

CHAPTER 6

Draft Implementation Plan

Revised January 14, 2020



**ACRONYMS AND ABBREVIATIONS**

AHAC	Affordable Housing Advisory Committee
AMI	Area Median Income
BPRD	Bend Park & Recreation District
BTP	Bend Transportation Plan
BCD	Bend Central District
BLSD	Bend La-Pine School District
BURA	Bend Urban Renewal Agency
CAP	Core Area Project
CCAP	Community Climate Action Plan
CET	Cascades East Transit
CIP	Capital Improvement Program
CO	Certificate of Occupancy
LID	Local Improvement District
LSN	Low Stress Network
MI	Maximum Indebtedness
MUPTE	Multiple-Unit Property Tax Exemptions
NPV	Net Present Value
ODOT	Oregon Department of Transportation
ROW	Right-of-way
SDC	System Development Charge
TDM	Transportation Demand Management
TIF	Tax Increment Financing
TSAP	Transportation Safety Action Plan
TSDC	Transportation System Development Charge
TUF	Transportation User Fee
UGB	Urban Growth Boundary
UIC	Underground Injection Control
URAB	Urban Renewal Advisory Board

DRAFT CORE AREA PLAN REPORT

URD Urban Renewal District
VHDZ Vertical Housing Development Zones

INTRODUCTION

This chapter describes the implementing recommendations for the Core Area Project (CAP). Starting with the foundational action to create the Core Area Urban Renewal District (URD), the Implementation Plan describes a comprehensive approach to combining and leveraging tax increment financing (TIF), regulatory improvements, urban design strategies, infrastructure coordination, and stakeholder involvement. This plan integrates multiple City initiatives and programs to achieve the City’s vision for the Core Area of Bend.

SUMMARY OF RECOMMENDATIONS

ACTIONS	RECOMMENDATIONS
<p>1. <i>Establish a Tax Increment Financing (TIF) District</i></p>	<p>1.1. Adopt an Urban Renewal Plan and Report to establish TIF as a funding mechanism for strategic public investments that stimulate private re/development in the Core Area.</p>
<p>2. <i>Update the Development Code and Zoning</i></p>	<p>Use the following themes to remove barriers to development and redevelopment, particularly for housing and mixed-use development:</p> <ul style="list-style-type: none"> • Allow for more housing and focus non-residential mixed-use requirements to designated Main Streets. • Simplify and reduce parking requirements. • Provide flexibility for private development in balance with public needs. <p>2.1. Evaluate code updates needed to remove barriers in the Commercial Limited (CL) and Commercial General (CG) zones in the Core Area.</p> <p>2.2. Evaluate code updates needed to remove barriers in other zones in the Core Area.</p> <p>2.3. Evaluate updates to land use designations in two areas to: 1) correct a mapping error in the Inner Greenwood opportunity area; and 2) consider a Mixed Urban designation for the SE 2nd Street Industrial Area properties.</p>
<p>3. <i>Create Development Incentive Programs</i></p>	<p>3.1. Include Core Area properties in a citywide tax abatement program during the early years of the Urban Renewal District to help catalyze private development.</p>

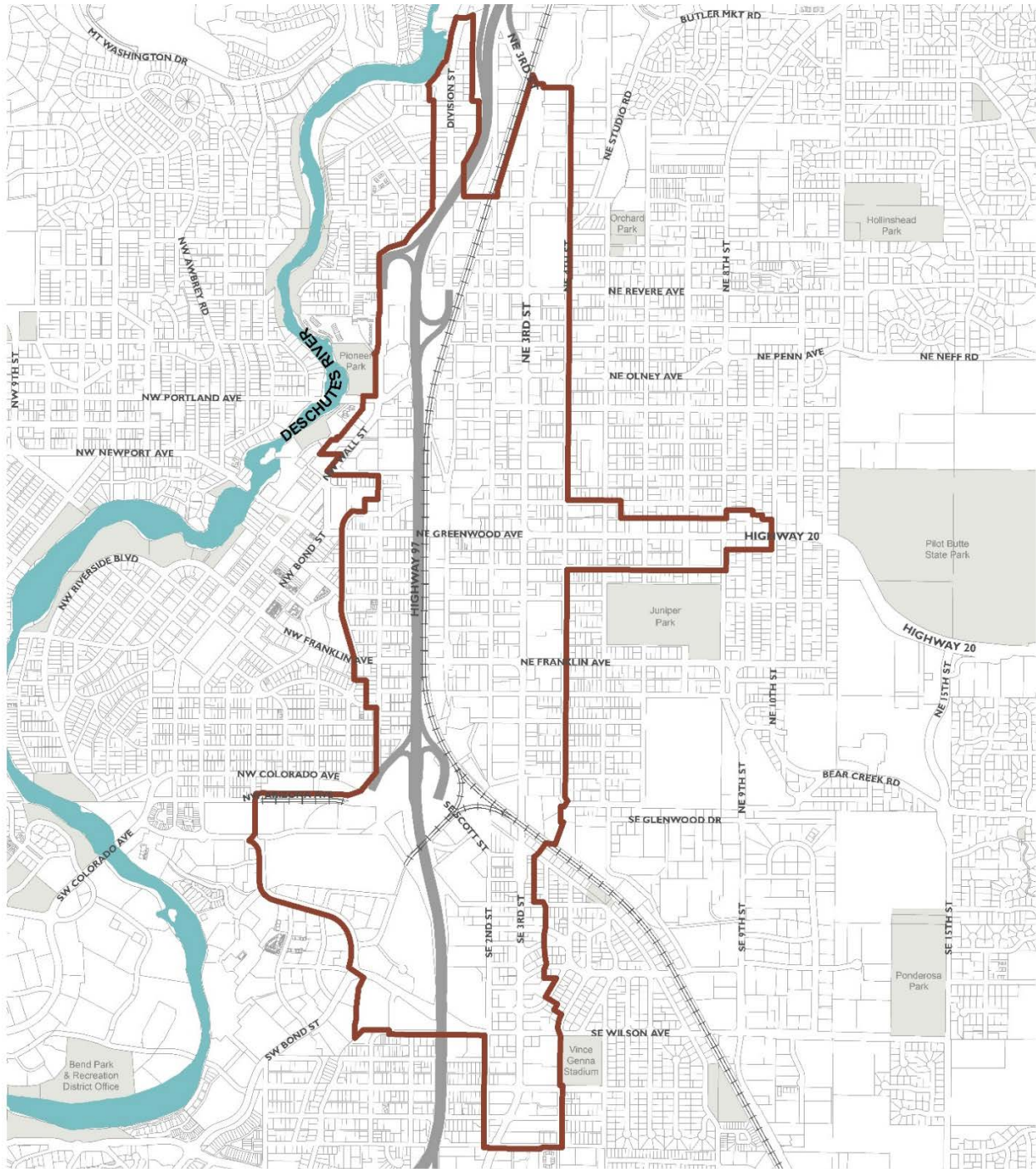
	<p>3.2. Modify the System Development Charge (SDC) financing program, particularly focused on modifications to the SDC deferral program.</p> <p>3.3. Explore land exchange and/or trade opportunities, leveraging City-owned land, for existing uses and users looking to relocate out of the Core Area.</p>
<p>4. Design and Build Key Infrastructure and Public Realm Amenities</p>	<p>4.1. Continue to engage in community conversations to locate and invest in public attractions within the Core Area to catalyze private development.</p> <p>4.2. Incorporate policies and prioritize projects that achieve Core Area goals when updating future infrastructure plans.</p> <ul style="list-style-type: none"> • Prioritize Midtown Crossing project(s) to establish a primary east-west connection in the Core Area to catalyze private development. • Prioritize infrastructure projects within the Core Area. • Identify stormwater solutions that reduce barriers to private development within the Core Area while protecting water quality. <p>4.3. Continue to collaborate and identify opportunities for synergy projects that provide stormwater, sewer, water, transportation, and public realm benefits to the area and the community.</p> <p>4.4. Develop internal capacity to partner with private development to finance infrastructure investments using tools such as Local Improvement Districts (LIDs) and reimbursement districts.</p> <ul style="list-style-type: none"> • Develop capacity to manage and coordinate local improvement districts to support administration of LID projects in the Core Area and citywide.
<p>5. Update Street Standards and Mobility Guidelines</p>	<p>5.1. Update Street Standards and Specifications for streets within the Core Area.</p> <p>5.2. Adopt mobility guidelines that include urban design, pedestrian, bikeway, transit, curb management and other mobility design elements for the Core Area.</p> <p>5.3. Proactively monitor and manage parking in the Core Area.</p>
<p>6. Involve Stakeholders in Future Policy and Program Development</p>	<p>6.1. Form advisory committee(s) for project and/or program review, development, and implementation throughout the life of the Core Area Urban Renewal District.</p>

- 6.2. Develop a business development and improvement program to serve Core Area businesses and building owners.
- 6.3. Support housing that is affordable in the Core Area, utilizing the existing expertise and structure of the City's Affordable Housing Program and the Affordable Housing Advisory Committee.
- 6.4. Incorporate strategies identified in the Community Climate Action Plan into Core Area implementation and program development.

CROSSWALK: RECOMMENDATIONS AND GUIDING PRINCIPLES

ACTIONS	Create a place where you can live, work and play	This plan leads to direct outcomes; it is implemented	This area removes barriers and connects the east and west sides of Bend	Affordability is preserved	This is a walkable area with a balanced transportation system	Public investments incentivize and catalyze private development	The planning process is transparent and open to ensure that those affected by the decisions are involved in the process	This area incorporates sustainable and low impact development principles and practices
Adopt an Urban Renewal Plan	✓	✓	✓	✓	✓	✓	✓	✓
Update the Development Code and Zoning	✓	✓				✓		
Create Development Incentive Programs				✓		✓		✓
Design and Build Key Infrastructure and Public Realm Amenities	✓		✓			✓		✓
Update Street Standards and Mobility Guidelines	✓				✓			
Involve Stakeholders in Future Policy and Program Development	✓			✓			✓	✓

Figure 1. Recommended Core Area Urban Renewal Boundary



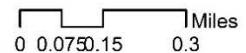
BEND CORE AREA
RECOMMENDED
BOUNDARY

- Recommended Boundary
- Deschutes River
- Taxlots
- Parks

11/14/2019



* This data has not been verified by the City of Bend



1. ESTABLISH TAX INCREMENT FINANCING DISTRICT

This section describes how tax increment financing, implemented through the creation of the Core Area Urban Renewal District, can fund needed infrastructure and placemaking investments in the Core Area. The proposed Urban Renewal Plan and Core Area URD are central elements of the implementation plan.

RECOMMENDATIONS

- 1. Adopt an Urban Renewal Plan to establish tax increment financing as a funding mechanism for strategic public investments that stimulate private re/development in the Core Area.**

INTENDED OUTCOMES AND BENEFITS TO BEND

The Urban Renewal Plan is intended to:

- Provide a cornerstone funding source for infrastructure and placemaking improvements that will encourage development and reinvestment in the area;
- Support development and rehabilitation of affordable housing units;
- Support existing and new business growth; and
- Initiate a targeted implementation effort for critical Core Area projects that will help attract new development, businesses, residents and visitors.

WHAT IS URBAN RENEWAL?

Urban renewal is a program used throughout Oregon to provide a financing mechanism to implement City plans in specific areas. The goal of urban renewal is to make investments that spur development that would not have otherwise occurred. Project funding is generated by the growth in assessed property value that occurs through: (1) new development, and (2) annual growth in assessed property values within the urban renewal district. Urban renewal does not increase taxes. Instead, it directs the revenue generated from assessed value growth to an urban renewal agency for investment in identified capital projects, such as streetscape improvements, new construction or rehabilitation of existing properties, or other physical investments in the public or private realm. Those projects must be described in an adopted

Urban Renewal Plan that meets state requirements defined in Oregon Revised Statutes (ORS) Chapter 457.

WHY USE URBAN RENEWAL IN THE CORE AREA?

Encouraging infill and redevelopment in the Core Area is a priority for the City of Bend, building on past planning work and the City's growth management plans and policies. The Core Area faces many barriers to development that must be overcome to achieve the vision, implement the Urban Design Framework, and make good on the City's commitment to encouraging growth and redevelopment within the Core Area. Barriers include deficiencies in transportation infrastructure, inadequate and unwelcoming pedestrian environments in many places, lack of connectivity among neighborhoods and destinations/attractors, and inadequate utilities, among others. Some of these challenges (e.g. inadequate streets and other rights-of-way, open spaces, and utilities) meet the definition of "blight" under the statutes that govern urban renewal in Oregon and provide a legal justification for adoption of an urban renewal district.¹

Capital investments to address the barriers described above are expensive, and the City has few existing dedicated funding sources that could pay for them. Without a dedicated funding source for key catalytic projects, those projects—and the overall vision—will be implemented slowly, if at all. **Urban renewal is a funding mechanism designed specifically to address development challenges like those that Bend's Core Area faces. It is a proven and effective tool used throughout Oregon to support communities in transforming areas that are challenging to develop.**

On its own, urban renewal is insufficient to overcome all Core Area development barriers. However, when coupled with other recommended actions described in this report—including development code changes to remove regulatory barriers, incentives for desired development, targeted use of other available funding sources for public infrastructure improvements, and support for housing stability for existing residents—urban renewal can help create the conditions that spur new investment and make the area a desirable place to live, work, and play.

¹ ORS 457.010 defines blight and states that: "A blighted area is characterized by the existence of one or more of the following conditions". In ORS 457.010, a full list of blighting conditions follows the general statement, including: "(e)The existence of inadequate streets and other rights of way, open spaces and utilities." If an urban renewal district is created, the official blight findings will be made in the Ordinance adopting the Urban Renewal Plan.

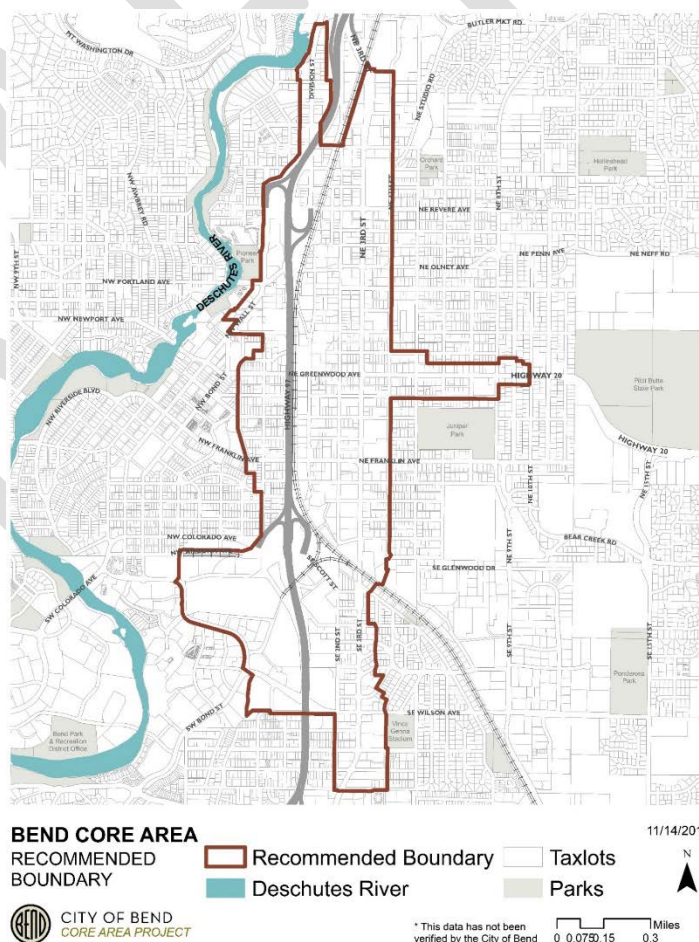
Urban renewal also has support from stakeholders and the community at large. The Urban Renewal Advisory Board (URAB) has supported and guided consideration of urban renewal for the Core Area throughout the process. Community outreach has informed the definition of the vision and urban design framework, the priorities for investment, and other key aspects of implementation.

URBAN RENEWAL DISTRICT BOUNDARY

The Urban Renewal District boundary is a foundational part of the Urban Renewal Plan. Tax increment (the primary funding source for urban renewal investment) is generated from properties inside an adopted boundary, and tax increment dollars may only be spent inside the adopted boundary.

The recommended boundary for the Core Area Urban Renewal District is shown in Figure 1. The determination of which areas to include was based on statutory guidance, urban renewal best practices, past planning work, and input from URAB and the public.

The recommended boundary encompasses areas with redevelopment potential that have a need for public investment to overcome development barriers and eliminate blight (e.g. inadequate streets and utilities, among other things). The areas included in the recommended boundary include Greater East Downtown, Bend Central District (BCD), Greenwood, Greater KorPine, and parts of Wilson and Division. With investment and support, each contributes to a cohesive and vibrant Core Area for Bend. See Technical Appendix² for



² Appendix [\[Yellow Box\]](#): Urban Renewal Technical Appendix

documentation of the evaluation process for establishing the recommended urban renewal boundary.

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PROPOSED PROJECTS FOR URBAN RENEWAL FUNDING

By state statute, urban renewal dollars may only be spent on capital projects, programs, and improvements that are identified in an adopted urban renewal plan and located inside the urban renewal boundary. The projects recommended for inclusion in the Core Area Urban Renewal Plan are based on: statutory guidance; urban renewal best practices; past infrastructure planning work; ongoing work on the Bend Transportation Plan (BTP); the CAP Guiding Principles and Urban Design Framework; and input from the URAB, stakeholders, and staff. For some projects, urban renewal funding will leverage other public and private sources to help stretch limited dollars. Urban renewal funding is recommended for the following categories of projects:

- **Transportation, Streetscape, Bicycle, and Pedestrian Improvements** to remove barriers to accessing the Core Area through different transportation modes, improve east-west and north-south connections, and improve the overall streetscapes and livability of the Core Area.

This category includes:

- Core Area-serving projects in the City’s BTP, which is currently being updated; bicycle and pedestrian route improvements; transit enhancements; intersection improvements; safety projects; and new road extensions.
 - Streetscape improvements to implement the Urban Design Framework (and go beyond the basic improvements described in the BTP) to provide a more attractive pedestrian environment and help encourage new development.
- **Infrastructure Improvements** identified in the City’s adopted water, sewer, and stormwater master plans that are located in and serve the Core Area and help alleviate infrastructure limitations in the area.



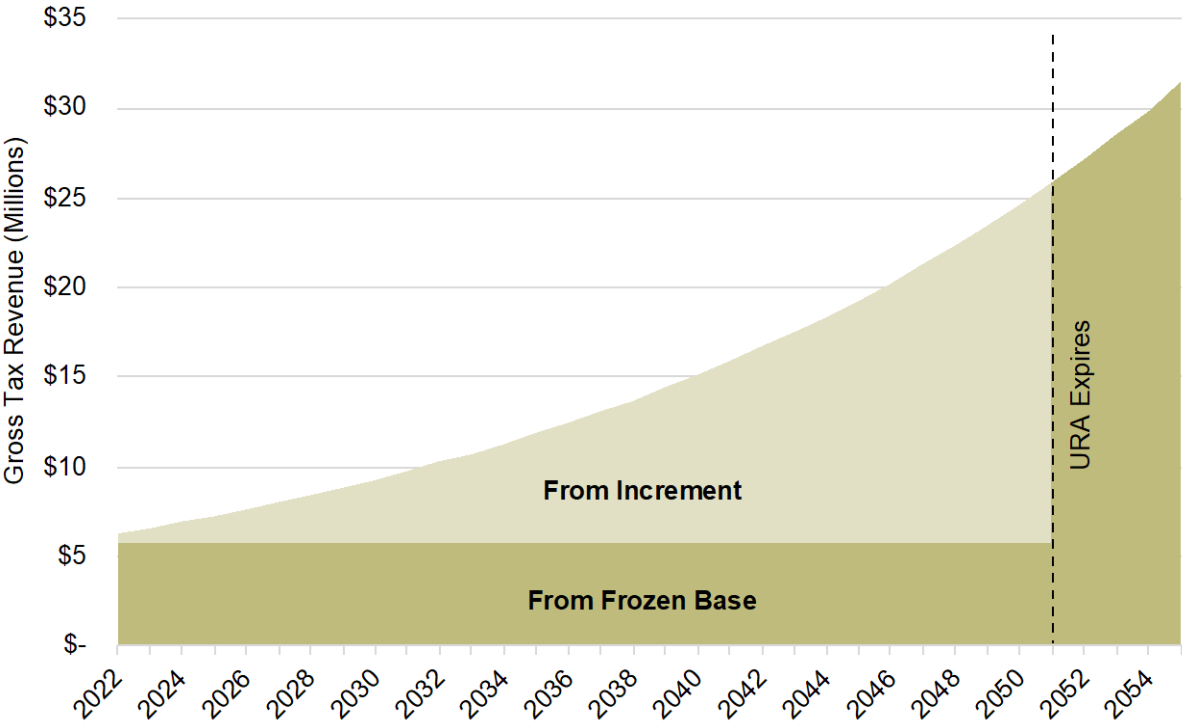
- **Affordable Housing Re/Development Assistance, Partnership, and Support** to contribute to affordable housing through partnership opportunities such as land acquisition, grants, pre-development support, and more. Partnering with and offering funds to affordable housing organizations and developers to develop or rehabilitate affordable housing units will further ensure that residents can afford to live in the area.
- **Business and Re/Development Assistance, Partnerships and Support** to help first-time business owners, start-ups, and existing local businesses, including housing providers and transit operators, in developing, redeveloping, or rehabilitating a property. Support and programs identified in this report include land acquisition and assembly, pre-development support, assistance with the cost of required infrastructure improvements, and many more.
- **Public/Open Space, Facilities, Amenities, and Installations** to contribute to a distinct district, attract visitors, create a sense of place, and provide amenities for everyone to enjoy and visit. This includes:
 - Creating a clear identity for those that live, work, and/or visit the area through the development of a wayfinding system and distinct district signage;
 - Allocation of funds to property owners to commission a mural or other artwork; and
 - Providing funding to support the acquisition of land for the purposes of a park, recreation, trail, and/or open space for public use.
- **Plan Administration, Implementation, Reporting, and Support** to cover administration activities and funding for additional planning and design work needed to further implement the projects on the list.

URBAN RENEWAL REVENUE AND FINANCIAL FEASIBILITY

State statute requires urban renewal plans to meet a test of financial feasibility. All plans must include estimated costs for all projects and projections of urban renewal revenue.

Growth in the assessed (taxable) value of property within the urban renewal boundary generates an “increment” of property tax revenue that is used to pay for urban renewal projects; this is referred to as tax increment financing. Figure 2 shows the increment of TIF revenues generated each year. The cumulative tax increment collected over the life of the plan determines how much money can be spent on projects (called the “Maximum Indebtedness” or MI).

Figure 2. Tax Increment Finance Revenue Illustration



The MI is one of the key pieces of the Urban Renewal Plan. By statute, tax increment revenues must be sufficient over time, accounting for inflation and borrowing costs, to fund all of the projects that are included in the plan. If projections are overly conservative and revenues exceed expectations, the planned projects can potentially be funded sooner. However, no additional projects that are not identified in the adopted plan can be funded without amending the plan. If projections are overly optimistic and revenues fall short of expectations, it will take longer to deliver the projects than expected, leading to potential criticism or concern from stakeholders and less progress in achieving the plan’s objectives.

New development is key to an urban renewal district’s financial success because it drives growth in assessed value. Based on historical trends in assessed value growth³ and likely rates of new development, the Core Area Urban Renewal District could see \$15-20 million in new construction value per year over the life of the plan. This rate of growth is equivalent to roughly one large development (such as a full-block or multi-block mixed-use development with housing and some retail space) every three years or a few smaller developments (e.g. small apartment

³ The average annual growth rate for the Core Area from 2010 to 2019 was 4.0%.

buildings or groups of townhouses) each year. Staff, URAB, and local development industry stakeholders felt that this is a realistic level of development for the area on average over time. Over 30 years of projected growth,⁴ this rate of redevelopment would provide sufficient funding capacity for the type and scale of investment the area needs to flourish, and that is recommended for inclusion in the plan.

