountain and butte views from potential open spaces and existing park / school areas are noted on this map. Such views are a cherished part of living in Bend and can provide a distinct sense of place for new parks.
- d. **Trees “In Good Condition” (per April 2019 tree survey) (Figure 4)** – A survey in April 2019 located and assessed the health of trees within the project area. This map illustrates the trees determined to have canopies in good condition displayed with other open space features. In some areas, these trees coincide with the potential park corridors, outcrops or ridges described above. The Tree Health Assessment (April 2019 tree survey) is attached as part of the SEAPAC Meeting #5 packet.
- e. **Areas of Interest (Figure 5)** – A survey in April 2019 located potential areas of interest in the study area, which includes rock outcroppings, habitat trees and historical evidence of fire.
- f. **Composite Open Space Analysis (Figure 6)** – This map combines the themes described above as an integrated summary. It is worth noting that many of the potential open spaces are located south of the current Park Search Areas, a result of the Southeast Study Area boundaries being delineated after the BPRD Comprehensive Plan.
- g. **Precedent Images (Figure 7)** – This board provides local examples of the types of open space and features that could be part of the SE Area Plan as well as some identifiable ‘textures’ that could provide inspiration to future park designers.

The above-described boards are intended to support SEAPAC discussion and direction regarding refinements. Once finalized, they will serve as the materials presented at the next community workshop on July 11, 2019, and in the corresponding online workshop.

Figure 1. BPRD Park Search Areas



**BPRD PARK
SEARCH AREAS**



- Existing City Boundary
- Urban Growth Boundary
- Railroad
- Utility Easement
- Tax Lots
- Future Park
- 15+ % Slope
- BPRD Park Search Areas
- 2 ft contours
- Existing Trail
- Piped Canal
- Canal

