



BEND CORE AREA PROJECT

URBAN DESIGN FRAMEWORK

July 1, 2019



CITY OF BEND
CORE AREA PROJECT

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Introduction

About the Core Area Project

The Bend Core Area Project (CAP) is intended to create a common vision and implementation plan for urban renewal in Bend's Core Area. The CAP process is a collaboration between the city, property owners, area residents and other stakeholders to:

- Craft an urban design framework for the area.
- Identify needed circulation improvements to enhance connectivity within and between areas as well as to the city at large.
- Identify programs and projects for the area, including but not limited to streetscape improvements, public spaces, gateways, affordable housing, or art and beautification programs.
- Determine location, phasing, and costs for necessary infrastructure (sewer, water, storm water and transportation) to support potential development and redevelopment of the area.
- Develop funding strategies, incentives, and other implementation tools, such as urban renewal, to achieve the vision for the area and encourage public-private partnerships.
- Identify any code amendments or zoning changes needed to achieve the vision.
- Determine the boundary of a potential urban renewal district that would encourage investment within the area through tax increment financing.
- If recommended by the Bend Urban Renewal Agency (BURA), adopt an Urban Renewal Plan and new Urban Renewal District.

Purpose and Format of this Report

The purpose of the Urban Design Framework Report is to provide recommendations for how the Core Area can redevelop into the more urban, connected and livable area envisioned in Bend's Comprehensive Plan. This framework will inform the selection and prioritization of projects that receive urban renewal funding, if a new Urban Renewal District is established. The City is also updating the Transportation System Plan to reflect new transportation needs and conditions. The recommended urban design framework will help shape TSP priorities and associated capital improvement projects.

This Urban Design Framework builds on the Urban Design Analysis Report (<https://www.bendoregon.gov/home/showdocument?id=40939>) which summarized existing conditions, previous plans and ongoing City improvement projects. This report identifies guiding themes for the Core Area, visualizes how these themes can inform key enhancement projects, and identifies an overarching framework as well as more detailed urban design concepts in the Central, South, and North sections of the Core Area.

An aerial photograph of a city core area. A multi-lane highway runs diagonally from the bottom left towards the top right. The surrounding area is densely packed with various types of buildings, including residential houses, commercial structures, and industrial warehouses. There are also green spaces, trees, and a baseball field visible in the upper left. The overall scene depicts a typical urban environment.

CORE AREA BACKGROUND

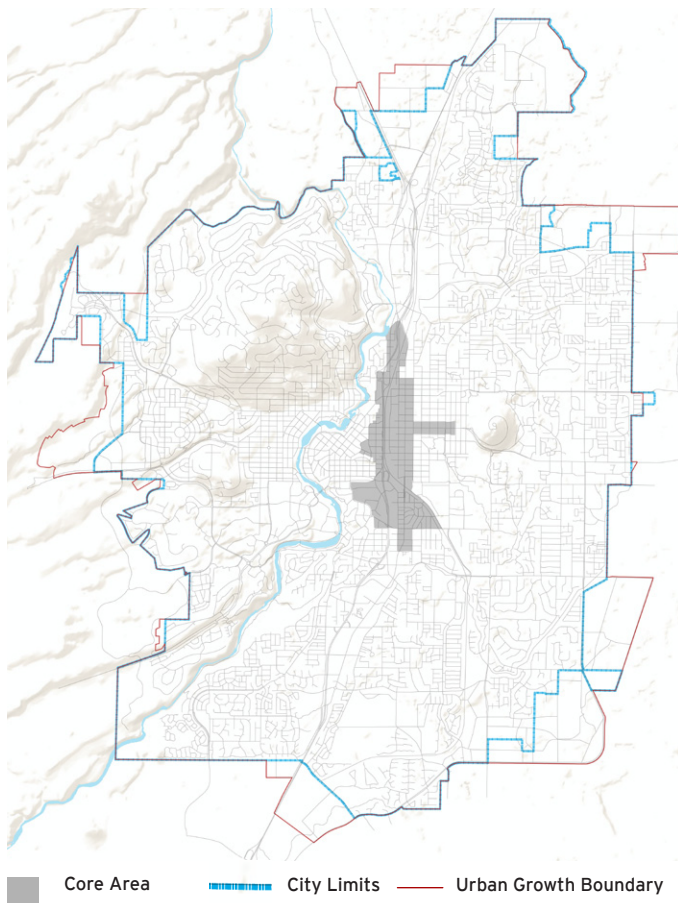
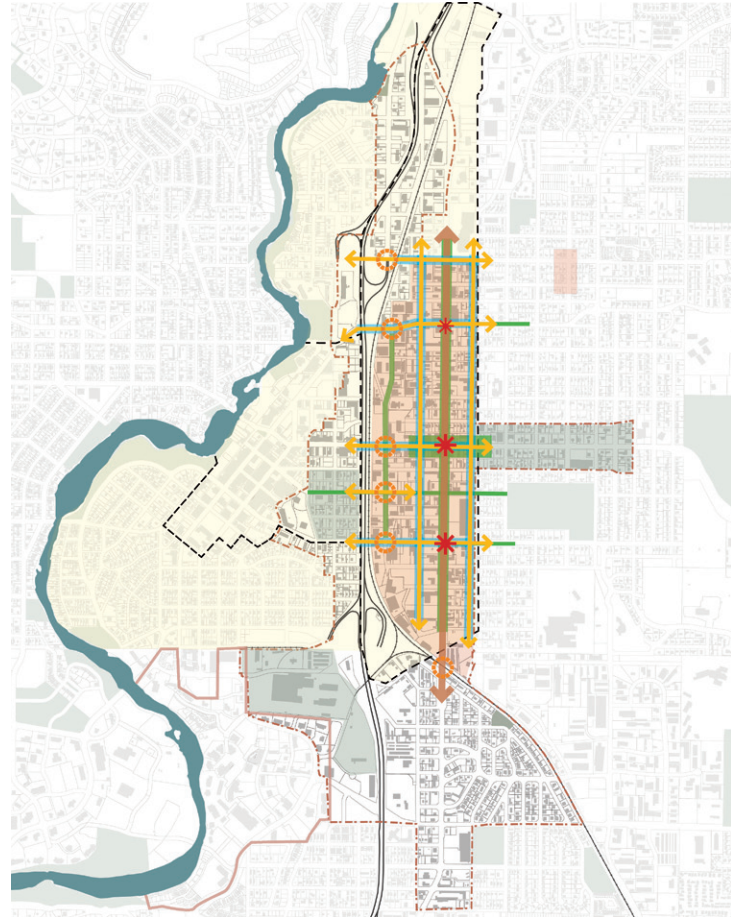
Bend's Goals for the Core Area

Strengthening Bend's Core Area is a crucial component in achieving the city's overall goals for sustainable growth and livability.

As envisioned in the Comprehensive Plan, appropriate areas of the Central Core should "grow up" due to their base infrastructure, population density and proximity to urban amenities and regional destinations. Redevelopment of these areas offers the opportunity to decrease per capita vehicle miles traveled (VMT) through increased walking, biking, and transit use.

Some parts of the Core Area were studied in the 2004 Central Area Plan and 2014 Bend Central District Multi-Modal Mixed-Use Area (MMA) Plan, whereas others have not yet been evaluated (Wilson, Division). These plans are summarized in the diagram to the right.

Both the 2004 Bend Central Area Plan and 2014 MMA Plan focused on transforming autocentric corridors into balanced, walkable streets and creating gateways into the Core Area.

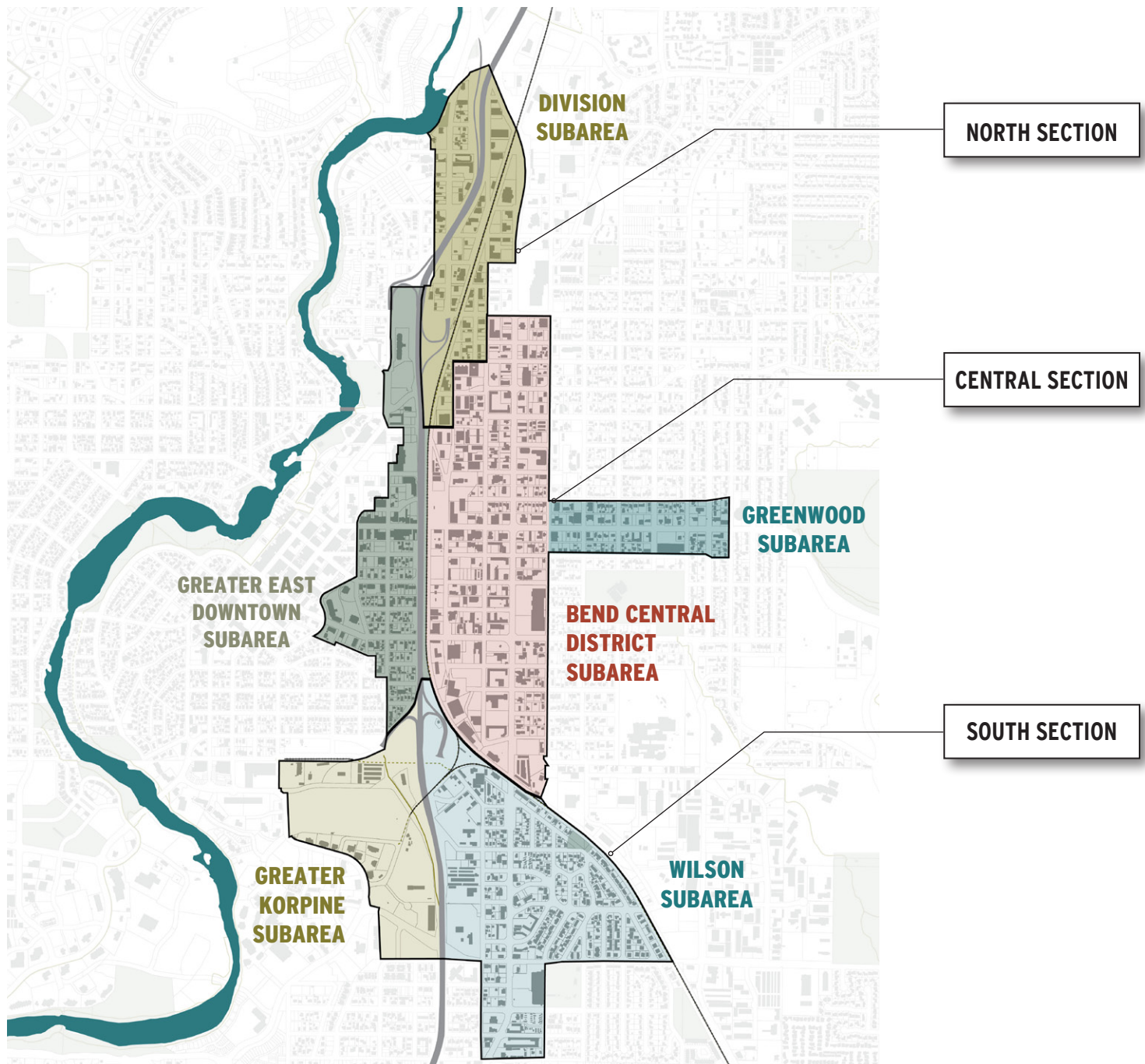


- Core Area
- 2004 Central Area Plan Study Area
- MMA Boundary + BCD UGB Opportunity Area + BCD Overlay Zone
- MMA District Node (same as 2004 "Pulse Points")
- MMA District Gateway
- MMA Corridor
- MMA Ped-Oriented Street
- MMA Road Diet
- 2004 Ped Path

Urban Design Analysis Background

The Urban Design Analysis Report (available at <https://www.bendoregon.gov/home/showdocument?id=40939>) summarized previous planning efforts and existing conditions in order to identify key opportunities and constraints for the future redevelopment of the Core Area.

