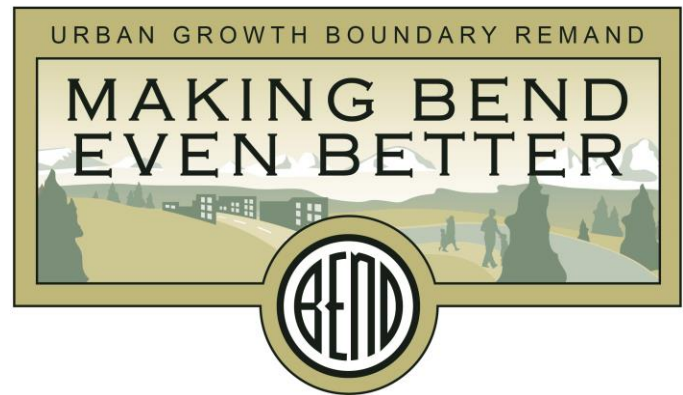


Project Summary

HOW SHOULD WE GROW?

The City of Bend has entered the next phase of its Urban Growth Boundary (UGB) expansion to chart a path for Bend's future growth. The UGB is a line drawn on the City's General Plan map that identifies Bend's urban land. This land represents an estimated 20-year supply of land for employment, housing, and other urban uses. As the city continues to grow, we have an opportunity to develop a plan for future growth that reflects the community's goals and meets state planning requirements.



The City is working with a team of planning experts and advisors to address requirements of a "Remand" of the City's previously proposed UGB expansion. This two-year process – scheduled to end April 2016 – will address a variety of specific technical issues and planning requirements established by the Oregon Land Conservation and Development Commission (LCDC) in the Remand. It is essential that the analysis and findings are ultimately consistent with the Remand's requirements. At the same time, the Remand project is an opportunity for us to establish a new long-term vision for how Bend should grow in the future. One of the City's key objectives is to use land, public infrastructure, and resources more efficiently, thereby encouraging development that saves residents and businesses a significant amount of money over the long term. Ultimately, this project should make Bend an even better place to live, work, and play in the years to come!

CHARTING OUR FUTURE

The process will address the following questions:

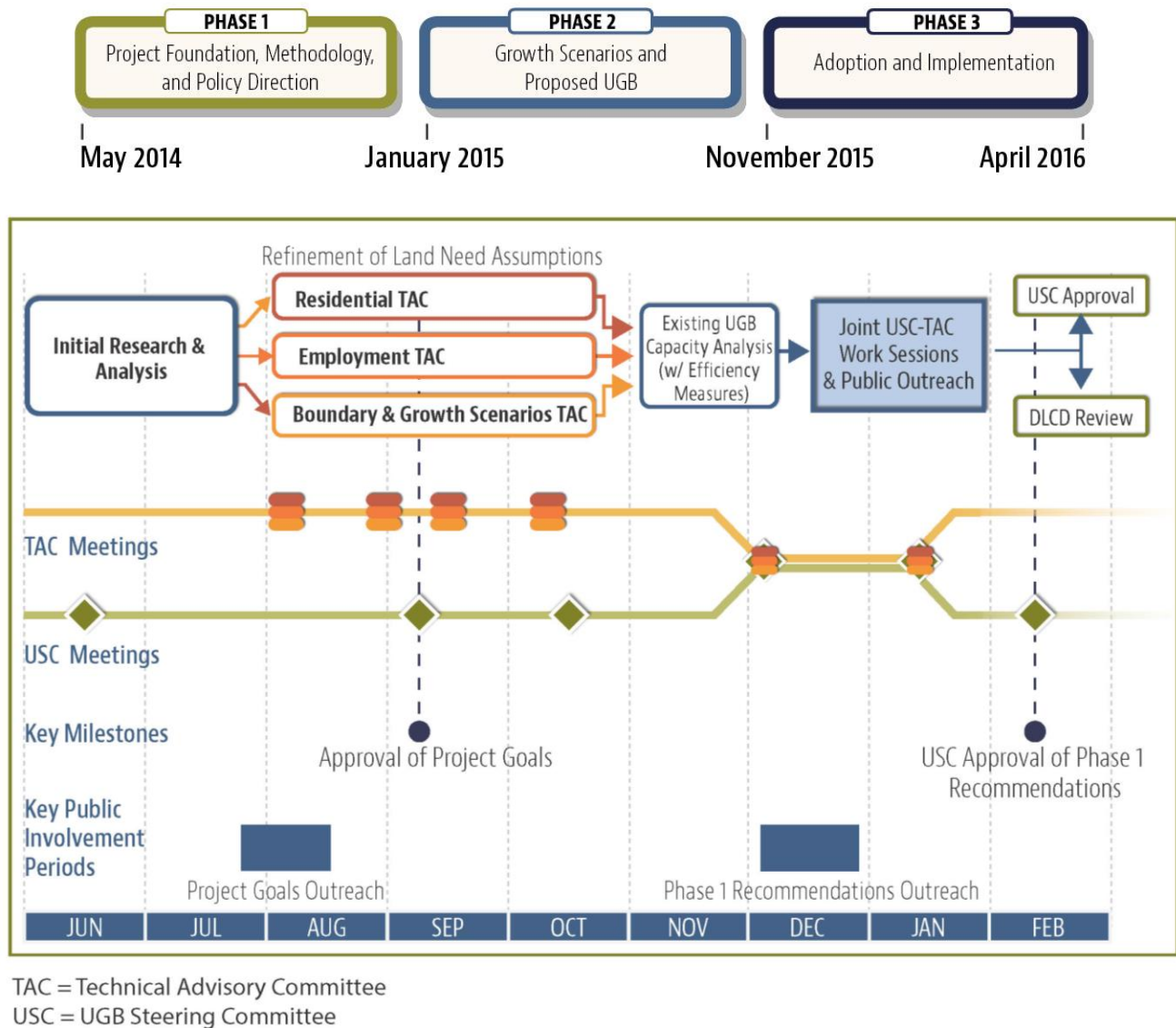
- What are the goals that should guide planning for the UGB?
- How much land is needed for jobs, homes, schools, and other land uses through the year 2028?
- What are the choices for efficient use of land and infrastructure within the current UGB?
- For new areas that might be added to the UGB, what are the costs, benefits, and choices for those options?
- What is the best long term growth scenario for the City that meets community goals and legal requirements?

GETTING INVOLVED

It is a high priority for the City to use a collaborative decision-making process that engages as many people as possible, including residents, business owners, local experts, and other interested parties. The project will provide many different opportunities for you to understand what is going on, weigh in with your priorities for Bend's future, and offer your opinions about the decisions the City will be making:

- Meetings of Technical Advisory Committees and a UGB Steering Committee open to the public.
- Online surveys, questionnaires, and comment forms.
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For more information about the project, to provide comments, or to be added to a project contact list, please visit the City Website (www.bendoregon.gov/bendugb) or contact Brian Rankin at (541) 388-5584.

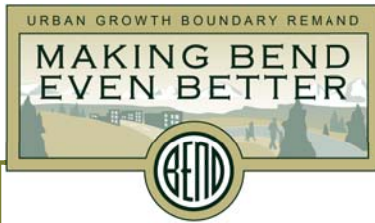


This is a preliminary schedule; please see www.bendoregon.gov/bendugb for updated meeting dates and times.

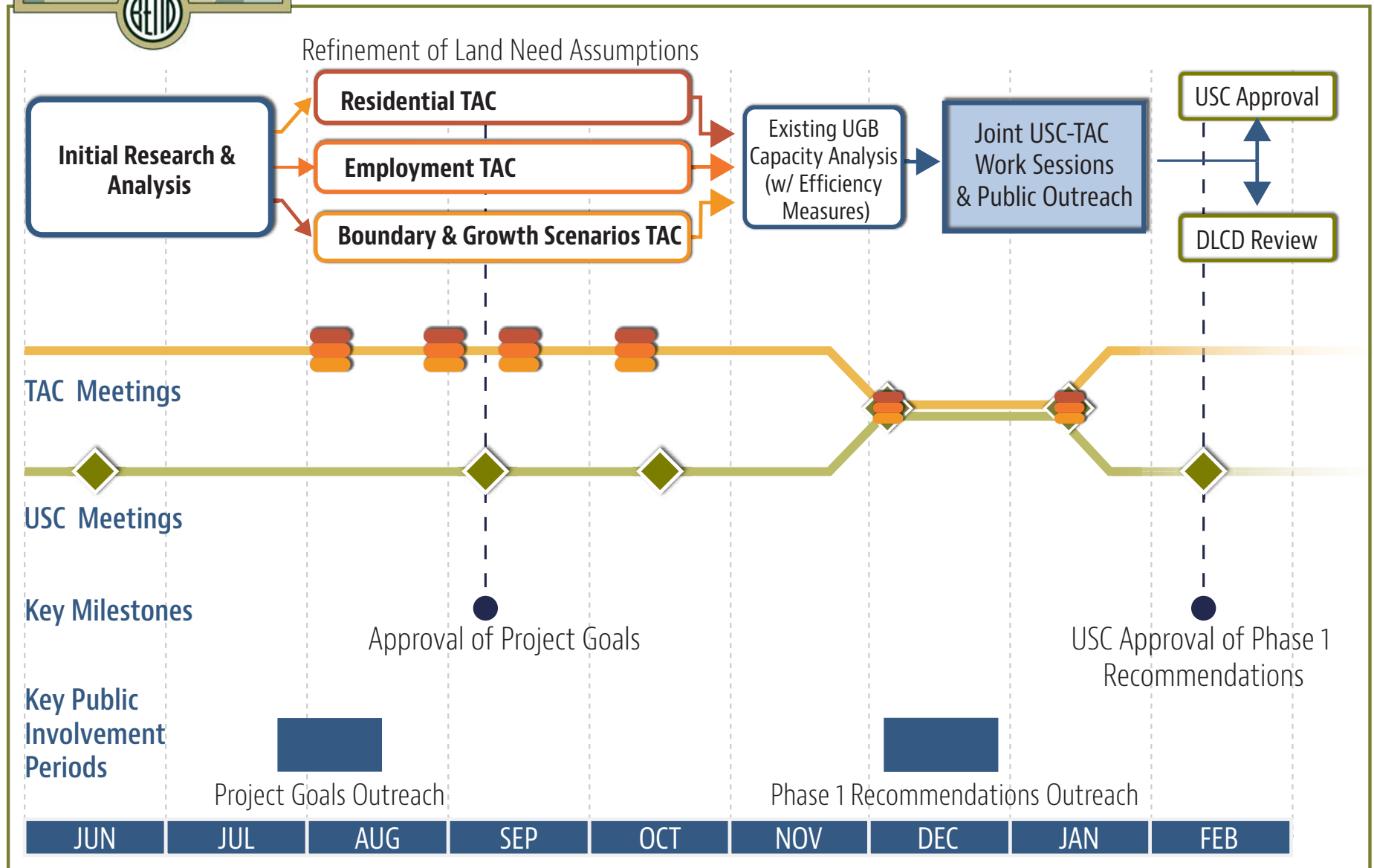
PUBLIC INVOLVEMENT OPPORTUNITIES – SUMMER, 2014

Please see the project Website for meeting dates and more detailed information about these and other activities: www.bendoregon.gov/bendugb.

- **Technical Advisory Committees.** Committees will begin meeting in August and September.
- **UGB Steering Committee.** This group – made up of all 7 City Councilors, 2 Planning Commissioners, and a County [Commissioner](#) – will meet again in early September.
- **Project Goals Open Houses and Online Tools.** Two open houses to review core values will be held in August in concert with an online survey process.
- **Community Meetings and Events.** The City and team will provide information about the project at community events and meetings this summer.



Phase 1 Schedule

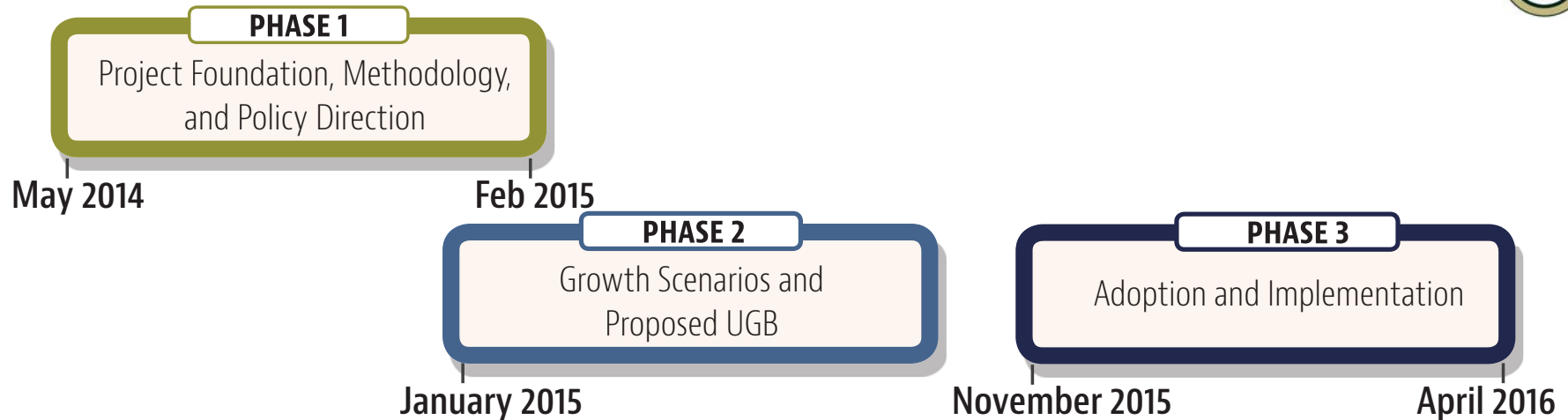
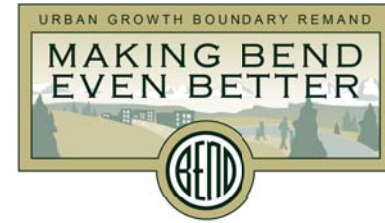


TAC = Technical Advisory Committee

USC = UGB Steering Committee

DLCD = Oregon Department of Land Conservation and Development

Overall Schedule:



Overall Goals:

The Bend City Council has agreed to the following goals for this project:

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Project Goals

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As Bend grows, it preserves and enhances natural areas. Bend takes a balanced approach to environmental protection and building a great city.

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Bend's balanced transportation system incorporates an improved, well-connected system of facilities for walking, bicycling, and public transit, while also providing a safe and reliable system for drivers.

Great Neighborhoods

Bend has variety of great neighborhoods that are well-designed, safe, walkable, and include local schools and parks. Small neighborhood centers provide local shops, a mix of housing types, and community gathering places.

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Bend continues to enhance its network of parks, trails, greenbelts, recreational facilities, and scenic views inside and outside the city.

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Bend residents have access to a variety of housing options, including housing affordable to people with a range of incomes and housing suitable to seniors, families, people with special needs, and others

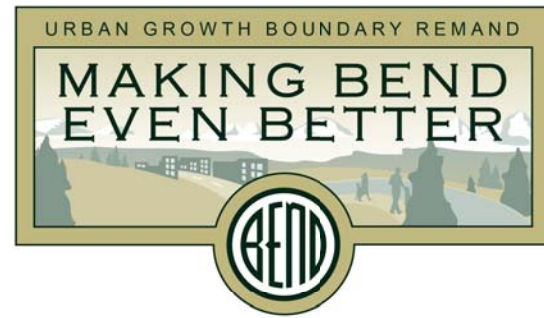
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To learn more about the project goals and to weigh in with your comments and priorities, visit

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Frequently Asked Questions



WHAT IS THE URBAN GROWTH BOUNDARY REMAND PROJECT?

The Urban Growth Boundary (UGB) Remand Project will chart a plan for Bend to the year 2028, when we will have over 115,000 residents and 20,000 new employees.

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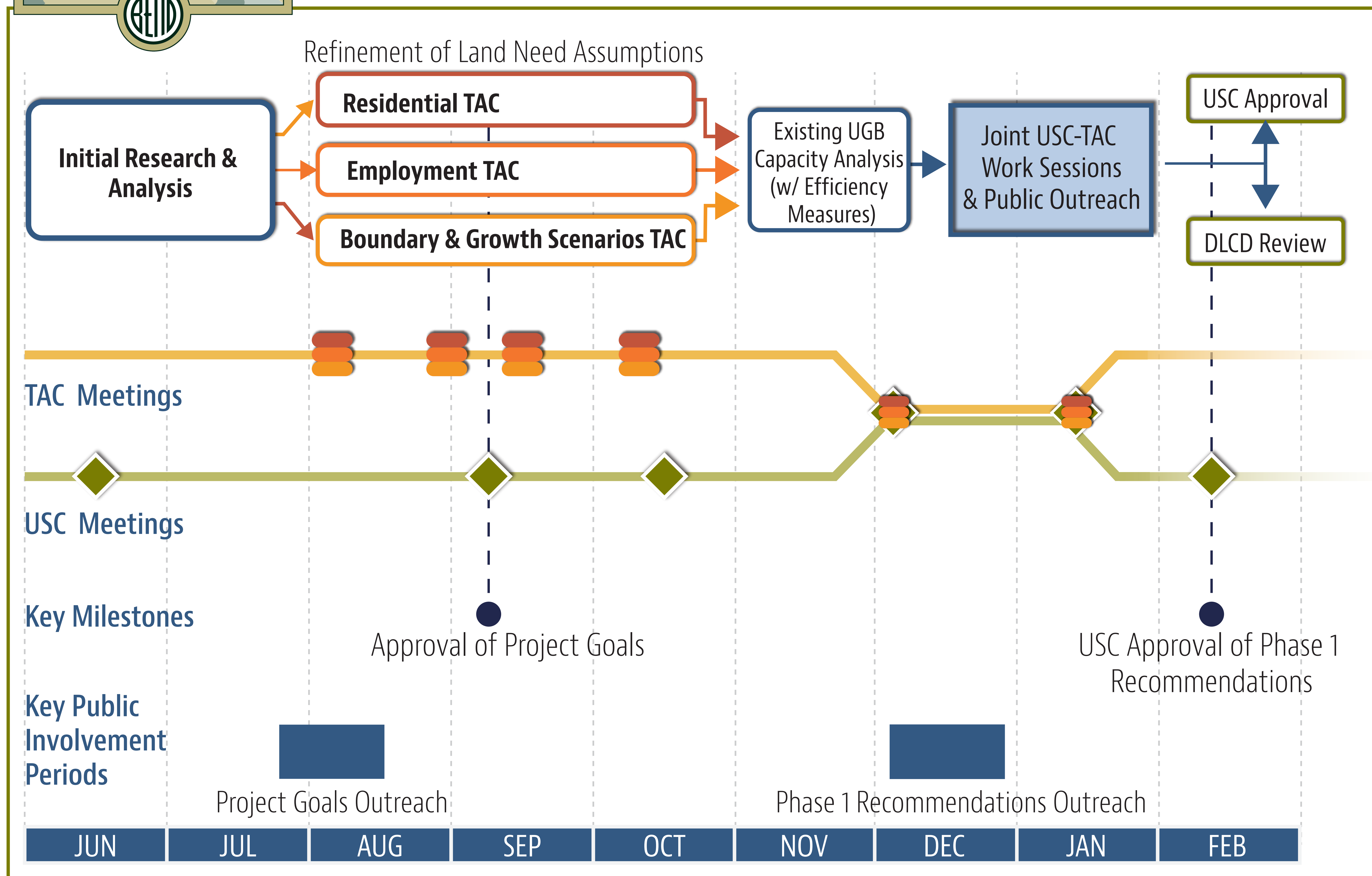


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Phase 1 Schedule

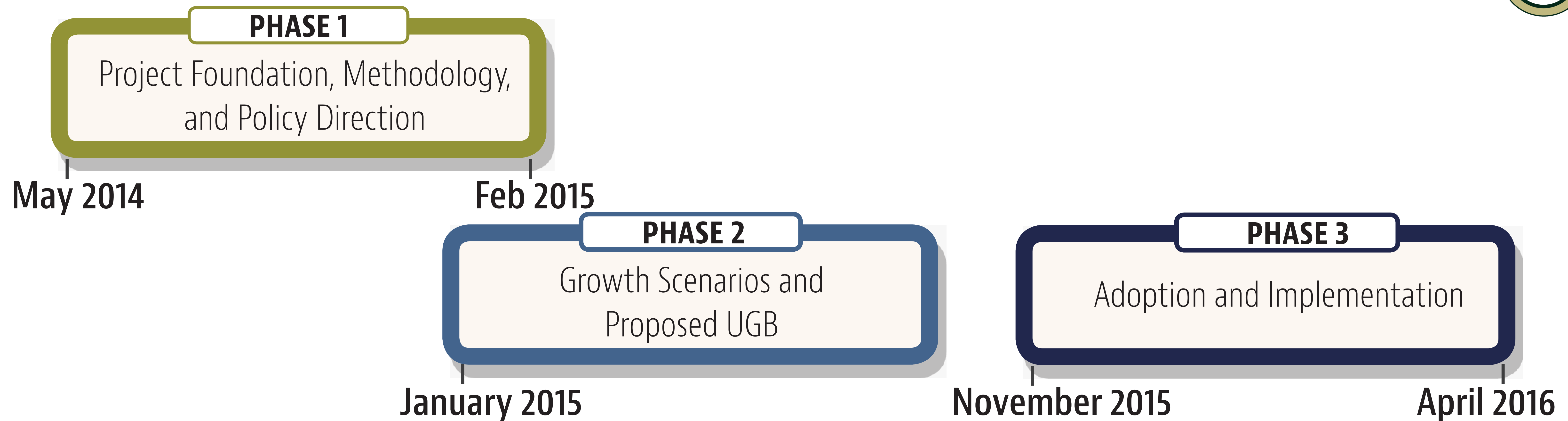


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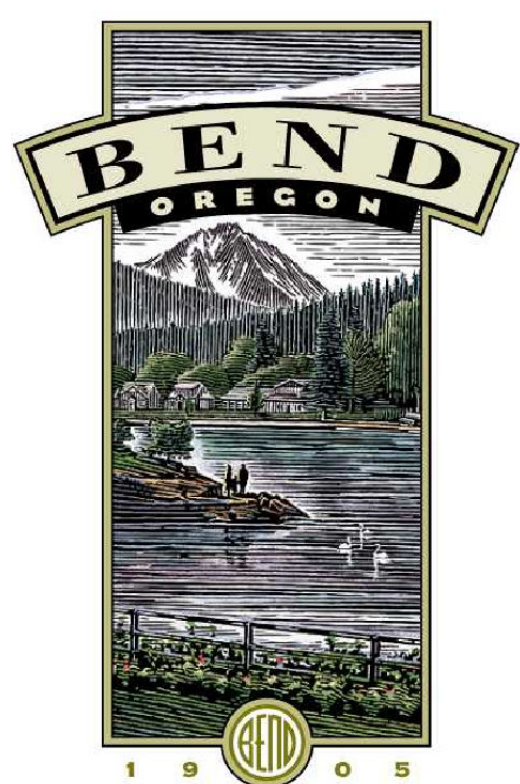
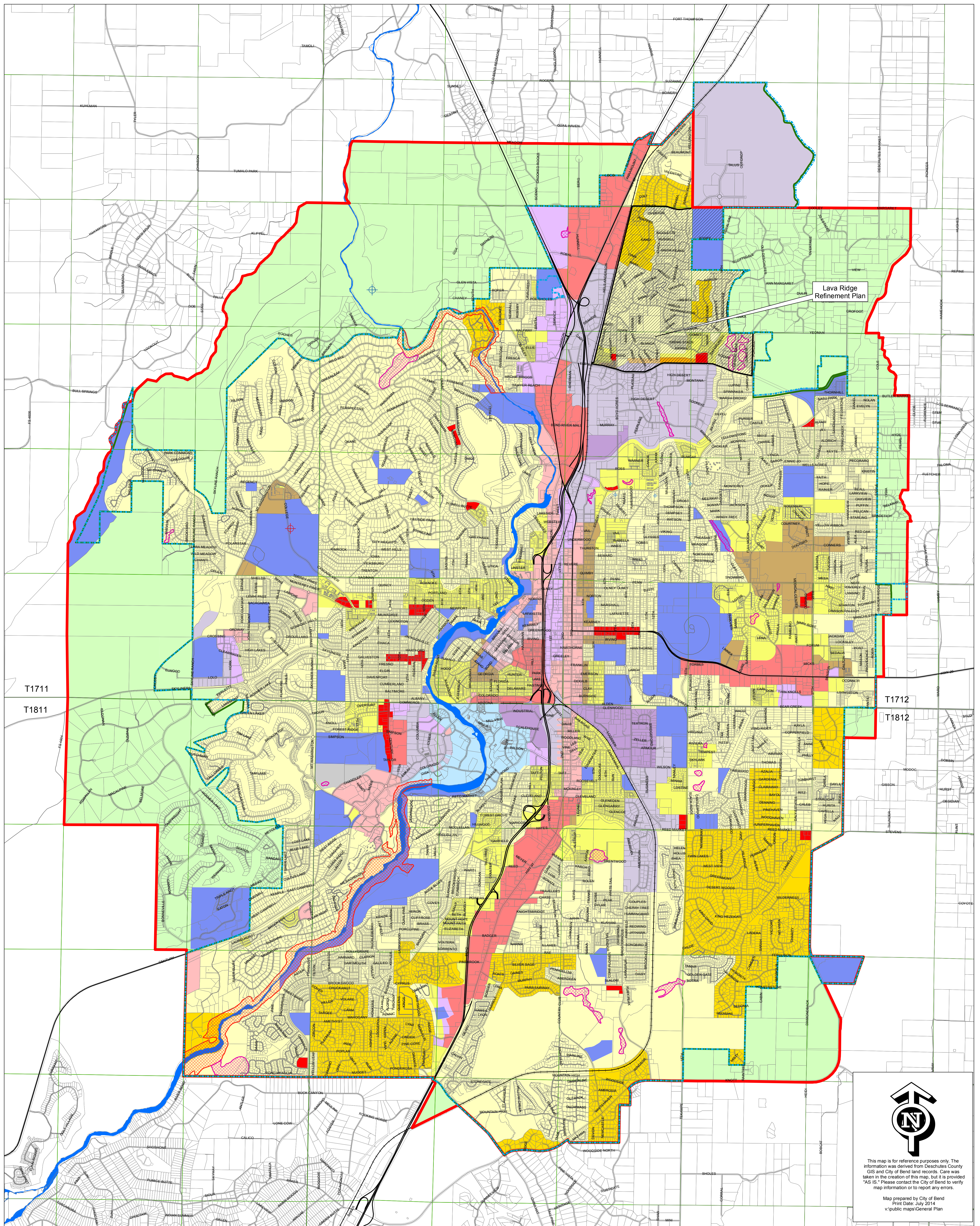
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Bend Area General Plan

