

M E M O R A N D U M

Date: **September 24, 2007**

To: **Brian Shetterly, Long-Range Planning Manager, City of Bend**
David Knitowski, Senior Planner, City of Bend
Mark Devoney, Planning Manager, ODOT Region 4

From: **David M. Siegel, AICP**
Project Manager

Subject: **Central Area Plan Part 2: Implementation Action Plan**

cc:

Project Number:

Project Name: **Bend Central Area Plan (CAP), Part 2**

Introduction

The City of Bend has been planning for the improvement of its downtown for many years prior to the initiation of the current Bend Central Area Plan (CAP) effort in 2004. These earlier efforts included establishment of an urban renewal district, streetscape improvements, parking improvements, and a wide range of other programs, facilities and improvements. In March 2004, City Council directed staff to begin the process of preparing a master concept plan for central Bend. The Central Area generally comprises the downtown business core area and its surrounding neighborhoods. The Central Area Plan takes a broad view of this Central Area of Bend, providing an overall vision and framework for future development, redevelopment, and investment. The Plan addresses the area bounded on the west by the Deschutes River, on the north by Butler Market Road, on the east by Fourth Street, and on the south by the Colorado/Arizona Street couplet.

The purpose of the Plan is to guide future growth – twenty, thirty years and beyond, while protecting the unique characteristics that have made Bend such a special place. In the face of rapid growth, the City wanted to address the possible implications of this growth in a forward thinking manner. The plan also identifies opportunities for the City to leverage its role in continuing to promote a livable Central Area through public-private partnerships, quality urban design, and effective transportation connections and transitions. The Plan provides the link between the existing successful downtown area and recent planning efforts by offering a land use and urban design framework along with a strategy designed to guide and catalyze future private and public investment.

Any good plan is accompanied by an implementation program...a program indicating the appropriate tools and actions for carrying out the plan. The purpose of this memorandum is to present the Implementation Action Plan being recommended to carry out the CAP. This implementation program will focus on the following:

- Recommended future transportation system and infrastructure improvements and any suggested changes to the City's Transportation System Plan;
- Recommended changes to the City's Comprehensive Plan, zoning code and implementing ordinances; and

- Recommended development and community projects important for creating a climate of investment in the Central Area, with recommended sources of funding for these and other improvements.

These three areas of focus have been discussed in depth in several technical memoranda accompanying the plan that address community design framework and urban form, existing and future transportation and infrastructure systems, land use, economics and real estate, and development/redevelopment opportunities. Each memorandum contains recommendations for short and longer-term actions to carry out the CAP. The purpose of the CAP's Implementation Action Plan is threefold:

- To collect all the recommended actions in one location and prioritize them;
- To identify those catalyst projects and actions needing to occur in the short-term, the near-term, and the longer term; and
- To separate the key short-term actions into three categories when appropriate: "process", "organizational", and "project-related".

Context

To help understand why certain actions are being recommended, it is appropriate to provide some foundational context with regard to the overall vision for the Central Area's future, and the principles guiding further refinement of the Plan.

1. Central Area Visioning

Early on in the planning process, the consulting team worked with a planning advisory committee to develop a vision for Bend's Central area...for what the greater downtown would be like in 20-30 years. In addition, vision statements were also generated for several of the Central Area's neighborhood districts: the Historic Downtown Core; the 3rd Street corridor; the Greenwood Avenue corridor; and the Bend Central neighborhood. The following area-specific vision statements were generated by the community and approved by the City Council in December, 2005:

A. The Central Area

"The economic leader and social focal point of the region, the Bend Central Area is comprised of several districts with their own distinct identity, character, and unique collection of uses. These districts represent a land use, transportation, and economic system that preserves and enhances the best parts of the Central Area while supporting revitalization where needed. Each district contributes to the overarching identity and overall sense of place for what is "Bend."

B. Historic Downtown Core

"The community's "public face", Bend's Historic Downtown Core is the heart and soul of the community, serving the traditional role of civic center or town square, and provides its primary park and open space access. It is the cultural, entertainment and specialty retail center of the community, vibrant and active from early in the day through late in the evening."

C. Greenwood Avenue Corridor

"The Greenwood Avenue Corridor serves as a major gateway to the Historic Downtown Core, and one of the primary connections between Third Street and the Historic Downtown Core area. Parts of the corridor have a historic character, while others have a multi-faceted identity, together boasting a wide range of uses and activities. Greenwood Avenue serves as an attractive boulevard along which the creative class can live, work, entertain, and play – a little "edgy," but safe and accessible to all by a variety of modes of transportation."

D. Third Street Corridor

“Third Street serves as a model for how a commercial strip can be “reclaimed” and woven back into the fabric of the community: an active and attractive boulevard, with a high-quality streetscape and useable public spaces that invite pedestrians, employees, and shoppers into the district. While Third Street still serves as a major north/south corridor, its environment is organized into a series of “rooms” or nodes of activity that add spatial depth and provide definition and identity for certain segments of the corridor, with more intense urban uses between the nodes. These “rooms” or nodes are defined by a series of east/west connections that provide access to the Historic Downtown Core and to neighborhoods to the east.”

E. “Bend Central” Neighborhood

“The Third Street Corridor and the area between it and the Burlington Northern-Santa Fe Railroad is a new, mixed-use, east side downtown neighborhood connecting area residents and other users to Third Street and the Historic Downtown Core. Referred to as “Bend Central”, the district supports the Historic Downtown Core’s civic, cultural, and retail uses by providing a close-in location accommodating commercial, residential, and other uses demanded by Bend’s rapid growth. This stylish, urbane district is characterized by higher density uses and taller structures than found elsewhere in the Central Area. A diversity of housing opportunities for all income levels are balanced with moderate scale employment and retail uses. A fusion of unique greenspace features and civic spaces for area residents provides opportunity for play, relaxation, and interaction within the neighborhood’s built environment.”

