



CITY OF BEND

## Agenda

City Manager Sounding Board to House Our Neighbors  
Wednesday, April 28, 2021, 9:00 a.m. to 11:00 a.m.

### Virtual Meeting

Zoom Link:

<https://bendoregon.gov.zoom.us/j/97793968228?pwd=QnFRakIzWTQvZkdUTIB6cUxaWFpiZz09>

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9:00 a.m. City Manager Sounding Board: Megan Perkins, Barbara Campbell, Katherine Austin, Briana Manfrass, Hans Jorgensen, Dana Richards, Stacey Witte, Erik Tobiason, Scott Winters, Jeff Payne (alt.)

1. Welcome and Introductions (City Councilor Megan Perkins, all, 10 minutes)
2. Agenda Overview, Approval of Minutes (Susanna Julber, Snr. Policy Analyst, 5 minutes)
3. Public Comment (10 minutes total)
4. Overview of Public Involvement/ Community Survey/ NLA Survey (Susanna, Makayla Oliver, Community Relations Mgr., all, 30 minutes)
5. Update: Pending State Legislation regarding Houselessness Land Use Solutions (Susanna, 10 minutes)
6. Discussion/ Overview of Peer Cities, Shelter Types and Zoning Districts- See attached Memorandum (Pauline Hardie, Senior Planner, Susanna, 45 minutes)
7. Summary of Action Items (Susanna, 5 minutes)
8. 11 a.m. Adjourn

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***Next meeting Date: May 12, 2021, 9:00 a.m. to 11:00 a.m.***



This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the meeting organizer no later than 24 hours in advance of the meeting at [sjulber@bendoregon.gov](mailto:sjulber@bendoregon.gov) or fax 385-6676. Providing at least 2 days' notice prior to the event will help ensure availability.

**City Manager Sounding Board to House Our Neighbors  
April 14, 2021**

The meeting of the City Manager Sounding Board to House Our Neighbors was called to order at 9:00 a.m. on Wednesday, April 14, 2021, online and by phone.

**City Manager Sounding Board: Homelessness Solutions:** Megan Perkins, Barbara Campbell, Katherine Austin, Briana Manfrass, Hans Jorgenson, Dana Richards, Stacey Witte, Erik Tobiason, Scott Winters, Jeff Payne (alt.)

**Absent:** Jeff Payne

**1. Welcome and Introductions**

Councilor Perkins welcomed the Sounding Board members to the meeting and the members and City staff introduced themselves.

**2. Public Comment**

Luke Richter, Central Oregon Peacekeepers, commented on needing to hear from those impacted and his willingness to share what is needed.

Mike Satcher commended several people who have spoken so far for using the word houseless instead of homeless. Satcher explained that it is important to start with the baseline understanding that the people were referring to have a home and that home is Bend.

**3. Purpose of Sounding Board, draft schedule, draft Charter**

Susanna Julber, Senior Policy Analyst, presented the following slides for the Purpose of the Sounding Board:

- House Response: Supporting Homelessness Solutions
- Purpose, Charter, Schedule
- Draft Sounding Board Charter

**4. Overview of Legal Requirements for Committee Members**

Ian Leitheiser, Assistant City Attorney, presented slides on Public Records, Public Meetings, Ethics and Elections.

**5. Discussion of Pending State Legislation regarding Homelessness Land Use Solutions**

Julber presented information on the pending State Legislation regarding homelessness land use solutions.

## **6. Discussion/ Overview of Shelter Types**

Julber presented an overview of shelter types.

Member Tobiason shared the following information the Veteran's Village:

- It is on an acre of leased ground
- There are 15 individual occupancy shelters
- Has a community building for services for case management, showers, laundry, dining, kitchen
- There is no separation between the individual shelter parcels
- The shelter is 12x12, the space is approx. 18x20

## **7. Summary of Action Items**

Julber presented the following summary of the action items:

- Complete language type check to make sure the right terms are used
- Change the Charter to add the additional public input opportunities
- Make sure that the Board is providing for managed camps

## **8. Public Comment**

Eric Garrity thanked the members for participating, commented on the importance of outreach and correcting misconceptions.

