



# TECHNICAL MEMORANDUM - URBAN DESIGN FRAMEWORK REFINEMENT

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*The contents of this document do not necessarily reflect views or policies of the State of Oregon.*

## **Introduction**

The Framework Concept introduced in the first phase of the Central Area Plan depicts the vision to be achieved over the next twenty years. It represents the preferred structure for the area and describes how various urban elements will interact in order to achieve the vision. The Framework Concept encompasses land uses, overall urban form, and circulation issues and is the context within which the Central Area Plan is being addressed. The basic Framework Concept was developed during the first phase of the Bend Central Area Plan and is now being refined and expanded upon for the second phase of the Plan.

### ***Framework Concept***

During the first phase of the Bend Central Area Plan, the “Central Area” was defined as the Historic Downtown Core, Greenwood Avenue and Environs, and the Third Street/Railroad District. The Framework Concept addressed these three districts in terms of five key components: great streets, open spaces, gateways, key redevelopment opportunity sites, and key pedestrian links and alleys.

- Great Streets are memorable civic spaces rather than just thoroughfares. Streets such as Greenwood, Franklin and Third have the potential to become inviting pedestrian spaces and activity centers featuring a variety of uses and interesting places.
- Open spaces provide multi-use public spaces. Areas such as Mirror Pond and Drake Park are great examples of open spaces that currently provide both organic and organized gathering spaces. There is a great potential for additional open spaces throughout the Central Area, particularly in linear open spaces in conjunction with boulevards or Great Streets.
- Gateways are welcoming and inviting transitions from one part of the City to another. The Central Area has several opportunities to enhance such gateways, particularly on Greenwood and Franklin Avenues as citizens and tourists enter or exit the Historic Downtown Core.
- Key redevelopment opportunity sites are those public areas that when redeveloped provide the most leverage for encouraging additional private investment to enhance the Central Area. These sites are best used for mixed uses when possible in areas that are highly visible and easily accessible.
- Key pedestrian links and alleys are often parallel to heavier automobile transportation links, and offer interesting and safe pathways to a variety of walking-oriented uses such as shopping and sidewalk cafes. Brooks Alley is a prominent example of an existing key pedestrian link on which other alleys can be modeled.

Overarching Framework Concepts for the Central Area included identifying and building upon Great Streets, enhancing and encouraging pedestrian-friendly environments while facilitating an increasing amount of downtown vehicular traffic, and encouraging development with complementary uses that can collaboratively provide and use public infrastructure facilities (such as parking or plazas).

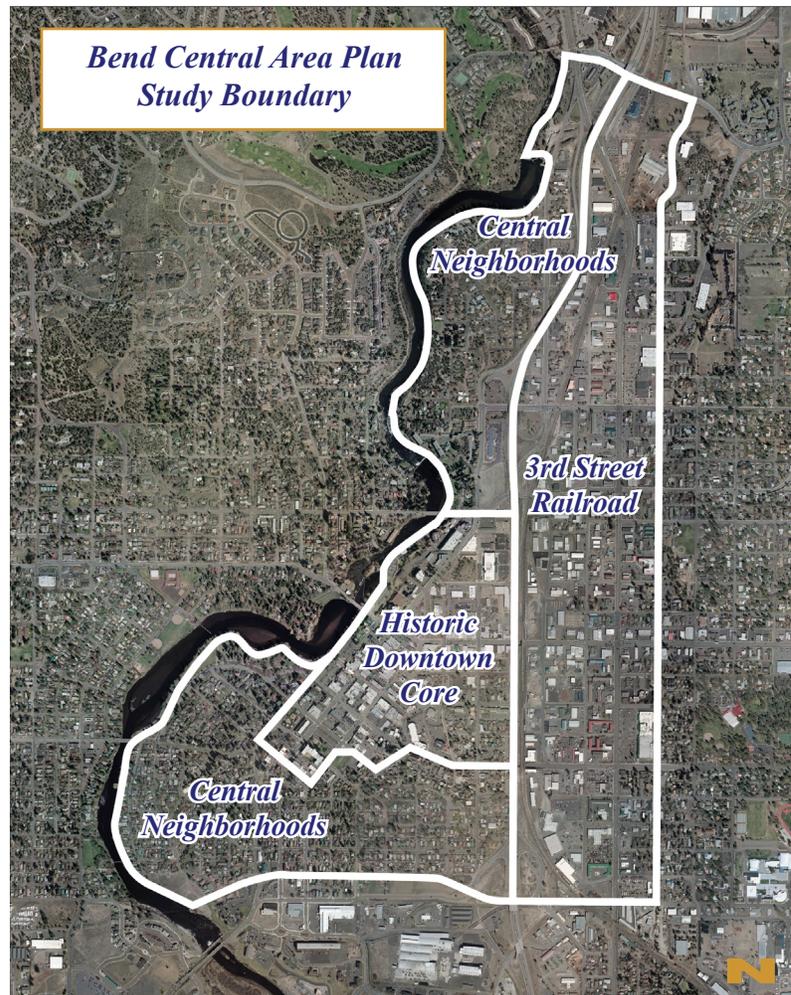
## ***Refining and Expanding the Framework Concept***

