

Evaluation Geography	Scenario 2.1G	
	<b>Transportation Access</b>	Right-in-right-out access to Highway 97. Some access north via Ponderosa.
West Area	<b>Parcel Size</b>	Several large parcels
	<b>Site Size</b>	One (1) 7-ac site
	<b>Topography</b>	Some topography
	<b>Compatibility</b>	Adjacent to planned residential and near existing schools
	<b>Visibility</b>	>5k ADT on new connection, <500 ADT on other roads
	<b>Transportation Access</b>	Limited access to major roads
Shevlin Area	<b>Parcel Size</b>	One large parcel
	<b>Site Size</b>	One (1) 8-ac site
	<b>Topography</b>	Low slopes
	<b>Compatibility</b>	Adjacent to existing and planned residential
	<b>Visibility</b>	Low ADT
	<b>Transportation Access</b>	Access on Shevlin Park Rd
OB Riley / Gopher Gulch Area	<b>Parcel Size</b>	5-35 ac parcels
	<b>Site Size</b>	One (1) 20-ac site, One (1) 30-ac site.
	<b>Topography</b>	Some slopes
	<b>Compatibility</b>	Adjacent to employment uses, rural residential
	<b>Visibility</b>	>10k ADT on Hwy 20. Some traffic on Cooley.
	<b>Transportation Access</b>	Access to US 20
<b>Overall Score:</b>	<b>5 out of 5</b>	
	Scenario 2.1G is very similar to Scenario 2.1. Commercial uses are generally supported by surrounding land uses and transportation network. West area and Shevlin Area lack a large amount of pass-by traffic, so commercial uses are scaled to be locally-serving rather than dependent on pass-by trips.	

**5.4.2.5 Special Site Needs**

The Goal 9 rule includes provisions for meeting special site needs for industries/uses that are an integral component of a city’s economic development strategy. An Economic Opportunities Analysis (EOA) is a technical analysis that projects trends, but it is also an aspirational economic development tool that identifies land needs to achieve the type of employment that the community desires. OAR 660-009-0025(8) provides the following guidance for special site needs.

*\*\*\*Cities and counties that adopt objectives or policies providing for uses with special site needs must adopt policies and land use regulations providing for those special site needs. Special site needs include, but are not limited to large acreage sites, special site configurations, direct access to transportation facilities, prime industrial lands...\*\*\* The special sites must be identified and protected for the intended use and from incompatible uses.*

**In order to justify the need for certain types of employment land within the UGB, there must be a factual basis in the EOA to satisfy OAR 660, division 9, a policy directive to provide the sites for economic development purposes, and measures to protect the sites for the intended uses.**

OAR 660-024-0045 also provides an option for local governments in Deschutes County to identify a need for large lot industrial land in the region:

*(1) Local governments in Crook, Deschutes or Jefferson Counties may determine a need for large lot industrial land in the region and provide sites to meet that need in accordance with this rule.*

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The 2008 EOA identified the following special site needs: (1) a site for a new hospital (112 acres); (2) a site for a new university district (225 acres); and (3) two large lot industrial sites (56 acres/each). The Director's Report and Remand Order concurred that the record supported these components of the city's decision on employment lands.<sup>36</sup> However, the Remand Order concluded that the City needs to identify whether there are sites that could accommodate these particular site needs within the prior UGB.

The 2016 EOA updates the "special site needs" for Bend based on changes that have occurred since 2008. The City is only proceeding with the large-lot industrial special site needs as part of the 2016 UGB proposal.

The City's large lot industrial land need is not based on the Regional Large Lot Industrial Land program laid out in OAR 660-024-0045, since LCDC approved the need for these sites prior to this program's existence, and is not subject to the standards for that program. However, see findings in section 5.4.5.2 regarding the City's policy to use the standards regarding protection of large lot industrial sites to guide development of regulations for the City's identified large lot industrial sites.

