



## MEETING AGENDA

# Southeast Area Plan Advisory Committee Meeting #11

MEETING DATE: Thursday, December 3, 2020

MEETING TIME: 5:30 PM – 8:30 PM

LOCATION: Online using Webex. Participation details can be found at:

<https://www.bendoregon.gov/government/citizen-committees/southeast-area-plan-advisory-committee>

PUBLIC COMMENT:

**To provide public comments by phone**, please call 1-855-282-6330. To receive a call back, provide your phone number when you join the event, or call the number above and enter access code: 146 484 4301## (please press the “#” key twice). It is recommended that individuals wishing to provide public comment call in 15 minutes prior to the start of the meeting.

**To provide written comments**, please email your comments to [dsyrnyk@bendoregon.gov](mailto:dsyrnyk@bendoregon.gov) by 2:30 p.m. on Thursday, December 3<sup>rd</sup>. Written comments received by this time will be forwarded to the Committee and summarized by Chair Smith.

## Objectives

- Forward a SEAPAC recommendation to the Planning Commission to review, refine as needed and recommend to the City Council:
  - SE Area Plan Funding Plan
  - SEAP Summary Report and Technical Appendix
  - SEAP Comprehensive Plan and Code Amendments

## Agenda

1. **Welcome, Introductory Items** (Chair Sharon Smith) – 10 min
  - a. Introductions/conflict of interest disclosures
  - b. Approval of minutes from previous meeting
2. **Public Comment** – 10 min
3. **Agenda Overview and Where We Are in the Process** (Joe Dills) – 5 min
  - a. Schedule and process review

### Accessible Meeting Information

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



**4. Information from the Online Open House (Project Team) – 10 min**

*This is an informational item*

- a. Staff briefing and committee discussion

**5. SEAP Infrastructure Funding Plan (Project Team) – 50 min**

*This is an action item. The attached draft Funding Plan includes updates to information previously presented regarding infrastructure projects, costs, tools, and analysis. It includes funding strategies and recommendations to be considered and finalized by the City Council. It will be included in the SEAP Implementation Plan.*

- a. Staff briefing
- b. Committee discussion (round robin)
- c. Straw poll preliminary vote (final vote at end of meeting)

***There will be a break at approximately 7 PM.***

**6. SEAP Summary Report and Technical Appendix (Project Team) – 30 min**

*This is an action item. The draft report was reviewed in September. The attached (formatted) draft includes revisions discussed in September, an Executive Summary and a Funding Plan Summary. A table of contents for the Technical Appendix is also attached – this appendix will be a compilation of memos and information previously reviewed by SEAPAC.*

- a. Staff briefing
- b. Committee discussion (round robin)
- c. Straw preliminary vote (final vote at end of meeting)

**7. Comprehensive Plan and Development Code Amendments (Project Team) – 30 min**

*This is an action item. The direction and concepts for these land use regulations were discussed with SEAPAC, and revised per committee direction, throughout the process. The codified versions distributed on November 19 implement SEAPAC's direction to date.*

- a. Staff briefing
- b. Committee discussion (round robin)
- c. Straw preliminary vote (final vote at end of meeting)

**8. Public Comments – 10 min**

**9. Final vote by SEAPAC – Recommendation to the Planning Commission – 10 min**

*Sample motion: "I move that SEAPAC forward the following SEAP recommendations (with refinements from this meeting) to the Planning Commission for review, refinement, and recommendation to the City Council:*

- a. *SEAP Summary Report and Technical Appendix*
- b. *SEAP Implementation Plan, comprised of the draft Comprehensive Plan amendments, draft Development Code amendments, and SEAP Funding Plan*

*Formatting and clerical refinements to the above may be made by staff."*

**10. Thank you and next steps (Damian Syrnyk and Chair Smith) – 5 min**

### **Meeting Materials Part 1:**

- Draft Minutes for October 8, 2020 SEAPAC Meeting
- Draft Comprehensive Plan and Development Code amendments for Southeast Area Plan
- Comments from Ken Atwell, November 19, 2020

Materials available at the following link:

<https://www.bendoregon.gov/home/showpublisheddocument?id=48171>

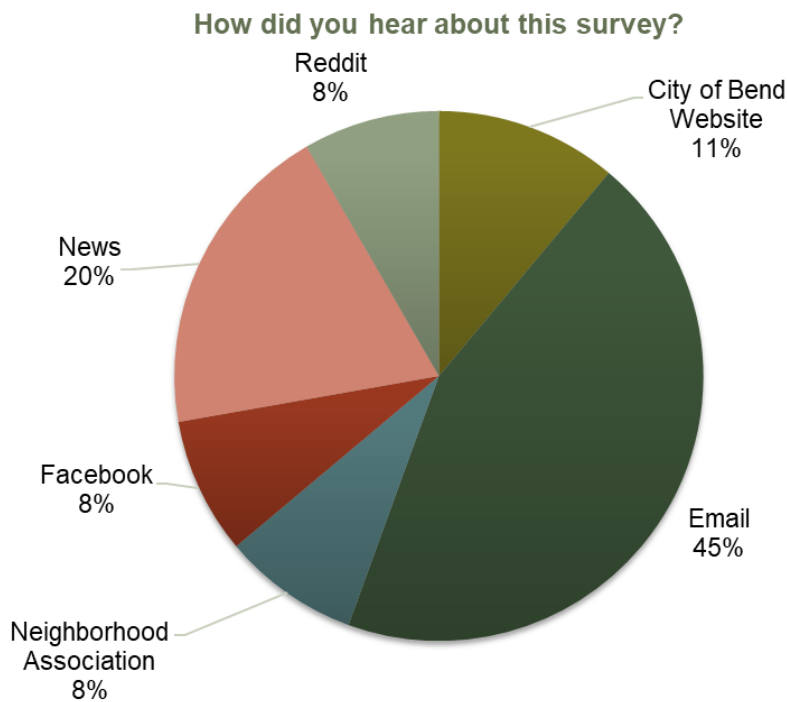
**Packet Item No. 1:**  
Summary of Online Open  
House Feedback

# Summary of Online Open House #3

PREPARED FOR: SEAPAC  
 PREPARED BY: Kyra Haggart and Joe Dills, APG  
 DATE: 11/24/2020

## Introduction

This memorandum provides a summary of the results from the Southeast Area Plan Online Open House #3. The Online Open House, which included an informational component as well as five sets of survey questions, was available for 21 days from Thursday, October 22 through Thursday, November 12, 2020. A link to the Online Open House was posted to the City’s website, Facebook page, and Nextdoor; advertised on local news channels; and sent to the project’s interested parties email list. The Online Open House received 161 views and 47 responses to the survey questions.



## Information Provided

The Online Open House summarized key information that is included in the Southeast Area Plan Summary Report, including:

- History and background on the project’s role in planning for future growth in Bend;
- Recommended land use plan;
- Community design concepts;
- Recommended street framework and planned transportation improvement projects;

- Recommended multi-use path framework; and
- A summary of the amendments proposed to the City’s development code to implement the project’s recommendations.

## Online Survey Results

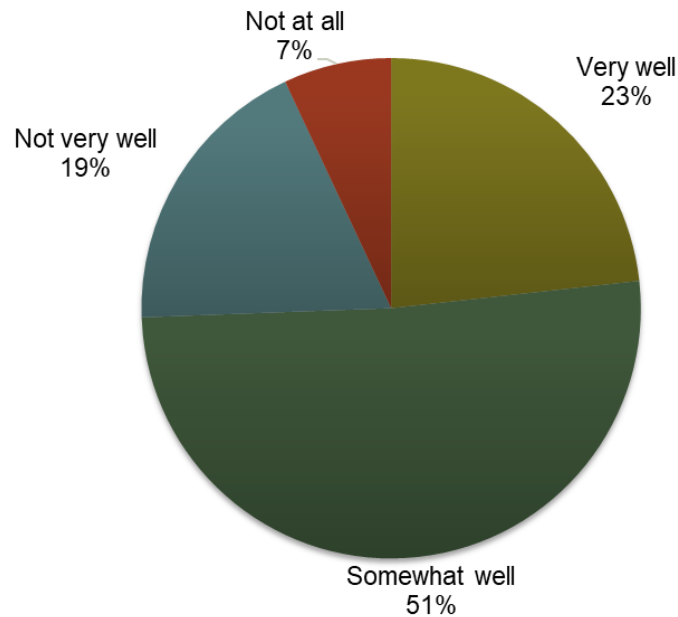
Online Open House participants had the opportunity to provide comments indicating their level of support for the land use plan, transportation and multi-use path frameworks, community design concepts, and code concepts. Long-form responses were also accepted and are included as Attachment A to this memo.

### Land Use

#### How well do you think the recommended land use plan implements the vision for the Southeast Expansion Area?

- **Very well:** 10 (23% of responses)
- **Somewhat well:** 22 (51% of responses)
- **Not very well:** 8 (19% of responses)
- **Not at all:** 3 (7% of responses)

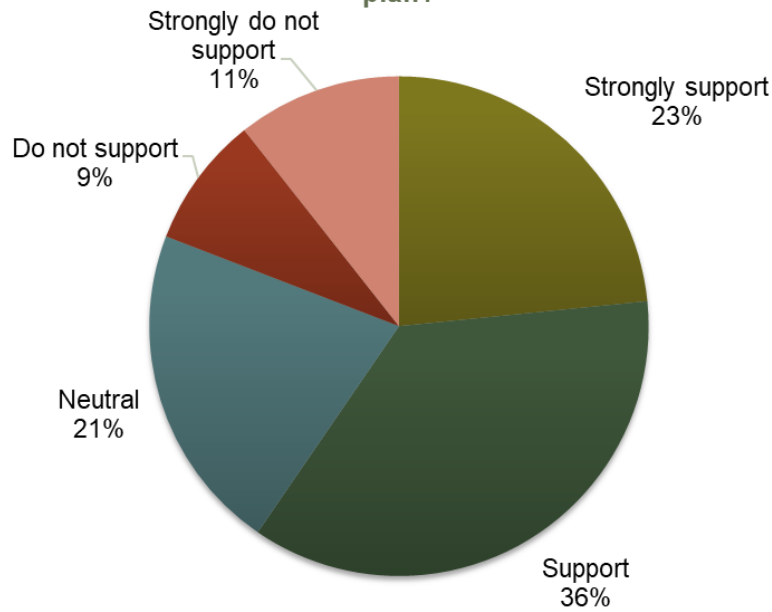
How well do you think the recommended land use plan implements the vision for the Southeast Expansion Area?



**What is your overall level of support for the recommended land use plan?**

- **Strongly support:** 11 (23% of responses)
- **Support:** 17 (36% of responses)
- **Neutral:** 10 (21% of responses)
- **Do not support:** 4 (9% of responses)
- **Strongly do not support:** 5 (11% of responses)

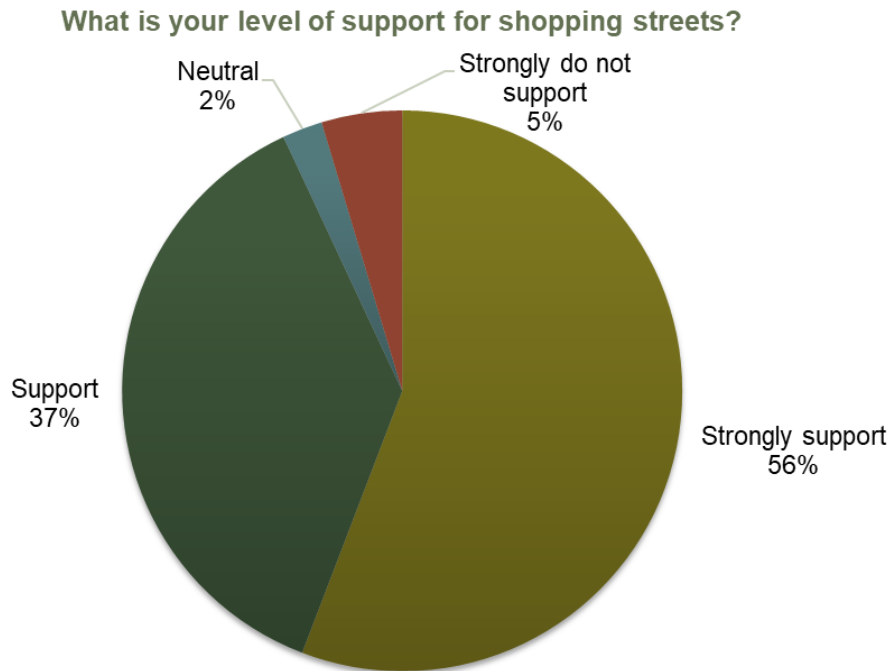
**What is your overall level of support for the recommended land use plan?**



## Community Design

### What is your level of support for shopping streets?

- **Strongly support:** 24 (56% of responses)
- **Support:** 16 (37% of responses)
- **Neutral:** 1 (2% of responses)
- **Do not support:** 0 (0% of responses)
- **Strongly do not support:** 2 (5% of responses)

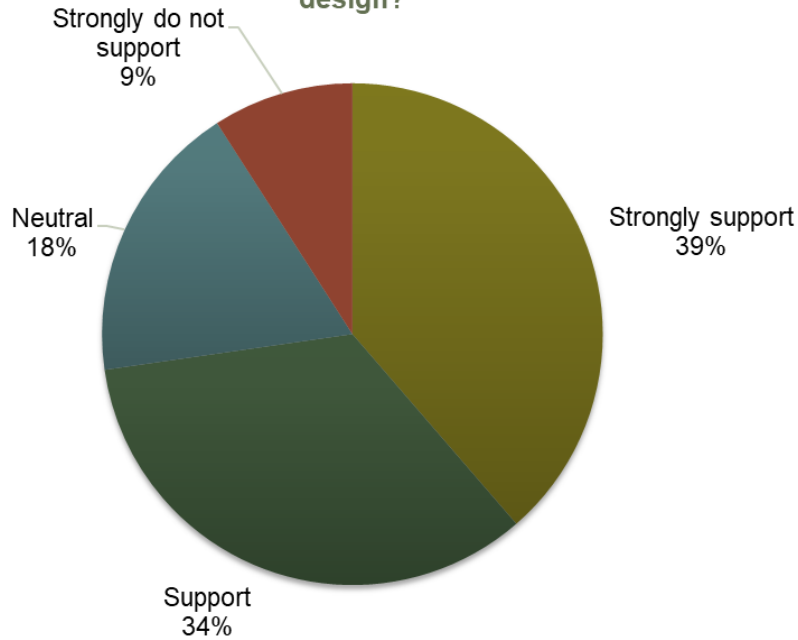


### What is your level of support for density transitions & residential design?

- **Strongly support:** 17 (39% of responses)
- **Support:** 15 (34% of responses)
- **Neutral:** 8 (18% of responses)
- **Do not support:** 0 (0% of responses)
- **Strongly do not support:** 4 (9% of responses)



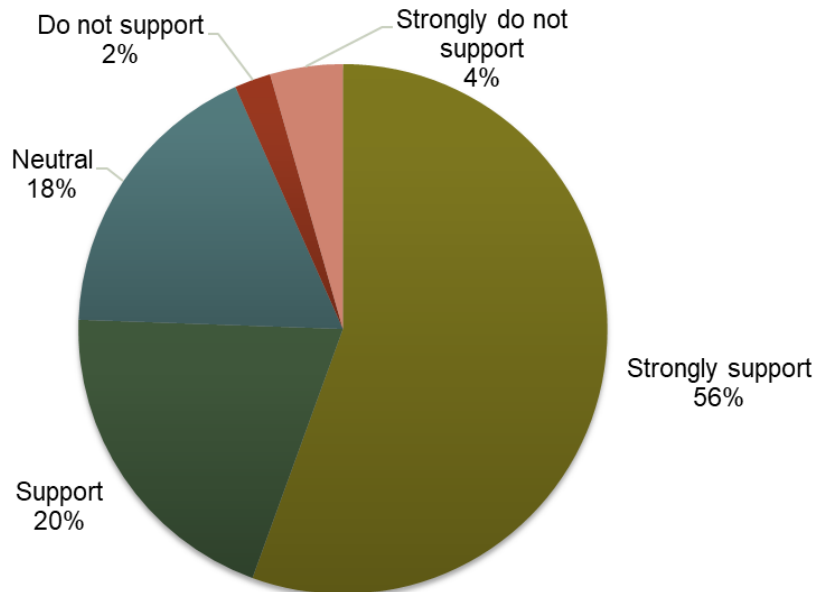
### What is your level of support for density transitions & residential design?