This report analyzed the six subareas and three sections shown in the diagram below.



Core Area Strengths

Many parts of the Core Area have a unique character, energy, and inviting urban form which should be celebrated and incorporated as the area evolves.

In the Bend Central District, Greater Korpine, and Wilson Subareas, small nodes of activity have formed around 'magnet' local businesses that have adapted industrial and auto-oriented commercial buildings to food, beverage, retail and makerspace uses with human-scaled landscape, outdoor seating and a better street frontage relationship.

The Greater East Downtown Subarea has a particularly unique neighborhood feel of small, older homes converted to local businesses and a comfortable street grid that's well-connected to Downtown. The Wilson Subarea is a cohesive, but somewhat isolated residential neighborhood with pockets of affordable, missing-middle housing. The Division Subarea is known for adaptive reuse and affordable retail/industrial space as well as a connection to the Deschutes River.



Older buildings, stoops, & human-scale signage



Inviting signage, industrial adaptive re-use



Affordable missing middle housing in the Wilson subarea

Core Area Challenges + Opportunities

The lack of connectivity and amenities are the primary challenges to redevelopment and a cohesive district quality in the Core Area. There is a lack of pedestrian comfort and safety within the district and connectivity barriers to other neighborhoods. Some basic issues are being addressed by the city and ODOT such as completing the network of sidewalks, providing safe crossings for pedestrians and reinforcing low-stress routes for bicyclists.

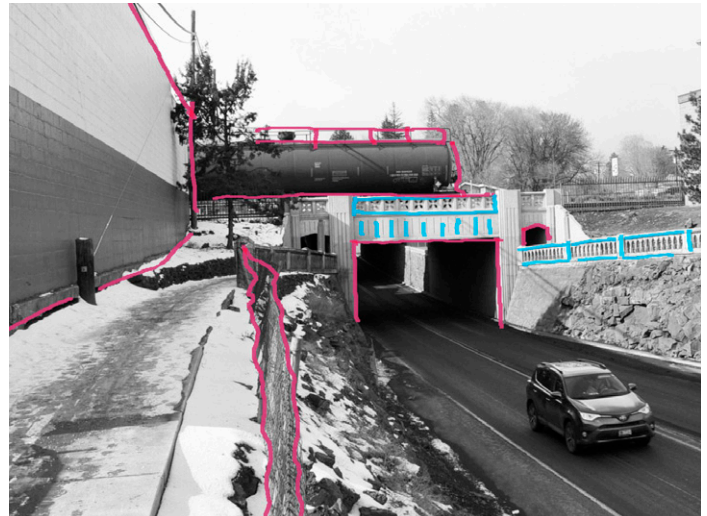
One critical challenge to connectivity is the stark manner in which the Parkway and BNSF railroad divides the Core Area from surrounding districts. Existing undercrossings of the parkway and railroad are uninviting and unsafe due to narrow sidewalk widths, lack of visibility, and inactive edges. This condition drastically increases the perceptual distance of the Core Area from destinations in Downtown Bend and the Old Mill District. A pedestrian bridge over the Parkway at Hawthorne has been suggested as a way of transcending this barrier, where underpass improvements are difficult or costly.

Major streets within the Core Area also act as barriers. For example, Greenwood and 3rd Street are wide, high-speed, auto-centric corridors which are difficult to cross and unpleasant to walk or bike along. Greenwood and Franklin, as well as the 3rd Street underpass impede safe north-south connectivity.

These barriers divide the Core Area into disconnected pockets in contrast with the cohesive districts that surround it (see diagram on following page). This makes it difficult for people to easily move through the Core Area or understand where they are in relation to other nearby destinations. Developers of new mixed-use projects in the area may be reluctant to proceed with such low-quality, disconnected conditions. The Urban Design Framework aims to integrate the Core Area with surrounding neighborhoods and create cohesive districts within the Core Area.



Missing sidewalks in residential and industrial areas



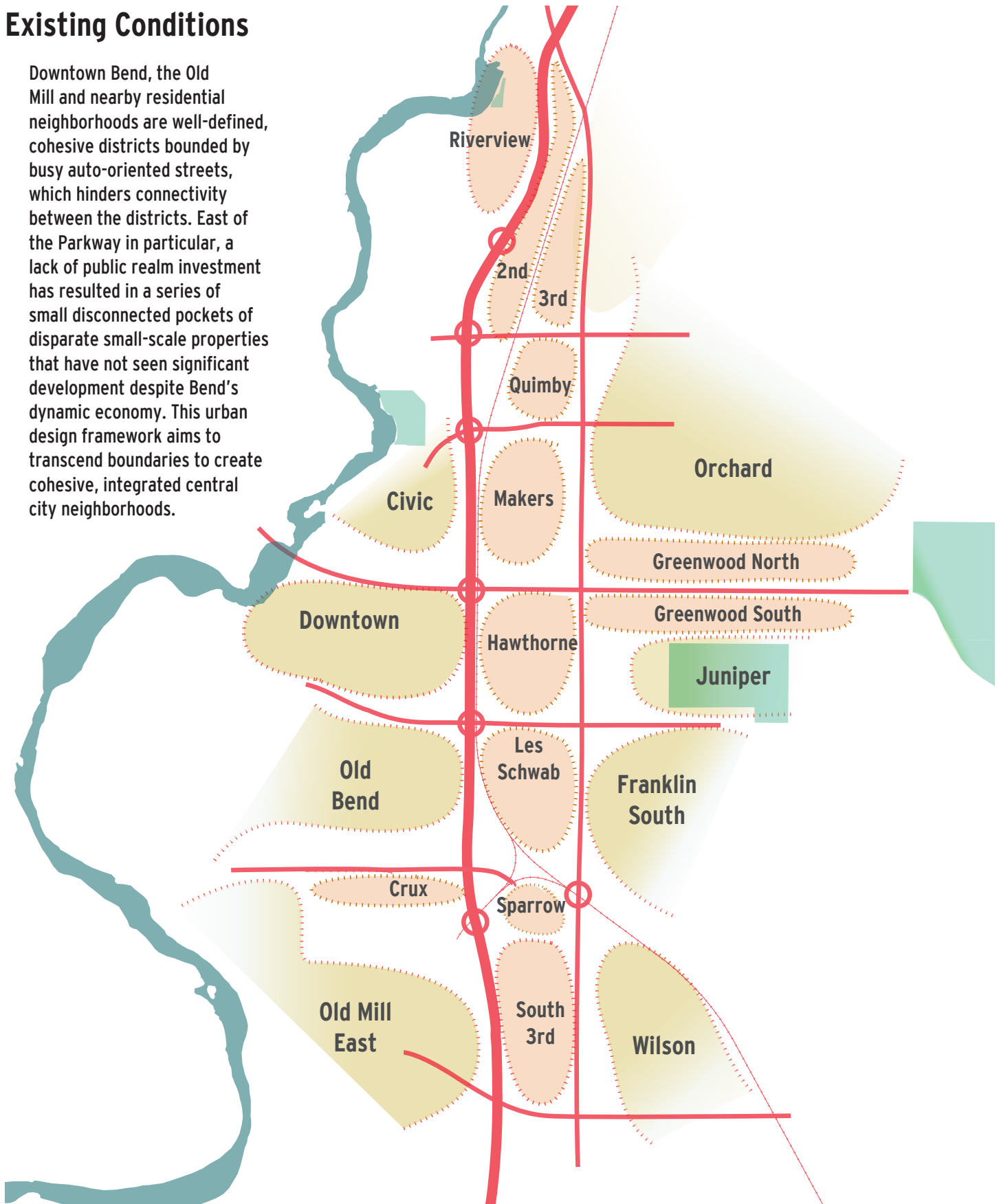
Franklin/97/RR: Narrow ped/bike route, unwelcoming edges, historic bridge details



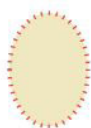
Greenwood high speed traffic and median curb is a pedestrian barrier to north-south connectivity

Existing Conditions

Downtown Bend, the Old Mill and nearby residential neighborhoods are well-defined, cohesive districts bounded by busy auto-oriented streets, which hinders connectivity between the districts. East of the Parkway in particular, a lack of public realm investment has resulted in a series of small disconnected pockets of disparate small-scale properties that have not seen significant development despite Bend's dynamic economy. This urban design framework aims to transcend boundaries to create cohesive, integrated central city neighborhoods.