Based on preliminary estimates, this rate of tax increment growth (roughly 5-5.5% increase in taxable value on average each year) would yield a maximum indebtedness (the amount that can be spent on projects in year-of-expenditure dollars) between \$175 million and \$215 million. **In today's dollars, this would fund roughly \$100 million to \$130 million of urban renewal projects. This amount of spending capacity is sufficient to invest in the projects that are considered for inclusion in the plan, supporting a preliminary finding of financial feasibility.**

CONCLUSIONS

Urban renewal is an important financial tool to fund major capital projects that can stimulate economic development and increase public tax base revenues. Although urban renewal cannot be the single funding source for all of the proposed projects, an Urban Renewal Plan coupled with other implementation actions described in this report can help implement the Guiding Principles and Urban Design Framework for the Core Area. **The recommendations summarized here for the boundary, the type of projects to fund, and the estimated revenue potential of the area show that urban renewal is feasible as a way to deliver key capital improvements for the area that will help to transform it and spur new development.**

⁴ The duration of the plan is used in the financial calculations to establish the MI, but it typically serves as an estimate, not a hard limit.

2. UPDATE THE DEVELOPMENT CODE AND ZONING

This section describes updates to the Development Code standards and zoning of several properties that will remove regulatory barriers to development and help implement Bend's vision for the Core Area.

RECOMMENDATIONS

Use the following themes to remove barriers to development and redevelopment, particularly for housing and mixed-use development:

- Allow for more housing and focus nonresidential mixed-use requirements to designated Main Streets.
 - Simplify and reduce parking requirements.
 - Provide flexibility for private development in balance with public needs.
1. **Evaluate code updates needed to remove barriers in the Commercial Limited (CL) and Commercial General (CG) zones.**
 2. **Evaluate code updates needed to remove barriers in other zones in the Core Area.**
 3. **Evaluate updating land use designations in two areas to: (1) correct a mapping error in the Inner Greenwood opportunity area; and (2) consider a future Mixed Urban designation for SE 2nd Street Industrial Area properties.**

INTENDED OUTCOMES AND BENEFITS TO BEND

The City's vision for the Core Area is strong: mixed uses, higher-density housing, transit-supportive development, improved east-west and north-south connections, tailored zoning standards, and more. The Bend Development Code provides good regulatory guidance to implement the vision, but it needs strategic improvements to remove inadvertent barriers in the current code. The recommended updates are intended to unlock the scale and character of development that is envisioned for the area and help complement urban renewal investments. The specific outcomes of the code updates are to:

- **Create housing** by making it more feasible to develop medium- and high-density residential uses and mixed-use development in the Core Area. Examples of regulatory changes that

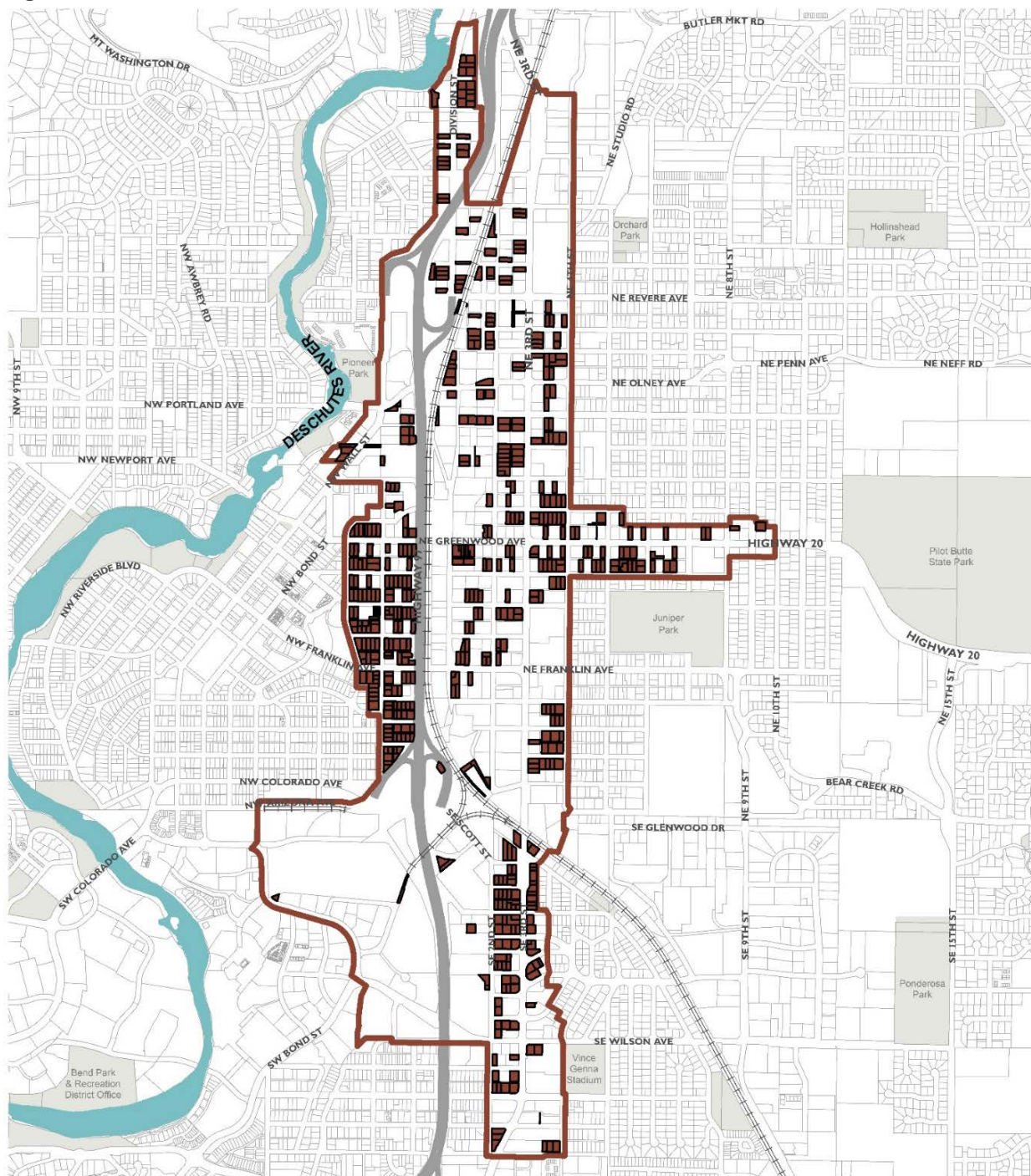
will support housing include allowing housing as a permitted use on more properties in the Core Area, and updating parking standards so parking occupies less space on each site. An analysis of recent construction showed that while the area saw significant investment from 2007 to 2019, it was almost entirely in the form of single-story retail and commercial remodels with no development of housing.⁵

- **Remove barriers to small lot development** by revising parking and site development standards that are particularly challenging to implement on small lots. Lots under 12,000 square feet comprise 60% of all lots in the Core Area (Figure 3). An analysis of parking standards demonstrated that parking standards are a significant barrier to development in the area. The analysis tested draft code amendments and found that they would significantly improve the feasibility of development in the area, particularly for housing.⁶
- **Activate the area with people** by removing barriers to development that will bring new residents, more transit users, and a larger customer base for the area's businesses.
- **Generate tax increment** that will be re-invested in the area and spur private development that may not otherwise occur.

⁵ [Development Feasibility Analysis](#), Cascadia Partners, April 2, 2019.

⁶ Development and Parking Analysis of Potential Code Amendments in Bend's Core Area, Stemach Design and Architecture.

Figure 3. Small Lots in the Core Area



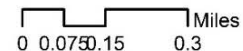
BEND CORE AREA
SMALL LOTS

- Lots < 12,000 sq. ft.
- Proposed Boundary
- Taxlots
- Parks
- Deschutes River

11/14/2019



* This data has not been verified by the City of Bend

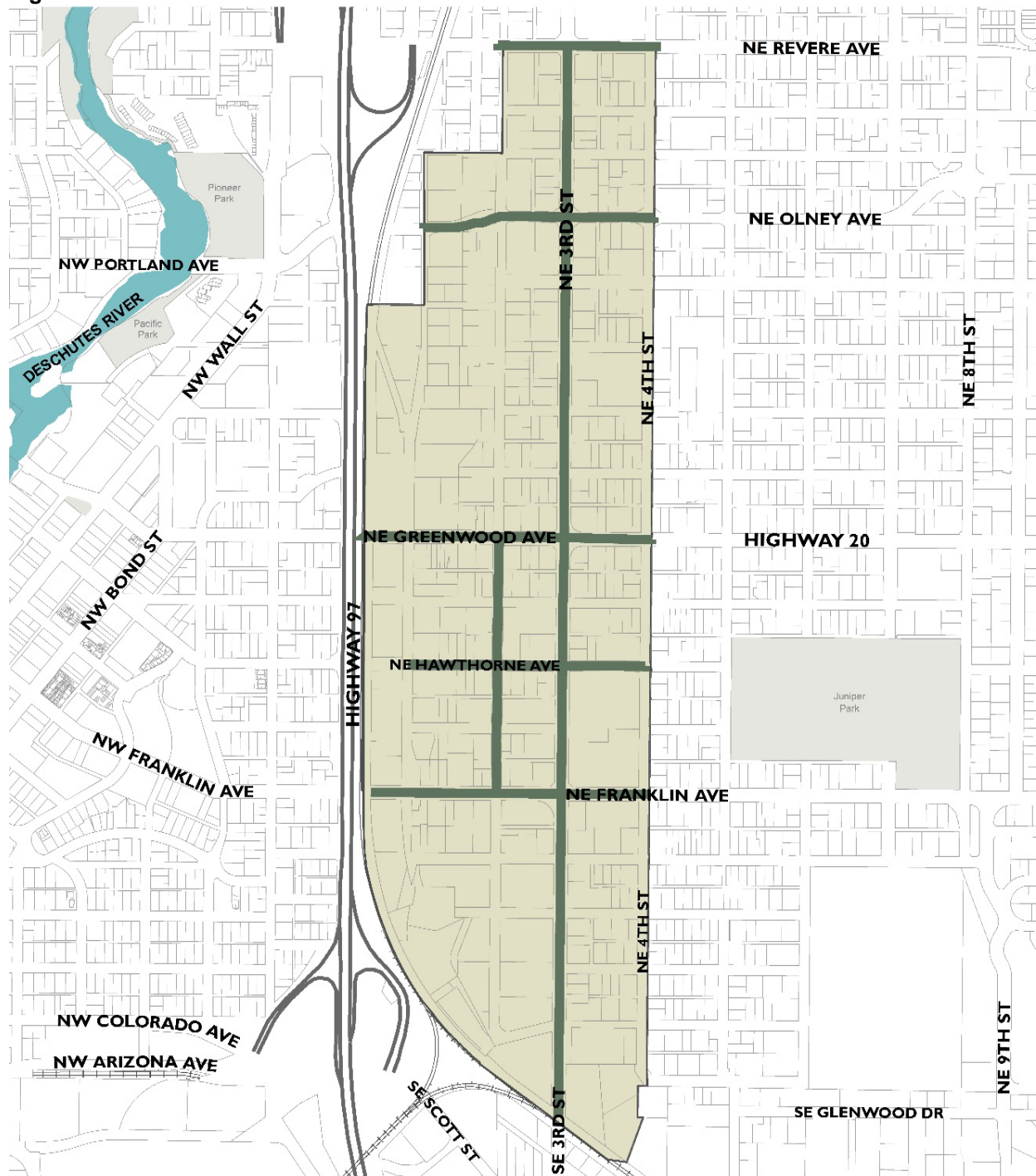


CODE UPDATE PROGRESS TO DATE

The recommendations in this section build on, and extend, similar updates to the BCD already under consideration by the Planning Commission and City Council. The BCD Overlay updates include:

- **Removal of prescriptive mixed-use requirements and designation of Main Streets.** The updates would allow housing throughout the BCD Overlay, and designate Main Streets to be the focus of ground floor commercial and mixed-use (Figure 4). Main Streets were inspired by the Urban Design Framework which identified key east-west and north-south connections in the area. Hawthorne Avenue and Aune Avenue were identified as key east-west “spines” to focus investment.
- **Simplified and reduced parking requirements.** The updates provide solutions to a key challenge: that the amount of off-street parking required by the existing code makes allowed urban scale housing and mixed-use projects infeasible on many lots.
- **Simplification of design requirements.** Updates to the design requirements emphasize simple and clear standards (e.g. the percentage of window space along the street-facing façade) that will support walkable streets.
- **Revised standards to increase the amount and siting of buildable space.** Changes to maximum footprint requirements, setback standards and other provisions that affect buildable area are proposed to increase the feasibility of development, in balance with public needs such as providing walkable and attractive streets.

Figure 4. Bend Central District Recommended Main Streets



BEND CENTRAL DISTRICT
MAIN STREETS



CITY OF BEND

-  Main Streets
-  Bend Central District
-  Taxlots
-  Parks

11/21/2019



WHY UPDATE THE CODE: THREE KEY THEMES

As described throughout this report, the CAP is a study of Core Area Urban Renewal District feasibility, in combination with regulatory improvements and development incentives that will support the vision for the Core Area. Toward this end, the team prepared a development feasibility analysis, zoning audit, and review of potential development incentives. These studies identified three key overarching themes for updates to the development code, summarized below. For more background and detailed information, please see the Technical Appendix.⁷

Theme 1: Allow for more housing and focus non-residential mixed-use requirements to Main Streets

The current CG and CL zones only allow residential uses as part of a mixed-use development. Residential uses can't occupy any portion of the ground floor, and the commercial portion of a mixed-use project must be constructed prior to or concurrent with the residential uses.⁸

There are several challenges that have resulted from the Code's limitations on housing. First, **developers are choosing to not build housing, even though demand is strong.** Rather, land is being underutilized for primarily single-story commercial development and remodels. Consequently, **the opportunity to support transit-supportive and pedestrian-friendly development is not being realized.** Most of the Core Area has better proximity to transit than anywhere in Bend. It also has a strong diversity of local businesses, particularly where connections to downtown and key shopping streets are present. Housing is a needed land use to make this mix of urban conditions work well but is limited by the Code's requirement for mixed-use.

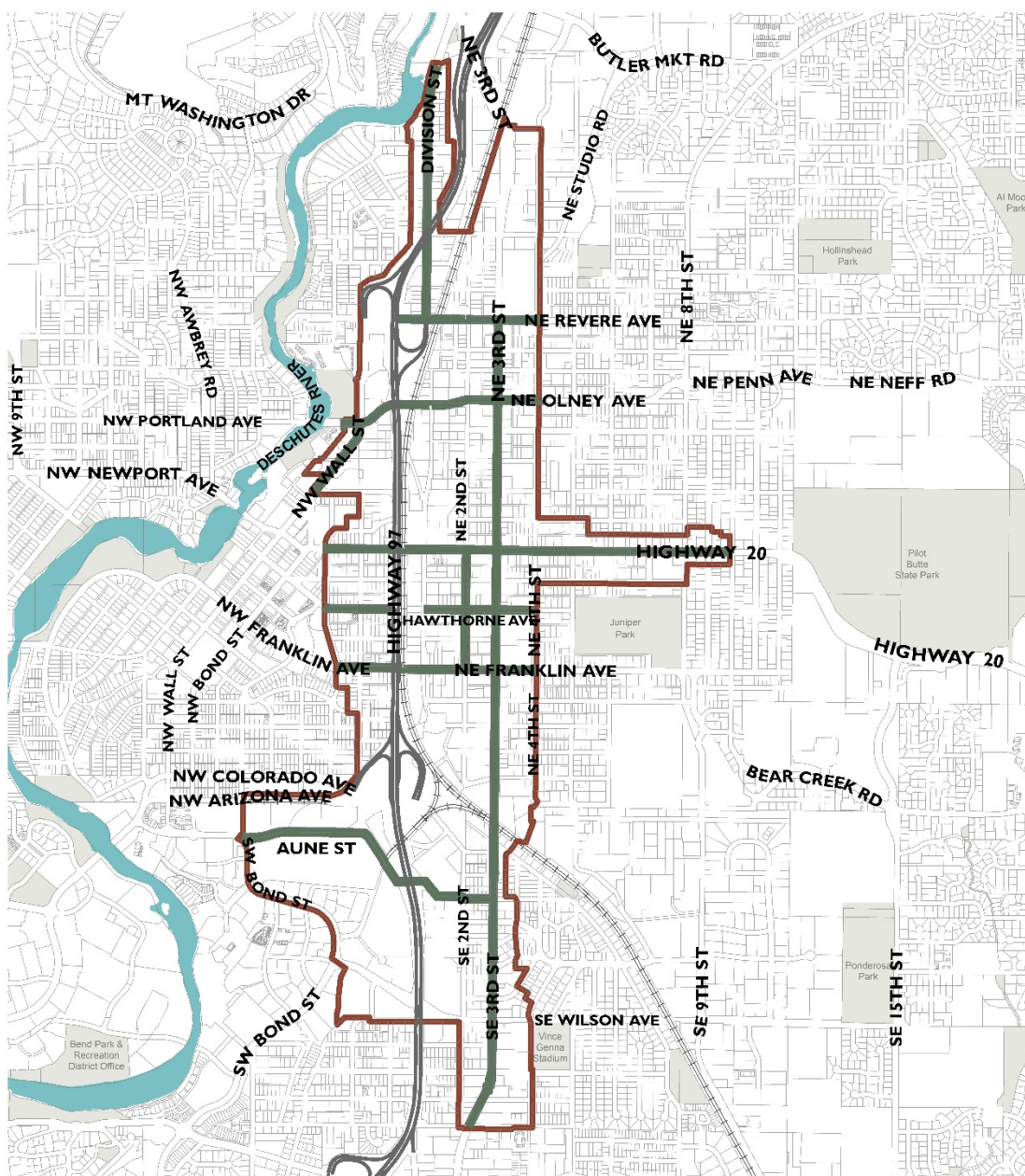


Townhomes in Tacoma, WA

⁷ Code amendments are described in [Zoning Audit](#), Cascadia Partners, July 10, 2019. and [Appendix X](#): Development Code Recommendation.

⁸ BCD 3.6.200





Figure 5. Recommended Core Area Main Streets



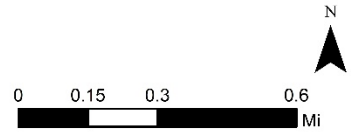
CORE AREA
RECOMMENDED
MAIN STREETS



CITY OF BEND

-  Recommended Core Area URD
-  Main Streets
-  Taxlots
-  Parks

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Theme 2: Simplify and reduce parking requirements

Bend's Development Code contains detailed, use-based off-street parking requirements that are problematic to development and the evolution of a mix of uses today and over time. The uses in buildings change far more often than the buildings themselves change. The amount of required parking effectively limits development to very low levels of land use and hinders more intensive mixed-use developments. Many communities are moving away from detailed use-based parking requirements and toward simplifying parking requirements. Bend sits atop lava rock which proves to be a challenge for development to provide off-street parking on small infill lots due to very high excavation costs to provide underground parking.

In the current Code, on-street parking may be counted only when abutting the development,⁹ which may be a space or two for many small lots. Some parts (not all) of the Core Area have substantial block frontages where on-street parking is available to serve development within a very short walk of a customer's destinations. The Code's off-street parking standards are particularly challenging for small sites because there is not enough land for the collective site needs of buildings, parking, circulation, and landscaping. The City should re-look at its off-street parking requirements in the Core Area, to identify barriers to mixed-use development, particularly urban housing. This evaluation should be done in a context-sensitive approach to ensure compatibility with adjacent uses and neighborhoods. As code changes are considered and modified in this area, the City should take a proactive approach to monitor and manage parking and parking policies for the area (see Section 5 of this chapter for more recommendations related to parking management).

⁹ In the CL and CG zones the amount of off-street parking required may be reduced by one off-street parking space for every on-street parking space abutting the development, up to 50 percent of the requirement, with some exceptions. See BCD 3.3.300B.

Figure 6. Existing Code Conceptual Site Plan

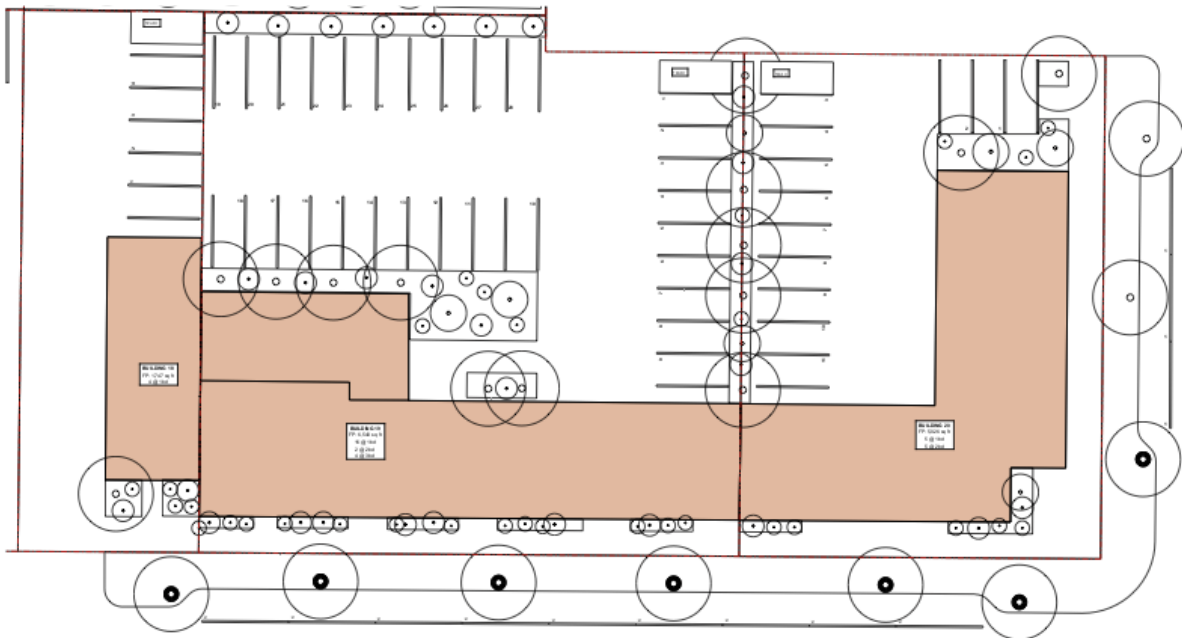
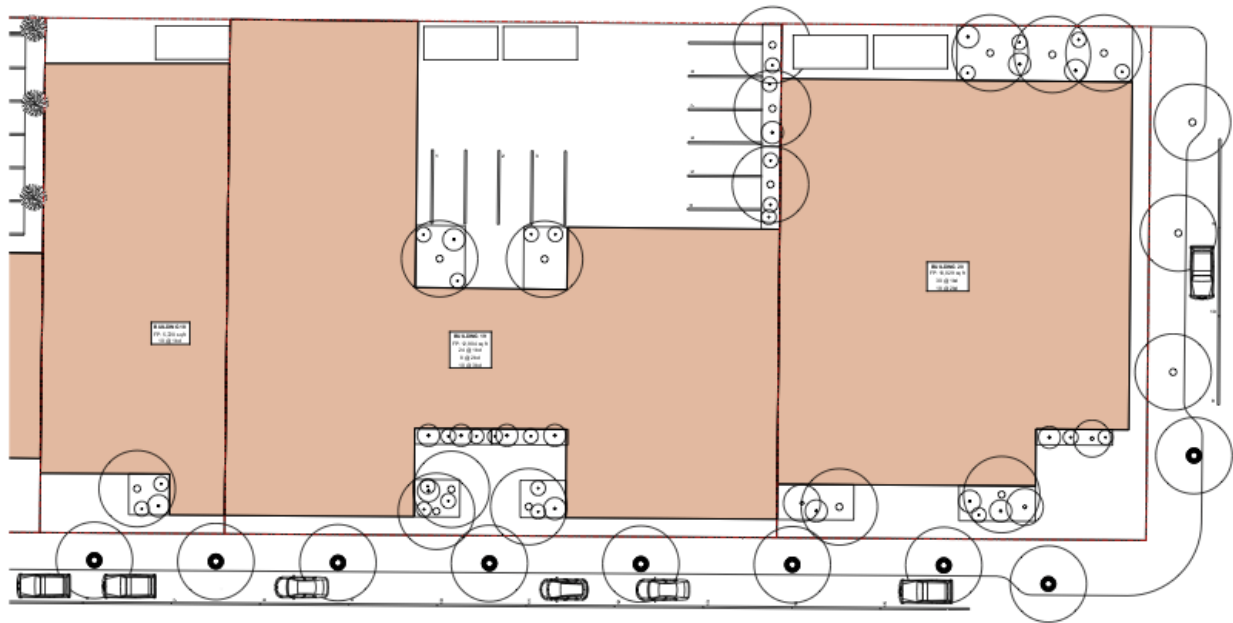


Figure 7. Proposed Code Conceptual Site Plan



Theme 3: Provide flexibility for private development in balance with public needs

In the Core Area's Commercial Limited (CL) and Commercial General (CG) zones, the current maximum front setback of 80 feet (for streets without on-street parking, such as 3rd Street) is not conducive to supporting pedestrian activity and transit usage. Given the vision for the Core Area, the urban renewal investments being considered, and the updates to the BCD Overlay, it is timely for the City to reassess development standards. Updated development standards should consider building setbacks, lot widths, transparency/glazing, building orientation, primary entrance locations, and similar design standards that will improve the pedestrian environment. In addition to the BCD Overlay, these should be considered in the CG, CL, Mixed Neighborhood (MN) and Mixed Urban (MU) zones in the Core Area.