### What is your level of support for transitions between land uses?

- **Strongly support:** 25 (56% of responses)
- **Support:** 9 (20% of responses)
- **Neutral:** 8 (18% of responses)
- **Do not support:** 1 (2% of responses)
- **Strongly do not support:** 2 (4% of responses)

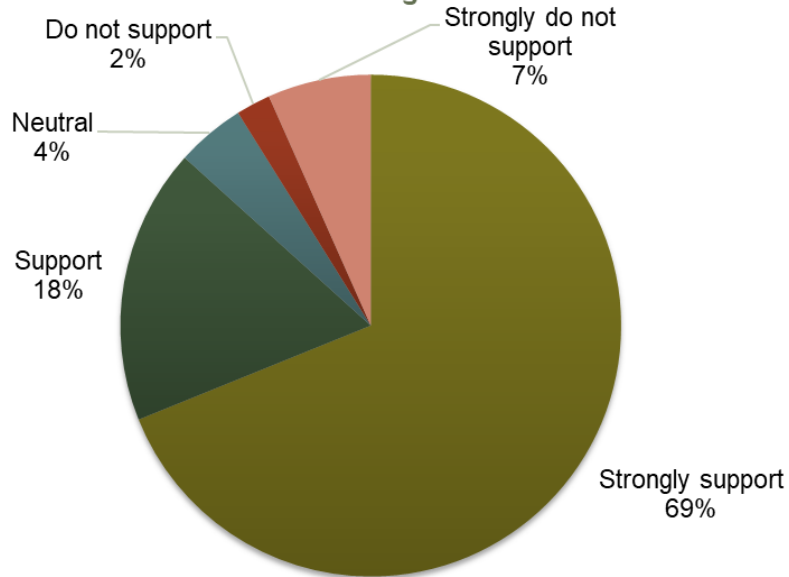
### What is your level of support for transitions between land uses?



### What is your level of support for integrating natural features into site design?

- **Strongly support:** 31 (69% of responses)
- **Support:** 8 (18% of responses)
- **Neutral:** 2 (4% of responses)
- **Do not support:** 1 (2% of responses)
- **Strongly do not support:** 3 (7% of responses)

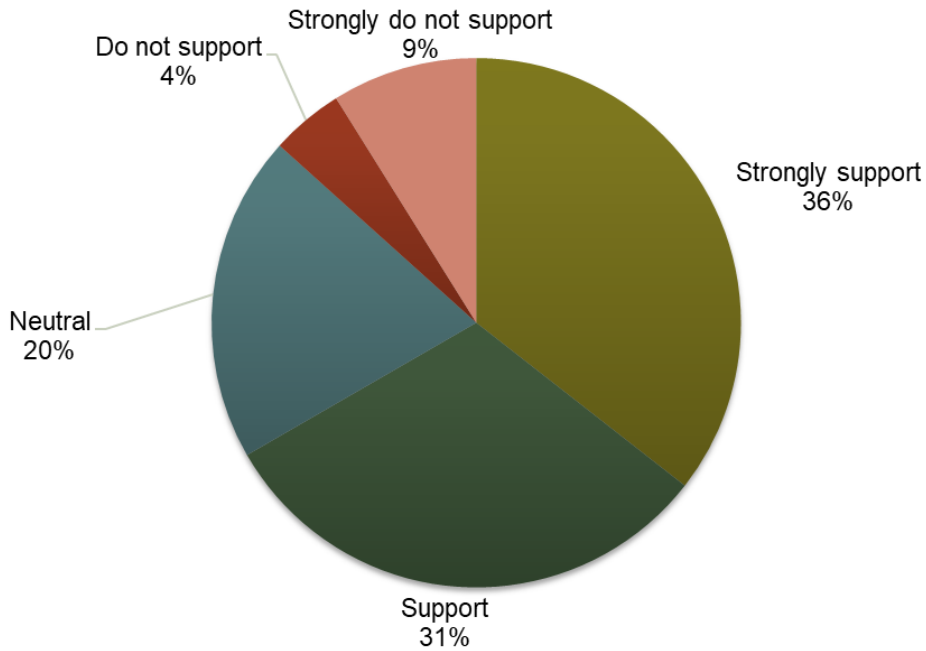
What is your level of support for integrating natural features into site design?



### What is your level of support for mixed employment design?

- **Strongly support:** 16 (36% of responses)
- **Support:** 14 (31% of responses)
- **Neutral:** 9 (20% of responses)
- **Do not support:** 2 (4% of responses)
- **Strongly do not support:** 4 (9% of responses)

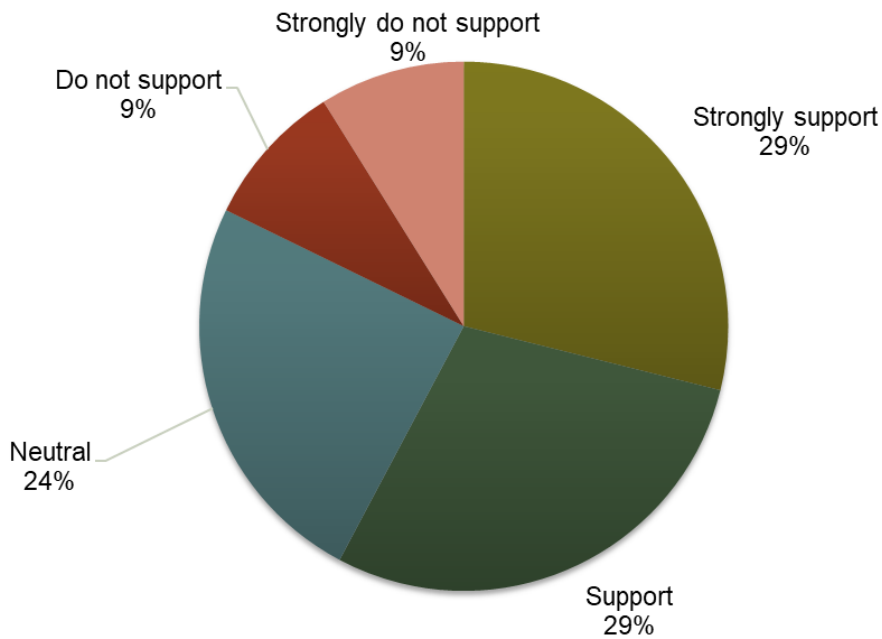
### What is your level of support for mixed employment design?



### What is your level of support for light industrial design?

- **Strongly support:** 13 (29% of responses)
- **Support:** 13 (29% of responses)
- **Neutral:** 11 (24% of responses)
- **Do not support:** 4 (9% of responses)
- **Strongly do not support:** 4 (9% of responses)

### What is your level of support for light industrial design?

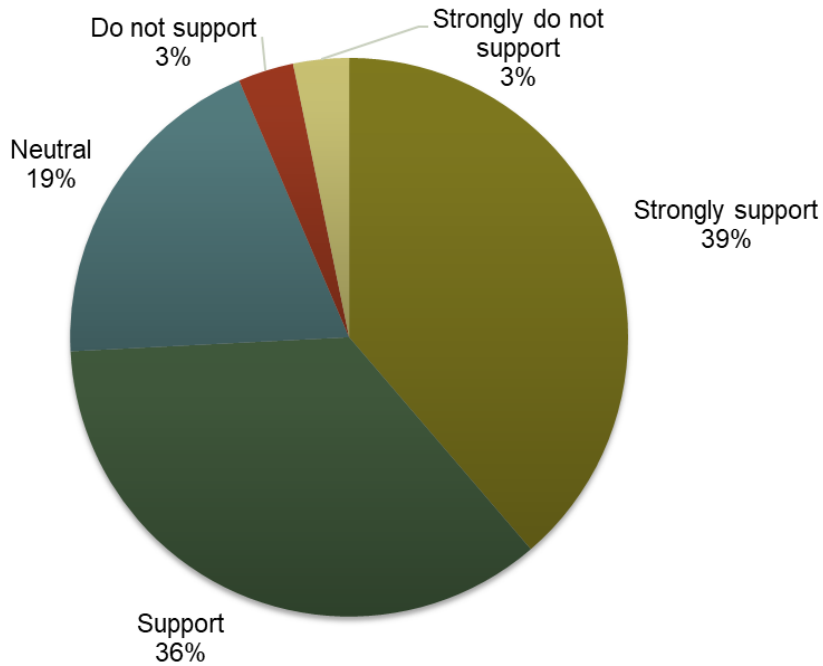


## Transportation

### What is your level of support for the recommended street plan?

- **Strongly support:** 12 (40% of responses)
- **Support:** 11 (37% of responses)
- **Neutral:** 6 (20% of responses)
- **Do not support:** 1 (3% of responses)
- **Strongly do not support:** 1 (3% of responses)

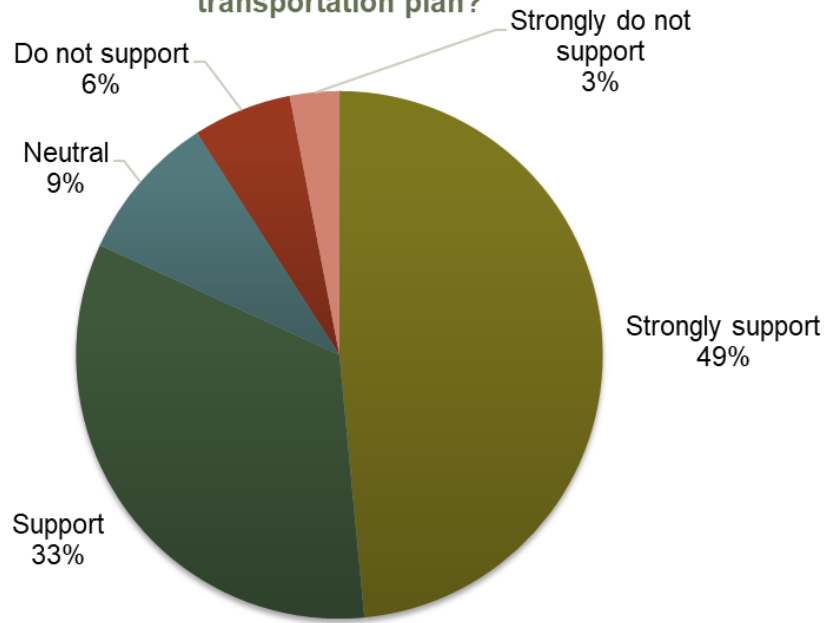
### What is your level of support for the recommended street plan?



### What is your level of support for the recommended active transportation plan?

- **Strongly support:** 16 (49% of responses)
- **Support:** 11 (33% of responses)
- **Neutral:** 3 (9% of responses)
- **Do not support:** 2 (6% of responses)
- **Strongly do not support:** 1 (3% of responses)

**What is your level of support for the recommended active transportation plan?**

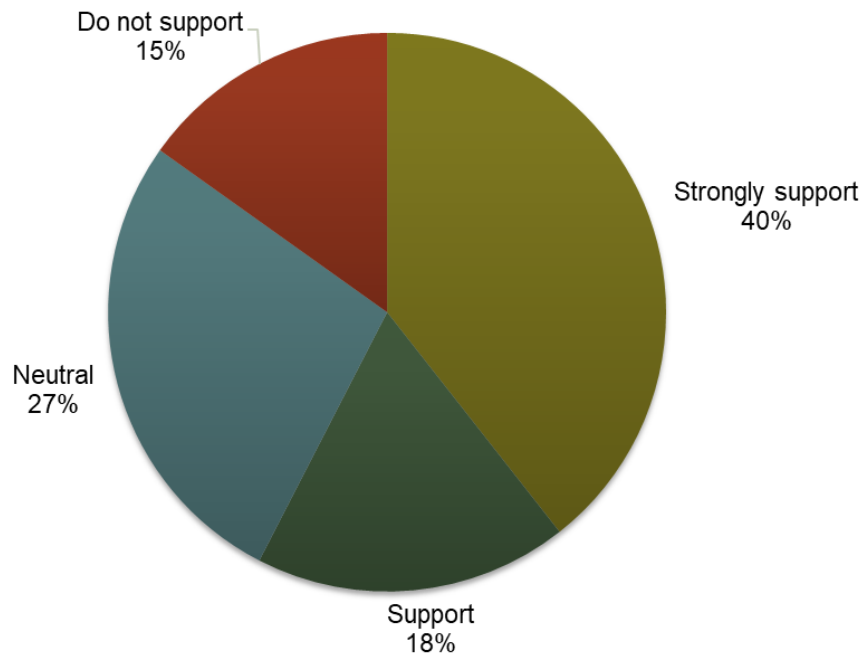


## Code Concepts

### What is your level of support for the recommended allowed uses?

- **Strongly support:** 13 (40% of responses)
- **Support:** 6 (18% of responses)
- **Neutral:** 9 (27% of responses)
- **Do not support:** 5 (15% of responses)
- **Strongly do not support:** 0 (0% of responses)

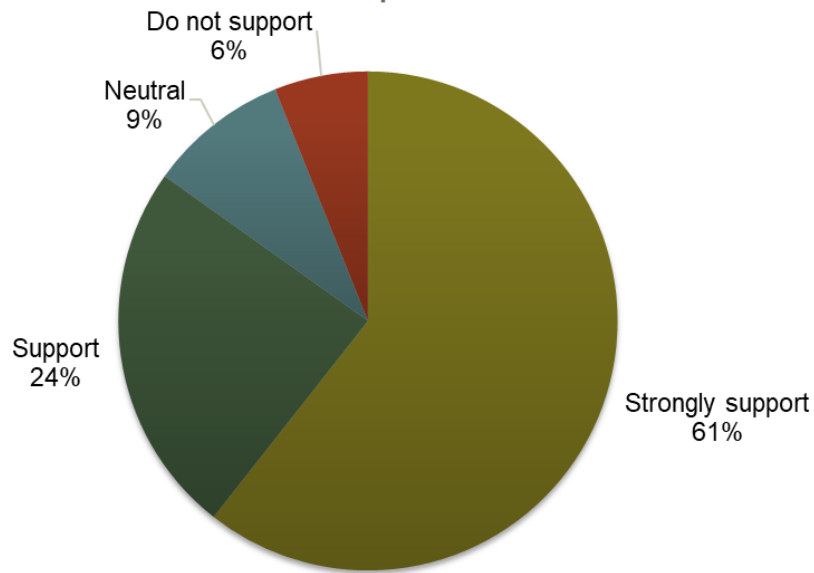
### What is your level of support for the recommended allowed uses?