Disconnected Pockets



Cohesive Districts

Barriers

Undercrossings

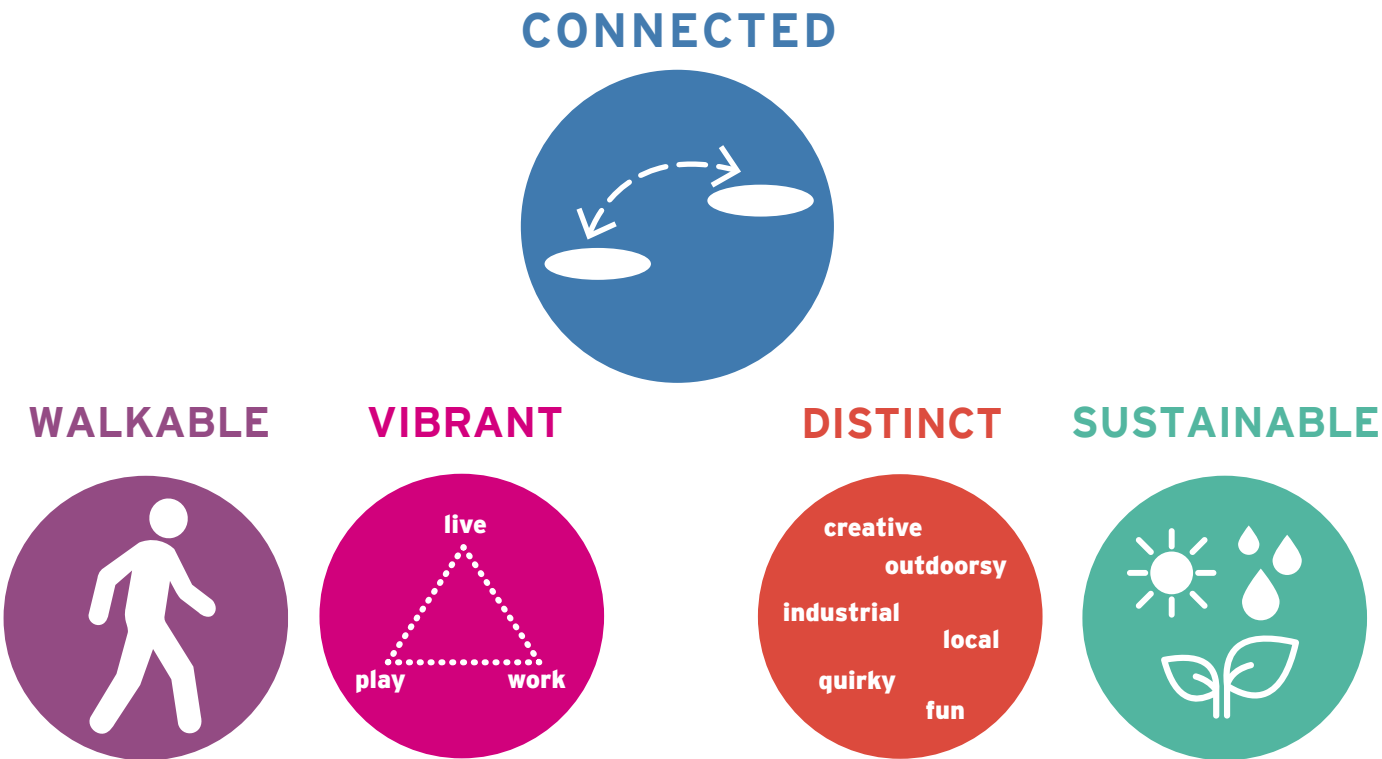




CORE AREA URBAN DESIGN FRAMEWORK

Guiding Themes

The urban design vision for the Core Area Action Plan is centered on 5 simple guiding themes. The overarching goal is to create a connected community, integrating emerging mixed-use districts with more established attractors. With successful implementation of this vision, by 2040, Bend’s Core Area will be:



GUIDING THEME	URBAN DESIGN FRAMEWORK CONCEPTS
CONNECTED	A hierarchy of corridors is created, linking destinations and emerging districts by transcending barriers.
WALKABLE	All streets should be more walkable; the proposed framework envisions pedestrian-focused improvements to a series of key corridors.
VIBRANT	The corridors create walkable, human-scaled connections between places to live affordably, work and play.
DISTINCT	The diverse character of districts in the Core Area is celebrated and preserved wherever possible.
SUSTAINABLE	An urban framework that supports efficient urban mixed-use density in the Core of the city to protect nature at the city’s edges, encourages walking to reduce emissions, and incorporates sustainable design principles.

Core Area Urban Design Framework

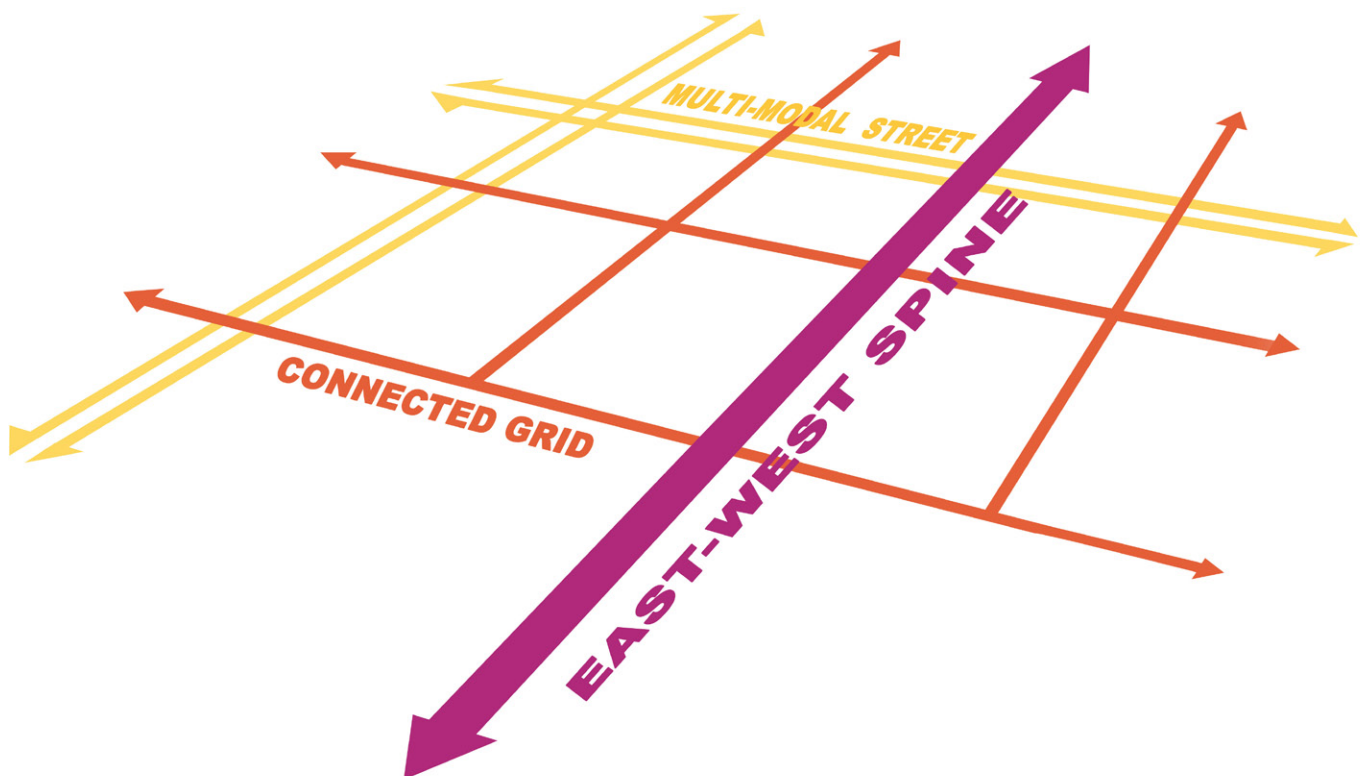
Existing attractor districts in Bend, such as Downtown and the Old Mill District, are high-quality, active, vibrant places that will be well-connected through a hierarchy of three different corridor types, each with a varying level of public realm improvements. These improved corridors have a consistent goal of encouraging the spread of urban vitality from existing successful urban districts to emerging ones such as the Bend Central District, creating a walkable “great streets” framework for future redevelopment. The diagram below summarizes the conceptual framework for how the three envisioned Corridors are interconnected.

The first corridor type, proposed in two locations, is a prominent **East-West Spine**. Each spine will be a distinctive, high-quality pedestrian-oriented corridor, which will receive the highest amount of investment in terms of the quality and extent of public space, providing an attractive amenity to adjacent redevelopment, particularly new housing. One spine will directly link Downtown with Juniper Park, one of Bend’s most popular parks, through the emerging BCD. A second spine will connect the Old Mill District through the Korpine site to emerging districts east of the Parkway along 2nd and the Wilson neighborhood.

These two spines are complemented by a **Connected Grid** of complete walkable streets, which form the connective tissue within districts holding a lot of promise for future redevelopment. One key grid connector will also serve as a primary North-South link from the Division district, through the BCD, to the east-west spine along Aune Street. Where this grid intersects with busy streets, safe pedestrian crossings will be a priority improvement. Olney and Revere Avenue will serve as important east-west grid streets.

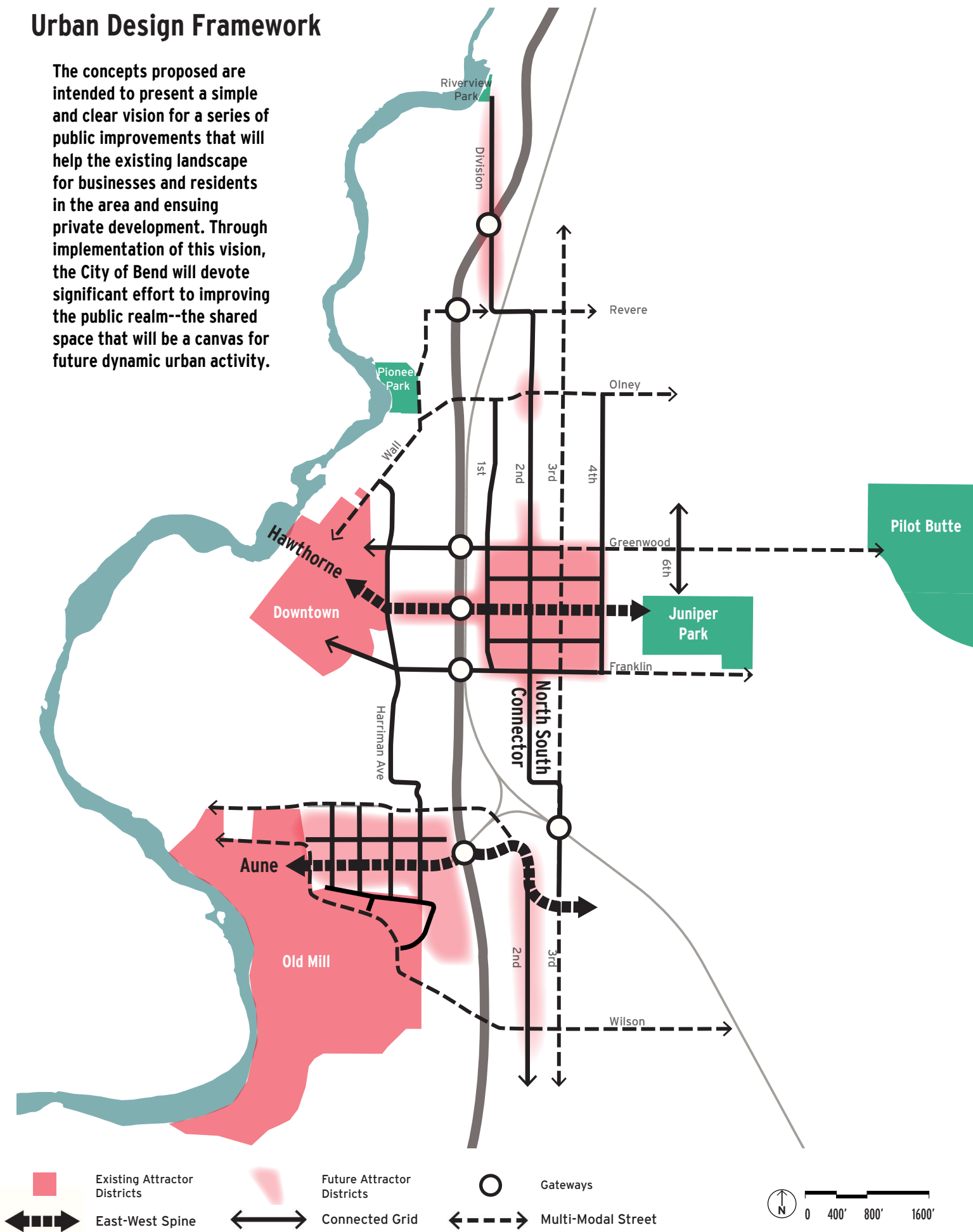
Multi-modal streets that, due to higher traffic volumes create boundaries around emerging districts, will be improved especially on their edges and at the under- and over-crossings of major barriers such as the Parkway and BNSF RR.