Mike Satcher thanked all for the members for their time and for doing this work. He commented on the need for the City to coordinate with volunteer efforts providing things like restrooms and trash collection.

Matt Puccio Jr. has been working with homeless to identify needs and has concerns with police harassing individuals.

## **9. Adjourned at 10:49 a.m.**

Respectfully Submitted,

Kayla M. Duddy  
Deputy City Recorder



## CITY OF BEND

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**TO: SOUNDING BOARD TO HOUSE OUR NEIGHBORS**

**FROM: SUSANNA JULBER, SNR. POLICY ANALYST**

**DATE: APRIL 26, 2021**

**RE: PEER CITIES OVERVIEW, BEND LAND USE OVERVIEW**

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The primary role for the Sounding Board (SB) is to help staff draft recommendations for Bend Development Code amendments, in order to allow a broad range of housing and shelter types citywide. This memo is not intended to be a comprehensive review of peer cities work that is currently happening in the shelter/ housing realm, but is meant to provide a brief overview. We'll be going over additional peer cities and examples of housing/ shelter models at our April 28 Sounding Board meeting.

To guide staff in forming code language, two important questions are:

1. What type of housing types should we be providing to serve our population of community members who are experiencing houselessness?
2. In which zoning districts should each type be located?

Most cities seem to offer the following general types of shelter: a safe parking/ managed camp/ tiny home cluster model, a mass shelter model- similar to a warming shelter, a short-term shelter in a facility with separate rooms (Bethlehem Inn, Project turnkey), and some form of RV use as an ancillary use to a single family home. Eugene has expanded options with microsites and rest stops on city-owned property.

Essentially, the SB will be forming recommendations to fill in the table on page 2 with allowable uses, and standards (such as size of units, number of beds, management requirements, and/or setback, buffer, or other standards) for each of the shelter/ housing types. In order to develop recommendations, it is useful to look at what other cities have implemented, and make sure we're providing options that will accommodate what people experiencing houselessness need.

Bend's Zoning Districts																
Do these category of uses (below) capture what we'd like to plan for?	RL	RS	RM	RM-10	RH	CL	CG	MN	MU	ME	PO	MR	IG	IL	PF	UA
Temporary housing (with existing use- like Safe Parking)																
Mass shelter (warming shelter)																
Outdoor shelter site (Veteran's Village, managed camp)																
Short-term shelter (Project Turnkey)																
RV as an ancillary use (Expanded medical hardship)																

## Oregon Peer Cities Overview

### Medford

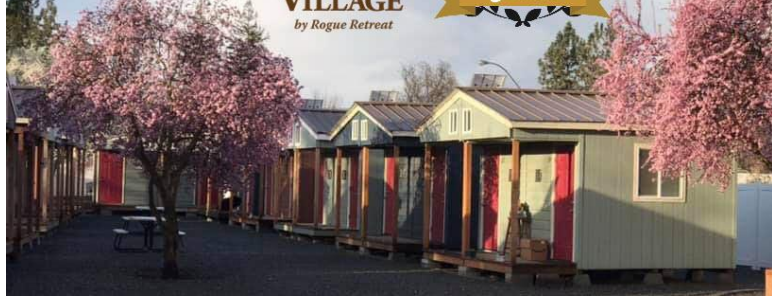
The City of Medford has developed a *Homeless Systems Action Plan* that has five goals and 32 actions to address homelessness in the City.

(<https://www.medfordoregon.gov/Government/Departments/Housing-and-Community-Development/Homelessness-Initiatives?BestBetMatch=homelessness91cb7f78-f556-46f4-8c17-40332cf9c181|c8e073be-f652-45ec-932d-dd7c823e0b54|en-US>)

- **Managed Camping and Outdoor Shelter Types.** Medford has an “Urban Campground” run by the non-profit provider, [Rogue Retreat](#) which provides 70 spots for temporary camping, and the Medford City Council just approved expansion to 120 sites. The site is located in a commercial zoning district, in an area close to services. Similar outdoor shelter sites/ tiny home type developments are allowed in commercial districts, in some public parks, and in some locations associated with a church or service provider.