2. Guiding Principles

To ensure the planning effort was focused toward achieving the vision, the planning advisory committee and the broader community developed a set of guiding principles...statements reflecting desired outcomes. The guiding principles, which also served as criteria against which the success of the CAP would be gauged, are as follows:

- Base the plan upon a community-driven vision
- Create and maintain a “sense of place” and reinforce the area’s distinct character
- Encourage a mixing of uses in development and activity centers
- Demonstrate density “done right”
- Ensure planning is based upon both current and future market reality
- Create access to and linkage between transportation modes
- Create effective connections between the Historic Downtown Core and adjacent districts
- Incorporate public spaces, pedestrian/bike facilities, and streetscape beautification
- Maximize development and redevelopment opportunities, and create activity centers or nodes of development where appropriate
- Ensure sensitive transitions between Central Area neighborhoods
- Establish an outcomes-oriented development strategy
- Identify and recommend improvements, actions and projects for carrying out the Plan

The Vision and Guiding Principles provided the foundation for developing the successive iterations of the Central Area conceptual plan and the aforementioned Technical Memoranda.

Implementation Concept

The Central Area Plan is an action-oriented plan with a 20-30 year horizon, focusing upon the projects and activities needing to be undertaken to carry out a clearly defined vision, a set of guiding principles, and a development/design concept. The CAP will be implemented in pieces, or components, over time. Some actions will be initiated in 2007, others initiated in the years to follow.

1. Implementation Action Plan

For a plan to be the “chart for change” it is intended to be, it must be accompanied by an implementation program...a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan being recommended to carry out the CAP focuses on the following:

- Recommended future transportation system improvements and any suggested changes to the City’s Transportation System Plan;
- Recommended changes to the City’s Comprehensive Plan, zoning code and implementing ordinances;
- Recommended development and community projects important for creating a climate of investment Downtown,
- Recommended sources of funding for CAP-related improvements, and
- Suggested time frame for initiating key actions and projects.

Accordingly, it is recommended that the City review the CAP on a regularly-scheduled basis, and make amendments as opportunity or changing community and economic circumstances necessitates. Should there be a desire to change the guiding principles or shift the emphasis of a particular project, this plan-update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

2. Programming Concept

A substantial number of actions, programs and projects are being recommended to carry out the CAP. Not all of these can be done at once, and consideration needs to be given at the outset to the grouping, phasing or timing of particular actions. It is recommended that the community program available/limited resources where they can do the most good, where they can leverage other resources or supporting activities or provide the “biggest bang for the buck”, or where they can be concentrated to focus on a designated geographic target area. However, as opportunities and priorities change, or as additional funding becomes available, there may very well be the desire to change the geographic focus or implementation priorities for carrying out components of the CAP. The Incremental Implementation Strategy and its periodic review are intended to allow for and accommodate just this sort of flexibility.

All too often, the best-intended plans are approved without an action plan for implementation, without a system or process for monitoring progress, and without a time frame for checking back in and updating the plan to reflect progress made or changing conditions. The implementation strategy for the CAP is an assemblage of objectives and a game plan of short-term and medium-range actions for achieving them. Given the aforementioned Technical Memoranda and their recommendations for improvements and actions, the focus now turns to:

- Collecting all the recommended actions in one location;
- Categorizing the implementing projects and actions, and prioritizing them with regard to relative timing (e.g., short-term: 1-3 years; near-term: 4-6 years; and long-term: 7 years and beyond);
- Identifying those short-term actions needing to occur in each of the next three years to set the stage for the activities to be programmed for the next year.

The project team recommends that the City of Bend develop and maintain a short-term strategic action plan for incrementally implementing the CAP’s recommendations for improvements and actions. It is envisioned that this would be viewed as an “Incremental Implementation Strategy”...a three year, renewable/rolling, short-term action plan that would be annually updated, with a regularly-scheduled monitoring and updating process and a supporting budget. A description of how such a program might operate is provided below.

Example: In developing this Incremental Implementation Strategy, each of the CAP’s Guiding Principles would be examined on an annual basis to ascertain the current status of progress in achieving them, and actions for moving ahead in each of the next three years would be identified and planned for. The activities for Year 1 would be tied to the City’s annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. Once Year 1 is nearly complete, the status of activities would be reviewed, and the activities for Year 2 would be adjusted as necessary, as it will

become the new Year 1. Year 3 would be adjusted as appropriate in readiness for its becoming the new Year 2, and activities for a new Year 3 would be identified. The City would identify the coordinating body responsible for the monitoring, development and update of the Incremental Implementation Strategy, and for the coordination of the various City departmental activities to fund and/or carry out the strategy. City staff or the identified coordinating body would provide the City Council with a regularly scheduled status report on implementation activities. This regular monitoring, reporting and updating helps to keep the CAP flexible and current, keeps all City departments focused on the carrying out of this important public policy objective, and keeps the CAP and its implementation on the "front burner".

As indicated above, it is recommended that the City review the CAP on a regularly-scheduled basis (every few years), and make amendments as changing community and economic circumstances (and/or opportunity) necessitates.