As the Central Area Plan moves into its second phase, the Framework Concept has been refined to build upon these components and consider adjacent areas within the Central Area.

The refined Framework Concept continues to focus on the Great Streets. Each of these east/west linkages develop a special character of its own and set up the gateways and nodes of development along 3<sup>rd</sup> Street. The densest building form would occur in the Railroad District, east of the railroad and west of 3<sup>rd</sup> Street, preserving views to the mountains. Greenways or special streets permeate the dense development and connect the area to the greater system of open space in the Central Area. This system also works to delicately weave development along 3<sup>rd</sup> Street back into the neighborhood to the east of 4<sup>th</sup> Street.

Consideration should be given to creating an exciting new identity for the Third Street/Railroad District. “Branding” this area will draw attention to the area by owners, developers and citizens. As a working title, in this technical memorandum, the District is referred to as “Bend Central”. Within Bend Central, there are sub-districts and corridors that may have unique characteristics.

The components of the refined Framework Concept are Defined Districts, Hierarchy of Streets, Intersections of Character, System of Open Spaces, City Form and Skyline, and Transitions and Seams. These components address the different character and unique attributes of the distinct areas within the Central Area, how pedestrians and cars will move about, and the connection of open spaces throughout. It addresses the contribution of topography and landmarks and the transition of uses and forms between the districts and adjacent neighborhoods. The Framework Concept also suggests where development could first occur by identifying key pulse points of activity within the Districts. Components of the Framework Concept are not discrete pieces, but rather layers that build upon one another and work together to achieve the vision of the Central Area.