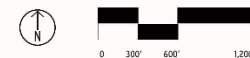


Figure 2. Ridges, Outcrops, Habitat Connections

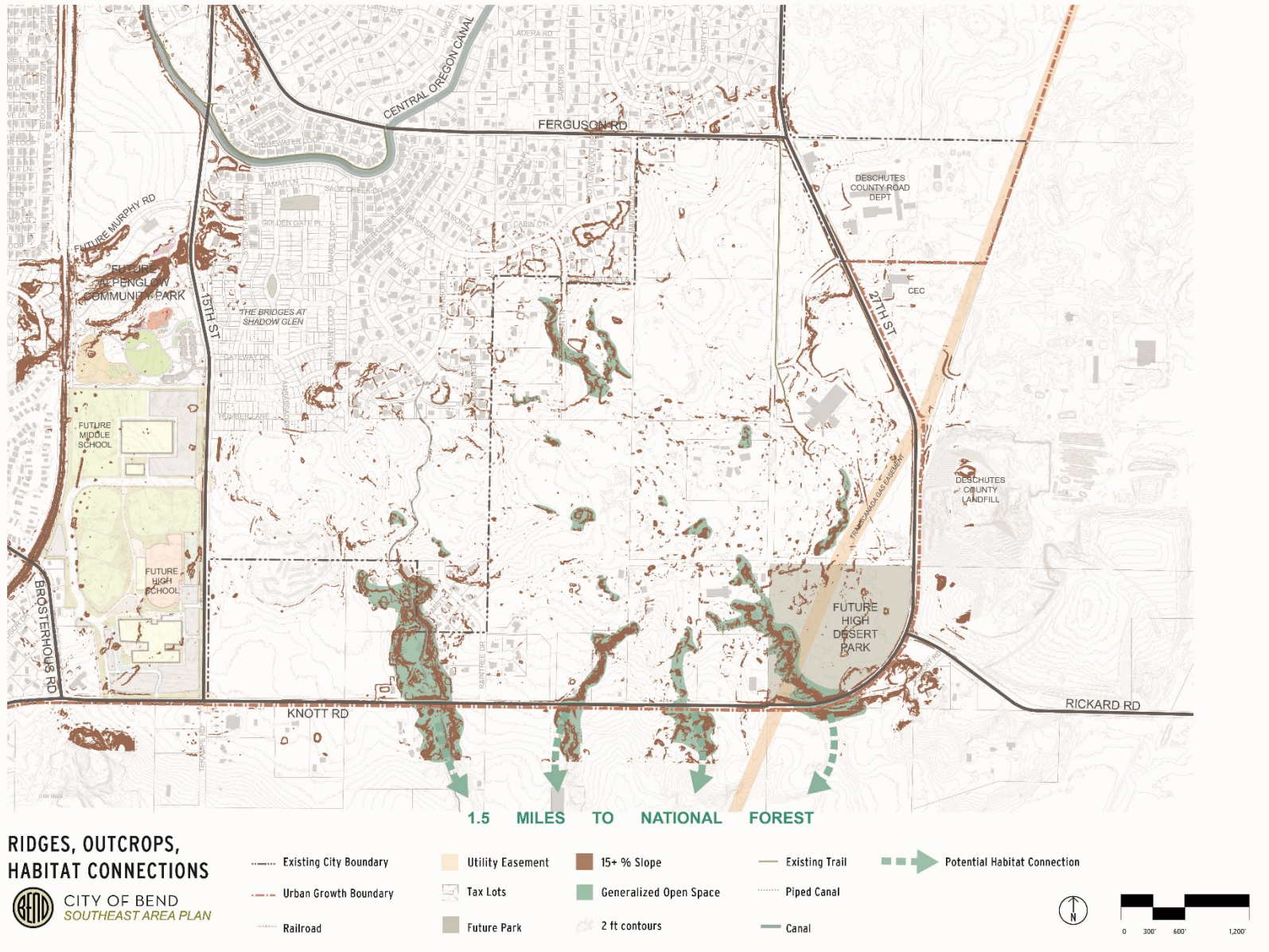


Figure 3. Views

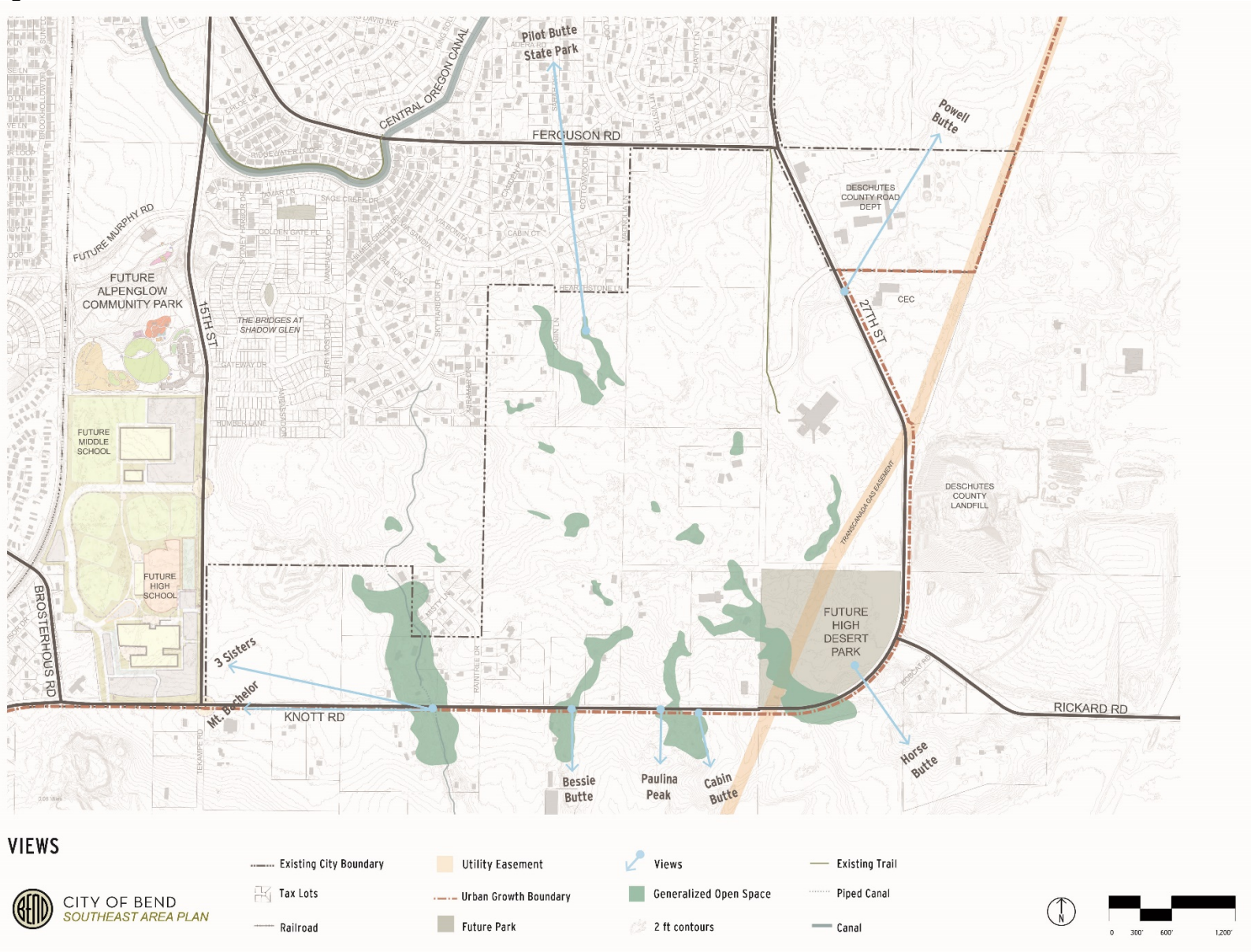


Figure 4. Trees in Good Condition

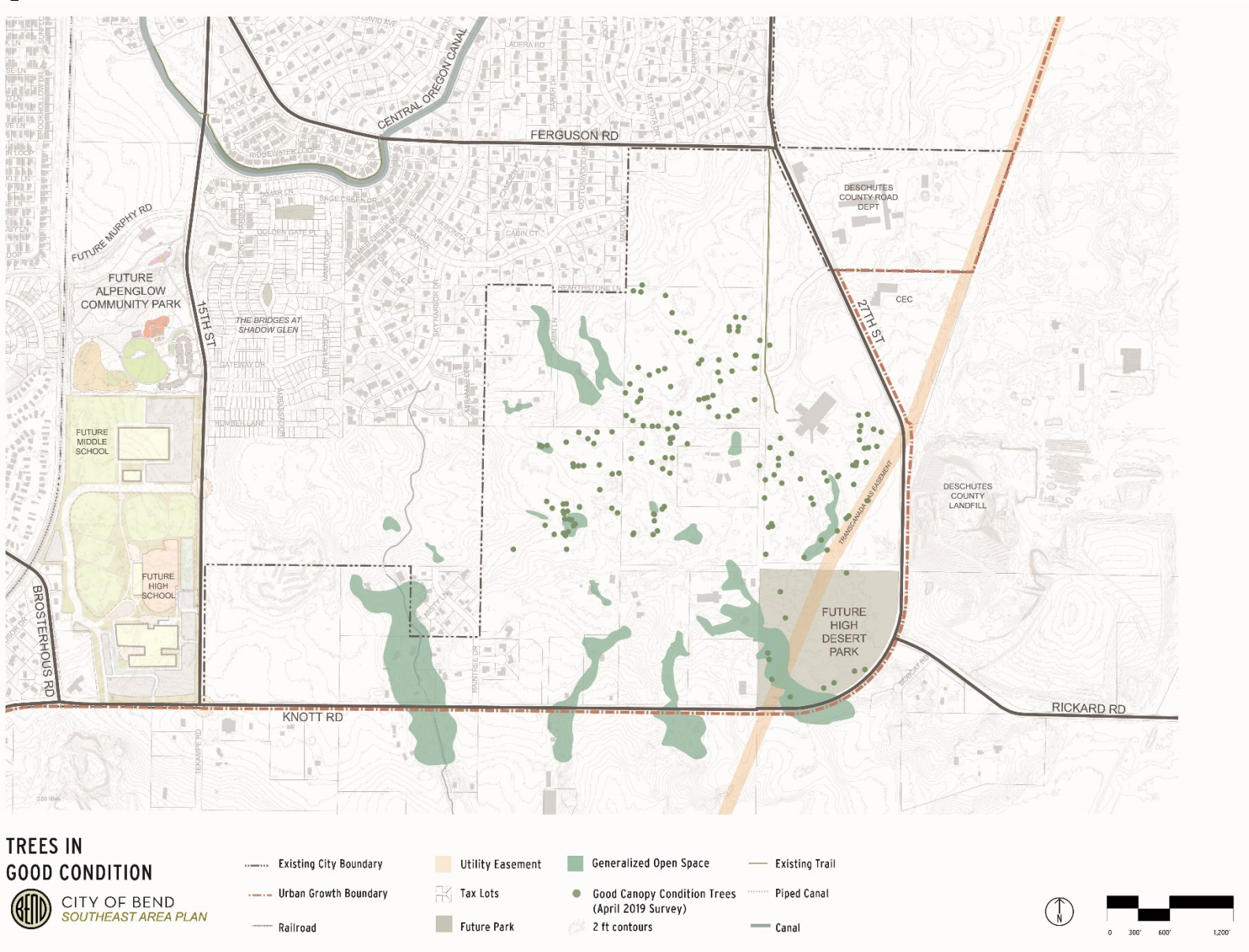
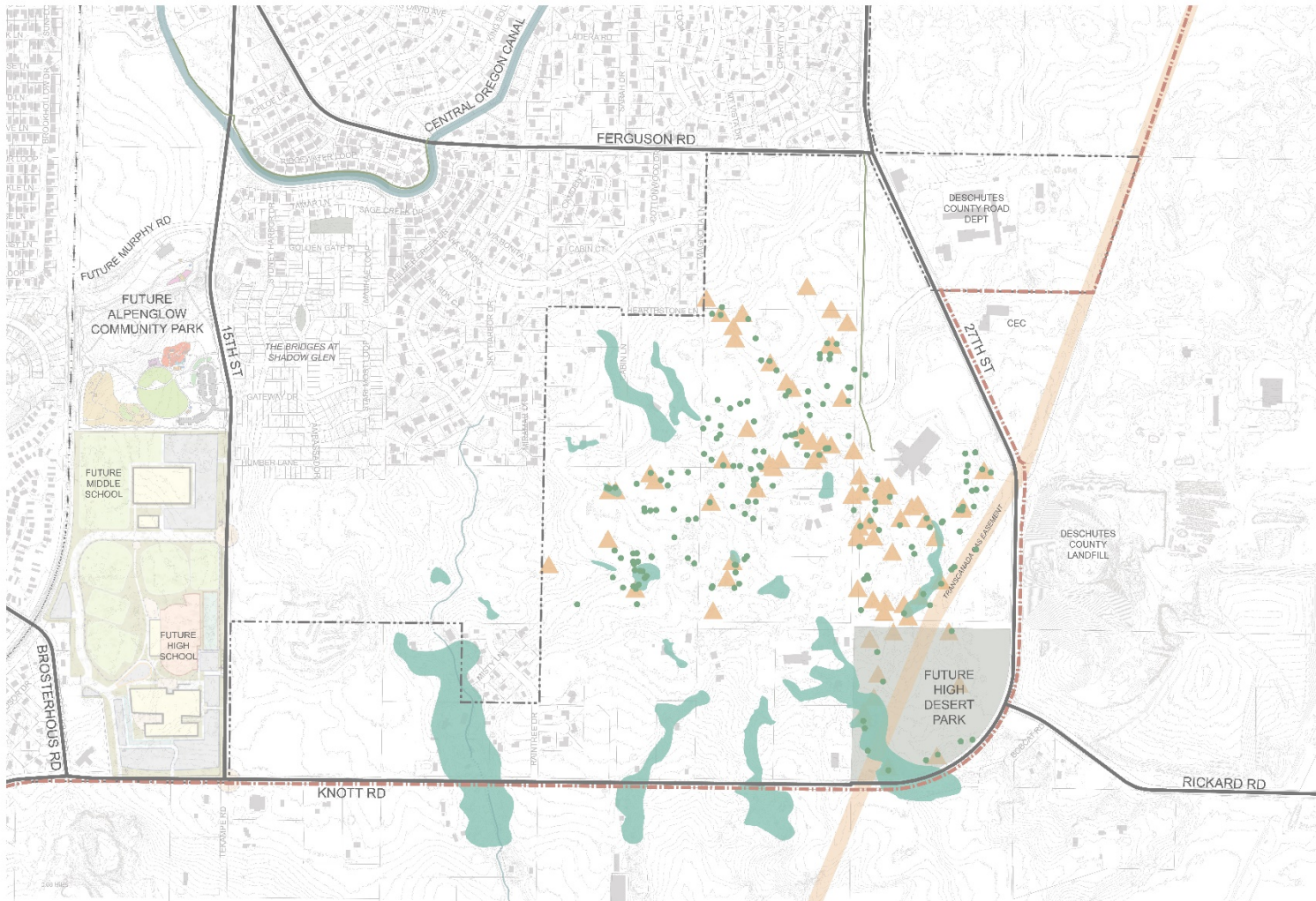