Incremental Implementation Strategy

As mentioned earlier, the Technical Memoranda accompanying the Plan contained discussion and recommendations for short and longer-term actions for carrying out the CAP, including:

- Recommended development and community projects important for creating a climate of investment in the Central Area (e.g., the "catalyst projects"),
- Recommended future transportation system improvements and any suggested changes to the City's Transportation System Plan;
- Recommended changes to the Bend Area General Plan, zoning code and implementing ordinances;
- Recommended sources of funding for CAP-related improvements, and a
- Suggested time frame for initiating key actions and projects.

As these projects and actions have been discussed in the Technical Memoranda, this discussion will not be repeated here. A full listing of the recommended projects and actions is included in a summary matrix below, along with an indication of their relative priority (short-term, near-term, long-range).

Those projects and actions which can be considered as "catalyst projects"...those seen as being able to substantively alter the development environment in the study area... will be discussed in the sections that follow. An initial indication of when these projects and actions should be prioritized/programmed will also be provided below. There are numerous improvements, projects and actions being recommended in the CAP; there are a number of these which are considered to serve as catalysts for carrying out the Plan.

In addition, there will be a discussion of the "foundational" actions needing to be taken to realize the public policy objectives of this Plan, and its vision. These actions will be presented within three categories:

1. Land Use Code and Regulatory Adjustments
2. Funding Sources
3. Organizational/Follow-Up Actions

Finally, realizing that not everything can be done within a short time frame and that there are other community priorities needing to be addressed, those seen as having the most importance to undertake within the first three years are highlighted within a Short-Term Action Plan.

1. Summary of Recommended Improvements

As mentioned above, a listing of the projects and actions recommended within the Technical Memoranda providing the foundation for the Central Area Plan is included in a summary matrix to this document, along with an indication of their relative priority (short-term, near-term, long-range). Projects and actions have been organized within the following four categories:

- Transportation and Infrastructure
- Development and Redevelopment
- Design and Public Spaces
- Land Use, Regulatory and Organizational Improvements
- Funding Tools and Actions

These projects serve as a starting point for further consideration and future updating of the Central Area Plan. They represent the initial thinking of the project team regarding the most appropriate steps for beginning the long-term journey of achieving the future Central Area as envisioned by the Central Area Plan.

2. Catalyst Projects and Their Implementation

A subset of the list provided above, “Catalyst Projects” are those seen as being able to substantively alter the development environment in the study area. These projects represent key components of the overall plan, and their development would be expected to serve as a catalyst for development in the study area consistent with that outlined in the plan. A number of catalyst projects were identified by the project team and the planning advisory committee. Each of these projects is noted on the Catalyst Project graphic from the Central Area Plan (also provided as Attachment A to this document) In some instances, a catalyst project is an idea or a program requiring a refinement study to pin down a concept, a location, a cross-section or access point, a footprint or criteria for subsequent development proposals. Accordingly, in the short description of each catalyst project, the proposed preliminary “set-up” tasks or refinement study is briefly described. Catalyst projects have been categorized into the following three areas: Transportation; Development and Redevelopment; and Design and Public Spaces.

A. Transportation Catalysts

As mentioned above, Technical Memorandum #6 (Appendix F) presents a number of projects, studies and actions to be undertaken over time to carry out the Central Area Plan. Those projects and actions that should be taken over the next 1 to 5 years to help “jump start” revitalization along the 3rd Street Corridor include:

- Pedestrian improvements under the railroad and the Bend Parkway for Greenwood and Franklin Avenues to add lighting and security, and to improve line of sight. Interim measures to improve flooding problems should also be provided.
- Install a raised and landscaped median along 3rd Street between Greenwood and Franklin Avenues with ADA-compliant pedestrian projects at selected locations.
- Design and build 2nd and 4th Streets to full 70-foot cross-section as identified with the couplet concept, but retain 2-way operations between Greenwood and Franklin Avenues until additional phases of couplet development to the north and south can be completed.
- 3rd Street Corridor Refinement Plan – develop consensus on a preferred concept; lay out linear details of the concept including identification of right-of-way and access needs; prepare detailed cost estimates and an implementation strategy.

Implementation Timing for Transportation Improvements & Actions

Description	YR 1- 3	YR 4-6	YR 7-10	ONGOING
Greenwood Avenue Pedestrian Undercrossing				
Design	X			
Construction		X		
Franklin Avenue Pedestrian Undercrossing				
Design	X			
Construction		X		

3rd Street Landscaped Median				
Design	X			
Construction		X		
2nd Street Widening & Improvements				
Design	X			
Construction		X		
4th Street Widening & Improvements				
Design	X			
Construction		X		
3rd Street Corridor Concept Refinement				
Conduct refinement plan	X			
Amend CAP, General Plan, TSP if needed	X			

B. Development and Redevelopment Catalysts

While there are a number of projects, studies and actions to be undertaken over time to carry out the Central Area Plan, those development and redevelopment projects and actions that should be taken over the next few years to help “jump start” envisioned development within the Central Area include the following:

- Bend Bulletin Site – This publicly owned parcel could be redeveloped as a mixed-use housing project, providing workforce housing in close proximity to the downtown jobs base. The City could recruit a developer through a competitive request for qualifications (RFQ) process.
- Hawthorne Avenue Mixed-Use Development – To activate the Railroad District as well as a new Hawthorne Avenue connection, multiple mixed-use developments should be built in the area on opportunity sites. Uses along Hawthorne should include office and housing, with a small amount of ground-floor retail and service uses.
- Redevelopment at 3rd Street and Greenwood Avenue – This project would activate the 3rd Street and Greenwood Avenue gateway, providing a signature building of active retail, office, and/or entertainment uses. While too busy for housing, the high traffic flow could benefit commercial users.
- Structured parking facilities – The scale of development envisioned for the areas west of 3rd Street and east of the Parkway will require structured parking. However, structured parking is difficult to accommodate on smaller parcels and is very expensive. Shared parking structures that can serve multiple adjacent and nearby properties would allow for more efficient use of parking facilities and would reduce the cost of development. A parking district or other mechanism should be formed to ensure that development pays its fair share when parking is not required by each project.
- Relocate auto dealers and light industrial businesses – Relocate existing businesses to new sites in order to free up existing properties for redevelopment. This could include the creation of an auto mall somewhere in Bend, which could be facilitated through a public-private partnership.
- Infill housing between southern central neighborhood and the Old Mill District – This area, generally between Colorado and Arizona is already developing with a mix of housing and retail uses. These uses should continue to be built on remaining vacant land to provide additional close-in housing while also buffering the Old Bend neighborhood from the Old Mill District.