## Components of the Framework

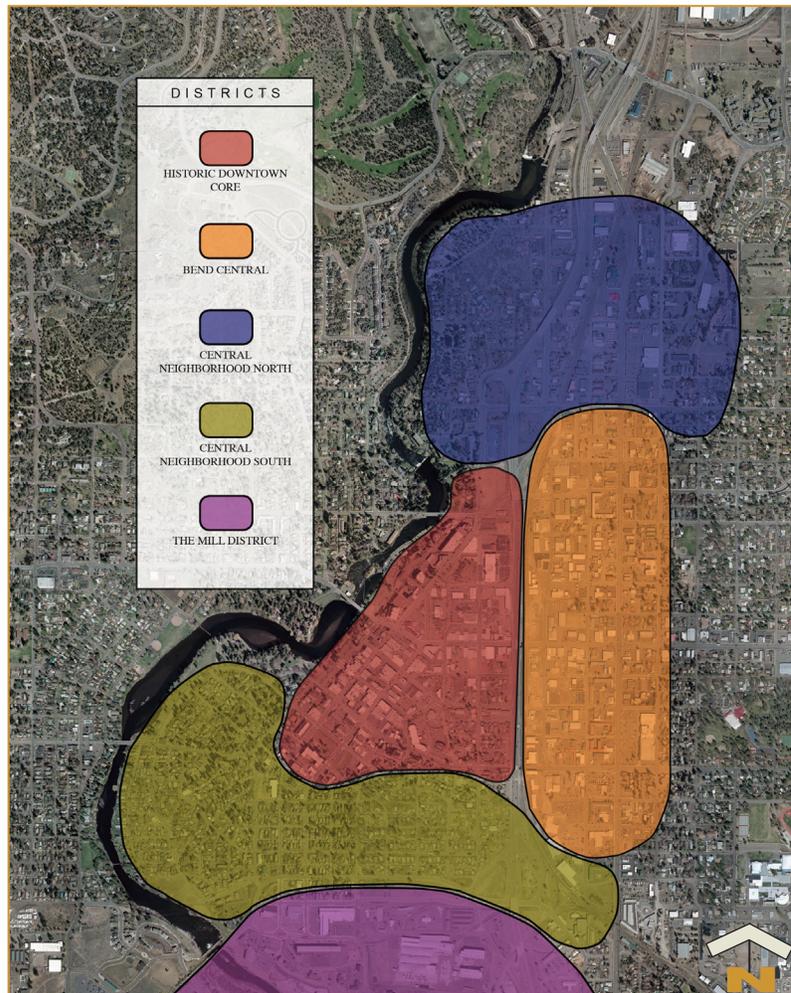
### 1. Defined Districts

Areas of the city evolve a character that can be unique, yet complimentary to adjacent areas. By establishing districts, it is possible to set forth expectations as to the development/redevelopment of an area and guide future development. Demands for land and increased density requirements within the Urban Growth Boundary will force levels of development (density, height) that have not been seen in Bend or Central Oregon. By defining districts, the places for density and height can be determined so that the resultant development is complimentary to the Historic Downtown Core and neighboring residential areas.

The Third Street Corridor from the Parkway on the west to 4<sup>th</sup> Street on the east will most certainly redevelop in a new form, utilizing the land more effectively and efficiently than one-story retail buildings and parking lots. This District should have a “brand” or “identity” (Bend Central) with subdivisions of specific character that results from applying the “layers” of the Framework Structure. Also, the evolving districts surrounding Bend Central should be defined as to expectations, edges and transitions.

Existing or potential districts within the Central Area and adjacent areas include:

- Historic Downtown Core
- Bend Central w/sub-districts
  - Railroad
  - 2<sup>nd</sup> Street
  - 3<sup>rd</sup> Street
  - 4<sup>th</sup> Street
- Central Neighborhood North
  - Riverfront Neighborhood
  - Division Street Commercial/Industrial Spine
- 3rd/4th Street Commercial Corridor
- Central Neighborhood South
- The Mill District



## 2. Hierarchy of Streets

All streets are not equal. A component of an active and diverse urban fabric are streets that are designed to certain functionality criteria for vehicular circulation but also provide for various levels of pedestrian activity, integrate infrastructure for storm water and utilities and create an ambiance through lighting, signage and way-finding. The street is not only the horizontal surface for vehicles and pedestrians. It should be considered as a linear room that has a character established by the combination of functional aspects (vehicular and pedestrians) the enclosure of the buildings facing the street and the landscape of the street (green, furniture, signage, lighting).

A potential hierarchy might include the following:

- Boulevard
- Vehicle major/pedestrian minor Street
- Pedestrian major/vehicle minor Street
- “Backbone” Street
- Transition Street
- Service Street
- Residential Neighborhood Street