POTENTIAL UPDATES TO THE CL AND CG ZONES

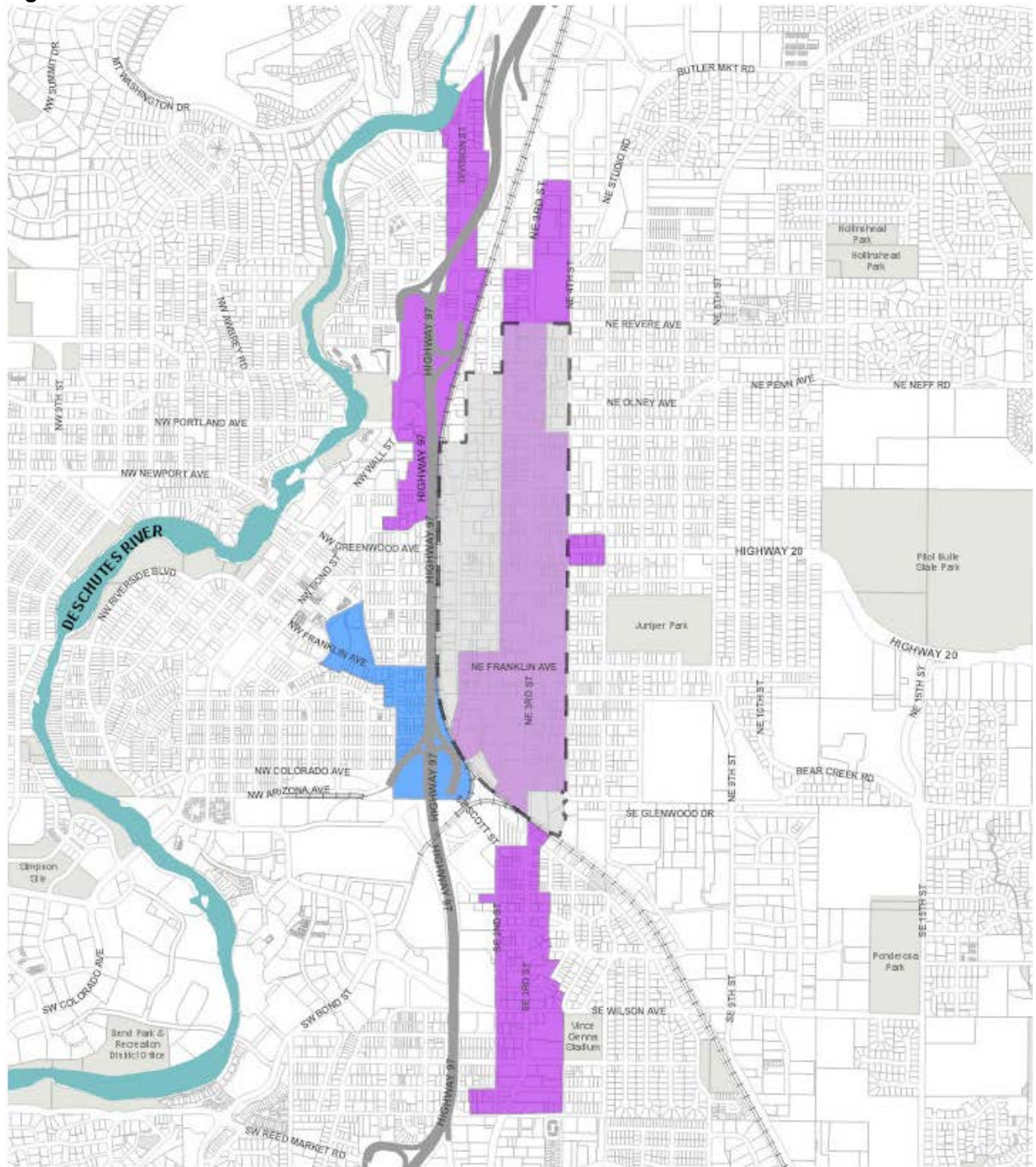
As shown on Figure 8, there are portions of the proposed Urban Renewal District that are outside of the BCD, that are zoned CL and CG. To address the themes and needs described above, and move this area closer to adopted policy goals, the City should build on the work to date for the BCD and consider similar updates in the CL and CG zones. The specific updates to be considered are listed below.

1. **Designate Main Streets.** Outside of the BCD, designate 3rd Street, Franklin Avenue, Wilson Avenue, and Division Street as Main Streets consistent with the BCD Code changes and Urban Design Framework, where standards would be revised to support mixed-use and pedestrian-friendly development (e.g. ground floor uses with "commercial-ready" first floor heights). The purpose of this update is to focus potential commercial and mixed-use development to these key streets and reinforce their role as important connections within and throughout the Core Area.
2. **Allow residential uses.** Allow multifamily uses in the CG and CL zones in the Core Area similar to the updated allowances within the BCD. The purpose of this update is to encourage the development of housing in the Core Area.
3. **Orient buildings to the street.** Update the Code to require a minimum percentage of a frontage (e.g. 50 percent) be located at the minimum front setback line with flexibility to increase the setbacks for active space/pedestrian areas, and require buildings, including main entrances, be oriented to the main street. The purpose of these updates is to improve the walkability of the area by creating streetscapes that are more comfortable,

active, and inviting for pedestrians. More active frontages along street are a good complement to the City's transportation investments.

4. **Allow buildings at zero setback, except on 3rd Street.** Reduce the minimum front setback to zero, except on 3rd Street, where a minimum 5-foot setback would be required to ensure adequate space for landscaped buffers along sidewalks. The purpose of this update is to increase the amount of buildable area (which is very beneficial to small lots) and improve the walkability of the area.
5. **Update parking requirements.** Revise the parking standards similar to the changes proposed for the BCD Overlay using a context-sensitive approach to ensure compatibility with adjacent land uses and neighborhoods.
6. **Tailor the updated Code using a Special Planned District.** The above-described updates are intended for use in the Core Area. To codify this approach, the City should evaluate the creation of a new Special Planned District, or the addition of a new sub-district to the BCD.
7. **Evaluate allowances for "Early Activation Uses."** See the description on the following pages.

Figure 8. CL/CG Zones in the Bend Core Area



BEND CORE AREA
ZONES CG AND CL

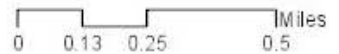
ZONE		CG
		CL

-  Bend Central District
-  Building Footprints*
-  Taxlots
-  Parks

5/13/2019



* This data has not been verified by the City of Bend



OTHER POTENTIAL CODE UPDATES

The following additional Code issues should be evaluated along with those listed above for the CG and CL zones in the Core Area. These potential updates are intended to remove barriers, complement urban renewal investments, and achieve the outcomes described above. These recommendations are based on the development feasibility analysis, feedback from land owners and developers in the area, staff familiar with administering the existing codes in “real world” discussions with land owners/developers in the area, concern for lack of housing affordability within and adjacent to a proposed Urban Renewal District, and team discussions with members of URAB.

- 1. Update parking standards in the Mixed-use Urban (MU), Mixed-use Neighborhood (MN) and High Density Residential (RH) and Medium Density Residential (RM) Zones.** The MU, MN, and adjacent RH and RM zones within the Core Area should be evaluated for the revisions to the parking standards, similar to those in the BCD. This evaluation should be context sensitive and consider the potential supply of on-street parking and proximity of nearby neighborhoods.
- 2. Remove prescriptive mixed-use requirements in the Mixed Employment (ME) Zone.** The ME zone in the Core Area should be evaluated for whether the prescriptive mixed-use requirement (i.e. residential only allowed as part of mixed-use) should be revised similar to the updates for the BCD.
- 3. Update density limits and parking to facilitate townhome development in the Medium Density Residential (RM) Zone.** The adjacent RM zone should be evaluated for higher density limits and parking requirements to accommodate modern townhome configurations in the Core Area vicinity.¹⁰
- 4. Consideration of “Early Activation Uses.”** “Early Activation Uses” are uses that do not fit neatly into traditional zoning definitions but can contribute to the vitality of an urban district. Early activation uses typically entail various types of uses including special events, temporary use/temporary structure, and semi-permanent uses. Examples

¹⁰ The current RM limit of 21 dwellings per acre supports an average area of about 1,600 square feet per townhome lot. Smaller townhomes lots are appropriate for the Core Area’s smaller parcels and central location and will help project feasibility and the construction of new housing.

include food trucks (individual and pods), pop-up retail/services/offices¹¹, community gardens, art installations, and event space.

Ideas for the evaluation include:

- Evaluate how temporary and semi-permanent uses may already be permitted;
- Consider expanding or modifying Temporary Use allowances within the Core Area;¹²
- Consider expanding uses that are “semi-permanent” and may require less initial capital investment such as tiny home hotels;
- Evaluate options for phasing on and off-site improvements such as on-site paving, sidewalks, landscaping, and street trees; and
- Evaluate permitting on public property for opportunities to encourage activity within the Core Area (e.g. street fairs, parklets, paint the pavement, etc.).

POTENTIAL ZONING MAP UPDATES

There are two areas in which the current zoning within the Core Area does not match the Comprehensive Plan and Core Area Urban Renewal District vision for mixed-use, higher-density, transit-supportive development, and improved east-west and north-south connections. These are discussed below.

¹¹ May be in existing vacant building space, or in semi-permanent structures such as trailers or containers.

¹² BCD 3.6.400

Location	Current Comprehensive Plan/ Zoning Designation	Proposed Comprehensive Plan/ Zoning Designation	Reason
<i>Block between 4th and 5th Streets on Greenwood Avenue</i>	Commercial Limited (CL)	Mixed Neighborhood (MN) or include in the Bend Central District	Map error during 2016 UGB Expansion process. The block was meant to be designated as MN to achieve Inner Highway 20/Greenwood opportunity area goals.
<i>Industrial properties along SE 2nd Street</i>	Industrial General (IG)	Mixed-Use designation	In future long-range planning efforts, consider mixed use land designations, as appropriate, to meet housing and employment goals.

Inner Highway 20/Greenwood Opportunity Area

The Inner Highway 20/Greenwood Opportunity Area was identified in the 2016 Urban Growth Boundary (UGB) process as an opportunity to shift to a more walkable mixed-use corridor. For this reason, the area was “up-zoned” and designated with a new Mixed Neighborhood (MN) land use designation. The Mixed Neighborhood land use designation is intended to provide neighborhood-scaled, pedestrian-oriented mixed-use centers and corridors with a range of residential, retail, service, and office uses that are compatible with adjacent development. However, during the re-designation of the Inner Highway 20/Greenwood area, one block along Greenwood between 4th Street and 5th Street (Figure 9) was not re-designated. After reviewing UGB records, it appears that this block was intended to be included and was excluded due to a mapping error during the UGB process. It is therefore recommended to re-designate the one block from Commercial Limited (CL) to Mixed Neighborhood (MN). Another implementation option is to include the block into the BCD. Either way, this Post Acknowledge Plan Amendment will require a separate process including public outreach with affected property owners and businesses, as well as a public hearing with both the Planning Commission and City Council.

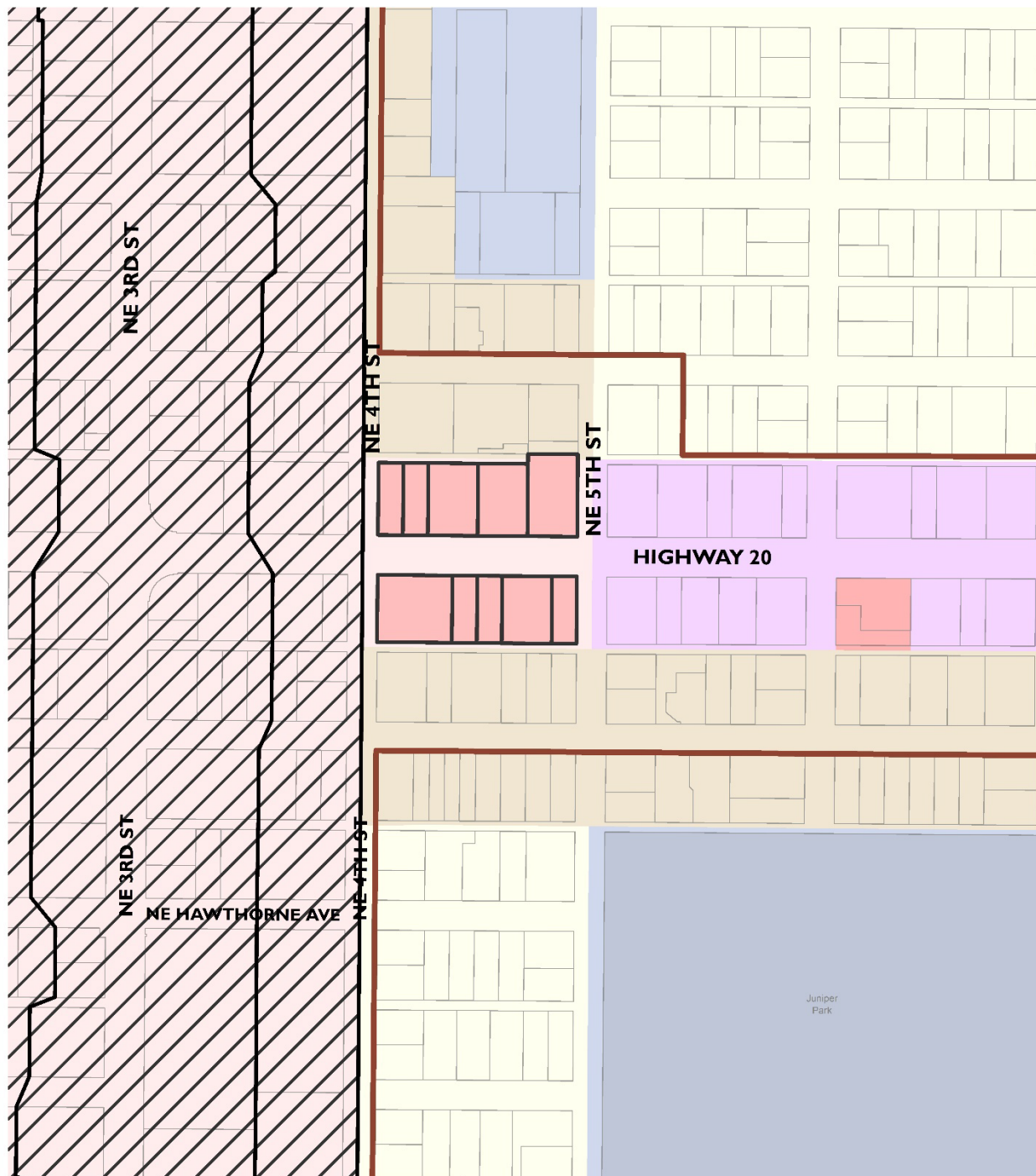
SE 2nd Street Industrial Properties

When conducting a development feasibility analysis, primary drivers of redevelopment identified were zoning intensity and parcel size. The higher intensity of zoning and the larger the parcel, the higher the redevelopment potential is. Within the proposed Core Area Urban Renewal

District, it was found that there are several large parcels adjacent to the KorPine opportunity area (Figure 10) that are currently zoned Industrial General (IG), which is a lower intensity use. These parcels were included in the District due to transportation investment and connection needs adjacent to those parcels. As the KorPine area redevelops and a new east-west connection on Aune Street is established, the industrial zoned properties along SE 2nd Street will likely have demand and market potential/viability for more intensive zoning including mixed-use. It is recommended to consider these parcels, in future long-range planning efforts, for higher intensity zoning to meet future land use and employment goals.

Again, these should be considered in separate processes that considers employment needs including industrial land needs as well as significant public outreach with affected and adjacent property owners and community members.

Figure 9. Inner Greenwood Map Error



CORE AREA

INNER GREENWOOD
MAP ERROR



CITY OF BEND

- Impacted Properties
- Bend Central District
- Core Area
- Taxlots

Zoning

- CC
- CL
- MN

- PF
- RH
- RS

11/26/2019

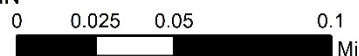
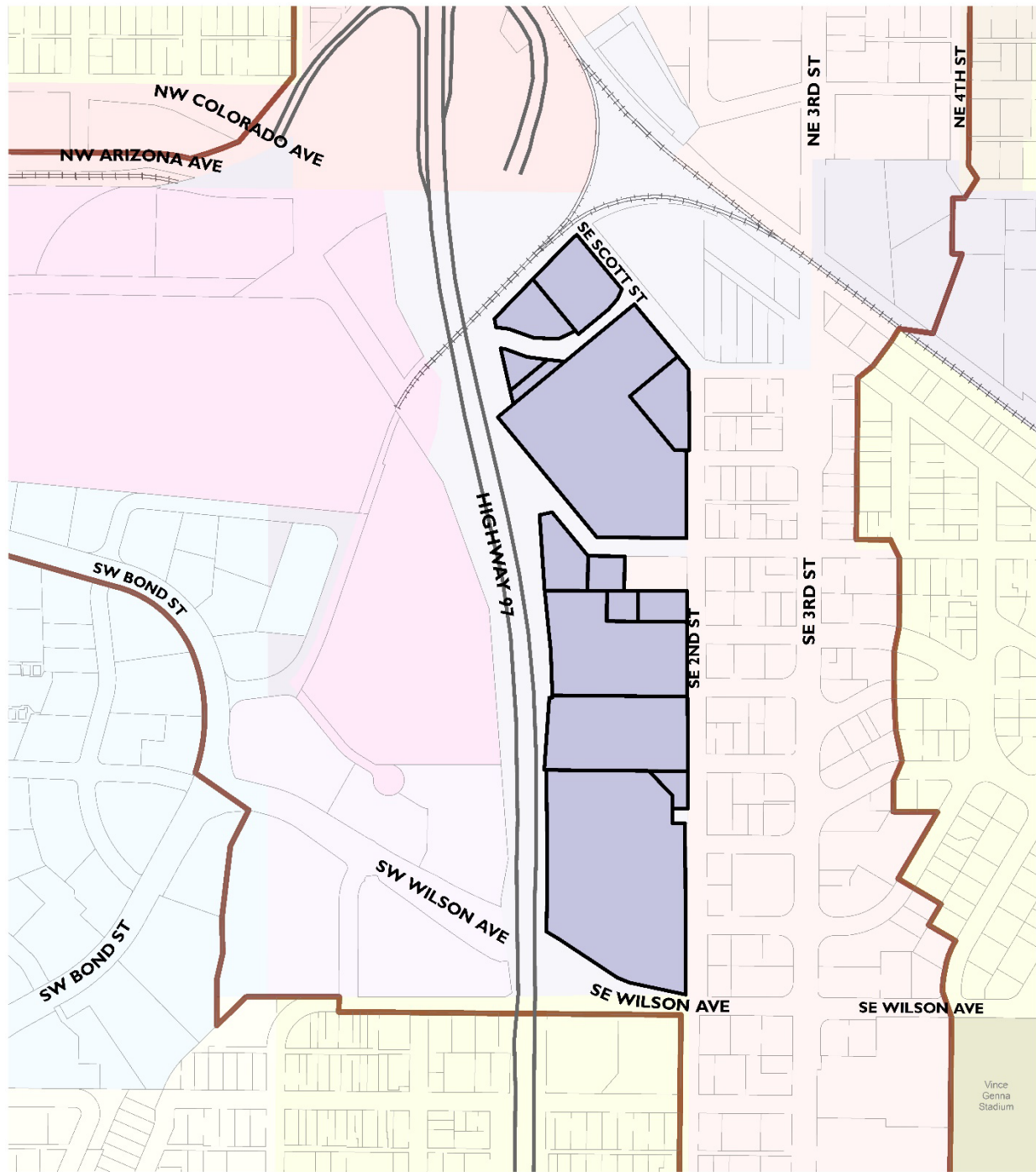


Figure 10. SE 2nd Street Industrial Area Parcels



CORE AREA

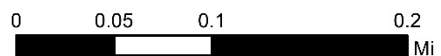
SE 2ND STREET
INDUSTRIAL AREA



CITY OF BEND

- SE 2nd Industrial Area Zoning
- Core Area
- Taxlots
- Parks

- | | | | |
|----|----|----|------------|
| IL | ME | RH | 11/26/2019 |
| CG | CL | RM | |
| IG | MU | RS | |



3. CREATE DEVELOPMENT INCENTIVE PROGRAMS

This section describes the development incentives that can help jumpstart private investment within the Core Area. Many of the desired development types within the Core Area are not market-feasible today and require the implementation of several of these tools in order to be feasible in the near-term. The recommended tools reflect a process of analysis by the CAP team, review and feedback from URAB and extensive input from City departments who would need to be involved in implementation.

RECOMMENDATIONS

- 1. Include Core Area properties in a citywide tax abatement program during the early years of the Urban Renewal District to help catalyze private development.**
- 2. Modify the SDC financing program, particularly focused on modifications to the SDC deferral program.**
- 3. Explore land exchange and/or trade opportunities, leveraging City owned land to provide opportunities for existing uses and users looking to relocate out of the Core Area.**

INTENDED OUTCOMES AND BENEFITS TO BEND

The development incentives detailed in this section will be used by the City to jumpstart investment in housing and mixed-use development within the Core Area. Strategic and careful application of these tools can help attract the near-term investments that will ensure the long-term revenue growth needed for a successful TIF district.

THE NEED FOR DEVELOPMENT INCENTIVES

The City's plans call for new housing and mixed-use buildings in large portions of the Core Area boundary. However, the development market in Bend is not strong enough to make these building types financially feasible today. Investment in new types of buildings in an unproven area is risky, and often requires some type of incentive to get the first several projects underway. Once these initial projects demonstrate market feasibility, lenders and investors become more comfortable funding future projects and fewer incentives are needed.

No recent major residential or mixed-use development projects have been completed in the Core Area, so incentives are warranted particularly in the near-term. Without these incentives, investment will likely be slower and take place in the form of smaller projects like retail or adaptive reuse rather than new, larger apartment and mixed-use buildings. The vitality of the Core Area and the health of the TIF district revenue depend on a steady and increasing stream of investments in the study area. The incentives listed in Table 1 were reviewed by URAB and were determined to be the most promising opportunities to jumpstart investment.

Table 1. Development Incentives

TOOL	PRIMARY PURPOSE	LEVEL OF EFFORT TO IMPLEMENT
<i>Expand Property Tax Abatement Programs for Housing</i>	Development incentive for mixed-use and other housing developments	New program requires adoption by Council ordinance and outreach to affected taxing districts. Some programs also depend on program adoption by taxing districts by resolution.
<i>Modify SDC Financing Program</i>	Make SDC financing more accessible and broadly usable, including changing interest rates and/or deferral of System Development Charge (SDC) payments	Modifications to existing program requires City Council action and amendments to the Bend Municipal Code (BMC Chapter 12.10).
<i>Land Exchanges</i>	Facilitate land use transitions within Core Area and business (industrial) expansion in other areas of city	Requires staffing and coordination with City Council, Bend Urban Renewal Agency (BURA), and relevant advisory boards.

EXPAND PROPERTY TAX ABATEMENT PROGRAMS FOR HOUSING

Property tax abatement programs are a proven incentive tool that can enable development types that would not otherwise be feasible. Over the life of their implementation, property tax abatements can generate more tax revenue than the market would otherwise deliver. The City Council has identified the desire to look into developing a citywide tax exemption program, with participation extended to all taxing districts, as part of their 2019-21 Council Goals.