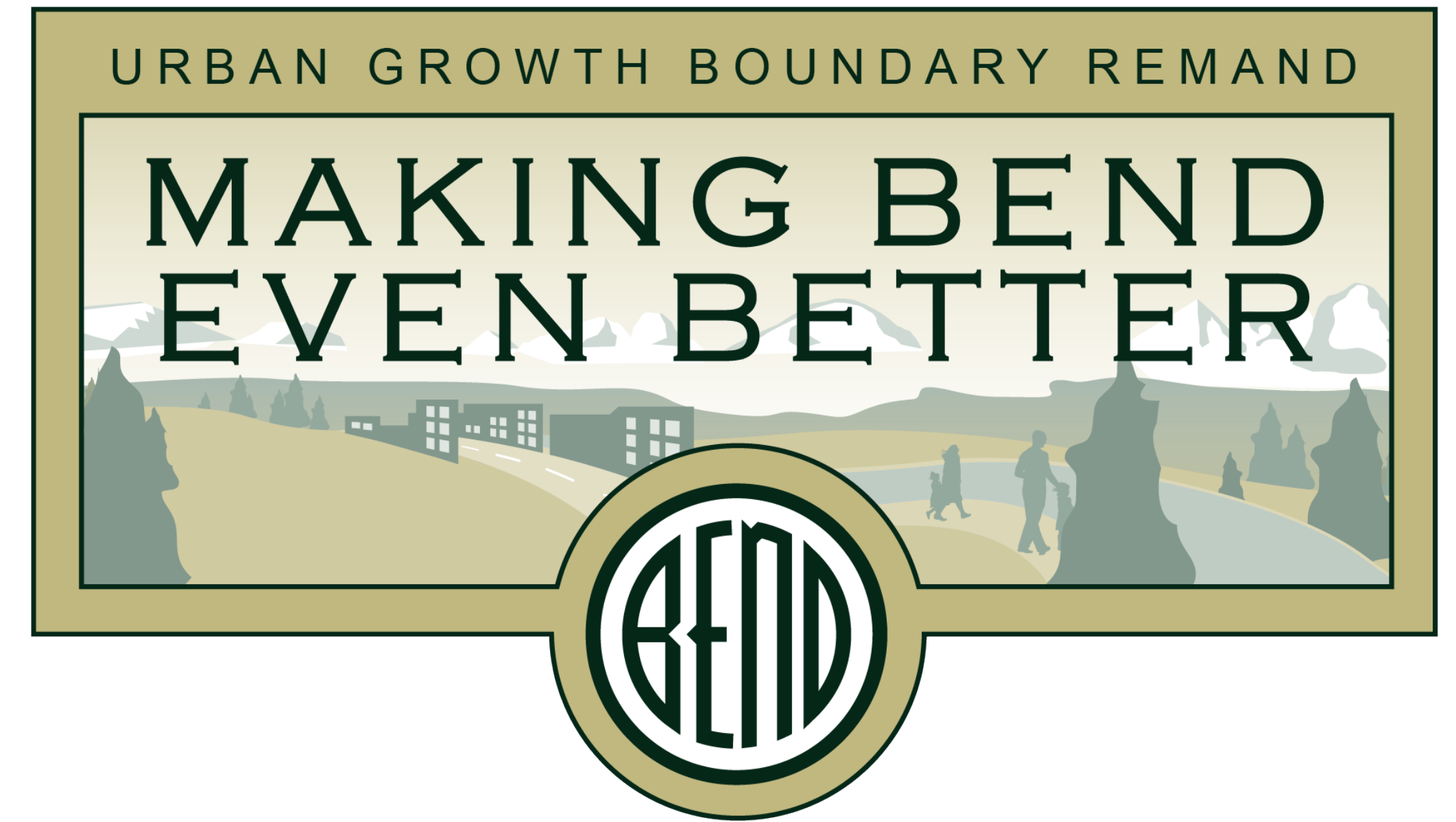
0 0.25 0.5 1 1.5 2 Miles

- | | | |
|------------------------------------|---------------------------------|--|
| — Township Line | — CB- Central Business District | — PF- Public Facilities |
| — Section Lines | — CC- Commercial Convenience | — PO- Professional Office |
| — Railroads | — CG- Commercial General | — PO/RMRS |
| — Highway | — CL- Commercial Limited | — RH- Residential Urban High Density |
| — Special Planned Districts | — IG- Industrial General | — RL- Residential Urban Low Density |
| — Upland Areas of Special Interest | — IL- Industrial Light | — RM- Residential Urban Medium Density |
| — River Areas of Special Interest | — IP- Industrial Park | — RS- Residential Urban Standard Density |
| — City Limits | — ME- Mixed Employment | — SM- Surface Mining |
| — Urban Reserve Boundary | — MR- Mixed Riverfront | — UAR- Urban Area Reserve |
| — Urban Growth Boundary | | |
| — Future Park | | |
| — Commercial Convenience | | |

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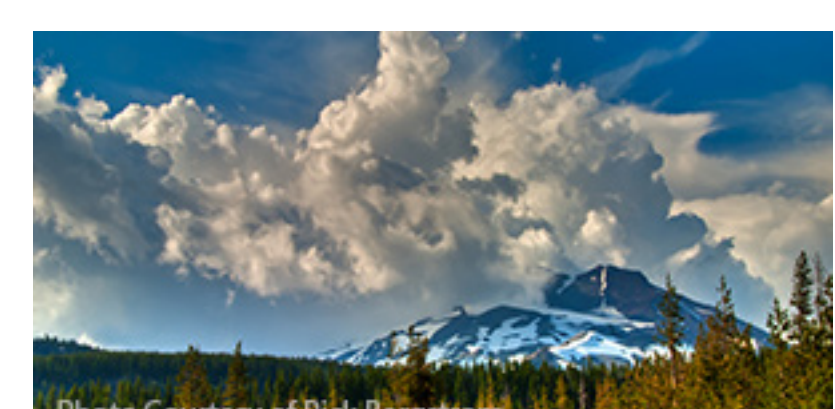
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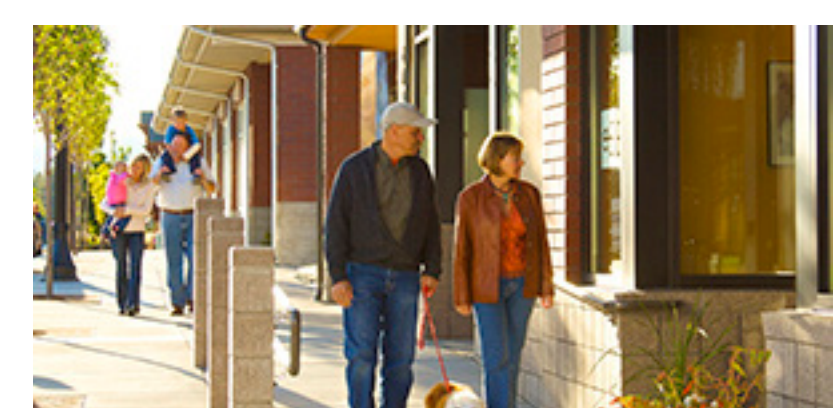
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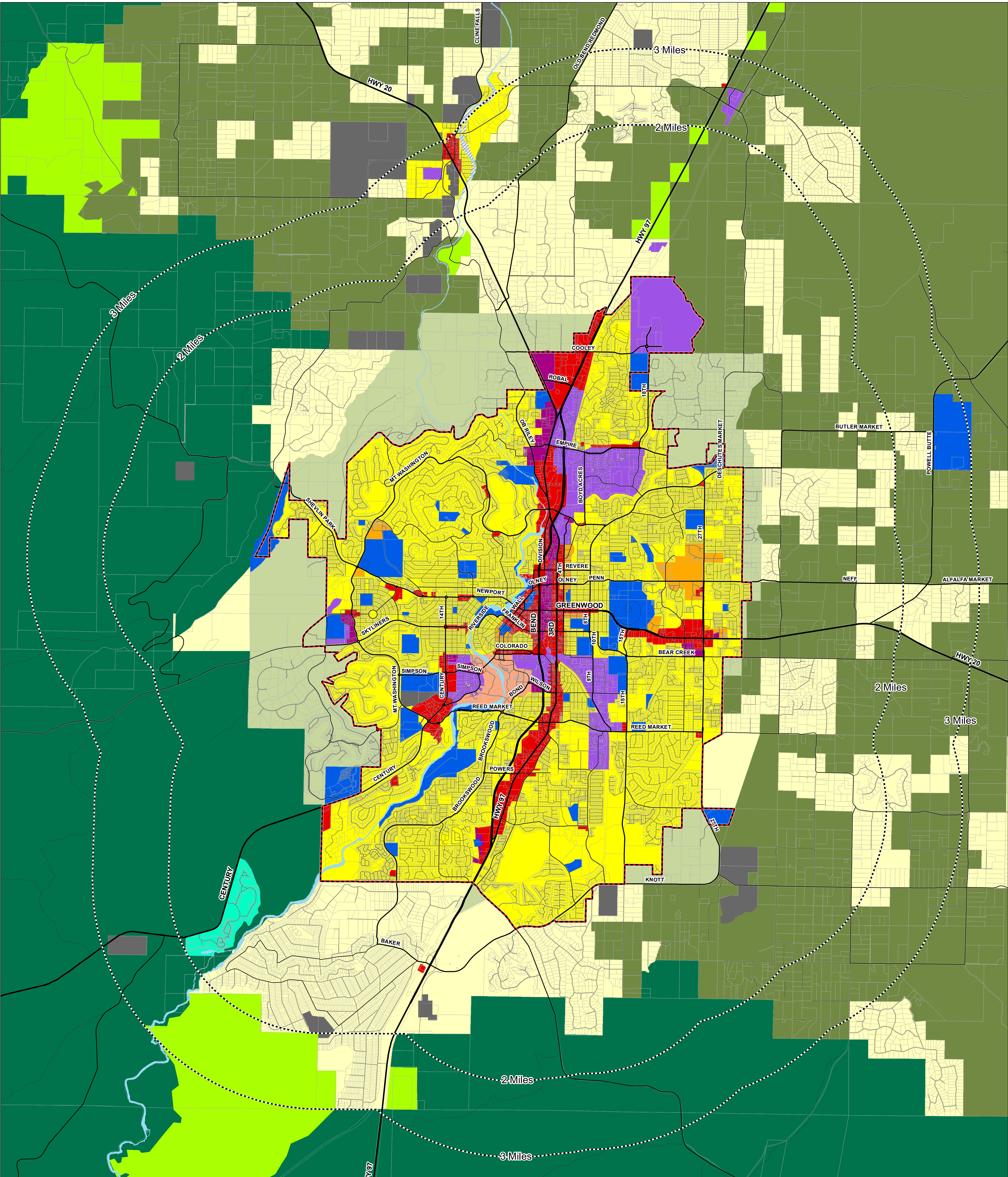
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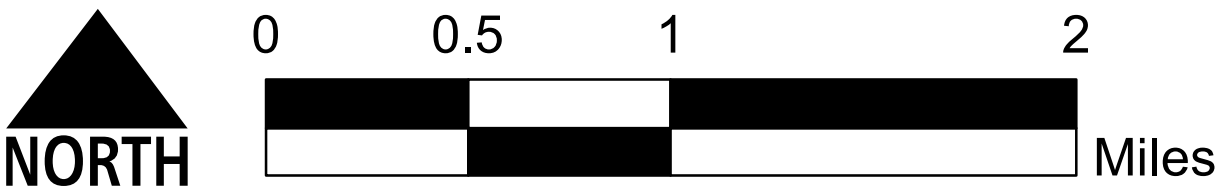
UGB Study Area: Comprehensive Plan Designations



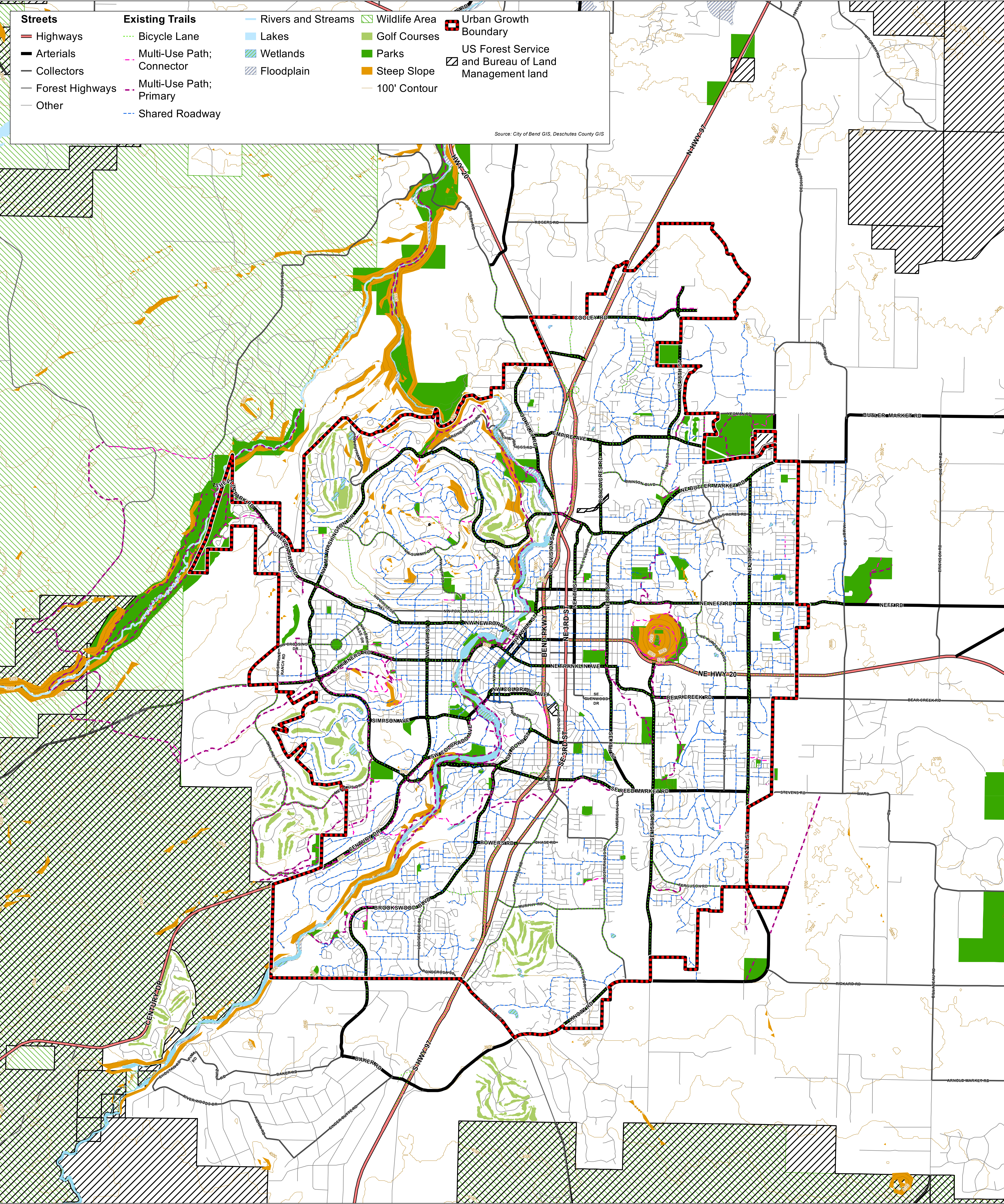
- Plan Designation (Generalized)**
- Agriculture
 - Forest
 - Public
 - Commercial
 - Industrial
 - Mixed Employment
 - Residential
 - High Density Residential
 - Mixed Use
 - Open Space & Parks
 - Flood Plain or Riparian Area
 - Resort
 - Rural Residential Exception Area
 - Surface Mining
 - Urban Area Reserve

- Streets**
- Highways
 - Arterials
 - Collectors
 - Forest Highways
 - Other
- Urban Growth Boundary**
- Rivers
 - Taxlot
 - USFS and BLM land
 - UGB Buffers (2 and 3 mi)

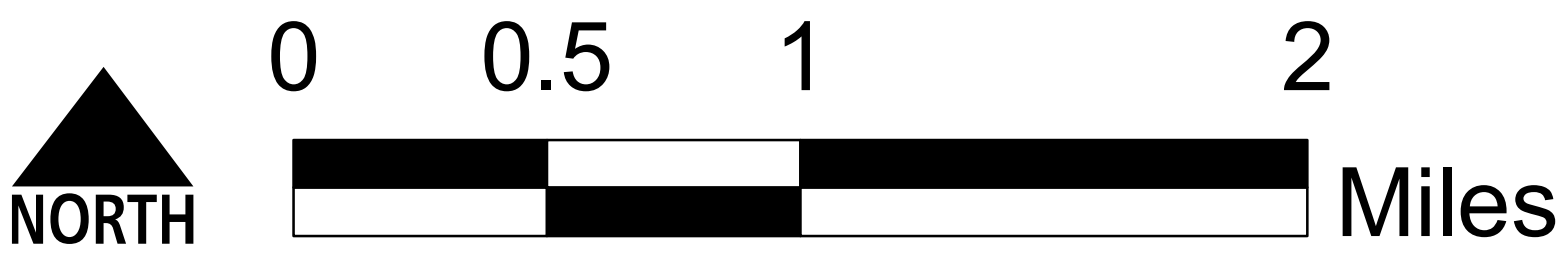
Prepared 8/12/2014



UGB Study Area: Transportation & Natural Resources



Prepared 8/12/2014



UGB Study Area by Priority Class*

Priority Category

- Limited Residential; Exception Land (Priority 2)
- Resource Land (Priority 4)

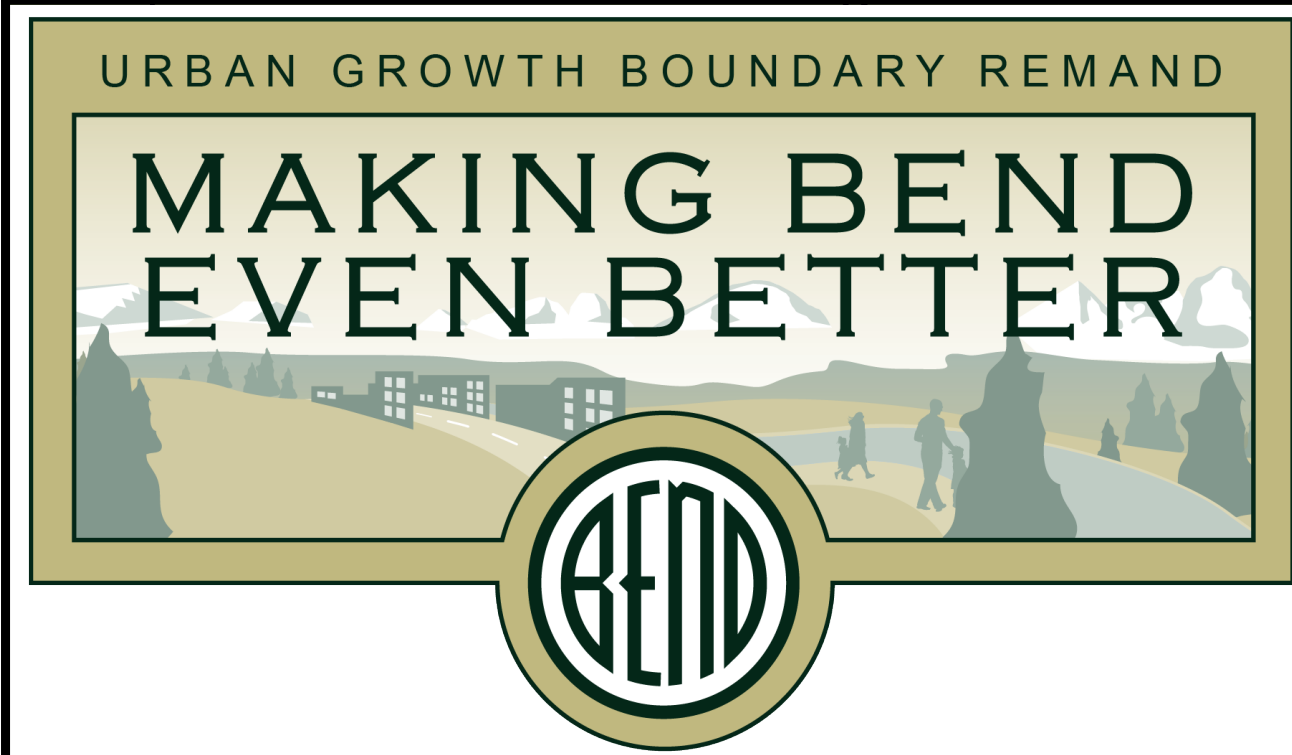
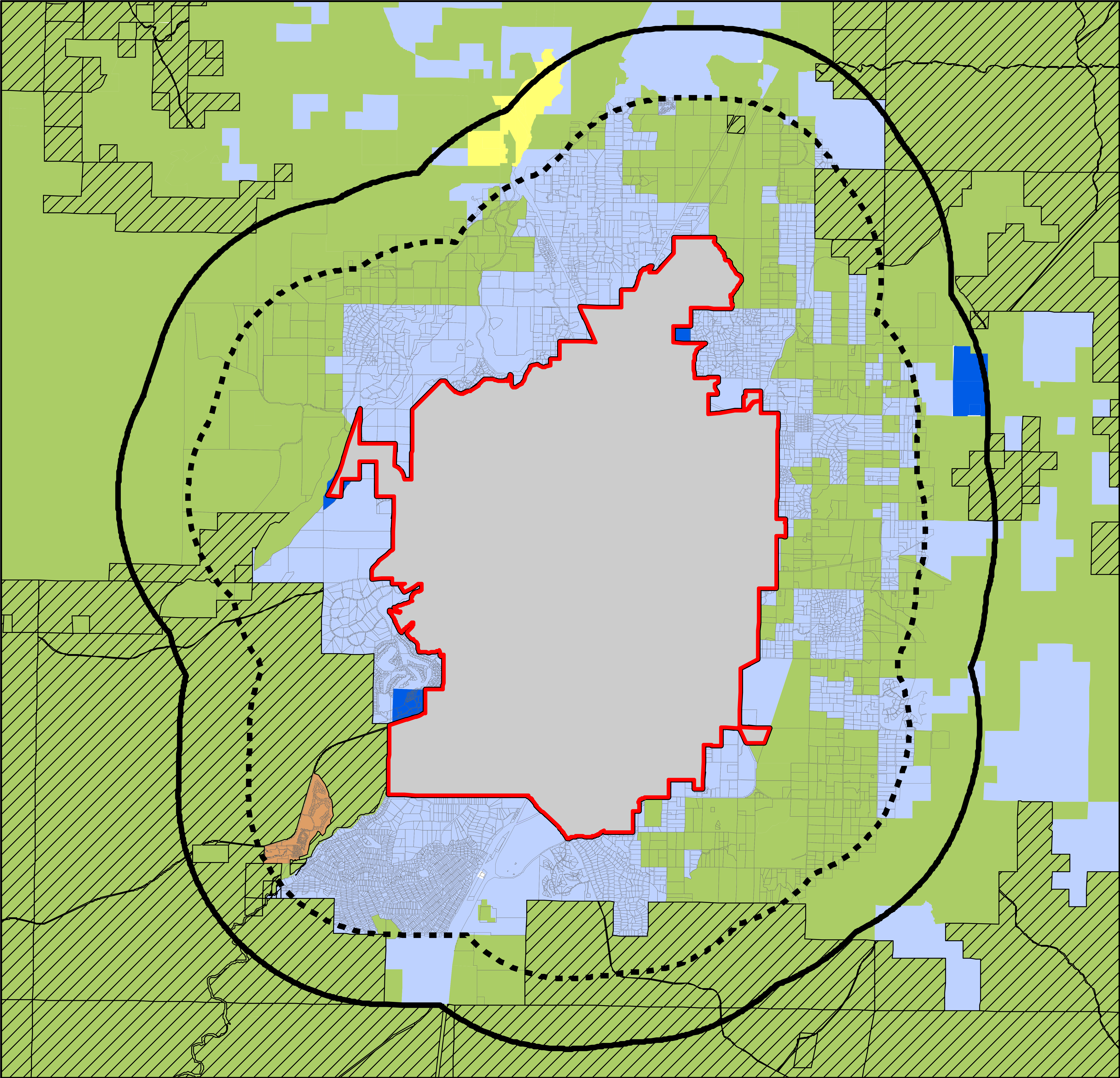
Other Plan Designations

- Public Facilities
- Resort
- Rural Community

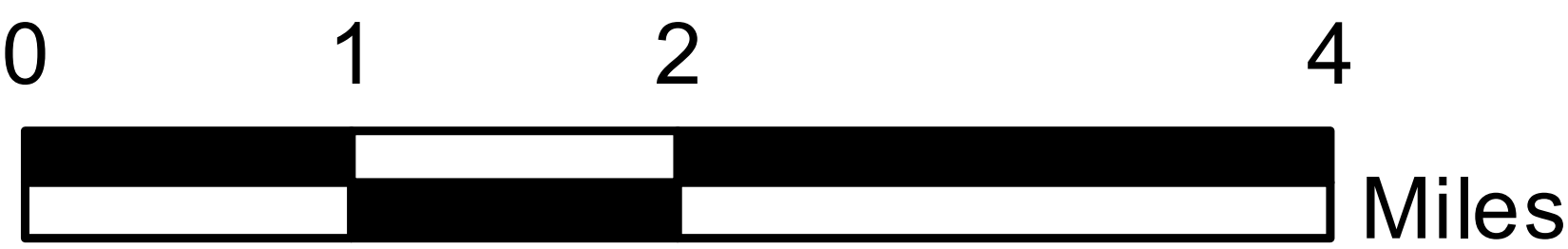
- Urban Growth Boundary
- USFS and BLM land

- 2 Miles from UGB
- 3 Miles from UGB

* Priority of Land to be added to a UGB is defined in Oregon Revised Statutes (ORS) § 197.298



Prepared 8/12/2014





Community Meetings Project Overview

***Bend UGB Remand Project
August 13-14, 2014***

What is the Urban Growth Boundary (UGB)?