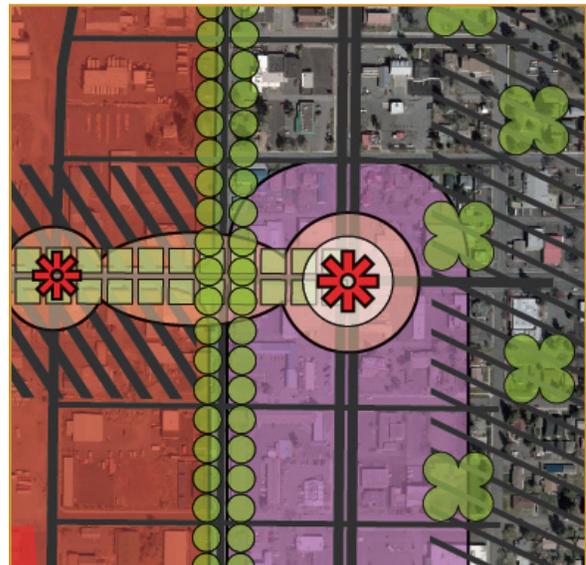


## 3. Intersections of Character

The meeting of two or more circulation routes/paths should be celebrated. The intersection should be thought of as an outside room and should have greater content than “a holder of traffic signals”. The intersection may serve as an introduction of the visitor to the city, is instrumental in way-finding, and (in the case of Bend Central) identifies the east-west connecting from the principle north-south routes. Buildings surrounding the intersection should define the space but should also be complimentary to each other. Lighting should signal a decision point. Pedestrian and vehicular zones should be delineated to insure safe and secure passage for all. The new tradition of public art in the roundabouts in the new neighborhoods of Bend should be repeated in Bend Central.

Consideration of the intersections might include the following:

- The hierarchy of the streets intersecting
- Gateways to Districts
- The ground surfaces (texture, materials)
- Identity and common language for Intersections in different Districts



#### **4. Network of Open Spaces**

The character of Oregon is open space with islands of development. The character of Central Oregon is low-density, with towns and cities of 1-2 story buildings. As our cities grow and evolve, the tendency is to define specific places for open spaces and what the character of each should be. Bend has evolved in a way that already incorporates open space (natural elements) into the fabric of the city. The opportunity is to continue to build upon natural features with a series of spaces of diverse character—some urban, some naturalistic. The approach should not be “A” city square, but many city squares; not “A” park, but parks integrated throughout the urban core; not “Just Streets”, but green streets. AND the concept is one of connecting a series of diverse and varied open spaces that are developed within the public realm combined with courtyards, parks and spaces in private development. The result is an interconnected network of open spaces that are accessible and flexible as to use and capacity.

Some elements that might be included in the network include:

- Green corridors integrated with Great Streets
- Pedestrian paths and trails
- Linear green spaces and parks
- Courtyards and plazas
- Civic squares and public rooms
- Pathways linking residential areas to the open space network



## **5. Transitions and Seams**

Cities evolve in sectors. These sectors are a result of public intervention and private response to the intervention. Neighborhoods and clusters of compatible uses build upon the success of prior developments. As each district or sub-district begins to establish its own specific character, the differentiation between parts of the city becomes greater—and the fear of unwanted intrusions (e.g. entertainment venues in single family residential areas) become greater. The interaction between zones or districts should be a product of careful study and consideration. In Bend Central, redevelopment of the 3<sup>rd</sup> Street corridor is certain. Redevelopment will undoubtedly be of higher density and taller buildings—and be a mix of uses that may or may not include housing. Whatever the eventual development pattern, it will abut a vital residential neighborhood east of 4<sup>th</sup> Street. The “seam” of 4<sup>th</sup> Street and the transitions between uses and areas should be addressed to set priorities and methodologies to guide redevelopment activities - with special care given to the transitions into and out of the Central Neighborhoods. “Transitions and seams” occur throughout Bend Central and the larger Central Plan Area.

Considerations in these areas include, but are not limited to, the following:

- Height and bulk of buildings
- Use and activity compatibility
- Street character and the pattern of structures and spaces
- Vehicle/pedestrian interface
- Shared open spaces



## **6. City Form and Skyline**

As development and redevelopment occur, taller buildings will become more the rule than the exception. These taller buildings will be single use, as well as mixed use and the character of each should be uniquely Bend. As the city evolves, the “form” of the city will become more and more important. There will be issues of civic identity and remembrance, views and view corridors, axial relationships and monuments, open space and the “spaces in between”—all will contribute to the scale, texture and grain of the urban fabric.