- Infill housing in the northern central neighborhood – Medium-density infill housing in this area would strengthen the residential character of the neighborhood while providing new housing opportunities close to downtown.
- Mirror Pond Parking Area redevelopment - Conduct an interactive and participatory process to determine a future vision for redevelopment of the Mirror Pond Parking Area. Hold community workshops to set goals, identify/evaluate options, and refine a preferred option and course of action for carrying it out.
- City Hall and “Civic Center/Civic Neighborhood” improvements – Prepare master plan for use and design of buildings, parking and open spaces in the Civic Neighborhood. Initiate property acquisition and consolidation, recruit a developer through a competitive request for qualifications (RFQ) process.

Implementation Timing for Development & Redevelopment Improvements and Actions

Description	YR 1- 3	YR 4-6	YR 7-10	ONGOING
Bend Bulletin Site Housing/Mixed Use				
Program development/RFP	X			
Design and construction		X		
Hawthorne Avenue Mixed Use				
Program development/RFP	X			
Design and construction		X		
3rd/Greenwood Gateway Redevelopment				
Program development/RFP	X			
Design	X			
Construction			X	
Structured Parking Facilities				
Program development	X			
Design		X		
Construction			X	
3rd Street Auto Dealership & Industrial Relocation				
Program development	X			
Land assembly	X	X		
Design and construction		X		
Infill Housing - South				
Program development	X			
Design	X			
Construction		X		
Infill Housing – North				
Program development	X			
Design and construction		X		
City Hall/Civic Center Improvements				
Public process – vision and plan	X			
Program development	X			
Design and construction		X		
Mirror Pond Parking Area Redevelopment				
Public process – vision and plan	X			
Program development	X			
Design and construction		X		

C. Design and Public Space Catalysts

There are several catalyst projects that fall under the category of “design and public space catalysts” that should be taken over the next several years to help “jump start” envisioned development within the Central Area include the following:

- Acquisition of Bend Central Neighborhood Park Sites – Begin securing park, plaza and open space sites within the neighborhood in advance of envisioned development actions. Being able to provide park and open space amenities early on or in conjunction with new development will help establish the desired context for future development.
- Heritage Square/Civic Center Plaza/Space – Consistent with the recommendations within the first phase of the Central Area Plan for focusing civic uses within a “civic neighborhood”, develop the concept plan and development criteria for the Civic Neighborhood site, sufficient for preparing and issuing a request for development proposals, establish a development program, and begin acquisition of balance of civic neighborhood properties.
- Franklin and Greenwood Avenue Gateway Design – Establish a public process (and perhaps a design competition) for identifying needed functional and aesthetic improvements, identifying funding sources, and programming improvements.
- Hawthorne Trail (Juniper Park to Hill St.) – Establish a public process to identify desired alignment, features and improvements to link the Historic Downtown Core and the Bend Central neighborhood with Juniper Park. Identify needed improvements early-on, and protect for future construction.

Implementation Timing for Design and Public Spaces Improvements and Actions

Description	YR 1- 3	YR 4-6	YR 7-10	ONGOING
Acquisition of 1st Street Park Sites				
Identification of sites	X			
Site acquisition	X	X	X	
Heritage Square/Civic Center Plaza/Space				
Public process – vision and plan	X			
Program development	X			
Property assemblage		X		
Design		X		
Construction		X		
Franklin Avenue Gateway Design				
Public process – vision and plan	X			
Design	X			
Construction		X		
Greenwood Avenue Gateway Design				
Public process – vision and plan	X			
Design	X			
Construction		X		
Hawthorne Trail (Juniper Park to Hill St.)				
Public process – vision and plan	X			
Program development	X			
Design	X			
Construction		X		

3. Foundational Funding, Land Use, Regulatory and Organizational Improvements

In addition to the projects that have been identified as “catalyst projects”, those seen as having the potential to help “jumpstart” development and redevelopment activities, there are a number of other projects and actions being recommended that are needed to form the foundation for helping realize the public policy objectives of this Plan, and its vision. These “foundational” recommendations fall under several categories: Land Use Code and Regulatory Adjustments; Funding Sources; and Organizational and Follow-Up Actions.