### What is your level of support for the shopping streets code concepts?

- **Strongly support:** 20 (61% of responses)
- **Support:** 8 (24% of responses)
- **Neutral:** 3 (9% of responses)
- **Do not support:** 2 (6% of responses)
- **Strongly do not support:** 0 (0% of responses)

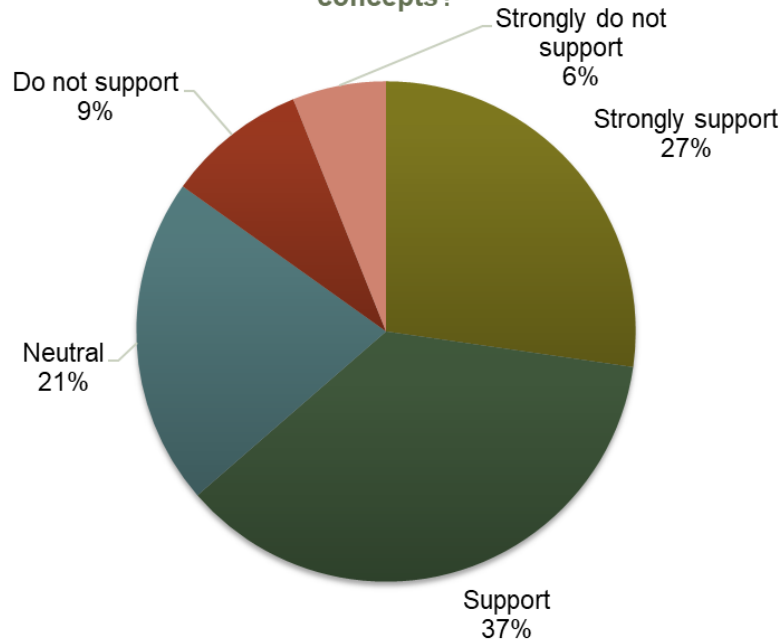
**What is your level of support for the shopping streets code concepts?**



**What is your level of support for the industrial design code concepts?**

- **Strongly support:** 9 (27% of responses)
- **Support:** 12 (37% of responses)
- **Neutral:** 7 (21% of responses)
- **Do not support:** 3 (9% of responses)
- **Strongly do not support:** 2 (6% of responses)

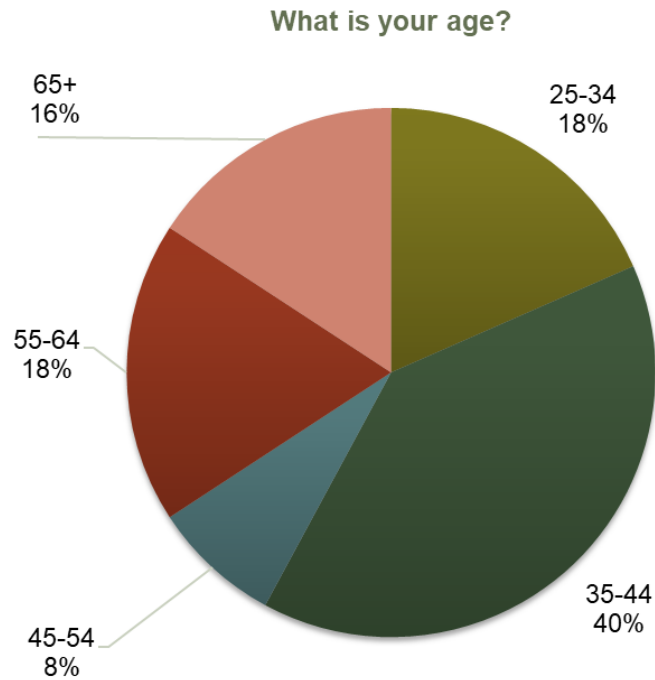
**What is your level of support for the industrial design code concepts?**



## Participant Information

### What is your age?

- **25-34:** 7 (18% of responses)
- **35-44:** 15 (40% of responses)
- **45-54:** 4 (8% of responses)
- **55-64:** 7 (18% of responses)
- **65+:** 6 (16% of responses)

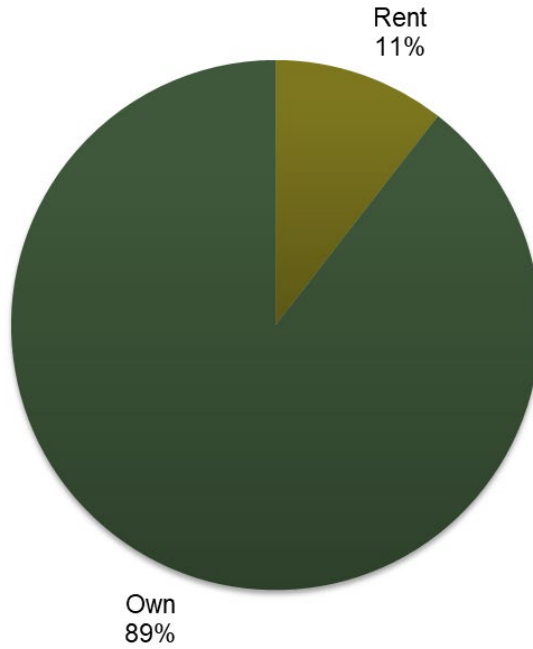




**Do you rent or own your home?**

- **Rent:** 4 (11% of responses)
- **Own:** 34 (89% of responses)

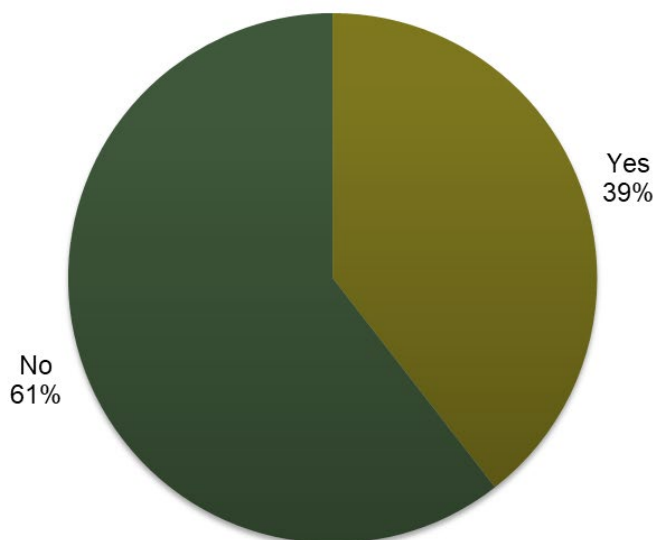
Do you rent or own your home?



**Are there children in your household?**

- **Yes:** 15 (39% of responses)
- **No:** 23 (61% of responses)

Are there children in your household?





## Summary of Online Open House #3: Attachment A – Long-Form Responses

Is there anything you would change about the recommended land use plan?

- Where I see light industrial zones touching residential zones without a buffer - in two areas on the map - I think that is bad. Surround the IL zone completely with the mixed employment would improve it.
- The commercial zones seem well placed
- It seems like the park should be in the middle and the light industrial areas on the outskirts. The park is nowhere near the residential areas; will this encourage people to get in their cars to go to the park? If the park is already fixed in place, then how about relocating some of the residential, so it is within walking distance of the park, and move the light industrial near the major roads, so employees and customers have more direct vehicle access to the jobs and services in those businesses, without having to go through residential areas?
- Please reclassify the CG and RH designated areas bordering Ferguson. The neighborhood directly across from this area on Ferguson Rd. is RL. High density housing and commercial properties are a stark contrast to this and will impact the existing neighborhood in a significant way. We do need high density housing and commercial land in this part of Bend, but it doesn't need to be on the Ferguson border with an existing neighborhood. Consider swapping this area with the designated High Desert Park Site, which is also served by higher classification roadways that will allow easy access to the whole Bend community. Other options for CG and RH land include the area currently designated RM bordering Knott Rd. and the ME land where 27th and Knott merge. Swapping these land classifications will lessen the impact from the development of this area significantly without sacrificing the need for affordable housing and city-wide services.
- Is there a way to define the uses in the industrial district? Might have some conflict between early industrial operations (trucks beeping, grinding, other noise) and the school and residential areas.
- The placement of RH is VERY VERY poorly thought out. It is located on 3 sides by RL, which is a somewhat uncommon zoning for Bend. "The Low Density Residential District consists of large urban residential lots ... The residential density range in this district is 1.1 to 4.0 dwelling units per gross acre." "The High Density Residential District is intended to provide land for primarily high density multifamily residential in locations close to shopping and services, transportation and public open space. The density range of the district is 21.7 to 43.0 units per gross acre and must provide a transitional use area between other Residential Districts and other less restrictive areas." While the elbow may eventually have features that support RH, it's proposed location is squarely in an area surrounded by RL so the roughly 2 houses per acre neighborhood could be dwarfed by a 43 unit apartment complex (per acre). It doesn't fit the neighborhood profile.
- We are across the street from the uppermost northwest boundary of this area. What I can't understand is why the residential areas are SEPARATED from the PARKS and SCHOOLS by commercial and employment development?? How does that create a livable, walkable community for families? Look at NWX where homes ring the parks NOT commercial areas.

And why in the world is the zone for heavier industry buried in the center of the neighborhood?? It should be out near the dump and major roads. Seems like the parks department should swap land and be more centrally located to actually serve the community residents of both the existing and proposed neighborhoods.

- Also, please don't allow developers to flatten and destroy all the natural features that make this landscape beautiful like they did at Reed Market and 15th. There are old Ponderosas and Junipers and wonderful lava rock outcroppings and ridges throughout this area. They belong. I am not opposed to developing this land. Just don't destroy it. "
- Mixed use area seems to cover a very large area
- I think infrastructure is most important, meaning widening roads to accommodate excess traffic. Unlike what has been done near the new high school and additional homes. The 15th street corridor should have been widened.
- Infrastructure, specifically traffic plans, need to be rolled out for community approval before any further progression of planning. The City's biggest downfall has been inadequate traffic and parking plans with limited future vision. They just finished the 15th/Knott Rd roundabout and only made it one-lane! What are you thinking? This needs to have much more capacity- in two years it will be inadequate, let alone in 10 years when all this is in-place. Brosterhouse is still a country lane with a narrow underpass, now expected to handle hugely increased flow. Look at the poor planning on the "Murphy road corridor", and you can see why we have no confidence in traffic planning or projections for future volumes.
- "There is nothing in the simple map plan that addresses open spaces, and the vision of a walkable community with parks, paths and open spaces. The city should develop these concepts further and pay attention to tensions between mixed uses in existing planned areas - e.g. dogs, bikes, electric bikes, scooters, boards; versus pedestrians. I think further mixing of these uses in Bend should be studied for safety and potential conflicts before proceeding with the now totally absent ""walkable"" and ""open"" part of the plan. Look at what the forest service does for example with mixed use trails as well as other cities. My opinion is wheeled personal transport should be separated from pedestrians on feet and paws. e.g. create bike/scooter, etc. paths that are separate from WALKways.
- The intent of ""Mixed Employment"" areas is totally unclear, and the Light Industrial in the middle of a primarily residential community. These need more thinking and explanation."
- Increased restrictions on the use of any residential property for AirBNB or short-term rentals. The city has been lax and absent in administering current AirBNB restrictions. Any future developments should attempt to significantly limit, if not completely ban, short-term rentals. Although many members of city council profit from short-term rentals (which is a conflict of interest when implementing restrictions, the city needs to start since short-term rentals are overrunning the city and causing spikes in rental prices for long-term residents.
- It doesn't seem like any thought has been given to helping people get out of their cars and use alternate transportation. For example... the small commercial area is all on either "corner" of the zone and there doesn't seem to be any way to avoid 27th. Are there plans for a connected system of off road bike paths to help kids get to school on bikes or help their parents get to the store on bikes?
- I realize Bend is growing and we need additional development but my concern is in overloading the already busy streets and infrastructure. Reed Market Rd will be completely impassable with the addition of thousands of people moving to the east side. The train already creates long waits and congestion - when is that overpass scheduled to be completed? And Knott Rd, which is a rural rd, will become like a highway.

- We need some type of cute little shopping area with a small grocery store. It would be similar to that on Brookwood Drive.
- There should be more higher density housing, additional small parks, and bicycle/walker friendly transportation options.
- Higher density (townhomes, duplexes) residential throughout, more parks
- Where in this plan do you include a round about at China Hat and Knott Road? It's one of the most overdue improvements for one of the most dangerous intersections in SE Bend. With all of the new homes and new cross roads that all feed right back into Knott Road, how can you possibly leave this out of your master plan? It's a daily gamble trying to get out of our communities on blind corners like Tall Pine and Pine Vista Drives with cars rolling through at average speeds of 50- 65 mph. You have exhausted the use of law enforcement for speed control which only works while it is in progress. A round about is the only way to slow traffic for us on this dangerous stretch road. It was our understanding that a round about at this intersection was supposed to part of this plan. Please do not move forward without this round about.
- The key will be successful implementation particularly around High Desert Middle School. There is potential for user conflicts as business and school traffic occur at the same time during peak hours. I noticed the school is surrounded by commercial and mixed employment on all sides. This means walkers and bikers to school will have to pass through these zones to get to school. Wide paths, open spaces, and safety will be key.
- Increase commercial slightly and decrease mixed employment. This side of town really needs a grocery store, gas station, ...
- I do not support as this high density plan does not take into consideration that Knott/27th is a two lane road. There is not plan it appears for moving a higher density traffic. Why is it that Bend wants to continue to grow in population but doesn't want to invest in the infrastructure to move the increased population more efficiently. Single lane roundabouts, two lane roads, one bypass with a 45 mph speed limit. There is no good access east to west and the city of Bend wants to build more neighborhoods, more schools, put in more businesses in a rural part of Bend that has already seen a 100% increase in traffic with no plan for building better roads. I, as a rural resident of Bend, absolutely do not support this plan.
- Unlikely to achieve the vision because it does not have enough density and is too car-centric
- 1. Reduce RS and increase RM zoning. Use RM zones as a buffer between 15th & Knott and the RS zones. This area, intended to provide most amenities within close proximity, is an ideal location to increase housing density. 2. Relocate IL zoning to the plot currently shown as ME zoning along 27th (bounded by PF zoning at the north and south ends). This will allow for better IL access (direct from 27th) as well as reduce issues common with IL zoning adjacent to residential zoning (noise, smells, etc). 3. Add a small neighborhood park site in the northwestern section of residential zoning to give residents another option within safer (ie not through ME/IL zoning) walking access. 4. Butting the unnamed north/south thoroughfare into Ferguson so close to the 27th Street intersection as shown will likely cause serious access and safety issues; consider installing a roundabout to replace that awkward intersection.
- The SE area of Bend has never had any neighborhood commercial services, excluding Expressway. Will 10% of the area designed for commercial services be sufficient for the needs of our area? We need a full service grocery store. Also, there are some major traffic arteries in our area (15th St, 27th St, Ferguson and Knott Rd). Will multi-use paths be designed so residents may walk or ride their bikes to future services in our area without the threat of car traffic?

- Somewhat concerned about traffic flow from the light industrial districts onto 15th street.
- I'd like to see some community garden options in the mix. Bend doesn't seem to have them broadly. It seems like a great way to build community while being outside. And you can't get greenery back!
- I would be proactive in designing spaces with social distancing and outdoor recreation in mind. As the pandemic continues, our needs are evolving. A restaurant row would be nice - if it included greenspace for outdoor seating year round. Public wash stations, UV disinfecting spots, and warm up spots would also be helpful. Maybe an incubation area - where small business owners could learn from each other or have discounted rent to encourage small business growth. Pods for food carts. Maybe give the area it's own distinct ""district"" feel as it's away from the core of the city.
- I want to see that the new plans incorporate zoning and other options to allow the existing businesses to remain where they are instead of having to try to re-locate in this high demand real estate market.
- I like the vision and most of what I see depicted here. I would like to see neighborhood centers identified; at least I didn't catch where they would be. There seems a lack of small well-dispersed neighborhood parks, just one big park at the edge. I sense Bend needs more high-density housing, including affordable housing and less new lower to standard density single-family housing. I think we need to move towards no new single family housing on undeveloped land. Where will large industrial development occur in Bend, assuming there is a need? Some may need to go here. Should public transit be addressed in this plan? It seems that 27th Street, 15th, Knott Road will become very crowded, especially also considering development outside the immediate area. Will Murphy help alleviate further congestion on Reed Market and 3rd Street?
- We support the SEA Vision of a complete walkable community with open spaces, bike and walk paths Many landscaped area with Lots of TREES. NW Crossing influence in our area would be great..
- Very happy and to not see heavy manufacturing in this area.
- Scrap it completely. Just another high density housing project. Another reason to leave this city!
- I don't think the high density works well at that already busy intersection 15th/ 27th
- Eliminate the light industrial section. Replace with public facilities or residential.
- Like the idea that you can live, work, play in the same neighborhood
- We are VERY disappointed that you are considering the middle school as community space. Many people enjoy the open space and large lots on this end of town, and this development plan ruins what we like about it. We do not want to become another area like around NW Crossing with hundreds of homes and very few shops jam-packed together. But, of course, on this side of town the city will build as cheaply as possible. Please consider the livability of Bend, not just the profits for developers, builders, and the City of Bend. Expand lot sizes, widen roads, don't let builders put square boxes on postage stamp lots, don't try to smash in thousands of people with high density housing in this small area.