### *University*

Oregon State University purchased a 10-acre parcel within the current UGB and obtained land use approvals in 2015 to develop the first phase of the OSU-Cascades campus. Construction is underway on the academic building, dining complex and residence hall for 300 students. The 10-acre campus will accommodate 1,890 students. Ultimately, OSU-Cascades plans to serve 3,000 to 5,000 students in Central Oregon. OSU recently purchased a 46-acre undeveloped property, a former pumice mine, adjacent to the 10-acre campus.<sup>37</sup> OSU-Cascades and the City of Bend are committed to working together with the community on long term goals for and master planning of the larger campus site. Additionally, the Central Westside Plan (CWP) project has been proceeding on a parallel track with 2014-2016 UGB planning and growth assumptions relating to the university site have been coordinated between the CWP and the UGB Remand.

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<sup>36</sup> The Remand Order states: "The Commission concludes that the City has made an adequate showing under ORS 197.2928(3)(a) that there is a specific identified land need for a future university campus, a site for a future medical center, and for two 50-acre large lot industrial sites." Page131-132.

<sup>37</sup> <http://osucascades.edu/4/fag-campus-expansion>

The following new policy is proposed in Chapter 11, Growth Management, (Rem Rec 10384) of the Bend Comprehensive Plan to provide the policy framework for the University special site need:

*Policy 11-17. The City has identified a need for a special site for a university as part of the Urban Growth Boundary Process. At this time, Oregon State University is developing plans for a Bend campus. If OSU's plans are approved by the City, their campus will meet this identified need. The campus site currently being developed is between Century Drive, Mt. Washington Drive and Simpson Avenue (see Figure 11-3). Further expansions of the university within this area of the City are also being considered. Such a designation for this area does not preclude land uses other than institutional.*

### **Medical Center/Hospital**

Subsequent to the UGB remand in 2010, the St. Charles Health System decided to expand the existing hospital within the current UGB. Work on a \$22 million renovation of the hospital began in late 2014 and is expected to last into early 2017.<sup>38</sup> In light of this investment at the current hospital campus, the Employment TAC decided it did not have evidence to support expansion of the UGB to accommodate a special site need for a new hospital in Bend by 2028.

### **Large Lot Industrial Sites**

The 2008 EOA identified a need for two 56-acre industrial sites: one for targeted economic sector uses, and another for a heavy industrial site user. The Remand acknowledged this need, which is included as a special site need for the 2016 EOA.

This special site need is not included in the general estimate for employment land needs to 2028. These sites are not included in Bend's employment projections because the industries Bend seeks for these sites are generally not present in Bend.

The Sector Targeting work calls for attracting secondary wood products, renewable energy resources, aviation, recreation equipment and specialty manufacturing, and information technologies. While the estimated needed economic lands may suit some of these sectors, two sites with a dedicated size of 50+ acres each to be reserved for these uses are needed for large site users such as secondary wood products, aviation, renewable energy resources, and information technology. Stakeholders concluded that they have been approached by industries seeking large sites for these uses, but since none are in the current supply, the firms looked to other communities (Rec 1514).

These sites are needed in addition to predicted industrial land needs because the total amount of industrial acreage is relatively small, and placing 100 or more acres to be held in two large lots would consume nearly all of the needed 20-year supply. These sites are also needed

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<sup>38</sup> <http://www.bendbulletin.com/home/2098362-151/st-charles-plans-22-million-bend-renovation>

because they will create the land base to attract Bend's targeted sectors (2016 EOA, p. 45; Rem Rec 10736).

The Employment TAC, the Boundary TAC, and the USC evaluated alternatives to meet the large lot industrial special site need (inside and outside of the current UGB). Based on an analysis of alternative sites and consideration of public testimony, the City proposes to meet the special site need through one large lot industrial site in the eastern portion of Juniper Ridge (within the current UGB) and one large lot industrial site on the DSL property (in the expanded UGB).