A. Land Use Code and Regulatory Adjustments

The existing Community Development Code, the Bend Area General Plan and their associated ordinances and policies do not allow the flexibility needed to allow for the mix of uses as envisioned in the Central Area Plan. A review of these documents revealed that guidance is needed within the existing regulatory framework to shape the rapidly growing Central Area in accordance with the Central Area Plan and its vision. Accordingly, the Plan recommends the following:

- Expansion of the area covered by the City’s Central Business District. The expanded area would include all areas referred to by the Central Area Plan as the Historic Downtown Core, as well as commercial districts north to Revere Avenue west of the Bend Parkway, enabling the unification of the “core” of the Central Area through urban design and development.
- Adoption of Mixed-Use Zoning in the Bend Central District and the Industrial and Employment District. Mixed-use zoning will allow the flexibility and greater density required to achieve the Central Area Plan’s vision. This can be accomplished either through the adoption of two new mixed-use base zones for the Bend Central District and the Industrial and Employment District in Development Code Chapter 2.3 or through the adoption of a special Central Area Plan Refinement Overlay district in Development Code Chapter 2.7. Either of these actions would require an amendment to the Area General Plan text and map.
- Rezoning of areas to Mixed Employment. There are areas within the Bend Central neighborhood district that are currently designated as Mixed Employment by the Bend Area General Plan, but zoned as Light Industrial (a zone with less flexibility to achieve the envisioned development within this area). Because creation and approval of the new base zones in this area will take time, it is recommended that in the City take the interim step of rezoning these areas to Mixed Employment, making them consistent with the Bend Area General Plan.
- New overlay zone. In the interim period while details for the new base zones are refined and the new zones put in place, it is recommended that a Central Area Plan Overlay be applied as soon as possible to the expanded area to which the Central Business zone is recommended to be applied; the Bend Central neighborhood district; and the Industrial and Employment neighborhood district. Application of this overlay will ensure coordination, review and appropriate guidance of potential development proposals that might have the ability to limit or preclude options for future, envisioned uses pending approval of the recommended expansion of the area zoned as Central Business, the new special plan district or the two new mixed use base zones.
- Implementing Design Standards and Bend Central Performance Guidelines. The design standards required for development in the existing area zoned Central Business should also be applied to the proposed Bend Central District until specific design standards for this area have been developed as part of the new mixed use zone or the special district plan. The City should also consider offering an alternative review track/process for those developers seeking additional flexibility by demonstrating adherence to Central Area Plan Performance Guidelines.

With regard to the timing that ought to be associated with carrying out these land use, code and regulatory adjustments, this Plan recommends that an interim Central Area Plan Overlay be put in

place as soon as possible to provide protection from future development actions that might compromise opportunities and/or location of future improvements, or preclude the type and form of development envisioned by this Plan. Concurrently with the adoption of the overlay zone, the City will need to conduct a Measure 37 analysis of the recommended zoning for Downtown Bend. Following these actions, adjustments to the Bend Area General Plan should be refined and adopted to set the framework to guide the future refinement and adoption of the changes to the community's Development Code.

The following sections summarize the findings and recommendations contained within the Land Use Regulatory Recommendations Technical Memorandum (CAP Appendix M).

1. Bend Area General Plan

To be consistent with the vision of the Central Area Plan, the City needs to make some adjustments to policy statements and implementation strategies within the Bend Area General Plan. The recommendations are focused on emphasizing the multi-functional character and vibrancy desired within Downtown and also allow for consideration of additional funding mechanisms. Additionally, the Area General Plan text and map will need to be amended to reflect the proposed expansion of the CB zone and the addition of two mixed use zones or special planned district overlay. These are discussed in the Technical Memorandum addressing Land Use Regulatory Recommendations (Appendix M).

2. Development Code and Performance Standards

Given the desired characteristics for an improved Downtown Bend and the analysis of the current Central Business zoning in the Community Development Code, it is recommended that the area covered by the CB zone be expanded. It is also recommended that either two new zones be created for application to the Bend Central District and the Industrial and Employment District or that a special Central Area Refinement Overlay be adopted into the Development Code.. These recommended development code changes are designed to guide and enable land uses as they have been envisioned within the Central Area Plan.

In the interim, it is recommended that the City initiate a zone change from Light Industrial to Mixed-use Employment in the Bend Central District to allow flexibility and bring the zoning into consistency with the Area General Plan designation.

Bend has previously developed design standards for its downtown area within the regulations of the CB zoning designation. Specific guidance for recommended changes to the City's development code, as well as incorporating Central Area Plan Performance Guidelines that are consistent with carrying out the vision and guiding principles of this Central Area Plan are contained within the Technical Memorandum addressing Land Use Regulatory Recommendations (Appendix M).

3. Transportation System Plan Amendments

There are several recommended changes to the Transportation System Plan (TSP), including new street designations for Great Streets and Green Ladder Streets. It is also recommended that a 3rd Street transportation refinement study be conducted to assess the feasibility of a 2nd and 4th Street couplet. Depending on the results of this refinement study, it is recommended that the TSP be amended to include the 2nd and 4th Street couplet configuration called for in the Central Area Plan.

4. Measure 37

The recent passage of Measure 37, requiring waivers of regulations or compensation to property owners if regulations have the effect of reducing a property's value, presents a challenge to every Oregon jurisdiction, as communities are still determining how to address it. Accordingly, the potential "Measure 37 impacts" of the Central Area Plan have yet to be addressed. It is recommended that this issue be addressed by the City in consultation with the state and

Deschutes County as soon as possible. Once Measure 37 issues are addressed, the Central Area Plan may need to be revisited if adjustments appear to be required.