Tax Abatement: The Basics

Oregon law enables a variety of property tax abatement programs that could have a major impact on the financial feasibility of development and redevelopment within the Core Area. Each program has somewhat different parameters and intended outcomes. Tax abatements can be tied to specific performance criteria, such as delivering vertical mixed-use buildings, or workforce and affordable housing.

However, the basic premise for all programs is to offer property tax abatements for a limited period of time in order to enable higher intensity developments where they would not otherwise “pencil.” For instance, the property taxes on a new mixed-use building can be hundreds of thousands of dollars a year. If those tax payments are abated for a 10-year term, it has a significant impact on a project’s cash flow and allows the project to survive on lower rents than it would otherwise be able to; and in some cases may enable the development of a project that would otherwise not be financially feasible.

The City has an existing citywide property tax abatement program for projects that are entirely affordable at or below 60% Area Median Income (AMI) for rental and at or below 80% AMI for ownership units. Participation in the program by other taxing districts is approved by taxing districts on an individual project-by-project basis and is subject to City approval of the development. The City’s program is available anywhere in the City but has primarily been used by non-profit developers of low- and moderate-income housing than by private market-rate developers.

Two State-Defined Tools to Consider

There are two primary tax abatement programs defined in the state’s statutes that could benefit the Core Area. Each would require adoption by City Council and, to be most impactful, negotiation and participation from other taxing districts. The City can adopt tax abatements without the participation of the other taxing districts; however, the City’s share of property taxes is relatively small so the programs will be most beneficial if the City can secure broader participation from all applicable taxing districts.

The two tax abatement programs are Vertical Housing Development Zones (VHDZ) and Multiple-Unit Property Tax Exemptions (MUPTE). Each are structured somewhat differently and thus could be applied to varying extents within the Core Area. For example, MUPTE could be applied to properties located within the Mixed Urban (MU), Mixed Neighborhood (MN), Mixed

Riverfront (MR), and Bend Central District zones, whereas VHDZ could be applied to all or some of Main Streets identified in the BCD Code recommendations, including 3rd Street.

The VHDZ tool is focused on mixed-use buildings and requires ground floor commercial space and residential floors above. VHDZ also has a scaling property tax abatement level that is most beneficial on projects at least 4-5 stories tall. As such, VHDZ is best suited for lots that front the key commercial streets identified in the Urban Design Framework where ground floor retail is desired, such as portions of 3rd Street. Taxing districts are automatically enrolled to participate in the program, however, can elect not to participate on an individual basis. In addition, VHDZ also requires a project to be under construction prior to formally applying.

The MUPTE tool is less restrictive in terms of the building types it can benefit—it could apply to both stand-alone residential buildings and mixed-use buildings including transit-oriented areas or city “Core Areas” such as the CAP boundary. Importantly for MUPTE, if taxing districts that make up at least 51% of the combined tax rate vote to approve, then the full tax rate can be abated. The top four taxing districts based on levy amount (in order) are: Bend La-Pine School District (BLSD), City of Bend, Deschutes County, and Bend Park & Recreation District (BPRD); with the top two representing effectively over 60% of the combined tax rate.

A summary table of these tax abatement tools was produced as part of the UGB implementation process completed in 2018. Portions of the following table are adapted from that effort.¹³

Table 2. Property Tax Abatements: Comparison of VHDZ and MUPTE

PROGRAM & AUTHORIZING STATUTE	VHDZ ORS 307.841 TO 307.867	MUPTE ORS 307.600 TO 307.637
<i>Designation process</i>	City designates via ordinance or resolution. Notice to overlapping taxing districts required. Must consider potential for displacement of households in the zone. City must establish standards and guidelines with requirements for eligibility.	City designates via ordinance or resolution. Public hearing required to determine whether qualifying housing would or would not be built without the benefit of the program.
<i>Eligible areas</i>	Anywhere in the city.	Core Areas, light rail station areas or transit-oriented areas (within one-quarter mile of fixed-route transit

¹³ [Bend Urban Growth Boundary Implementation: Return on Investment Analysis and Next Steps](#) (pages 93-95), March 16, 2018.

		<p>service per a local transportation plan). Alternatively, the City can designate the entire city and limit the program to affordable housing. URDs are also eligible.</p>
<p>Eligible projects</p>	<p>Must include at least one “equalized floor” of residential; at least 50% of the street-facing ground floor area must be committed to nonresidential use. Can be new construction or rehabilitation. City can add other criteria.</p>	<p>Housing subject to a housing assistance contract with a public agency (must show that the exemption is necessary to preserve or establish the low-income units, but no max income); or housing that meets city criteria for number of units and design elements benefitting the public. If transit-oriented, must support the transit system. May be new construction, addition of units, or conversion of an existing building to residential use.</p>
<p>Best suited areas within Core Area Project boundaries</p>	<p>Lots fronting key corridors with greater height allowances where active ground floor uses are desired/required.</p>	<p>Interior lots without high quality retail frontage where stand-alone residential projects are most feasible and desired.</p>

These incentives are typically adopted by ordinance into the City’s Development Code. The Code language should outline the criteria for approval and the process for approving individual tax exemptions. Like Urban Renewal, these incentives require a high degree of cooperation from other taxing districts in order for housing development projects to take full advantage of the allowed tax exemption. Therefore, coordination and agreement among the taxing districts is important to configure prior to City Council adoption.

TERM-LIMITED TAX ABATEMENTS WITHIN THE CORE AREA

A limited application of tax abatement is recommended within the Core Area. The recommendation is specifically to implement tax abatement in the early years of the TIF district in order to incentivize early “pioneer” investors in the district while minimizing the potential impact to long-term tax revenue that the TIF district relies on.

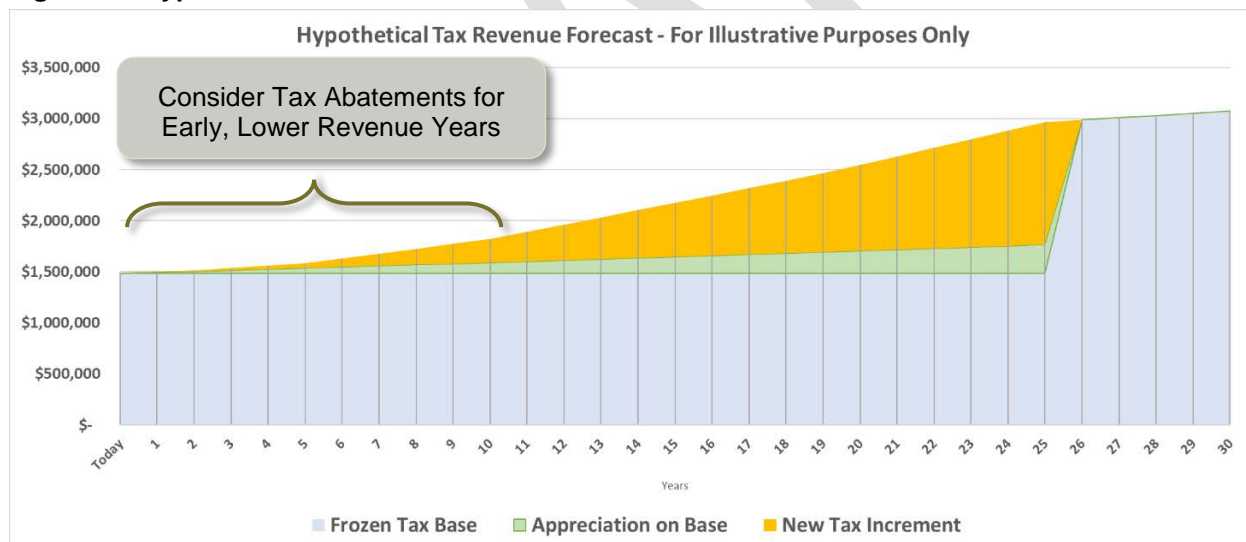
The two most powerful tools evaluated for application in the Core Area are property tax abatement programs and TIF. The mechanics of these two tools, and the reliance of each on property taxes, can make wholesale implementation of **both programs in the same area at the**

same time potentially challenging. Because TIF relies on new investment, appreciating values, and increasing tax revenues in order to fund new projects, a tax abatement tool **can** limit the funds that could be available for TIF use.

TIF revenue increases relatively slowly over time, and in theory, a majority of the overall revenue will occur after year 10 than before. Therefore, it is important to implement targeted tax abatements in the early years of the TIF district and to regularly evaluate the program.

Possible implementation mechanics could include regularly scheduled program evaluations or a sunset provision within a fixed period of time (5 to 10 years) following program adoption. In addition, maximum limits could be instituted either through a maximum dollar amount available for abatement or a limit on the number of units that benefit. These types of “first come, first served” provisions would provide a powerful financial incentive for near-term investment within the district that, in theory, would benefit TIF revenues after year ten. A graph below shows a hypothetical TIF revenue and how a tax abatement program in early years is unlikely to have a major impact on TIF revenue.

Figure 11. Hypothetical Tax Revenue Forecast



Tax Abatements Can Generate More Tax Revenue – Long Term

It is important for taxing districts, such as cities, school districts, and other special districts to keep in mind that buildings last far longer than the 10-year abatement period. Tax revenue generated over a 30- or 40-year period on more intense projects enabled by the abatements will far exceed the revenue from less intense building types that would otherwise have been built. For example, if a single-story retail building was the highest and best use of a site without tax

abatements, that retail building would generate far less in property taxes over a 30 or 40-year period than a multistory mixed-use building—even with 10 years of tax abatement. The diagram below illustrates this point. In this example, the Net Present Value (NPV) of 30 years of tax revenue from a single-story retail building is less than half of that of a mixed-use building—even considering 10 years of tax abatement on that mixed-use building.

Figure 12. 30 Year Annual Tax Revenue



MODIFY SDC FINANCING PROGRAM

SDCs are an important source of revenue for the City to pay for the cost of public infrastructure. However, they also represent potentially significant upfront costs of development. Large costs at the beginning of a real estate development project, before revenue generation, can be a major barrier - particularly for small and medium-sized builders. State law and City municipal code currently allow for the financing of SDCs. Through modifications to the existing SDC financing program, the City could potentially lower the cost of development and incentivize desired development types within the Core Area.

Reduce Interest Rates for SDC Loans

The City’s current SDC financing program allows for a 10-year payment plan at a 7% interest rate or a 5-year payment plan with a 6% interest rate. These loan rates are higher than commercial loan rates currently, which are at historically low rates and likely to escalate. Public borrowing rates are much lower than 6-7%, enabling the City to lend money at substantially lower rates than commercial lenders—even in this low interest rate environment.

It is recommended that the City explore reducing these rates to better reflect local public borrowing rates for development projects that have a defined public benefit within this area. One option would be to consider establishing a rate that is linked to the City’s borrowing rates, such as using the prime interest rate plus an additional percentage point or points to capture associated financial risks and administrative processing that the City would be taking on.

Research of other existing programs throughout the state of Oregon can provide guidance on best practices to modify the City’s program to mitigate risk and account for administrative impacts to the City, such as the consideration of program maximums and application fees. Several examples of SDC loan programs from other Oregon communities are found in Table 3.

Table 3. SDC Loan Program Comparisons of Oregon Cities

PROGRAM DETAILS	BEND, OR	HILLSBORO, OR	GRANTS PASS, OR	GRESHAM, OR
Rates	5-year term = 6%, 10-year term = 7%	10-year average United States Treasury (UST) + 2%	Bank rate + 2%	10-year average UST + 2%
Conditions	<ul style="list-style-type: none"> 0% down Single family, multifamily, commercial and industrial are eligible Require 1st position lien 	<ul style="list-style-type: none"> Requires a 15% down payment Eligible for single family, multifamily, commercial and industrial Require 1st position lien 	<ul style="list-style-type: none"> 10% minimum down payment-due at signing \$370 application fee \$100,000 financing maximum; larger amounts at discretion of Finance Director Total SDC financing not to exceed \$1 Million Require 1st position lien Commercial and industrial: required deferral agreement with City to defer to occupancy date 	<ul style="list-style-type: none"> \$434 process fee Repayment up to 10 years (developer’s choice) \$100K max per customer \$1 million total program limit for the City

SDC Deferrals

The City currently has a program that allows for multifamily projects to apply for a deferral of SDC payments from the time of permit issuance to the issuance of a Certificate of Occupancy (CO). This deferral can delay this payment for 12-18 months or more on a typical project which can be very helpful for the financial feasibility of the project. During this 12-18-month period, new development projects are usually utilizing short term construction loans that have a higher interest rate than permanent financing. If the funds used to pay the SDC fees are financed, this deferral in payment can reduce interest charges—and this is especially true with a higher interest construction loan. One drawback of the current program is that it requires that developer pay SDCs based on the fees that are in place at the time of occupancy, rather than at the time of application. In recent years, City SDC rates have risen roughly 3% each year which places uncertainty and risk on developers. In some cases, this has caused developers to choose to pay SDCs upfront at a known rate versus delaying payment to a potentially higher SDC rate at the time of occupancy.

The City could explore modifying or expanding the SDC deferral program to a broader range of project types beyond the current allowance for just multifamily projects with three or more units. In addition, the City could explore allowing a developer to “lock in” the current SDC rates at the time of permit issuance, but delay payment until a CO is issued. Examples of SDC deferral programs from other cities in Oregon shown in Table 4 can be used when considering modifications to the City’s existing program.

Table 4. SDC Deferral Program Comparison of Oregon Cities

PROGRAM DETAILS	BEND, OR	MEDFORD, OR	GRANTS PASS, OR	GRESHAM, OR
<i>Residential</i>	<p>Multifamily deferral program (3+ units):</p> <ul style="list-style-type: none"> Administrative fee rate set at time of occupancy (2019 rate is \$524). SDCs paid prior to issuance of occupancy permit or actual occupancy. 	<p>Single-family deferral until sale of property or time of actual occupancy, whichever is first.</p>	<p>Single Family:</p> <ul style="list-style-type: none"> First priority lien filed by City. One-time administrative fee for application processing. Deferral until certificate of occupancy issued. 	<p>Single Family:</p> <ul style="list-style-type: none"> First priority lien filed by city with county. \$434 admin fee for application processing. SDCs deferred until certificate of occupancy is issued.
<i>Commercial</i>	<p>No existing commercial program.</p>	<ul style="list-style-type: none"> SDCs under \$250K: First priority liens filed against property after 60 days of approval. SDCs between \$250K-500K: 30% paid at time of building issuance; remainder deferred until sale/occupancy. 	<p>No commercial program.</p>	<p>No commercial program.</p>
<i>Additional Considerations</i>	<p>Only two projects have used the program since adoption in September 2016.</p>	<p>Construction Excise Tax: 1/3 of 1% of improvement value for all development.</p> <p>Program created at same time of SDC Deferral program to mitigate financial impacts; required Council approval.</p>	<p>Economic Development incentive: Subsidy for SDCs on commercial developments expanding or relocating to Grants Pass. Program not totally defined yet.</p>	<p>Not applicable.</p>

LAND EXCHANGES

It is recommended that the City, particularly Economic Development staff, consider facilitating the relocation of space-constrained industrial users within the Core Area to other publicly owned sites within City limits. Juniper Ridge is the largest such potential relocation site. Juniper Ridge is intended to be used for industrial and employment uses. Within the Core Area there are many operating industrial users that may be space constrained and eager to move outside of the area. As the area transitions to a more urban development pattern, including new residential units, that desire is likely to increase. The City has the opportunity to leverage publicly owned land, such as Juniper Ridge, to accelerate that transition of the district from heavy industrial to other, more urban uses while also facilitating the continued operation and growth of key industrial employers.

4. DESIGN AND BUILD KEY INFRASTRUCTURE AND PUBLIC REALM AMENITIES

This section describes public realm amenity and infrastructure including parks, sewer, water, and transportation investment needs and strategies for the Core Area. Public realm and infrastructure improvements are intended to address deficiencies, create enhancements that benefit existing and surrounding businesses and residents, and, stimulate new private development in the area. The recommendations in this section builds on and is coordinated with the recommendation to form an Urban Renewal Plan.

RECOMMENDATIONS

Invest in key infrastructure and public realm amenities to remedy existing deficiencies and attract private development within the Core Area.

- 1. Continue to engage in community conversations to locate and invest in public attractions within the Core area to catalyze private development.**
- 2. Incorporate policies and prioritize projects that achieve Core Area goals when updating future infrastructure plans.**
 - Prioritize infrastructure projects within the Core Area.
 - Prioritize Midtown Crossing project(s) to establish a primary east-west connection in the Core Area to catalyze private development.
 - Identify stormwater solutions and policies that reduce barriers to private development within the Core Area while protecting water quality.
- 3. Continue to collaborate and identify opportunities for synergy projects that provide stormwater, sewer, water, transportation, and public realm benefits to the Core Area and the community.**
- 4. Develop internal capacity to partner with private development to finance infrastructure investments using tools such as Local Improvement Districts (LIDs) and Reimbursement Districts.**
 - Expand capacity to support administration of LID and reimbursement district projects in the Core Area.

INTENDED OUTCOMES AND BENEFITS TO BEND

Key investments in infrastructure and public realm amenities will help drive investment into the Core Area. Investments and planning efforts for transportation, sewer, water, and stormwater will continue to attract private development and equitably distribute costs for infrastructure. Public realm amenities can serve as community gathering places, make the area more attractive to live in, and attract businesses and events. Signature projects, such as a gateway under/overcrossing or a public plaza could serve as a marketing and wayfinding tool for the City.

There are opportunities for synergy projects within the Core Area that will address multiple concerns through a single investment. For example, stormwater drainage and treatment can be addressed through both transportation/streetscape projects as well as park and open space improvements.

INFRASTRUCTURE AND PUBLIC REALM INVESTMENT NEEDS

During the Core Area Project process, the community identified project ideas and priorities for the area. Of the 239 project priorities identified, approximately 80% were transportation based. Another 32% of the comments were supportive of placemaking investments such as public/civic spaces, parks/green space, and art. Both the existing and needed public realm amenities and infrastructure (transportation, sewer, water, and stormwater) considerations for the area that led to the above recommendations are discussed below.

Prioritizing infrastructure and public realm investments (such as parks, sewer, bike facilities and sidewalks) in the Core Area also meets other City policies including Community Climate Action Plan goals and fair housing policy goals as recommended in the City's 2019 Analysis of Impediments to Fair Housing.

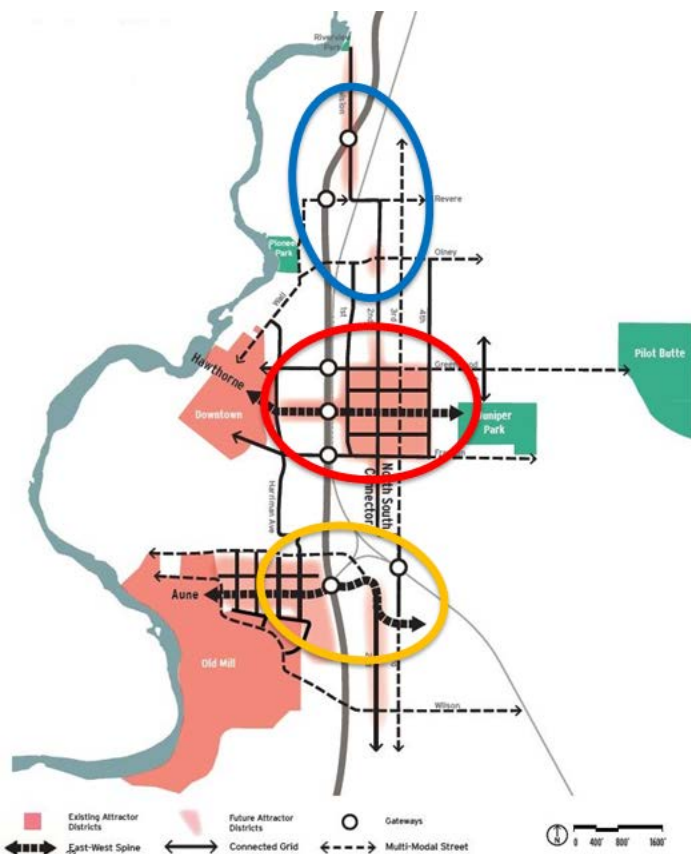
While Urban Renewal provides opportunity for infrastructure financing in the Core Area, it will certainly not be enough to cover expenses for all infrastructure needs identified for the area. Information about additional infrastructure financing mechanisms including LIDs and reimbursement districts is also provided in this section.

Prioritizing Infrastructure and Public Realm Investments

The following graphic provides guidance to support the prioritization of infrastructure and public realm investments. These priority areas can be used in particular to prioritize both the timing and level of support for public realm and transportation improvements in the area. Through the

CAP process, emerged the notion of the first priority area, the “core of the core,” which consists of the area that mirror the boundaries of Downtown on the east side of the Parkway within the Bend Central District between Greenwood Avenue and Franklin Avenue. Subsequent priority areas consist of the South Section, including the KorPine opportunity area and new Aune Street extension, followed by the North Section near Revere Avenue and Olney Avenue.

Figure 13. Priority Areas



Priority Area #3: North Section

- Connects emerging districts (Division and BCD) to Downtown
- Supports both east-west connectivity as well as north-south

Priority Area #1: Central Section

- Connects BCD to Downtown
- Enhances East-West connectivity
- “Core” of the Core

Priority Area #2: South Section

- Connects Old Mill & KorPine to the BCD and adjacent neighborhoods
- Supports both East-West and North-South connectivity
- Connects existing districts (Old Mill) and emerging districts (KorPine and BCD)

Public Realm Amenities

Throughout the CAP planning process, the desire for public realm and placemaking improvements was voiced in a variety of ways. During the open house and public engagement process, 37% of project ideas included placemaking improvements. 12% of those ideas supported public attractions in the area and 10% supported parks and green space in the area. In addition, support and desire to locate a visual and performing arts center in the area was voiced at several URAB meetings.

Public realm investments including public attractions, parks, art and even streetscape improvements such as pedestrian scaled lighting and benches are critical to the success of urban areas.

Parks

A key ingredient in developing a successful urban district is access to parks and green spaces. City parks and open/green space have been proven for their social, economic, environmental and health benefits that make urban environments more attractive places to live and work. Homebuyers prefer and increasingly are seeking homes close to parks, open space, and greenery. Parks and open space will be crucial to attracting more urban-scale housing development and residents to the Core Area.

The Core Area is currently park deficient. The proposed Core Area Urban Renewal District currently consists of one park, Riverview Park, on the north end of the district between Division Street and the river. The park is rarely accessed and utilized. The Bend Park and Recreation District has plans for one park within the Bend Central District identified in their 2018 Comprehensive Plan. In addition, one of their neighborhood park search areas extends into the KorPine sub-area. However, the District is well aware of the potential for a significant level of new housing in the future, which would increase their need to provide additional park facilities based on their adopted park Levels of Service.



Riverview Park in Bend, OR

Parks and open spaces were identified by the community as a key desire for the area including significant support for a central park as well as open space, pocket parks, and a public plaza/square for a farmer's market and outdoor entertainment.

Some specific park elements that were identified during public outreach included water fountains, dog friendly facilities, trees, benches, art, splash pads, greenways/trails, a community garden, and wildlife and pollinator friendly landscaping. In addition, community members identified a desire to incorporate green spaces into the right-of-way (ROW) through streetscape improvements. Parks also provide an opportunity for dual recreational stormwater infrastructure that could be used to reduce barriers to private development. The City and BURA should continue to coordinate with BPRD to seek opportunities for park development within the Core Area.

Public Attractions

The community also voiced a desire for public and creative spaces such as government buildings, music/art venues, and creative/maker space within the Core Area to serve as community gathering spaces, attract more people to the district, and to drive private investment. Community members have had long standing conversations and ideas that were voiced and presented through the Core Area Project planning process. Public attractors that are consistent with community identified needs could include any of the following elements and be funded through a variety of civic and private funding partnerships:

- Flexible meeting space/event space
- Creative/maker space
- Center for the arts (music/art venue)
- Civic building space (City Hall, Library, School)
- Museum
- Non-profit office space
- Public plaza/park
- Public restrooms



Patricia Reser Center for the Arts in Beaverton, OR

The City and BURA should continue to engage and foster community conversations about locating public attractions to the Core Area to support and attract private investment¹⁴.