Spines and Grid streets may also be candidates for roadway redesign. Multi-modal streets are currently less likely to receive such transformation, but could be considered in future.



Urban Design Framework

The concepts proposed are intended to present a simple and clear vision for a series of public improvements that will help the existing landscape for businesses and residents in the area and ensuing private development. Through implementation of this vision, the City of Bend will devote significant effort to improving the public realm--the shared space that will be a canvas for future dynamic urban activity.



Corridor Hierarchy

All three Corridor types will receive certain consistent public realm improvements to support adjacent urban redevelopment, as noted in the image at right.

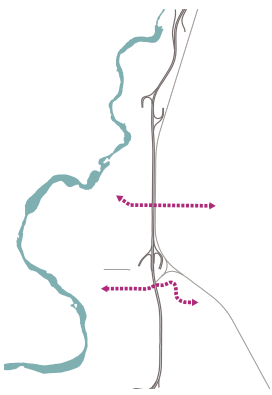
Corridors are distinguished from each other by variations in the breadth, intensity and quality of their improvements, as described in the table below.

These three types of improvements (streetscape, roadway, and building) are implemented through various mechanisms including the City's development code, street standards & specifications, or capital improvements identified in the Transportation System Plan (TSP). Many of the streetscape and roadway improvements are ideal candidates for urban renewal investments.



		East-West Spine	Connected Grid	Multi-Modal Street
STREETSCAPE	Street Trees	●	●	●
	Build / Repair Sidewalks	●	●	●
	Widest Sidewalks	●		
	Special Paving	●		
	Unique Furnishings	●		
	Public Art	●		
	Wayfinding Signage	●		
	Undergrounding Utilities	●		
	Curb Extensions	●	●	
	Pedestrian Scale Lighting	●	●	
	Enhanced Bus Stops		●	●
	Landscape Buffers from Roadways			●
	Stormwater Planters	●	●	●
	On-street Parking	●	●	
ROADWAYS	Temporary Uses/Parklets		●	
	Low-Stress Bike Routes	●	●	● *
	Mid-block Crossings			● *
	Improved Under/Over Crossings	●		●
	Opportunities for Roadway Redesign	●	●	
	Active Building Frontage	●	●	●
BUILDINGS	Outdoor Dining/Drinking	●	●	

* Where identified as LSN route



Corridor Hierarchy

East-West Spine

The East-West Spines will be distinctive, high-quality pedestrian-oriented corridors providing an attractive public amenity to encourage adjacent redevelopment, particularly new housing. New places for eating and dining will be drawn to these vibrant streetscapes, further adding vitality throughout the day.



Wide sidewalks



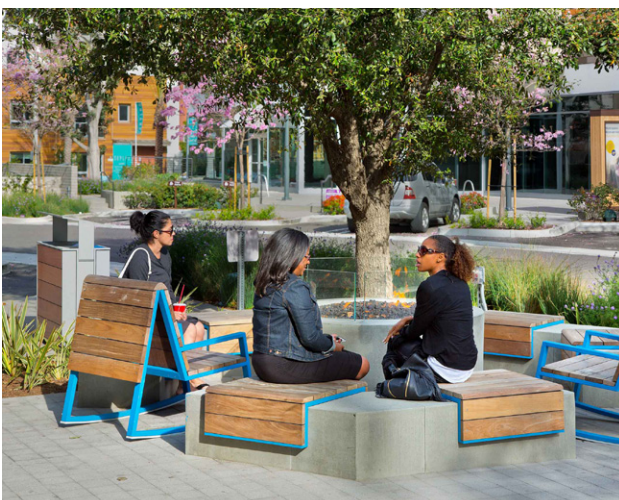
Special paving, wayfinding



Outdoor dining, visual interest, special paving



Evening activity



Unique street furnishings



Distinctive landscape, special lighting



Corridor Hierarchy

Connected Grid

These streets will form the connective tissue for promising redevelopment districts, with a full network of sidewalks and safe crosswalks, as well as low-street bike networks and stormwater treatment. These streets complement and intersect with the east-west spine and provide opportunities to explore roadway reconfiguration.



Curb extensions, pedestrian-scale lighting, on-street parking



Safe bike travel (sharrow)



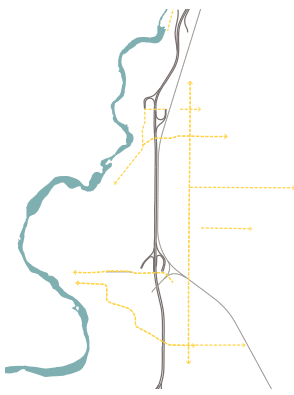
Opportunities for temporary uses



Opportunities for special street conversions



Mid-block crossing, curb extensions, stormwater treatment



Corridor Hierarchy

Multi-Modal Street

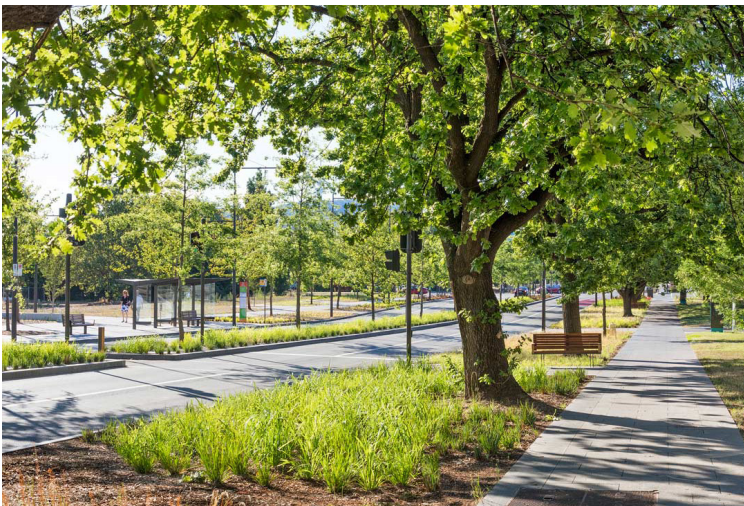
These streets are currently auto-oriented, often lined with parking lots and drive-through businesses. The vision for their transformation focuses on transforming the edges of the rights-of-way, providing more pedestrian comfort and safety, while framing the street with more urban uses set back from busy travel lanes.



Active frontage setback from busy road



Stormwater treatment



Landscape buffers and street trees



Comfortable bus stops



Mid-block crossings



Sidewalks buffered by street trees



Gateways

Overpasses

The proposed East-West Spine will serve to connect key destinations and provide a clearly identifiable public realm through the core district. Where it crosses the Parkway at Hawthorne, an iconic pedestrian and bicycle bridge will be a critical link in the integration of this emerging district with Downtown Bend. Potential design elements of this bridge are explored on this page.



Bold colors help wayfinding



Green and well-lit



Accessible



Iconic for Parkway drivers



Iconic form



Markers at each end



Gateways

Underpasses

Key multi-modal streets traverse the city and cross under the Parkway and BNSF railroad at several locations, particularly Franklin Ave, Greenwood Ave and 3rd Street. Each underpass presents a variety of pedestrian safety and comfort challenges that can be overcome with design interventions, from the introduction of art, light and activity to more dramatic reconfigurations of the underpasses to provide wider pedestrian and bicycle corridors.



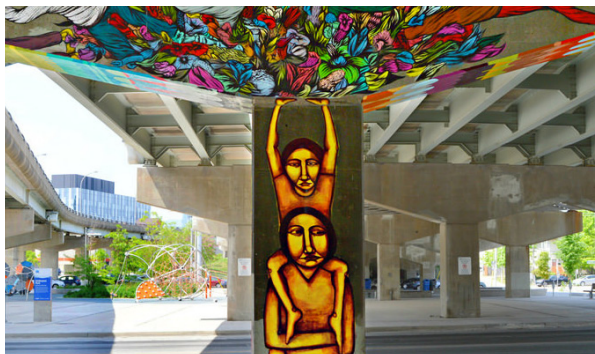
Active



Fun



Well-lit



Bright murals



Safe, open, visible



Gateways

Underpass Example

The Aune underpass of the Parkway is a crucial future gateway due to its location and built form. The generous width and height of the underpass already creates a more welcoming space with views to the Cascade Mountains, and can be enhanced with lighting, public art, landscape, and signage to develop a distinct identity. Safe and comfortable pedestrian and bicycle facilities through the underpass are critical for Aune to function as an East-West Spine.