Implementation Timing for Land Use, Code and Regulatory Improvements & Actions

Description	YR 1- 3	YR 4-6	YR 6-10	ONGOING
Measure 37 Analysis	X			
Comprehensive Plan Amendments	X			
Transportation System Plan Amendments	X			
Development Code/Zoning and Standards	X			
Zone change to ME for areas within Bend Central neighborhood district currently designated as Mixed Employment by the General Plan	X			
Central Area Plan Overlay Zone	X			
Establishment of Expanded CB zoning and New Mixed-Use Zones	X			
Development Incentives				
Establish incentive program	X			

B. Funding Sources

Specific public-improvement projects can come about as a result of local, state and federal grants, private investment and donations, city general fund allocations and other sources of public financing. A variety of funding tools, options and policies were discussed in the process of preparing this Plan, and more detailed information on these is provided in the appendices to this document. Bend has a number of financing tools currently in place, or that can be easily activated to generate revenue. A list of these tools and the activities needing to be pursued to enable the City to generate the level of funding necessary to carry out the range of improvements recommended by this plan is provided in the Technical Memorandum laying out the Financial Tool kit for Implementation, and summarized in an attachment to this document.

It should be noted that implementing the recommended Central Area Plan is not reliant upon any one of the above funding sources being available. An effort to investigate, arrange and execute (or make available) the most appropriate package of funding mechanisms, tools and financial incentives should be undertaken early-on in order to maximize potential opportunities.

Implementation Timing for Funding Improvements & Actions

Description	YR 1- 3	YR 4-6	YR 7-10	ONGOING
Urban Renewal District				
Develop urban renewal plan	X			
Activate & maintain district	X	X	X	X
3rd St. Business Improvement District				
Establish district	X			
Operate & maintain district	X	X	X	X
Central Area Parking District				
Establish district	X			
Operate & maintain district	X	X	X	X
Central Area Financing Program				
Commission the study & plan	X			
Establish & maintain Central Area Financing Program	X	X	X	X

C. Organizational/Follow-Up Actions

There are three actions falling within the “Organizational/Follow- Up” category that will help set the stage for carrying out the Central Area Plan:

1. Central Area Advocacy Office

A number of the recommended actions for carrying out this Plan will require focused support from staff. Tasks requiring such support include establishment and maintenance of an urban renewal district, development of Central Area Neighborhood Plans, property owner outreach efforts, property assemblage, project development and administration, housing program development and maintenance, and update/maintenance of a short-term implementation strategy. Among the catalyst projects recommended for approval is the establishment of a Central Area Advocacy Office, charged with carrying out the short-term action plan, and for monitoring and updating the program for implementing the Central Area Plan and its vision.

2. Central Area Plan Action Groups

During Plan development, the Central Area Plan Project Advisory Committee worked hard at addressing projects, tools and techniques for carrying out the plan. It is recommended that some form of this committee be appointed and charged with helping to flesh out and carry out the Plan’s recommendations in three categories: Funding Sources; Catalyst Projects; Land Use and Neighborhood Planning; and smaller, “Brand Bend” projects (the many, smaller projects that help generate interest and maintain momentum). It is recommended that the Committee organize three “action groups” to advise them and the Council in carrying out the Plan.

3. Funding Workshop

The process of developing and carrying out the Central Area Plan and its recommendations has created a window of opportunity for leveraging resources, building upon synergies, and developing partnerships. What is the potential for partnership, and how can various sources of revenue be tapped, or incentives taken advantage of to carry out the projects and ideas envisioned by the Plan? An annual “Developing Partnerships & Funding Downtown’s Future” workshop is proposed for the first few years of the Plan’s implementation to help stimulate interest, share ideas and information, and to generate and maintain a climate that facilitates investment.

Implementation Timing for Organizational/Follow-up Improvements & Actions

Description	YR 1- 3	YR 4-6	YR 7-10	ONGOING
Central Area Advocacy Office				
Form Office	X			
Regular Reporting & Updating	X	X	X	X
Central Area Plan Action Groups				
Form and Operate Action Groups	X			X
Developing Partnerships & Funding Downtown’s Future (Workshop)				
Prepare and hold workshop	X			

Short-Term Action Plan

As mentioned earlier in this memorandum, there are many projects and actions recommended for carrying out the Central Area Plan. A rapidly-growing community like Bend has a number of important projects and programs competing for limited time and financial resources. Attached to this document (Attachment A) is a summary matrix displaying recommended actions and projects for implementing the Plan over time. In the discussion provided above, a subset of this list has been identified as being “catalyst projects”...those projects seen as having the ability to help jumpstart the development and actions envisioned by the Central Area Plan.

Realizing that the City and its planning partners cannot do it all at once, a short-term plan for initiating those actions which are critical to initiating the realization of the Plan and its vision is of utmost importance. It is important that the recommended projects and actions within this Short-Term Action Plan combine visible improvements with the somewhat (initially) "invisible" efforts to set the stage for enabling and encouraging envisioned growth, development and change to occur. This smaller list of high-priority projects is intended to respond to the question of "what is the short list of actions that can be undertaken within the first three years to initiate and demonstrate movement and set the stage for other actions to follow"?

The actions contained within this initial short-term plan are presented within three categories: process improvements; projects and actions; and organizational improvements, and are listed in the tables provided below. It should be noted that there are a number of projects, improvements and actions recommended within the technical memoranda accompanying the CAP, and some of these are short-term in nature. Not all short-term projects are contained within this Short-Term Action Plan. The City may wish to revisit this recommended Short-Term Action Plan as opportunities arise, priorities change, or the capacity to undertake additional projects increases.

1. Process Improvements

There are four short-term process improvements and actions that are critical to the initiation and ongoing success of the CAP's incremental implementation strategy, as follows:

- **Codes, Standards and Controls:** These are the stage-setting amendments to plans, codes and regulatory processes needed to encourage envisioned development to occur.
- **Financing Mechanisms:** Establishment of an urban renewal district and a business improvement district in the 3rd Street area will help generate revenue for carrying out Central Area Plan Improvements.
- **3rd Street Corridor Refinement Plan:** Developing the details on the preferred concept, linear details including identification of right-of-way and access needs, detailed cost estimates, and an implementation strategy.
- **Central Area Financing Program:** There are many financing and funding mechanisms available for facilitating Central Area improvements. Which are most appropriate, and how should they be used (and in what combination) to "get the most bang for the buck"?