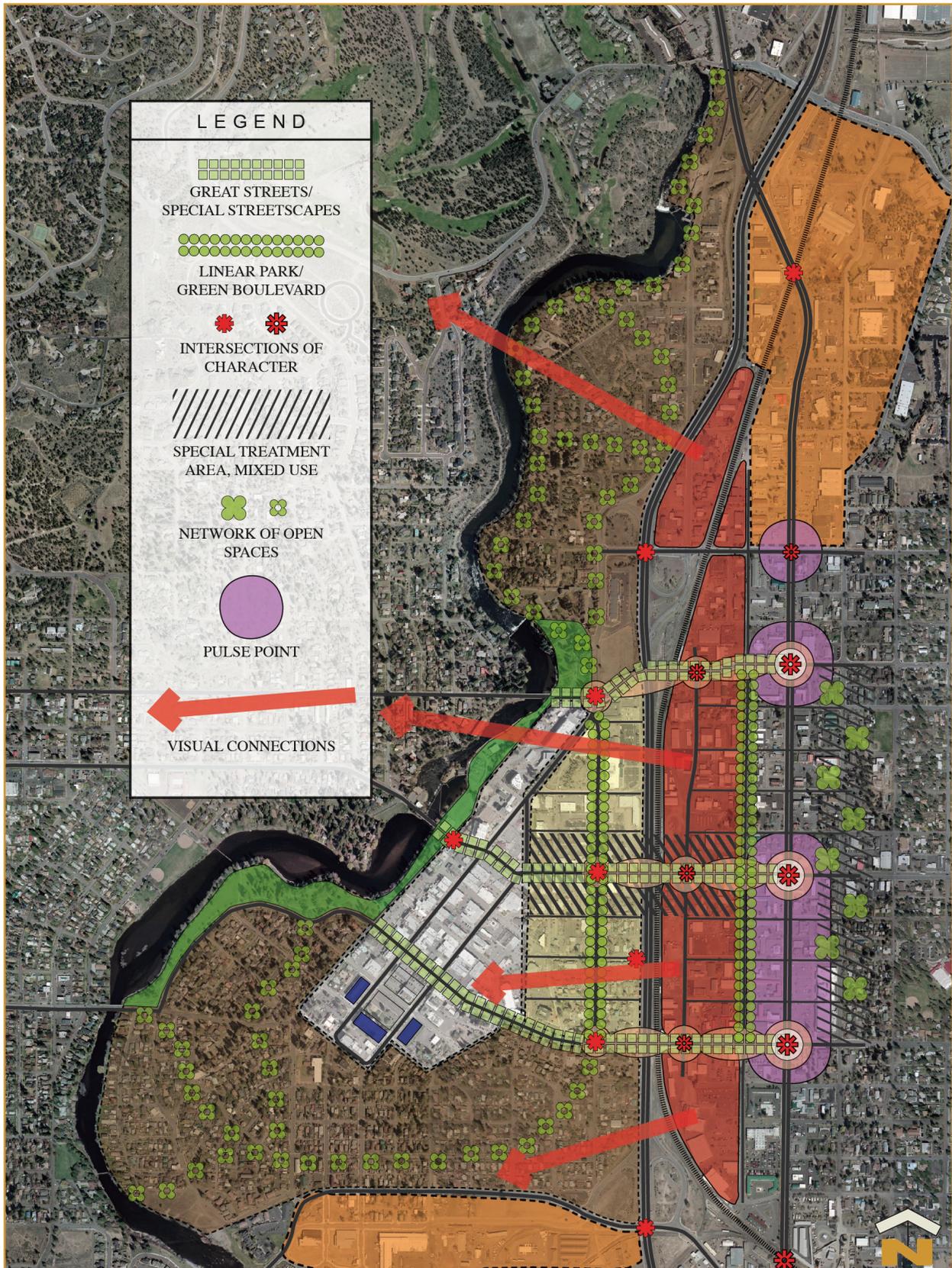
The uniqueness of the skyline could be a derivation of the natural landscape surrounding or it could be more of a conventional form resulting from specific height limitations. Whatever the determination, there should be much discussion about the relationship of built form to the topography of the land—and the combined effect of land elevation and building height that will define the topography of the skyline.

Issues to consider include:

- The “lay of the land” (topography)
- The geologic structure of the underlying land
- Built forms (existing and expected)
- Symbology of form and landmarks
- Contributing fabric
- Icons and remembrances
- The “view from the road”



## Refined Framework Concept

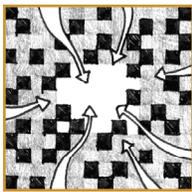


## Bend Central Performance Guidelines

These Performance Guidelines describe elements of urban form that must be addressed in ongoing development to achieve the desired Vision. The Guidelines are a methodology to inform developers and designers of the expectations of the city. These are suggested Performance Guidelines that focus on the area indicated as “Bend Central”. As the Central Area planning process continues, these guidelines will be refined and expanded to address the district seams and transitions into the Central Neighborhoods. Similar guidelines would also apply to the Historic Downtown Core and Greenwood Avenue area addressed in the first planning phase.