Figure 5. Areas of Interest



AREAS OF INTEREST



- Existing City Boundary
- Urban Growth Boundary
- Railroad
- Utility Easement
- Tax Lots
- Future Park
- Generalized Open Space
- Good Canopy Condition Trees (April 2019 Survey)
- 2 ft contours
- Existing Trail
- Piped Canal
- Canal
- ▲ Area of Interest (April 2019 Survey)

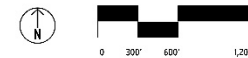


Figure 6. Composite Open Space Analysis

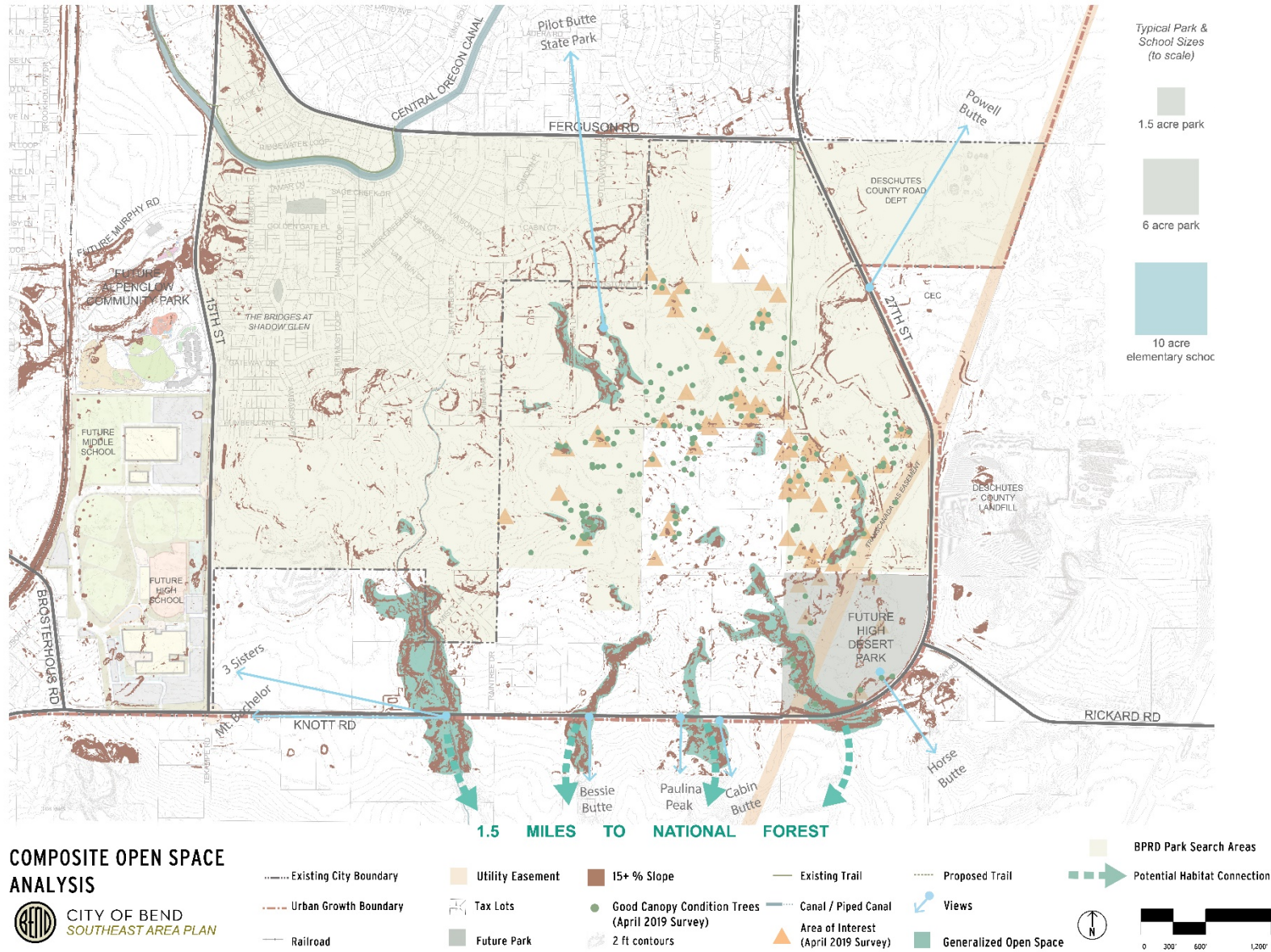


Figure 7. Precedent Images



Tree Stands



Basalt Outcrops



Neighborhood Park



Large Individual Trees



Ponderosa Pine



Habitat Corridors



Landscape Textures

**OPEN SPACE
PRECEDENT IMAGES**



CITY OF BEND
SOUTHEAST AREA PLAN

Tree Health Assessment for:
City of Bend
Growth Management Department



Prepared by:

Brett Huet

ISA Board Certified Master Arborist RM-7448BUM

ISA Certified Municipal Specialist

ISA Certified Utility Specialist

ISA Tree Risk Assessment Qualified

TCIA Certified Treecare Safety Professional #02477

Summary

This report is a general assessment of tree health, areas of special interest (ASI), and wildlife habitat in the Southeast Expansion Area prior to development of the area. This report will be followed by a detailed inventory map and impact report.

The Southeast Expansion Area was recently brought into the City's Urban Growth Boundary. The Bend Comprehensive Plan identifies that this area shall provide for a mix of residential, commercial, and industrial uses with capacity for a minimum of 820 housing units.

The Southeast Area Plan Advisory Committee, a Council-appointed committee tasked to oversee the development of the Southeast Area Plan, has identified preserving views and the natural landscape as one of their guiding principles. This report will help ensure that the Southeast Area Plan integrates views, trees, and rock outcrops into new development and public spaces.

Observations:

The Southeast Expansion Area is an arid environment which is consistent with many of Central Oregon's high desert forests. Species diversity is low in the undeveloped area which is comprised of only Ponderosa Pine (*Pinus ponderosa*) and Juniper (*Juniperus occidentalis*).

The Ponderosa Pines appear to be in stable health overall however there are some stress indicators such as minor drought stress and sequoia pitch moth (*Synanthedon sequoiae*). However, there were no signs of beetle infestation at the time of this assessment. There are a significant number of Junipers within the study area ranging from overcrowded dense stands to single mature trees surrounded by bitterbrush and sagebrush. Some Juniper stands exhibit signs of dwarf mistletoe. While the overcrowding of Junipers present wildfire risk and compete for nutrients with Ponderosa Pine, they are still an essential part of this area's species biodiversity.