Gateway signage + graphics



Welcoming public art + Lighting



Landscape, wayfinding, seating

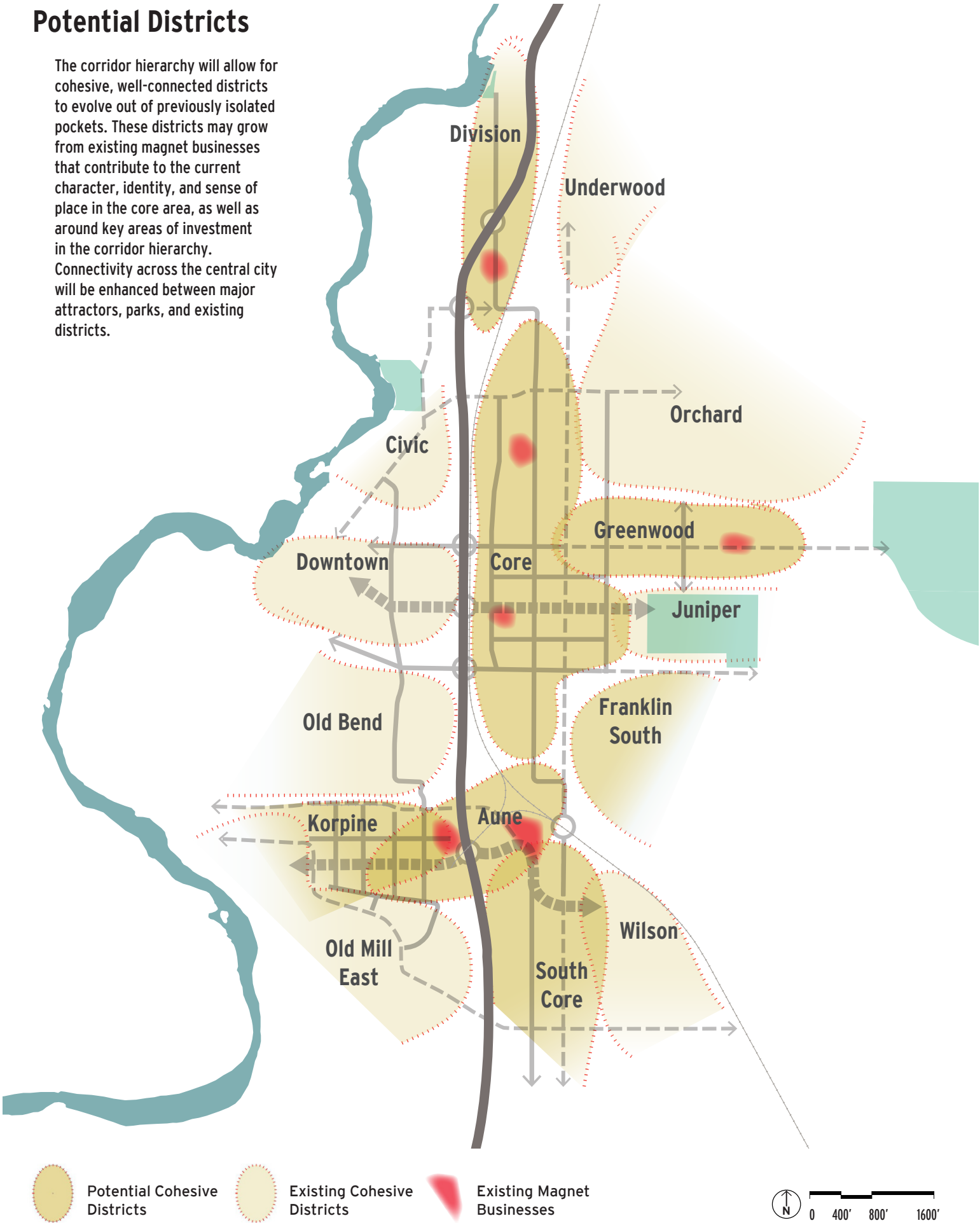


Wide passage with views across and ample space for biking + walking



Potential Districts

The corridor hierarchy will allow for cohesive, well-connected districts to evolve out of previously isolated pockets. These districts may grow from existing magnet businesses that contribute to the current character, identity, and sense of place in the core area, as well as around key areas of investment in the corridor hierarchy. Connectivity across the central city will be enhanced between major attractors, parks, and existing districts.





SUBAREAS URBAN DESIGN FRAMEWORK

Introduction

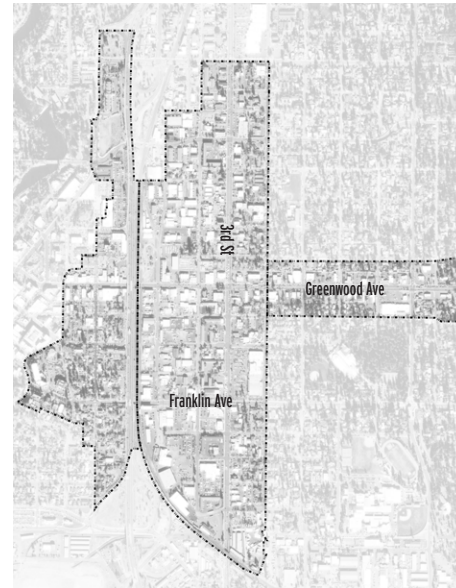
The purpose of this section is to show in greater detail how the Urban Design Framework responds to existing conditions, builds off previous planning efforts and shapes each subarea. The following pages contain vision statements, subarea framework maps, and maps of selected planned projects.

The Comprehensive Plan has adopted vision statements for all subareas in the Core Area except for Wilson and Division. The proposed vision statements for Wilson and Division in this document incorporates feedback from the Urban Renewal Advisory Board. These vision statements will guide proposed projects for the subareas.

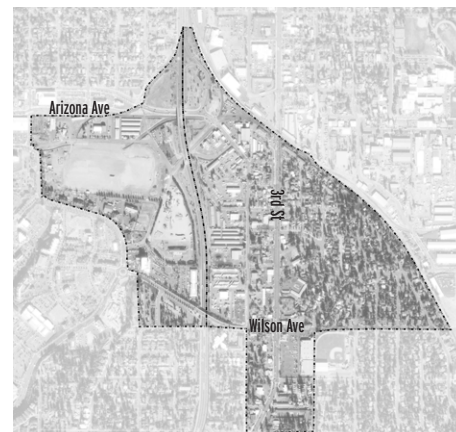
Urban Design Framework maps for the central, south, and north sections show details of how the corridor hierarchy links existing and future public attractor areas. These public attractor areas may be anchored by existing local ‘magnet’ businesses or a future amenity such as an urban plaza, library, performing arts center, or mixed use development.

Finally, maps depicting key existing conditions and planned projects show how the framework builds on previous and in-progress plans by several public agencies, which was also summarized in the Urban Design Analysis Report. The City is currently in the process of updating the Transportation System Plan which may also impact planned projects within the Core Area.