The following new policies are proposed in Chapter 11, Growth Management, (Rem Rec 10384) of the Bend Comprehensive Plan to provide the policy framework for the large lot industrial special site need:

*Policy 11-19. The City has identified a need for two large lot (at least 50-acre) industrial sites for targeted industries specified in the EOA. This need will be met through the opportunity for one large lot industrial site in the eastern portion of Juniper Ridge and one large lot industrial site on the DSL property (see Figure 11-3).*

*Policy 11-20. Subsequent area planning for properties that are identified as meeting a special site need shall include regulations to protect the site for the identified use. The regulations will be consistent with the Regional Large Lot Industrial Land provisions for Crook, Deschutes and Jefferson Counties in Oregon Administrative Rules, Chapter 660, Division 24. The regulations will be consistent with the model code prepared as part of the 2011 Regional Economic Opportunities Analysis.*

Chapter 11 also includes specific policies for UGB expansion areas, including the following policies for the DSL property (Rem Rec 10394):

*Policy 11-66. The overall planning concept for the DSL property as identified in Figure 11-4 is for a new complete community that accommodates a diverse mix of housing and employment uses, including the potential for a large-lot industrial site.*

*Policy 11-67. This area shall provide for a mix of residential and commercial uses, including 163 gross acres of residential plan designations, 60 gross acres of residential and/or public facility plan designations, 46 gross acres of commercial plan designations, and 93 gross acres of industrial plan designations, including one large-lot industrial site. (Gross acreages exclude existing right of way.)*

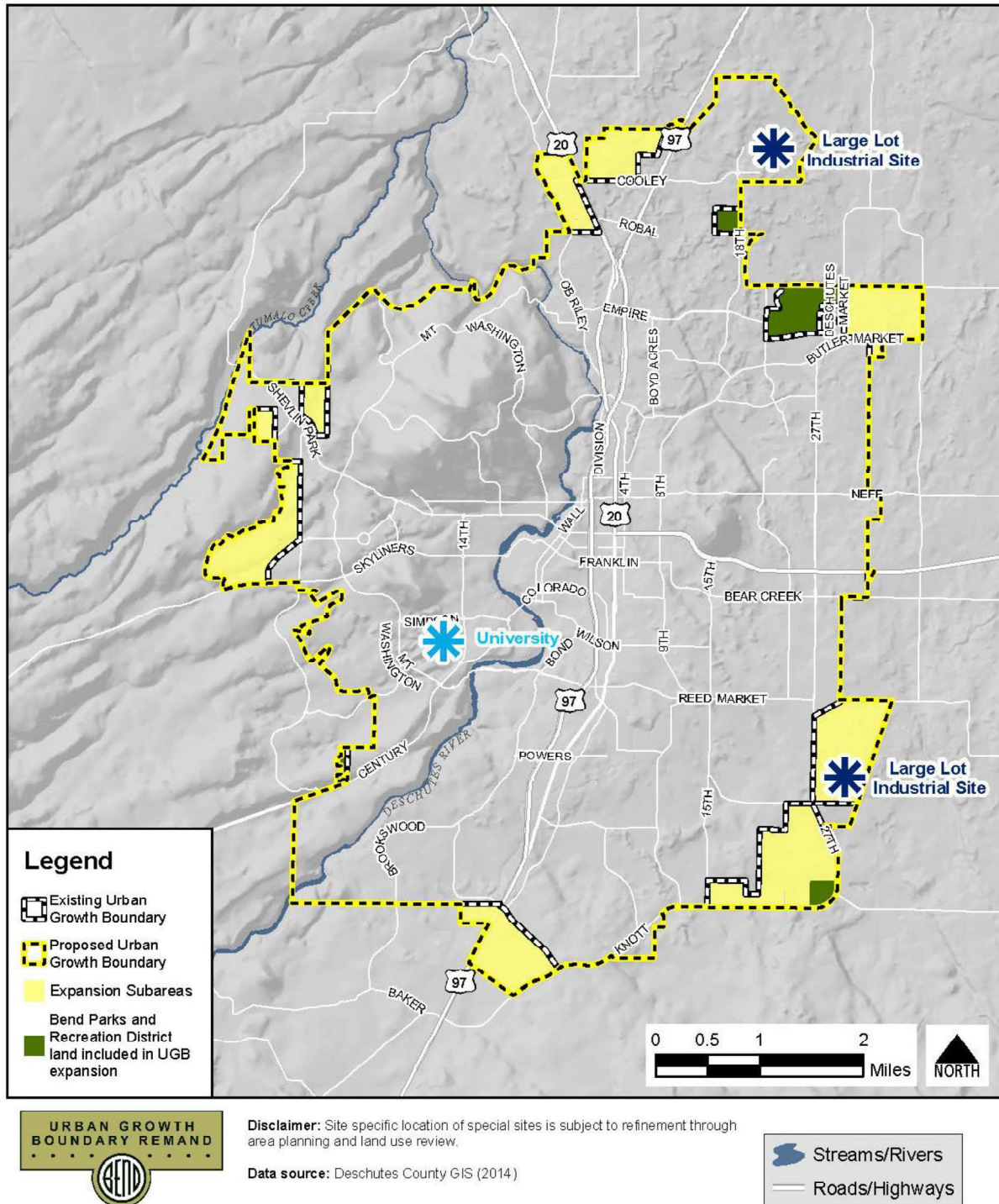
*Policy 11-69. Subsequent planning for this area shall address preservation of at least 50 acres for a large lot industrial site in compliance with the policies in Chapter 6.*