- Locally and state approved line drawn on a map
- Identifies where urban growth may occur
- Estimated 20-year supply of land for employment, housing, and other urban uses
- Adopted in the Bend Area General Plan

What is a Remand?



- Detailed description by LCDC of what Bend must do to obtain final approval of the City's UGB expansion
- Bend proposed a UGB expansion to the state in 2008
- Remand order in 2010 affirmed parts of the UGB proposal and directed further work on other parts

Key Questions this Project will Answer



- What are our goals for future growth?
- How much land is needed for jobs, homes, parks and other uses?
- How can we best use the land within the current UGB?
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- What plan best meets Bend's goals and fulfills legal requirements?

Overall Process & Schedule Goals



- Complete local adoption by April 2016
- Use a collaborative decision making process involving local experts and interested parties in a facilitated and expertly assisted process
- Apply best planning and engineering practices involving scenario development and analysis
- Engage, inform, and receive input from the public with techniques best suited for the project

Committees



- UGB Steering Committee

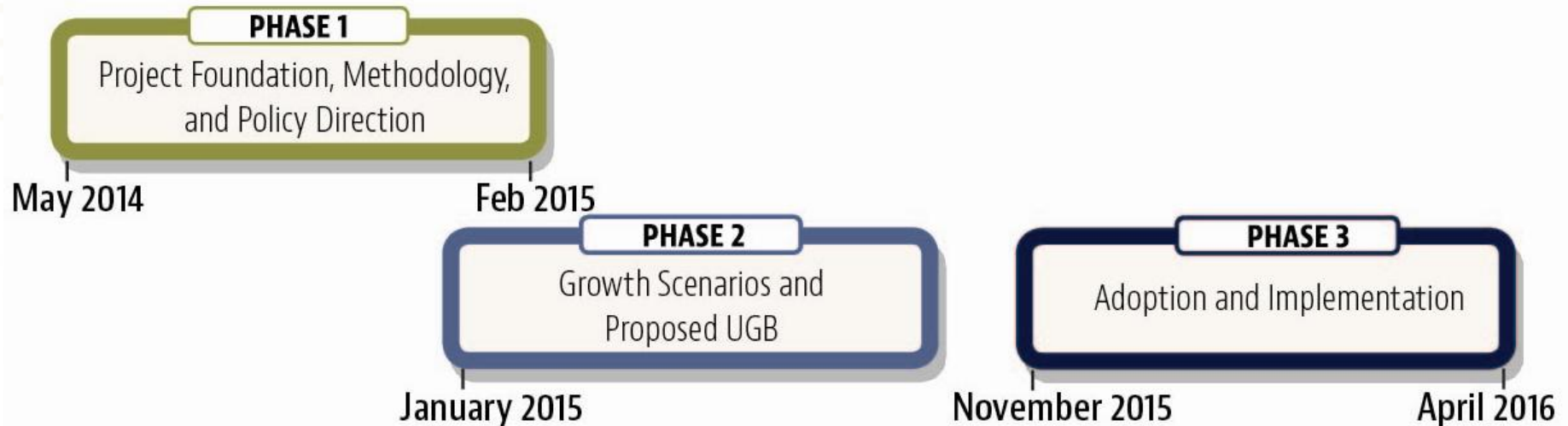
- Tammy Baney, Deschutes County Commissioner
- Jodie Barram, Mayor Pro Tem
- Mark Capell, Bend City Councilor
- Victor Chudowsky, Bend City Councilor, Steering Committee Chair
- Jim Clinton, Mayor
- Doug Knight, Bend City Councilor
- Scott Ramsay, Bend City Councilor
- Sally Russell, Bend City Councilor
- Bill Wagner, Bend Planning Commissioner, Steering Committee Vice-Chair
- Rex Wolf, Bend Planning Commissioner

- Technical Advisory Committees

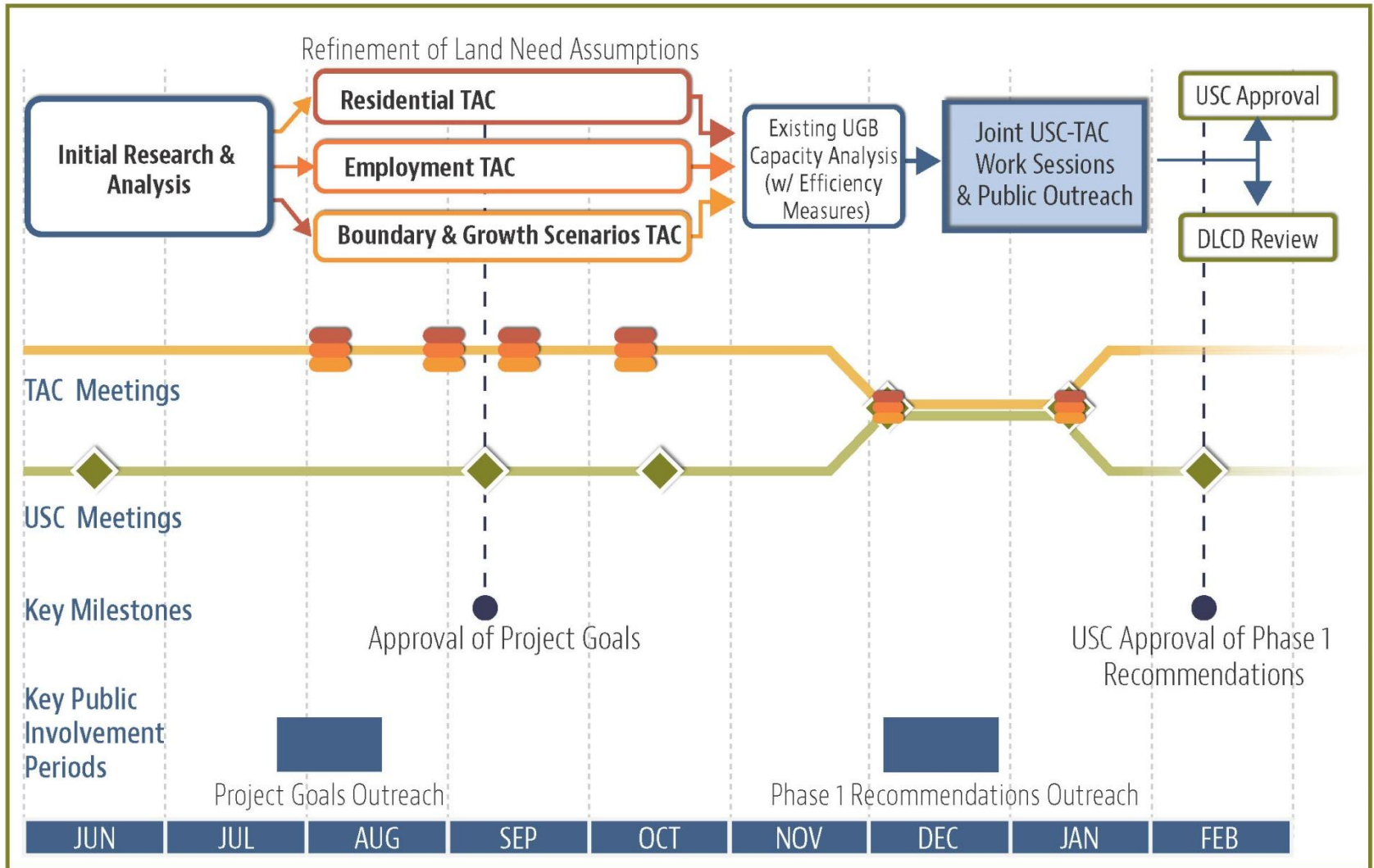
- Residential
- Employment
- Boundary and Growth Scenarios



Three Phase Work Plan



Phase 1 Work Plan



TAC = Technical Advisory Committee
 USC = UGB Steering Committee

Ways to Participate



- On-line: www.bendoregon.gov/bendugb
 - MetroQuest available through late August, 2014: bendugb.metroquest.com
- Attend an open house
- Attend Technical Advisory Committee meetings (open to the public) or info sessions
- Attend UGB Steering Committee meetings (open to the public)
- Attend presentations to community groups
- Sign up for project updates
- Email city staff

URBAN GROWTH
BOUNDARY REMAND

The image is a composite of two screenshots from a digital community planning application. The top screenshot, titled "2 Community and Project Goals", features a dark brown background. On the left, a vertical sidebar contains the word "GOALS" in white capital letters. The main area displays a list of eight goals in white rounded rectangular buttons: "A quality natural environment", "Housing options", "Connections to recreation and nature", "Balanced transportation system", "Strong diverse economy", "Cost effective infrastructure", "Great neighborhoods" (which is highlighted in yellow), and "Strong active downtown". Above the list, a text prompt says "Drag your top 5 goals above this line." with a dotted line below it. To the right of the list is a small "intro" button with a play icon. Further right, the text "Great neighborhoods" is displayed above a photograph of a street scene with people walking. Below the photo, there is a partially visible text block starting with "Bend h... that are... and in... Small... shops... comm...". At the bottom of the top screenshot is a button with a speech bubble icon and the text "Suggest Another Goal". The bottom screenshot, titled "4 Places and Opportunities", has a light blue background. On the left, a vertical sidebar contains the word "MAP" in white capital letters. The main area features a text prompt: "Drag markers on the map to tell us what you want to see in the next 15 years. Zoom in and out with the mouse." Below this are two buttons: "Land Use Suggestions" and "Transportation Suggestions" (which is highlighted in yellow). Below the buttons is a text box that reads: "2. To create a **Balanced Transportation System**, tell us where to improve:". To the right of the text box is a small icon of a car on a road. Below the text box is a map showing a green area labeled "Shevin Park" and a yellow line representing a transportation route. The map includes labels for "Johnson Rd" and "Woodwin Way Rd". At the bottom of the bottom screenshot is a button with a speech bubble icon.

01686

Brian Rankin

From: Dorothy Sayward Wylie <dsw1029@hotmail.com>
Sent: Sunday, August 17, 2014 12:55 PM
To: Brian Rankin
Subject: UGB Meeting/Feedback

*To: Brian Rankin: Senior Planner
From: Dorothy Wylie
20760 St George Ct Bend*

I met you the other night at the Parks and Rec building, and told you that I had a letter already in my "draft" box. We chatted and I appreciated you listening and writing the gist of what I said on the board. The presentation was very good, and I got a good sense of the process. (It actually brought back memories as my former husband was an Urban Planner and he often had "flow charts" up on his office wall.)

So, I am not sending you the letter I had written, as I said most of it to you and there is no need to go into all that detail.

However, since the meeting, I've been thinking about the 3 TAC committees you described. I also read about them in an article in the Bulletin, published Friday. The article seemed to make a big point about the number of developers and land owners on the committees, as well as others that stand to benefit from the decisions made in every area. That same concern was also raised at the meeting the other night. The article did say the committees were diverse and balanced, but it didn't really describe what that might mean.

I certainly do hope that the other members of these committees represent people who may not be "experts" but simply want the town to be liveable, with attention paid to healthy environments which must include green areas, natural or man-made, and not just sprawl.

I hope that there are people there who understand that the aesthetics of design in structures, land use and landscaping are extremely important!

I especially hope that there is representation from the East Side of Bend! There is increasing talk about how the eastside is where the cheap stuff is going, and that the city is not as interested in beautification issues there. I know that all may not be true, but if you drive on Reed Market or 27, you will see why people get that idea. With talk of Jan Ward developing south on 15th and the Brosterhaus development, it seems critical that some attention be paid NOW to the design issues, infrastructure, etc. Enough of the "ticky tacky" little boxes....!

So, thanks for reading this. I know none of it is new to you, but, as you said, it's important people express their thoughts. It will be such a shame if Bend becomes just like any other city that grew too fast, without attention paid to all these issues. Thanks for all you are doing. It's not an easy job...I know.

*Warm Regards,
Dorothy Wylie (Dottie)*

P.S. If you have any influence or knowledge about what's happening on the section of Reed Market already completed where the landscaping mostly died and weeds are taking over, please let me know. I know the contractor is responsible for replacing the plants and for maintenance and irrigation for 3 years, but I see no signs of any work except occasional watering.



Meeting Agenda

Residential Technical Advisory Committee – Meeting 2

Monday, August 25, 2014 10 AM – 12:30 PM

City Council Chambers, Bend City Hall

Meeting Purpose and What is Needed from the TAC

The purposes of this meeting are to:

- Discuss and recommend a housing mix to be utilized for next steps in Phase 1 of the project. This is an action item.
- Introduce the topic of efficiency measures (EMs) and obtain TAC input into an initial broad list of potential EMs.

The housing mix discussion builds on the TAC's review of demographic and housing trends in Meeting 1. The team would like the TAC to focus on not just the percentages of housing mix, but on the rationale and trends underlying those numbers. The attached memorandum provides the rationale for different options. The efficiency measure discussion is the start of a three-part exploration of this topic. Feedback on which measures ought to be considered further will guide subsequent work on performance analysis.

The specific discussion questions, i.e. the feedback we would like from the TAC, are listed as the bulleted discussion questions under each agenda item. They are a starting point for the agenda.

- | | |
|---|---|
| <p>1. Welcome, Introductions, Follow-ups</p> <ul style="list-style-type: none"> a. Welcome and convene b. Self-introductions c. Agenda overview d. Brief follow-ups from last meeting: vacation rentals, mixed use housing | <p>10:00 AM</p> <p>Tom Kemper
All
Joe Dills
Brian Rankin</p> |
| <p>2. Housing Mix</p> <p><i>Information and action</i></p> <ul style="list-style-type: none"> a. Building on past work b. Context – Very brief recap of Goal 10 and Remand | <p>10:15 AM</p> <p>Brian Rankin
Bob Parker</p> |

For additional project information, visit the project website at <http://bend.or.us> or contact Brian Rankin, City of Bend, at brankin@bendoregon.gov or 541-388-5584



Accessible Meeting/Alternate Format Notification

This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the City Recorder no later than 24 hours in advance of the meeting at rchristie@ci.bend.or.us, or fax 385-6676. Providing at least 2 days notice prior to the event will help ensure availability.

requirements. *Note: this will be a very brief recap, please see Need Housing Mix memo in this packet (and previous packet) for more detail.*

- c. Key trends – presentation of the basis for determining Bend's needed housing mix Bob
 - What questions/comments does the TAC have on the context and how this information will be used?
- d. Housing mix options – presentation of options and rationale Bob
 - TAC discuss and questions regarding the options
 - **Action** – Which option, or variation, does the TAC support?

3. Efficiency Measures

11:15 AM

Information and direction

- a. Introduction – Statutory and Remand requirements, EM examples, and EMs in use in Bend today Mary Dorman
 - What questions/comments does the TAC have on this information?
- b. Guidance for further work – The TAC will go through the list and address the following questions which will guide work brought to the next meeting.
 - For EMs listed which are in place in Bend today, are there revisions that should be considered to make them more effective and useful?
 - For EMs listed that are not in place in Bend today, which ones should be considered?
 - Are there ideas for additional EMs?

4. Project News

12:15 PM

- a. Announcements and updates Brian and Joe
- b. News from the other TACs Dills

5. Adjourn

12:30 PM

City of Bend
Residential Lands Technical Advisory Committee
Meeting Notes
Date: August 4, 2014

The Residential Lands TAC held its regular meeting at 10:00 am on Monday, August 4, 2014 in the City Hall Council Chambers. The meeting was called to order at 10:05 am by Brian Rankin.

Roll Call

- | | | |
|--|---|---|
| <input type="checkbox"/> Kristina Barragan | <input type="checkbox"/> Stacy Stemach | <input type="checkbox"/> Allen Johnson |
| <input type="checkbox"/> David Ford | <input type="checkbox"/> Gordon Howard | <input type="checkbox"/> Thomas Kemper |
| <input type="checkbox"/> Kurt Petrich | <input type="checkbox"/> Michael O'Neil | <input type="checkbox"/> Katrina Langenderfer |
| <input type="checkbox"/> Bill Robie | <input type="checkbox"/> Mike Tiller | <input type="checkbox"/> Lynne McConnell |
| <input type="checkbox"/> Don Senecal | <input type="checkbox"/> Laura Fritz | |
| <input type="checkbox"/> Sidney Snyder | | |
| <input type="checkbox"/> Kirk Schueler | | |

Discussion

Matt Hastie will facilitate this group at future meetings

Joe Dills facilitated discussion of appointing chair and vice chair for the Residential TAC

Al Johnson volunteered to serve as Vice Chair

Brian pointed out that the TAC Chair and Vice Chair would have an additional meeting per month for prep work for next TAC meeting – about two additional hours

Tom Kemper volunteered to serve as Chair

By consensus, the Residential TAC appointed the leadership to this TAC: Tom Kemper, Chair, Al Johnson, Vice Chair, Stacy Stemach and Sid Snyder as remainder of TAC leadership

Action Items/Next Steps

Action	Assigned To
Provides slides to TAC Acronyms list	City of Bend
Vacation rentals National, regional trends data	City of Bend and APG
Trends, demographics, numbers (#'s) on housing mix projection	APG, Consultant team
Changes to housing library, potential code work changes	Fregonese and Associates and consultant team

Meeting adjourned at 12:35pm by Joe Dills.

Memorandum



August 19, 2014

To: Residential Lands Technical Advisory Committee
Cc: Bend Staff
From: APG Consulting Team
Re: Needed Housing Mix in Bend for the 2008-2028 period

This memorandum summarizes the factors that will affect the determination of needed housing mix in Bend for the 2008 to 2028 period. It describes the implications of these factors and presents options for the needed housing mix for Bend. The questions addressed in this memorandum are:

- How will demographic trends, housing affordability issues, and housing market trends affect Bend's housing mix over the 2008-2028 planning period?
- What is Bend's needed housing mix for the 2008-2028 planning period?

The purpose of this analysis is to make a determination of Bend's needed housing mix for new housing. These questions will be discussed at the second Residential Lands Technical Advisory Committee (TAC) meeting.

In the 2005 housing needs analysis, Bend proposed that 65% of new housing would be single-family detached housing types and 35% would be multifamily housing types (including single-family attached housing). The remand requires Bend to make stronger linkages between forecast growth, the demographic characteristics of current and new residents, the capacity of those residents/households to pay for housing at specific price and rent levels, and housing types that will meet that need. The remand also required Bend to forecast need based on three housing types, adding single-family attached to the mix.

The memorandum is organized into the following sections:

- **Requirements that guide the determination of needed housing mix** presents the requirements of Goal 10 for determining needed housing mix.
- **Trends affecting Bend's needed housing mix** summarizes trends about Bend's housing market, housing affordability, and demographic trends that will affect the mix of housing needed in Bend over the 2008 to 2028 period.
- **Determination of needed housing mix** synthesizes the information presented in the memorandum and presents two variations on needed housing mix in Bend.
- **Appendix A: Additional Data** presents key data tables.

REQUIREMENTS THAT GUIDE DETERMINING THE NEEDED HOUSING MIX

The language of Goal 10 and ORS 197.296 refers to housing *need*: it requires communities to provide needed housing types for households at all income levels.¹ Goal 10's broad definition of need covers all households—from those with no home to those with second homes. In the context of Goal 10 and the Goal 10 Administrative Rule (OAR 660-008), housing need is addressed through the local “Housing Needs Projection.” OAR 660-008(4) defines the Housing Needs Projection as follows:

- (4) “Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types and densities that will be:
 - (a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;
 - (b) Consistent with any adopted regional housing standards, state statutes and Land Conservation and Development Commission administrative rules; and
 - (c) Consistent with Goal 14 requirements.

Thus, the determination of housing need must be based on analysis of a range of data. The housing needs analysis report will present the data in detail. Appendix A summarizes key data discussed in this memorandum. State policy does not make a clear distinction between need and demand. Following is our definition, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities to plan for housing that meets the needs of households at all income levels. Goal 10, though it addresses housing, emphasizes the impacts on the households that need that housing. Since everyone needs shelter, Goal 10 requires that a jurisdiction address, at some level, how every household will be affected by the housing market over a 20-year period. Households that cannot find and afford housing have need: they are either unhoused, in housing of substandard condition, overcrowded, or paying more than their income and federal standards say they can afford.
- *Housing market demand* is what households demonstrate they are willing to purchase in the market place. Growth in population means growth in the number of households and implies an increase in demand for housing units. That demand is met, to the extent it is, primarily by the construction of new housing units by the private sector based on its judgments about the types of housing that will be absorbed by the market.

The direction provided by the Statutes and Administrative Rules imply that the Housing Needs Projection is largely a technical exercise that involves evaluating the relationship between income, demographic characteristics, housing choice, and housing cost. The statute does not provide much direction on how to make the determination. The determination, in our view, is not solely a technical exercise—it also includes a policy component that considers what communities want. The

difference between what communities want and what the data suggest often creates tension in making the local determination of needed housing.

The Remand directs the City to describe Bend's future housing need through consideration of both historical development trends and future trends that will affect Bend's housing needs. The forecast of future housing needs must consider the needs of future residents. This memorandum addresses the requirements of Goal 10, related Statutes and Administrative Rules, and the direction in the Remand.

TRENDS AFFECTING BEND'S NEEDED HOUSING MIX

The Bend Housing Needs Analysis concludes that Bend will grow to 115,063 people,² resulting in the need for 16,681 dwelling units over the 2008 to 2028 period. The Remand concluded that the forecast of new housing units over the 2008-2028 period complied with applicable laws. We use the forecast for 16,681 new dwelling units as the basis for new housing need throughout this memorandum.

Cities are required to determine the average density and mix of needed housing over the 20-year planning period. The determination of needed density and mix is required to consider factors such as: trends in housing mix, housing affordability, demographic trends, and other trends.³ This memorandum presents information necessary to understand current and historical trends in housing mix and factors that have implications for changes to housing mix. Needed density will be determined through the discussion of needed housing mix and through the discussions of land use efficiency strategies with the assistance of the Envision Tomorrow model.

This section summarizes data from a variety of sources, including the memorandum about demographics presented at the first TAC meeting.⁴ Unless otherwise noted, data in this section is from the U.S. Census Bureau (American Community Survey or ACS) for 2012. Appendix A presents key data tables and charts that illustrate the information below.

Goal 10 requires cities to assess need for three specific housing types, which we refer to throughout this document:⁵

- **Single-family detached** housing includes single-family dwellings on any lot size and in any location, manufactured or mobile homes, and other detached housing types such as cottages or accessory dwelling units.
- **Single-family attached** housing is generally to one or more dwellings that are attached on one or more walls but on a separate lot, such as townhouses or rowhouses.
- **Multifamily** housing is attached housing including other attached dwellings in any location, both for renters and homeowners. Examples of multifamily housing include duplexes, condominiums, small apartment buildings, or large apartment buildings.

Historical trends in housing mix

The majority of Bend's existing housing stock is single-family detached housing.

- While the mix of housing types in Bend has varied over time, single-family detached housing has historically accounted for the majority of housing in Bend. In 2012, about 77%

of Bend's housing was single-family detached, 5% was single-family attached, and 18% was multifamily.⁶ (See Table 6 in Appendix A)

- The majority of newly permitted housing over the 1999 to 2013 period was for single-family housing types.
 - Between 1999 and 2013, 76% of new dwelling units permitted were for single-family detached housing, 3% were for single-family attached, and 21% were for multifamily dwellings.⁷ (Table 7).
 - Average densities in residential zones, except for the RL zone, increased by 8% to 22% during the 1998 and 2008 period.⁸ This trend shows a decrease in average lot size in Bend.
- Bend's existing mix of housing is a result of a range of historical factors:
 - The City grew rapidly from a small city in 1990 to a city of more than 70,000 people by 2007. The largest source of pressure for housing over this period was the Baby Boomers (especially younger Baby Boomers), who needed housing to accommodate children.
 - The predominant type of housing built in many of Oregon's communities during the 1990's and early 2000's was single-family housing. In particular, single-family housing types dominated residential development during the high growth "boom" period from 2004 to 2007.
 - Between 1990 and 2007, about 85% of Deschutes County's population growth was from in-migration from other parts of Oregon or from outside of Oregon. Interviews with real estate professionals suggest Bend attracts in-migrants who have sufficient capital and income to afford higher-cost housing in Bend.
 - Bend annexed more than 25,000 people between 2000 and 2007, accounting for about half of Bend's growth since 1990. The majority of areas annexed were developed with relatively low-density single-family housing.

Housing affordability

Bend has a deficit of affordable housing, both for renters and homeowners. Some indicators that illustrate Bend's need for affordable housing include:

- Thirty-six percent of Bend's households were cost burdened in 2007.⁹ The rate was higher for renters (38%) than for homeowners (34%). By 2012, the proportion of renter households that were cost burdened increased to 51% and remained the same for homeowners. Bend's rate of cost burden and the increase in cost burden for renters is consistent with cost burden in Deschutes County and Oregon.¹⁰
- The average value of an owner-occupied home in Bend in 2000 cost 3.5 times the median family income. In 2007, at the height of the housing market, the average value of an owner-occupied home was seven times the median family income. By 2012, the average value of an owner-occupied home in Bend was 4.7 times the median family income.¹¹
- Bend does not have enough housing that is affordable to households with incomes below \$25,000. Table 1 shows a rough estimate of housing affordability in Bend in 2012. The analysis in Table 1 is based on Census data about Bend's existing distribution of households by income, rental housing based on affordable monthly rental costs for Bend's households, and owner-occupied housing based on affordable purchase prices for Bend's households.

Table 1 shows that Bend has a deficit of more than 5,000 dwelling units affordable to households earning less than \$25,000. Households in this income range who cannot find affordable housing generally live in housing that costs more than they can afford, resulting in cost-burdened households. Some of these households may live in housing that is affordable to households earning \$25,000 to \$50,000.