### Is there anything you would change about the community design concepts for the Southeast Area Plan?

- When can we start making this happen?!?

- As mentioned earlier, and consistent with the idea of transitions between zones, don't abut the residential zones with IL - that seems wrong straight off the bat.
- Pull your people-centered uses (residential, shopping, and commercial) up to the street to maximize the opportunity for vibrant public life between homes/businesses and the public right of way.
- Please use a European approach to bike path design, where the bike lane is either a multi-use path completely removed from the roadway, or the bike lane is literally above the curb, next to the sidewalk, instead of being in the road. Winter weather makes bike lanes in Bend unusable. What's the point of having a bike lane that can only be used half of the year? Also, mixed employment and light industrial design should be oriented to creating pedestrian-friendly streetscapes, with parking lots behind buildings, unlike the examples in many of the photos here, where parking is in front of or completely surrounding buildings.
- Solar setbacks/maximum height requirements. I don't want my property in RL to be dwarfed by a sun-blocking building. DARKSKY approved lighting. I can currently see the Milky Way most nights. Light pollution must be curtailed with smart, directed light, only when necessary.
- I am not clear on which specific transitions would be implemented between land uses. I am very concerned about the transitions between current RL district land and new RH and CG land.
- Too many apartments and small homes causing too much population density should keep the single family home design that is already in the area. Too many homes leading to over crowding on this side of town
- How will the area adapt if the detailed plans don't match today's reality - or tomorrow's? What if we need more dense housing, or more commercial, or something else?
- Again, the traffic plans are unrealistic. You seem to think if you make car traffic difficult it will disappear. That will not happen in semi-rural Oregon. Every household will still have 2-3 vehicles. Everyone will not sell their cars and buy a bike to ride in the winter. You showed the Mt. Washington before/after as an example. Have you driven on Mt Washington drive lately? The "development" looks nice, but the streets are impossible. All this new housing is going to generate MUCH more vehicular traffic and we are already under-served on Knott Road/27th.
- Mixed use pathways are a growing problem in other areas of Bend with conflicts between pedestrians, dogs, and bicycles, scooters, boards, etc. and especially the growing use of heavier and higher speed electric devices. The safety of this needs to be studied and addressed. A great example is the city of Morro Bay, California where walkways on the waterfront are separated from a separate bikeway. US Forest Service and China has been addressing this for years. Bend needs to have a transportation/pedestrian expert study this before expanding the multi use pathways in the city.
- I don't understand what Mixed Employment use is, and it is a large percentage of the plan. Also, so far no mention of parks and open spaces and pathways.
- The design is good but the sad truth is Bend is slowly becoming more & more urban and less & less the community we all moved here to live in. I would like to see Bend keep some of the rural feel it had 20 years ago in at least part of the city.
- Emphasize shopping streets with good bicycle access.
- There needs to be plenty of parking on street and for individual businesses. Although this will be a very pedestrian friendly area, crowded parking will be a deterrent to visiting businesses.

- I live in the NW not the SE and therefore don't have a dog in the hunt. That said, the development actions taken in any part of Bend reflect upon the character of the City. Based on the text of this overview and the pictures presented as visual examples of how the plan will be implemented, I feel its a good direction. That said, I feel very strongly that City Planners and Developers must actually construct what is being depicted. Additionally, I feel it's very important that natural environmental features (i.e. rock / stone formations, existing "mature" trees) be preserved. **THE BEND DEVELOPMENT CODE SHOULD BE AMENDED TO ENSURE THAT MATURE TREES ARE PRESERVED. CURRENT CODE IS TOO AMBIGUOUS & DEVELOPERS ARE NOT HELD ACCOUNTABLE!**
- No, we have lived in SE Bend since 2007 and have been incredibly eager for there to be more businesses, grocery, etc. within safe walking and/or biking distance from our home. This is VERY welcome news!! Thank you for creating the online open house, we are excited to see this development begin and to hear more about what businesses might be coming closer to our neighborhood.
- A well thought out plan and a good positive move forward for Bend's expansion
- Minimize IL zoning and keep it completely separated from residential zoning. Focus on providing walking paths separate from vehicular streets (either completely separate or a landscape buffer between) to encourage pedestrian traffic. Ensure landscaping is native and drought-tolerant, but attractive.
- Give it it's own personality. Make sure there are ample places for distancing year-round. Hire local artists to really make the area beautiful.
- I don't think that the example plans and previous photos do enough to retain the natural areas in the design. Specifically I think that the City of Bend and Deschutes County allow for the complete removal of mature trees from sites to make it easier for developers to complete their plans, instead of trying to retain some of these natural features into the development plans. A vibrant neighborhood-based community would require that to reflect the true essence of Bend and Central Oregon.
- The ideas seems good without having thorough knowledge of the site-specific details. Some of earlier comments on Land Use may apply.
- Landscaping, wide paths soften and calm the ares.. Love your examples.. Density transition/Residential Design needs softening. (maybe setbacks from street)
- High Density buildings shold have larger setbacks than your photos show
- Would like to see more landscaped areas in the Light Industrial and High Residential area. Especially, the High Residential area seem stark
- Would be really cool to see this area be very self sufficient to cut down on driving. A "main street" or downtown area connected by safe paths into dense neighborhoods

### Is there anything you would change about the transportation concepts for the Southeast Area Plan?

- Excited to have safe, walkable and bikeable areas that connect to shopping and parks. Again...when can we get this going!?!
- Bike and ped paths need to be physically separated and protected from cars.
- Please prioritize a roundabout at Ferguson and 27th. That intersection is very dangerous because of the volume of traffic, and the angle of the street at the intersection. This is particularly problematic when the roads are icy.

- Multiuse paths and protected bikeways are more desirable!
- I am happy to see that a roundabout at the Ferguson Rd/27th intersection is in the plan. This is already needed.
- Please add a dead-end sign for Ferguson Ct. so that drivers/bikes/pedestrians using the new north-south collector do not try to use it as an alternative to 27th for travel north.
- I am looking forward to the active transportation network shown in the plan. SE Bend doesn't have a very good network of paths right now, so having a way to navigate safely by foot and bike through this new area is important to me. I'm hoping that the paths will be divided from the streets by a greenway (not sure if that is the correct term - basically a narrow strip of grass/trees/landscaping).
- N/S collector between Ferguson and Knott is going to introduce A LOT of traffic onto a short stretch of Ferguson for vehicles trying to continue North on 27th. You have CG and RH traffic that will all head that direction either going towards 27th or 15th. That collector should be routed to terminate at the proposed 27th and Ferguson roundabout. At rush hour, I foresee traffic backing up on Ferguson trying to enter 27th, blocking that intersection. Also single lane roundabouts on 27th is incredibly short-sighted. 27th is now the 2nd most important N/S road in Bend aside from the Parkway. These need to be planned as 2 lane roundabouts. Traffic is already high on this road and completion of the SEAP plan will multiply the traffic on this road.
- I am a cyclist that lives in River Rim off of Brookwood. Cycling on Knott is extremely dangerous, especially between 15th and Rickard. This is unfortunate since that is the main access to a lot of cycling out in the country. The number of trucks and contractors hauling stuff to the landfill makes the road even more dangerous, and also leaves a lot of debris on the roadway. This plan needs to make sure there are much wider shoulders or a dedicated two way bike lane to travel between the Parkway and Rickard. Very BIG problem.
- Does not address well enough the proposed new housing will lead to increased traffic and congestion
- Again, this is the biggest problem with the plan. Its OK as far as it goes, but it underestimates the traffic flow and has no vision of the future. Why do we always need to "redo" our streets after 5 years because they weren't planned well to begin with? 27th/Knott is a major traffic corridor, not a "minor arterial"- lots of large trucks use it to bypass Bend from Hwy 20 to Hwy 97, and it is the ONLY way to get traffic from the FORUM/HOSPITAL area to SE Bend/ DRW/Sunriver/La Pine. What about the dangers of entering traffic from Woodside, Country Club, Tall Pine, China Hat? If you want to have this major plan approved you will need to do a better job addressing our traffic issues.
- Separate walkways/sidewalks from bicycle and other personal transport paths. See my previous comments regarding this.
- A roundabout @ 15th & Ferguson needs to be completed ASAP before any additional development is done. The school, park & existing homes are creating a mess already.
- I see no mention of how public transit has been considered in this planning.
- Surrounding roads (27th and Reed Market) are already heavily used. 27th street already needs to be expanded and this plan would just make the situation worse.
- This improvement is a long-term priority for the City of Bend but may be incrementally constructed by properties within SEAP through applicable frontage improvements as development occurs.



- This is not acceptable. There should be no long term plans or reliance on developers to implement. The surrounding roads should be upgraded before any development begins to allow the area to grow. Perhaps the upfront costs could be included in development fees.
- Be sure to include bike parking!
- Required traffic noise mitigation measures including rubber coated streets, landscape sound buffering strips along arterial and collector streets, including Ferguson Road. Also, lower speed limits; lower Ferguson to 30 or 35 mph.
- Turning left out of High Desert Middle School to go North on 27th is very unsafe. We need some kind of solution for this, at the VERY minimum a flashing yellow light.
- Where is the bus? There needs to be even more of a grid to help walkers/bikers traverse these long distances. How about a more dense grid of bike/walk only paths?
- This looks to be a solid plan that minimizes the impact on the established local roadways.
- Ensure that the Ferguson/27th Street connection is addressed properly at the start of development. The transportation section didn't address the north/south thoroughfare that is shown on the zoning maps as dead-ending into Ferguson just west of 27th, and this condition would cause serious issues if not addressed. Waiting until the City has the funds to install a roundabout at Ferguson/27th (which is ideal) might be too late to prevent issues with that intersection.
- I'd like to see where Alpenglow park and the paths in that plan interact with these proposed transportation concepts. I like how there are lots of paths for folks. One concern is that there might not be enough, especially when trying to get from Broster to the new area.
- I feel that it is very shortsighted for the City of Bend and Deschutes County to consider this type of plan without properly considering Highway 97 access. With the addition of this development, you will do nothing but put a further burden upon the full North/South access points at Knott/Baker Rd, Powers Rd, and Reed Market Rd. This is before the possibility of a development at the Stevens Rd tract has even been factored in. With ODOT considering the removal of the non-merge points along the highway, and the opening of Caldera High School, it seems like this high density plan will only exacerbate the transportation issues that are falling short in this area of Bend not. Also, there are only so many residents you can add who will not require their own transportation to access the lakes for their kayaks, or mtn bikes to the trails, etc. The current community transportation options just don't cover those needs.
- I like more bike-pedestrian emphasis. Should public transportation be addressed?
- It seems that 27th Street, 15th, Knott Road will become very crowded, especially also considering development outside the immediate area. Will Murphy help alleviate further congestion on Reed Market and 3rd Street?"
- We love your plan. We also believe, as you do, that Knott Road IS NOT BIKE FRIENDLY and appreciate you addressing this problem. We were serious road cyclist and needed a route to HWY 20 heading East to put on some miles. It was scary and dangerous conditions on Knott & 27th. Now that we are older, we will really enjoy the bike paths that are not adjacent to roads. Your plan is well thought out and we appreciate your work. Please don't let developers alter this plan so they can build a little more on your public area. Question: Will SEAP bike/trail paths lead to the mountain where we can continue on the new Forest Road paths?
- We love the roundabouts! Bike paths, walkways.
- Seems "spot on"!

- I think more could be done to increase active transport in this area

### Is there anything you would change about the community design concepts for the Southeast Area Plan?

- Allowed uses seem a bit restrictive. Not sure of the rationale behind limiting wholesale marijuana production and sales when that is otherwise allowed in these zones. Also don't understand the "prohibition of certain uses along Shopping Streets that would otherwise be allowed in the CG Zone." Why would there be restrictions on uses that are otherwise allowed by code?
- Do not allow auto-oriented/auto-dependent uses, or the shopping streets will not work as intended.
- If developers will actually buy into this plan, I think it would be a great addition. Doubt that anyone's interested in doing it though.
- The following comments all apply to the RS district code: Under the current Development Code, RS districts have a conditional allowance for temporary housing. What is meant by that, and is it appropriate for this area? Amend current Development Code to limit maximum height of RS buildings in SE area to 40 feet instead of 45 feet. Amend Chapter 3.3 in Development Code to require at least 2 off-street parking spaces per 2 bedroom unit. In part D.1.d (also BDC 3.6.200(C)), add an exemption for the SE area such that affordable dwelling units are required to conform to the same parking standards as non-affordable units. Do not allow credit for on-street parking. Do not allow existing roads to count toward on-street parking.
- One thought I had is that there needs to be a way to allow/facilitate outdoor, street side dining and cafes. This can really add to the "village" and social/interactive experience.
- I would prefer Bend not expand beyond its current boundaries. If you do choose to expand at least 25% should be public park space rather than 15%. Also developers who build here should be taxed to improve the overall infrastructure of Bend. This should not be a give away to developers and big business interests
- Personally I feel that the City of Bend needs to consider the impact that continual growth and sprawl will have on the community. I have lived in Bend for 16 years and like others have witnessed a great deal of change. I understand that Bend is a popular place to live but feel that continual growth and development year after year does not increase the quality of life for the general population. Why must we love places to death only to witness their ultimate demise as another crowded and expensive with little connection between its community members? Regardless if more homes are built, local property values will continue to rise. As a result, I disagree with the 'selling point' of build more and real estate will become more affordable. Please think about the future of the city and do your part to help preserve what is left of a wonderful place to love and live in.
- Unless I missed it, there is nothing about open spaces, parks, pathways in the plan. Please see my comments in other sections about hazards of mixed use pathways.
- A little concerned about industrial use, but if kept to clean industries with limited large truck traffic, it could work.
- Absurd that you're allowing drive-thru businesses down there. You have an opportunity to make this feel more like a neighborhood, and things like that detract from that possibility. Zoning for shopping streets should explicitly prohibit strip malls with large front parking areas. We don't need another version of 3rd or 27th down there.

- Include some off-street public parking behind shopping streets as well as covered bicycle parking
- I support not allowing marijuana sales, facilities, and businesses in this area. As far as I can tell, marijuana sales, etc. will be a prohibited use in the SEAP, and I agree it should not be allowed in this area.
- Thank you for your work to make this a wonderful places to live! Let's make this area awesome and another reason to love Bend!
- CG has too much parking so the shopping streets probably wont work as intended.
- Why allow standalone residential within the CG zone? Live/Work makes sense, but standalone is confusing unless it's a way of allowing existing residences to remain. Remove the allowance for drive-thrus in the ME zone. That zone should be focused on providing essential services mixed with residential. Require development in the ME zone to be similar to "shopping streets" – extremely walkable. Minimize IL zoning and relocate so it doesn't abut residential zoning."
- No! But I'd love to hear more about how you'd encourage new businesses to fill this zone from day 1.
- I think that a better job has got to be done to ensure that this more rural part of Bend is not simply absorbed to look like NW Crossing. Based on the photo examples, it appears that is exactly what the City of Bend and their leadership has planned. I feel if the neighborhood it so be located there it should not adversely impact the existing homes & businesses.
- I would like to see neighborhood centers identified; at least I didn't catch where they would be. There seems a lack of small well-dispersed neighborhood parks, just one big park at the edge. I sense Bend needs more high-density housing, including affordable housing and less new lower to standard density single family housing. I think we need to move towards no new single-family housing on undeveloped land. Where will large industrial development occur in Bend, assuming there is a need? Some may need to go here. (This is a repeat of what I wrote earlier under Land Use).
- Again, we love what NW Crossing has done with their Light Industrial Building that recently went up near Washington & Skyliner. They are beautiful.
- Large Landscaped Setback from streets, especially 15th and 27th street.