There are also a significant amount of trees with a 24" diameter at breast height (DBH) or greater. Trees with a 24" DBH and greater present significant value for to the environment by providing greater canopy volume, faster CO2 absorption than newly planted trees, and age diversity in the urban forest. By identifying the location of these trees prior to construction, there is data that can be considered when laying out infrastructure.

Ponderosa Pine Health

Sequoia pitch moth, which is common in Central Oregon, will start flying from approximately May until September and will lay their eggs in the crevices of bark, near wounds or recent pruning cuts. When the larvae hatch, they bore into the cambium layer and create a shallow cavity where they feed on the phloem. The tree's defense mechanism is to produce pitch and force the larvae out. The pitch mass then encapsulates the larvae throughout the winter, where the pupa emerges as an adult. The pitch masses are usually found at the branch collar and

often occur year after year creating numerous pitch masses. These can be aesthetically displeasing but usually do not cause mortality in established trees. Management options can be as simple as restricting pruning while sequoia pitch moth is active, removal of pitch masses and baited lure traps for the male sequoia pitch moth.

Signs of any secondary beetle infestation were not evident at the time of assessment. There were no consistent patterns of decline or clear evidence of infestation that occurs commonly with beetles. Evidence of an infestation typically occurs with a progression of crown dieback that will affect numerous adjacent trees, which was not currently present on site.



Pitch masses from sequoia pitch moth activity.

Photo by BH



After pitch masses are removed, the larvae are often exposed and can be removed. Photo by BH



Evidence of successive years of infestation. Older mass on right, new on left. Photo by BH



Photo of drought stress in Ponderosa Pine
BH

Photo by

Juniper

The Junipers on site vary from very dense stands to single mature trees surrounded by bitterbrush and sagebrush. Many areas with junipers have large groupings of trees that are very overcrowded. Again, this forces the existing trees to compete for water and nutrients as well as have the growth patterns stunted from overcrowding. This type of crown spacing is very conducive to wildfires in that there is continuity of fuel.



Junipers encroaching the Ponderosa Pines
BH

Photo by



Overcrowded Junipers creating continuous fuel loading

Photo by BH



Mature Juniper with good crown spacing

Photo by BH

In several of these groupings, dwarf mistletoe (*Phoradendron juniperinum*) was observed. Dwarf mistletoe parasitizes its host by sinking a root like structure into the host and taking water and nutrients. It produces its own chlorophyll and will grow back if the “leaves” are removed. This would be considered a minor issue for the Juniper’s overall health. Generally, these areas consist on minor twig and branch dieback. There are some advantages that dwarf mistletoe can

provide for the local bird community and is one way dwarf mistletoe gets from tree to tree. Management options are to remove by pruning the affected branches.



Dwarf Mistletoe established on a Juniper tree

Photo by BH

Areas of Special Interest (ASI)

Areas of Special Interest (ASI) is a land use designation used to represent and protect areas that have features typical of Central Oregon, such as tree groves rock outcroppings and cindercones, or areas that represent important wildlife areas. The City designated 33 ASIs within the City's UGB in 1999 with the support of a volunteer group that ranked natural areas using the following criteria: habitat value, trees and vegetation, natural features, existing/anticipated conflicts with adjacent land uses, wildlife linkages to other sites, scenic resources, public access, and type of water present.

The Southeast Expansion Area was not within the UGB at the time these ASIs were designated and therefore does not currently contain ASIs. Through this assessment, it was apparent that there are several candidates within the expansion area that might meet the qualifications of an ASI. The area is host to numerous rock outcroppings, habitat trees and historical evidence of fire.

Prior to development of the area, it is important to identify areas where Ponderosa Pines and Junipers have a 24" diameter at breast height (DBH) and greater. An inventory of these trees will be helpful while considering the layout of improvements in the area. The committee may want to consider establishing tree protection zones early in the project. By preserving several mosaic islands of tree groupings, bitterbrush and sagebrush will help to maintain wildlife habitat in the area. Dead tree snags provide refuge for the eagle community in the area and areas can be identified to preserve their habitat. If needed, these dead habitat snags can be reduced in height for safety. In areas that will not be developed, thinning the junipers and masticating some of the brush will be helpful.

This area, as it develops, will move the urban, wildland interface further southeast towards Knott Road and SE 27th Street. The area will transform from an undeveloped high desert forest to an urban housing and employment hub. However there is an opportunity through this process to designate ASIs in order to integrate views, trees, rock outcrops, and wildlife protection into new development and public spaces.



SE Area Plan – Evaluation of Options for Industrial Lands and Land Use Updates

PREPARED FOR: Southeast Area Plan Advisory Committee (SEAPAC)
 COPY TO: File
 PREPARED BY: Project Team
 DATE: May 30, 2019

Overview

This memo is intended to support discussion by SEAPAC of options for lands designated for industrial uses in the Southeast Expansion Area. The practical question is: how much flexibility is there to change lands with adopted Industrial designations, as has been requested by several property owners and discussed by SEAPAC? The memo provides options discussed to-date and a recommended direction for the Land Use Plan.

Initial City Council Guidance to SEAPAC

The attached “Option A” map shows the Comprehensive Plan designations adopted as part of the Bend Urban Growth Boundary (UGB) expansion process in 2016. The plan designations were established in the context of the citywide evaluation of land needs, UGB Remand compliance, and UGB update. For employment, the City identified lands that would meet the need for different types of businesses and jobs, such as industrial, office, retail, and hospitality. Several products were developed to determine how much employment land would be needed in the future. All of these products were adopted by the City Council as appendices to the Bend Comprehensive Plan. These products include:

1. **A Buildable Lands Inventory (BLI)**. This document included an inventory of all of the acres within the UGB that were planned for commercial, office, industrial, mixed employment, and public facility use.
2. **An Economic Opportunities Analysis (EOA)**. This document includes an evaluation of demographic and economic trends related to jobs, a forecast of future employment by industry, and an estimate of the number of sites by size (e.g. number of sites less than five acres) that would be needed over the planning period.
3. **An Urbanization Report**. This document relied on the BLI and EOA to determine how many jobs could be accommodated inside the UGB based on the inventory of existing employment lands and the estimation of sites needed for future employment. The report then considered and evaluated actions the City could take—such as changing development code standards—to provide more capacity for jobs within the UGB, including in those lands that were part of the UGB expansion. The report also evaluated the adopted UGB scenario and its potential for providing land for both housing and jobs.

The Council’s decision to approve the 2016 UGB expansion both added land to the boundary and identified comprehensive plan designations for these new lands to identify which properties were intended to accommodate new housing, mixed use development, or employment. In the

Southeast Expansion Area, the designations were applied at a high level, with the intent to be refined through a subsequent area planning process.

The City Council's direction to SEAPAC and to the project team comes from two sources. The first is the Bend Comprehensive Plan, Chapter 11, Growth Management. This chapter includes Policies 11-75 through 11-84 regarding the planning for land uses in the "Elbow" (Southeast Expansion Area). The second is the Project Goals (Section 1) of Resolution 3135, through which the City Council directed city staff to form SEAPAC. This direction provides for some flexibility for: (1) tweaks of land use designations; (2) trades of designations, like for like. Neither Chapter 11 of the Comprehensive Plan nor Resolution 3135 provide an option to entirely abandon the plan designations that were adopted through the UGB expansion process.

State Requirements

City staff have met twice with staff from the Department of Land Conservation and Development (DLCD) since the May 2nd SEAPAC meeting. Overall, DLCD has serious concerns about making significant changes to the acreages of industrially designated lands within the Southeast Expansion Area. However, they do recognize that site-specific information gathered through the area planning process has identified slope and access constraints on some parcels. In light of this, their position is listed below under "Strong Recommendations."