Infrastructure

Below is a summary of primary transportation and utility (sewer, water, stormwater) infrastructure needs within the Core Area.

Transportation

Throughout the Core Area planning process, transportation was identified as one of the most important investment needs for the Core Area by the community. Overcoming obstacles to development and reinvestment in the area will require both a more functional transportation system as well as a more appealing public realm - including walkable and beautiful streets that contribute to the area's placemaking goals.

There are approximately \$100 million of transportation projects identified in the draft BTP within the Core Area. In addition, there is up to \$45 million of estimated streetscape improvement needs to fully implement the Core Area Urban Design Framework. While the BTP identified projects are eligible for a range of funding sources¹⁵, the BTP's priorities are safety, capacity, complete streets, and other foundational needs and not necessarily streetscape improvements. Therefore, the transportation funding strategy proposed for the Core Area is to allocate urban renewal revenue for a mix of key streetscape improvements and some BTP identified transportation projects in the proposed URD, with **an emphasis on streetscape improvements** that will be catalytic for the area and have few other options for funding. Streetscape improvements and street design intended to create a more appealing public realm are further discussed in later sections of this chapter.

The key investment needs for developing a functional transportation system in the Core Area are summarized below. Through the CAP planning process, the need to improve and establish a safe and comfortable connection between Downtown and the Bend Central District was identified as a key priority to stimulating development/redevelopment of the Core Area.

¹⁴ Public buildings, including public art as defined in legislative updates to ORS 457, must receive concurrence from three out of the top four taxing districts estimated to forgo the most property tax revenue in order to be included in an Urban Renewal Plan and Report

¹⁵ BTP project funding sources include GO Bond revenue, Transportation User Fee (TUF), Transportation System Development Charges (TSDCs), private development assistance, and Urban Renewal.

- **Bicycle/pedestrian major connectivity upgrades:** Crossing improvements at major roads and rail lines to provide better and safer connections for bikes and pedestrians. (Examples: Midtown Crossings, which is an identified BTP project that will create or enhance crossings over or under the Parkway and railroad corridors, and 3rd Street underpass)
- **Bicycle and pedestrian key route improvements:** Providing a more continuous, safer, and more comfortable street design for bicyclists and pedestrians on key walking and bicycling routes identified in the BTP work to date. (Examples: Franklin Avenue and Olney Avenue Key Routes)
- **Intersection improvements:** Enhanced crossings, traffic signal changes, roundabouts, additional turn lanes, or other treatments to enhance safety or reduce delay for vehicles at intersections. (Examples: Olney, Revere, and Franklin intersections at 2nd and 4th Streets)
- **New road extensions (connectivity and capacity):** Building new street extensions to provide better connections for vehicles, bikes, and pedestrians. (Examples: Aune Road and Sisemore Street extensions)
- **Parkway related improvements:** Comprehensive corridor-wide improvements to benefit vehicles, bikes, and pedestrians. (Example: Revere Avenue interchange improvements, US97/Colorado Avenue interchange)
- **Safety improvements:** Projects identified in the Bend Transportation Safety Action Plan (TSAP) that address sites for safety improvements, such as the 3rd Street & Miller Avenue intersection.
- **Transit enhancements:** signal upgrades to improve transit speeds and "mobility hubs" to provide multimodal connections on key transit routes. (Examples: Mobility and Transit Hubs and high-capacity transit corridor improvements)

Transportation investment priorities for the area include projects that remove barriers between east and west Bend, provide north-south connectivity, create a walkable area with a balanced transportation system, and support and catalyze private development. Priority areas were identified to help guide the prioritization of transportation investments in the Core Area.

The Draft BTP identifies a variety of transportation funding tools including SDCs, TUF, urban renewal, and LIDs. Urban renewal revenue will not be sufficient to support all of the transportation needs identified for the area; therefore, it will be important to couple urban renewal revenue with other funding sources identified in the BTP to achieve the transportation improvement goals for the area.

Specific transportation projects planned for the Core Area are being identified through the BTP update. Projects included in the Draft 2040 Project list can be in the Technical Appendix¹⁶.

Utilities

Stormwater

The City of Bend does not have a traditional stormwater system and instead relies on a dispersed system primarily using Underground Injection Controls (UICs). Some of the northeastern areas of the Core Area do fall within sub-drainage basins that drain into the Deschutes River. The City seeks to reduce the amount and improve the quality of the stormwater draining to the river through low impact development, green infrastructure and UICs. There are also known flooding locations within the Core Area, primarily in the Bend Central District with a cluster of flooding locations along 2nd Street and Revere Avenue as well as along 8th Street within the Inner Highway 20/Greenwood subarea. The Franklin Undercrossing is the number one priority location to address for stormwater in the area; followed by the Greenwood undercrossing. This provides synergy project opportunities with the Midtown Crossings project identified in the BTP.

Providing all stormwater infrastructure on-site can be a barrier to development, particularly for small lots. As the City of Bend densifies, there is a need to evaluate regional treatment facilities in combination with other treatment methods such as low impact development, onsite and street side improvements. As part of the next Stormwater Master Plan update, the City should explore opportunities to mitigate barriers to private development in providing stormwater treatment on-site within the Core Area, and potential funding sources for these improvements. Solutions could include a centralized treatment facility or dispersed treatment facilities such as pocket parks, water retention features within central park/plazas, and low impact development features, particularly within the ROW, that also meet streetscape and green space goals for the area. Low impact development stormwater solutions include volume reduction and water quality methods such as dispersion, bioretention (swales, rain gardens), permeable surfaces, infiltration ponds, as well as media and membrane filters and drains. Projects should aim to keep stormwater within the private and ROW areas of the project plan to ensure infiltrating, injecting, or evaporating occurs as close to the source as practicable.

¹⁶ Transportation projects identified in the Draft BTP are included in Appendix __, Transportation Projects within the Core Area or by visiting <https://www.bendoregon.gov/home/showdocument?id=43420>

Investments in transportation projects that promote alternative modes and reduce automobile travel also have an indirect effect on stormwater management by reducing pollution sources of stormwater quality.

Stormwater improvements are primarily funded with revenue collected from a stormwater utility fee program. Urban renewal revenue, as well as LIDs and reimbursement districts, can provide a potential gap funding source to support stormwater improvements for private development or for key stormwater infrastructure needs such as the Franklin underpass. Whenever possible, stormwater investments should take into consideration greater project context needs along a corridor such as identified transportation and streetscape improvement projects within the Core Area.

Sewer

The City adopted the 2018 Collection System Public Facility Plan (PFP). The majority of the project area does not require any major near-term sewer improvements to support development and redevelopment apart from the KorPine opportunity area. The following projects were identified to support increased infill and density within the Core Area and will likely be funded primarily with sewer SDCs and rate fees.

Table 5. 2018 Sewer Public Facility Plan (PFP) Projects to Serve Core Area

PROJECT	DESCRIPTION	TIME FRAME	COST
<i>Drake Lift Station</i>	Replacement of existing facility with a new lift station.	In 2019-24 Capital Improvement Program (CIP)	\$399,000
<i>Drake Lift Station Force Main</i>	Upsize existing force main near the intersection of Riverside Blvd and Congress Street.	2018-2023	\$2,730,000
<i>Drake Downstream Trunk</i>	Upsizing gravity sewer to serve buildout densities for KorPine development site. To minimize traffic disruptions, an alternative improvement route from the Drake Lift Station to an improved 2 nd Street Trunk may be considered.	2023-2028	\$3,200,000

<p>Central Interceptor</p>	<p>Upsizing to accommodate buildout densities of expansion and opportunity areas including KorPine, Central Business District, OSU Cascades, Century Drive, West and Shevlin UGB expansions.</p>	<p>2023-2033</p>	<p>\$11,680,000</p>
<p>Southeast Interceptor Extension & Diversion</p>	<p>The project extends the Southeast Interceptor west from Parrell Road and across Highway 97. The improvement will divert wastewater from the Mahogany/Amethyst trunk sewer and the Central Interceptor system for continued development in the City central core.</p>	<p>2018-2023</p>	<p>\$4,000,000</p>

While not all of the above listed projects are actually located within the proposed Core Area Urban Renewal District, they will support capacity for further buildout of the area. The Drake Downstream Trunk and the Central Interceptor projects are partially located within the proposed Core Area URD but also serve sewer capacity needs citywide. As the Core Area develops and redevelops, key sewer infrastructure investments will ensure sewer capacity for the area.

Water

The Core Area falls entirely within the City of Bend water service territory. As the City updates the Water System Master Plan, project needs will be identified. The main water system concerns within the Core Area include the need to replace outdated, galvanized and cast-iron piping. In addition, there may be several areas in need of pipe upsizing such as pipes that will need to be re-sized from 6” to 8” as density increases. City staff are coordinating to identify capital improvement needs within the Core Area as a higher priority through the ongoing Integrated Water System Master Plan.

Additional Infrastructure Financing Tools

The following is a discussion about additional infrastructure financing tools meant to complement existing infrastructure financing mechanisms such as SDCs, rate fees, Urban Renewal, and franchise fees. To expand existing capacity of these infrastructure tools could require additional staff resources.

Table 6. Additional Infrastructure Financing Tools

TOOL	PRIMARY PURPOSE	LEVEL OF EFFORT TO IMPLEMENT
<i>Reimbursement Districts</i>	Formalized process to facilitate smaller infrastructure improvements	Existing program, each new district requires public hearing and city council approval by resolution (see BMC Chapter 2.20).
<i>Local Improvement Districts (LIDs)</i>	Raise additional revenue for localized infrastructure improvements	Expansion of program would require staff resources. Lid formation requires public hearings and adoption by council resolution (BMC Chapter 2.10).

Reimbursement Districts

Bend Code allows for reimbursement districts to fund the construction of infrastructure. Typically, a private developer pays the cost of building public infrastructure related to the impacts of their development and applies for the creation of a reimbursement district. The district must be approved by City Council, following a public hearing. Benefited properties in the reimbursement district are flagged in the City's permitting system so that when/if they pull a permit, they are required to reimburse the original developer for their proportionate share of the cost. Repayment obligations expire after 10 years and are only triggered when or if a site seeks a building permit or development approval, so repayment is not guaranteed. In addition, the formation of the district does not result in an assessment or a lien against the property.

Reimbursement districts are best suited to fund relatively small localized projects in areas where there is a reasonable likelihood that the majority of the projected development or redevelopment will occur within the expiration period. There are limits to how large an infrastructure project a private developer can front-load onto their development without assurance or predictability of repayment. These tend to be projects like a single intersection or roundabout improvement, for instance.

Local Improvement Districts

LIDs use special assessments paid by property owners to pay for public infrastructure constructed by the City that specially benefits the property within the district. LIDs are particularly well-suited for projects that have a more localized special benefit and where property owners have sufficient resources, anticipated benefits and motivation to agree to participate in the LID. For example, a limited extension of a water or sewer line that benefits several parcels directly are good examples of a project that can be handled by a LID. LIDs can

complement urban renewal districts because they do not divert or draw from the property tax revenue being shared with the urban renewal district.

A LID has two similarities to a reimbursement district: (1) a project and benefitted properties are identified; and, (2) the district requires City Council approval to be created. After the district is created, the City constructs the infrastructure and a lien is placed against each benefitted property. Each property is then required to make payments until the lien is paid off, either up-front or in installments.

The City could provide useful information to assist property owners in the groundwork required to form a district. For instance, assembling information about properties that could potentially participate, such as maps of lot location, lot size, and ownership contact information. Some cities also provide the preliminary engineering for the public improvement that forms the basis for the LID. Expanding the use of these programs will require additional staff resources for administration.

To date, LIDs have not been frequently used in the City of Bend; however the Transportation System Plan Funding Work Group (FWG) has identified that LIDs should be part of the Transportation Funding Plan, recognizing they are best suited to fund infrastructure needs in opportunity areas (including those in the Core Area), for neighborhood-focused walkability improvements as well as expansion areas. LIDs and reimbursement districts, where the City helps performs the work, are currently constrained by the City's capacity to allocate staff time to develop districts and manage projects. With additional resources, the City could be of great help facilitating the private financing of public infrastructure—a win-win for the City and the private sector.

5. UPDATE STREET STANDARDS AND MOBILITY GUIDELINES

This section describes draft concepts for updated street standards in the Core Area. These recommendations are intended as a starting point for further design work and continued coordination with the many stakeholders who have an interest in safe, walkable, and attractive streets in the Core Area.

RECOMMENDATIONS

- 1. Update Street Standards and Specifications for streets within the Core Area.**
- 2. Adopt Mobility Design Guidelines that include urban design, pedestrian, bikeway, transit, curb management, and other mobility design elements for the Core Area.**
- 3. Proactively monitor and manage parking in the Core Area.**

INTENDED OUTCOMES AND BENEFITS TO BEND

Updating the street standards and specifications and adopting mobility guidelines within the Core Area will:

- Create walkable and attractive streets that are an essential public realm complement to the urban zoning and vision adopted for the Core Area.
- Support and attract private investment that will generate tax increment revenue for reinvestment in the area.
- Help draw customers for local businesses and enable customers to comfortably visit several destinations in a single visit and encourage walking between destinations.
- Implement the Urban Design Framework and URAB's Guiding Principles to remove east-west barriers; create a walkable area with a balanced transportation system; and create a place to live, work, and play using sustainable/low impact practices.

THE NEED FOR UPDATED STREET AND MOBILITY STANDARDS

Streets present the largest public realm opportunity. Walkable and attractive streets are needed within the Core Area because streets comprise the largest portion of the area's public realm. In the area between Greenwood and Franklin Avenues, 3rd Street, and the Parkway, the existing street grid comprises 24% of the total area, and essentially 100% of accessible public space. This large area is an important public resource that merits careful planning and design.

Great streets serve many needs. Functionally, the Core Area's streets serve (and will serve better in the future) many important needs for the Bend community such as east-west and north-south connections, access to approximately 800 businesses, walking routes to transit, and access to downtown. Walkable and attractive streets are essential to serving fundamental community needs and will be increasingly important as the area redevelops.

Updated standards will coordinate investment. An updated and coordinated set of street standards are needed to provide clear direction to the City and BURA as they make investments in the area, to the private sector during development review, and to partnering agencies such as Cascades East Transit (CET) who own property or have transportation interests in the area.

Mobility of people and goods is transforming. There is unprecedented change in how people and goods move around cities, guided by new technology, services, and new types of vehicles (ridehailing, micromobility, microtransit, e-commerce, etc.). Updating mobility design guidelines is a great opportunity for cities like Bend to provide more transportation options, increase equitable access to transportation, and meet sustainability goals. The overarching principles of urban design and transportation still apply to these emerging ways of getting around: encourage higher density and mixed-uses, create engaging, beautiful streets at the human scale and ensure design for the safety of the most vulnerable.

There is a need to balance parking needs in a new urban scale environment with a safe and effective multimodal system within limited rights of way. During the Core Area Project, parking was brought up as a key concern by community members. Providing parking on small lots was identified as a critical barrier to development/ redevelopment, particularly for housing in the area. As the City evaluates code changes to reduce parking requirements in order to encourage a more walkable urban form, this should be balanced with proactive and effective parking management. The City can invest in parking studies to monitor parking in the area in

order to understand the best parking management strategies in the Core. Parking management strategies include, but are not limited to, the formation of new residential and commercial parking districts, encouraging shared-use parking agreements, transportation demand management, and public parking facilities. The City will need to take an active role in managing parking in the Core Area and evaluate parking policies, codes, and ordinances as the area develops/redevelops.

CROSS-SECTION ELEMENTS

The City's Street Standards and Specifications identify requirements for street and ROW cross-section elements. ROW width is typically determined by street classification (local, collector, arterial). Generally, cross-section elements within the ROW include travel lanes, turn lanes, on-street parking, landscaping, pavement design, bicycling facilities, sidewalks, crosswalks, and transit facilities.

Allocation of ROW space to cross-section elements often requires a discussion about the purpose and context of the street, particularly in urban environments where there can be competing demands for the street ROW. In urban environments where a walkable environment is necessary, the inclusion of on-street parking, wider sidewalks, pedestrian amenities such as landscaping, pedestrian scale street lighting, and street furniture are critical to the success of the area. Where key walking and biking routes are identified in the Draft BTP, additional ROW may be needed for bicycle infrastructure such as buffered or protected bike lanes. All of these elements require balancing and judicious use of the ROW. This may result in refinements such as fewer and/or narrower motor vehicle travel lanes.

In addition, if the existing ROW width is insufficient or less than the required width for the street classification, a dedication of land from the developer to the City may be required. This may result in less buildable land for the development, which can challenge the development viability particularly for smaller lots. The adjacent private development will, however, benefit from the public streetscape improvements that result from the extra ROW dedication.

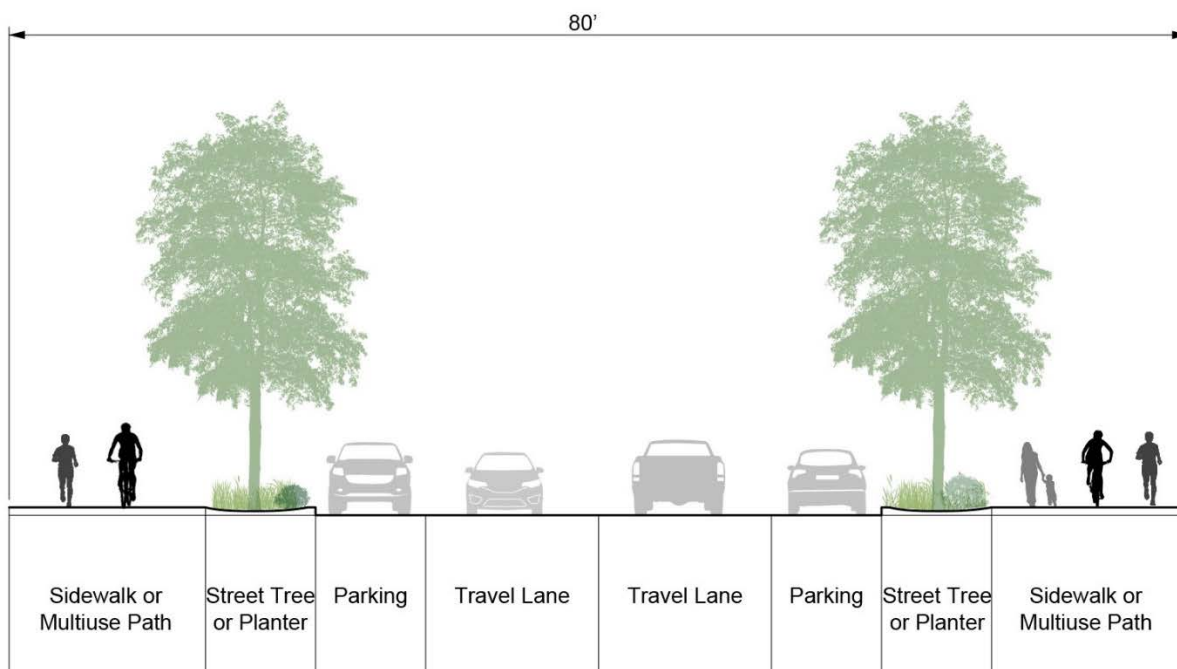
Below is a list of cross-section elements and considerations, which are further defined and explained in the Technical Appendix A¹⁷.

¹⁷ See Appendix A: Cross-Section Elements & Considerations

Cross-Section Elements & Considerations

- Travel Lanes and Turn Lanes
- On-street parking
- Landscape
- Pavement Design
- Sidewalks
- Crosswalks
- Bicycling facilities
- Vehicular access
- Fire/Emergency Service access
- Mobility and curb management
- Maintenance

Figure 14. Typical Cross-Section Elements



EXISTING STREET STANDARDS

The Core Area consists of a variety of classifications of streets including alleys, local streets, collectors, arterials, and principal arterials which are subject to citywide street standards. The existing street standards and examples of the streets subject to these standards with the Core Area are discussed in Table 7.

Several of the streets within the Core Area are under the jurisdiction of the Oregon Department of Transportation (ODOT): the US 97 Parkway, and the US 20 Route including 3rd Street (north of Greenwood Avenue) and Greenwood Avenue (east of 3rd Street).

ODOT typically regulates cross-section elements for their facilities. However, the City has an Intergovernmental Agreement with ODOT that provides the City with the authority to regulate cross-section elements between the curb and building frontage on US20/3rd Street between Underwood Avenue to Greenwood Avenue and on US 20/Greenwood Avenue between 3rd Street and 12th Street. ODOT continues to regulate the cross-section curb-to-curb on these facilities. ODOT has authority on all ODOT facilities to establish marked pedestrian crossings and determine and place the character or type of traffic control devices.

Table 7. Existing Citywide Street Standards

STREET	SIDEWALK WIDTH	LANDSCAPE	TRAVEL LANES	ON-STREET PARKING	BICYCLE FACILITIES
<i>Local (Greeley Avenue, Irving Avenue, 1st Street)</i>	5 feet	Minimal	Road width varies with on-street parking and abutting zoning. 36-foot parking both sides are typical on commercial local streets.	Allowed	No
<i>Collector (Wilson Avenue, 2nd Street)</i>	6 feet	Minimal	11 feet	Allowed	Yes
<i>Arterial (Franklin Avenue, Revere Avenue, Olney Avenue, Arizona Avenue)</i>	6 feet	Minimal	11 feet	Needs City engineer approval	Yes
<i>Principal Arterial (3rd Street, Greenwood Avenue)</i>	6 feet	Minimal	11 feet	No	Yes
<i>Highway (3rd Street, Greenwood/US20)</i>					

The existing street standard cross-section elements for most streets within the Core Area currently lack common urban streetscape elements, including pedestrian lighting, wider sidewalks, specialty paving, street trees, street furniture, and seating.

CORE AREA STREETS

The Core Area Urban Design Framework identifies the need to update street standards and specifications as a crucial component to unlocking the development potential of the area. These updates will require additional public outreach and process including public hearings and approval of changes of the Development Code by Planning Commission and City Council and could be part of a citywide process to update street standards overall for the City.

During the CAP process, an interdepartmental team consisting of representatives from the Streets, Fire, and Growth Management departments, started to identify **potential** cross-sections for primary streets within the Core Area. The team studied these streets, evaluated issues and opportunities, and developed cross-section concepts to use as a starting point for further work to update and standardize cross-section elements to create flexible, context-based street cross-sections.

Each street within the Core Area has a role to play within the district. The following is a discussion about some of the primary east-west and north-south streets within the area which includes a draft vision statement, a summary of street conditions today, and opportunities for improvement including potential updated cross-section elements.

East-West Streets

East-west connectivity has been identified as a top priority by both the community and URAB. East-west streets in the Core Area include Franklin Avenue, Hawthorne Avenue, Greenwood Avenue, and the Aune extension through the KorPine subarea. Other east-west connections include Olney Avenue and Revere Avenue to the north. Franklin Avenue, Hawthorne Avenue, and Olney Avenue are all identified as key walking and biking routes in the draft BTP. In addition, the Midtown Crossings project, which includes crossing improvements on Greenwood Avenue, Franklin Avenue, and Hawthorne Avenue, has been identified as a critical project to improve east-west connectivity in the area and create gateways between downtown and the Bend Central District.

Below is a discussion of several of the primary east-west streets in the Core Area (Hawthorne Avenue, Franklin Avenue, and Greenwood Avenue). Similar standards could be considered for Olney Avenue, Revere Avenue and the Aune Street extension.

Hawthorne Avenue

Draft Vision: *Hawthorne Avenue will serve as a key walking and bicycling connection and spine between Juniper Park, the Hawthorne Transit Center within the Bend Central District, and Downtown. Hawthorne Avenue will connect the Central District and Downtown with a new pedestrian and bicycle connection that will also serve as an architectural icon for the City.*

EXISTING CHARACTERISTICS

Hawthorne Avenue provides circulation and on-street parking for area businesses. Hawthorne currently has a 60-foot ROW but is designated as a collector street, which requires an 80-foot

ROW. With each abutting land use approval, 10 feet of ROW dedication is required on each side of the street to meet the ultimate 80-foot collector standard. To date, only one property has dedicated an additional 10 feet of ROW (Sunlight Solar). Additionally, the City recently invested in an enhanced crossing of 3rd Street at the southern side of Hawthorne Avenue.