- **Short-Term Shelter.** Medford’s code allows motels to be converted to permanent, temporary housing and has been approved for funding 47 units through Project



Turnkey. Motels are allowed in commercial zoning districts.

- **RV as Ancillary Use.** Medford allows RVs as ancillary use to residence, with conditions, and subject to 6 months approval. Must be related to fire or natural disaster, and residence must be unfit for human habitation due to natural disaster.
- **Severe Event/ Mass Shelters.** Allowed in all zoning districts.
- **Camping.** Medford just adopted a camping ban with time, place, and manner provisions: <https://www.medfordoregon.gov/News-articles/Medford-City-Council-Approves-Prohibited-Camping-Ordinance?BestBetMatch=homelessness91cb7f78-f556-46f4-8c17-40332cf9c181|c8e073be-f652-45ec-932d-dd7c823e0b54|en-US> along the Bear Creek Greenway, and in Prescott Park, for fire danger reasons.

## Eugene

Eugene has developed a comprehensive strategy to address homelessness, which includes large and more dispersed accommodations.

- **Microsites and Overnight Parking Programs.** A microsite is a location that provides transitional shelter to a small group of individuals who are currently experiencing homelessness. Up to six Conestoga huts or tents are allowed via the Eugene municipal code. The site is managed by a nonprofit social service provider who is responsible for maintaining the site, providing supervision and oversight, and supporting the residents. This is similar to [Bend’s Safe Parking Program](#). Through Eugene’s microsite program,

individuals may also sleep overnight in the back yard of a single family residence in a residential zoning district, with property owner permission.

- **RV in driveway as an ancillary use.** Eugene allows this through the microsite program, with conditions, as long as there isn't already a family or person camping in the property owner's back yard. Additionally, Eugene offers a Temporary Manufactured Dwelling Hardship Permit, for medical reasons, as an ancillary use to a single family residence, with conditions.
- **Rest Stop Program.** In October 2013, in response to the growing need for safe places to sleep, the Eugene City Council approved a Rest Stop pilot program. Rest Stops allow up to 20 people, age 18 and older, to sleep overnight in tents or Conestoga huts on designated sites approved by the City Council. Each site must be managed by a site operator who signs an agreement with the City to supervise the site. In February 2017, in recognition of the program's success in providing safe and managed places for people to stabilize while they work toward housing, the City Council removed the



sunset date from the program. Now the program has five additional Rest Stops. All the sites/ land is owned by the City of Eugene, and 75-120 people are housed with them. The zoning districts vary, but most are zoned Public Land.

- **Temporary Outdoor Shelter/ Managed Camp.** Opportunity Village was approved through a conditional use in an industrial zone.
- **Mass Shelters.** Permitted as conditional uses in industrial zoning districts (if after 1984), with special standards (no more than 400 people), but in a state of emergency, the conditions are lifted. Homeless shelters in the Public Land Zoning District are subject to CU if the property is within 300 feet of a Residential District. Camping is permitted in the PL Zone, with conditions.

## Salem

Salem has a comprehensive strategy to address houselessness, and will be working on a number of strategies in the next year to help provide for the growing number of people in the community who need help.

- **Vehicle Camping.** Salem launched a vehicle camping program, under their emergency order for COVID over a year ago- this is similar to Bend's Safe Parking program.
- **Emergency Shelter.** The emergency order also allowed the Salem Council to suspend land use provisions to increase capacity of the Safe Sleep Shelter for women (managed by the United Way), and to allow car camping on private property with owner's permission.