DLCD's position is:

"Concerns

- Loss of light industrial land for Bend's economic and employment base
- Changing the designation of land that was recently committed to satisfy a 20-year need for industrial acreage
- Loss of jobs, entrepreneurial environment, labor force, business; harm to local target industry competitive advantages

Strong Recommendations

1. Replace industrial designations with industrial designations concurrent with the re-designation of the Southeast Expansion Area.
2. If (1) is not possible, combine these elements below:
 - a. Commit to replacing the loss of light industrial (IL) in the near term (within three to five years).
 - b. Refrain from re-designating any more than half of the light industrial acres in the Southeast Expansion Area, at a maximum. To do otherwise would be inconsistent with the 2016 EOA.
 - c. Retain the performance of the same number of non-retail jobs as originally envisioned in the Southeast Expansion Area.
 - d. Remove residential uses from the Southeast Expansion Area Plan District Mixed Employment (ME) designation in areas where the designations have changed from industrial to ME.
 - e. Allow residential uses through subarea-specific master plans where the zoning and development code will enable production of the same number of non-retail employment jobs in the master plan area."

(Source: Communication with DLCD, 5/24/19)

Premises for Changes to the Industrial Designations

The project team offers the following premises in the interest of moving the land use plan forward.

1. **The plan will include industrial uses, with other uses.** The City is committed to planning for land uses in the Southeast Expansion Area to serve the overall purpose originally intended—an area with a mix of employment uses (including industrial) and residential uses providing compatible transitions from the employment lands to the existing neighborhoods to the west and north. This intent is consistent with SEAPAC’s vision and guiding principles for the area.
2. **State requirements provide side boards and some flexibility.** The State’s requirements are not what some property owners would want, but they do provide guidance on what the state will support. A lack of state support may manifest as an appeal of the local decision associated with adopting the Area Plan. Such appeals are costly, time consuming, and create uncertainty for the City and landowners eager to begin entitlement and development. State requirements also provide a small measure of flexibility to re-designate up to half of the existing 76 acres of industrially designated lands (38 acres). With this comes a commitment from the City to replace the remaining industrial lands in the near term (e.g. three to five years.) One way to approach this commitment is to incorporate it in a policy and recommend its adoption to the City Council with the Area Plan. This course of action is not without risk, but is an option.
3. **Light Industrial (IL) designations can be applied to several properties, to frame up a compromise.** DLCD is requiring retention of at least 38 acres of industrial land (along with the other conditions noted). One approach would be to group this acreage on multiple adjacent properties, each one contributing a portion of its land to the area’s industrial acres need.
4. **Focus Light Industrial designations on less sloped areas.** The slope and access restrictions identified by more detailed mapping, field work, resident input, and SEAPAC discussion are real. That said, there are broad areas within the employment lands that have 0-5% slopes and are suitable for light industrial uses.
5. **Buffer the existing school and park properties.** Use more flexible and transitional land uses (e.g. ME-SEAP) and buffer standards adjacent to the High Desert Middle School and the future High Desert Park site, while still contributing land for jobs.
6. **Retain rock outcrops and the best trees.** The rock outcrops and trees in the area are important natural features and are an asset that should be integrated into future site planning.
7. **Updates to the Light Industrial district are needed.** The City’s existing IL designation should be updated to be specific to the unique conditions in the Southeast Expansion Area by creating an IL-SEAP zone. More impactful industrial uses (e.g. auto wrecking yards) would not be permitted. Based on the [2019 Market and Land Use Analysis](#), industrial uses can be limited to those identified as most favorable or more likely to be established in the Southeast Expansion Area. These uses may be limited to manufacturing, flex space, warehouse, and distribution. The Bend Development Code provides examples of how these types of uses are limited to be more compatible in different neighborhoods around Bend.

Options for the Land Use Plan

Three options have been discussed to date by the project team and SEAPAC. These represent a progression of plan development rather than three equal options. At this point, the project team favors Option C as the plan showing the best balance of the various considerations and

constraints. The land use plan is of course intended to work in concert with the plans for transportation, open space, infrastructure and infrastructure funding.

The options are:

- **Option A** – Leave the plan designations as drawn and adopted by the UGB expansion process.
- **Option B** – Refine the land use as proposed to SEAPAC at the May 2nd meeting. This option changes General Industrial designations to Light Industrial, without a reduction in the amount of industrial land.
- **Option C** – This option re-designates half of the industrial land to other designations (primarily Mixed Employment), and implements the premises listed above. It is intended as a compromise that goes as far as possible toward meeting various interests, while still within the side boards set by DLCD.

The property-specific changes between Option A (adopted) and Option C (proposed) are summarized below. References to IL-SEAP or ME-SEAP refer to updated versions of the zone districts that would be prepared as part of the area plan process (see notes following the table).

Table 1. Proposed Refinements to Adopted Plan Designations

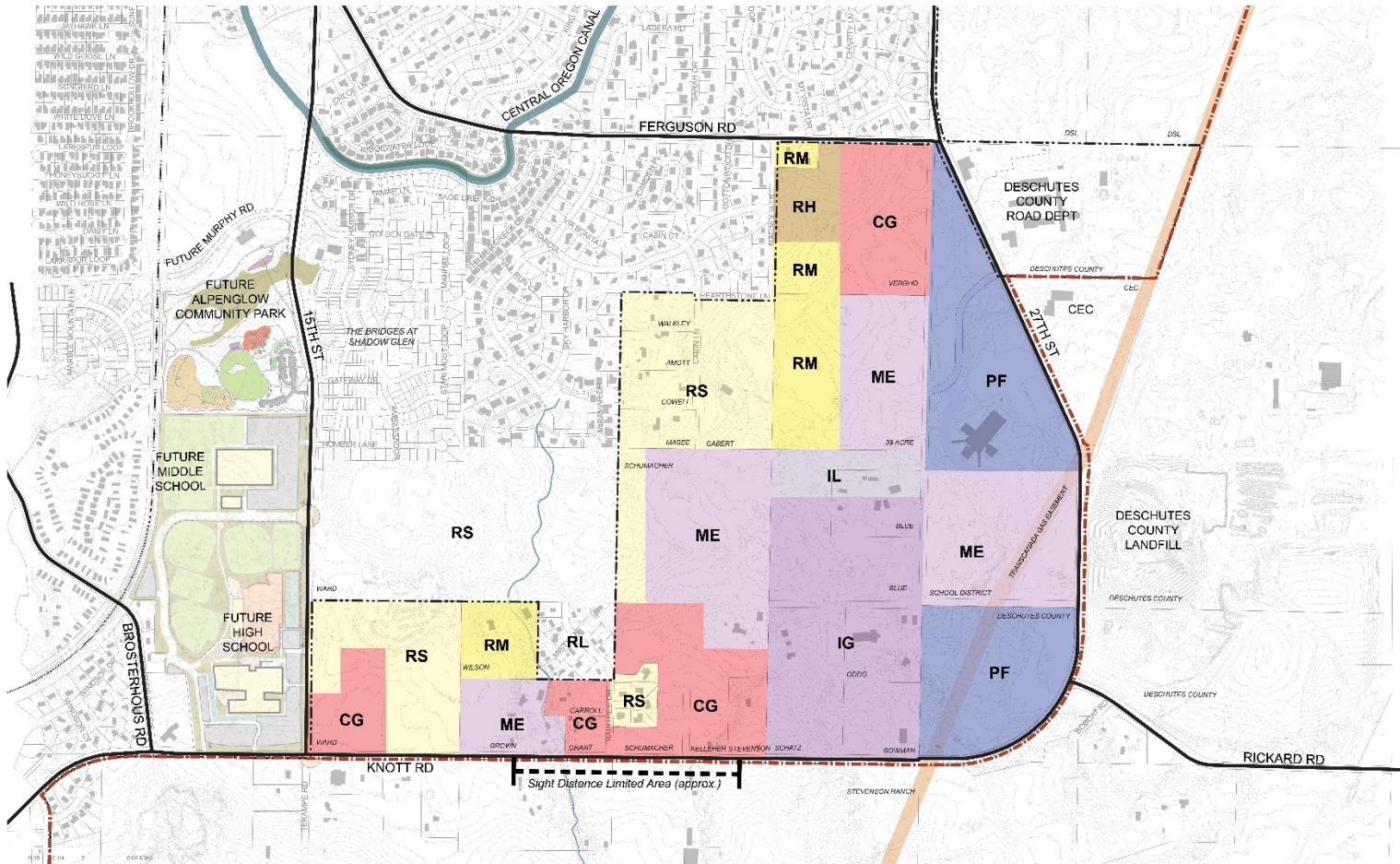
Property	Changes from Options A to C	Comments
“39 Acre” Reed	10 acres from RM to IL-SEAP	The IL-SEAP area is mostly 0-5% slope and has future collector access. It is a large ownership with multiple land uses.
Schumacher (north)	10 acres ME to IL-SEAP (northeast corner) Reshape RS from west edge to northwest corner Southern CG area changed to RM	The IL area is mostly 0-5% slope and has future collector access. It is a large ownership with multiple land uses. RM in the south: addresses access limitations for CG uses; is responsive to some slope limitations; increases compatibility near Keller Court and Raintree Drive residential uses.
Blue (Granacki)	Change most acreage from IL-IG mix to ME-SEAP West edge is IL-SEAP (note: co-development with Blue property, as indicated by owners)	ME-SEAP is a transitional employment zone next to the school property.
Blue	West half of property changed from IL-GI mix to IL-SEAP East half of property changed from IL/IG mix to ME-SEAP	The IL-SEAP area is mostly 0-5% slope and has future collector access. ME-SEAP is a transitional employment zone next to the school property.
Oddo and Bowman	Change IG to ME-SEAP	ME-SEAP is a transitional employment zone next to the park property.
Schatz	Change IL to RS	Property is too variably sloped for IL and ME uses. RS continues the residential pattern from the west.
Stevenson	Change CG to RS	Property has steep ridge in north area, leaving an isolated flatter area in its south half that will not have good access for CG or ME uses due to sight distance limitations.
Kelleher, Grant, Carroll, and Schumacher (south)	Change CG to RM	Property is too sloped and access-restricted for CG uses. RM continues the residential pattern from the west and north.