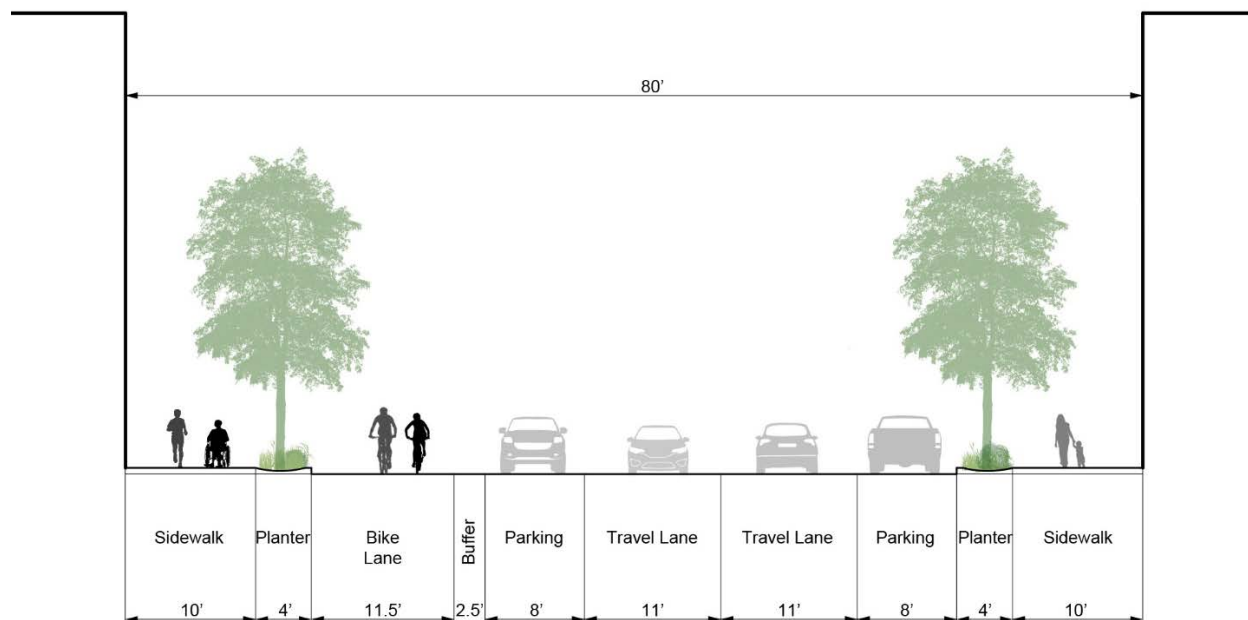
- **ROW:** Built to 60 feet, 80-foot collector standard requirement
- **Travel lanes:** Two-lane street, on-street parking
- **Landscape:** None
- **Sidewalks:** 6 feet curb-tight
- **Bicycle facilities:** None
- **Newly constructed enhanced crossing** at 3rd Street and Hawthorne Avenue
- **Central transit hub (Hawthorne Station)** is located at the corner of Hawthorne Avenue and 4th Street

OPPORTUNITIES & RECOMMENDATIONS

Hawthorne Avenue is a proposed key walking and biking route in the draft BTP between the Deschutes River Trail and the Larkspur Trail, connecting Juniper Park to downtown through the Bend Central District. This route would be connected through the construction of a new pedestrian and bicycle crossing of the Parkway and the railroad. Due to this new connection opportunity, Hawthorne Avenue has been identified as a potential location for festivals or farmer's markets. This street could ultimately incorporate human-scaled design elements and, during special events, be closed to cars.

- **ROW:** 80-foot collector with opportunity to develop an urban context-sensitive cross-section
- **Travel lanes:** Two-lane street, on-street parking
- **Landscape:** Urban and pedestrian amenities
- **Sidewalks:** 12 feet minimum width recommended, opportunity for special/unique paving and pedestrian amenities including lighting and street furniture
- **Bicycle facilities:** Key biking route including a Low Stress facility (LTS 1 facility)
- **New iconic pedestrian crossing** to connect the Bend Central District to downtown
- **Opportunities for “festival street” design elements** for special events such as farmers markets
- **Design elements** to improve traffic flows and safety around the Hawthorne Transit Station

Figure 15. Draft Hawthorne Avenue Cross-Section Concept using 80-foot ROW



Franklin Avenue

***Vision:** Franklin Avenue will serve as a key walking and bicycling connection between Bend High School and the Bend Central District into Downtown. The corridor will include a low stress bicycle facility, pedestrian-scale lighting, and street trees. The Franklin undercrossing will serve as a gateway into Downtown and the Bend Central District.*

EXISTING CHARACTERISTICS

Franklin Avenue is a key multimodal east-west corridor and a designated arterial. Multimodal traffic counts show Franklin Avenue as the corridor with the highest number of people walking and bicycling citywide.¹⁸ The width of the street is constricted by a two-lane underpass, with restricted/narrow sidewalks, of the railroad and Highway 97. The existing street is not currently centered in the 80-foot ROW, so while the north side sidewalk is 6 feet curb-tight and property-tight, the south side sidewalk has additional space available at the edge of the ROW. In addition, the 3rd Street and Franklin Avenue intersection experiences delays due to outdated traffic signal technology.

- **ROW:** 80-foot minor arterial, un-centered

¹⁸ Franklin Avenue multi-modal counts taken near the Franklin Avenue and 3rd Street intersection

- **Travel lanes:** Two- to three-lane street, constrained by two-lane underpass, no on-street parking
- **Landscape:** None
- **Sidewalks:** 6-foot curb-tight (constrained to as low as 5 feet in the underpass)
- **Bicycle facilities:** 6-foot buffered bike lanes
- **Outdated traffic signal** at 3rd Street and Franklin Avenue
- **Transit corridor** for Transit Routes 5 and 6, no bus stops are currently located on Franklin Avenue within the Core Area

OPPORTUNITIES & RECOMMENDATIONS

Delays at the 3rd Street and Franklin Avenue intersection could be reduced by upgrading the traffic signal, which needs new conduit, detection, and a modern traffic controller. Transit stops and right turn lanes could also be enhanced to further support traffic flow.

Franklin also presents opportunities for a transportation and stormwater synergy project due to a programmed stormwater project in the 2019-2023 Capital Improvement Program (CIP) mitigate flooding and underground erosion of the Franklin undercrossing. Opportunities for street improvements and design elements such as gateway features and pedestrian-scale amenities could increase user comfort.

- **ROW:** Based on minor arterial standards, potential opportunity to increase width to 100 feet or require a 5-foot public access easement or ROW dedication in addition to existing 80-foot ROW
- **Travel lanes:** Two- to three-lane street, opportunities to consider on-street parking
- **Landscape:** Opportunity to incorporate street trees, stormwater treatments, and snow storage space
- **Sidewalks:** Recommended 12 feet minimum or 8 feet in the underpass where constrained; pedestrian scaled amenities (lighting, street furniture), would likely need to require at least 5-foot public access easement or ROW dedication from new development
- **Bicycle facilities:** LTS 1 facility
- **Opportunity to enhance underpass** to improve user comfort with gateway features
- **Update traffic signal** at 3rd Street and Franklin Avenue with new conduit and a modern traffic control
- **Enhanced transit facilities** such as a transit stop

Alternatives for the Franklin Avenue corridor cross-section elements should be considered such as a buffer between vehicular traffic and people walking and bicycling. One option could be to add on-street parking for portions of Franklin Avenue. Replacing a travel lane with on-street parking could have multiple benefits, including convenient parking for the businesses, a buffer for pedestrians on the sidewalk, slower vehicular speeds, space for safety islands for pedestrians crossing the street and waiting for buses, parking-protected bike lanes, and space for landscape and stormwater treatments.

Because Franklin Avenue is an arterial street, the Bend Development Code requires 10 feet of ROW dedication with land use approvals (to ultimately achieve a total ROW of 100 feet). At minimum, it is recommended to acquire a 5-foot public access easement from new development along Franklin to allow additional space for enhanced pedestrian amenities such as wide and buffered sidewalks, street trees, lighting, as well as stormwater management/landscaping which could provide space for snow storage.

Figure 16. Draft Franklin Corridor Opportunities for Enhancement using existing off-center build-out (80-foot ROW)

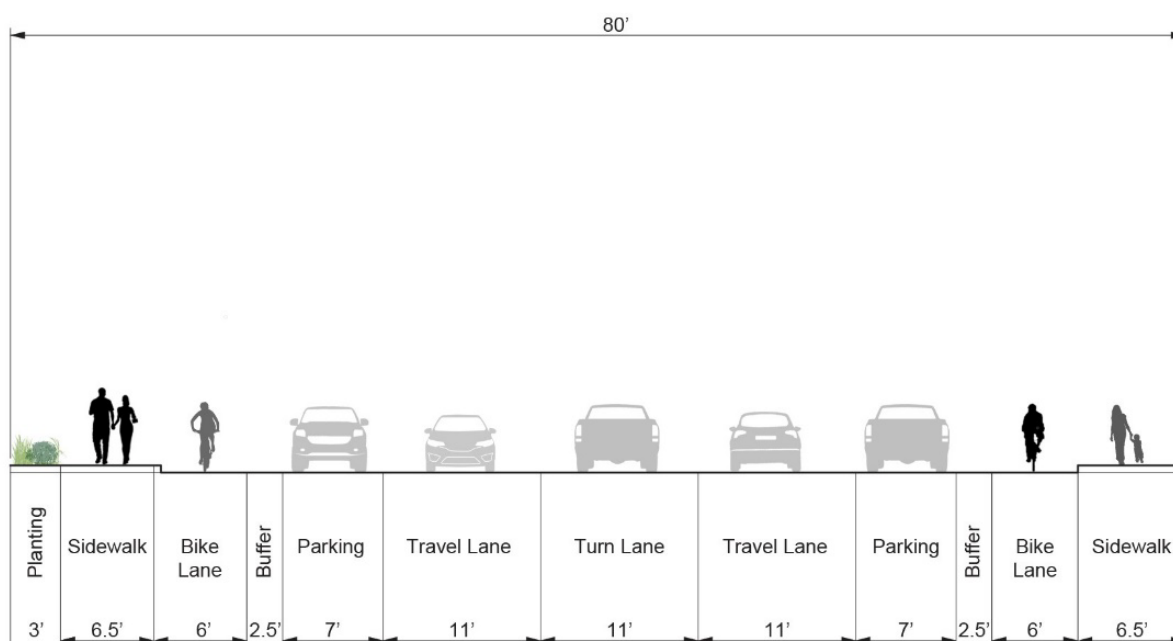
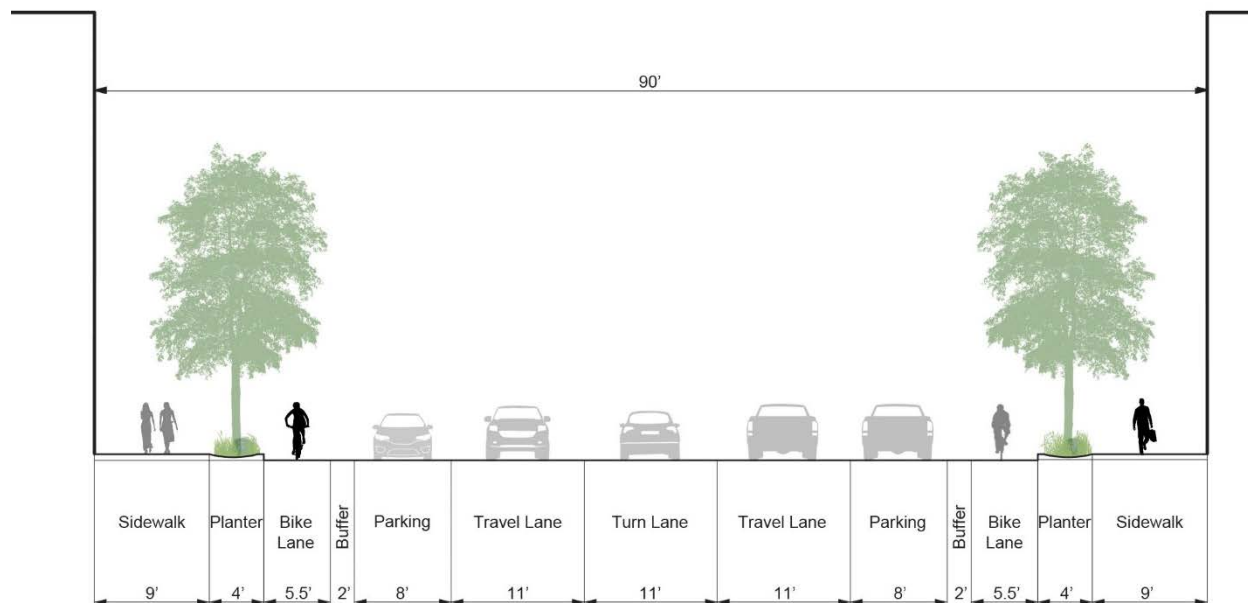


Figure 17. Draft Franklin Corridor Cross-Section Concept in 90-foot ROW

Greenwood Avenue

Vision: Greenwood will serve as the vehicular and pedestrian gateway into Downtown from Highway 20. The street will include pedestrian scaled street amenities, landscaped buffers and opportunities to reconfigure lanes through a corridor analysis.

EXISTING CHARACTERISTICS

The Greenwood Avenue corridor between Wall Street and 3rd Street has an urbanized land-use form with attached buildings, few driveways, alley loading, some pockets of on-street parking and wider sidewalks. Many of the existing land uses are built directly up to the ROW/property line which limits opportunity to widen the ROW. Greenwood Avenue is a primary east-west connection and arterial with access to businesses with a high number of employees. The four-lane street is currently built within an 80-foot ROW. High speeds and narrow 10-foot travel lane widths adjacent to on-street parking make the existing on-street parking uncomfortable and do not provide buffers to accommodate people entering or exiting their parked vehicles. Other operational issues are caused by the lack of a center-turn lane to accommodate left-turns. Additionally, the sidewalk in the railroad and Parkway undercrossing is only four feet wide in some places. Combined, these factors have created an unattractive entrance to downtown.

- **ROW:** 80 feet, constrained at underpass
- **Travel lanes:** Four lanes, some on-street parking, no center turn-lanes

- **Landscape:** None
- **Sidewalks:** Range between 4 to 12 feet, most constrained in the underpass
- **Bicycle facilities:** None
- **Transit corridor for Transit Routes 3 and 7,** currently there are no transit stops on this corridor within the Core Area
- **Limited opportunities for safe crossings,** however ODOT has programmed enhanced crossing improvements at 4th and 6th Streets which will likely be constructed in Summer of 2020

OPPORTUNITIES & RECOMMENDATIONS

Greenwood Avenue requires a more in-depth study (between Wall Street and 3rd Street) to determine intersection capacity, travel and turn lane needs, undercrossing improvements, and opportunities for on-street parking or bicycle facilities to serve businesses.

Opportunities to improve safety and encourage walking include adding curb extensions around parking bays, buffers to accommodate door openings of parked vehicles, and reconfiguring the lanes to provide turning lanes. Improving pedestrian-scaled amenities, street lighting, and street crossings would also support an active Main Street character.

- **ROW:** 80 feet, constrained at underpass, potential opportunities to widen to 100 feet with land use approvals
- **Travel lanes:** Opportunity to reconfigure street to provide center turn lane and provide comfortable/buffered on-street parking or bicycle facilities
- **Landscape:** Street trees, pedestrian scaled lighting
- **Sidewalks:** Increased sidewalk width (12 feet minimum recommended), pedestrian amenities (lighting, seating, trash receptacles, etc.) and curb extensions
- **Bicycle facilities:** Should be determined based on community process
- **Opportunity to enhance undercrossing** to improve user comfort with gateway features
- **Opportunities for additional safe crossings** at 1st Street, 2nd Street, and Hill Street
- **Opportunity to modify cross-section requirements between the curb and property line (between 2nd and 10th Street)**

North-South Streets

Throughout the CAP process, the URAB expressed a desire for better north-south connectivity, along with a desire for safe crossings where key north-south corridors intersect major east-west

streets. North-south routes in the Core Area primarily consist of NE 1st Street, NE 2nd Street, NE 4th Street, and 3rd Street. Other primary north-south routes in the Core Area include Division Street, SE 2nd Street and Harriman Avenue. Both NE 2nd Street and NE 4th Streets are identified as routes on the Draft Citywide Bicycle Low Stress Network (LSN) map.

Below is a discussion of several of the primary north-south streets in the Core Area (NE 1st Street, 2nd Street, 4th Street, 3rd Street, and Division Street). Similar standards could be considered for SE 2nd Street, Harriman Street, and the Sisemore Street extension.

NE 1st Street

Vision: *1st Street provides an opportunity for pedestrian and bicycle focused street configurations such as an urban trail or wider pedestrian and bicycling facilities, on-street parking, and special paving or unique features associated with a future Hawthorne crossing.*

EXISTING CHARACTERISTICS

1st Street's role in the Central Area's street network is to provide access to businesses, on-street parking, and internal district circulation. 1st Street is not prioritized for moving motor-vehicle traffic. The west side of the street has no street crossings and few driveways. North of Greenwood Avenue, 1st Street abuts undeveloped land along the railroad. There are portions of 1st Street that are partially vacated and/or undeveloped. For example, 1st Street does not currently connect south of Franklin Avenue, where the Les Schwab Tire Center is located, to NE Emerson Avenue or NE Dekalb Avenue.

- **ROW:** Currently built between 35 to 65 feet with portions partially vacated (i.e. Les Schwab property), most of the ROW is 60 feet and is built 36-foot curb-to-curb distance
- **Travel lanes:** Two lanes, some on-street parking
- **Landscape:** None
- **Sidewalks:** Partially built 6-foot curb-tight sidewalks
- **Bicycle facilities:** None
- **No transit facilities or routes**
- **No enhanced crossings at major streets** such as Greenwood Avenue, Franklin Avenue, Olney Avenue, and Revere Avenue

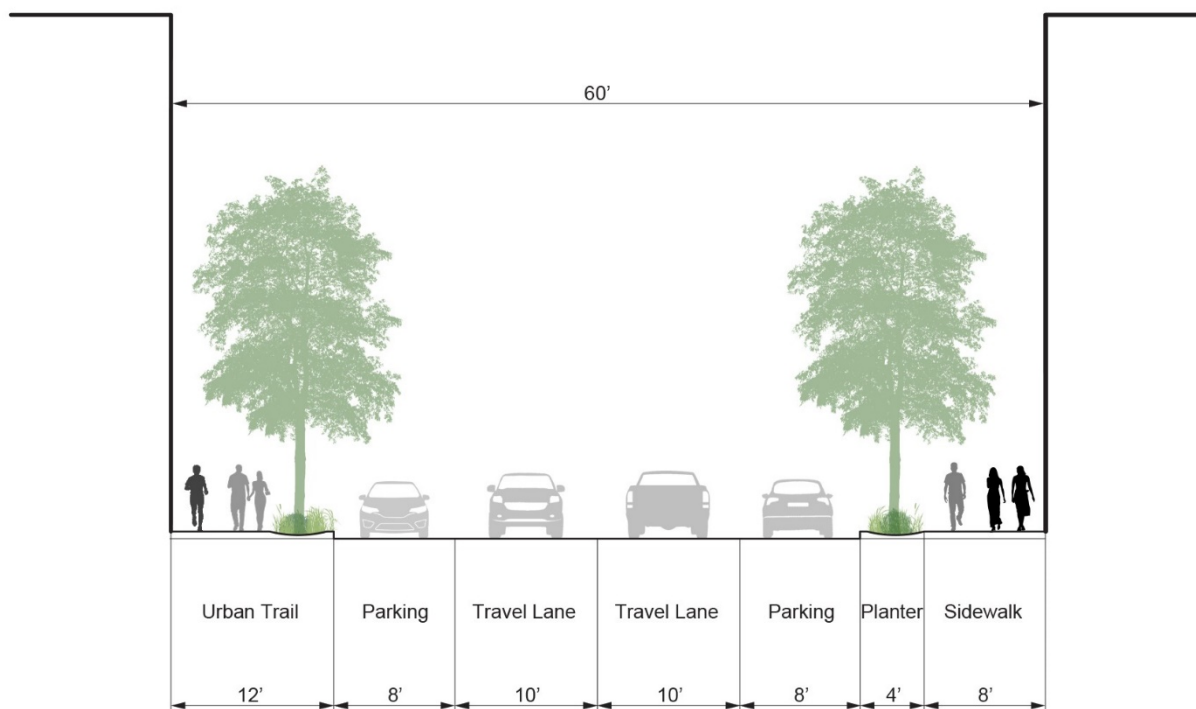
OPPORTUNITIES & RECOMMENDATIONS

As a street that emphasizes non-vehicular traffic, 1st Street could provide an opportunity to maximize on street parking while providing quality facilities for bicycling and walking. 1st Street is

an important component of the low-stress bicycle network in the area and is planned as an LTS 1 facility. 2nd Street and 4th Street are planned provide LTS 2 bicycle facilities due to existing constraints and balancing of ROW allocations along those corridors.

Within the “core of the core” along 1st Street (between Greenwood Avenue and Franklin Avenue) raised intersections (e.g. Greeley Avenue, Irving Avenue, and Hawthorne Avenue) could create a plaza-like feel for 1st Street, and add additional traffic calming to keep speeds at 20 mph within the business district for 1st Street. In addition, 1st Street at Hawthorne Avenue would likely be the landing a future pedestrian and bicycle crossing.

- **ROW:** 60-foot local street standard, opportunity to use a 32-foot local curb-to-curb street standard
- **Travel lanes:** Two-lanes, on-street parking, opportunities to consider angled parking
- **Landscape:** Opportunities to incorporate street trees and stormwater features
- **Sidewalks:** Opportunity for an urban trail on the west side of the street and wider sidewalks on the east
- **Bicycle facilities:** LTS 1 facility
- **Opportunity for raised intersections** to create plaza-like public realm
- **Opportunity for enhanced crossings at major streets** such as Greenwood Avenue, Franklin Avenue, Olney Avenue, and Revere Avenue

Figure 18. Draft 1st Street Cross-Section Concept

NE 2nd and NE 4th Streets (and Bend Central District Local Streets)

Vision: 2nd and 4th Streets will continue to accommodate two-way motor vehicular traffic to provide north-south connectivity within the Bend Central District. The streets will include on-street parking, low speeds, bicycle sharrows, and enhanced pedestrian facilities including pedestrian scaled lighting, street trees, and curb extensions that will provide small public gathering spaces at intersection corners.

EXISTING CHARACTERISTICS

2nd and 4th Streets are currently built primarily within a 60-foot ROW, 4th Street is identified as a Collector whereas 2nd Street is a local street. Both serve as parallel and alternative routes to 3rd Street within the Bend Central District and are essential streets for local circulation. Unlike 3rd Street, they do not continue south of the railroad which therefore limits their connectivity south of Burnside Avenue. 2nd Street is not currently developed between Revere Avenue and NE Quimby Street. Currently, these streets, along with any local street within the Bend Central District are subject to the street standards identified in the BCD Special Plan District code. The current BCD code amendments being considered for the area could remove the 5-foot public access easement in order to provide more buildable space for development. This still provides these streets with 12-foot-wide sidewalks at minimum, which is a viable urban sidewalk width.

2nd and 4th Streets will accommodate bicyclists with shared markings and curb bulb-outs to reduce crossing distances.

- **ROW:** 60 feet
- **Travel lanes:** Two lanes, on-street parking
- **Landscape:** Required street trees with new development
- **Sidewalks:** Primarily built 6-foot curb-tight sidewalks, significant gaps along 2nd Street and some along 4th Street
- **Bicycle facilities:** Sharrows (LTS 2)
- **Central transit hub located on 4th Street** and Route 6 has a bus stop located at 4th Street and Seward Avenue
- **Some existing crossings at intersections** along 4th Street, limited crossings of major streets on 2nd Street

OPPORTUNITIES & RECOMMENDATIONS

LTS 2 bicycle facilities are planned for these streets due to existing constraints (36-foot curb-to-curb width) and balancing of ROW allocations shown in the street cross-sections. Providing LTS 1 facilities along with all the recommended features of the draft street cross-section would require widening the existing ROW.

This 60-foot standard cross-section is also broadly applied to all local streets within the Bend Central District and could be expanded to other local Core Area streets.