Table 1 also shows that a household earning median family income (\$66,400) could afford a home valued up to about \$200,000 in 2012. About 40% of Bend's owner-occupied dwellings were affordable to a household earning up to median family income.¹²

Table 1. Rough estimate of housing affordability, Bend, 2012

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	HUD Fair Market Rent (FMR) in 2012
Less than \$10,000	2,387	7%	\$0 to \$250	\$0 to \$30,000	623	223	(1,541)	
\$10,000 to \$14,999	1,587	5%	\$250 to \$375	\$30,000 to \$45,000	176	208	(1,204)	
\$15,000 to \$24,999	3,811	12%	\$375 to \$625	\$45,000 to \$75,000	135	1,029	(2,647)	Studio: \$596
\$25,000 to \$34,999	3,933	12%	\$625 to \$875	\$75,000 to \$105,000	521	4,420	1,008	1 bdrm: \$693
\$35,000 to \$49,999	4,716	14%	\$875 to \$1,250	\$105,000 to \$150,000	2,642	4,562	2,488	2 bdrm: \$826
\$50,000 to \$74,999	6,318	19%	\$1,250 to \$1,875	\$150,000 to \$225,000	4,813	1,754	249	3 bdrm: \$1,203
Deschutes County 2012 MFI: \$66,400			\$1,660	\$199,200				4 bdrm: \$1,241
\$75,000 to \$99,999	4,196	13%	\$1,875 to \$2,450	\$225,000 to \$300,000	3,342	902	48	
\$100,000 to \$149,999	3,525	11%	\$2,450 to \$3,750	\$300,000 to \$450,000	4,173	158	806	
\$150,000 or more	2,160	7%	More than \$3,750	More than \$450,000	2,734	53	627	
Total	32,633	100%			19,159	13,307		

Source: U.S. Census 2010-2012 American Community Survey

Note: Table 1 is based on information about income and housing costs, in the context of HUD's standards for housing affordability. For example, Bend has 2,387 households with income of less than \$10,000. Affordable rental costs for these households is up to \$250 per month and affordable ownership costs are a dwelling up to \$30,000. Bend has about 623 renter units with rent up to \$250 per month and 223 owner-occupied units that cost \$30,000 or less. Bend has a

deficit of 1,541 dwelling units affordable to these households (2,387 households minus 623 rental dwellings and minus 223 owner-occupied units).

- Table 2 shows the same estimate of affordability for Bend in 2007, at the height of the housing market. In 2007, Bend had a deficit of about 2,500 dwelling units affordable to households earning between \$10,000 and \$25,000. In addition, Bend had a deficit of nearly 4,000 dwellings affordable to households with an income of \$50,000 to \$100,000. The deficit of housing affordable to these households shows that, at the height of the housing market, moderate income were not able to find affordable housing especially for owner-occupied dwellings.

The differences between Table 1 and Table 2 show the impact of the recession, with an increase in the percentage of lower-income households, and a decrease in housing costs for owner-occupied units.¹³

Table 2. Rough estimate of housing affordability, Bend, 2007

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	HUD Fair Market Rent (FMR) in 2007
Less than \$10,000	477	2%	\$0 to \$250	\$0 to \$30,000	361	203	86	
\$10,000 to \$14,999	863	3%	\$250 to \$375	\$30,000 to \$45,000	220	280	(364)	
\$15,000 to \$24,999	4,030	13%	\$375 to \$625	\$45,000 to \$75,000	239	1,617	(2,174)	Studio: \$505
\$25,000 to \$34,999	3,064	10%	\$625 to \$875	\$75,000 to \$105,000	358	4,433	1,727	1 bdrm: \$587
\$35,000 to \$49,999	4,383	14%	\$875 to \$1,250	\$105,000 to \$150,000	517	3,973	107	2 bdrm: \$700
\$50,000 to \$74,999	7,222	24%	\$1,250 to \$1,875	\$150,000 to \$225,000	2,802	1,153	(3,267)	3 bdrm: \$1,020
Deschutes County 2007 MFI: \$58,700			\$1,468	\$176,100				4 bdrm: \$1,051
\$75,000 to \$99,999	4,208	14%	\$1,875 to \$2,450	\$225,000 to \$300,000	3,025	627	(556)	
\$100,000 to \$149,999	3,919	13%	\$2,450 to \$3,750	\$300,000 to \$450,000	5,560	201	1,842	
\$150,000 or more	2,451	8%	More than \$3,750	More than \$450,000	4,982	67	2,598	
Total	30,617	100%			18,064	12,553		

Source: U.S. Census 2005-2007 American Community Survey

- Interviews with real estate stakeholders in Bend indicate that housing costs in the city have increased in 2014, with housing prices increasing as a result of increases in demand for housing.

The implication of this information is that Bend lacks sufficient affordable housing:

- The deficit of housing affordable to households with incomes lower than \$25,000 indicates that Bend needs more affordable lower cost housing such as: small apartments, duplexes, small townhomes, accessory dwelling units, manufactured housing, and government subsidized housing.
- The rate of cost burden among homeowners and the fact that about 60% of Bend's housing is not affordable to a household earning median family income suggests that Bend has need for housing for moderate incomes such as: small single-family dwellings, cottages, townhomes, apartments, and small condominiums.

Demographic trends

The memorandum about demographics presented at the first Residential TAC meeting summarized expected demographic changes that will affect Bend's needed housing mix. Those trends and their implications for Bend's mix of needed housing are summarized below.

- **Baby Boomers¹⁴** are the fastest growing segment of Deschutes County's population. People over 65 years old are projected to grow from 13% of the County's population in 2000 to 24% in 2030. The County will have 40,000 more people over 65 years old in 2030 than in 2000, an increase of 268%.¹⁵ This will result in 5,000 to 6,000 more households in Bend with a head of household who is over 65 years old.

In 2012, about 40% of householders¹⁶ over 65 years old in Bend had incomes of \$25,000 or below. While people over 65 years old may have financial reserves (beyond income) or may own their home outright, the large share of households with incomes below \$25,000 suggest that many older households will need access housing costing about \$600 per month or less. About 20% of householders over 65 years old had incomes between \$25,000 to \$50,000 (near or below the median family income), suggesting that this group will need access to housing costing between \$600 and \$1,200 per month.¹⁷

Implications for Housing Product Types. Baby Boomers will make a range of housing choices as they age, from continuing to remain in their homes as long as possible, to downsizing to smaller dwellings, to moving into group housing (e.g., assisted living facilities or nursing homes) as their health fails. The aging of the Baby Boomers will increase need for: small single-family dwellings, cottages, accessory dwelling units, townhomes, apartments, and condominiums. Baby Boomers who move are likely to choose housing in areas with nearby shopping and other services, such as neighborhoods with integrated services or in downtown Bend.

- **Echo Boomers¹⁸** are the second fastest growing segment of Deschutes County population. People aged 25 to 49 years old are projected grow by nearly 27,500 people between 2000 and 2030, an increase of 64%.¹⁹ This will result in between 2,200 to 2,600 more households in Bend with a head of household who is between 30 and 45 years old.

In 2012, about 17% of householders 25 to 45 years old in Bend had incomes of \$25,000 or below and could afford \$600 in housing costs per month. About 20% of householders in this age grouping had incomes between \$25,000 to \$50,000 (near or below the median family income), and could afford housing costing between \$600 and \$1,200 per month. About 25% of households in this age group had incomes of \$50,000 to \$75,000 and could afford monthly housing costs of about \$1,200 to \$1,900, which is the range when homeownership begins to be financially feasible in Bend.²⁰ As Echo Boomers age, the amount that they can afford to spend on housing may be lower than people in this age range in 2012 because of increases in debt, as discussed in the memorandum about demographic characteristics and trends affecting housing demand in Bend, which was presented at the first Residential TAC meeting.

Implications for Housing Product Types. Growth in Echo Boomers will increase need for affordable housing for renters and homeowners such as: small single-family dwellings, cottages, accessory dwelling units, duplexes, townhomes, garden apartments, and apartments. The size of dwelling units will vary depending on household size, from single-person households to households with children. Echo Boomers who move are likely to

choose housing in areas closer to services and activities, such as downtown Bend and nearby neighborhoods, as discussed in the memorandum about demographic characteristics and trends affecting housing demand in Bend, which was presented at the first Residential TAC meeting.

- **Hispanic and Latino** population grew by more than 175% in Bend between 2000 and 2012, growing from about 2,400 people to nearly 6,700 people. The U.S. Census projects that Hispanic and Latino population will grow from about 16% of the nation's population in 2010 to 22% of the population in 2030, with growth fastest in the western U.S., as discussed in the memorandum about demographic characteristics and trends affecting housing demand in Bend, which was presented at the first Residential TAC meeting. This will result in between 2,000 to 3,000 new households in Bend with a Hispanic or Latino head of household.

In 2012, nearly 30% of Hispanic and Latino households in Bend had incomes of \$25,000 or below and could afford rents of \$600 or less. About 35% of Hispanic and Latino households had incomes between \$25,000 and \$50,000, (near or below the median family income), and could afford housing costing between \$600 and \$1,200 per month. About 17% of Hispanic and Latino households had incomes of \$50,000 to \$75,000 and could afford monthly housing costs of about \$1,200 to \$1,900, which is the range when homeownership begins to be financially feasible in Bend.²¹

Implications for Housing Product Types. Hispanic and Latino households will need affordable housing that can accommodate larger households, including multi-generational households. Growth in Hispanic and Latino households will increase need for affordable housing for renters and homeowners such as: single-family dwellings (both smaller and larger sized dwellings), duplexes, larger townhomes, garden apartments, and apartments. Ownership opportunities for Hispanic and Latino households will focus on moderate-cost ownership opportunities, such as single-family dwellings on a small lot or in a more suburban location, duplexes, and townhomes.

In addition to these large-scale demographic changes affecting Bend, development of the OSU Cascades Campus will impact housing need in Bend. OSU projects that the campus will grow to 5,000 students by 2025. The University does not have firm or approved plans for dormitories to house students. Some students may live on campus in dormitories, may already live in Bend, or may commute to the campus from a nearby community. Some students, however, will move to Bend specifically to attend the University and will need student housing. Demand for off-campus student housing may significantly affect Bend's housing market, depending on how many students need off-campus housing and how soon they need it.²²

DETERMINATION OF NEEDED HOUSING MIX

Table 3 presents variations to Bend's needed housing mix based on conclusions from the housing trends, current and future need for affordable housing, and demographic trends. The information in Table 3 shows the difference between the needed housing mix presented to the Remand Task Force in the January 2014 version of the Housing Needs Analysis and two potential variations on Bend's needed housing mix. The determination of needed housing mix is a qualitative assessment based on quantitative data about the relationships described in prior sections between income, demographic characteristics, housing choice, and housing costs. Table 3 shows:

- **Revised HNA.** This is the housing mix in the January 2014 HNA, presented to the Remand Task Force. This housing mix is based on the housing mix used in the 2008 HNA, with 65% of new housing in single-family detached housing and 35% in multifamily housing. In the remand, Bend was directed to make stronger linkages between forecast growth, the demographic characteristics of current and new residents, the capacity of those residents/households to pay for housing at specific price and rent levels, and housing types that will meet that need.
- **Trend 1.** In comparison to the Revised HNA mix, Trend 1 shows that Bend will need about 830 fewer single-family detached dwellings and about 830 more single-family attached dwellings.
- **Trend 2.** In comparison to the Revised HNA mix, Trend 2 shows that Bend will need about 1,670 fewer single-family detached dwellings, about 1,330 more single-family attached dwellings, and 330 more multifamily dwellings.

Table 3. Variations in Housing Mix, Bend, 2008-2028

	Revised HNA*		Trend 1		Trend 2	
	Units	Percent of new units	Units	Percent of new units	Units	Percent of new units
Single Family Detached	10,843	65%	10,009	60%	9,175	55%
Single Family Attached	334	2%	1,168	7%	1,668	10%
Multifamily	5,505	33%	5,505	33%	5,838	35%
Total	16,681	100%	16,681	100%	16,681	100%

Source: City of Bend Housing Needs Analysis, ECONorthwest Analysis

*Note: The "Revised HNA" mix is the mix proposed in the January 2014 version of the Housing Needs Analysis that was presented to the Remand Task Force.

- Single-family detached housing would decrease from 75% of Bend's housing stock in 2007 to around 68% (Trend 2) to 70% (Trend 1).
- Single-family attached housing would increase from 3% of Bend's housing stock in 2007 to around 5% (Trend 1) to 6% (Trend 2).
- Multifamily housing would increase from 22% of Bend's housing stock in 2007 to around 25% (Trend 1) to 26% (Trend 2).

Table 4 combines the mix of Bend's housing stock in 2007 with the variations to Bend's housing mix in Table 3. For example, Bend had 25,624 single-family detached dwellings in 2007. Under

Trend 1, Bend would add 10,009 additional single-family detached dwellings, for a total of 35,633 single-family detached dwellings by 2028.

- Single-family detached housing would decrease from 75% of Bend's housing stock in 2007 to around 68% (Trend 2) to 70% (Trend 1).
- Single-family attached housing would increase from 3% of Bend's housing stock in 2007 to around 5% (Trend 1) to 6% (Trend 2).
- Multifamily housing would increase from 22% of Bend's housing stock in 2007 to around 25% (Trend 1) to 26% (Trend 2).

Table 4 shows that by 2028:

- Single-family detached housing would decrease from 75% of Bend's housing stock in 2007 to around 68% (Trend 2) to 70% (Trend 1).
- Single-family attached housing would increase from 3% of Bend's housing stock in 2007 to around 5% (Trend 1) to 6% (Trend 2).
- Multifamily housing would increase from 22% of Bend's housing stock in 2007 to around 25% (Trend 1) to 26% (Trend 2).

Table 4. Estimate of the Mix of Bend's Housing Stock, 2007, Trend 1, and Trend 2

	2007		Trend 1 (in 2028)		Trend 2 (in 2028)	
	Units	Percent of units	Units	Percent of units	Units	Percent of units
Single Family Detached	25,624	75%	35,633	70%	34,799	68%
Single Family Attached	1,151	3%	2,318	5%	2,819	6%
Multifamily	7,385	22%	12,890	25%	13,223	26%
Total	34,160	100%	50,841	100%	50,841	100%

Source: U.S. Census American Community Survey, 2007 data about Bend's housing stock combined with ECONorthwest Analysis

Rationale for variations of Bend's needed housing mix

The information about housing affordability and demographic changes in Bend (and across the nation) support the conclusions that Bend's future housing need will be different from the housing produced in the city over the last decades. The rationale for Trend 1 and Trend 2 describe potential differences in the future housing need of Bend's residents, as summarized below.

- **Trend 1 Rationale.** This trend reflects a decrease in the share of single-family detached housing, a moderate increase in single-family attached housing, and a substantial increase in multifamily housing. These changes are largely driven by need for affordable housing and changing housing preferences of people moving to Bend and existing residents.
 - Some Baby Boomers who move to Bend choose smaller housing, such as smaller single-family detached housing, cottages, townhomes, and apartments. Some continue to choose larger single-family dwellings. Baby Boomers are more likely to be homeowners, but as they age, a larger share will choose to rent or to move into senior or assisted living.

- Bend will continue to attract (and will retain) younger households and households with young families, predominantly Echo Boomers. The younger people who Bend attracts and retains will predominantly need affordable multifamily housing, such as apartments or duplexes. As they age, these households can afford small single-family detached housing (both new and existing), cottages, townhomes, and apartments. As a result of financial constraints, Echo Boomers are more likely to be renters, especially in their younger years.
- Bend's Hispanic and Latino population will continue to grow, consistent with national and state forecasts. More recent immigrants (such as first generation immigrants) will need rental options for larger households, such as large single-family dwellings, large townhouses, or large apartments. This housing is likely to be found in more affordable suburban locations. Hispanic households with higher income, such as second and third generation households, will need both rental and ownership opportunities, such as small single-family detached (both new and existing), cottages, townhomes, and apartments.
- Growth in OSU's campus will occur at about the rate than the University forecasts. The University provides a substantial amount of dormitory housing, some students live in existing Bend households, and some students commute to campus from nearby communities. About half of students need affordable rental housing in Bend, such as existing lower-cost single-family housing, duplexes, apartments, or housing designed for students. Students will prefer to live closer to the University if affordable housing is available.
- **Trend 2 Rationale.** This trend is a variation of Trend 1. It shows greater need for affordable single-family attached and multifamily housing as a result of faster and more growth in Echo Boomers, Hispanics and Latinos, and student households.
 - Some Baby Boomers who move to Bend increasingly choose smaller housing, such as smaller single-family detached housing, cottages, townhomes, and apartments. Some continue to choose larger single-family dwellings. Baby Boomers are more likely to be homeowners but as they age a larger share will choose to rent or to move into senior or assisted living.
 - Bend attracts younger households and households with young families at a higher rate, predominantly Echo Boomers. Some former students at OSU Cascades may choose to live in Bend after completing college. Higher housing costs and growing student and other debt increases demand for affordable multifamily housing, such as apartments or duplexes, and decreases opportunities for homeownership. As they age, these households can afford small single-family detached housing (both new and existing), cottages, townhomes, and apartments. As a result of financial constraints, Echo Boomers are more likely to be renters.
 - Bend's Hispanic and Latino population grows at faster than historical rates. More recent immigrants (such as first generation immigrants) will need rental options for larger households, such as large single-family dwellings, large townhouses, or large apartments. This housing is likely to be found in more affordable suburban locations. Hispanic households with higher income, such as second and third generation households, will need both rental and ownership opportunities, such as small single-family detached (both new and existing), cottages, townhomes, and apartments.

- Growth in OSU's campus will occur at a rate faster than the University forecasts. The University provides some dormitory housing, some students live in existing Bend households, and some students commute to campus from nearby communities. Substantially more than half of students need affordable rental housing in Bend, such as existing lower-cost single-family housing, duplexes, apartments, or housing designed for students. Students will prefer to live closer to the University if affordable housing is available.

Estimate of future housing affordability

Table 5 combines information about income and housing costs in Bend to present an estimate of housing affordability for the 16,681 new households that Bend is forecast to add over the 2008 to 2028 period. Table 5 uses assumptions about the distribution of households by income and housing affordability from Table 1. Table 1 assumes that household income and housing costs have a similar relationship in 2028 as they did in 2012. Under that assumption, Table 5 shows that Bend will need:

- About 1,200 dwelling units affordable to households with income of less than \$25,000. These housing types will primarily be existing smaller housing, such as apartments, small duplexes or townhouses, manufactured dwellings, accessory dwelling units, or government subsidized housing.
- About 6,000 dwelling units affordable to households with income of \$25,000 to \$50,000. These housing types will include apartments, townhomes, duplexes, manufactured dwellings, or small single-family dwellings (e.g., cottages).
- About 5,500 dwelling units affordable to households with income of \$50,000 to \$100,000. These housing types will include townhomes, small and moderate-sized single-family dwellings, and apartments.
- About 3,700 dwelling units affordable to households with income of more than \$100,000. These housing types will include all sizes of single-family dwellings, townhomes, and apartments or condominiums.

Table 5. Rough Estimate of Housing Affordability for New Households Bend for the 2008-2028 period

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)
Less than \$10,000	1,220	7%	\$0 to \$250	\$0 to \$30,000	325	112	(783)
\$10,000 to \$14,999	811	5%	\$250 to \$375	\$30,000 to \$45,000	92	104	(615)
\$15,000 to \$24,999	1,948	12%	\$375 to \$625	\$45,000 to \$75,000	71	516	(1,362)
\$25,000 to \$34,999	2,010	12%	\$625 to \$875	\$75,000 to \$105,000	272	2,216	478
\$35,000 to \$49,999	2,411	14%	\$875 to \$1,250	\$105,000 to \$150,000	1,380	2,287	1,257
\$50,000 to \$74,999	3,230	19%	\$1,250 to \$1,875	\$150,000 to \$225,000	2,514	879	164
\$75,000 to \$99,999	2,145	13%	\$1,875 to \$2,450	\$225,000 to \$300,000	1,746	452	53
\$100,000 to \$149,999	1,802	11%	\$2,450 to \$3,750	\$300,000 to \$450,000	2,180	79	457
\$150,000 or more	1,104	7%	More than \$3,750	More than \$450,000	1,428	26	351
Total	16,681	100%			10,009	6,672	

Source: U.S. Census 2010-2012 American Community Survey

CONCLUSION

The housing mix options presented above (Trends 1 and 2) both reflect the income, demographic, and other trend information required by Goal 10 and related regulations. The project team believes they are both “defensible” and comply with the requirements of Goal 10 and the Remand. They reflect different emphasis in how various trends may occur in the coming years.

At the upcoming TAC meeting, the TAC will discuss the rationale for the change in housing mix. The team suggests that the Residential TAC makes a recommendation about proceeding with one of the given variations to the needed housing mix.

APPENDIX A. ADDITIONAL DATA

Table 6 presents historical housing mix in Bend in 2000, 2007, and 2012, based on U.S. Census data. Since 2000, about three-quarters of Bend's housing was in single-family detached housing types. Single-family attached housing accounted for about 5% of the city's housing stock. And multifamily housing accounted for about 20% of the city's housing stock.

Table 6. Historical housing mix for all housing stock, Bend, 2000, 2007, and 2012

	2000		2007		2012	
	Units	Percent of new units	Units	Percent of new units	Units	Percent of new units
Single Family Detached	17,301	77%	25,624	75%	26,659	77%
Single Family Attached	792	4%	1,151	3%	1,772	5%
Multifamily	4,405	20%	7,385	22%	6,413	18%
Total	22,498	100%	34,160	100%	34,844	100%

Source: U.S. Census 2000 and 2007 and 2012 American Community Survey

Table 7 shows the mix of new dwelling units permitted in Bend between 1999 and 2013.

Table 7. Mix of new dwelling units permitted, Bend, 1999 and 2013

	Units Permitted 1999 to 2013	
	Units	Percent of new units
Single Family Detached	13,169	76%
Single Family Attached	542	3%
Multifamily	3,637	21%
Total	17,348	100%

Source: City of Bend building statistics

Notes

¹ The information in this section was included in the Residential TAC Meeting 1 agenda packet. It is repeated here because it is very relevant to the housing mix conclusions presented later in this memorandum.

² Based on the Deschutes County Coordinated Population Forecast 2000-2025 (2004).

³ These requirements are described in ORS 197.296(7), as follows:

The number, density and average mix of housing types of urban residential development that have actually occurred;

Trends in density and average mix of housing types of urban residential development;

Demographic and population trends;

Economic trends and cycles; and

The number, density and average mix of housing types that have occurred on the buildable lands.

⁴ The memorandum was titled "Demographic Characteristics and Trends that will Affect Housing Demand in Bend for the 2008-2028 period" and dated July 29, 2014.

⁵ Goal 10 defines needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels." ORS 197.303 defines needed housing types to include attached and detached single-family housing, multiple family housing for both owner and renter occupancy, and other housing types such as government assisted housing or manufactured homes in parks.

⁶ U.S. Census, American Community Survey, 2007 and 2012 data

⁷ City of Bend building statistics

⁸ City of Bend building statistics and buildable lands inventory

⁹ Cost burden is a widely used standard for determining housing affordability. HUD's guidelines are that households should pay no more than 30% of their gross income on housing costs (including payments, interest, rent, utilities, and insurance). Households paying more than 30% of their income on housing experience "cost burden."

¹⁰ U.S. Census, American Community Survey, 2007 and 2012 data

¹¹ U.S. Census 2000 and American Community Survey, 2007 and 2012 data

¹² U.S. Census, American Community Survey, 2012 data about income, owner-occupied housing value, and rental costs; HUD standards for housing affordability

¹³ U.S. Census, American Community Survey, 2012 data about income, owner-occupied housing value, and rental costs; HUD standards for housing affordability

¹⁴ Baby Boomers are people born from about 1947 to the early 1960's. By 2028, Baby Boomers will range in age from 62 to 81 years old.

¹⁵ Oregon Office of Economic Analysis, *Forecasts of Oregon's County Populations and Components of Change, 2000 – 2040*, [Excel Workbook] (April 2004); available from http://www.oregon.gov/DAS/oea/Pages/demographic.aspx#Long_Term_County_Forecast.

¹⁶ The Census defines "householder" as the head of household. Each respondent to the Census individually identifies the person who is the householder.

¹⁷ U.S. Census, American Community Survey 2012 data; HUD standards for housing affordability

¹⁸ Echo Boomers are people born from the early 1980's to about 2000. By 2028, Echo Boomers will range in age from 31 to 44 years old.

¹⁹ Oregon Office of Economic Analysis, *Forecasts of Oregon's County Populations and Components of Change, 2000 – 2040*, [Excel Workbook] (April 2004); available from http://www.oregon.gov/DAS/oea/Pages/demographic.aspx#Long_Term_County_Forecast.

²⁰ U.S. Census, American Community Survey 2012 data; HUD standards for housing affordability

²¹ U.S. Census, American Community Survey 2012 data; HUD standards for housing affordability

²² Final Recommendations (2014) OSU Cascades Housing Task Force

Memorandum



August 19, 2014

To: Residential Lands Technical Advisory Committee
Cc: Bend Staff
From: APG Consulting Team
Re: Introduction to Land Use Efficiency Measures

INTRODUCTION: WHY LOOK AT EFFICIENCY MEASURES?

Statutory and Administrative Rule Requirements

State statute (ORS 197.296) requires cities to consider land use efficiency measures if the housing needs analysis finds that the City may not meet identified housing needs. Specifically, the statute states:

(6) If the housing need... is greater than the housing capacity..., the local government shall take one or more of the following actions to accommodate the additional housing need:

(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. ...

(b) Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or

(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

(7) ...the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development..., or if that mix is

different from the actual mix of housing types..., the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years. (emphasis added)

Oregon Administrative Rule (OAR) 660-024-0050, for UGBs, states:

(4) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both, and in accordance with ORS 197.296 where applicable. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and OAR 660-024-0060. (emphasis added)

Both require cities to consider efficiency measures and allow UGB expansion only if needs cannot reasonably be accommodated within the existing UGB.