Keller Court	Change RS to RL	The existing subdivision is built out at RL density.
Brown, Wilson, and Ward properties	No changes, except reshaping of CG designation on Ward property	CG re-shaped to provide better commercial frontage and potential for access.

Updates to IL and ME Zones

As noted previously, the IL and ME zones should be updated to be specific to the Southeast Expansion Area, creating IL-SEAP and ME-SEAP zones. For IL-SEAP, more impactful uses (e.g. auto wrecking yards) would be removed. Based on the 2019 Market and Land Use Analysis, Industrial uses can be limited to those identified as most favorable and more likely to be established in the Southeast Expansion Area. These uses may be limited to manufacturing, flex space, warehouse, and distribution. The Bend Development Code provides examples of how these types of uses are limited to be more compatible in different neighborhoods around Bend. Per DLCD’s requirements, the ME-SEAP zone would only include residential uses in specific master plans where the code will enable production of the same number of non-retail employment jobs in the master plan area as occupied by the residential uses. This provision needs clarification from the state, but their overall intent is to avoid losing non-retail job potential to residential uses.

Figure 1. Option A



LAND USE CONCEPT

OPTION A - ADOPTED PLAN DESIGNATIONS



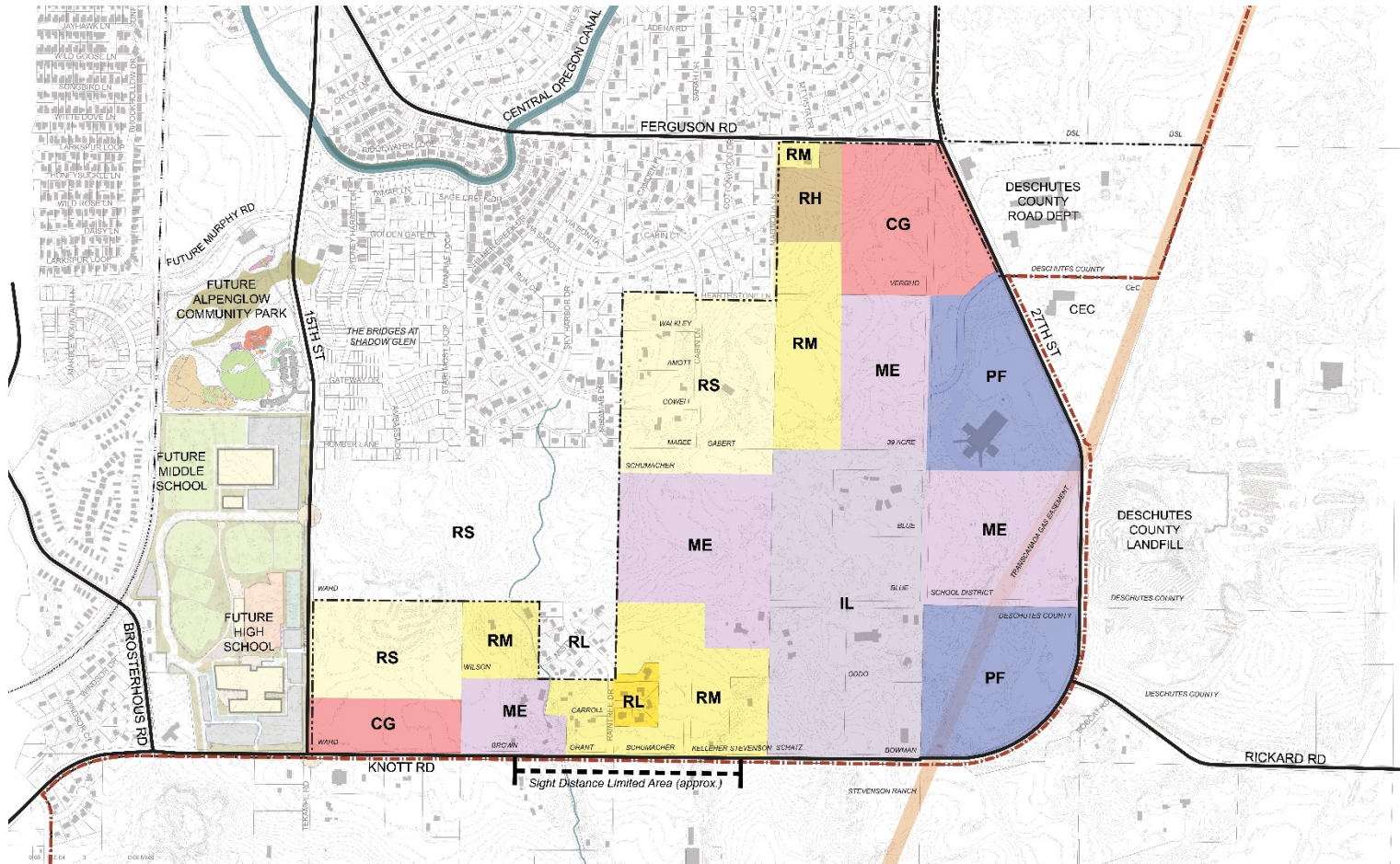
- Existing City Boundary
- - - Urban Growth Boundary
- Area of Special Interest
- Tax Lots
- ⋯ Railroad
- ⋯ Piped Canal
- Canal
- ▭ Utility Easement

COMPREHENSIVE PLAN DESIGNATIONS

- CG - Commercial General
- IG - Industrial General
- IL - Industrial Light
- PF - Public Facility
- MN - Mixed Neighborhood
- ME - Mixed Employment
- RH - Residential Urban High Density
- RM - Residential Urban Medium Density
- RS - Residential Urban Standard Density
- RL - Residential Urban Low Density