- **Mass Shelters.** Salem allows shelters in some commercial and residential zoning districts according to the size of the shelter, as shown in the table below. The SB could recommend a similar strategy based on Bend’s zoning districts and size of facility:

Salem Example: Maximum Number of Shelter Beds for Mass Shelters	
Zone of Site	Max. Number of Shelter Beds
EX, CX, CM3, and CE	200
CM2 and CI2	75
CR, CM1, and CI1	25
RX, RM3, and RM4	50
RM1, RM2, RMP, IR	15

### City Summary Table

Shelter Type	Example	Bend	Medford	Eugene	Salem
<b>Camp/ RV Park (ie, outdoor shelter site), or Tiny Homes concept</b>	Outdoor Shelter Type – Veteran’s Village, Hope Village (Medford)	Allowed via emergency order. Also CU in CL, CG, but not CB or CC. Some captured under our Safe Parking program. Through HB 4212, Veteran’s Village approved. Otherwise, not allowed beyond campground allowance in varying Commercial districts.	Public Parks, C-R, C-H zoning districts, also in conjunction w/ church, non-profit in C/S/P.	Yes- Opportunity Village located on city property, common restroom, laundry, kitchen space. Community room w/ library and computer access.	Allowed under emergency order.
<b>Severe Event Shelters / Mass Shelter</b>	Mass Shelter Site, similar to Warming Shelter	Allowed in some commercial districts- CU in some, and by emergency order.	Allowed in all zoning districts.	Yes, in some zoning districts and by size limitations.	Yes, with size limitations by zoning district.
<b>Microsite/ transitional shelter, Safe Parking</b>	Similar to Outdoor Shelter Type - but limited in size.	Yes, via Safe Parking program ( <a href="https://www.bendoregon.gov/city-projects/community-priorities/homelessness/safe-parking-program">https://www.bendoregon.gov/city-projects/community-priorities/homelessness/safe-parking-program</a> )	Yes, through safe parking program- similar to Bend’s Safe Parking program, but has time, place and manner exemptions.	Yes. Also “rest stops”.	Safe Parking under emergency order.
<b>Short term shelter- permanent facility</b>	Bethlehem Inn, Project Turnkey	Yes, in zoning districts where hotels/ motels are allowed.	Yes, in zoning districts where hotels/ motels are allowed.	Yes, in zoning districts where hotels/ motels are allowed.	?



Shelter Type	Example	Bend	Medford	Eugene	Salem
RV/ other as ancillary use on residential lot		Allowed through Wildfire Evacuation Order (exp. 9/21), via Hardship app in BDC (medical, other verified). ( <a href="https://www.bendoregon.gov/city-projects/community-priorities/homelessness/safe-parking-program">https://www.bendoregon.gov/city-projects/community-priorities/homelessness/safe-parking-program</a> )	Yes, with conditions and 6 months approval. Must be related to fire or natural disaster, and residence must be unfit for human habitation due to natural disaster.	Yes.	Allowed through Emergency Order.

The following descriptions are from the Bend Development Code, and provide an overview of each of the City’s zone districts.

Zone District	Location and Characteristics
Urban Area Reserve (UAR)	The Urban Area Reserve District is a holding zone for urban development. The maximum residential density for the district is 1 dwelling unit per 10 gross acres.
Low Density Residential (RL)	The Low Density Residential District consists of large urban residential lots that are served with a community water system and DEQ permitted community sewer, private on-site septic systems, or municipal sewer systems. The residential density range in this district is 1.1 to 4.0 dwelling units per gross acre.
Standard Density Residential (RS)	The Standard Density Residential District is intended to provide opportunities for a wide variety of residential housing types at the most common residential densities in places where community sewer and water services are available. The residential density range in this district is 4.0 to 7.3 dwelling units per gross acre.
Medium-10 Density Residential (RM-10)	The Medium-10 Density Residential District is intended to provide opportunities for manufactured home park development and a variety of single- and multifamily residential housing types. The density range in this district is 6.0 to 10.0 dwelling units per gross acre.
Medium Density Residential (RM)	The Medium Density Residential District is intended to provide primarily for the development of multifamily residential in areas where sewer and water service are available. The residential density range in the district is 7.3 to 21.7 units per gross acre and must provide a transitional use area between other Residential Districts and other less restrictive areas.
High Density Residential (RH)	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

<b>Zone District</b>	<b>Location and Characteristics</b>
	43.0 units per gross acre and must provide a transitional use area between other Residential Districts and other less restrictive areas.