Remand Requirements

The Director's Decision from the Remand identifies a number of efficiency measures that the City should consider (drawn from the city's own Residential Lands Study), but that list is not intended to be exclusive or directive; it is up to the City to determine what is reasonable to accommodate its future housing needs within its UGB. The identified measures, which are included in Appendix A, must be considered, but are not required to be implemented if they are not reasonable or appropriate. Specific measures called out in the Remand or Director's Decision are identified in the table that follows.

POTENTIAL EFFICIENCY MEASURES FOR CONSIDERATION

Overview

This memorandum presents a menu of land use efficiency strategies for Bend to consider. This memorandum is not intended to provide an in-depth discussion of policy or code language or describe how to implement and administer specific policies; rather, we discuss strategies in broad terms.

It is common for jurisdictions to adopt combinations of strategies to manage growth and improve the efficiency and holding capacity of residential lands. Such strategy groupings, however, are not necessarily cumulative in their intent or impact. Strategies that address similar issues may not be mutually reinforcing. For example, having strategies in residential zones for maximum lot size and minimum density essentially address the same issue — “underbuild” in residential

zones. Thus, Bend should carefully consider their existing strategies and code provisions and evaluate each strategy both individually and in consideration of other strategies. It is also important to consider market dynamics when evaluating land use efficiency strategies. Strategies such as density bonuses or transfer of development rights (TDRs) may be of limited effectiveness if they encourage building types or densities that have little demand or are not economically viable.

Sources of Potential Efficiency Measures

Measures specifically identified in the Remand or Director's Report are included in Appendix A, numbered by directive (numbers do not start at one because this is a subset of all Remand directives).

DLCD has a workbook titled "Planning for Residential Growth: A Workbook for Oregon's Urban Areas" that provides guidance to local governments on residential land needs analysis and steps in the UGB process, including efficiency measures. Measures listed in that document have been included for consideration as well.

In addition, the consultant team has identified additional strategies based on similar work with other jurisdictions.

Description of Land Use Efficiency Measures

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
Appropriate Plan & Zone Designations					
1. Rezone for higher density along transit corridors and in neighborhood centers	Remand #38	Encouraging higher density housing near transit corridors and near neighborhood services supports future transit service, provides walkable access to services, and enables more people to take advantage of transit service.	City has reviewed and approved 3 to 4 owner-initiated quasi-judicial applications for zone changes to higher density zones and has an adopted Public Transit Plan. In addition, residential development is allowed within commercial zones, including in neighborhood centers.	Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.	Several transit routes (Route 2 to the southwest and Route 6 to the east) serve low density neighborhoods in places, and many neighborhoods near transit routes are standard residential densities. This project will evaluate other potential areas near neighborhood centers where rezoning could be considered.
2. Split the RS zone: encourage redevelopment in some areas, preservation in others	Remand # 39	The RS zone covers much of the city and allows a range of densities. Tailoring residential zoning to protect established neighborhoods while encouraging infill or redevelopment in others could allow additional density in appropriate locations.	None.	Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.	This measure could distinguish between developed, established neighborhoods, and those with more development or redevelopment potential to provide different zoning standards for each.
3. Upzone where appropriate for market conditions and public investment plans	Remand #40, DLCD Workbook	Examining residential land that is well-served by infrastructure and where there is market demand for more dense housing for potential zone changes to increase allowed density.	None.	Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.	The city needs to adopt final sewer and stormwater PFPs to document any upzones will have adequate public facilities.
4. Upzone to maximum allowed under General Plan designation	DLCD Workbook	In some communities, the General Plan designation can translate to several possible zoning designations. However, in Bend, nearly all Plan designations are implemented by a single zoning designation.	None.	Small.	This has limited applicability because General Plan and zoning designations are essentially the same in Bend.
5. Increase density for large blocks of vacant land	Remand #33	Larger blocks of vacant land have more potential to accommodate a variety of housing types and lot sizes while still providing transitions to existing development around the edges.	None.	Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.	This is mostly applicable to large, vacant RS zoned parcels.
Increase residential density standards					
6. Establish minimum residential densities in all zones	Consultant team	This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are sometimes implemented through maximum lot sizes. In multiple-family zones they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.	Adopted in 2006 Development Code.	Moderate to large. The actual impact depends on the observed amount of underbuild and the minimum density standard. (Further analysis needed to quantify impact from 2006 code change.)	All zones have minimum densities. These could be adjusted in some zones (see below).

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
7. Increase minimum density standards in RS and RM zones	Remand #42	Minimum density standards are fairly low in the RS and RM zones, which account for much of the residential land in the city.	None.	Moderate to large. The actual impact depends on the observed amount of underbuild and the minimum density standard.	This would apply to future development in all land zoned RS or RM; existing development would not be affected.
8. Provide density bonuses to developers	Consultant team	The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. They are sometimes used to incentivize provision of affordable housing, mixed use, or community amenities. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones. Bonuses can increase densities in urban areas and create an incentive for providing neighborhood amenities.	Bend's Manufactured Home Park Redevelopment Overlay offers density bonuses for existing manufactured home parks that either continue in this use or are redeveloped with an affordable housing component.	Small to Moderate. Depending on the type and amount of bonus, this approach can result in densities of 20-30% or more of allowable density.	This may be most appropriately applied in places where there is demand for higher densities than are allowed under the current zoning, and where amenities are currently lacking.
Permitted Uses / Housing Types					
9. Eliminate PUD and clustering tools in the UAR and SR2.5 zones to preserve large lots for urban dev.	Remand #41	The UH-10 and and UH-2 ½ zones limit the number of new homes that can be created to 1 per 10 acres and 1 per 2.5 acres, respectively, but new lots can be no more than ½ acre. This means that larger tracts that are large enough to allow multiple homes to be built based on the minimum densities can create multiple 1/2-acre lots, while leaving the remaining land undivided.	None.	Small. This would have little impact on capacity of the existing UGB, but might allow for more efficient urbanization of the urban area reserve.	This would primarily apply within the urban area reserve.
10. Allow ADUs in all single family zones	Consultant team	The term accessory dwelling unit (ADU) refers to an independent dwelling unit that shares, at least, a tax lot in a single-family zone. Some ADUs share parking and entrances. Some may be incorporated into the primary structure; others may be in accessory structures. ADUs can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities. ADUs can be permitted outright or with conditional use approval. Some ordinances only allow ADUs where the primary dwelling is owner-occupied. Densities are increased within existing developed areas with minimal visual and neighborhood disruption.	Conditional use in SR 2 1/2, RL, RS (lots created prior to 1998); Permitted subject to standards in all other R zones on lots created after 11/1998	Small. Communities that have adopted ADU ordinances have generally reported that few applications occur each year. Moreover, single-family subdivisions may have CC&Rs that prohibit ADUs.	Conditional use review can be a disincentive for ADUs in SR 2 1/2, RL and RS zones. Consider permitting subject to ADU and design standards.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
11. Allow clustered residential development	Consultant team	Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review. Clustering may allow more efficient use of land in addition to providing open space.	On-site density transfer and transfer of density to contiguous property is allowed for sites with floodplains, Goal 5 resources, slopes over 25%, wetlands, Areas of Special Interest, and significant tree groves (subject to BDC 3.5.100).	Moderate. Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.	No further code modifications are recommended on this item.
12. Allow cottage housing development where appropriate	Consultant team	Cottage housing consists of multiple detached, site-built homes on a single lot or on small lots around a shared open space. It can provide a more affordable housing option and can also address changing demographics.	This housing type is not specifically identified in the use table for residential zones in the development code. The Northwest Crossing Overlay zone specifically describes and allows this housing type. If the units are all on a single lot, this would be considered multi-family housing and would be allowed in the RM, RM-10, and RH zones.	Small to moderate. Impact depends on whether cottage housing is allowed only in areas where townhomes and similar-density housing types are already allowed, or whether it is allowed in single-family zones where attached housing is not allowed.	Could be appropriate as a way to increase densities while maintaining a single-family home appearance and character within existing neighborhoods, or new planned developments.
13. Allow co-housing	Consultant team	Co-housing communities are usually designed as attached or single-family homes along one or more pedestrian streets or clustered around a central courtyard. Communities range in size from 7 to 67 units, the majority of them housing 20 to 40 households. They generally have a common house with shared facilities, such as a large dining room and kitchen, lounge, recreational facilities, children's spaces, a guest room, workshop, and/or laundry room.	One co-housing project has been built in Bend. It was designed as 39 single-family homes on seven acres, with common open space and a common house utilizing an existing barn on the property.	Small. Co-housing may or may not be built at a higher density than traditional single family subdivisions.	Modifications to the code to allow Cottage Housing more broadly (see above) would make versions of co-housing that have smaller individual lots possible, allowing for this type of housing to be built at higher densities.
14. Allow duplexes, townhomes and condos	Consultant team	Duplexes, townhomes, and other attached housing products can achieve higher densities than detached single family homes.	These housing types are allowed in the RM-10, RM, and RH zones. In addition, duplexes and triplexes are conditional in the RL and RS zones and townhomes are conditional in the RS zone.	Small. Making these housing types more broadly allowed is not generally appropriate, with the exception of allowing duplexes on corner lots, as discussed at right. This would affect a limited number of properties.	Code amendments could be considered to allow duplexes on corner lots in all single family zones with specific standards (orientation of entrances, etc.). This would allow slightly more housing variety in single family residential zones with little impact on neighborhood character.
15. Allow multi-family in commercial zones	Consultant team	Allowing multi-family housing in commercial zones can increase the opportunities to build higher density housing types, especially in locations that have good access to commercial services.	Bend currently has three mixed-use zones that allow both residential and commercial development. In addition, all four of Bend's Commercial Districts allow residential use as part of a mixed use development.	Already done.	No further code modifications are recommended.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
Appropriate development / design standards					
16. Establish maximum lot size standards	Consultant team	This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre.	Not included in current development code. Minimum density expressed in units per gross acre.	Scale of impact depends on whether maximum lot size reduces effective minimum density and degree of observed underbuild.	May not be consistent with Bend's preferences for larger lots and open space. May be more appropriate to use minimum density and continue to allow flexibility on maximum lot size to allow developers to respond to site conditions while ensuring a certain overall capacity on residential land.
17. Allow small residential lot sizes, small lot allowance, lot size averaging	DLCD Workbook	Small residential lots are generally less than 5,000 sq. ft. This policy allows individual small lots within a subdivision or short plat. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.	The code currently allows lot sizes smaller than 5,000 square feet in the RS, RM-10, RM, and RH zones. Lot size averaging is generally not allowed, except where residential compatibility standards require larger lot sizes on the edges of a development. In this case, smaller lots can sometimes be created on the interior of the subdivision.	Small. This would not increase the overall density within a given zone. It might help provide greater flexibility on lot size within a given zone or subdivision, which could expand housing choice slightly and increase housing variety within neighborhoods.	Measures to allow lot size averaging, within certain tolerances and maintaining the same overall maximum density, could be introduced broadly within the residential zones.
18. Increase maximum building heights	DLCD Workbook	Increasing maximum building heights in zones that allow multi-family development can make it possible for more developers to build to the maximum density allowed by the zone. In commercial and mixed use zones, where residential density is not regulated directly, increasing building height can allow more potential for vertical mixed-use development or for more residential development on upper floors within a mixed use project.	Bend did this in the Central Business District (CB) Zone in 2004-2005. In addition, all commercial zones (except in one specific location) allow a 10-foot increase in height if residential uses are provided above the ground floor.	Scale of impact depends on how broadly this is applied and whether there is demand for taller multi-story housing or mixed use development in those locations.	Could be considered in targeted locations, such as along transit routes or in the downtown. However, building heights were considered as part of the 3 rd Street Corridor planning project, and there was little public support for any significant increases in heights.
19. Reduce parking requirements	DLCD Workbook	Because surface parking can consume a significant portion of a development site, it can effectively limit achievable densities. Reducing parking requirements can allow developments to reach the maximum density allowed for the zone and lead to more efficient land use.	Development within the Central Business District can pay a fee in lieu of providing off-street parking on the property. In other zones, on-street parking may be counted towards up to 50% of the total parking requirement.	Scale of impact depends on the degree to which parking requirements are constraining achievable densities and whether developers and lenders are comfortable building less parking than is currently required.	May be an important strategy for neighborhood centers, where site sizes are small and have difficulty meeting parking requirements for otherwise desirable projects.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
20. Reduce street widths and turning radii	DLCD Workbook, TPR	This policy is intended to reduce land used for streets and slow down traffic. Reduced street width standards are most commonly applied on local streets in residential zones.	Current local street standards in residential zones allow narrower streets (as narrow as 24' in paved width) in certain zones if on-street parking is not allowed or is limited to one side of the street. However, right-of-way is a minimum of 60' regardless of paved width.	Small. Because Bend calculates maximum residential density based on gross site acres, reducing the amount of land needed for streets will not change the allowable maximum number of units. However, for some projects, the minimum lot size plus street dedication requirements may drive the feasible number of units, in which case a reduced right-of-way width for narrower streets could slightly increase potential density.	Reduced right-of-way requirements for narrower streets could be considered in the residential zones. However, any revisions to local street standards will need to be coordinated closely with Bend Fire Department. The Fire Department has expressed concern in the past about getting fire equipment through narrower residential streets where parking is allowed on both sides.
21. Reduce setback requirements	DLCD Workbook	On small development sites, setback requirements can limit the achievable density to less than that allowed by the zone. Reducing setback requirements can allow building on more of the lot and can provide flexibility for challenging sites.	Current development standards allow “zero lot-line” houses: shifted to one side of the lot, with a 3' minimum setback on one side and a 7' minimum setback on the other (this does not decrease the total side setback area but creates more usable space for narrow lots).	Small. Setback standards are unlikely to limit development potential except on very small sites.	Prototypical buildings can be tested as part of this project to determine whether or to what extent setback standards are constraining development potential. This may reveal specific zones or instances in which adjustments would be appropriate.
22. Increase maximum lot coverage standards	DLCD Workbook	Maximum lot coverage standards, in conjunction with height limits, can effectively limit achievable density. Smaller lots and more urban development styles will generally mean a higher percentage of the lot is developed. Allowing for a higher lot coverage standard can allow development of reasonable size homes on smaller lots and for more urban-style attached housing.	Current lot coverage standards range from 35% to 50% depending on the zone and housing type.	Small to moderate. In conjunction with other changes, such as reductions to parking requirements and/or allowing lot size averaging, this could allow more sites to build out to their maximum allowed density.	Prototypical buildings can be tested as part of this project to determine whether or to what extent maximum lot coverage standards are constraining development potential. This may reveal specific zones or instances in which adjustments would be appropriate.
23. Revise/adopt design standards for neighborhood compatibility	DLCD Workbook	Design standards for neighborhood compatibility can be used to increase public acceptance of attached housing types within or in proximity to single-family neighborhoods. Clear and objective standards can lead to improved design without adding undue burden to attached housing developers.	<p>Bend has architectural design standards applicable to all attached housing. There is a clear and objective track as well as a discretionary track.</p> <p>(There are also neighborhood compatibility standards that limit density of new development adjacent to existing large lots, but these generally reduce rather than increase density.)</p>	Small. This does not have an immediate impact on density; however, over time, it may increase a community's openness to attached housing types within or adjacent to single-family neighborhoods.	No further code revisions are recommended.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
Review processes					
24. Require master planning to promote desired housing types and densities	DLCD Workbook	Large sites, areas with fragmented ownership, or areas newly added to the UGB can be required to undergo master planning to ensure efficient use of land and/or to integrate multiple housing types within a single development in the most compatible way possible.	The city can require master planning upon annexation to the city for areas that are highly parcelized in order to ensure that the land is developed efficiently rather than piecemeal in a way that limits overall development potential.	Moderate to large. This tool can be effective for increasing the development potential of fragmented areas and for encouraging larger development projects to include a variety of housing types.	This may be most applicable for lands that are brought into the UGB. It may also be useful for remaining large undeveloped properties within the current UGB in order to ensure they are used to their full potential.
25. Establish appropriate level of citizen review (Design Review Board)	DLCD Workbook	Where higher density housing projects are subject to discretionary review processes that include public hearings or other requirements for public review and comment, these procedures can become burdensome and reduce the production of the affected housing type or scale of project. However, when review processes are inadequate, neighborhood opposition to density may increase, which may have the effect of reducing density over time.	Bend's existing affordable housing incentives include expedited review and permitting for affordable housing projects, subject to BDC 3.6.200(C). The city already provides a two-track system for design review for attached housing, offering a clear and objective path as well as design review through a Type II process.	Small. The public review processes in Bend for attached housing are not excessive.	No further code revisions are recommended on this subject.
Adjust fees, taxes and incentives					
26. Provide multifamily housing tax credit to developers	Consultant team	Local governments can provide tax credits to developers for new or rehabilitated multi-family housing. Tax credits provide an incentive to developers by reducing future tax burden. In some markets, this can make projects financially feasible. This policy is intended to encourage development of multifamily housing, primarily in urban centers. This policy is primarily applicable in larger cities and is typically offered for projects that meet specific criteria.	None.	Small to moderate. Successful cities in the Puget Sound Region typically facilitate fewer than 100 dwelling units per year using this policy.	If applied in Bend, this type of policy could be applied to affordable housing projects or to higher density projects in transit corridors.
27. Reduce permitting fees for desired project types	DLCD Workbook	The fees charged to cover the cost of staff time for permitting and development review can be thousands of dollars. Reducing or waiving these for project types that the city is trying to encourage is one way to reduce the cost of developing those projects.	Bend's existing affordable housing incentives include exemptions of up to \$10,000 in permitting fees, subject to BDC 3.6.200(C).	Small. Depending on the scale of the project, reducing costs by a few thousand dollars may or may not make projects feasible that were not feasible without the fee reduction.	There may be little more that is appropriate for the city to do, unless other measures to streamline the review process (e.g. pre-approved house plans for small lots) can be used to reduce review time for staff. Any additional changes will require a broader policy discussion.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
28. Reduce SDCs for desired housing types, infill, high densities	DLCD Workbook	System Development Charges (SDCs) can be waived, reduced, or subsidized for certain housing types or in certain circumstances. A waiver or reduction of SDCs may be appropriate where the development is likely to have less impact on infrastructure (e.g. where there is enough surplus capacity in an existing neighborhood to serve additional growth). Subsidizing SDCs may be appropriate for affordable housing projects or other housing that the city wants to promote but that is at a scale that will have impacts on infrastructure.	Bend's existing affordable housing incentives include deferral of SDCs, subject to BDC 3.6.200(C).	Small to moderate. Portland saw a substantial increase in ADU construction after waiving SDC fees for this housing type.	This could be applied to ADUs, as was done successfully in Portland, or to small infill projects where infrastructure is already available and adequate to serve the new housing units.
29. Provide financial assistance for certain housing types, density, location	DLCD Workbook	The City has the potential to assist with the financial elements of housing. Public investments can lower development costs, lowering the cost of multifamily housing development. This is important in either the development of low-income housing or making multifamily housing financially feasible.	Bend has an existing affordable housing fee that is used to provide financial assistance for affordable housing projects.	Moderate: The City has limited funds and should target specific areas for public investment in multifamily housing.	Direct subsidies for market-rate housing may not be a good use of city resources, especially given that the market seems to be willing to build higher density housing than is currently allowed by the development code.
30. Land assembly and dedication to lower costs for desired types of projects	DLCD Workbook	Parcel assembly involves the city's ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units. Parcel assembly is more often associated with development of government-subsidized affordable housing, where the City partners with nonprofit affordable housing developers.	None.	Small to moderate: Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.	The Bend Affordable Housing fee could be used for land assembly for the purposes of building affordable housing.
31. Focus public investments (CIP) where development is desired	DLCD Workbook	In order to ensure that infrastructure and public facilities can accommodate an increase in density and growth where it is desired, the city can focus infrastructure improvements within targeted growth areas to reduce the burden on developers.	None.	Moderate. The impact on density is not immediate and direct, but upgrading infrastructure capacity to accommodate growth can make it feasible in areas where it may not be today. Impact depends on how great the gaps are in locations targeted for growth.	This tool could be appropriate for areas identified for infill and/or redevelopment, particularly in areas with infrastructure gaps.

Efficiency Measure	Source	Description	Bend Implementation to Date	Scale of Impact	Potential Application in Bend
Research, education, up-front services					
32. Provide pre-approved house plans for small lots	Consultant team	Development on small lots can be challenging, and can lead to less-than-desirable designs that may not be compatible with adjacent homes. Providing pre-approved plans for homes on small lots can eliminate the need for an architect for such projects, reducing costs as well as ensuring outcomes that the city is comfortable with.	None.	Small. This primarily affects small infill projects that may be able to avoid the need for an architect. Larger subdivision projects would be less likely to use pre-approved plans.	This could help streamline reviews and reduce permitting costs for small infill projects. Neighborhood associations could be brought in to help approve house plans in order to ensure neighborhood support for the designs.
33. Provide map of potential infill sites	Consultant team	Identifying potential infill sites can help guide development towards areas where it is desired by the city.	Mapping done in 2008 and 2011 identifies areas that have the theoretical potential for infill.	Small. Helping developers identify good candidate locations for infill can raise awareness but will not make projects feasible that are not already.	The work done as part of this project will identifies areas appropriate and desirable for infill. These areas can be mapped in a way that is accessible for developers.

APPENDIX A: RELEVANT REMAND DIRECTIVES

This Appendix provides a list of Remand issues related to efficiency measures. The numbering of directives in the second column starts with number 30 because this list is an excerpt of the larger Index of all directives to the City on Remand.

Remand Subissue	Directives to City on Remand
3.1 (Analysis) Pages 50-53	30. LCDC concluded that the City's densities for housing were, in their view, low. 31. Need to determine if raising the minimum densities of the residential zones is necessary to encourage the development of needed housing 32. On remand, the City must address both prior trends (as required by ORS 197.296(5)) and recent existing steps it already has taken to increase density and meet its housing needs. The requirement of Goal 14 to reasonably accommodate future land needs within its UGB does not allow the city to use an unreasonably conservative projection of future development capacity 33. Nevertheless, given the apparent market demand for increasing density relative to existing planning and zoning designations, the City must explain why increasing the density allowed, particularly for large blocks of vacant land outside of existing established neighborhoods, is not reasonable during the 20-year planning period. 34. The Director's Decision identifies a number of other efficiency measures that the City should consider (drawn from the city's own Residential Lands Study), but that list is not intended to be exclusive or directive; it is up to the City to determine in the first instance what is reasonable to accommodate its future housing needs within its UGB (<u>See</u> Director's Decision 45-46)
3.1 (Conclusion) Pages 53-54	35. The City must reconsider the projected capacity of lands within its prior UGB for residential development during the planning period in light of its revised BLI, recent development trends, and existing and potential new measures to increase that capacity. 36. The measures the City considers must include, but are not limited to, evaluating the infill capacity (including plan and zone changes) of residential lands with more than five acres that are vacant or partially vacant. 37. The City also should consider the measures as listed in the Director's Decision, at 45-46, that are related to efficiency measures.
3.1 (Director's Report)	38. Consider measures to encourage needed housing types within additional areas of the city, including rezoning of areas along transit corridors and in neighborhood centers; 39. Consider splitting the existing RS zone, which covers most of the residential areas of the city, into two or more zones in order to encourage redevelopment in some areas while protecting development patterns in well-established neighborhoods; 40. In areas where the city is planning significant public investments, consider

Remand Subissue	Directives to City on Remand
	<p>upzoning as a means to help spread the costs of such investments;</p> <p>41. Consider strengthening the minimum density provisions in the existing UAR and SR 2½ zones by eliminating PUDs and other clustering tools; and</p> <p>42. Consider strengthening the minimum density provisions in the existing RS and RM zones to encourage development of needed housing types, rather than relying on low density residential development.</p>
<p>3.2 (Analysis)</p> <p>Pages 55-56</p>	<p>43. Under Goal 10 and ORS 197.296 the City must adopt definitive measures and find, based on an adequate factual base, that those measures demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.</p> <p>44. The City agreed, on remand, to include provisions in the General Plan requiring adoption and implementation of the Central Area Plan and rezoning of lands along transit corridor as described in its findings.</p>
<p>3.2 (Conclusion)</p> <p>Page 56</p>	<p>45. ...directs the City on remand to address the requirements of ORS 197.296(7) and (9) with respect to any new efficiency measures that it relies on.</p> <p>46. The City may do this by adopting specific timelines for initiation and completion of efficiency measures, including detail about the outcomes that will be achieved as part of the Housing Element of its comprehensive plan.</p> <p>47. The City also must adopt findings that show why those outcomes are more likely to occur as a result of the measure(s), and how they relate to needed housing types and locations.</p> <p>48. In addition, in coordination with its Work Plan for Outstanding Metropolitan Transportation Planning Work (issue area 8), if the City continues to rely on these two particular measures, it must:</p> <p>49. Within two years following acknowledgement, complete and adopt the Central Area Plan. The Plan must include provisions that plan for at least 500 additional medium-density and high-density housing units over the planning period.</p> <p>50. Within two years following acknowledgement, complete and adopt provisions of its comprehensive plan that authorize at least 600 additional medium-density and high-density housing units on lands abutting or within ¼ mile of existing or planned transit routes.</p>



Residential TAC Meeting 2

August 25, 2014

Bend UGB Remand Project

Key questions



- Key questions:
 - How will demographic trends, housing affordability issues, and housing market trends affect Bend's housing mix over the 2008-2028 planning period?
 - What is Bend's needed housing mix for the 2008-2028 planning period?