### Is there anything else you would like to tell us?

- Lots of great work in here. Excited to see this area start taking shape and provide more options and amenities for those of us living in the southeast part of town.
- "Thanks for taking the time to be transparent and open about the design and project. It is exciting to see all that is planned and look forward to how it will impact our community.
- Sidenote: On Brosterhaus, under the train bridge near the new high school there is a blind corner that drivers speed on. With the new high school and increased pedestrian traffic, it could create a safety issue. Would be great to explore some options to curb speeding."
- I'm wondering if the two commercial zones were combined there would be more opportunity for developers to create more meaningful shopping experiences. An example being NW Crossing vs something like Newport/Galveston area. I believe the term is "place making". To be fair, I can't really gauge the area of the space so easily from looking at a map as others might.
- I'm not happy about the plan overall because part of my reason for buying my home in this area was the rural feel. But I know that this kind of "progress" is inevitable. I hope this plan

includes a full service grocery store. I'm finding more and more the need to time my trip to the grocery store to avoid traffic jams. I know that putting Murphy Rd. through will help, but I doubt it will offset all the building. Please make sure that a grocery store is top priority!

- Please make more of an effort to listen to and communicate with land owners in areas abutting the expansion area. I have property that borders this space, and despite attending open houses and community meetings, responding to surveys, and speaking at committee meetings, I haven't heard anyone directly address the concerns I have. I have been told multiple times that this is only a draft, but this draft is starting to become reality. I understand that this is extremely complicated and there are a lot of stakeholders; not all of them will be happy with the final product. If my suggested changes can't be made, I would like someone in a position of influence to have a real conversation with me about the reasons so I at least understand it. I am trying hard to not be a NIMBY and to support this area and especially affordable housing in Bend. But I really feel ignored and disenfranchised in this process.
- I hate the makeup of the committee. Too many SEAP landowners in the mix (who don't even live in the area) deciding how profitable their land is going to be and not enough community makeup. I've been raising the same points over and over again but told nothing has been "set in stone." Well, the location of the RH zoning has never changed and never been addressed. It has been located there since before the committee even had a meeting and not once have I seen it talked about in meeting minutes. This plan really needs to look closer at how it affects the neighbors to the north, and traffic patterns on existing streets, not at today's levels, but what it will be in 10 years. I know Bend has a problem with planning for the future (cough...Reed Market), but get your act together and figure it out before this becomes another problem area developed because of greed.
- We need basic shopping opportunities- good grocery stores, NO big box stores
- We need gathering spaces- library, coffee shops (NOT Starbucks), places to sit with friends outside
- We need green, open spaces within the developed areas- think Park Blocks
- We need local restaurants (no chains)
- We need safe pathways for walking to the district from nearby areas, preferably away from traffic
- We need safe crossing for Knott Road.
- I am a retired environmental scientist who has worked in health and safety divisions of large businesses. I tend to notice health/safety issues and areas where risks could be better mitigated. Hence my comments about mixed use pathways. There is better current technology out there to fix the problems. Mixed use pathways work in low density areas like Sunriver, but not so much the more you increase density. It's already a problem at the Old Mill, and in the Elbow plan it could be worse.
- Please leave some of the larger Ponderosa's as development proceeds. It adds character, saves on water and provides habitat for SE Bend's current occupants.
- There is only one grocery store serving the 27th corridor and it is Safeway. For this area to be truly livable, a grocery store is a must.
- Overall, I think the committee has done a good job of developing a design with potential to provide a livable neighborhood in this area. I really appreciate the focus on combining commercial (shopping, restaurants, etc) and employment with residential, as this combination is missing from much of Bend. I believe that providing for those elements in this area will help decrease the traffic demand on Reed Market and 27th by providing a closer shopping and employment option for southeast Bend residents.

- The improvements to 15th St are nice - wide sidewalks on both sides of the street. However, it would have minimized taxpayer costs and disruption to neighbors if the projects to install the sewer line had been planned better. Fifteenth St have been ripped up intermittently for many years, beginning with installation of infrastructure for the Bridges neighborhood. Residents in this area have seen the street and sidewalks laid only to have them ripped up and reinstalled. Is there no long term planning?
- Good effort. I wished I could have attended some of the planning meetings to learn more about the specific area and issues, and gauge community acceptance. This is much better than just letting development happen as it may.
- We will need neighborhood centers and employment that provide most of the needs of local residents. Bend's roads cannot accommodate many more people driving all over town to get what they need.
- You have done a great job. We are so WORRIED that the South East development would be bungled up with cheap housing crammed into every available vacant spot of land. Planned developments can satisfy growth but keep aesthetics beautiful and calm. We recently visited Irvine, CA. One of the best and first planned city. We traveled down roads with large landscaped set backs, but, still had dense housing inside these set backs. This was developed 50 years ago and is still very pleasant and holding value. Large developments of cheaply built homes become slums of some sort. I believe your plan is very good and will keep blight out. THANK YOU FOR MAKING SEAP 'CLASSY'!
- Is there a way to put code restrictions on new housing to keep a standard of development that would mirror your vision and keep lesser expensive homes being bought by investors, then renting them out to tenants that don't care and degrade the area because they don't take care of the property. Reference Reed Market Road just west of the train track between Centennial & 6th Street. Glengarry Pl, Glenncoe Pl. When new, they looked good, but, quickly owners moved out. What happened? Light Industrial moved in?
- How about setting CCR in developments that mentioned things like, no parking cars off the driveway in landscaped areas. I know communities do put restrictions on letting weeds grow, different problems. We need to stop this from happening in our town. We like your plan. Keep Oregon beautiful!

**Packet Item No. 2:**  
Draft Southeast Expansion  
Area Funding Plan



# Southeast Expansion Area Funding Plan

PREPARED FOR: Southeast Area Plan Advisory Committee

PREPARED BY: Project Team

DATE: November 24, 2020

## Contents

**Purpose .....1**

**The Funding Plan as a Flexible “Action Plan” .....2**

**SEAP Funding Strategy and Recommendations .....3**

**Issues, Challenges and Opportunities .....4**

**Infrastructure Projects and Costs.....6**

**SEAP Revenue .....11**

**Funding Tools .....12**

**Potential Funding Packages for Backbone Infrastructure – A Preliminary Analysis.....15**

**Appendix A. SEAP Revenue Details .....21**

**Appendix B. Project Funding Tool Details .....Error! Bookmark not defined.**

## Purpose

The purposes of the Southeast Area Funding Plan are to:

1. Identify funding strategies and recommendations needed to fund infrastructure for the Southeast Area Plan (SEAP).
2. Describe key issues, opportunities, and challenges for infrastructure funding.
3. Summarize the major transportation and sanitary sewer infrastructure, and their costs, needed to support development of the plan.
4. Estimate development-related revenue potentially generated by the plan.
5. Describe potential funding tools.

## The Funding Plan as a Flexible “Action Plan”

The SEAP Funding Plan is an “Action Plan” intended as part of the adoption package for the SEAP. In Bend’s Comprehensive Plan, “Action Items” are advisory recommendations that set a direction for plan and policy implementation (in this case, the direction for SEAP infrastructure funding) while retaining flexibility for the specifics of that implementation.

This Funding Plan provides guidance for funding needs, tools and strategies, while recognizing the potential for unique solutions to be identified and implemented in the future. This approach is particularly suited to the funding of SEAP infrastructure because of: (1) the dynamic nature of development in Southeast Bend; and, (2) the unknowns regarding the timing of annexation and development of properties within the SEAP boundary.

The funding plan is needed because the City, on its own, does not have the capability, nor is it required, to fully fund all of the infrastructure needed for development within the SEAP area. Funding for infrastructure to serve areas of new development is typically funded through a mix of private development sources and government sources, many of which are discussed in this memorandum. This Funding Plan describes how infrastructure needed for the SEAP Area can be funded. The approach will require a combination of existing sources from the City, new funding tools, and private property owner/developer contributions. *Funding decisions will be made by the City Council in the future. This plan recognizes that further study of, and options for, specific funding methods may be required.*

### Methods

This Funding Plan was created through a collaborative process involving discussions with the Southeast Area Project Advisory Committee (SEAPAC), technical work by the project team, and extensive coordination with infrastructure stakeholders. The process, and this plan, focused on transportation and sanitary sewer master planning and funding strategies. Water infrastructure and funding will be identified by the Avion Water Company, in coordination with the City. Storm water infrastructure will be required of developers as part of the development review process. Parks planning has been integrated into the SEAP process, but development and funding of parks will be led by the Bend Park & Recreation District.

The process was iterative, but generally followed the steps listed below:

- **Land use and transportation planning:** Land use and development assumptions, by plan designation, were derived from the SEAP Land Use Plan. These data provided the basis for infrastructure planning and revenue projections.
- **Infrastructure projects and costs:** Project cost estimates were collected for transportation and sanitary sewer infrastructure. Cost estimates for the project were provided by Kittelson & Associates, Inc. (transportation) and Murraysmith/Jacobs (sanitary sewer), and further refined by City staff.
- **Revenue forecasting:** ECONorthwest developed revenue projections to estimate the amount of revenue that would be generated from applicable funding tools.
- **Coordination:** City staff undertook extensive coordination with: potential developers for the Department of State Lands (DSL) property; developers for the “Easton” project adjacent to SEAP (a master plan was approved by the City while this plan was being prepared); the updated Bend Transportation System Plan (also approved during the SEAP process); and, the Oregon Department of Transportation.



- **Funding Plan:** The findings from these steps led to the development of this report.

Stakeholder engagement and partner consultations took place intermittently across all of these steps.

## SEAP Funding Strategies and Recommendations

The **funding strategies** described below are high-level approaches intended to support the successful funding of infrastructure for the SE Expansion Area. The **recommendations to the City Council** are recommended actions—a set of steps for evaluating and making decisions about specific funding solutions. Together, the strategies and recommendations comprise the “flexible action plan” described on page one of this report.

### Funding Strategy

The overall strategies for funding SEAP infrastructure are to:

1. Use a variety of funding tools that can be flexibly applied as Council decisions are made and conditions change over time.
2. Proactively coordinate cost-sharing between the SEAP project area and other areas of development in Southeast Bend (e.g. DSL and Easton).
3. Evaluate and implement areawide funding tools (e.g. supplemental system development charges) needed to catalyze infrastructure development. Provide flexibility for interim infrastructure solutions (e.g. sewer connection) that allow initial SEAP development to proceed prior to long term solutions being implemented.

### Recommendations to the City Council

The project team recommends that the Council undertake the following actions:

1. **Adopt the SEAP Funding Plan as part of the SE Area Plan package.** The Funding Plan will be a guiding “Action Plan” that provides direction but also flexibility for future Council decisions.
2. **Following adoption of SEAP, evaluate a package of transportation improvements to be funded by a new, Supplemental Transportation SDC (TSDC).** An initial project list is included in this Funding Plan. The final list should be coordinated with updated information on how other projects will be potentially funded in SE Bend.
3. **Direct staff to scope the upcoming Sewer Master Plan Update to ensure that plan evaluates how the SEAP east sewer system could be implemented,** including: evaluation of the east sewer system as a City-led project; inclusion of east SEAP as part of the City’s CIP program for trunk sewer improvements; and, how the City could be reimbursed for its up-front investments. In the interim, this recommendation would not preclude negotiation of interim sewer implementation strategies for individual properties or developments.

These funding strategies and recommendations were developed after careful consideration of both the challenges and opportunities discovered through the SEAP process, which are described below.

## Issues, Challenges and Opportunities

The following is a summary of issues and challenges that must be addressed to arrive at a viable infrastructure funding strategy for the SE Expansion Area.

- **The SE Expansion Area has many properties and development is likely to occur incrementally.** There are 27 individual ownerships within the SE Expansion Area. In 2020, there are only a few properties in SEAP known that intend to develop in the near term. While the number of property owners may change over time, the funding plan should not rely on an assumption of a “master developer” approach as has been done with Bend’s West and Northeast expansion areas. Rather, the funding plan should work if the parcel pattern stays largely the same as we see today, and the area develops in a series of relatively small, individual projects. However, the plan should be flexible enough to accommodate future property consolidation.
- **Sewer in the “East Catchment Area” is a significant capital investment and will span many properties. City leadership will be needed to coordinate and build the east sewer system.** The SE Expansion Area contains two drainage basins that dictate how and where new sewer infrastructure can be developed. The “East Catchment Area” drains east and requires new gravity lines, a pump station, and force mains. There are three main challenges for the East Catchment Area system:
  - At an estimated cost of \$15.6 million for east basin-related improvements, it is assumed that no single development could afford to build the needed improvements;
  - The routing and location of the facilities are such that they are “off-site” from most of the properties they will serve; and,
  - Except for areas near Ferguson Road which could potentially be served by gravity or interim facilities, no urban development can occur in the East Catchment Area until a majority of the complete system is built and operational.

The “West Catchment Area” drains west and can be served by gravity systems that largely exist today, or that will be in place soon. The “West Catchment Area” sewer projects are being developed concurrently with ongoing and expected development.

- **Roundabouts are needed but are costly and will require an area-wide funding tool.** The three roundabouts in the eastern part of the plan area are the appropriate intersection treatments at 27th/Ferguson, 27th/Diamondback, and the internal intersection of the two new collectors. Per the transportation analysis, they will safely manage the expected future traffic volumes. They are estimated to cost \$3.8 million each, which is likely too high a cost for most development projects to carry alone. Each roundabout serves multiple properties and the network as a whole, so an “area-wide” funding tool, such as a Supplemental Transportation System Development Charge for transportation improvements in the Southeast Expansion Area or a Local Improvement District, is needed to fund them. They may not be needed on “day one”, so there is an opportunity to collect funds over time and fund them at a targeted point in the future.

- **Funding tools and their revenue streams need to consider the timing of infrastructure improvements (and vice versa).** There are several types of funding tools that could be deployed to fund SE Expansion Area infrastructure (see page 12). Each of these funding tools has its own mechanism for collecting revenue and allocating it to projects. Some, like a Local Improvement District, enable the City to use “day one” cash flows to borrow money to support infrastructure projects. Others, like System Development Charges, collect fees linked to new development and therefore delay borrowing for infrastructure projects until cash flows have accumulated.
- **Alignment is needed between the timing of development and the timing of infrastructure – phased infrastructure can help.** If a funding tool is chosen that relies on new development but development cannot happen without new infrastructure, how can development move forward? The implication of this issue is that timing and phasing considerations must be brought to the forefront when selecting an infrastructure funding option.
- **There is an opportunity to streamline transportation reviews and the allocation of cost responsibilities to proposed development.** Development in Bend, as in most cities, typically undergoes a cycle of transportation analysis during the development review process. The typical steps are: developer’s proposal; transportation analysis and determination of impacts; and then, decisions regarding the transportation improvement obligations by the developer.  

Incremental transportation analyses occur project by project and are time consuming and duplicative for all parties. The City of Bend is working to streamline and clarify this process and has had recent successes negotiating master plan agreements in the West and Northeast expansion areas. These agreements identify—up front—which transportation improvements are required and when they must be built. For the SE Area Plan, the question is: how might a similar process be created that works for the likely incremental development pattern and multiple annexation agreements that will occur?
- **There is a significant opportunity for cost sharing and infrastructure coordination between major developments in Southeast Bend.** There are opportunities for infrastructure cost sharing—specifically between SEAP, and the Easton and DSL properties. Determining specific cost allocations will require time, negotiation, and Council review.