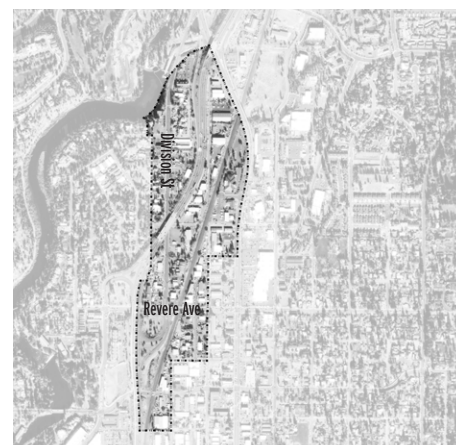
Central Section



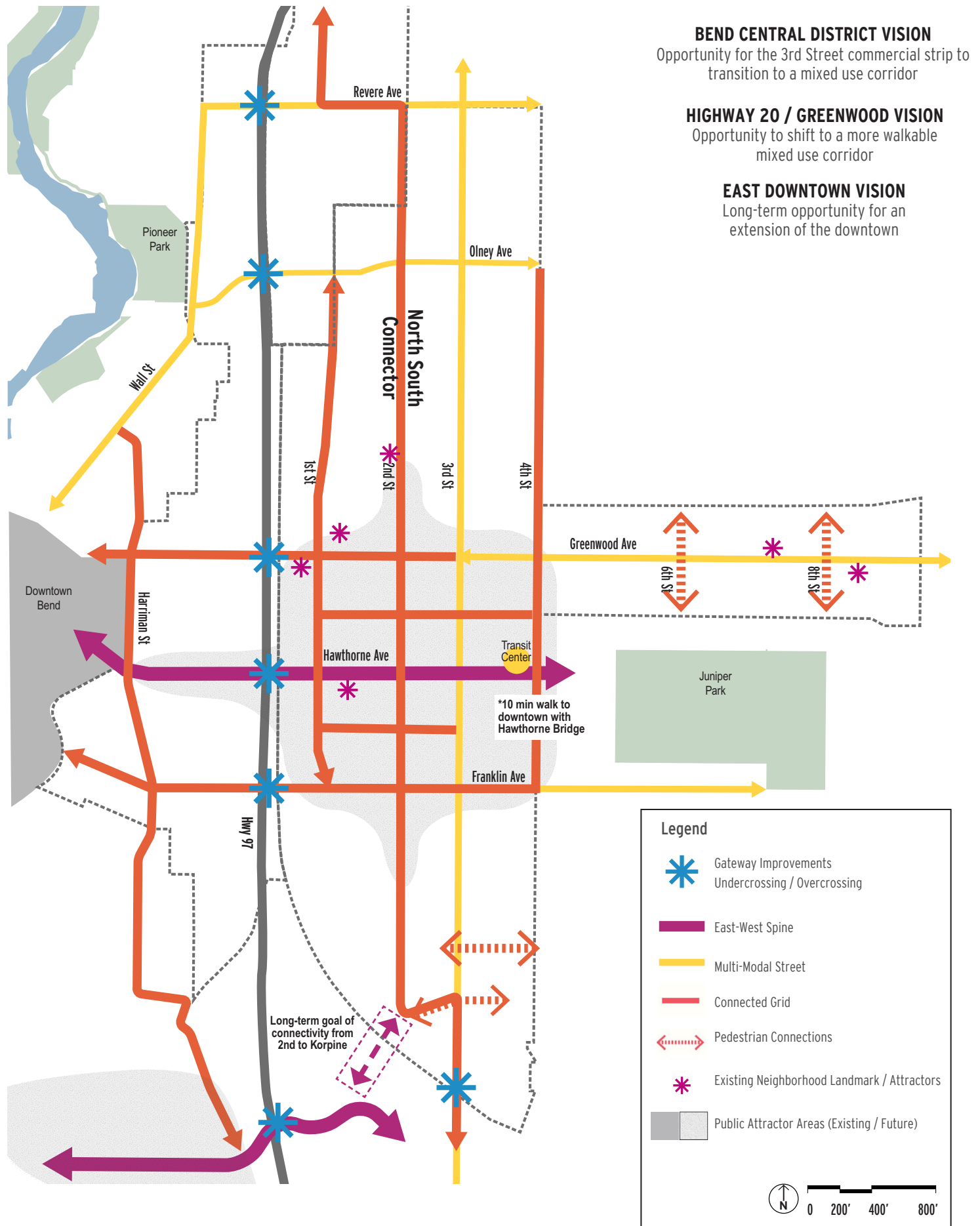
South Section



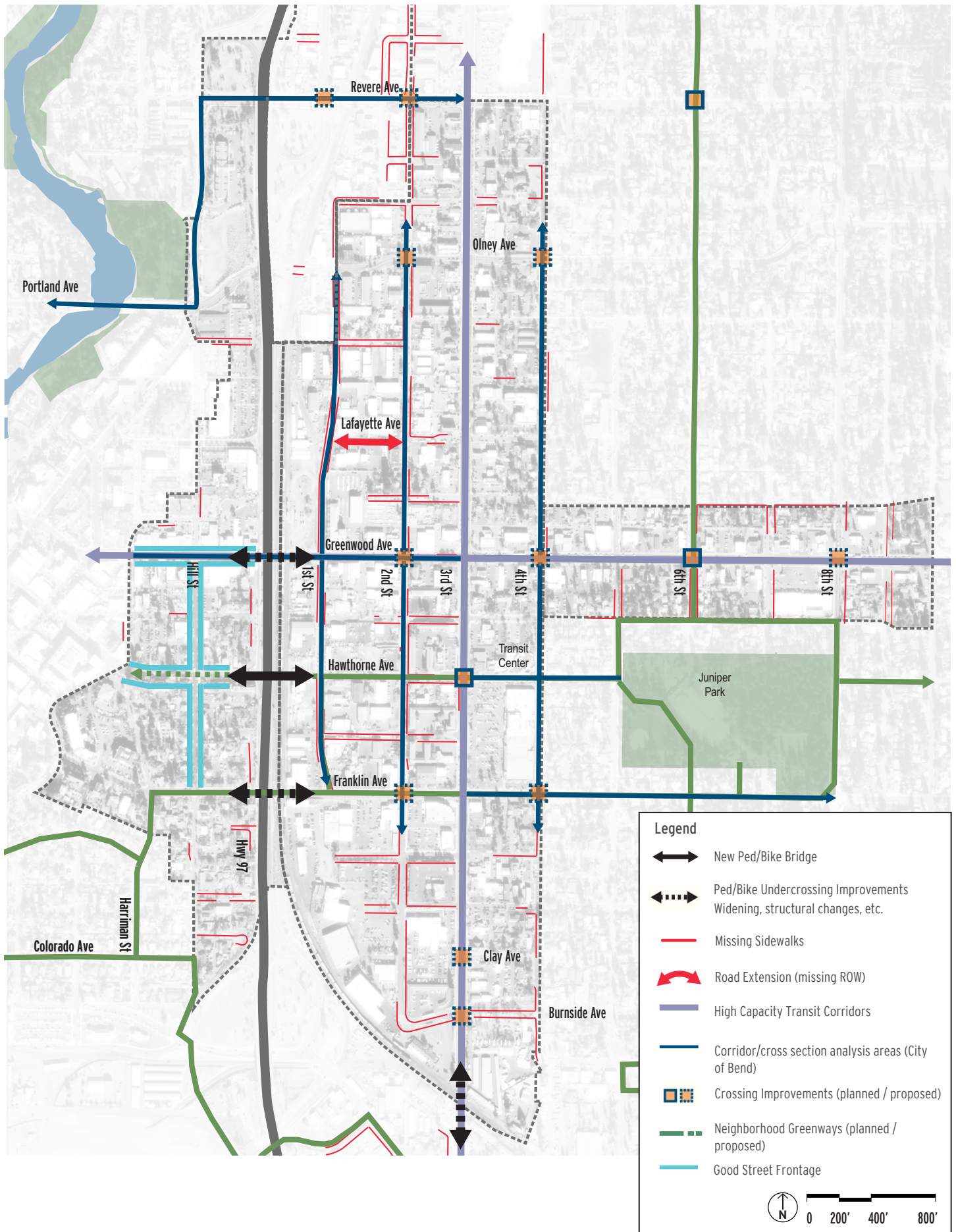
North Section



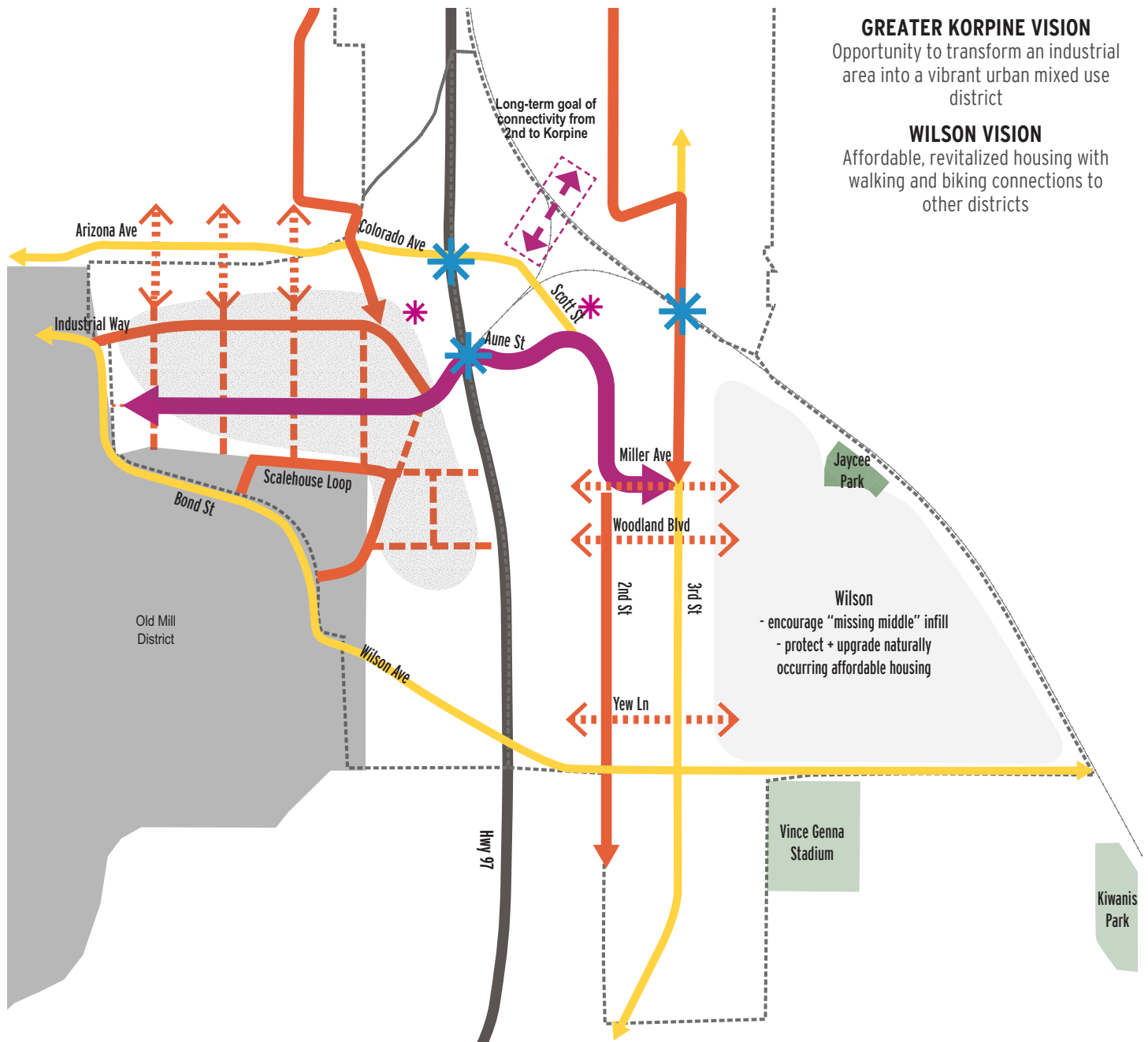
Central Section Urban Design Framework



Central Section Selected Planned Projects + Existing Issues



South Section Urban Design Framework



GREATER KORPINE VISION
Opportunity to transform an industrial area into a vibrant urban mixed use district

WILSON VISION
Affordable, revitalized housing with walking and biking connections to other districts

Wilson
- encourage "missing middle" infill
- protect + upgrade naturally occurring affordable housing

Legend



Gateway Improvements
Undercrossing / Overcrossing



Public Attractor Areas (Existing / Future)