Goal 10: Housing



- OAR 660-008: Mix of housing types and densities that are commensurate with financial capabilities of present and future residents
- ORS 197.296(7): Determine overall needed housing mix and density based on:
 - Historical development trends
 - Demographic trends
 - Economic trends

Needed housing types

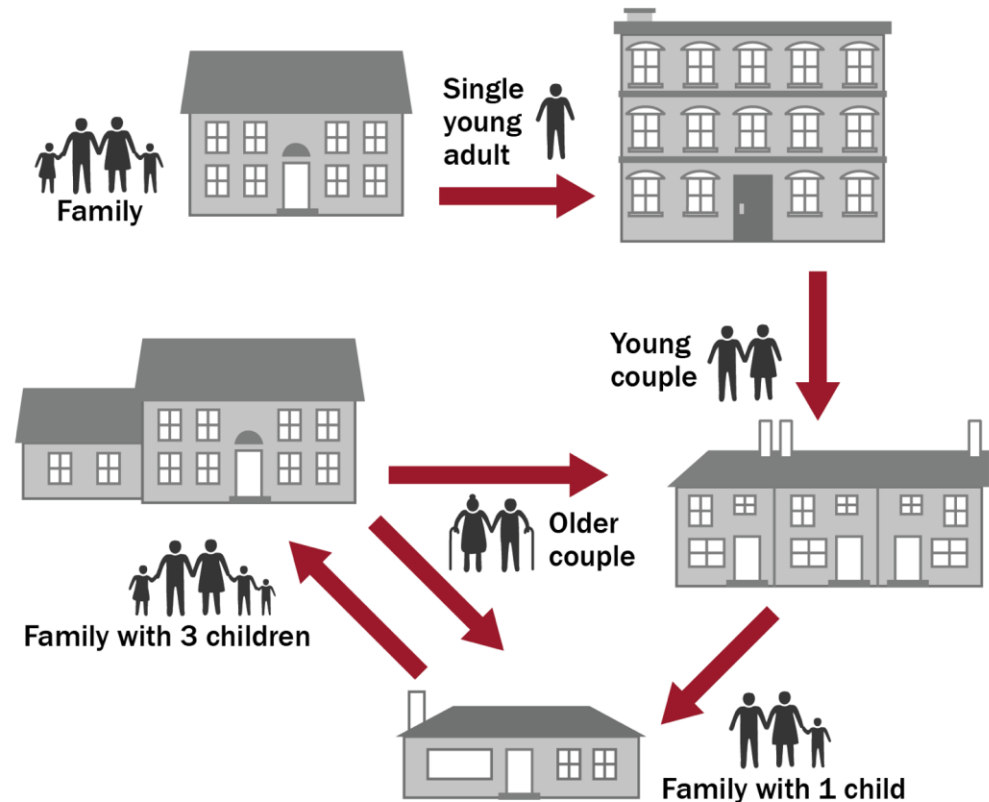


- Single-family detached
 - Single-family dwellings, any lot size & location
 - Manufactured or mobile homes on lots or in mobile home parks
- Single-family attached
 - Townhouses
- Multifamily housing is
 - Attached housing of all sizes and locations
 - Renter and owner occupied

Primary determinants of housing need

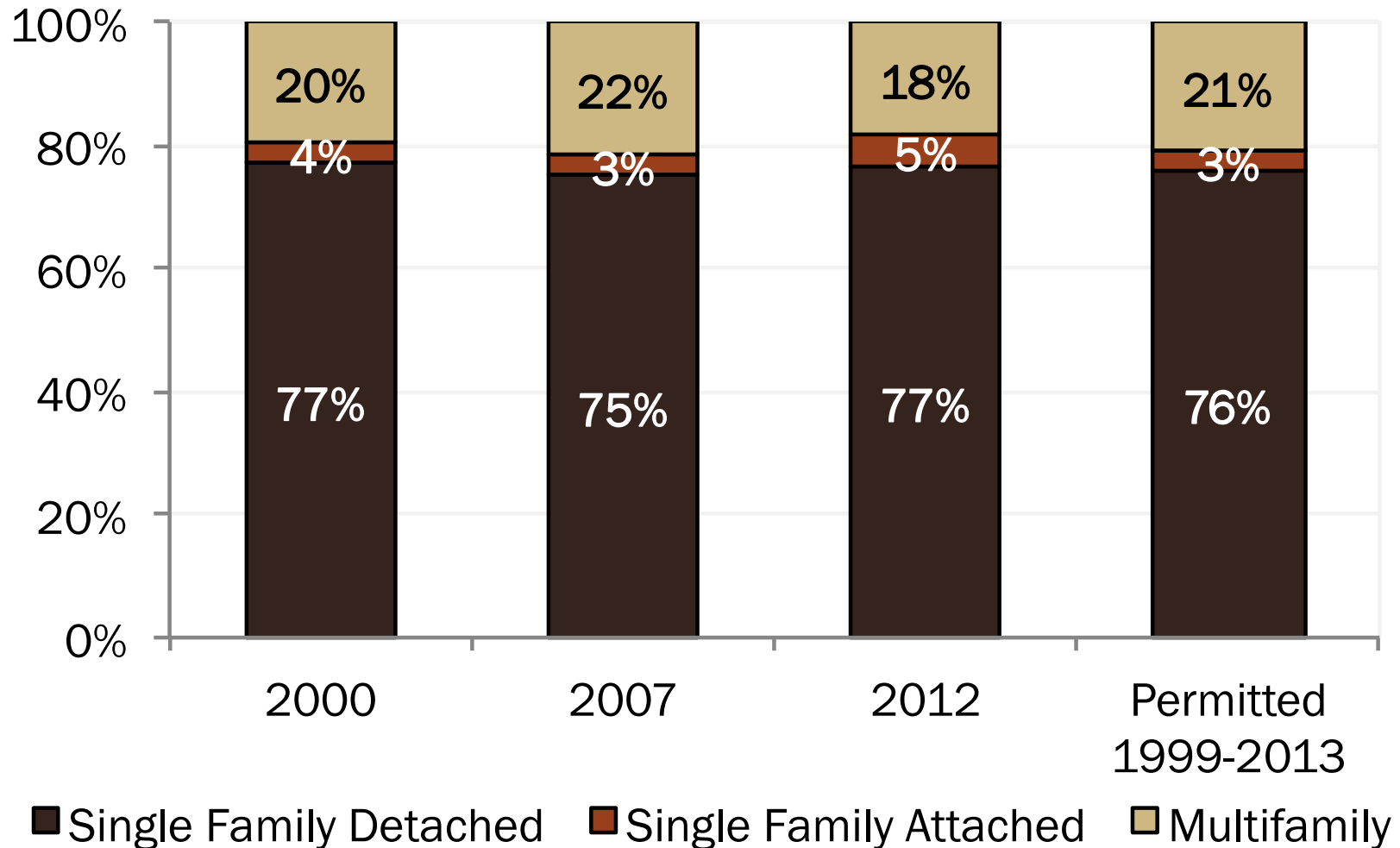


- Income
- Age
- Household composition



Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.

Bend's Historical Housing Mix



Housing need for existing residents



- Half of renters are cost burdened
- Homeownership has become less affordable
 - 3.5 times median family income (2000)
 - 4.7 times median family income (2012)



Housing need for existing residents



- Deficit of 5,400 units for households earning \$25,000 or less
- Bend's housing costs are increasing quickly, as the market recovers



Baby Boomers and Housing



- 5,000 to 6,000 new Baby Boomer households
- 60% can afford housing costing \$1,200 per month or less

Echo Boomers and Housing



- 2,200 to 2,600 more Echo Boomer households
- 40% can afford housing costing \$1,200 per month or less
- 25% can afford housing costing \$1,200 to \$1,900

Latinos and Housing



- 2,000 to 3,000 new Latino households
- 65% can afford housing costing \$1,200 per month or less
- 17% can afford housing costing \$1,200 to \$1,900

OSU Students and Housing

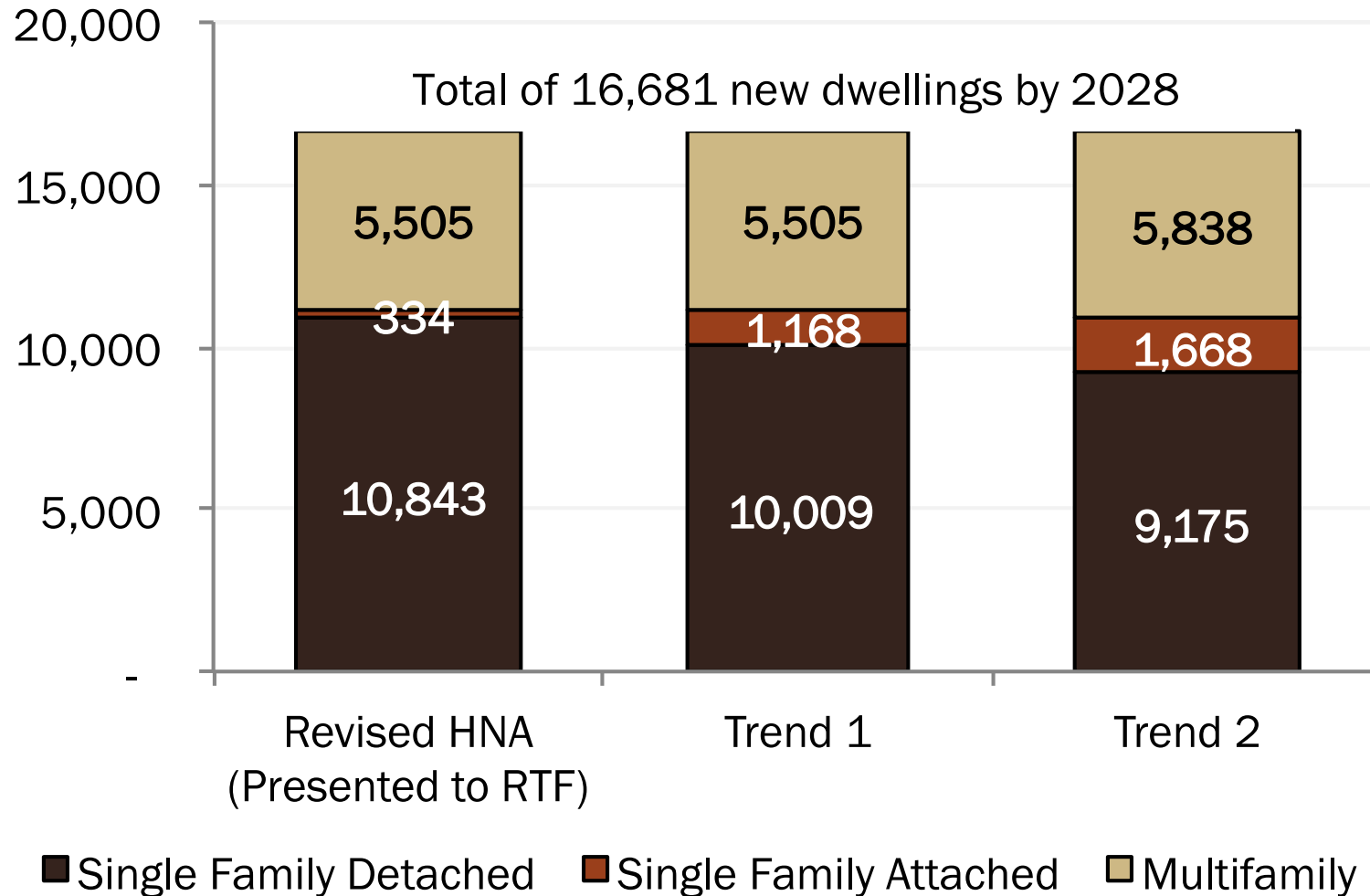


- 5,000 students at OSU Cascades by 2025

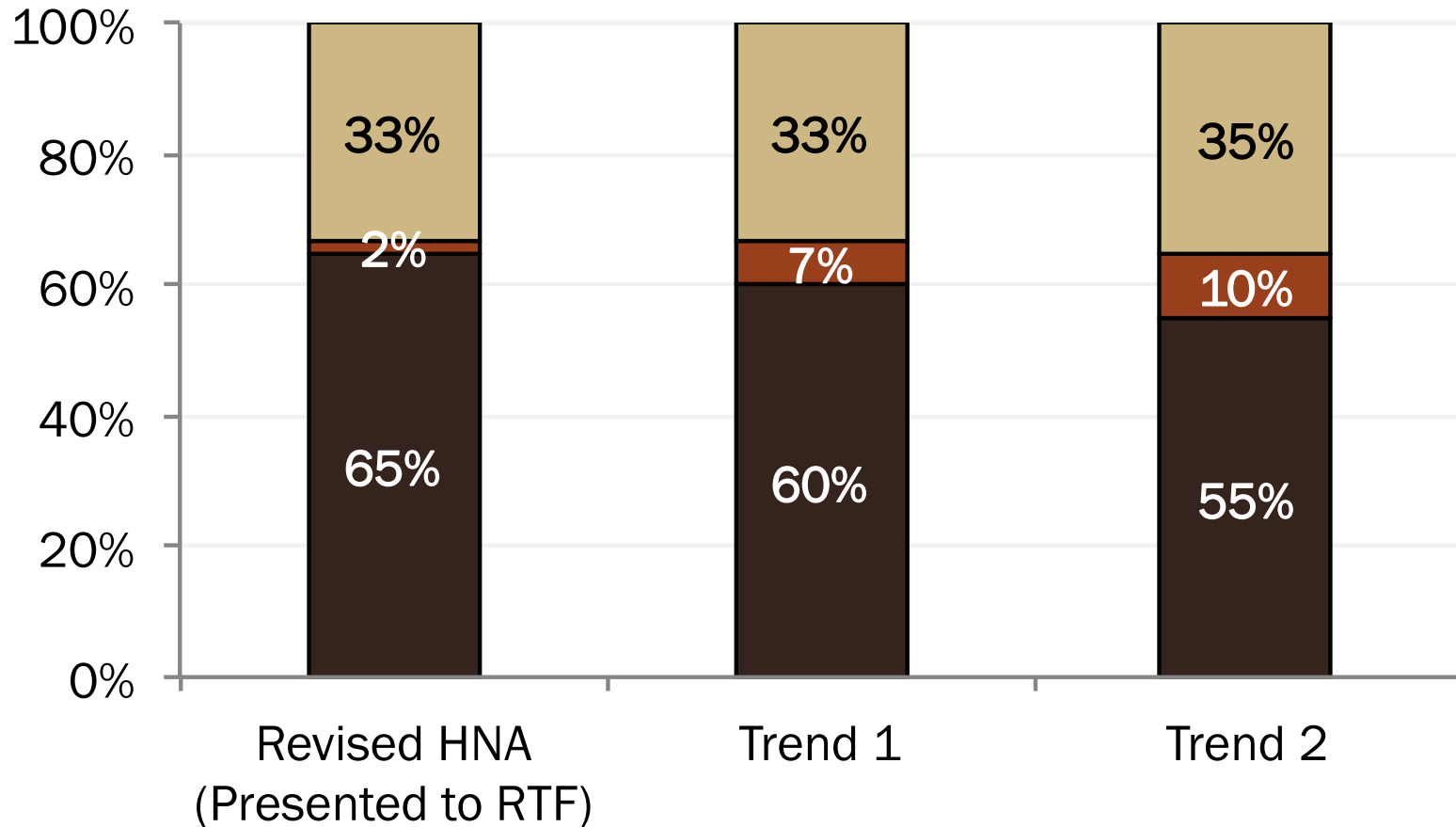
Implications: Needed housing mix



Needed housing mix – new units

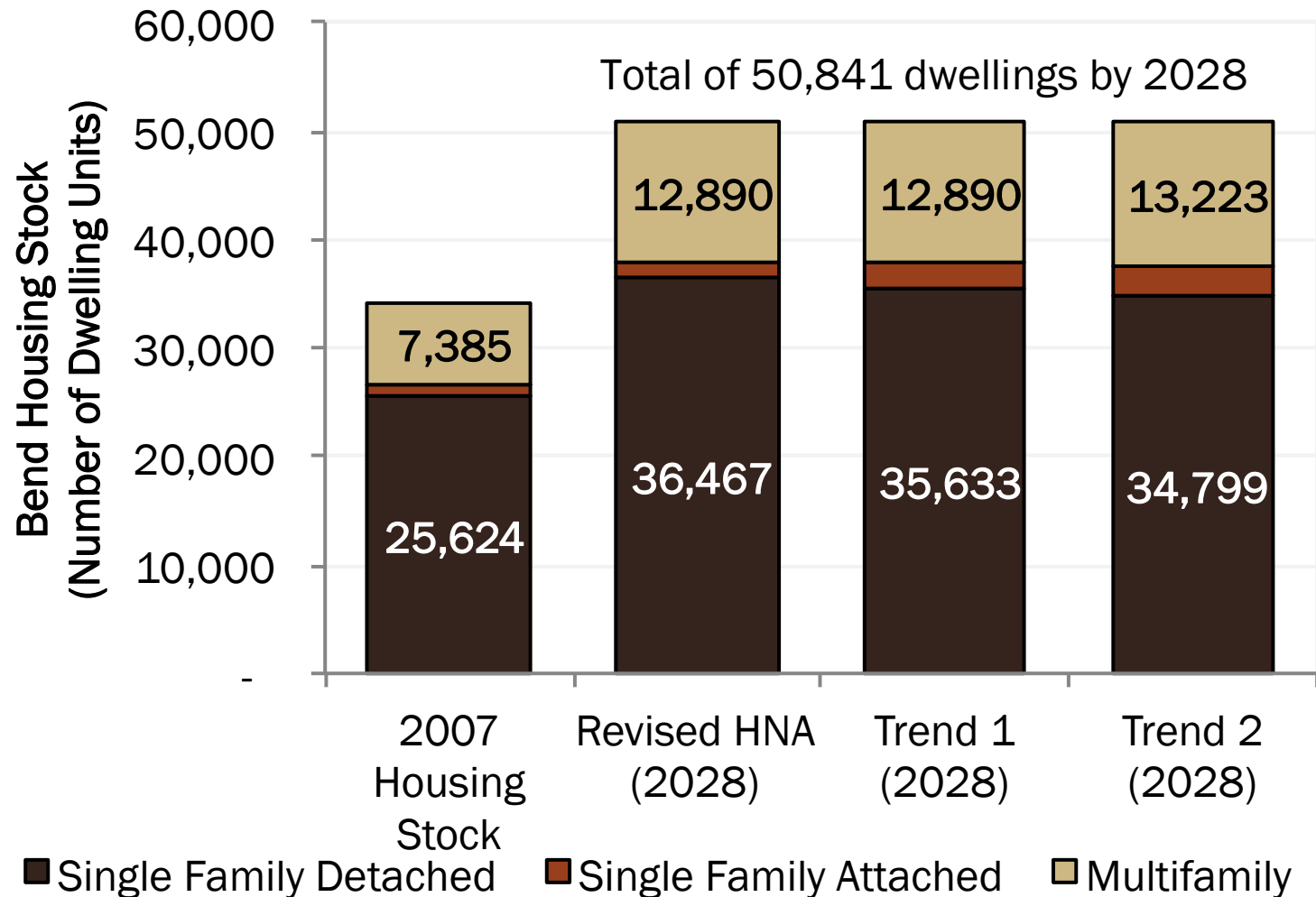


Needed housing mix – new units



■ Single Family Detached ■ Single Family Attached ■ Multifamily

Bend Housing Stock by 2028





Residential Efficiency Measures

*Bend UGB Remand Project
Residential TAC Meeting #2
August 25, 2014*

Introduction



- State Statute & Administrative Rules require cities to consider efficiency measures and allow UGB expansion only if needs cannot reasonably be accommodated within the existing UGB
- Remand requires consideration of Efficiency Measures broadly & several specific measures
- Ideas come from Remand, DLCD Workbook & consultant team experience

Overview: Types of Measures



- Appropriate plan & zone designations
- Increase residential density standards
- Permitted uses / housing types
- Appropriate development / design standards
- Review processes
- Adjust fees, taxes and incentives
- Research, education, up-front services

Appropriate Plan & Zone Designations



- 1. Rezone for higher density along transit corridors and in neighborhood centers**
- 2. Split the RS zone: encourage redevelopment in some areas, preservation in others**
- 3. Upzone where appropriate for market conditions and public investment plans**
- 4. Upzone to maximum allowed under General Plan designation**
- 5. Increase density for large blocks of vacant land**



Increase residential density standards



6. Establish minimum residential densities in all zones
- 7. Increase minimum density standards in RS and RM zones**
- 8. Provide density bonuses to developers to incentivize affordable housing, mixed use or amenities.**

Permitted Uses / Housing Types



- 9. *(Applies in UAR and SR2.5 – not applicable within UGB)*
- 10. Allow ADUs in all single family zones**
- 11. Allow clustered residential development
- 12. Allow cottage housing development where appropriate**
- 13. Allow co-housing
- 14. Allow duplexes, townhomes and condos
- 15. Allow multi-family in commercial zones



Appropriate development / design standards



- 16. Establish maximum lot size standards
- 17. Allow small residential lot sizes, small lot allowance, lot size averaging
- 18. Increase maximum building heights
- 19. **Reduce parking requirements**
- 20. Reduce street widths and turning radii
- 21. Reduce setback requirements
- 22. **Increase maximum lot coverage standards**
- 23. Revise/adopt design standards for neighborhood compatibility



Review processes



- 24. Require master planning to promote desired housing types and densities**
- 25. Establish appropriate level of citizen review (Design Review Board)**



Adjust fees, taxes and incentives



- 26. Provide multifamily housing tax credit to developers**
- 27. Reduce permitting fees for desired project types**
- 28. Reduce SDCs for desired housing types, infill, high densities**
- 29. Provide financial assistance for certain housing types, density, location**
- 30. Land assembly and dedication to lower costs for desired types of projects**
- 31. Focus public investments (CIP) where development is desired**



Research, education, up-front services



31. Provide pre-approved house plans for small lots

32. Provide map of potential infill sites



City of Bend
Residential Lands Technical Advisory Committee
Meeting Notes
Date: August 4, 2014

The Residential Lands TAC held its regular meeting at 10:00 am on Monday, August 4, 2014 in the City Hall Council Chambers. The meeting was called to order at 10:05 am by Brian Rankin.

Roll Call

- | | | |
|--|---|---|
| <input type="checkbox"/> Kristina Barragan | <input type="checkbox"/> Stacy Stemach | <input type="checkbox"/> Allen Johnson |
| <input type="checkbox"/> David Ford | <input type="checkbox"/> Gordon Howard | <input type="checkbox"/> Thomas Kemper |
| <input type="checkbox"/> Kurt Petrich | <input type="checkbox"/> Michael O'Neil | <input type="checkbox"/> Katrina Langenderfer |
| <input type="checkbox"/> Bill Robie | <input type="checkbox"/> Mike Tiller | <input type="checkbox"/> Lynne McConnell |
| <input type="checkbox"/> Don Senecal | <input type="checkbox"/> Laura Fritz | |
| <input type="checkbox"/> Sidney Snyder | | |
| <input type="checkbox"/> Kirk Schueler | | |

Discussion

Matt Hastie will facilitate this group at future meetings

Joe Dills facilitated discussion of appointing chair and vice chair for the Residential TAC

Al Johnson volunteered to serve as Vice Chair

Brian pointed out that the TAC Chair and Vice Chair would have an additional meeting per month for prep work for next TAC meeting – about two additional hours

Tom Kemper volunteered to serve as Chair

Decision Item

By consensus, the Residential TAC appointed the leadership to this TAC: Tom Kemper, Chair, Al Johnson, Vice Chair, Stacy Stemach and Sid Snyder as remainder of TAC leadership

Action Items/Next Steps

Action	Assigned To
Provides slides to TAC Acronyms list	City of Bend
Vacation rentals National, regional trends data	City of Bend and APG
Trends, demographics, numbers (#'s) on housing mix projection	APG, Consultant team
Changes to housing library, potential code work changes	Fregonese and Associates and consultant team

Meeting adjourned at 12:35pm by Joe Dills.

City of Bend
Residential Lands Technical Advisory Committee
Meeting Notes
Date August 25, 2014

The Residential Lands TAC held its regular meeting at 10:00 am on Monday, August 25, 2014 in the Bend City Hall Council Chambers. The meeting was called to order at 10:00 am by Tom Kemper, Chair.

Roll Call

- | | | |
|--|---|---|
| <input type="checkbox"/> Kristina Barragan | <input type="checkbox"/> Stacy Stemach | <input type="checkbox"/> Andy High |
| <input type="checkbox"/> David Ford | <input type="checkbox"/> Gordon Howard | <input type="checkbox"/> Allen Johnson |
| <input type="checkbox"/> Kurt Petrich | <input type="checkbox"/> Michael O'Neil | <input type="checkbox"/> Thomas Kemper |
| <input type="checkbox"/> Gary Everett | <input type="checkbox"/> Mike Tiller | <input type="checkbox"/> Katrina Langenderfer |
| <input type="checkbox"/> Don Senecal | <input type="checkbox"/> Laura Fritz | <input type="checkbox"/> Lynne McConnell |
| <input type="checkbox"/> Sidney Snyder | | |
| <input type="checkbox"/> Kirk Schueler | | |

Discussion

Welcome and Agenda Review. After the meeting was called to order, Joe Dills reviewed the agenda with the TAC. Brian Rankin gave a report on several follow up items from the 8/4/2014 TAC meeting, including: vacation rentals and second homes, and housing in mixed use/mixed employment zones. The TAC approved the meeting notes by consensus, noting that Kirk Schueler was not at the last TAC meeting.

Housing Mix. The TAC then moved into the discussion and action item of housing mix. Bob Parker gave a powerpoint presentation summarizing the legal requirements for housing mix, demographic and economic trends and variables affecting housing mix, and then presented the consultant team's recommendations for Trend 1 and Trend 2 housing mixes (See also page 12 of the meeting packet). The TAC discussed housing mix as length and then came to taking two votes on the proposed mixes (Trend 1 and Trend 2). Joe conducted a straw poll where 9 TAC members supported Trend 1 and 6 TAC members supported Trend 2. After this straw poll, the TAC further discussed which trend would be more legally defensible. After this discussion Don Senecal moved and Sid Snyder seconded a motion to recommend Trend 2 to the Urban Growth Boundary Steering Committee (USC). This motion passed 14-2, with Gordon Howard abstaining as an ex-officio member.

Efficiency Measures. Mary Dorman led the discussion of potential efficiency measures for Bend to consider in our remand work. Mary gave the TAC a powerpoint presentation that outlined a number of potential efficiency measures by topic area: appropriate plan and zone designations; increase residential development standards; permitted uses/housing types; appropriate development/design standards; review processes; fees, taxes, and incentives, and; research, education, upfront services. After review a list of 33 potential measures, the TAC provided direction to evaluate all of them except: #4 *(upzone to maximum allowed under General Plan), #6 (establish minimum residential densities in all zones), #9 (permitted housing in UAR and SR2.5 zones), and #25 (establish appropriate level of citizen review (Design Review Board), with #23 (revise/adopt design standards for neighborhood compatibility) going into an idea bin for later consideration.