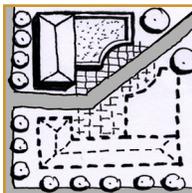
Guidelines should be performance oriented and not prescriptive. They address the general look, feel, and function of Bend Central and should be applied to the district as it develops. They create an environment for design excellence to occur, for small actions to have a major cumulative effect, and a mechanism for checking the progress of the Vision implementation. If the Guidelines are properly followed, each and every development increment will contribute to a better-defined and coordinated urban form. These guidelines guide developers, city officials, and the community in their efforts to achieve the vision for Bend’s Central Area.

### *Making Bend Central a “New Town In Town”*



#### *1.1 Draw People & Activity Into Bend Central*

Bend Central is strategically situated to be both a local and regional focal point. Developments should lend themselves to attracting a variety of pedestrian activities in Bend Central with linkages to adjacent neighborhoods and downtown core. Entry points into Bend Central should establish a sense of arrival.



#### *1.2 Encourage Further Development*

Buildings and spaces should be designed with future adjacent development as a consideration. Designs should not be “islands,” but should create design opportunities for future abutting development.



#### *1.3 All Seasons City*

Building uses and exterior spaces should lend themselves to use throughout all four seasons. Designs should include protected spaces and pathways to enable year-round use by visitors and inhabitants.



#### *1.4 24 Hour / 7 Day City*

Developments should foster the idea of extended hours of use throughout the week. Where uses are subject to “business hour” operation, the development should include amenities that provide for external enjoyment of buildings at all times of day.



### *1.5 Sustainable Design*

New development should embody current green building techniques wherever possible. Energy efficient design options should be explored as well as alternative building products, which have less impact on the local and world environment. Strive for LEED® (Leadership in Energy and Environmental Design) certification of development.



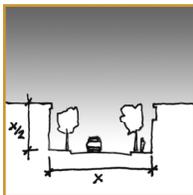
### *1.6 Buildings As Good Neighbors*

Each building should be designed to fit into, and contribute to the future vision of Bend Central. Each building should enhance the public experience of itself and of the abutting buildings. Undesirable elements of buildings should either be screened or hidden from view.



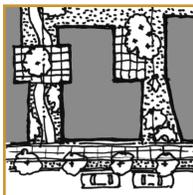
### *1.7 A Place Of Multiple Activities*

When practicable, include multiple uses in building structures, as well as using exterior spaces as extensions of interior uses. Create combinations of public rights of way and open space within blocks to create places that can accommodate multiple activities.



### *1.8 Scale Of The Street*

Building heights adjacent to a street edge should be at least as tall as half the width of the right of way. Existing buildings would improve the street scale with vertical expansion. Street trees can also be used in meeting the height goal. A combination of taller buildings and trees will create the appropriate scale for the street.



### *1.9 Building Setbacks*

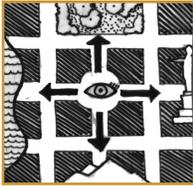
A continuous street edge contributes to the pedestrian health of Bend Central. Buildings should front the sidewalk. In addition, buildings placed close to side and rear property lines should be designed with sensitivity to future development on adjacent properties and to potential public spaces within the block.



### *1.10 Pedestrian Interaction*

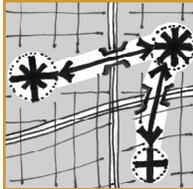
Buildings and exterior space should foster activity and interaction of citizens at a pedestrian scale. Encourage a variety of uses within walking distance for residents, employees, and visitors. Employ appropriate sidewalk widths and weather protection to encourage use and activity.

## ***Bend Central Connections***



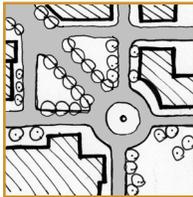
### *2.1 Visual Linkages*

Design interior and exterior spaces that recognize and promote visual linkages to other defining elements, such as monuments, civic spaces, outlooks, water features and other natural and man-made landmarks that orient the user.