Implementation Timing for Key Short-Term Process Improvements & Actions

Description	Year 1	Year 2	Year 3
Codes, Standards & Controls			
Measure 37 Analysis	X		
Comprehensive Plan Amendments	X		
Transportation System Plan Amendments		X	
Development/Design Standards		X	
Catalyst Opportunity Overlay Zone(s)	X		
Establishment of New CB and Mixed-Use Zones	X		
Develop CAP Incentives & Program		X	
Urban Renewal District			
Develop urban renewal plan	X		
Activate & maintain district		X	
3rd Street Corridor Concept Refinement			
Conduct refinement plan	X		
Amend CAP, General Plan, TSP if needed		X	
3rd Street Business Improvement District			
Establish district	X		
Ongoing operation	X	X	X
Central Area Financing Program			
Commission the study & plan	X		
Establish & maintain Central Area Financing Program		X	X

2. Projects and Actions

There are five short-term projects and actions that are critical to the initiation and ongoing success of the CAP's incremental implementation strategy, as follows:

Implementation Timing for Key Short-Term Projects & Actions

Description	Year 1	Year 2	Year 3
Greenwood/Franklin Undercrossings			
Public design process	X		
Preliminary engineering		X	
3rd/Greenwood Mixed Use Development			
Feasibility/preliminary design & guidelines		X	
Land disposition-methodology/programming		X	X
Land assembly		X	X
Developer RFP			X

Bend Bulletin Site Housing/Mixed Use			
Feasibility/preliminary design & guidelines	X	X	
Land disposition-methodology/programming		X	X
Developer RFP			X
3rd Street Landscaped Median			
Preliminary engineering		X	
Initial short-term improvements			X
3rd Street Auto Dealership and Industrial Use Relocation			
Research feasibility, dealer needs, "receiving" sites	X		
Develop relocation plan		X	
Establish relocation incentive program			X

3. Organizational Improvements

There are three short-term organizational improvements and actions that are critical to the initiation and ongoing success of the CAP's incremental implementation strategy, as follows:

- **Central Area Advocacy Office:** Establishment of a group of staff or another entity charged with carrying out the short-term action plan, and for monitoring and updating the program for implementing the Central Area Plan and its vision.
- **CAP Implementation Action Groups:** Appointed and charged with helping to flesh out and carry out the Plan's recommendations in three categories: Funding Sources; Catalyst Projects; Land Use and Neighborhood Planning; and smaller, "Brand Bend" projects.
- **Northern Neighborhood Planning Program:** Establishment of a program to work with the community to prepare area-specific plans for the three Northern Neighborhoods reflecting the Central Area Plan's vision and principles.

Implementation Timing for Key Short-Term Organizational Improvements & Actions

Description	Year 1	Year 2	Year 3
Central Area Advocacy Office			
Establish office	X		
Quarterly reporting on progress to Council	X	X	X
Annual update of Short-Term Action Plan and Implementation Strategy	X	X	X
Implementation Action Groups			
Establish Action Groups	X		
Ongoing operation	X	X	X
Northern Neighborhood Planning Program			
Establish program	X		
North CAP Neighborhood Plan		X	
Division-Commercial Neighborhood Plan			X
Northern Employment Neighborhood Plan		X	

Conclusion

As stated in the beginning of this document, the purpose of the Central Area Plan is to guide future growth – twenty, thirty years and beyond, while protecting the unique characteristics that have made Bend such a special place. The purpose of this memorandum is to present the Implementation Action Plan...a program indicating the appropriate tools and actions for carrying out the Central Area Plan. This implementation program focuses on the following:

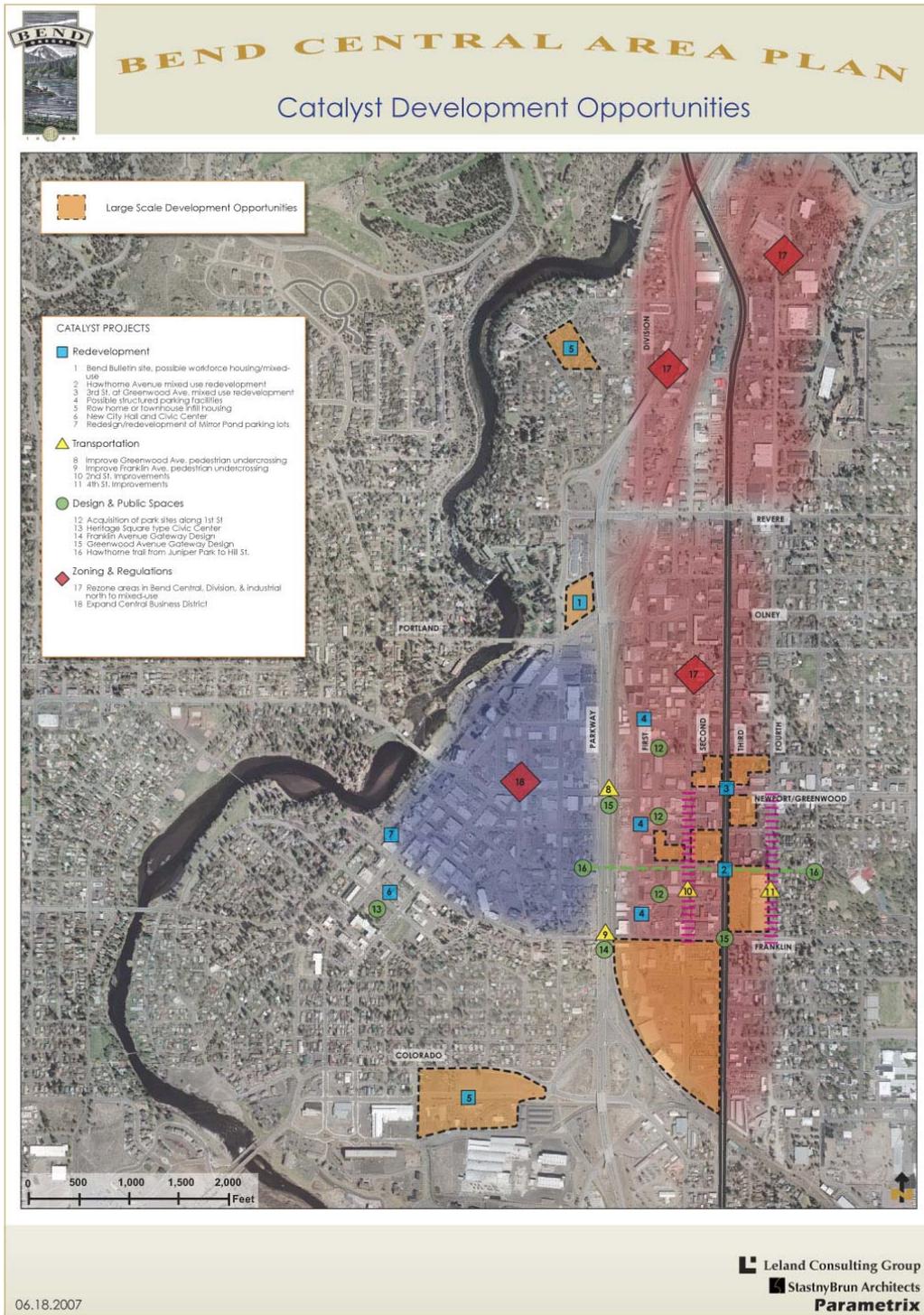
- Recommended future transportation system and infrastructure improvements;

- Recommended changes to the City's incentive and regulatory environments (e.g., changes to the Comprehensive Plan, Transportation system Plan, zoning code, implementing ordinances and standards; and
- Recommended development, open space, and community projects important for creating a climate of investment in the Central Area, and recommended sources of funding for these and other improvements

It is anticipated and intended for this Incremental Action Plan to be closely monitored, reported upon to City decision makers, and updated on an annual basis. By doing so, the City will be more likely to achieve the outcomes envisioned by the Central Area Plan in a timely and effective manner.

Attachment A

Recommended Catalyst Projects Central Area Plan



Attachment B

Central Area Plan Financial Tool Kit Summary and Recommendation

Potential Tools: Development and Other Project Funding

- **Tool:** Tax Abatements
 - **Action:** Allow for property tax abatements for dense housing development, under the State's Vertical Housing Tax Credit Program. **Note:** Can impact tax increment revenues in an urban renewal district.
- **Tool:** Urban Renewal District
 - **Action:** Define a boundary for a new district and prepare Urban Renewal District Plan.
- **Tool:** Business or Local Improvement District
 - **Action:** Explore establishment of committed funding sources to pay for identified improvements along the 3rd Street Corridor.
- **Tool:** Low Income Housing Tax Credits
 - **Action:** Examine for applicability in Central Area, possibly in association with suggested catalyst project for mixed use/workforce housing at Bend Bulletin site.
- **Tool:** Multi-Family Housing Tax Abatement
 - **Action:** Consider relaxing the criteria to allow for tax abatement on a wider range of housing.
- **Tool:** Central Area Parking District
 - **Action:** Examine for further applicability in the Central Area, possibly as a dedicated fund for development of Central Area Plan-related parking facilities.
- **Tool:** Transient Room Tax
 - **Action:** Consider raising the tax and perhaps dedicating a specific portion to Central Area improvements.
- **Tool:** Façade Improvement Program
 - **Action:** Consider using in conjunction with new urban renewal district to establish and help fund a program for visible improvements that help carry out the vision.

Potential Tools: Sustainability and Energy

- **Tool:** EPA Brownfields Program
 - **Action:** Investigate potential applicability to help fund assessment and cleanup of former industrial sites suggested for potential redevelopment.
- **Tool:** Energy Trust of Oregon
 - **Action:** Obtain and disseminate information for potential application to specific development proposals.
- **Tool:** Oregon Energy Loan Program
 - **Action:** Obtain and disseminate information for potential application to specific development proposals.

Potential Tools: Infrastructure Funding

- **Tool:** Grants
 - **Action:** Establish a coordinated and focused strategy for applying for Federal, State and Regional grants to help fund transportation and other catalyst and infrastructure projects. A list of potential grant sources is provided in Appendix L (Funding Tool Kit Memorandum).
- **Tool:** Systems Development Charges
 - **Action:** Consider creating new SDC assessments in specific districts dedicated to specific infrastructure investments.

Potential Tools: Implementation Incentives

- **Tool:** Expedited Permitting
 - **Action:** Consider how to fund additional staffing resources for expedited permit processing within the Central Area to incentivize development.
- **Tool:** Land Assembly
 - **Action:** Pursue land assembly of identified key parcels to form parcels of sufficient size to accommodate envisioned development.
- **Tool:** Fee Waivers and Reductions
 - **Action:** Consider reducing or waiving certain fees if specific criteria are met for achieving specific public policy objectives.