Action Items/Next Steps

Action	Assigned To
Vacation rentals Mixed Use housing OSU Housing Sales data Test efficiency measures Coordinate with AHAC on density bonus	City of Bend City of Bend City of Bend Gary Everett APG and Fregonese and Associates Needs assignment

Meeting adjourned at 12:30 pm by Tom Kemper.

DRAFT



Meeting Agenda

Employment Technical Advisory Committee

Monday, August 26, 2014 2:30 PM – 5:00 PM

City Council Chambers, Bend City Hall

Meeting Purpose and What is Needed from the TAC

The purposes of this meeting are to:

- Identify employment lands the TAC expects will redevelop within the next 15 years
- Obtain input on the most appropriate “short term industrial supply”, i.e. location of those lands which are serviced and/or serviceable in the next 1-2 years

The two issues listed above address specific Remand requirements. When the City defined its UGB proposal in 2008, it used a “redevelopment rate” of 10% to estimate needed employment lands. The Remand states that this approach required additional justification. This time, the staff and the consultant team recommend that the redevelopment rate be justified, in part, by identifying opportunity areas for commercial, industrial, and mixed use lands. The feedback from this meeting will be used to analyze targeted opportunity areas in greater detail to support a proposed redevelopment rate and/or rates for employment land within the existing UGB.

The specific discussion questions, i.e. the feedback we would like from the TAC, are listed as the bulleted discussion questions under each agenda item. They are a starting point for the agenda.

- | | |
|--|---|
| 1. Welcome and Introductions | 2:30 PM |
| a. Welcome and convene
b. Self-introductions
c. Agenda overview
d. Approval of meeting summary from last meeting | Jade Mayer
All
Joe Dills
Joe |
| 2. Redevelopment of Employment Lands | 2:45 PM |
| a. Building from past work and Remand requirements
b. The ingredients of redevelopment – presentation
c. Review of mapped redevelopment indicators | Brian Rankin
Chris Zahas
Alex Joyce |

For additional project information, visit the project website at <http://bend.or.us> or contact Brian Rankin, City of Bend, at brankin@bendoregon.gov or 541-388-5584



Accessible Meeting/Alternate Format Notification

This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the City Recorder no later than 24 hours in advance of the meeting at rchristie@ci.bend.or.us, or fax 385-6676. Providing at least 2 days notice prior to the event will help ensure availability.

- d. Discussion and map notes of opportunity areas for:
 - Retail – where are the opportunity areas for retail redevelopment over the next 15 years?
 - Industrial – where are the opportunity areas for industrial redevelopment over the next 15 years?
 - Mixed use – where are the opportunity areas for mixed use (including small neighborhood centers) over the next 15 years?

3. Short Term Supply of Industrial Lands

3:45 PM

- a. Building from past work and Remand requirements
- b. Discussion and map notes of short term industrial lands
 - Which industrial areas qualify as the City's supply of industrial land that is ready for development within the next 1-2 years?

Brian Rankin
Bob Parker

4. Project News

4:40 PM

- a. Announcements and updates
- b. News from the other TACs

Brian and Joe

5. Adjourn

5:00 PM

City of Bend
Employment Lands Technical Advisory Committee
Meeting Notes
Date: August 4, 2014

The Employment Lands TAC held its regular meeting at 2:30 pm on Monday, August 4, 2014 in the City Hall Council Chambers. The meeting was called to order at 2:30 pm by Brian Rankin.

Roll Call

- | | | |
|--|--|--|
| <input type="checkbox"/> Ken Brinich | <input type="checkbox"/> William Kuhn | <input type="checkbox"/> Ron White |
| <input type="checkbox"/> Ann Marie Colucci | <input type="checkbox"/> Robert Lebre | <input type="checkbox"/> Joan Vinci |
| <input type="checkbox"/> Peter Christoff | <input type="checkbox"/> Dustin Locke | <input type="checkbox"/> Wallace Corwin |
| <input type="checkbox"/> Todd Dunkelberg | <input type="checkbox"/> Wesley Price | <input type="checkbox"/> Jade Meyer |
| <input type="checkbox"/> Brian Fratzke | <input type="checkbox"/> Damon Runberg | <input type="checkbox"/> Tom Hogue |
| <input type="checkbox"/> David Garcia | <input type="checkbox"/> Cindy Tisher | <input type="checkbox"/> Jennifer Von Rohr |
| <input type="checkbox"/> Christopher Heaps | | |
| <input type="checkbox"/> Patrick Kesgard | | |

Discussion

Frank Angelo facilitated the discussion of appointing the chair and vice chair for the Employment TAC. Brian Rankin pointed out that the TAC Chair and Vice Chair would spend about 2 additional hours per month for prep work associated with the next 3 TAC meetings.

By consensus, the Employment TAC appointed the following leadership to this TAC: Jade Mayer, Chair, Wes Price, Vice Chair, with Patrick Kesgard and Joan Vinci agreeing to provide back up support as needed.

Brian Rankin provided a brief overview of past UGB work.

Bob Parker with ECONorthwest presented an overview of Remand requirements relating to employment lands.

Chris Zahas with Leland Consulting Group presented information on emerging national and local trends that are relevant to the work of the Employment TAC.

Alex Joyce with Fregonese Associates provided an overview of the Envision Tomorrow model and introduced an initial “employment building library” for Bend.

Decision Item

By unanimous vote, the TAC recommended proceeding with Scenario A from the 2008 Employment Opportunities Analysis (EOA) and dropping the “market factor.” This decision was supported by the July 28, 2014 memo summarizing Remand Issues Relating to Employment Lands and a recommendation from city staff and the consultant team.

Action Items/Next Steps

Action	Assigned To
Supplement “building type library” to address medical space, specialty manufacturing and recreational/specialty buildings (such as climbing gyms, etc.)	APG team (Fregonese Associates)
Provide opportunity for follow-up meeting for TAC members interested in digging into Envision Tomorrow model assumptions and spreadsheets	City of Bend and APG team (Fregonese Associates)

Meeting adjourned at 5:00 by Frank Angelo.

Memorandum



August 19, 2014

To: Employment Lands Technical Advisory Committee
Cc: Bend Staff
From: APG Consulting Team
Re: Introduction to Redevelopment Analysis

INTRODUCTION

This memorandum provides background information for the second meeting of the Employment Lands Technical Advisory Committee (TAC); specifically, an introduction to the topic of redevelopment.

An inventory of land inside a UGB, which must include suitable vacant and developed land designated for industrial or other employment use, is a prescribed step in amending a UGB. The inventory facilitates the analysis of whether the development capacity of employment land inside the UGB is able to accommodate the estimated 20-yr land need, including by increasing the capacity of such land through redevelopment. The city must demonstrate that estimated needs cannot reasonably be accommodated on land already inside the UGB prior to expanding the UGB.

REMAND REQUIREMENTS: WHY LOOK AT REDEVELOPMENT?

One of the issues that the Remand identified was the need to further justify and explain the assumptions that the city made about how much redevelopment would take place on employment land within the current Urban Growth Boundary (UGB). The 2008 EOA does not include a site-by-site redevelopment analysis. That may be acceptable, but is not required by Goal 9 and use of a factor or rate is acceptable where findings explain the evidentiary base. The 2008 EOA includes use of a 10% redevelopment factor; however the Remand found that the factual base to support the 10% redevelopment assumption has not been addressed.¹ The

¹ Remand Subissue 5.2 (Conclusion, page 70): *Commission remands the UGB decision to the City to provide an adequate factual base to support use of a 10 percent redevelopment factor, including an analysis of the amount of redevelopment that has occurred in the past and a reasoned extension of that analysis over the planning period. Alternatively, the City may satisfy Goal 9 and division 9 by other means, for example through a site-by-site redevelopment analysis. However, a site-by-site analysis is not required; the Commission determines that using a factor is acceptable where findings explain evidentiary basis and address the Goal 14 requirement to reasonably accommodate development within the existing UGB.*

Remand indicated that it may be appropriate for the City to examine how redevelopment rates vary for different areas or between industrial and non-industrial uses.

BACKGROUND: VACANT AND DEVELOPED LAND

State statute defines “vacant” and “developed” land for the purposes of evaluating employment land need as follows:²

- Vacant: “a lot or parcel: (a) equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.”
- Developed (but to be included in an inventory of available land): “non-vacant land that is likely to be redeveloped during the planning period.”

The city created a Buildable Lands Inventory (BLI) as part of the 2008 EOA that assigned a “development status” to each tax lot or parcel in the Bend UGB. This EOA focuses on the lands with an economic land use designation made by the General Plan. For the purposes of the BLI, all developed land -- lots less than 0.5 acres; b) lots between 0.5 acres and 5 acres that have permanent structures or improvements (having improvement values in the Deschutes County GIS); c) lots 5 acres or larger with 0.5 acres or more of development, structures, and use as determined by measuring development areas with aerial photographs – was identified as “developed”, not just those properties that are “likely to be redeveloped during the planning period.” The redevelopment rate was then applied to the total amount of land identified as developed.³

Maps showing the development status of employment land by broad plan designation categories (Commercial/Office, Industrial/Mixed Employment, and Public Facilities/Medical District Overlay Zone) were prepared for the 2008 EOA. Since the BLI data has not been fully updated at this time, the original 2008 maps are included as a reference with this memorandum. These maps will be updated as the formal development status is updated to 2014 conditions; however, relatively little commercial development has taken place during the last 6 years.

APPROACHES TO PROJECTING REDEVELOPMENT

What is Redevelopment?

Redevelopment is a term for changing the usage of a piece of land, typically to increase its real estate value. For a piece of commercial land, that can mean adaptive re-use (warehouses into electronics fabrication incubators; silos into climbing gyms, etc.), right-sizing (scaling size and intensity up or down), or outright razing and rebuilding to meet the demands of the market environment. Depending on the existing conditions of the property in question, redevelopment can also involve *brownfields* (usually contaminated).

² OAR 660-009-0005(14)

³ City of Bend 2008 Economic Opportunities Analysis, p. 88-89.

What are the Ingredients for Redevelopment?

Think of redevelopment from the twin viewpoints of the land owner and the prospective tenant: From a land owner's point of view, every property is said to have a *highest and best use*, a way of improving the land that will allow that property to command the highest possible rent, given its location, zoning, etc. A would-be tenant, on the other hand, knows that, somewhere out there, the right property exists for making money in that firm's chosen pursuit – some favorable combination of an adaptable building shell, feasible rent levels and reasonable proximity to customers, suppliers and amenities. When those two optimal worlds can come together profitably on new, typically outlying suburban or exurban lands, you get “greenfield” development. When the intersection of landlord and tenant needs can happen in the context of existing buildings and infrastructure, the result is redevelopment.

A tenant considering several locations will consider the pros and cons of several factors specific to their business, beyond just weighing the difference in rents, including:

-  Amenities: shopping, dining, nearby housing, etc.
-  Road/transit connectivity
-  Availability of parking
-  Ease/difficulty of land assembly
-  Proximity to suppliers, collaborators, and competing firms
-  Personal safety
-  New construction vs rehabilitation costs

A downtown landlord—for example, the owner of a 2-acre surface parking lot—has a somewhat simpler equation to consider. Does the rent flow from some new and better rent stream, less all the transaction costs of redevelopment (including risk) equal or surpass the rent stream from business as usual or the existing use on the property. If it does then the owner will likely look for an opportunity to redevelop the property. Thus, low existing rent flows and occupancy levels will generally favor redevelopment, while reliable, low-risk rent flows and high occupancy may discourage it.

Part of the appeal of greenfield development is the feeling that everything is more of a blank slate. Design, construction and infrastructure provision can appear more straightforward and manageable. However, many amenities associated with redevelopment can be hidden or taken for granted, relative to those in the greenfields (which are often more promised than real).

Because of this, downtown landowners and other pro-downtown entities can face an uphill sales battle, even in cases when the economic equation is arguably in favor of redevelopment.

The local jurisdiction is another key stakeholder in this economic landscape. Costs, benefits and other qualitative consequences of the greenfields versus redevelopment decision affect city finances and constituents in ways that can be difficult to predict. Planning and zoning are the principal tools in place to shepherd development in desired directions. Incentives and creative financial arrangements are other available “carrots” for influencing tenant-landlord dynamics.

In short, the ingredients for redevelopment are in place when the owners’ *highest-and-best-uses* meets tenants’ *best-available-places*, under rent conditions acceptable to both. Without planning, zoning and incentives (often along with education) tailored to allow for market supported property re-invention, however, greenfields will often hold more appeal than redevelopment for both owners and tenants looking to grow.

What are Indicators of Redevelopment Potential?

Not all downtown (or central, or inner-ring) land has equal potential for redevelopment. In a perfect world, a city possessing unlimited resources and wanting to plan proactively for redevelopment would start by visiting each and every property-- with zoning map, leases and tax records in hand – to see which parcels are living up to their economic potential and which are under-achieving. The staff would then interview each and every land owner, existing tenant and prospective tenant to better understand the real and perceived trade-offs currently at play in their land use decisions. Fortunately for real world planners, there are a few readily-available indicators to help sift through the real estate landscape to at least roughly sort out what properties are ripe or nearly-ripe for redevelopment. These are noted briefly in the discussion below.

Improvement-to-Land Value

A somewhat crude but quite effective first cut can be using Assessor’s property tax data to compare improvement (building) values for each taxlot to that parcel’s land value. Vacant or nearly-vacant parcels will score near zero on this measure. Improved parcels where building values are no greater than the value of the land (improvement to land value ratios or “I-L ratios” up to 1.0) are generally also considered good potential candidates for redevelopment. Lots in prime locations and with very favorable (typically higher density) zoning can potentially be considered “underutilized” even with improvement to land ratios approaching 2.0 (for instance a \$2,000,000 building on a \$1,000,000 piece of land). There are no magic threshold values; rather, the cut-offs used in this analysis are best set so as to err on the side of flagging *too many* potential redevelopment sites – which can then be narrowed further through a more qualitative inspection.

This approach can be made more or less sophisticated through consideration of individual zoning districts, city-wide ratio comparisons and other data massaging or analysis techniques. While simple and relatively quick to analyze, assessors’ property data are often incomplete and imperfect, making this indicator a useful but imperfect tool.

Maps showing improvement to land value ratios for employment lands will be presented at the TAC meeting as one way to identify redevelopment potential; however additional information and input will be combined with these maps to create a more grounded and complete picture of the likelihood of redevelopment on employment lands.

Real Estate Market Conditions

Growth in Fundamentals

If the planning horizon is relatively short-term or even mid-term (say, 5 to 15 years), an understanding of market-wide supply and demand trends can be as important as identification of underutilization when considering where to plan for redevelopment. However, projections of employment growth at a district scale are not generally available. This project will rely on qualitative knowledge from local real estate professionals and others, including TAC members, to provide an indication of where employment growth may be headed in the near-term.

Occupancy

Low current vacancy rates (typically under 5-7% for retail and industrial; under 10-15% for office) can be seen as evidence of pent-up demand, while the converse can suggest a temporary surplus of space. Windshield and walking surveys can suffice for providing this information for smaller areas, but subscription or broker sources like Costar help greatly with area comparisons and data completeness. Leland is obtaining data on the Bend market from Costar to support a more focused analysis of redevelopment opportunities.

Rents

Absolute rent levels (say, \$20 per square foot) can be very meaningful to individual developers, landlords and tenants who are intimately familiar with their own specific *pro forma* equations. For planners and decision-makers, it's often more telling to look at *relative* rent levels: today versus last year, downtown versus suburban, office versus apartments, etc. to understand which way the market is moving. Unfortunately, even with paid subscription-based data (such as Costar) individual property rents are often the weak link in the data – due to under-reporting, reliance on “asking” rather than actual rents, etc. Even incomplete or broadly-aggregated rent information is better than none, but is limited in usefulness for comparing redevelopment potential of individual properties. Leland is obtaining data on the Bend market from Costar to support a more focused analysis of redevelopment opportunities.

Construction Activity

Trends in new construction or absorption (growth in occupied square footage), especially when shown on a map, are a direct indicator of hot spots for development and redevelopment. Caution is warranted in reacting to such data, however, especially given its inherently lagged nature. Understanding planned and proposed development activity is critical, but data quality here can be quite variable, often depending upon how communicative developers may be regarding their future plans. In general, patterns of growth should be clear and consistent to justify dramatic shifts in forecasting or policy, to avoid a “tail-chasing” phenomenon. The city can provide this data by assembling permit information, if desired by the TAC.

Physical Assets

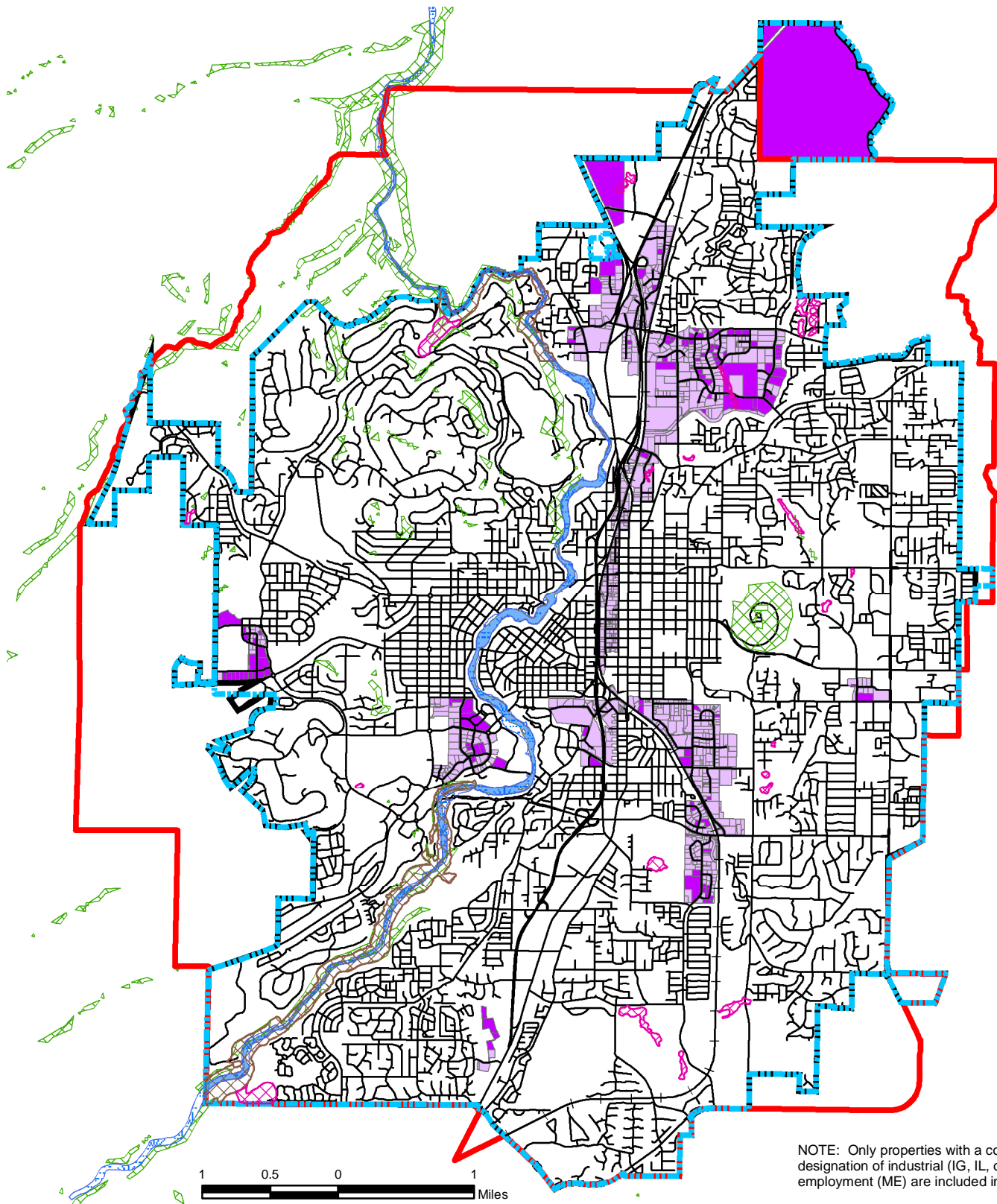
The existing physical characteristics of a place can be another critical factor determining redevelopment potential. An area with “good bones”—existing building stock, historical or cultural amenities, parks, streetscapes, nearby housing, etc.—will be in a stronger position than an area that is not well-connected or integrated with the surrounding community.

Qualitative Market Demand

Understanding of locational and spatial attributes needed by growing industries is a more qualitative, but equally critical facet of the market. Some industries thrive by being near amenities and co-locating with suppliers and competitors. Tech industries in particular seek out locations near a hive of activity, in order to attract quality employees. For some businesses finding an area that fits the personality of the business or being in an area with a “cool factor” will outweigh the rent differential (within reason). Other industries may be very price sensitive or may need to be removed from high activity levels. Heavy manufacturing uses for example, may seek more remote locations where they can maneuver large trucks and worry less about complaints from neighbors about noise or particulates. This project will rely on qualitative knowledge from local real estate professionals and others, including TAC members, to provide insights into the factors that are attractive to different types of businesses.

REDEVELOPMENT PROJECTIONS FOR THE BEND UGB

The project team proposes to use quantitative indicators, such as improvement to land value ratio, along with qualitative indicators, such as insights from local commercial real estate professionals, to project redevelopment rates by employment district within the city. The TAC is asked to help supply the qualitative insights and/or quantitative data on redevelopment potential by employment district that will help the team estimate a reasonable rate of redevelopment for each area, with sufficient data and analysis to provide a factual base for the assumptions.



Employment Opportunity Analysis - Industrial/Mixed Employment

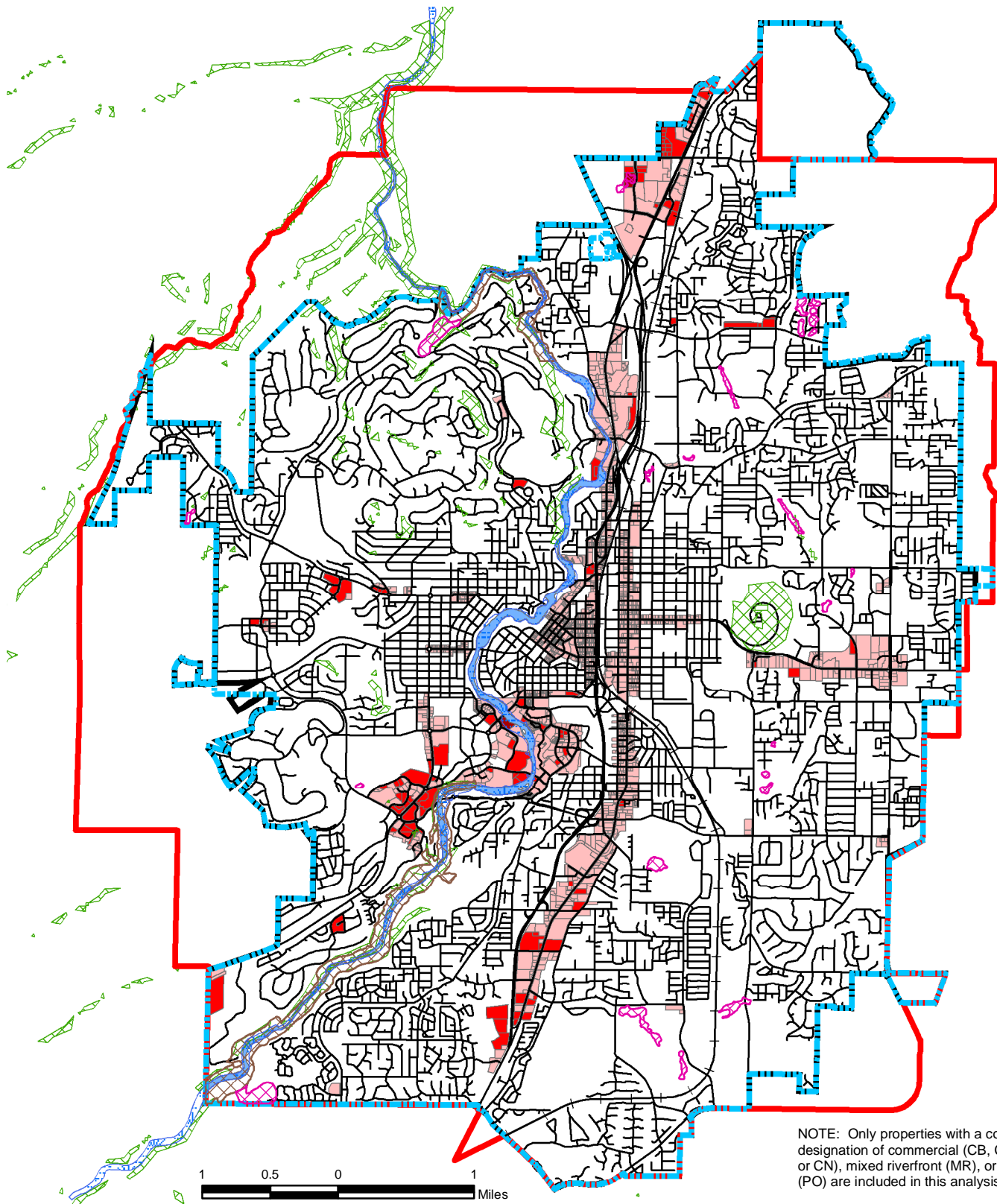
- City Limits
- Urban Area Reserve
- Urban Growth Boundary
- Railroads
- Upland Areas of Special Interest
- River Corridor Areas of Special Interest
- Slope > 25%
- Floodplain

Development Status

- DEVELOPED (Includes properties NOT meeting the OAR 660-009 definition of vacant, including unbuildable lands.)
- VACANT (Includes properties that meet the OAR 660-009 definition of vacant, including those with pending land use actions.)
- VACANT W/ PHYSICAL CONSTRAINTS (Includes properties where 50% or more of the lot is covered by steep slopes, areas of special interest, or floodplains.)