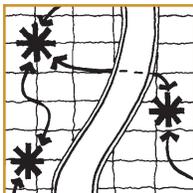
### *2.2 Attraction Of Attractors*

Future “attractors” should be located strategically in Bend Central, providing a sense of “this is where it’s happening,” making Bend Central the “new” destination in the city - unique, but complimentary to the Historic Downtown Core and the Mill District.



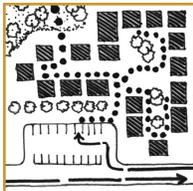
### *2.3 Axial Relationships And Monuments*

Recognize existing and potential axial relationships of places and buildings. In building form, monuments, or in water features, incorporate extensions or terminations of these relationships.



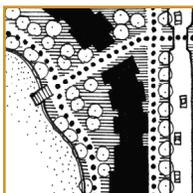
### *2.4 Places And Connections*

Provide a safe, inviting series of interconnected “places”, both interior and exterior to the building structures. Provide linkages to adjacent neighborhoods for pedestrians, bicycles, and automobiles.



### *2.5 Driving And Parking*

In the design of streets and parking areas, functional requirements of vehicular activity should not compromise, but should enhance, the pedestrian environment.



### *2.6 Pedestrian Opportunities*

Integrate pedestrian circulation systems with existing and planned systems, both indoor and outdoor, that connect public rights-of-way and spaces, activities and uses. Design systems to use paving, furniture, and landscaping that are handicap and stroller accessible, convenient to use, and in character with the public improvements.



### *2.7 Green Streets*

Promote creation of “green” streets and surface parking areas utilizing features like permeable paving, solar powered lighting, and native landscaping. City design standards should be flexible to allow designs that have a minimal impact on non-renewable natural resources.



### *2.8 Connections Through Buildings*

Promote design that allows for public interaction between buildings. Encourage pedestrian walkways through and connections between clusters of buildings.

## *Spaces And Landscapes in Bend Central*



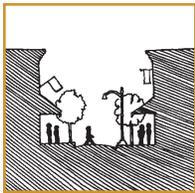
### *3.1 Civic Rooms*

Development of public spaces within and around Bend Central should contribute to the formation of “civic rooms.” Within these rooms, specific commercial and public uses, circulation patterns, public art, and cultural recognition shall be encouraged to reinforce the “room” and its linkage to Bend Central and the downtown core.



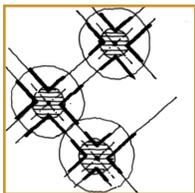
### *3.2 Areas Of Many Functions*

Create pathways, open spaces and enclosed or sheltered public spaces to be flexible and to accommodate a number of functions, whether organized or casual.



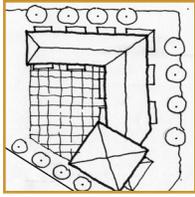
### *3.3 The Street*

Define the street by considering it as a linear room with building faces, landscaping, lighting and signing appropriate to the function of the street and the area of Bend Central it serves. Street trees spaced at no more than 30 feet on center are critical to establishing the character of a street.



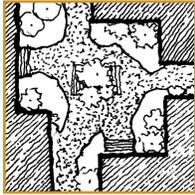
### *3.4 The Intersections*

Consider intersections as “rooms” within the city. Maintain vehicular flow requirements while providing safe and convenient pedestrian access. When possible, use the location of building entries, building details, street lighting, and signage to enhance the concept of the intersection as a room.



### 3.5 Courtyards And Plazas

In private development, design courtyards and plazas that provide a continuity of experience between the inside and outside of the building and between the public and private realm.



### 3.6 Open Space Defined By Buildings

The spaces in-between buildings should enhance the public experience through building design, form and organization. The character of the spaces in-between will add to the texture and scale of the pedestrian environment.



### 3.7 Inside And Outside

Ground floor activities in buildings within Bend Central should present an interesting and enticing addition to the pedestrian experience. Exterior walls abutting public rights of way shall have more than 50% of the surface in windows, showcases, displays, art or pedestrian access elements.