The following is a discussion of SEAP projects costs, expected revenue streams, and available funding tools. This is followed by a preliminary analysis of potential SEAP funding packages.

## Infrastructure Projects and Costs

### Transportation

The City of Bend's adopted and acknowledged 2020 Transportation System Plan (TSP) update identifies and includes 15 projects that will support development in the SEAP Area, including new roads, new roundabouts, trails and multi-use paths, and, street and frontage improvements, as well as off-site improvements on the ODOT system. The initial estimated cost for projects that would need to be included in the SEAP Funding Plan was \$49.3 million. Since then, several updates including recent development approvals and activity, passage of the City's General Obligation (GO) Bond, project cost refinements, and further analysis to understand transportation mitigations between SEAP and DSL have resulted in a cost estimate that is now closer to \$41.6 million. The timeframe for development of this system is estimated at 20+ years.

The following is a summary of the transportation improvements needed in the Southeast Area to support full buildout of the SEAP Area. (see Exhibit 1. Transportation Projects and Cost Estimates (2019 dollars)). Several of these projects have identified funding sources including the recent voter-approved GO Bond that will provide the City with the funding needed to construct the 15th/Ferguson roundabout improvement for example. Current improvements to Murphy Road are being funded by the City's existing Capital Improvement Program (CIP), which is funded through a blend of Transportation System Development Charges and Franchise Fees. Other projects have been or are expected to be triggered and mitigated by adjacent private development, such as a roundabout at 15th Street and the new east-west collector at the west end of the Easton master plan. Projects that have identified and expected funding sources are therefore excluded from the SEAP Funding Plan total costs, as depicted in Exhibit 1.

Like all expansion areas in Bend, the SEAP Area must demonstrate how the Oregon's Transportation Planning Rule (TPR, OAR 660-012) has been met. For the recently annexed Westside Area and Petrosa Master Plan area, a per-trip fee was calculated and adopted by agreement as the tool for coordinating a proportional contribution to the state system and complying with the TPR. For the Discovery West development project in the Westside Area, a \$229 fee per trip was apportioned by development phase and tied to the project's estimated proportionate share of growth trips that would affect ODOT facilities. A similar approach will be used for allocating TPR fees in the SEAP Area. The City of Bend is currently in discussions with ODOT about TPR compliance. The TPR fee for the SEAP Area has yet to be established. Therefore, off-site improvements needed on the ODOT system are not included in Exhibit 1.

**Exhibit 1. Transportation Projects and Cost Estimates (2019 dollars)**

Location	Mitigation	Estimated SEAP Costs or Identified Funding Source
15th St / Ferguson Rd	Single Lane Roundabout	Included in GO Bond (City-led)
27th St / Ferguson Rd	Single Lane Roundabout	\$3,800,000
China Hat Rd / Knott Rd	Single Lane Roundabout	Citywide TSDC eligible <sup>(1)</sup> (not programmed)
Knott Rd / Country Club Dr	Single Lane Roundabout	Citywide TSDC eligible (not programmed)
15th St / Reed Market Rd	Expand to a Multilane Roundabout	Included in GO Bond (City-led)/Citywide TSDC eligible
27th St / Diamondback Ln	Single Lane Roundabout	\$3,800,000
Knott Rd / Brosterhous Rd	Single Lane Roundabout	Built by Others
Murphy Rd / Country Club Dr	Single Lane Roundabout	Paid through Citywide TSDC (Murphy Corridor Project)
27th St / Reed Market Rd	Multilane Roundabout	Built by Others
15th St / New Road #1 (SE Caldera Drive)	Single Lane Roundabout	Built by Others
East-West Collector	New Road	\$7,400,000
Local Framework Road	New Road	\$2,100,000
North-South Collector	New Road	\$9,000,000
East-West Collector/North-South Collector Roundabout	Single Lane Roundabout	\$3,800,000
Knott Rd / 27 <sup>th</sup> St <sup>(3)</sup>	Frontage Improvements including two TWSC <sup>(2)</sup> improvements	\$11,700,000 <sup>(5)</sup>
<b>TOTAL Costs <sup>(4)</sup></b>	-	<b>\$41,600,000</b>

Source: Kittelson Associates.

(1) Note: "TSDC" is an acronym for Transportation System Development Charges.

(2) Note: "TWSC" is an acronym for two-way stop-controlled intersection.

(3) Note: Knott/27th Street costs include a ¾ build of a 3-lane arterial including turn lane improvements and pedestrian and bicycle facilities (multi-use path) on the side of facility within the UGB.

(4) Note: Cost estimates are based on the ongoing TSP update using \$2018 plus a 3% construction cost index escalation for purposes of the SEAP Funding Plan. They assume and assume the City is in the lead to build and construct projects, some estimates such as the 27th/Knott frontage costs have been refined through SEAP analysis. Additional cost estimate adjustments may occur as the transportation mitigation package is further refined.

(5) Note: For purposes of Funding Packages discussed later in the memo, a portion of the Knott/27th project costs were split into a portion assumed to be paid by private development (\$1.45M) and remaining costs that were considered in the TSDC calculation (\$10.26M).

## Sewer

A Southeast Area Sewer Plan was prepared by Murraysmith/Jacobs.<sup>1</sup> It identifies nine needed infrastructure projects: seven (7) gravity lines, one (1) force main, and one (1) pump station. The Class 5 estimate cost for all of these projects ranges is \$18.4 million for the total system, and \$15.6 million when assumptions for already-programmed improvements are subtracted as noted in Exhibit 2. These are area-wide improvements needed to serve both the SEAP area as well as some adjacent properties and areas including the 15<sup>th</sup> Street Opportunity Area (Easton Master Plan) and existing residential neighborhoods in the Southeast. Project costs do not include individual property connections that would be developed through the land entitlement process.

The sewer plan divides the SE Area into east and west “catchment areas” based on topography and gravity flow. Planning level system improvements and infrastructure costs for the catchment areas are listed below.

- **The East Catchment Area** (364 acres<sup>2</sup>) encompasses three gravity lines (i.e. gravity lines 2, 4, and 6), the force main (line 5), and the pump station. The Class 5 estimated costs for these projects is \$15.6 million.
- **The West Catchment Area** (79 acres<sup>2</sup>) encompasses four gravity lines (gravity line 1, 3a, 3b, and 3c). All four lines are either constructed or assumed to be programmed for construction and are therefore not included in the SEAP Funding Plan

Total estimated sewer infrastructure costs are summarized in Exhibit 2 and the projects are displayed in Exhibit 3.

---

<sup>1</sup> Southeast Area Plan, Sewer Concept Plan Technical Memorandum from Jacobs and Murraysmith to City of Bend regarding On-Call Modeling, Waste Water Collection. Dated November 25, 2019 and presented to SEAPAC at the December 3, 2019 meeting.

<sup>2</sup> Acreage totals for east and west catchment area assume land that is available for development, excluding developed land and non-developable land needed for right of way, open space and “other uses” that are neither housing nor employment such as churches.

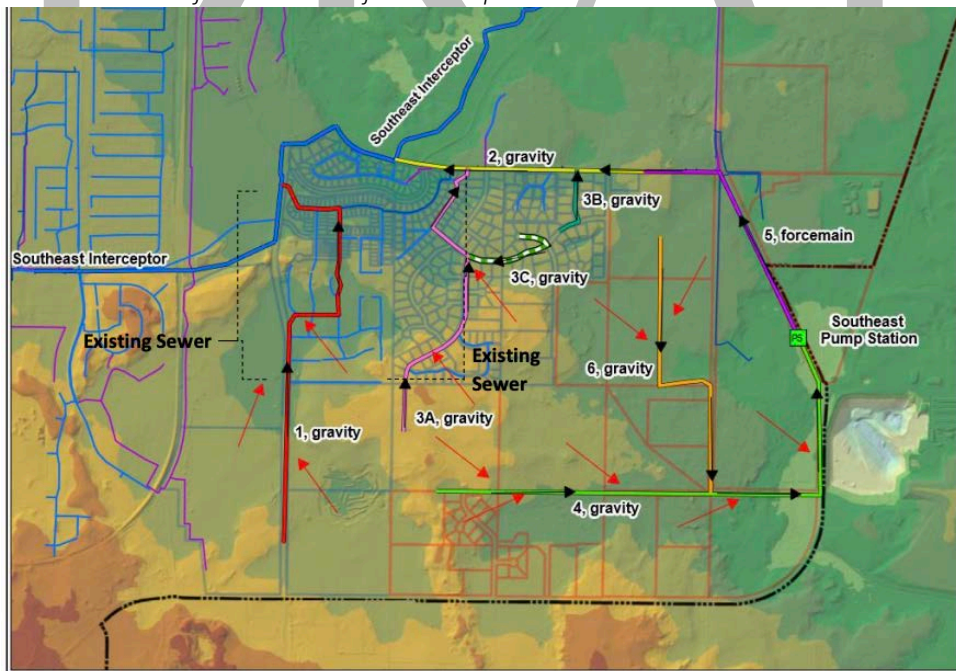
Exhibit 2. Sewer Infrastructure Projects and (Class 5) Cost Estimates (2019 dollars)

Infrastructure	Estimated SEAP Costs or Identified Funding Source
1 – gravity	Built by Private Development
2 – gravity	\$1.9 million
3a – gravity	Funded by Citywide Rates/Programs
3b – gravity	Funded by Citywide Rates/Programs
3c – gravity	Funded by City Septic to Sewer Program
4 – gravity	\$4.1 million
5 – force main	\$1.8 million
6 – gravity	\$2.7 million
Pump Station	\$5.1 million
<b>TOTAL SEAP Costs</b>	<b>\$15.6 million</b>

Source: Jacobs and Murraysmith.

- (1) Cost estimates are intended to be used as guidance. They are Class 5 planning level estimates based on information available at the time of the estimate. Estimates exclude land acquisition, financing, and inflation.
- (2) Identified funding sources are assumptions. Final decisions on funding from citywide rates/programs are made by the City Council.

Exhibit 3. Sewer Infrastructure Projects Concept Plan



Source: Jacobs and Murraysmith.

In addition, the City is exploring alternative sewer facility options that could serve both the Department of State Lands (DSL) site as well as the Southeast Area. As this analysis is further explored, the system costs and proportion attributable to SEAP development may change. This

on-going cost refinement and coordination for the area’s sanitary sewer system is an example of why a flexible funding strategy is the best approach for the SEAP Funding Plan.

### Summary of Total Infrastructure Costs

Combined, the SEAP sewer and transportation infrastructure costs without presently identified funding sources are estimated to be \$57.3 million, in addition to projects identified above as being funded by others, SDCs, sewer rates, or the City’s GO Bond. Any solution to the infrastructure challenges will involve substantial private investment, which includes investment from property owners and or developers in the Southeast Area. It is important to note that this analysis and Funding Plan does not consider water infrastructure costs needed for the area, which will be determined by the Avion Water Company.

#### Exhibit 4. Summary of Estimated Infrastructure Costs (Planning Level 5), SEAP Area

	Estimated Infrastructure Costs
Sewer	\$15,600,000
Transportation	\$41,600,000
<b>TOTAL Costs</b>	<b>\$57,200,000</b>

Source: Jacobs, Murraysmith, and Kittelson Associations.

Note: Estimated water infrastructure costs are unknown as of this date.

DRAFT



## SEAP Revenue

Development of the SE Expansion Area will add hundreds of new homes and space for dozens of businesses to the City of Bend. Once complete, the area is projected to house over 3,000 residents in over 1,200 housing units and contain over 2,800 jobs. In this way, the new community will add to the vitality of Bend by providing homes, jobs, and community destinations for the City's growing population and economy, consistent with Bend's Comprehensive Plan.

The development of the SEAP project area will also provide the City with additional sources of revenue to fund services and capital projects. In addition to property taxes, city-wide system development charges and utility fees resulting from SE Expansion Area development will support infrastructure projects citywide. We have conducted a threshold-level analysis of three revenue sources that will result from SE Expansion Area development. These sources are:

- Transportation System Development Charges<sup>3</sup>
- Sewer System Development Charges
- Sewer Utility Fee

The analysis shows that system development charges from SE Expansion Area development would provide over \$36 million for citywide infrastructure projects. In addition, over \$940,000 in annual sewer fees would be collected on an ongoing basis (Exhibit 5).

### Exhibit 5. Summary of Estimated Revenue Potential from Existing, City-wide Revenue Sources, SE Expansion Area (at full build-out)

	Transportation SDC Revenue Estimate (Total)	Sewer SDC Revenue Estimate (Total)	Sewer Utility Fee Revenue Estimate (Annual)
Residential Development	\$7,745,000	\$5,572,000	\$641,000
Commercial Development	\$19,951,000	\$3,532,000	\$303,000
<b>Total</b>	<b>\$27,696,000</b>	<b>\$9,104,000</b>	<b>\$944,000</b>

Source: Calculations by ECONorthwest using Envision development assumptions and the City of Bend's 2020-2021 Fee Schedule.

For more detailed tables and assumptions, see Appendix A.

<sup>3</sup> Based on findings from Bend's Transportation System Plan: all existing, city-wide transportation SDC revenues generated in Bend, including revenue produced from SE Expansion Area development, is assumed to be committed to paying debt obligations on transportation projects that have *already* been built or to projects in the City's existing Capital Improvement Program. This pre-allocation of revenue is anticipated through 2030. In 2031 through 2040, it is also likely that existing city-wide transportation SDC revenue will be pre-committed to on-going debt payments.

Non-committed transportation SDC revenue at the City's existing rate and/or additional city-wide transportation SDC revenue generated through a rate increase is assumed to go toward prioritized transportation projects identified in Bend's Transportation System Plan. Some of these transportation projects are located in the SE Expansion Area and are currently eligible to receive these funds.

## Funding Tools

This section describes funding tools that hold the most promise for application in the SE Expansion Area. It is organized by infrastructure type; with a description of transportation tools first, followed by descriptions of funding tools for sewer infrastructure. Funding tools for water infrastructure are not included in the discussion as these are the responsibility of the Avion Water Company.

The intent of this section is to provide the reader with an understanding of how each of the funding tools function and key considerations for their use. The *Potential Funding Packages* section later in this document describes how these tools can be combined to deliver infrastructure to the SE Expansion Area.

### Transportation Funding Tools

The City has one primary, existing tool which may be used to fund transportation infrastructure projects:

- **City-wide Transportation System Development Charge (TSDC).** TSDCs are charges on new development, and some redevelopment, which occurs within the City. Revenues are used to fund growth-related capital improvements that are on the City's adopted TSDC project list, as prioritized by the City Council. Projects can only be funded if they are on the adopted TSDC project list. The existing TSDC list does not include projects within SEAP, as the project list was developed in 2011 prior to the SEAP area's inclusion in the UGB. However, the list does include projects within existing City limits that benefit the SEAP area, which is how, for example, the Murphy overcrossing, is funded. Transportation projects that benefit the SEAP Area could be added to the TSDC list.

The City's TSDC rate for fiscal year 2020-21 is \$8,136 per single family dwelling (SFD). This rate is not the maximum possible under the current methodology. A revision of the methodology and/or project list could result in a higher rate and additional funding. The City is planning to revisit the TSDC methodology and project list in 2021. Projects that are currently TSDC-eligible are presented in Exhibit 1<sup>4</sup>.

In addition to the city-wide TSDCs, Bend voters recently approved a general obligation bond to pay for transportation improvements.