Existing Neighborhood Landmark / Attractors



Pedestrian Connections



East-West Spine



Multi-modal Street



Connected Grid

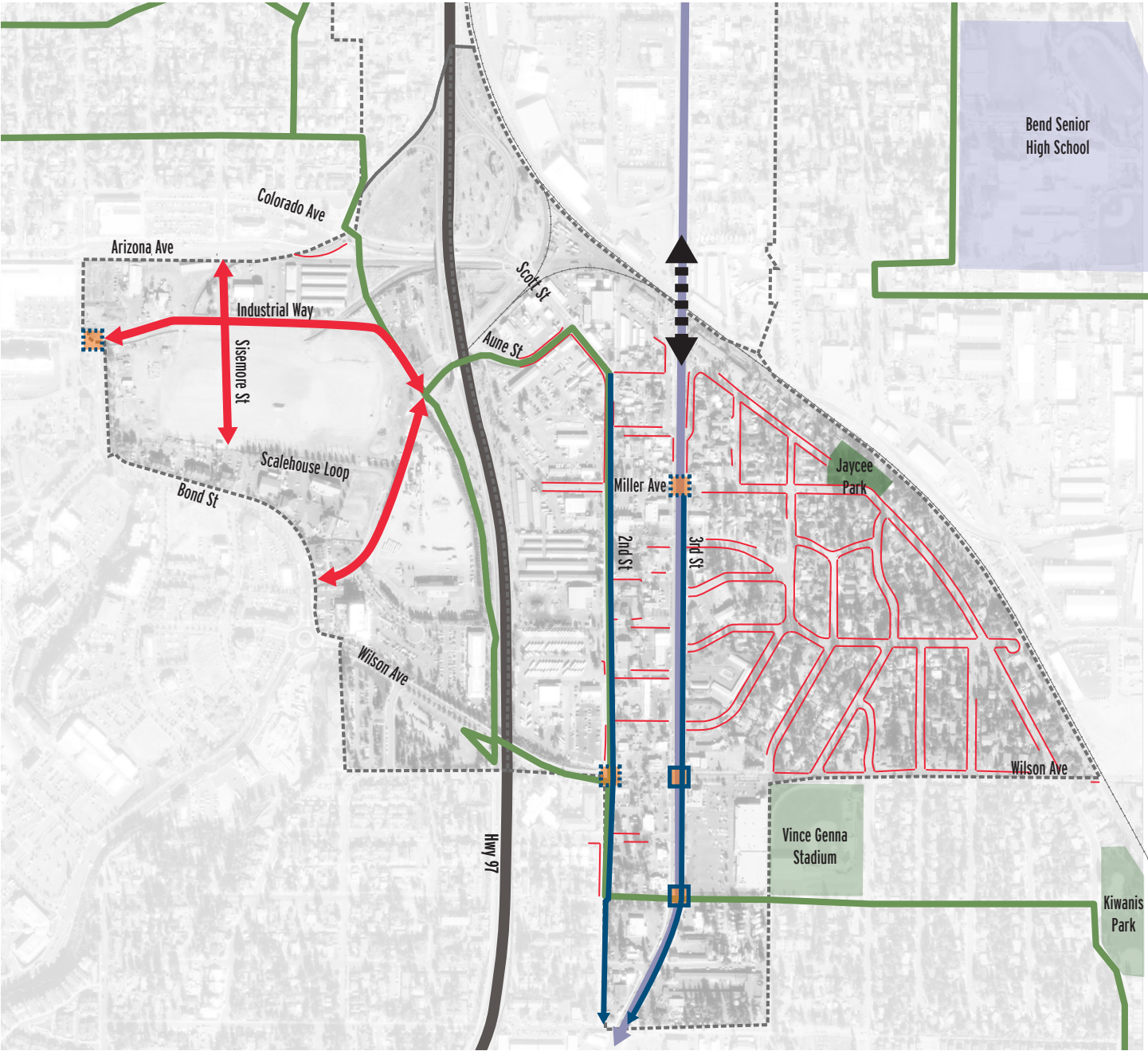


Future Connected Grid



0 200' 400' 800'

South Section Selected Planned Projects + Existing Issues



Legend

Missing Sidewalks

Neighborhood Greenways (planned)

Road Extension

Corridor/cross section analysis areas
(City of Bend)

Ped/Bike Undercrossing Improvements
Widening, structural changes, etc.

High Capacity Transit Corridors

Crossing Improvements
(planned / proposed)

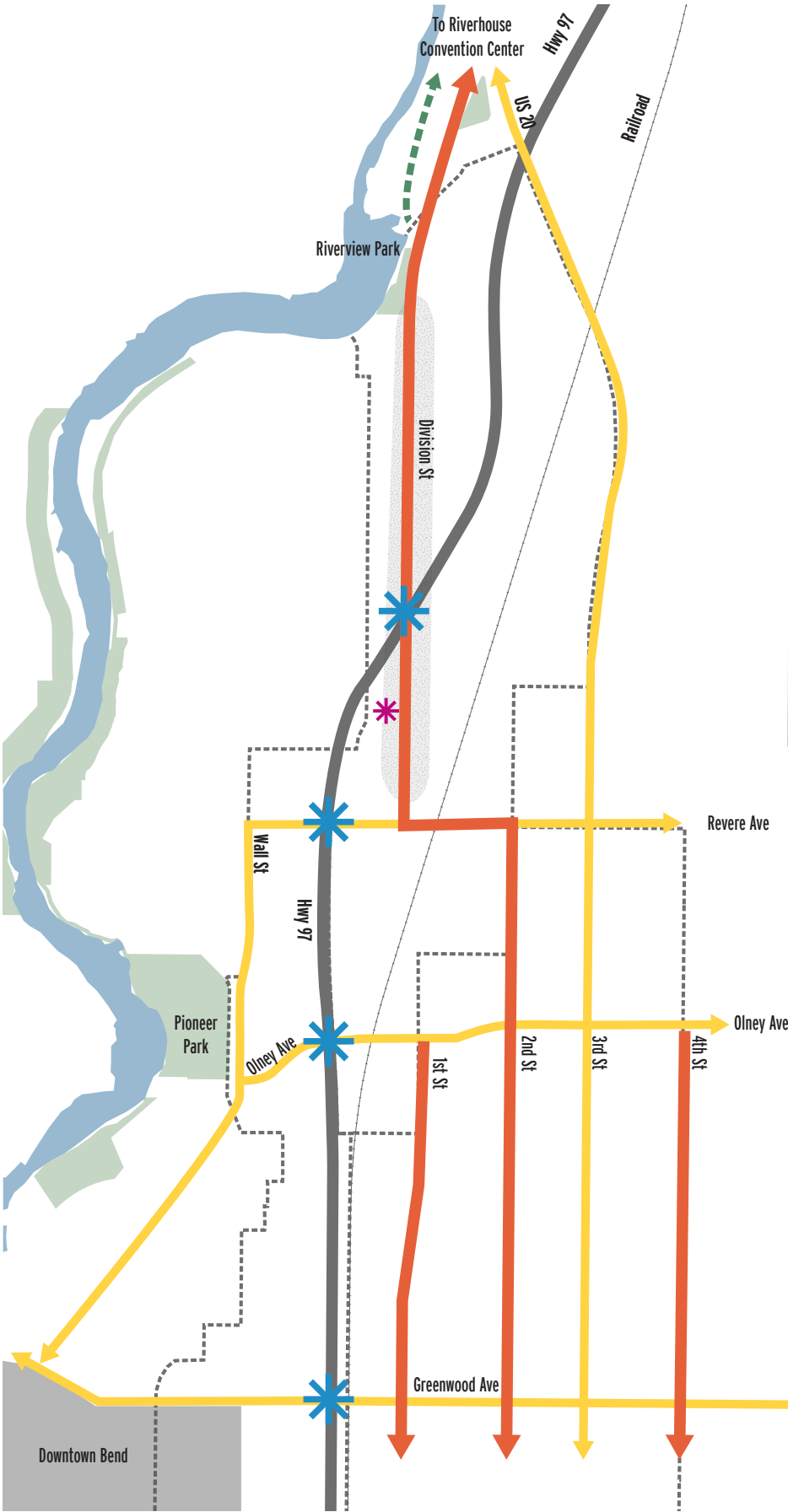
0200'400'800'

N

27

URBAN DESIGN FRAMEWORK

North Section Urban Design Framework

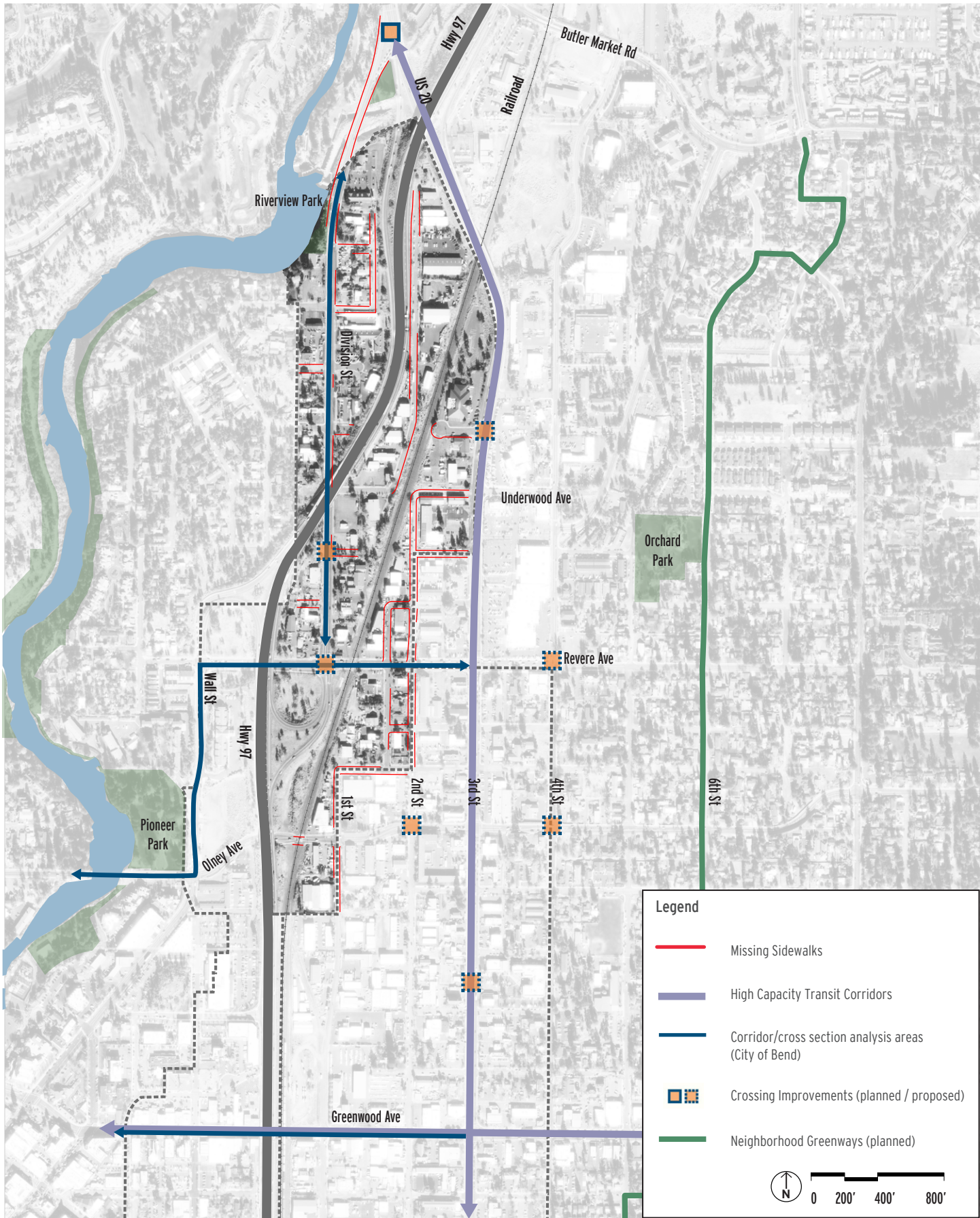


DIVISION VISION
Affordable housing and services with walking and biking connections to Downtown and other districts

Legend

- Gateway Improvements
Lighting, signage, public art, fencing
- Multi-modal Street
- Connected Grid
- Trail Connection
- Public Attractor Area (Existing / Future)
- Existing Neighborhood Landmark / Attractors