Chapter 6 (Economy) of the Bend Comprehensive Plan (Rem Rec 10336) also includes a specific policy to support large-lot industrial sites:

*Policy 6-14. Large-lot industrial sites, those sites 50 or more acres in size, are important to the overall inventory of available economic land. Any sites included in the UGB to meet this special site need will be protected with specific plan and/or code provisions.*

Figure 5-1 is an excerpt from the Growth Management Chapter (Rem Rec 10385) of the Comprehensive Plan and identifies the location of the special sites.

**Figure 5-1. Bend UGB, Special Site Locations**



**Conclusion:** The City has relied on elements of the 2008 EOA that were acknowledged in the Remand, including the employment forecast to 2028 and the identification of special site needs for a 4-year university and two large-lot industrial sites. The City has updated the EOA to reflect best available information on employment trends in Bend from 2008 to 2013 and to identify the residual jobs needed from 2013 to 2028.

The 2016 EOA also updates the review of trends, with a focus on employment changes since 2008. The 2016 EOA includes information on required site types and site characteristics as required by OAR 660-009-0015(2). New policies are included in the Growth Management Chapter of the Comprehensive Plan to protect the University and Large-Lot Industrial special sites for their intended uses. As shown in Figure 5-1, the special site needs for the University and one of the large-lot industrial sites are accommodated within the current UGB and the second large-lot industrial special site need is accommodated in the proposed UGB expansion (DSL site).

Updates to the EOA and the BLI for employment lands provide the City with the factual base to determine the capacity of the current UGB to accommodate the residual jobs needed to 2028 consistent with the legal standards in OAR 660, Division 9. Findings to address the legal standards for the BLI and capacity analysis are included in Section 5.4.3 below and set the context for the consideration of efficiency measures in Section 5.4.4.

### 5.4.3 Buildable Lands Inventory and Capacity Analysis

#### 5.4.3.1 Requirements for the Buildable Lands Inventory

OAR 660-024-0050 outlines the steps cities must follow when evaluating or amending a UGB. The following provisions apply to a UGB amendment that addresses needs for employment lands.

*(1) When evaluating or amending a UGB, a local government must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs determined in OAR 660-024-0040. \*\*\* For employment land, the inventory must include suitable vacant and developed land designated for industrial or other employment use, and must be conducted in accordance with OAR 660-009-0015.*

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OAR 660-009-0015(3) outlines the requirements for the BLI for employment lands:

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

*(a) For sites inventoried under this section, plans must provide the following information:*

*(A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;*