- **Safe Travel & Traffic Improvements General Obligation (GO) Bond.**<sup>5</sup> On November 3, 2020, City of Bend voters approved Transportation Bond Measure 9-135. The bond will provide funding for specific transportation projects identified in the bond package. SEAP Projects included in the GO Bond include the Ferguson Road/15th Street intersection improvements and the Reed Market/15<sup>th</sup> intersection as part of a larger Reed Market Overcrossing project. In addition, the GO Bond provides funding for 12 key walking and bicycling routes including funds to implement the east-west and north-south multi-use paths envisioned in the area.

---

<sup>4</sup> Citywide TSDC eligible projects have been excluded from the SE Expansion Area funding analysis as they are assumed to be funded.

<sup>5</sup> For more information about the GO Bond: <https://www.bendoregon.gov/city-projects/safe-travel>

Additional funding tools will be needed to fully address the transportation infrastructure needs of the SEAP Area. We anticipate that a combination of the following tools will be needed to address the Area's transportation infrastructure needs. All of these funding tools can only be applied after annexation into City limits<sup>6</sup>. At this time, all the SEAP properties are outside of City limits. Despite this condition, there are options for a phased approach. Properties that share benefits from a transportation project and that are jointly ready to annex into the City could form an LID or reimbursement district. In a later phase, a secondary LID or reimbursement district could be formed for more area-wide transportation improvements.

- **Supplemental TSDC.** Supplemental TSDCs are additional one-time fees that are typically paid at the time of building permit issuance. These fees are in addition to the City-wide TSDCs. These fees are paid by new development within a defined geographic area for TSDC-eligible capital projects that increase capacity and benefit/serve the defined area. TSDCs are therefore potentially applicable for the SE Expansion Area. A supplemental TSDC can be implemented by City Council without a public vote.
- **Local Improvement Districts (LIDs).** LIDs are a type of special assessment district where property owners within an established LID boundary are assessed a fee to pay for capital improvements that benefit those properties. The LID assessment begins once the district is formed and does not wait for the property to develop (unlike a reimbursement district, discussed below). LIDs may be appropriate for use in the SEAP Area to finance infrastructure that is needed to develop properties within subareas of the SEAP, or possibly the area as a whole. The City already has regulations that allow LIDs. However, to date LIDs have not been widely used for transportation infrastructure in the Bend area.
- **Reimbursement District:** A reimbursement district is a cost sharing mechanism, typically initiated by a developer. The purpose is to reimburse the developer that constructs an improvement that benefits multiple properties (or an entire area) through fees paid by benefitted property owners at the time those other properties develop. A developer applies to create a Reimbursement District by demonstrating benefit to properties beyond their own. In addition, the size of the improvement must be measurably greater than would otherwise be ordinarily required for the initial development. Much like an LID, the City's Municipal Code governs the creation and structure of Reimbursement Districts but does not currently authorize district creation in areas that are not annexed into the City.

## Sewer Funding Tools

The City has two primary infrastructure funding tools for sewer; a sewer system development charge (SSDC) and a sewer utility fee. The SSDC is levied on new development. Residents and commercial businesses are responsible for paying the sewer utility fee once their sewer service is available and connected. These two tools are defined as follows:

- **Sewer System Development Charge (SSDC).** SSDCs are charges on new development, and some redevelopment, which occurs within the City. Revenues are used to fund growth-related capital improvements that are on the City's adopted SSDC project list, as prioritized by Council. The SSDC is based on equivalent dwelling units (EDU). The fiscal year 2020-21 SSDC rate is \$4,974 per single-family

---

<sup>6</sup> Some funding tools can be implemented concurrently or roughly concurrently with property annexation into the city. Annexation and each of the funding tools have their own independent processes, which may be capable of occurring on corresponding timelines so that annexation and funding tool implementation are at least roughly contemporaneous.

dwelling, duplex (per unit), and townhome (per unit). The rate for multifamily housing and mobile homes in parks is \$3,979 (per unit). Motels, board, and rooming houses is \$1,990 per room. Currently, there are no eligible SEAP Area sewer projects on the Sewer SDC list. Important to the use of SDCs in the SE Area, the Bend City Code has a “common scheme” policy that allows adjacent properties to pool SDCs. This means that SDC costs could be shared between multiple property owners, in some cases easing the cost burden on individual properties.

- **Sewer Utility Fee.** A sewer utility fee is typically assessed to all businesses and households in a jurisdiction or geographic area. The City already imposes a monthly sewer utility fee and could consider increasing the city-wide utility rate. The fiscal year 2020-21 utility rate for a single-family dwelling unit is \$37.51 per month, plus \$3.93 per 100 cubic feet of average winter quarter water usage (WQA). The charge for multifamily dwelling units includes base rate of \$14.82 per month, plus \$3.93 per 100 cubic feet of WQA. The non-residential customer rate includes a base rate of \$37.51 per month, plus \$3.93 per 100 cubic feet of WQA.

In addition to these currently established funding tools, the City could rely on other new tools to fund sewer projects:

- **Supplemental SSDC.** Supplemental Sewer SDCs are additional one-time fees that are typically paid at the time of building permit issuance. These fees are in addition to the City-wide SSDCs. These fees are paid by new development within a defined geographic area and are therefore potentially applicable for the SE Expansion Area. Supplemental SSDC funds may be used for SSDC-eligible capital projects that increase capacity and benefit/serve the defined area, or to reimburse the City for City projects funded through existing revenue sources or debt. A supplemental SSDC can be implemented without a public vote.
- **Supplemental Sewer Utility Fee.** As noted above, a Supplemental Sewer Utility Fee can be applied to a specific geographic area. This fee would be layered on top of the citywide utility fee. If created for the purpose of reimbursing capital investments by the City (such as for the SEAP east sewer system), it would be calibrated to recapture a target amount of revenue over an estimated period of time. This fee could be used in combination with other tools, such as a Supplemental SSDC, to spread reimbursement over multiple sources of revenue.
- **Local Improvement District (LID).** As stated in the transportation section, a LID is a type of special assessment district where adjacent property owners are assessed a fee to pay for capital improvements that are necessary to serve new development within the LID boundary. Projects that benefit multiple property owners in the SE Expansion Area may be funded by LID assessments. LIDs allow for cost-sharing among property owners that need the same costly infrastructure to develop their properties; it removes the burden of these costly projects from one developer alone. The City has previously had successful sewer LID projects, for projects that ranged from approximately \$88,000 to \$4.4 million. Like a LID that would fund transportation infrastructure, properties that would benefit from the LID would need to be annexed into the City prior to the LIDs formation.
- **Reimbursement District.** As previously discussed, reimbursement districts are a cost sharing mechanism, typically initiated by a developer. Sewer improvements are eligible projects as long as they demonstrate benefit to properties beyond their own. Properties must be annexed into the City prior to the district’s formation.

# Potential Funding Packages for Backbone Infrastructure – A Preliminary Analysis

## Potential SEAP Funding Packages

To better understand how the SEAP Funding Plan could be implemented, the project team tested various funding packages using a variety of funding tools. Exhibit 6 summarizes the packages tested—they are labeled Backbone Options A-1, A-2 and Option B. These packages strive to enable near-term development by funding specific “backbone” infrastructure projects—those that are essential for unlocking multiple properties. The intent is to catalyze new development, while building momentum and accruing infrastructure supportive fees at the same time. In addition, the team tested a ‘Minimal City Contribution’ option, in which property owners and developers are individually responsible for paying for the infrastructure of their properties to enable onsite development.

Increasingly, and in light of the COVID-19 pandemic related downturn in the economy, the City’s preferred funding approach has centered toward selecting these types of “backbone” approaches where targeted public funds are used catalyze private investment. The Minimal City Contribution option is presented to understand the implications if the City is to provide a minimal monetary contribution to support infrastructure delivery in the Southeast Area.

DRAFT

**Exhibit 6. Potential SEAP Funding Packages – Test Packages for Analysis**

<b>Baseline Assumptions</b>	<b>Backbone Options A-1 &amp; A-2</b>	<b>Backbone Option B</b>	<b>Minimal City Contribution</b>
<p><b>Transportation</b></p> <p>Base assumptions in all Options assume that all internal roadways and paths are paid by private development:</p> <ul style="list-style-type: none"> <li>• East-West Collector</li> <li>• North-South Collector</li> <li>• Local Framework Road</li> <li>• Multi-use paths</li> </ul>	<p>Below projects paid by developers through a Supplemental T-SDC<sup>7</sup>:</p> <ul style="list-style-type: none"> <li>• 27<sup>th</sup>/Diamondback Roundabout</li> <li>• East-West Collector/North-South Collector Roundabout</li> <li>• 50% of costs for Knott Rd/27<sup>th</sup> Street frontage improvements<sup>8</sup>, remaining 50% paid by private development</li> </ul>	<p>Same Supplemental T-SDC as Backbone Options A-1 &amp; A-2.</p>	<p>All transportation projects, without identified funding sources, are 100% developer funded without additional support from the City through funding tools.</p>
	<p>27<sup>th</sup>/Ferguson Roundabout: 50% of costs are paid by others and 50% is paid by Southeast Area private development.</p>	<p>27<sup>th</sup>/Ferguson Roundabout is added to Citywide TSDC list.</p>	
<p><b>Sewer</b></p> <p>Base assumptions include the following:</p> <ul style="list-style-type: none"> <li>• 100% of Gravity Line 3a, 3b and 3c are funded through citywide rates and programs (ie. Septic to Sewer)</li> <li>• Gravity line 1 is built by development projects (e.g. Caldera High School).</li> </ul>	<p>City funds Gravity Line 2 through citywide rates and programs.</p> <p>Portion of east basin projects paid with an LID, remaining paid by City rates:</p> <ul style="list-style-type: none"> <li>• Gravity Lines 4, 6</li> <li>• Force Main</li> <li>• Pump Station</li> </ul> <p><b>Option A-1:</b> 50% funded with LID, 50% City of Bend</p> <p><b>Option A-2:</b> 75% funded with LID, 25% City of Bend</p>	<p>City funds/builds major sewer infrastructure needs in East Basin including:</p> <ul style="list-style-type: none"> <li>• Gravity Line 2</li> <li>• Force Main (Line 5)</li> <li>• Pump Station</li> </ul> <p>Remaining gravity lines funded by private development:</p> <ul style="list-style-type: none"> <li>• Gravity Lines 4,6</li> </ul>	<p>100% of east basin projects paid by private development, without support from additional funding tools.</p>

<sup>7</sup> For purposes of the Supplemental T-SDC calculations, the Ward & Wilson properties were excluded. It is likely that development of these properties will precede SEAP funding tool implementation.

<sup>8</sup> Project costs include a ¾ build of a 3-lane arterial that includes a multi-use path within the Urban Growth Boundary and the roadway built to the curb (including curb) to the Urban Growth Boundary side of the street. For purposes of the supplemental T-SDC analysis, frontage improvement costs on the Ward property were excluded from the analysis.

## Analysis

### Transportation

With the above-listed assumptions, the new Supplemental TSDC would raise approximately \$12.7 million over time to support the development of the 27<sup>th</sup>/Diamondback Roundabout, E-W Collector/N-S Collector Roundabout and half of the Knott Rd/27 Street frontage improvements<sup>7</sup>.

Exhibit 7 provides an estimate of the tested Supplemental TSDC<sup>9</sup> in addition to existing TSDCs for three example development types<sup>10</sup>. In this tested package, it is estimated that a single family detached unit would pay a supplemental TSDC of \$5,400 in addition to the existing citywide rate of \$8,136 resulting in a total fee of \$13,536. The estimated costs are preliminary and intended for analysis only—they are subject to change. Oregon law prescribes methodologies for calculating SDCs. Complying with the statute would require a review that is beyond the scope of this preliminary analysis but would be needed if the Council chose to establish the new Supplemental TSDC.

**Exhibit 7. Impact of Estimated Supplemental TSDC on Example Developments in SEAP combined with City's existing 2020-21 TSDC rates**



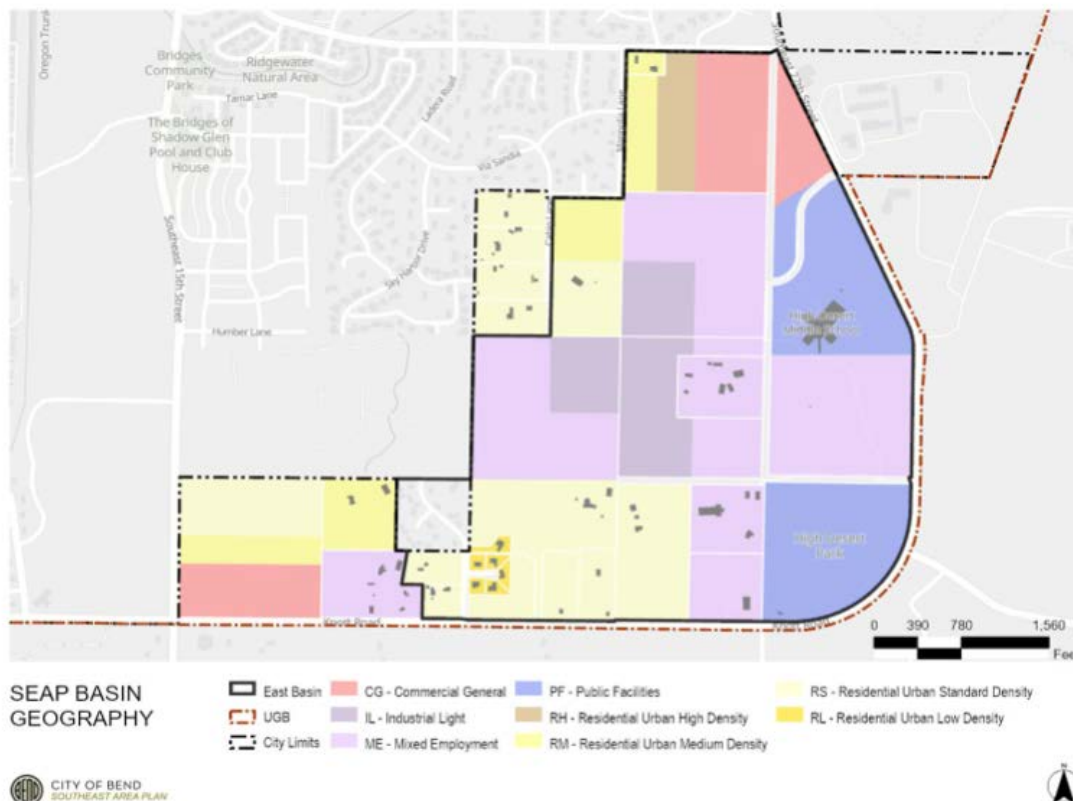
### Sewer

As described previously in this memo, the East Catchment Area, depicted in Exhibit 8, requires backbone sanitary sewer improvements and an areawide funding tool. Interim facilities may enable some development to occur, but ultimately, the backbone system will need to be constructed.

<sup>9</sup> For purposes of the Supplemental T-SDC calculations, the Ward & Wilson properties were excluded. It is likely that development of these properties will supersede SEAP funding tool implementation.

<sup>10</sup> The example development type for retail uses FY 2020-21 rates for a shopping center development that is under 100,000 square feet (sq ft.). 2020-21 TSDC rates for retail (1,000 sq. ft.) vary between \$1,196 for furniture stores to \$121,770 for fast food restaurants with drive-throughs and no indoor seating.

**Figure 8. SEAP Sewer Basin Geography**



This analysis tested several options for funding the east sewer system. The assumptions for the options are:

**All Options:** Sewer improvements funded by the City through citywide rates, which would necessitate future Council action, or another future source (e.g. a grant):

- Gravity Lines 3a, 3b and 3c. Gravity Line 3c is already programmed. Since these lines primarily serve adjacent areas to SEAP, they are not included as costs in the SEAP Funding Packages.