Figure 2. Option B



LAND USE CONCEPT

OPTION B - DRAFT
 REFINEMENTS PRESENTED
 AT SEAPAC #4



- Existing City Boundary
- - - Urban Growth Boundary
- Area of Special Interest
- ⌘ Tax Lots
- ⋯ Railroad
- ⋯ Piped Canal
- Canal
- ▬ Utility Easement

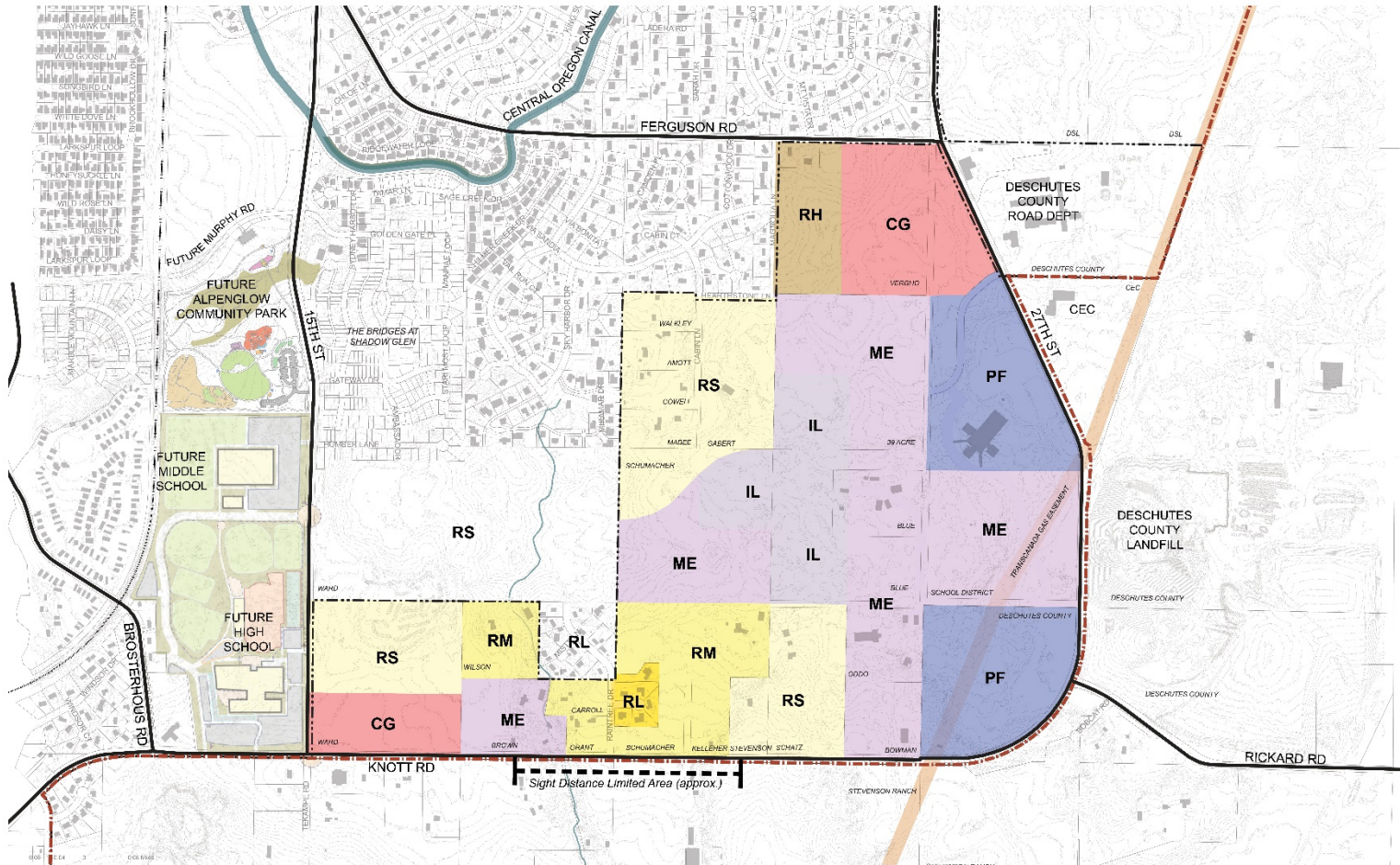
COMPREHENSIVE PLAN DESIGNATIONS

- CG - Commercial General
- IG - Industrial General
- IL - Industrial Light
- PF - Public Facility
- MN - Mixed Neighborhood
- ME - Mixed Employment
- RH - Residential Urban High Density
- RM - Residential Urban Medium Density
- RS - Residential Urban Standard Density
- RL - Residential Urban Low Density

PRELIMINARY - SUBJECT TO CHANGE
 5/30/2019



Figure 3. Option C



LAND USE CONCEPT

OPTION C - DRAFT
 REFINEMENTS BASED
 ON FEEDBACK AND SITE
 CONDITIONS



- Existing City Boundary
- - - Urban Growth Boundary
- Area of Special Interest
- ⌘ Tax Lots
- ⋯ Railroad
- ⋯ Piped Canal
- Canal
- ▭ Utility Easement

COMPREHENSIVE PLAN DESIGNATIONS

- CG - Commercial General
- IG - Industrial General
- IL - Industrial Light
- PF - Public Facility
- MN - Mixed Neighborhood
- ME - Mixed Employment
- RH - Residential Urban High Density
- RM - Residential Urban Medium Density
- RS - Residential Urban Standard Density
- RL - Residential Urban Low Density

PRELIMINARY - SUBJECT TO CHANGE
 5/30/2019





Transportation Plan Update

PREPARED FOR: Southeast Area Plan Advisory Committee

PREPARED BY: Project Team

DATE: May 30, 2019

Introduction

This memorandum describes updates to the working transportation plan for the Southeast Area Plan (see Figure 1). Information is provided to address transportation issues discussed by the Committee (SEAPAC) at the May 2nd SEAPAC meeting. The draft plan, as directed by SEAPAC, will be shared with the community at the Community Workshop on July 11, and finalized in subsequent SEAPAC meetings in the fall.

Updates to the Draft Street Plan

1. Intersection types for new intersections are generalized, not specified as roundabouts.

- This change is intended to be responsive to comments made about the number and cost of roundabouts.
- Staff notes that Bend's adopted policy is that, for arterial and collector intersections, roundabouts are the standard intersection type.
- Traffic modelling and analysis will be conducted this fall. That data will be used to help identify the traffic control needed at intersections. This work will be ready for review and discussion by SEAPAC at the December SEAPAC meeting.
- Looking ahead, there are intersection options available for the various locations, and traffic data will be used to evaluate those options. For example, a "mini-roundabout" or stop sign controlled intersection may be appropriate for interior parts of the project area; and exterior collector intersections with Knott Road or 27th Street, e.g. may operate acceptably with two-way stop control.

2. Clarification of street extensions from adjacent areas.

- The street stubs that meet local street standards (Sydney Harbor Drive, Ambassador Drive, Via Sandia Drive, and Raintree Drive) are noted as planned local street extensions.
- The street stubs that are undersized older roads (e.g. the four 20-foot streets off of Miramar Drive) are noted as "street or path extension to be determined at development review." This provides flexibility to assess what connectivity will be most appropriate in the context of the development review process.
- As previously drawn, Raintree Drive has restricted left-turn access onto Knott Road to remove the crash potential caused by limited sight-distance along that section of Knott Road. With this change, it is not necessary to further restrict access to/from the north for Raintree Drive. This change from previous versions better integrates the Raintree subdivision into the neighborhood and further

ensures safety by allowing residents served by Raintree to access their homes to and from the north rather than restrict access to and from Knott Road.

3. **Simplification of the “Framework Local” streets** – The dashed lines and arrows have been updated to simplify the illustration of Framework Local streets and potential street connections. As a reminder, Framework Local streets convey important connections between collector streets and within the plan area. The City’s block and connectivity standards will also guide creation of the local network, but these streets help set the “framework”. All street classifications are subject to further review when traffic modelling data is available.