### 3.8 Roofscaping

The rooftops of buildings within Bend Central present an opportunity for “green” design and upper level activities. New development should be encouraged to create eco-roofs and/or opportunities for places where activity could enhance the street.



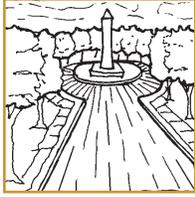
### 3.9 Street Trees

Selection of trees along street edges should create a unifying canopy for the street. Trees should be chosen to ensure commercial views from the street. Trees with strong vertical shapes should be used sparingly to avoid a discontinuous or “lollipop” appearance.



### 3.10 Signage

Business identity signs, while conforming to requirements of the sign ordinance, should add to the quality and character of the street. Signs should also relate to the building’s character and provide identity and focus for the use. Signs should be readable from vehicular as well as pedestrian views.



### *3.11 Public Art*

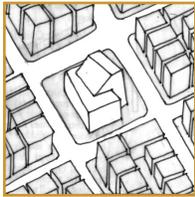
Public art can enhance the landscape and provide focus within public spaces. Incorporate public art in strategic locations to create a better visual environment and provide interactive and interpretive experiences for both children and adults. Integrate the design work of artists, with a focus on local artists, into new development.



### *3.12 Safe Environments*

New development and civic improvements should use crime prevention techniques wherever possible. Design options that reduce the opportunity for crime and nuisance activities should be explored, such as “eyes on the street” and the principles of CPTED (Crime Prevention Through Environmental Design), to create a safer environment.

## ***Buildings in Bend Central***



### *4.1 Building Form*

Single-purpose buildings should be treated as “stand-alone” structures with style and size appropriate to use. Mixed-use buildings should be designed to relate contextually to the surrounding buildings.



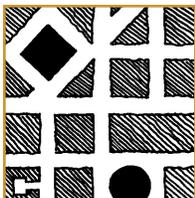
### *4.2 Adaptable Design*

As Bend Central evolves over time, the market will dictate changes in uses and densities. Design of buildings should consider flexibility in use and density over the life of the building.



### *4.3 Active Buildings Along Pedestrian Oriented Streets*

Where pedestrian oriented streets are identified within Bend Central, active uses should be developed to support them. The street edges should help to reinforce the pedestrian link between focal points or attractors.



### *4.4 Activate Buildings Along Paths & Linkage Streets*

Where possible, maximize use of deep building lots and the alleys. Businesses that do not require high exposure street frontage may develop along improved alleys and open space internal to blocks, giving the most important exposure to retail and businesses requiring street front identity.



#### 4.5 Craft Of Building

In designing buildings, recognize the “craft of building” as fundamental in creating appropriate building detail. Proportion, attention to detail and quality design should be stressed. Lasting materials are strongly encouraged and the way buildings are assembled contributes to the texture and fabric of Bend Central.



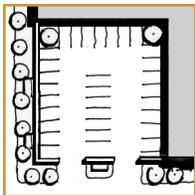
#### 4.6 The Outside Wall

The “outside wall”, the building’s presentation both to passers-by and to users, should invite participation. Upper levels of buildings facing the street should incorporate decks, balconies or other devices that activate the wall enclosing the street, any open space, pathways, or lanes.



#### 4.7 Building Entrances

Building entrances should support and enhance the pedestrian oriented quality of Bend Central. Design entrances to give identity to buildings and uses therein. Entrances to upper level uses should be located mid-block with corner entrances reserved for retail uses.



#### 4.8 Parking Relationship To Building

Parking areas and structures are to be integrated into new building designs. Surface parking should be limited to short-term parking along the alleys where possible to maintain an active street-front. Delineate surface parking from pedestrian ways by low vertical screening elements, such as masonry walls, fences or landscaping.



#### 4.9 Service Areas

Since service access and trash holding areas are expected to be in the alley or adjacent to roadways and open spaces, care must be taken to avoid a back-door appearance to the building faces that are adjacent to pedestrian areas and other buildings. Employ screening and landscaping to reduce the visual impact of service areas.



#### 4.10 Interior Environments

Interior design of buildings in Bend Central should recognize the need for quality living and working environments for all its users. Natural lighting and ventilation should be utilized to the maximum extent possible.