**Sewer Backbone Option A:** City funds Gravity Line 2 and remaining costs are split between a Local Improvement District (LID) funding a portion of needed improvements and City contributions through existing sewer rates or another future source (e.g. a grant). Two options were tested:

- **Option A-1:** 50/50 split. 50% of east basin costs paid with LID, 50% contribution from the City through existing sewer rates or another funding source (e.g. a grant). This results in a total of \$8.75 million contribution from the City.
- **Option A-2:** 75/25 split. 75% of east basin costs paid with LID, 25% contribution from the City through existing sewer rates or another future source (e.g. a grant). This results in a total of \$5.3 million contribution from the City.

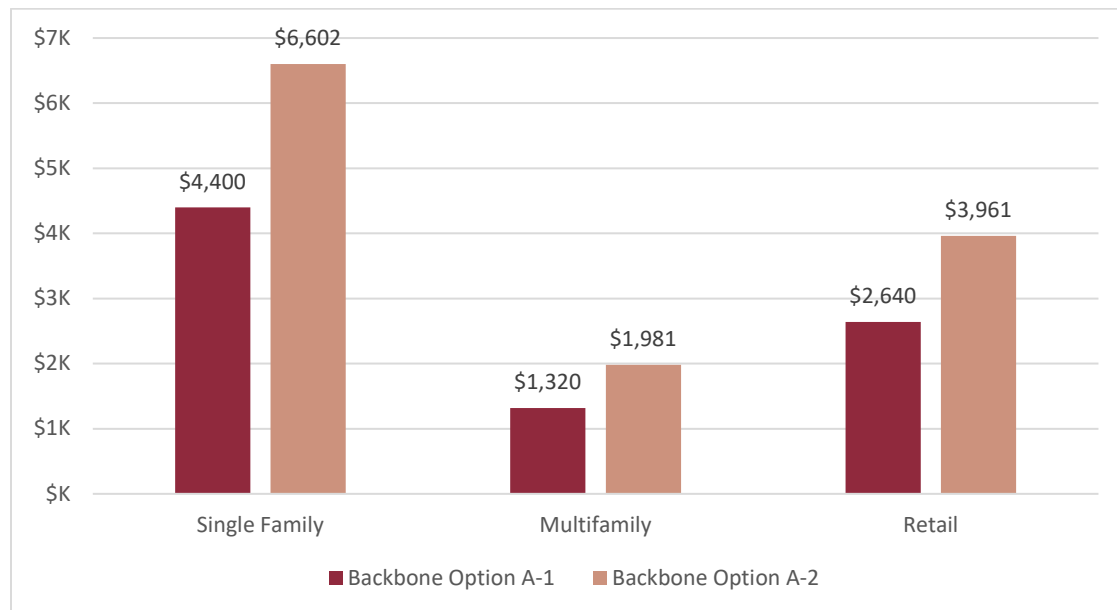
LIDs must be located within the City limits. Therefore, most or all of the east basin area must annex before the east sewer project is funded (although preliminary design may precede the LID).



Exhibit 9 provides an estimate of the average cost per acre per generalized development type for the LID portion of the options, amortized over 10 years. Figures are based on generalized densities per acre for each development type.

**Sewer Backbone Option B:** City funds Gravity Line 2, force main (Line 5) and the pump station needed to serve the East catchment area. This results in a total of \$8.8 million contribution from the City.

**Exhibit 9. Average Cost per Acre for an Amortized LID (Option A-1 & A-2) by Development Type, East Basin Area Sewer System Improvements**

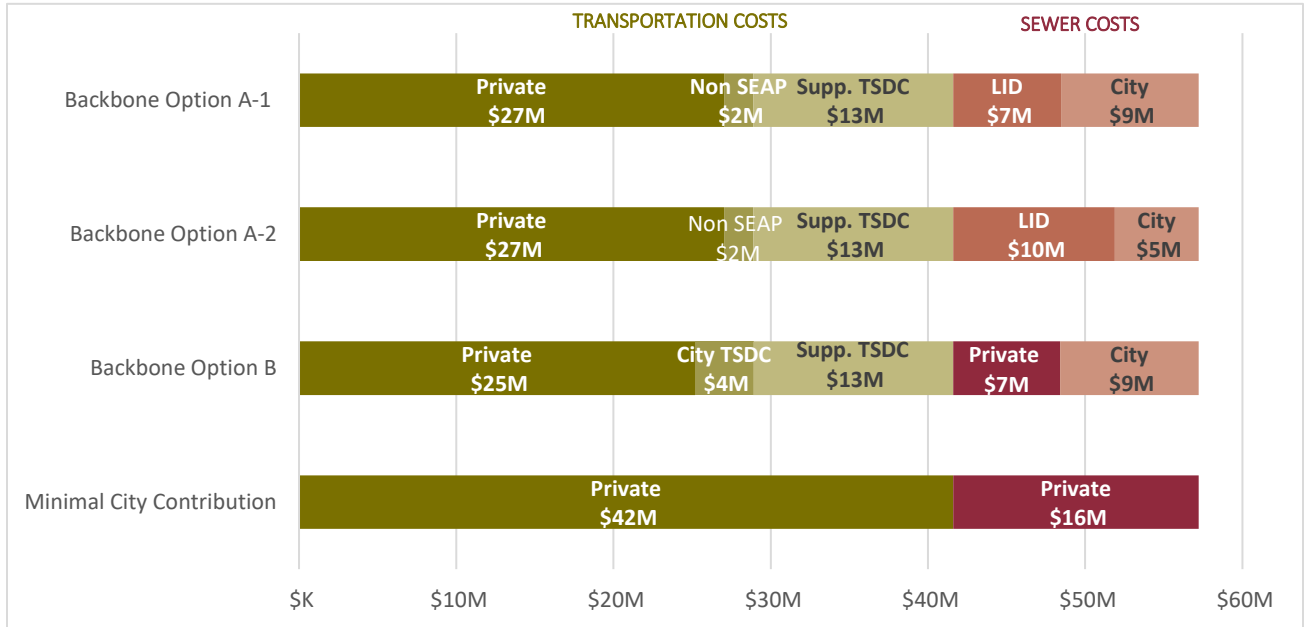


As with the transportation analysis, the above estimates are preliminary and subject to change. They are intended to provide an initial estimate of potential costs associated with varying levels of City participation in the east sewer system. Besides the test packages analyzed above, there are multiple options for how the City could front the costs of initial east sewer system and be reimbursed. For example, the City could borrow funds via a revenue bond, and plan for the reimbursement to be paid by some combination of a Supplemental Sewer SDC, Supplemental Sewer Utility Fee, and potentially citywide rates.

**Total Costs**

Exhibit 10 below shows how total infrastructure costs in the SEAP area are addressed in each of the funding options. In each option, a share of these total costs was allocated to a specific funding mechanism/responsible party.

**Exhibit 10. SEAP Funding Tools and Sources by Funding Options Analyzed**



DRAFT

## Appendix A. SEAP Revenue Details

This appendix presents additional details about the SEAP revenue projections presented in the SE Area Funding Plan. The appendix is organized by funding source.

### Transportation System Development Charge (SDC) Revenue

Exhibit 6 shows that revenue from the City of Bend's existing Transportation SDC rates will generate approximately \$27.7 million at full-build out of the SE Expansion Area.

The analysis is based on using SDC rates from the City of Bend's 2020-21 Fee Schedule. Assumed rates for commercial development is based on the most commonly used rates as follows:

- Retail: Specialty Retail Rate per 1,000 SF of Gross Floor Area
- Office: General Office Rate per 1,000 SF of Gross Floor Area
- Industrial: Warehouse Rate per 1,000 SF of Gross Floor Area
- Public/Civic: Elementary School Rate per Student (assuming 400 students)
- Hotel/Hospitality: Assuming 1.6 hotel rooms per acre in the ME-EM zoned area (6.4 acres) and 3.8 hotel rooms per acre in the CG zoned area (5.8 acres)

**Exhibit 6. Estimated Revenue Potential from Existing, City-wide Transportation System Development Charges, SE Expansion Area (at full build-out)**

Development Type	Count of Units	Total Building Sq. Ft. Assumption	Transportation SDC Fee Rate	Est. Revenue at Existing Rate
<b>Residential</b>				
Multifamily (DU)	549	n/a	\$5,001	\$2,745,549
Townhome (DU)	137	n/a	\$4,185	\$573,345
Single Family (DU)	544	n/a	\$8,136	\$4,425,984
<b>Sub-Total</b>	<b>1,230</b>	-	-	<b>\$7,774,878</b>
<b>Commercial</b>				
Retail	-	1,555,550	\$7,646	\$11,893,735
Office	-	358,730	\$5,886	\$2,111,485
Industrial	-	1,421,282	\$3,786	\$5,380,974
Public / Civic (students)	400	-	\$961	\$384,400
Hotel / Hospitality (rooms)	38	-	\$4,746	\$180,348
<b>Sub-Total</b>	-	<b>3,361,633</b>	-	<b>\$19,950,942</b>
<b>Total Revenue</b>	-	-	-	<b>\$27,695,820</b>

Source: Calculations by ECONorthwest using Envision development assumptions and the City of Bend's 2020-2021 Fee Schedule.

Note: DU is dwelling unit.

## Sewer System Development Charge (SDC) Revenue

Exhibit 7 and Exhibit 8 shows that revenue from the City of Bend's existing Sewer SDC rates will generate approximately \$5.6 million at full-build out of the residential uses and \$5.3 million at full build out of the commercial uses in the SE Expansion Area (for a total of \$10.8 million).

The analysis is based on using SDC rates from the City of Bend's 2020-21 Fee Schedule. Assumed rates for commercial development are generally based on the most commonly used rates as follows:

- Retail: Retail Store: one (1) EDU for the first 2,000 square feet and 0.50 EDU for each additional 2,000 square feet of gross floor area (GFA). The analysis modifies the rate slightly to 0.55 EDUs per 2,000 GFA based on an assumed average for building with 20,000 GFA.
- Office: Bank and office, except medical, dental, and veterinary - 1 EDU per 2,000 SF of GFA
- Industrial: Industrial, manufacturing, beverage processors, commercial warehouse - 0.09 EDU per employee for domestic wastewater only. Industrial wastewater not assessed.
- Public/Civic: Elementary School – 0.08 EDU per person (400 students and 23 employees)
- Hotel/Hospitality: Motels, boarding and room housings - 0.04 EDU per room

### Exhibit 7. Estimated Revenue Potential from Existing, City-wide Sewer System Development Charges, SE Expansion Area (at full build-out of residential uses)

Development Type	Count of Development Type	Sewer SDC Fee Rate	Est. Revenue at Existing Rate
<b>Residential</b>	<b>Units</b>		
Single Family	544	\$4,974	\$2,705,856
Townhome	137	\$4,974	\$681,438
Multifamily	549	\$3,979	\$2,184,581
<b>Total</b>	<b>1,230</b>	<b>-</b>	<b>\$5,571,875</b>

Source: Calculations by ECONorthwest using Envision development assumptions and the City of Bend's 2020-2021 Fee Schedule.

**Exhibit 8. Estimated Revenue Potential from Existing, City-wide Sewer System Development Charges, SE Expansion Area (at full build-out of commercial uses)**

Development Type	Count of Rooms	Total Building Sq. Ft.	Employees	EDUs	Estimated Revenue
<b>Commercial</b>					
Retail	n/a	1,555,550	966	428	\$2,127,877
Office	n/a	358,730	931	179	\$892,336
Industrial	n/a	1,421,282	767	69	\$343,206
Public / Civic	n/a	26,071	23	34	\$168,121
Hotel / Hospitality	38	-	114	15	\$75,605
<b>Total</b>	-	-	<b>2,802</b>	<b>725</b>	<b>\$3,607,145</b>

Source: Calculations by ECONorthwest using Envision development assumptions and the City of Bend's 2020-2021 Fee Schedule.

### Sewer Utility Fee Revenue

Exhibit 9 shows that revenue from the City of Bend's existing sewer utility rates will generate approximately \$944,000 per year at full-build out of the SE Expansion Area. The analysis is based on using sewer utility rates from the City of Bend's 2020-21 Fee Schedule. The analysis for "non-residential" does not include extra strength charge for industrial users.

**Exhibit 9. Estimated Revenue Potential from Existing, City-wide Sewer Utility Fee, SE Expansion Area (at full build-out)**

Development Type	Count of Dev. Type at Full Build-Out	WQA Assumption in cu. Ft. (per unit)	Existing Monthly Rate	WQA Volume Charge per 100 cu. ft.	Revenue at Existing Rate
Single Family Unit	544	448	\$37.51	\$3.93	\$359,800
Townhomes Unit	137	448	\$37.51	\$3.93	\$90,611
Multifamily Unit	549	358	\$14.82	\$3.93	\$190,323
Non-Residential	459	448	\$37.51	\$3.93	\$303,294
<b>Total</b>	-	-	-	-	<b>\$944,028</b>

Source: Calculations by ECONorthwest using Envision development assumptions and the City of Bend's 2020-2021 Fee Schedule.

**Packet Item No. 3:**  
Southeast Area Plan  
Summary Report Technical  
Appendix

***Note:*** *The full summary report is available on the Southeast Area Plan project website.*



# Southeast Area Plan Summary Report Technical Appendix

PREPARED FOR: City of Bend  
 COPY TO: Project Team  
 PREPARED BY: Angelo Planning Group  
 DATE: November 24, 2020

## Summary Report Technical Appendix - Table of Contents

The following Table of Contents includes the major memos and reports provided to SEAPAC throughout the planning process. These will be included as a technical appendix to the SEAP Summary Report. Some interim products provided in committee packets are not included.

- A. Technical Memorandum #1: Applicable Plans and Programs, 11/14/18
- B. Roles, Responsibilities, and Guidelines: SE Area Plan Advisory Committee, 12/6/2018
- C. Public Involvement Plan, 12/17/2018
- D. Existing Conditions Report, January 2019
- E. Market Analysis Snapshot (undated, provided to SEAPAC 1/17/2019)
- F. Bend Southeast Expansion Area Market and Land Use Analysis, 1/7/2019, by ECONorthwest
- G. Vision and Guiding Principles, 2/8/2019
- H. Planned Transportation Infrastructure, 2/14/2019
- I. Draft Transportation Concepts, 2/14/2019
- J. Summary of Workshop #1, 4/4/2019
- K. Draft Land Use and Transportation Concepts, 4/25/2019
- L. Draft Open Space Plan Concepts, 5/24/2019
- M. Tree Health Assessment for City of Bend Southeast Area Plan, April 2019, by Brett Huet
- N. SEAP Evaluation of Options for Industrial Lands and Land Use Updates, 5/30/2019
- O. Transportation Plan Update, 5/30/2019
- P. Summary of Open House #2, 7/24/2019
- Q. Summary of Open House #2 Online Survey, 8/23/2019
- R. Refined Land Use Plan, 9/12/2019
- S. Southeast Expansion Area Site Studies, SEAPAC Mtg 6 packet
- T. Refined Transportation Plan, 9/12/2019
- U. Bend Transportation System Plan 2040 Project List – Southeast Expansion Area Projects, 9/3/2019
- V. Collector Street Design Elements for Southeast Area Plan, 9/12/2019
- W. Preliminary Transportation Infrastructure Needs Memorandum, 11/26/2019, by KAI
- X. Southeast Area Plan, Sewer Concept Plan, by Jacobs/Murraysmith, 11/25/2019
- Y. Southeast Area Plan Code Concepts, 11/18/2019
- Z. Southeast Area Plan Funding Memo, 3/12/2020
- AA. Southeast Area Plan Code Summary Memo, 2/27/2020
- BB. Southeast Area Plan Code Summary Memo Update, 7/23/2020
- CC. Collector Street Design Elements for Southeast Area Plan V2.0, 7/17/2020
- DD. Plan and Code Changes Summary, 9/24/2020
- EE. Online Open House #3 Summary, 11/23/2020
- FF. Transportation Planning Rule Analysis & Infrastructure Needs, by KAI, 11/24/2020