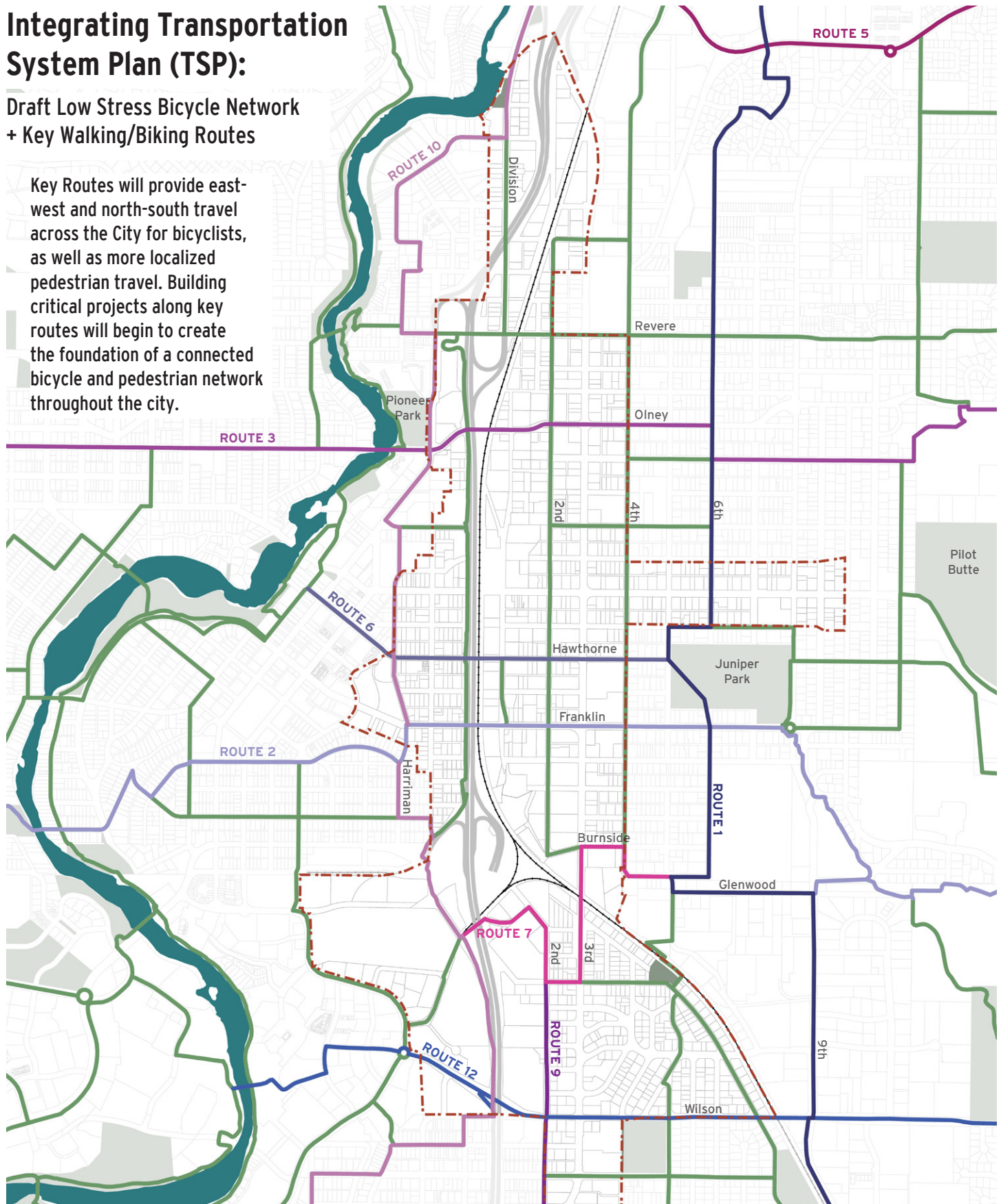
North Section Selected Planned Projects + Existing Issues



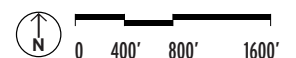
Integrating Transportation System Plan (TSP):

Draft Low Stress Bicycle Network + Key Walking/Biking Routes

Key Routes will provide east-west and north-south travel across the City for bicyclists, as well as more localized pedestrian travel. Building critical projects along key routes will begin to create the foundation of a connected bicycle and pedestrian network throughout the city.



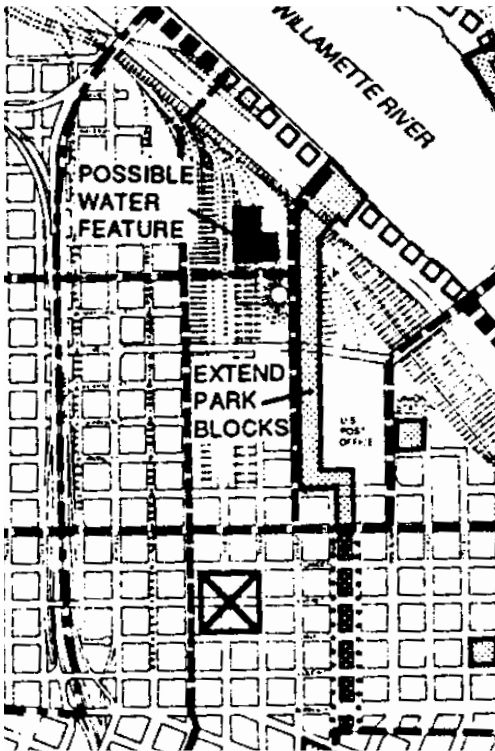
Key Walking/Biking Routes Bicycle Low Stress Network (LSN)





URBAN DESIGN FRAMEWORK CASE STUDY

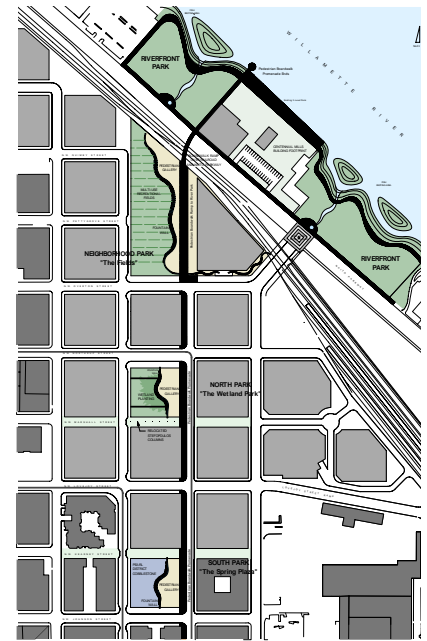
Pearl District, Portland



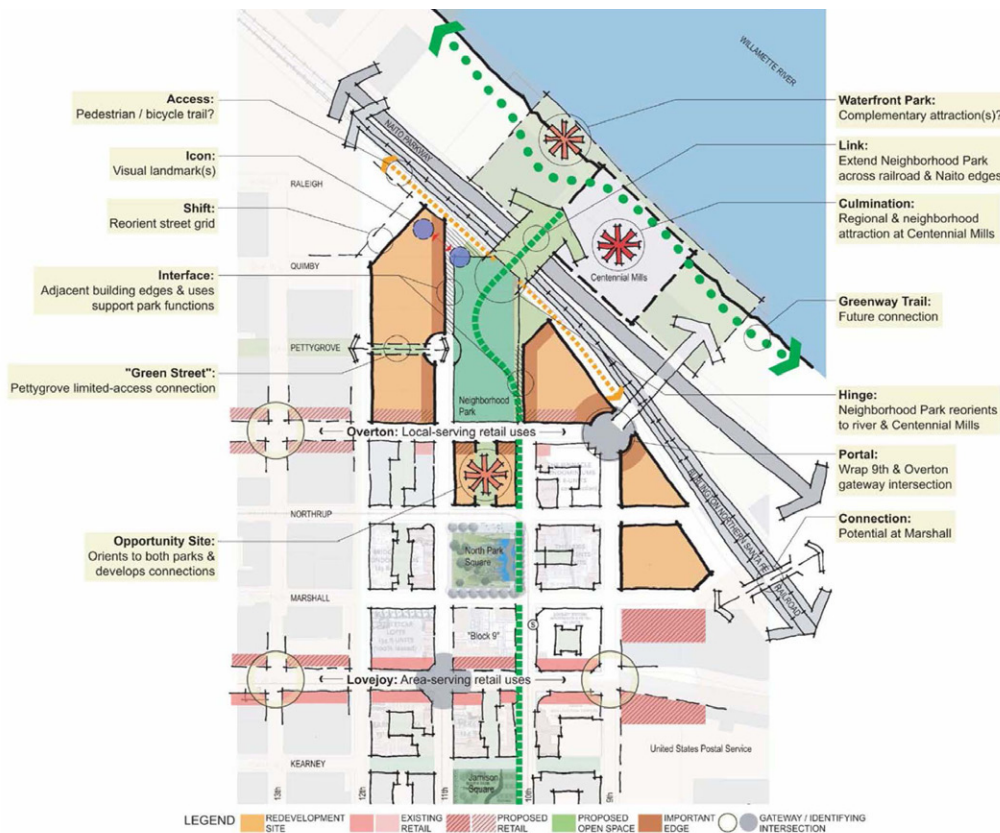
1988: Initial glimmers of a concept



2002: A simple, noble diagram



2004: Parks framework



2005: District framework

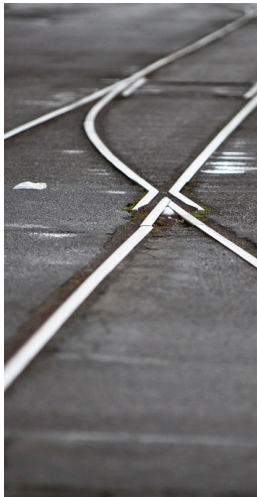
Portland's Pearl District is the result of years of planning and urban renewal investments. The neighborhood was built on former railyards, so a new urban framework was needed to guide development. Over the railyards, the big idea was to create a central green spine of three interconnected parks, linked with a wide boardwalk. This has proven to be an enduring catalyst for surrounding development, complemented by an interconnected street grid that logically extends surrounding 200' blocks. Transit and higher-volume traffic is pushed to a few key corridors that still feature a high-quality public realm. The gritty industrial character of the district has been retained through reuse of brick warehouses, honored through interpretation and artwork and revealed subtly through textures such as rail lines and cobbled streets.



1991



Primary Framework Spine



Honor and integrate character



Public realm as development catalyst



Community attractors



Building proportions create 'outdoor rooms'



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