- **ROW:** 60-foot
- **Travel lanes:** Two lanes, on-street parking
- **Landscape:** Required street trees with new development
- **Sidewalks:** 12-foot width requirement with new development
- **Bicycle facilities:** Sharrows (LTS 2)
- **Opportunity for design elements** to improve traffic flows and safety around the Hawthorne Station
- **Opportunity for enhanced pedestrian crossings** at major streets

Figure 19. Draft Cross-Section Concept for 2nd Street, 4th Street, and some local streets

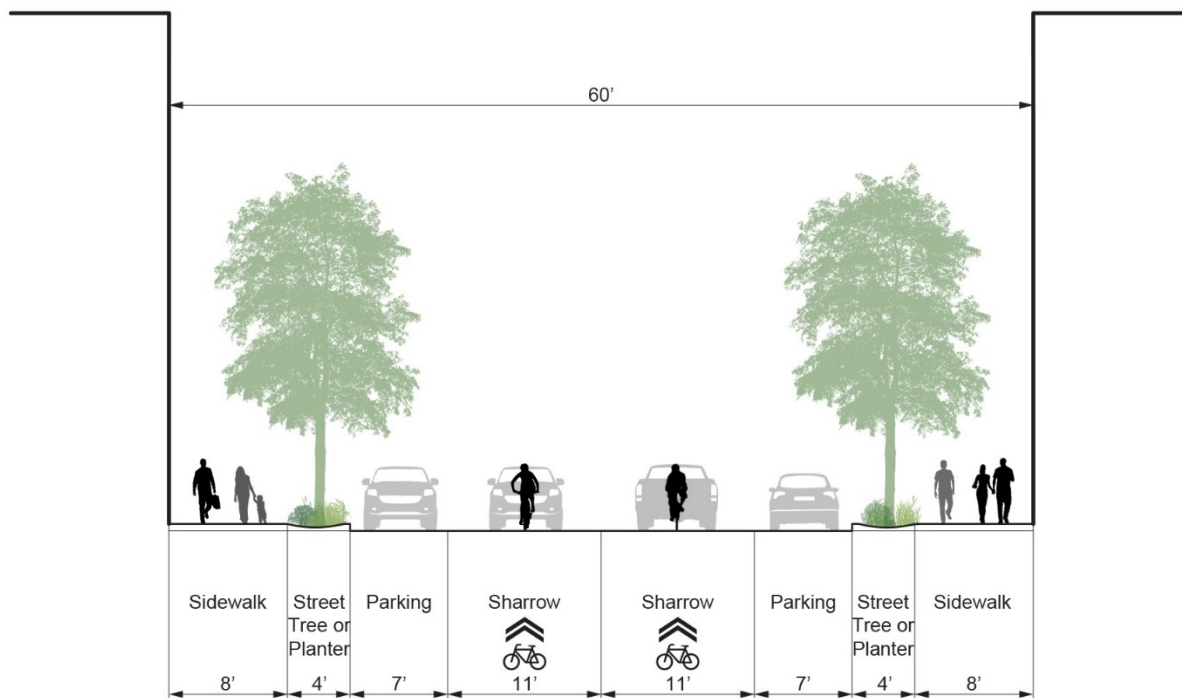
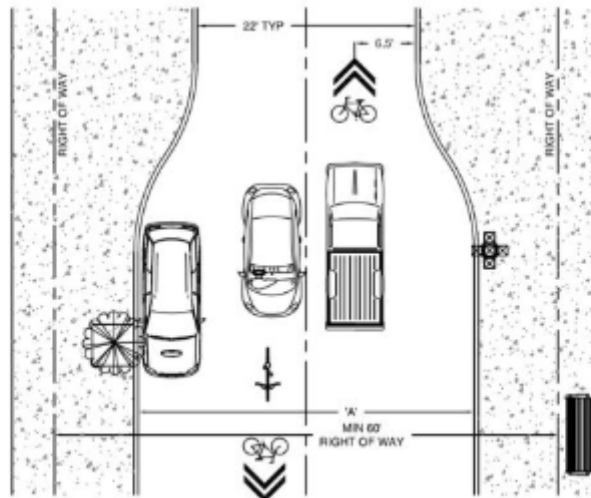
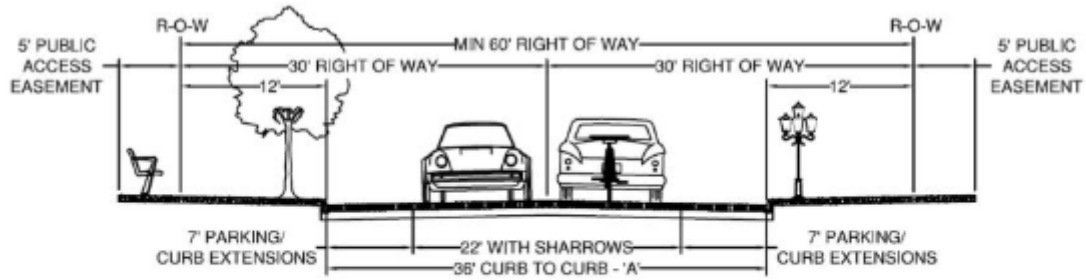


Figure 20. Existing Special street standard for 2nd Street, 4th Street, and some local streets in BCD





There are some existing, developed streets within the Core Area that were built to either a 40-foot curb-to-curb width or the City's historical 30-foot curb-to-curb standard. For those streets that are already built out, the below cross-sections could serve as standards. It is recommended to only allow on-street parking on one side of the street under 30-foot curb-to-curb conditions.

Figure 21. Draft Local Street Cross-Section Concept in an existing 40-foot curb-to-curb

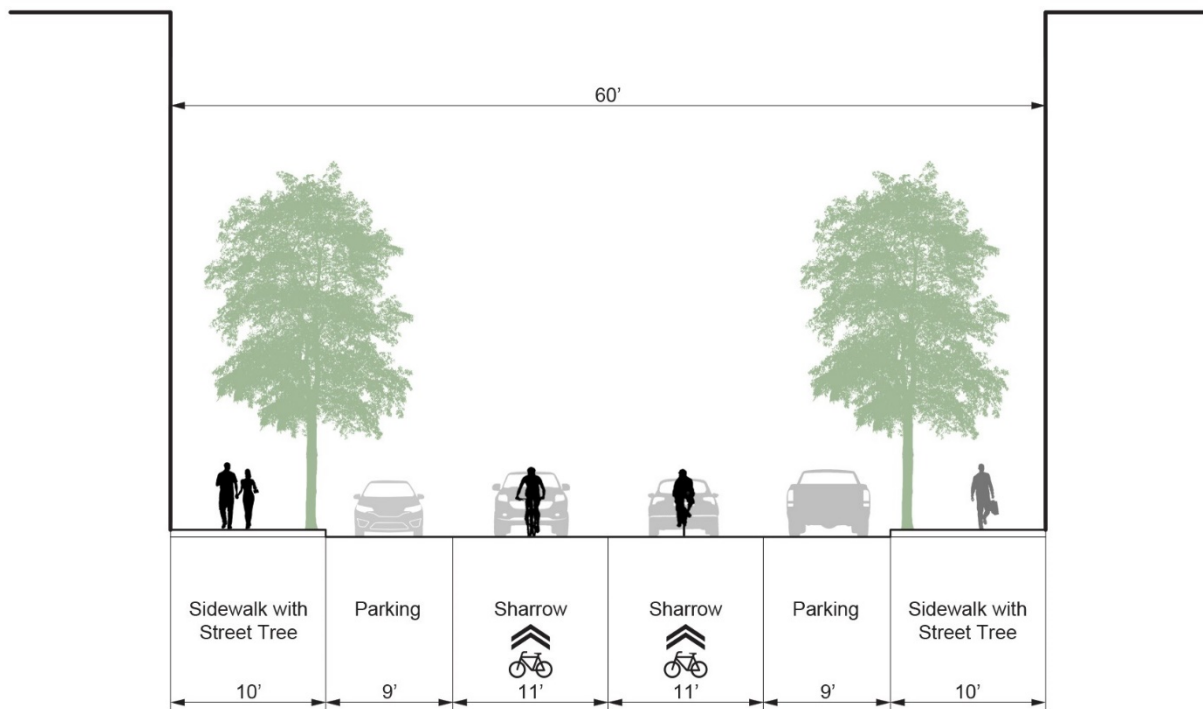
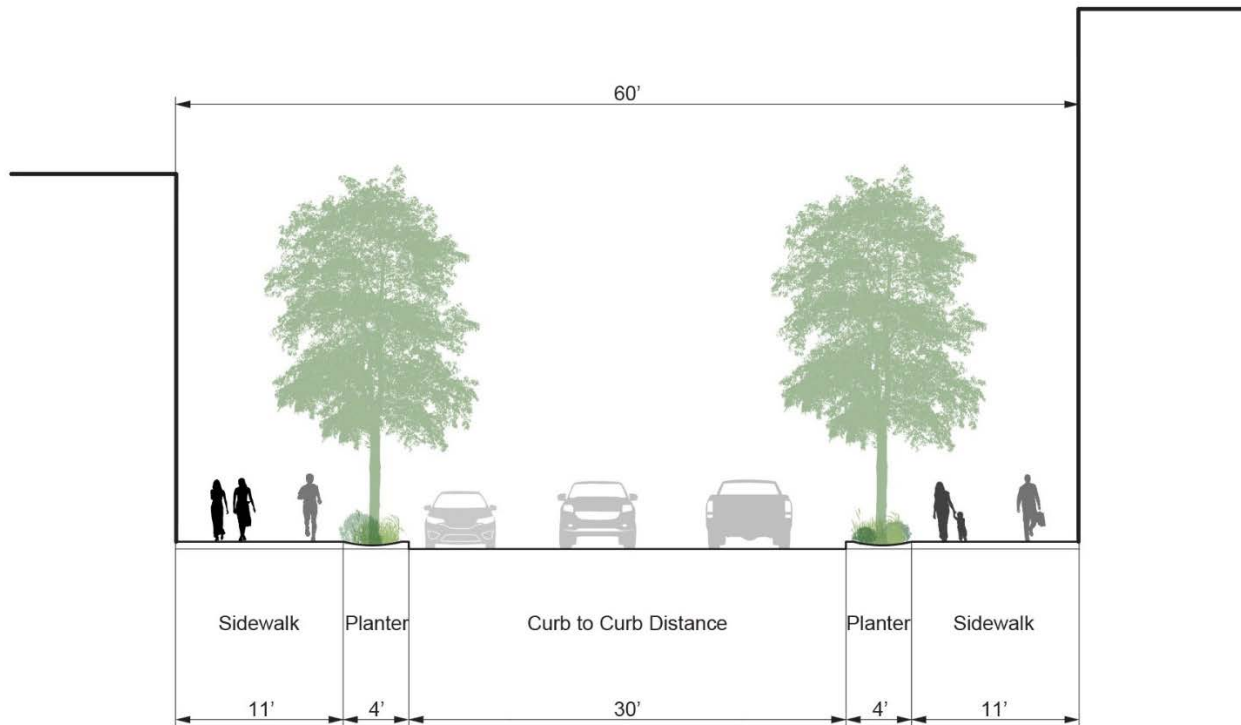


Figure 22. Draft Local Street Cross-Section Concept built with an existing 30-foot curb-to-curb



3rd Street

Vision: 3rd Street will be a vehicular, freight, and high capacity transit corridor. Landscaped buffers, street trees, and setbacks will help to buffer the pedestrian experience from the busy street.

EXISTING CHARACTERISTICS

3rd Street is a primary arterial that is used for freight, higher levels of automobile traffic, and transit. It is currently built at an 80-foot ROW. The City currently requires a 5-foot public access easement or on 3rd Street within the BCD, in which the first 5 feet of front setback for developments along 3rd Street will be used to provide wider sidewalks. It has been challenging for the City to acquire additional ROW on 3rd Street as applications come in because the roadway is completely built out.

- **ROW:** 80-foot arterial, travel lanes constrained to 24 feet at 3rd Street underpass
- **Travel lanes:** Five-lanes (including center-turn lane), no on-street parking
- **Landscape:** Minimal landscape depending on abutting property frontage
- **Sidewalks:** Primarily 6-foot curb-tight sidewalks and some sidewalk gaps; required public access easement for all new development in the BCD
- **Bicycle facilities:** None
- **Primary transit corridor** for Routes 1 and 4 with stops at Wilson Avenue, NE Kearney Avenue, and Revere Avenue, at Wagner Mall
- **Newly constructed enhanced crossing** at Hawthorne Avenue

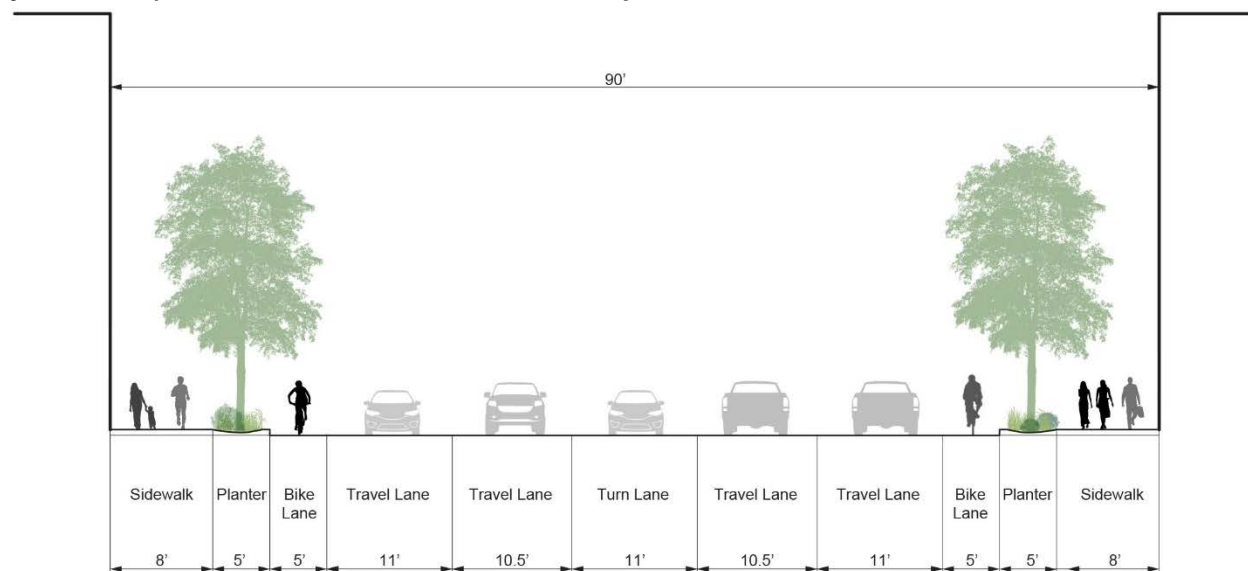
OPPORTUNITIES & RECOMMENDATIONS

Through the draft BTP and CET planning efforts, 3rd Street is identified as a high capacity transit corridor. 3rd Street is proposed to remain at 5 lanes with nominal bike lanes added through striping changes. There is opportunity for the City to require enhanced cross-section elements between the curb and the building along 3rd Street under ODOT's jurisdiction. Bicycle travel will be prioritized to parallel routes given the high speeds and limited space between curbs along 3rd Street. The City should continue to require at least a 5-foot dedication of ROW or a public access easement to achieve desired sidewalk widths to provide a comfortable, walkable space along 3rd Street.

- **ROW:** 80 feet, potential for ROW increases up to 100-foot standard requirement
- **Travel lanes:** Five lanes (including center turn lane), no on-street parking

- **Landscape:** Opportunity to buffer pedestrian experience using street trees and wider landscape buffer between curb and sidewalk
- **Sidewalks:** Required public access easement in the BCD could be considered for all properties abutting 3rd Street in the Core Area
- **Bicycle facilities:** Opportunity for 5-foot bicycle lanes on 3rd Street within City jurisdiction (south of Franklin Avenue)
- **Identified corridor for high capacity transit** and opportunity for enhanced transit design elements (shelter, signage, seating)
- **Opportunity to incorporate 5-foot bike lanes between Miller and Wilson Avenue with new striping projects**
- Opportunity for urban design elements to provide pedestrian and bicycle comfort at signalized intersections
- Opportunity to **improve 3rd Street underpass** in the long-term

Figure 23. Draft 3rd Street Cross-Section Concept for South of Greenwood Avenue (City jurisdiction), includes 5-foot ROW dedication or public access easements on both sides



Division Street

Vision: Division will be transformed from a street that people pass through by car to a place they ‘go’ to by the addition of on street parking, buffered bicycle facilities, and enhanced pedestrian facilities.

EXISTING CHARACTERISTICS

Division Street is a minor arterial that acts as a northern vehicular gateway into the Core Area, connecting Downtown to the Riverhouse Convention Center and the Bend River Promenade. The Division Street area provides access to public space on the Deschutes River and has recently been invigorated with several new private investments along the corridor. The existing street includes a three-lane cross-section without on-street parking.

- **ROW:** 80 feet
- **Travel lanes:** Three lanes (including center turn lane), no on-street parking
- **Landscape:** Minimal landscape depending on abutting property frontage
- **Sidewalks:** 6-foot curb-tight sidewalks and some sidewalk gaps; no existing sidewalk connections to the north
- **Bicycle facilities:** None
- **No existing transit routes**
- **Well located,** providing vehicular access along the river between Downtown and the Riverhouse Convention Center/Bend River Promenade

OPPORTUNITIES & RECOMMENDATIONS

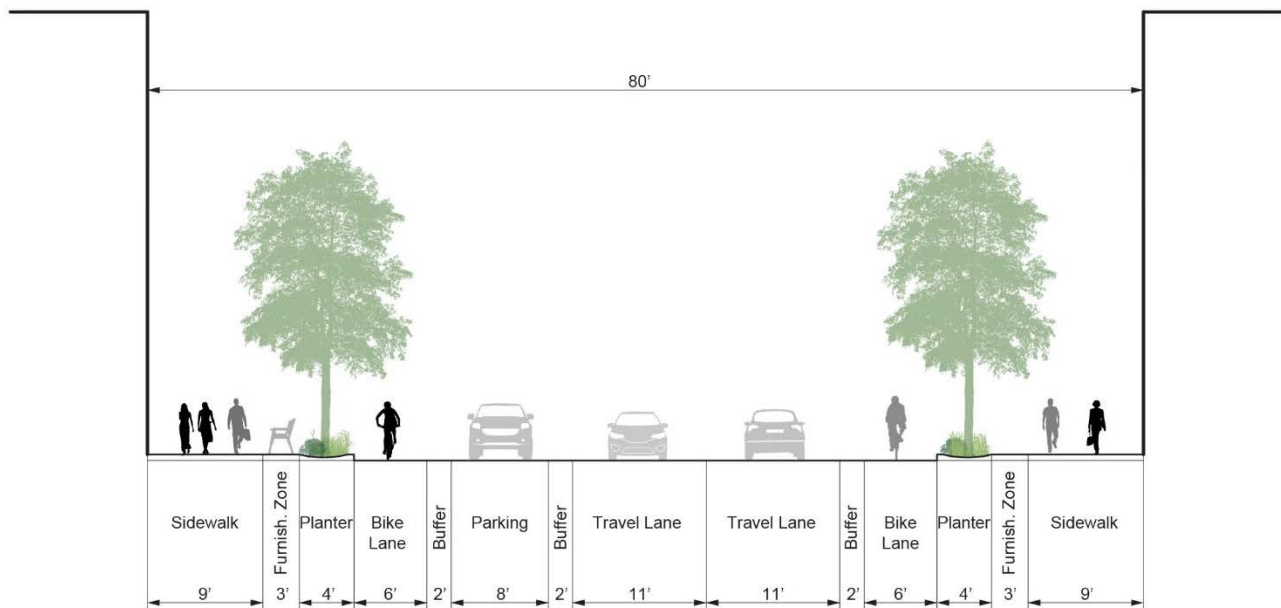
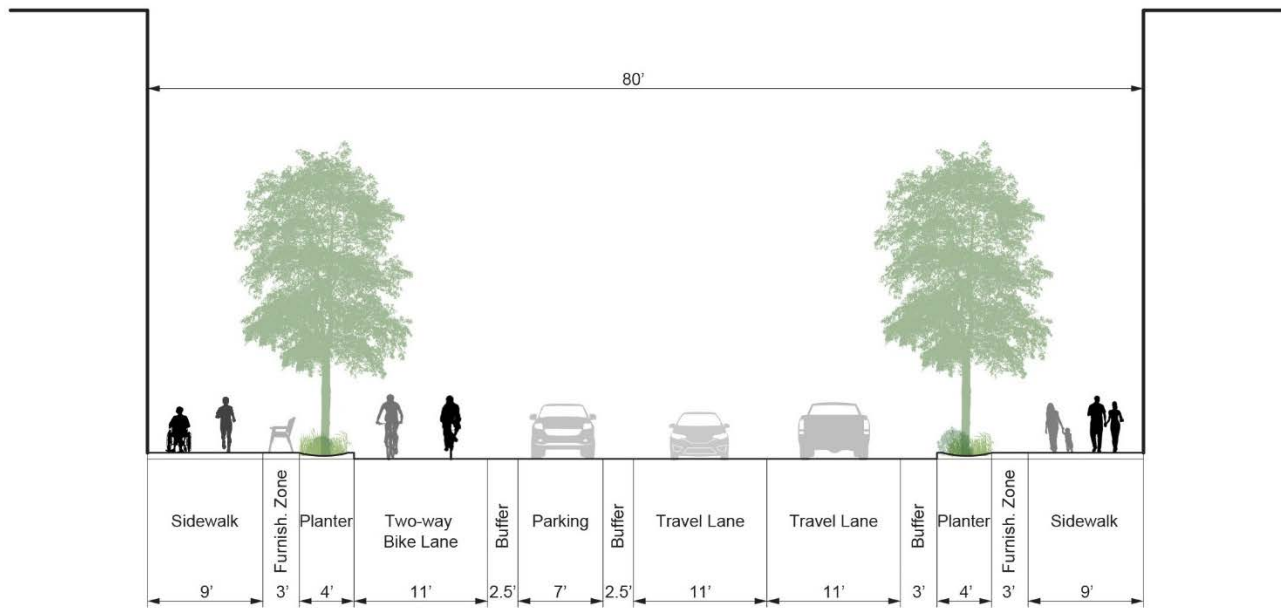
Division Street's existing 80-foot ROW provides an opportunity to reconsider the existing three-lane corridor cross-section. On-street parking and improved pedestrian and bicycle facilities could help transform the Division Street into a major gateway and destination. On-street parking could be accomplished by reconfiguring the street from three-lanes to two-lanes while maintaining the existing 48-foot curb-to-curb width, helping to alleviate some of the parking shortages new businesses have experienced in the district. This would require further analysis of feasibility, and outreach with affected property owners, given current access conditions of most businesses. In order to improve turning movements on Division Street, it is recommended to analyze the corridor to identify areas where turn pockets or three lanes may be needed. Enhancing bicycle facilities and slowing speeds could also be accomplished by simply reducing travel lane and turning lane widths.

- **ROW:** 80 feet
- **Travel lanes:** Opportunity to consider two-lanes with turn lanes and on-street parking
- **Landscape:** Opportunity to incorporate urban pedestrian scaled amenities such as street trees and stormwater management treatments

- **Sidewalks:** Opportunity to widen existing sidewalks (to a recommended 8-foot minimum) and add sidewalks where missing
- **Bicycle facilities:** Opportunity to incorporate low stress bicycle facilities along the river
- **Opportunity to improve access to river and Riverview Park** to enhance the public realm and attract investment into the area

Below are two examples of Division Street with a potential new cross-section. Removing a lane for on-street parking could also provide opportunity for curb extensions which would create easier street crossings. Buffered on-street parking could shift from one side of the street to the other—depending on the urban character of the street and could be stopped 50 feet short of intersections that might need a short dedicated turn lane.

Figure 24. Draft Division Street Cross-Section Concept Alternatives



6. INVOLVE STAKEHOLDERS IN FUTURE POLICY AND PROGRAM DEVELOPMENT

This section describes recommendations for continued stakeholder involvement for the Core Area Urban Renewal District. As described elsewhere in this report, the City is taking a comprehensive approach to its initiatives to improve the Core Area. Accordingly, the recommendations in this section address a range of topics, including: an ad hoc committee for stakeholder involvement; how business improvement programs will be integrated; coordination with affordable housing programs; and integration of the City's Community Climate Action Plan (CCAP).