Other Transportation Issues

Collector alignments

As noted previously, the alignments of the planned collectors are conceptual. They are “point A to point B” connections, with flexibility for the specific alignments to respond to existing conditions, property lines and future land use.

Western North-South Framework Local Street

At the May meeting, SEAPAC received comments that the north-south local street shown on the draft street plan (between the Brown, Ward and Wilson properties) should not be included. The basic opinion was that the project area land uses and street network should be separated from the busy road conditions on Knott Road, and that not including this connection would support that outcome. There was also mention of road spacing standards, and statements to the effect that streets should only be placed every half mile along an arterial street.

The project team offers the following comments on these issues:

- From a street network perspective, the connection provides needed connectivity and access to local services for future neighborhood residents. It will be an important route that allows local residents to access the neighborhood without relying solely on 15th Street, while supporting local circulation within the neighborhood.
- The connection also supports emergency access for the area.
- Locally, it is needed to provide access to the Wilson property, and a coordinated street pattern that provides access to the adjacent Ward and Brown properties.
- The adopted TSP shows a collector street following the alignment of Raintree Drive. With the sight-distance-safety problems at Raintree, that location is not advisable. The framework local replaces its connectivity function in a safer, feasible location.
- The City plans for collectors to be located at half mile spacing, where feasible. However, that planning standard does not mean that the only permitted connection is a collector every half mile.
- Traffic modelling will further enlighten the role of this connection and its role in the local circulation network. The team will model the area with the connection “turned on” and “turned off” to test how trips are distributed.
- The intersection of this framework local and the east-west collector will be determined following traffic analysis. If it is a stop sign controlled intersection, it won’t draw cut-through traffic off the arterials.

“Frontage Road” Idea

SEAPAC has also received comments proposing a frontage road along the Knott Road frontages of the Brown and Ward properties. No specific plan has been provided.

While it is difficult to examine this idea without a plan, the project team offers the following general perspectives:

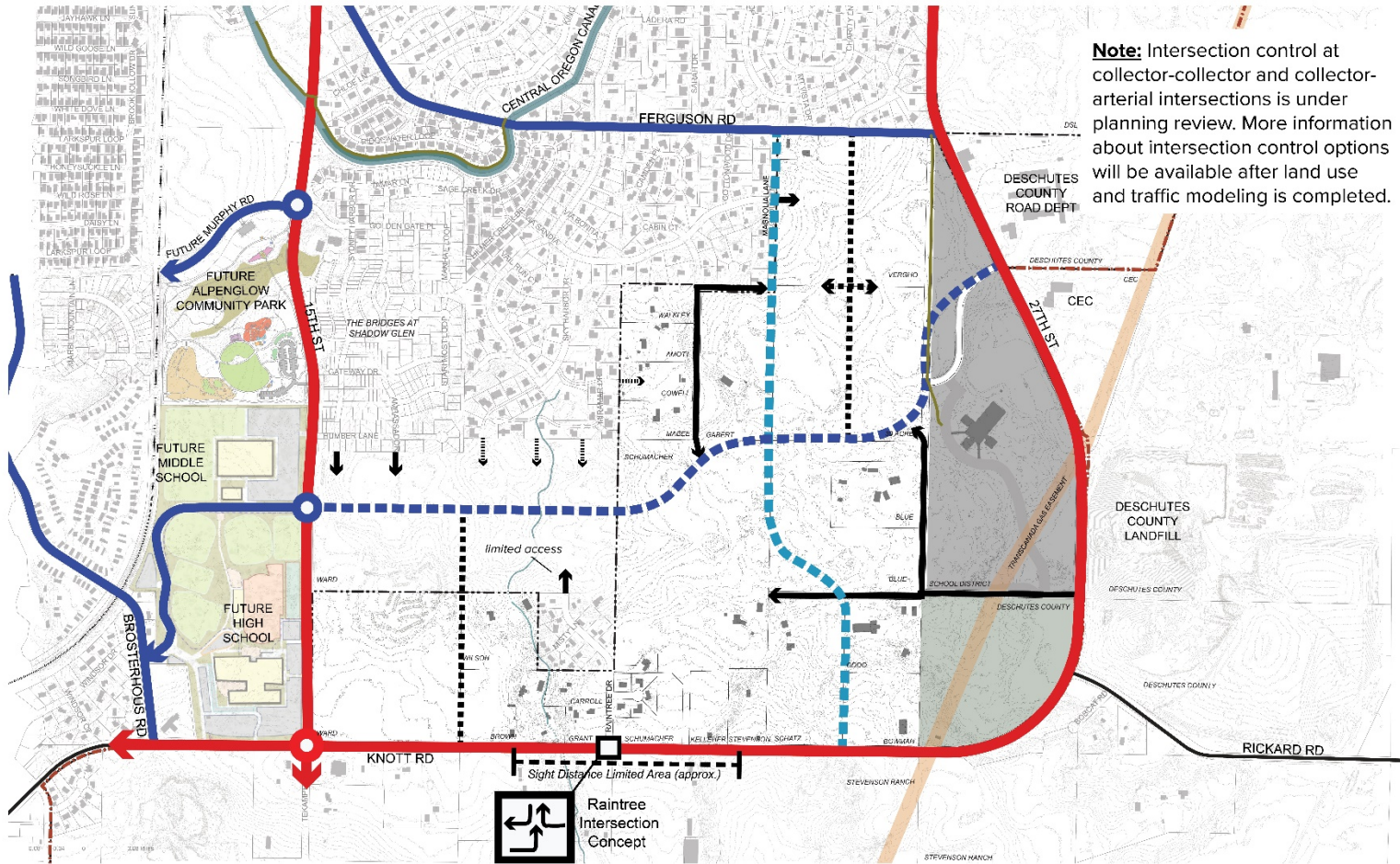
- Safety is, and will continue to be, one of the paramount concerns along Knott Road. A key element of safety is to limit the number of conflict points for those using Knott Road and those accessing properties along Knott Road. A frontage road system may increase the number of conflict points by adding multiple intersections and driveways along Knott Road between 15th Street and Raintree Drive.
- A frontage road would add cost and require additional right-of-way. It is unlikely a frontage road will have a corresponding cost reduction to the improvements of Knott. Staff's sense is that the benefit of a frontage road is primarily for local traffic accessing the adjacent properties. A frontage road is unlikely to change the (to be determined) cross section needed for Knott Road, because Knott carries so much through traffic.
- A frontage road could potentially be a more pleasant pedestrian setting, as it would provide a set-back sidewalk, but continuity for the multi-use path along Knott would also be necessary. If the frontage road only provided a mixed, shared road for people bicycling, it would not provide an advantage.
- Looking beyond the Area Plan process, property owners along Knott Road can propose local circulation (which may include a frontage road) at future development reviews.

Next Steps

SEAPAC Meeting 5 (June 6) – SEAPAC will review updated concepts for land use and transportation, along with additional plan concepts for open space.

Community Workshop (July 11) – The working plan concepts will be shared with the broader community in a workshop, coupled with an on-line workshop.

Figure 1. Draft Street Plan



Note: Intersection control at collector-collector and collector-arterial intersections is under planning review. More information about intersection control options will be available after land use and traffic modeling is completed.

**STREETS CONCEPT
DRAFT STREET PLAN**

- Existing City Boundary
- - - Urban Growth Boundary
- Area of Special Interest
- ✈ Tax Lots
- Railroad

- Existing Trail
- ⋯ Piped Canal
- Canal
- Utility Easement
- Existing School
- Future Park

- Existing Arterial
- Existing / Planned Collector
- - - Proposed Collector
- - - Proposed Neighborhood Collector
- ⊙ Planned Roundabouts

- ⋯ Framework Local (Location TBD)
- Framework Local (Existing ROW)
- Street Extension
- Street or Path Extension (TBD during development review)

**PRELIMINARY - SUBJECT TO CHANGE
5/30/2019**