### Commercial Zone District Characteristics

<b>Zone District</b>	<b>Location and Characteristics</b>
Central Business District (CB)	The Central Business District encompasses the historic downtown and central business district that has commercial and/or mixed-use development with a storefront character.
Convenience Commercial District (CC)	The Convenience Commercial District is adjacent and connected to the Residential District(s) it is intended to serve. Convenience Commercial uses are larger in scale and area than neighborhood commercial uses and provide for frequent shopping and service needs of nearby residents. The zone is intended to provide locations for a wide range of small and medium sized businesses and services as a convenience to the neighboring residential areas. New convenience commercial nodes shall develop as commercial centers rather than a commercial strip and be limited in size up to 5 acres.
Limited Commercial District (CL)	The Limited Commercial District provides for a wide range of retail, service, and tourist commercial uses in the community along highways or in new commercial centers.
General Commercial District (CG)	The General Commercial District provides a broad mix of commercial uses that have large site requirements, are oriented to the higher classification roadways and provide services to the entire City and surrounding area.

### Mixed Use Districts

<b>Zone District</b>	<b>Location and Characteristics</b>
Mixed Employment District (ME)	The Mixed Employment Zone is intended to provide a broad mix of uses that offer a variety of employment opportunities. Where Mixed Employment Districts occur on the edge of the City, their function is more transitional in nature providing service commercial businesses and supporting residential uses in an aesthetic mixed environment. In this instance, when residential units are provided, the units shall be within easy walking distance to the commercial and employment uses.
Mixed-Use Riverfront District (MR)	The Mixed-Use Riverfront District is intended to implement the Comprehensive Plan policies for the creative redevelopment of mill site properties adjacent to the Deschutes River. It is intended to allow for a mix of uses that: <ul style="list-style-type: none"> <li>• Provide a variety of employment opportunities and housing types;</li> </ul>

	<ul style="list-style-type: none"> <li>• Foster pedestrian and other non-motor vehicle activity;</li> <li>• Ensure functionally coordinated, aesthetically pleasing and cohesive site planning and design;</li> <li>• Ensure compatibility of mixed-use development with the surrounding area and minimize off-site impacts associated with the development; and</li> <li>• Encourage access to, and enjoyment of, the Deschutes River.</li> </ul>
Professional Office District (PO)	The Professional Office Zone is intended to provide for professional offices in locations near arterial or collector streets and to provide a transition of uses between residential areas and other more intensive zones. Through design standards, the Professional Office Zone is intended to create a mix of high density residential housing, office and service commercial developments that are pedestrian-oriented and provide a positive contribution to the streetscape.
Mixed-Use Urban (MU)	The Mixed-Use Urban Zone is intended to provide opportunities for vibrant mixed-use centers and districts in areas with high-quality connectivity to and within the area. It is intended to allow for a denser level of development of a variety of commercial and residential uses than in surrounding areas with an emphasis on retail and entertainment uses at the street level. It is intended to provide for development that is supportive of transit by encouraging a pedestrian-friendly environment.
Mixed-Use Neighborhood (MN)	The Mixed-Use Neighborhood Zone is intended to provide neighborhood-scaled, pedestrian-oriented mixed-use centers and corridors with a range of residential, retail, service, and office uses that are compatible with adjacent development.

**Industrial Zone Districts**

<b>Zone District</b>	<b>Location and Characteristics</b>
General Industrial	This zone is intended to provide for the establishment of light and heavier industrial uses essential to the development of a balanced economic base in an industrial environment with a minimum conflict between industrial uses and nonindustrial uses.
Light Industrial	This zone is intended to provide for heavier commercial and light industrial uses with easy access to collector and arterial streets.