RECOMMENDATIONS

- 1. Form advisory committee(s) for project and/or program review, development, and implementation throughout the life of the Core Area Urban Renewal District.**
- 2. Develop a business development and improvement program to serve Core Area businesses and building owners.**
- 3. Support housing affordability in the Core Area, utilizing the existing expertise and structure of the City's Affordable Housing Program and the Affordable Housing Advisory Committee.**
- 4. Incorporate strategies identified by the Community Climate Action Plan into Core Area implementation and program development.**

INTENDED OUTCOMES AND BENEFITS TO BEND

The overall intent of these recommendations is to involve stakeholders in the implementation of the Core Area. Through this approach, the many voices, concerns and ideas of affected stakeholders will be heard and considered by the City in an ongoing and proactive way.

More specifically, the City intends to create communication channels to address the following forward-looking concerns shared by stakeholders during the CAP process. City staff heard

concerns about potential, unintended outcomes that may occur as a result of the City's adoption of the Core Area Urban Renewal District, summarized below. The issues and concerns include:

- The City needs to involve Core Area residents and businesses in the implementation of the Core Area Urban Renewal Plan.
- Stakeholder and public involvement should be used to monitor and evaluate the success of the Core Area implementation.
- Commercial and industrial rents could rise as a result of investment in the area causing existing and established businesses in the Core Area to relocate or close.
- Urban Renewal and other investments in new development could lead to increases in sale and rent pricing for all housing units, both inside and adjacent to the area; further exacerbating the City's housing affordability concerns.
- Opportunities to incorporate sustainable, "green" building, and low impact development strategies and best practices may be missed.
- The Core Area could miss opportunities to develop and/or attract positive community-focused activities due to a lack of formal and/or informal community gathering spaces identified or planned.

The recommendations in this section are intended to get ahead of the above-listed issues, particularly concerns related to gentrification. Gentrification is a growing concern in successful cities across the nation. Its definition varies, but it generally refers to broad changes in neighborhood character related to demographics, income levels, public investments, and local businesses. Concern with gentrification typically results from the real or perceived displacement of existing residents and businesses as an area grows.

STAKEHOLDER AND PUBLIC INVOLVEMENT

To address the first concern, the City should create a stakeholder group or groups for the Core Area URD. This is consistent with URAB's Guiding Principle to ensure transparent and open processes for those affected by the decision-making process. Stakeholder engagement will encourage Core Area implementation outcomes and trade-offs are thoroughly evaluated and considered before action is required.

It is recommended to form either a single and or multiple ad hoc advisory committee(s) throughout the life of the Core Area Urban Renewal District. As used here, "ad hoc advisory committee(s)" means task-oriented, limited duration committees that are not general, standing committees. Due to the length of time over which a new Urban Renewal District is to be

implemented (approximately 30 years), ad hoc advisory committee(s) offer the best choice in ensuring proper involvement, development, and adaptation to the possible changing of market and political conditions. In addition, the initial generation of tax increment revenue typically is not sufficient for project and/or programming purposes until multiple years following a new Urban Renewal District's adoption. Therefore, the first programs, projects, and/or developments may only apply to a selection of the plan's outlined projects and objectives, identified as necessary strategic investments to ensure future District success.



An ad hoc advisory committee(s) arrangement would allow the City and/or the Urban Renewal Agency to select stakeholders that offer expertise in the area; are significantly impacted by the program or project; or are associated with partner agencies and taxing districts that serve those affected by the subject matter or will be directly affected by the potential outcomes.

In contrast, a standing Agency appointed advisory committee would be composed of stakeholders with more general knowledge of the overall scope, area, and subject matter. They would be tasked with providing general oversight of the implementation process to ensure that the vision created and accepted comes to fruition. An advisory group would have the widest representation as possible and provide comments on project development and implementation but lack the specificity and subject matter expertise offered by an ad-hoc committee.

Advisory committee(s), members and representatives should be appointed for terms commensurate with the proposed objective(s). Committee members should:

- Have the experience, education, and expertise necessary to make informed subject matter decisions.
- Either live, own property, or maintain a business inside the Core Area Urban Renewal District; or, offer expertise in a professional field, or are representative of affected partner

agencies and/or taxing districts that would be impacted by the project or program to be considered.

- Have the ability to serve as liaisons with all residents, businesses, and property owners inside the Core Area Urban Renewal District.
- Have an established staff liaison with the authority to bring decisions to the committee and to bring committee recommendations for action to City and/or Agency.

Evaluation and Monitoring

Program evaluation is critical to building community trust and ensuring proper resource allocation. In addition to the annual financial reporting required for Urban Renewal Districts by Oregon Revised Statute (ORS 457), BURA should explore monitoring and evaluating the performance of the proposed Urban Renewal Plan in meeting identified goals, objectives, and/or guiding principles. Program evaluation can be accomplished in a variety of ways to provide a transparent use of urban renewal resources such as the development of online, interactive tools and or/ dashboards. It is recommended that advisory committees made up of applicable stakeholders and taxing district representatives convene every two to five years, as necessary, to review, advise and make recommendations to BURA on matters concerning the implementation of the Urban Renewal Plan.

Business Development

The Core Area Urban Renewal Plan will likely fund a program to assist businesses inside its boundary. This section provides additional detail about the program's intent, structure, and priorities. In Oregon, there are several examples of successful programs that have been implemented in urban renewal districts. These include building façade improvement programs, pre-development assistance activities (i.e. professional design and consultant support), building safety improvements, energy efficiency improvements, and streetscape/pedestrian improvements. A future business program should provide assistance to businesses of all sizes, in the broadest range of industries, and support business prosperity regardless of whether or not the business owns or rents its business location.

Bend's business assistance program for the Core Area should seek to minimize and mitigate potential gentrification. Programs should consider when such improvement activity could result in negative impacts on rents and/or lease agreements for existing businesses; and establish clear criteria for administering potential assistance to commercial building owners with existing tenants.

Several strategies to support small, local businesses, small-scale business owners, and emerging developers/contractors and professional service firms include:

- Support services and technical assistance including resources for market analysis and property activation as well as support real estate, permitting, identifying collective purchasing and co-location opportunities;
- Financial incentives such as tax exemptions or alternative financing options through the development of partnerships with Community Development Finance Institutions (CDFIs); and
- Support for local businesses during construction such as supporting “open for business” campaigns.

CASE STUDY: LINCOLN CITY, OR

Façade Improvement Loan:

- Up to \$150,000 for Property Owners with 10-year payback and 20 hours free design consultation.
- Up to \$5,000 for individual Business Owners with 5 year pay back and 10 hours free design consultation.

Energy Efficiency Loan:

- Property owners can borrow up to \$75,000 per property, 10-year payback, 0% interest, no pre-payment penalty.
- Business Owners can borrow up to \$5,000 with 5-year payback

Business Expansion Loan:

- \$1,000 to \$75,000, 0-2% interest, not to exceed 10 years and no pre-payment penalty.
- Loan amounts over \$50,000 must show evidence of a high probability of job creation or staff retainment.

The program must be accessible to existing business, but also flexible, allowing businesses and property owners to take advantage of market conditions and the current business cycle at the time. Providing programs that are available to the broadest range of industries and business sizes creates overall sustainable growth that can withstand volatile market changes.

Not all businesses and industries within the Core Area Urban Renewal Plan are at the same point of the business cycle, nor experience the same impacts based on changing market

conditions; therefore business assistance should be available while businesses are experiencing growth or at the risk of closure.

CASE STUDY: BEAVERTON, OR

Pre-Development Grant:

- Design Services Grant: up to \$5,000 in professional consultation services.
- Improvement Grant: Level 1 (small/medium): 50% matching grant of up to \$25,000. Level 2 (large) 50% matching grant of up to \$75,000.

Storefront Improvement Grant:

- Design Grant: 100% cost of a City-contracted architect to help with concept designs.
- Improvement Grant: Matching grant funds of 50% and 70%, for up to \$35,000 in commercial building exterior improvements.

Tenant Improvement Grant (Food & Beverage):

- Design Grant: 100% cost of a City-contracted architect to help with concept designs.
- Improvement Grant: Matching grant funds of 50% and 70%, for up to \$25,000 in commercial building exterior improvements.

Support Housing Affordability

Affordability within the Core Area was identified as a key priority during the CAP process. Urban renewal can help or hurt this goal depending on how it is implemented. Urban Renewal aims to increase tax revenue through property development and improvement and accomplishes this by offering incentives and providing funds for projects that eliminate blight. Prioritizing the construction of affordable housing (which is typically tax exempt) within an Urban Renewal District can decrease the collection of tax increment that is envisioned in the Urban Renewal Financial Plan. At the extreme, if there is little new taxable development and heavy investment in non-taxable development, this can create challenges for the funding of other projects.

However, there are several opportunities to support housing affordability in the Core Area.

These include:

- Direct assistance to support affordable housing and homelessness development projects with urban renewal revenue;
- Increasing capacity for housing supply and construction of new housing at a range of price-points; and

- Expanding and supporting programs to support housing stability for existing renters in adjacent neighborhoods.

Stakeholder involvement in housing programs in the Core Area will help integrate the perspective of the community into decisions about affordable affordability.

Increasing Housing Capacity

One of the primary strategies that can prevent the rapid escalation of housing costs citywide is to allow and encourage housing supply to keep pace with demand. While there are many factors that affect housing prices, when demand outpaces supply (as has been the case in Bend over the past decade), the increased competition drives up the cost of housing. Existing and future activities to encourage an increase in housing supply include:

- Land use and zoning that allow for dense mixed-use development and missing middle housing types; and
- Code updates to remove barriers to housing development.

The majority of the Core Area was rezoned in 2016 to allow for more intense development. In addition, there are several zoning and development code recommendations discussed in the zoning and development code section of this chapter that identify strategies to remove barriers to development in the area, particularly of housing development.

Supporting Affordable Housing Projects

The community has made it very clear that housing that is affordable is a priority. The Core Area URD should participate in the development of projects with the goal of maintaining affordability in the area. These projects and programs should be developed, implemented and managed in coordination with the City's existing Affordable Housing Program and Affordable Housing Advisory Committee (AHAC). This approach will ensure a high degree of prioritization and the City's continued successful adherence to Fair Housing and disparate impact standards.

Support Housing Stability

The City of Bend does not currently have any housing stability programs, all services are done through partners such as Thrive Central Oregon and NeighborImpact. Their programs include services such as onsite help with potential rent delinquency and rent assistance. The City has a structure in place to fund and support partner agencies in providing services as other revenue becomes available. Other programs that the City supports include homeless services. However,

current resources are extremely limited and funding assistance is highly competitive and these services are not eligible for support from the City's Affordable Housing Fund.

Sustainability

URAB identified the desire to incentivize sustainable and low impact development practices within the Core Area as one of their Guiding Principles. In addition, the City recently developed a Community Climate Action Plan which identifies four areas of focus to reducing Bend's greenhouse gas emissions including energy supply, energy in buildings, transportation, and waste/materials. There is significant opportunity to incorporate CCAP strategies into the Core Area to achieve area specific and community wide benefits. Specific strategies and opportunities are discussed below. Investments in these strategies should be balanced with economic and social considerations such as economic vitality, affordability, and equity.

Energy Supply and Energy in Buildings

Several of the strategies to enhance energy supply and efficiency, identified in the Bend Community Climate Action Plan, could be successfully implemented in the Core Area. These include:

- **Code updates:** As development code updates are considered for the Core Area, they could include higher energy efficiency standards, with the goal of encouraging zero energy and zero energy ready buildings.
- **Energy efficiency incentives and projects:** Urban Renewal and tax incentive programs can incentivize energy efficiency by including energy efficiency and/or green building standards as criteria in program development.
- **Urban renewal revenue** could be used as a revolving loan fund to finance energy efficiency projects in the Core Area, this could be provided through the development of a business improvement program.

Transportation

The transformation of the Core Area from an employment only area to a mixed-use area creates a critical opportunity to reduce Bend's greenhouse gas emissions. Transportation-based strategies to meet Bend's Climate Action Goals within the Core Area include:

- Remove barriers to housing development in the Core Area;
- Invest in transportation projects for alternative modes, such as high-capacity transit, mobility hubs, and safe and comfortable walking and bicycling infrastructure; and

- Encourage and incentivize Transportation Demand Management (TDM) in the area.

Encouraging people to live in the center of the city, closer to services and goods that they regularly access, is one of the City's adopted strategies to reducing vehicle miles traveled per capita. The Core Area should be served with high capacity transit and the location for one to two mobility hubs that are envisioned to improve access to a wide range of travel options to support multimodal lifestyles. Transportation Demand Management (TDM) practices including parking management or required TDM programs for major employers can be incorporated into the Core Area to further reach citywide greenhouse gas reduction goals.

Waste and Materials

Several strategies to reduce waste and materials can be utilized in the Core Area as well. Since the Core Area will likely be the site of ongoing development/redevelopment over the life of the Urban Renewal District, identifying opportunities for construction and demolition waste recovery will be critical. Other programs or project opportunities include codes and standards that improve recycling at multifamily residences and utilizing and incentivizing low-carbon concrete mixes in City or developer led projects.



APPENDIX A: CROSS-SECTION ELEMENTS

The following is an exploration of the various cross-section elements, their purpose, and considerations in relation to the Core Area.

TRAVEL LANES AND TURN LANES

The number and character of travel lanes should take into consideration traffic levels, intersection capacity, turning movements, and adequacy for emergency vehicles and evacuation. Typically, fire response vehicles require 20 feet clear between curbs or parked cars, to ensure that two fire vehicles can pass each other. The standard travel lane width in the City is 11 feet; however, travel lane widths range between 10 to 14 feet, depending on context, users and speed.

Turn lanes are auxiliary lanes that are used to serve turning traffic and frequently through-lane traffic flow as well. The standard width of turning lanes is 12 feet. A corridor approach should be applied when evaluating turn lane additions or reductions.

On-Street Parking

On-street parking is an important cross-section feature for successful commercial areas. Depending on the parking configuration, on-street vehicle parking ranges from 7 feet (parallel spaces) to 18 feet (angled spaces). In urban areas, on-street parking also provides traffic calming, with cars slowing due to the potential for parked cars pulling out or doors opening and provides a physical buffer to protect pedestrians and cyclists from moving traffic.

Today, most on-street parking within the Core Area is configured as parallel. Angled parking provides a greater number of parking spaces and has a greater traffic calming effect but uses more ROW. Back in parallel parking is a common tool to reduce vehicular bicycle conflicts on street. On-street parking of both types can be maximized by limiting curb cuts and driveways on the street. Access to parcels can still be provided by requiring side-street or alley access and by creating shared driveways. Where on-street parking individual spaces are marked using paint, the City is obligated to provide American with Disabilities Act (ADA) designated parking spaces on the street; these require additional improvements and maintenance.

In the Core Area, all streets are being considered for on-street parking except for 3rd Street and Greenwood Avenue east of 3rd Street.

Landscape

Landscape within the ROW fosters a pedestrian friendly, aesthetically beautiful and sustainable urban fabric, with many co-benefits:

- Reduces heat island effect of streets
- Filters auto emissions
- Intercepts and filters stormwater run-off
- Calms traffic by perceptually narrowing and enclosing the street
- Creates a comfortable and visually interesting walking and biking environment, reinforcing pedestrian scale and a sense of “enclosure” along walking routes
- Builds a sense of place and distinct character
- Adds value to adjoining properties

Some considerations include landscape location, height, density and maintenance responsibilities. Park-strips function and scale, tree planting conditions and appropriate species, easement plantings, planters, medians, and curb extension plantings, are all important aspects of landscape planning that relate to street cross-section design. The City could consider updating landscape and street tree lists as part of an update to Street Standards.

PAVEMENT DESIGN

Existing pavement design standards in the City of Bend include concrete pavement and asphalt and are typically determined by corridor and cost benefit analyses. Pavement width, color, material, and structural design play an important role in stormwater management, surface temperature, slip resistance, and safety. The pavement design also contributes to establishing a unique district identity and, human scale, and sense of place. For example, Bend’s downtown uses a special brick material on sidewalks to help define the downtown character. Special paving can also mark key intersections and crosswalks to enhance pedestrian safety. Curb-less ‘festival’ streets are an example of special paving across the ROW to support pedestrian comfort and safety.

In general, lighter-colored pavements and those with more porosity have higher reflectivity and lower temperatures than darker colored pavements, resulting in reduced urban heat island effects and a more comfortable walking surface on hot days. Porous or pervious and higher porosity pavement typically have higher reflectivity and provide stormwater management benefits by allowing rainwater to infiltrate the ground.

Sidewalks

Safe, comfortable, and inviting sidewalks are a critical component to encourage walking and therefore crucial to the success of urban mixed-use districts. Sidewalk width and pavement is perhaps the most important consideration, but other elements to consider include landscape, lighting, signage and wayfinding, cleanliness, and accessibility.¹⁹ A minimum sidewalk dimension of 12 feet is desirable on key Main Streets in commercial and mixed-use areas, providing space for outdoor dining spaces, outdoor retail displays, and comfortable bus stops. On non-Main Streets in business districts, requiring a minimum of 8 feet still supports walkability and provides enough space for awnings or canopies to shade the sidewalk.

Current City sidewalk standards are a minimum of 5-foot width on locally designated streets and 6 feet on arterials and collectors. When used as shared use sidewalks (side paths), the Draft Bikeway Design Guidelines identify 12 feet as the standard and would require a minimum of 10 feet.

Crosswalks

As extensions of sidewalks, the design of crosswalks should be carefully considered. Crosswalk treatment considerations should include underlying pavement, striping patterns, sight lines, street speed and turning conflicts. Curb extensions, coordinated with on street parking and bike facilities, provide a valuable opportunity to incorporate landscaping, reduce the perceived street width and reduce crossing distances for pedestrian safety. Crosswalk striping should be consistently applied throughout the district for clarity and safety.

Bicycling Facilities

The City's Draft Bikeway Design Guide identifies ways to improve the safety, attractiveness, usability and comfort of bicycling facilities in Bend. Implementation of the proposed facilities at intersections and on streets will provide greater protection and increase ridership. The application of various bikeway facility types depends on the context of the corridor. Facility type continuity is also important to improve comfort and best match facility type to user needs.

The City recommends a range of low stress bicycle facilities from off-road trails, shared use sidewalks along the road and neighborhood greenways, to parking protected bike lanes and buffered bike lanes. Protected bike lanes buffered by raised curbs are challenging to maintain

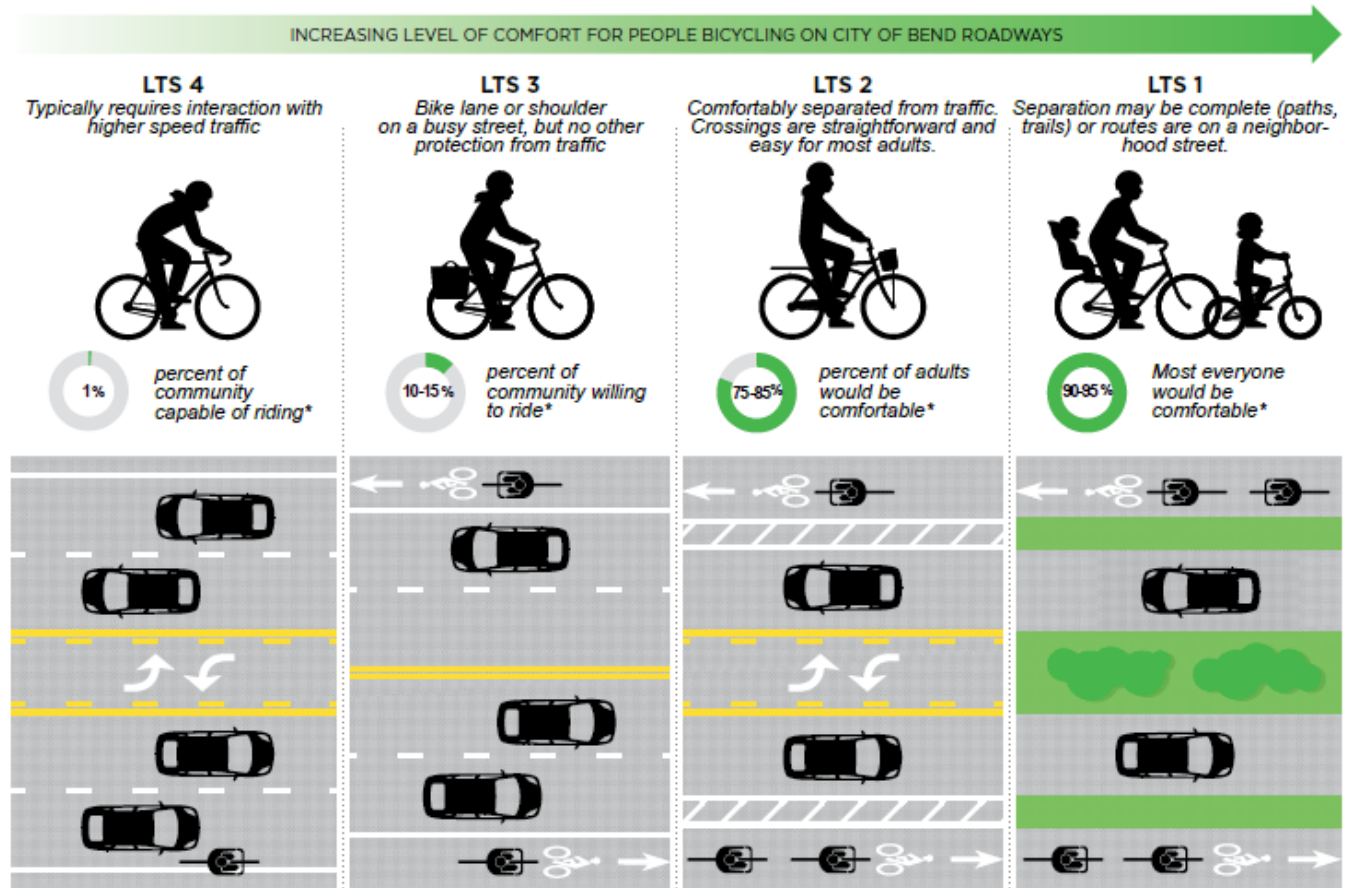
¹⁹ At minimum, street improvements in Bend must comply with the Americans with Disabilities Act (ADA).

and are therefore not recommended. Low stress bicycle facilities are defined as Level of Traffic Stress 1 and 2 facilities as depicted in Figure 13. Level of traffic stress is determined through a variety of factors including speed, street width, and bikeway facility type and width.

Figure 25. Level of Traffic Stress

LEVEL OF TRAFFIC STRESS

*Figures based on U.S Census Bureau ACS 2016 5-year Dataset



Vehicular Access

Alley access, driveways, and other curb cuts are an important consideration in developing urban street standards. Requiring alley access or shared driveways reduces curb cuts and therefore reduces the chance of conflicts between vehicles and pedestrians, while increasing the amount of potential on-street parking and ensuring a complete, continuous streetscape design.

Fire/Emergency Service Access

Street cross-section design needs to take into consideration Emergency Medical Service and Fire access. For example, street curb-to-curb widths should not be below 20 feet in width and the space between the travel lane and the building is required to be no closer than 15 feet and no further than 30 feet (including parking) to ensure fire equipment and ladder access.

Mobility and Curb Management

New trends in mobility including ride hailing (Uber, Lyft, etc.), micro mobility (e-bike and e-scooters), mobility hubs, micro transit/shuttles (such as Ride Bend), e-commerce, delivery services, mobility as a service (apps to plan and purchase trips of multiple mode/services), and autonomous/connected vehicles will likely increase demand on ROW and curb space throughout the day. Considerations include balancing parking and loading/drop-off areas, car storage areas, regulating autonomous vehicles, and congestion management.

Street Maintenance

Street elements need to be designed with consideration for maintenance vehicles and operations especially sweeping, plowing, and snow storage. Enhanced cross-section elements (raised landscaped islands, buffered bike lanes, lighting, receptacle bins, etc.) will require appropriation of maintenance, equipment, and staff to maintain investments. Existing street maintenance resources, equipment, and staff is likely insufficient to meet urban streetscape maintenance needs.