Map prepared by City of Bend, Community Development Department, September 7, 2008.
Development status data updated February 22, 2008.
EOA_inventory_2008_IND.mxd





Employment Opportunity Analysis - Commercial/Office Use

- City Limits
- Urban Area Reserve
- Urban Growth Boundary
- Railroads
- Upland Areas of Special Interest
- River Corridor Areas of Special Interest
- Slope > 25%
- Floodplain

Development Status

- DEVELOPED (Includes properties NOT meeting the OAR 660-009 definition of vacant, including unbuildable lands.)
- VACANT (Includes properties that meet the OAR 660-009 definition of vacant, including those with pending land use actions.)
- VACANT W/ PHYSICAL CONSTRAINTS (Includes properties where 50% or more of the lot is covered by steep slopes, areas of special interest, or floodplains.)

Map prepared by City of Bend, Community Development Department, September 7, 2008.
Development status data updated February 22, 2008.
EOA_inventory_2008_COMM.mxd





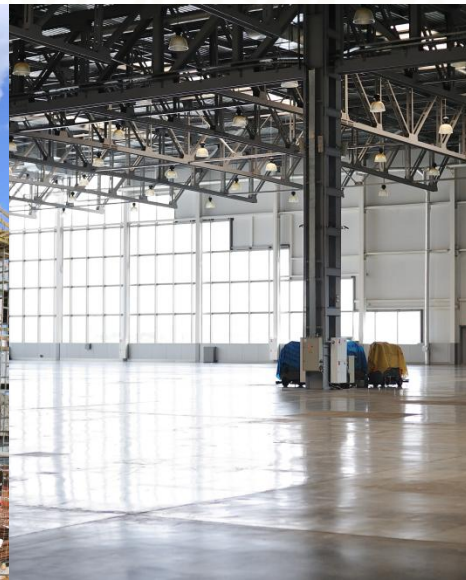
Approaches to Projecting Redevelopment

*Bend UGB Remand Project
Employment TAC, 25 August 2014*

Defining Redevelopment



- Increasing value of a property through
 - Adaptive reuse of a building
 - Increasing density of use
 - Rehab and modifying
 - Razing and rebuilding



Redevelopment Triggers

Land Owner:

- Cost to redevelop
- Market opportunity
- Zoning
- Redevelopment needs to exceed current cash flow

Tenant/user:

- Visibility/access
- Amenities
- Price point
- Proximity to customers and suppliers

Improvement to Land Ratio



Pros:

- Readily-available data
- Land value is good proxy for many factors

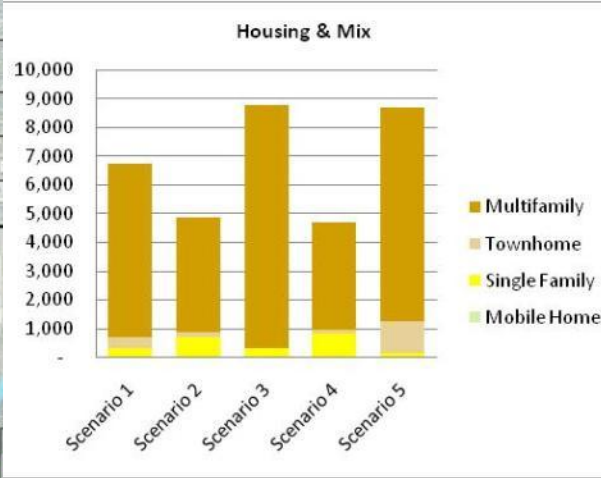
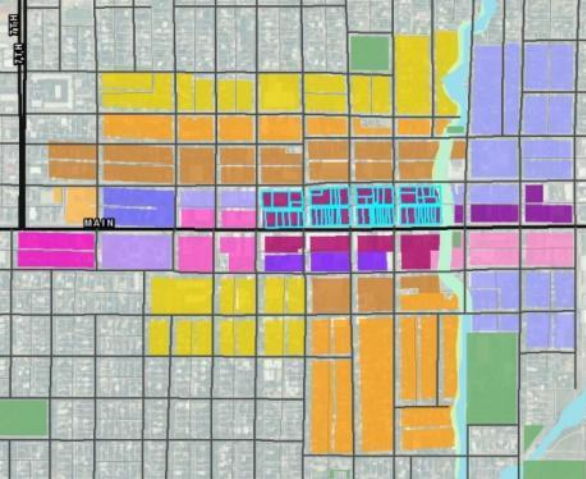
Cons:

- Overlooks individual property owner situations
- Variability in data quality

Market Analysis

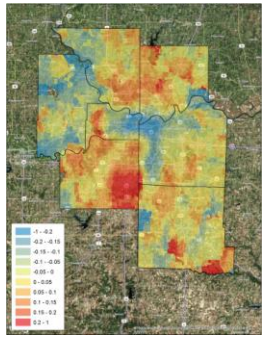


- Analyze market trends
- Rents, construction, trends
- Focusing on relative changes and trends most effective
- Often poor data availability
- Snapshot in time, data timing are challenges



Envision Tomorrow for Redevelopment

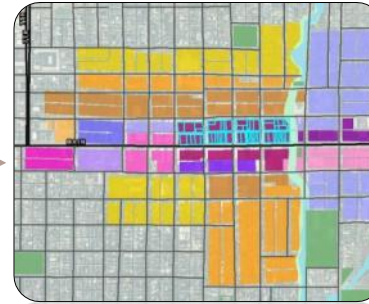
Scenario Building Process



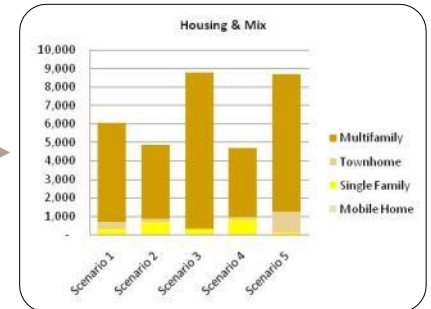
**Baseline
Analysis**



**Create Building &
Development
Types**



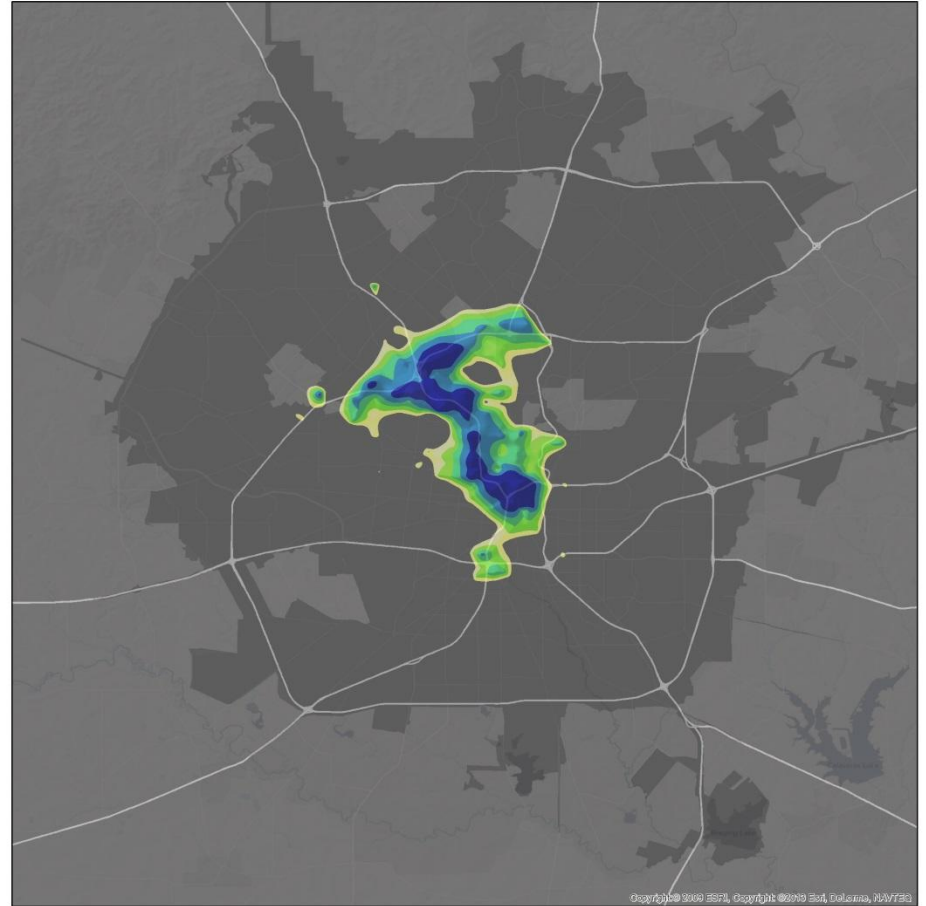
**Scenario
Development**



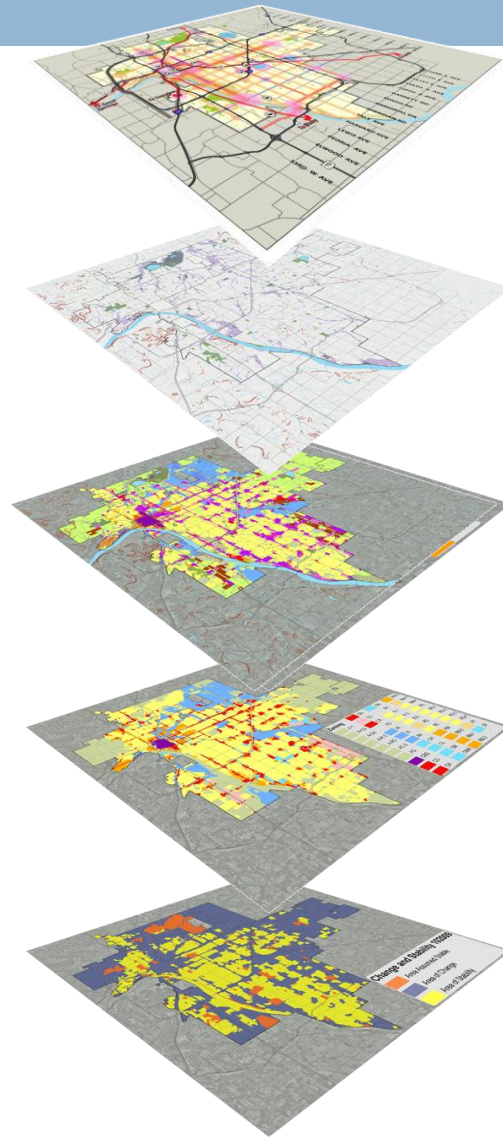
Evaluation

Assessing Market Characteristics

- Redevelopment is a function of many factors
- How to measure and anticipate “desirability”



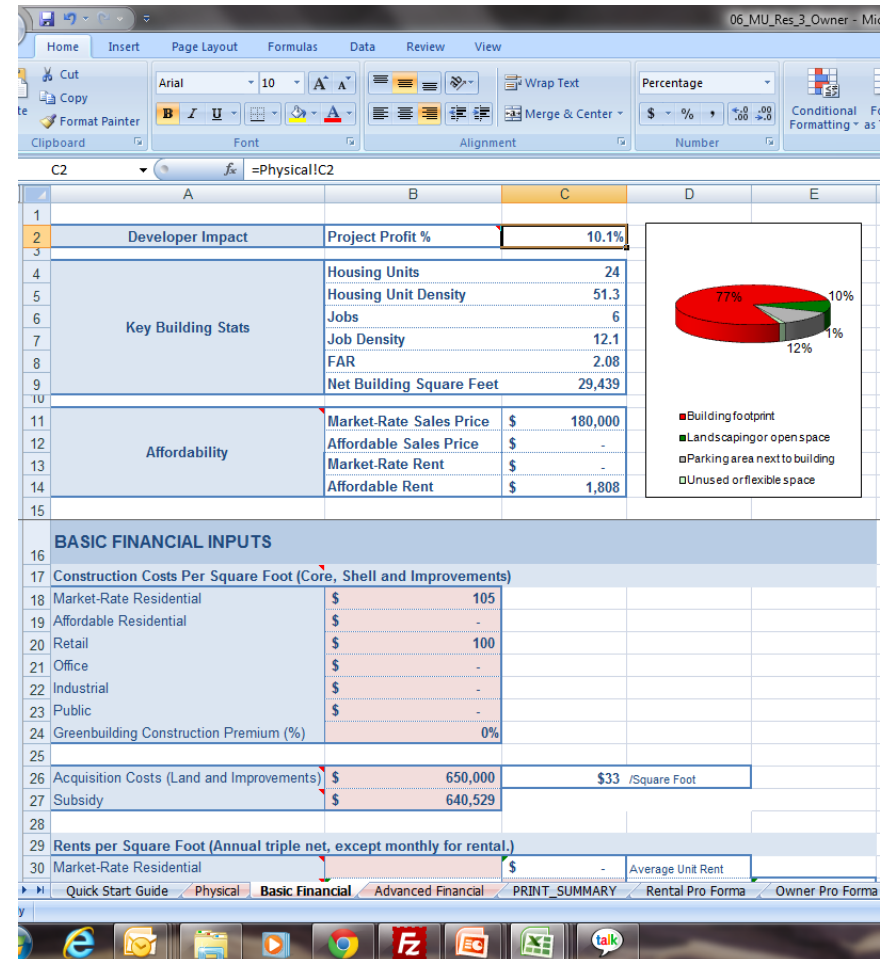
Multi Criteria Methodology



- Zoning Allowances
- Amenities and Infrastructure
- Replacement of Opportunity Areas Ratio
- FAR
- Value

Building-Level Financial Analysis

- Envision Tomorrow Prototype Builder
- Estimate ROI (Return on Investment) based on local costs and rents/sales prices
- Gap Financing Tools



Planners Step into Developer's Shoes

<u>PD-29: 50 Foot Zone Requirements</u>	<u>Baseline</u>	<u>Optimal</u>
Height	50 Ft (~4 stories)	75 Ft (~6 stories)
Residential Parking / Unit	2 spaces	1.5 spaces
Retail Parking / 1000 Sq Ft	5 spaces	2 spaces

Baseline

4 story Mixed Use
Existing parking



Optimal

6 story Mixed Use
Lower parking requirements



Test Site: 50 ft Zone



Redevelopment Readiness Analysis

Redevelopment Timing Field Calculator

Select Parcel Layer:

Select "Year Built" field:

Select "Improvement or Building Value" field:

Select "Land Value" field:

Enter Current Year (4 digit):

Enter Building Lifespan: years

Enter Annual Land Appreciation: % per year

Enter Planning Horizon: years

$$\frac{[_Value]}{(50 - (2012 - [yr_built2]))} + ([Land_Value] * (2.00 / 100)) + 2012$$

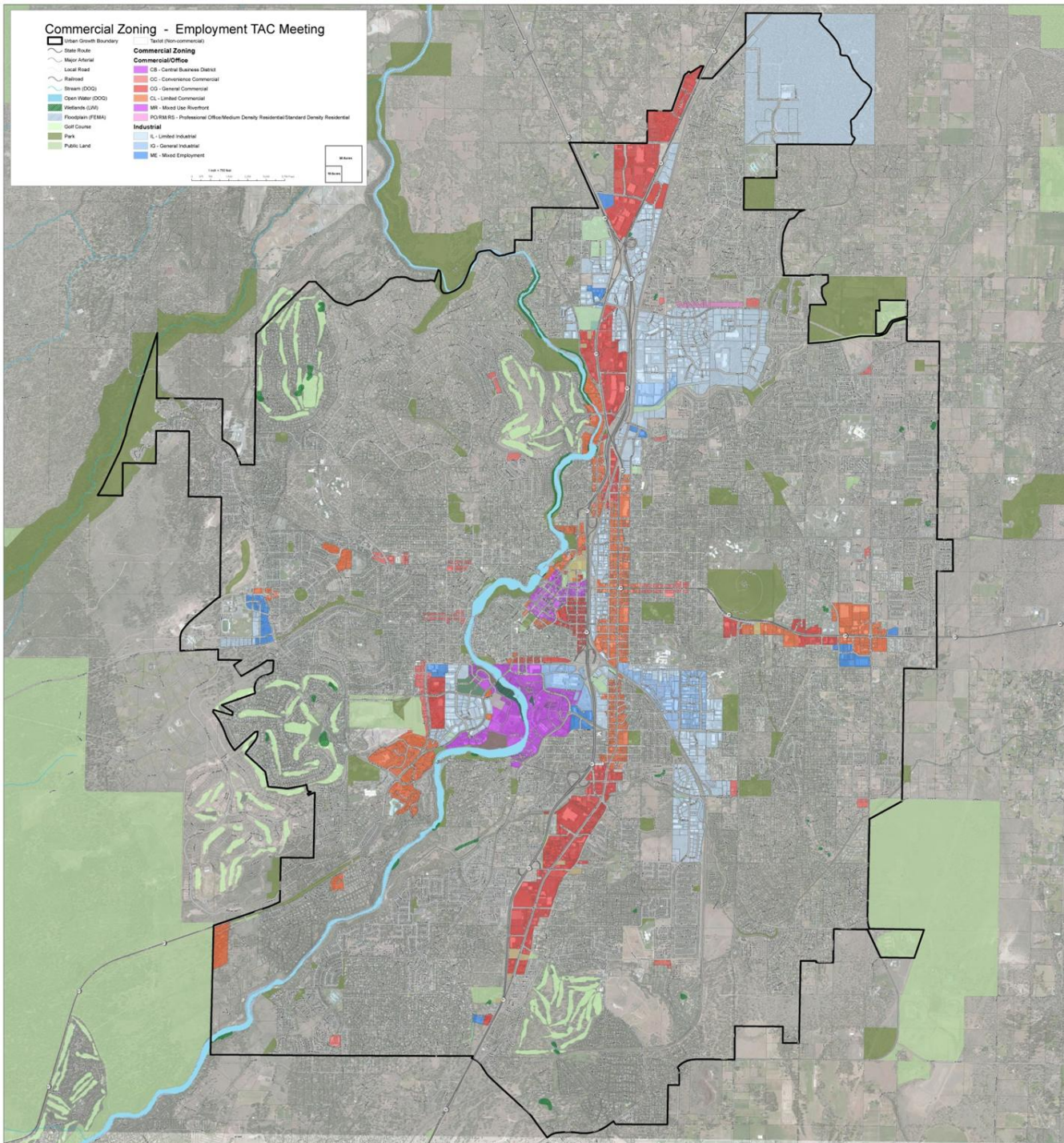
RUN



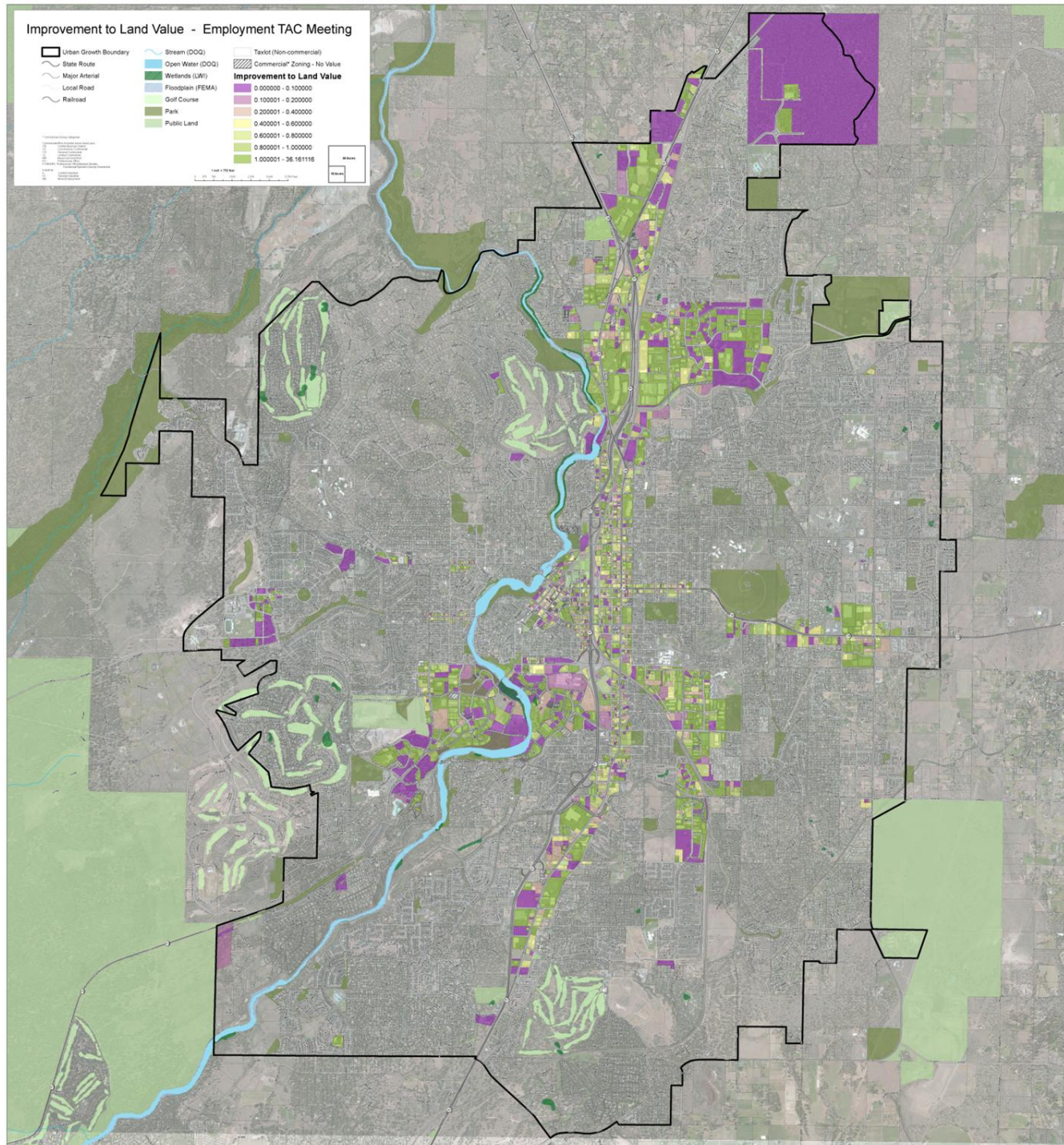
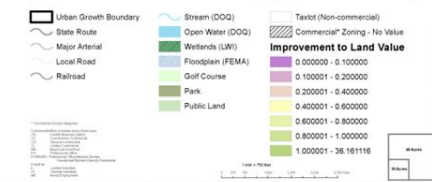
Identify Redevelopment Opportunities



- Identify areas with urban form characteristics that are supportive of redevelopment.
- Select properties that would benefit most from community development resources.
- Find parcels that are “ripe” for redevelopment or may become so at some point in the future.












Improvement to Land Value - Employment TAC Meeting

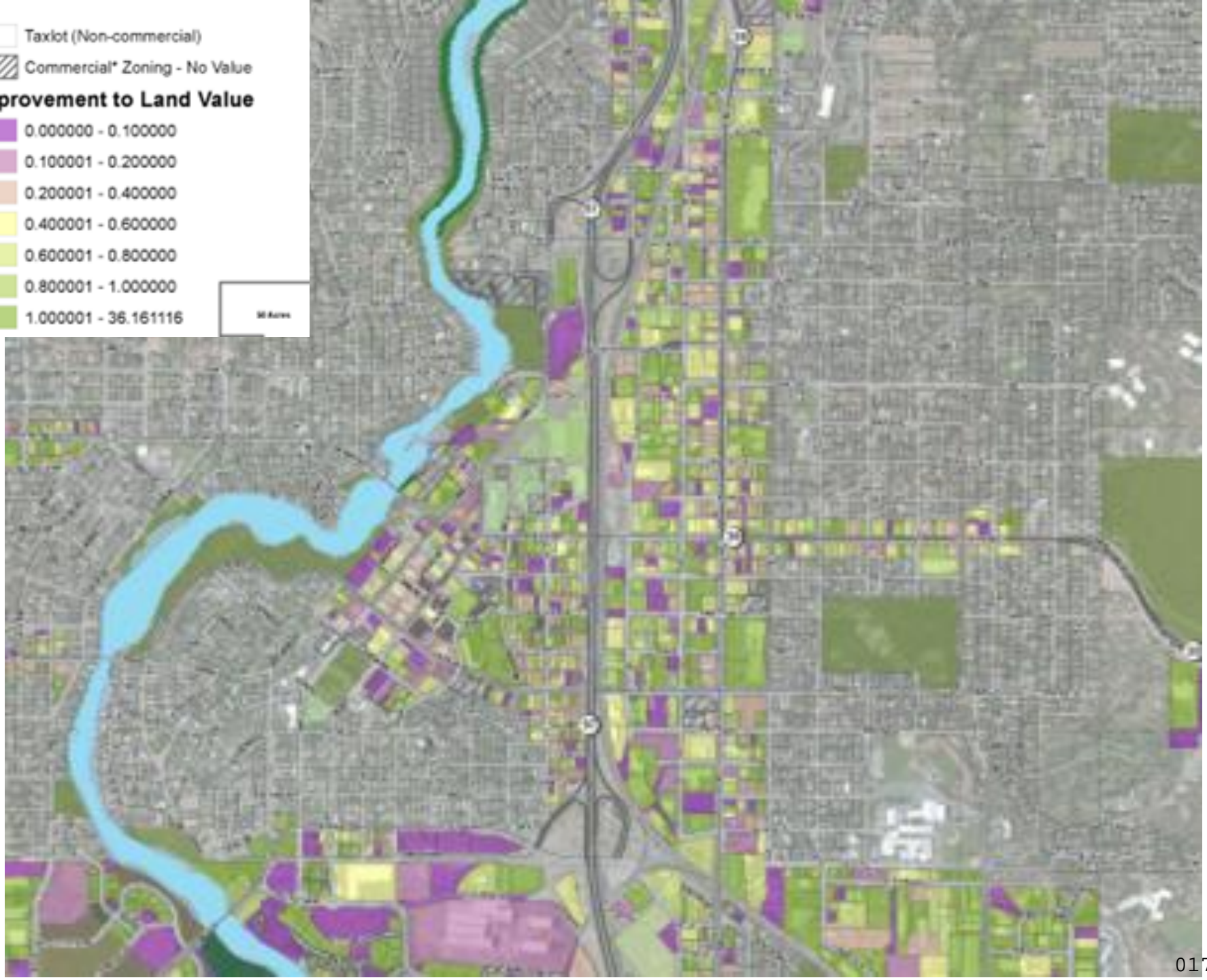


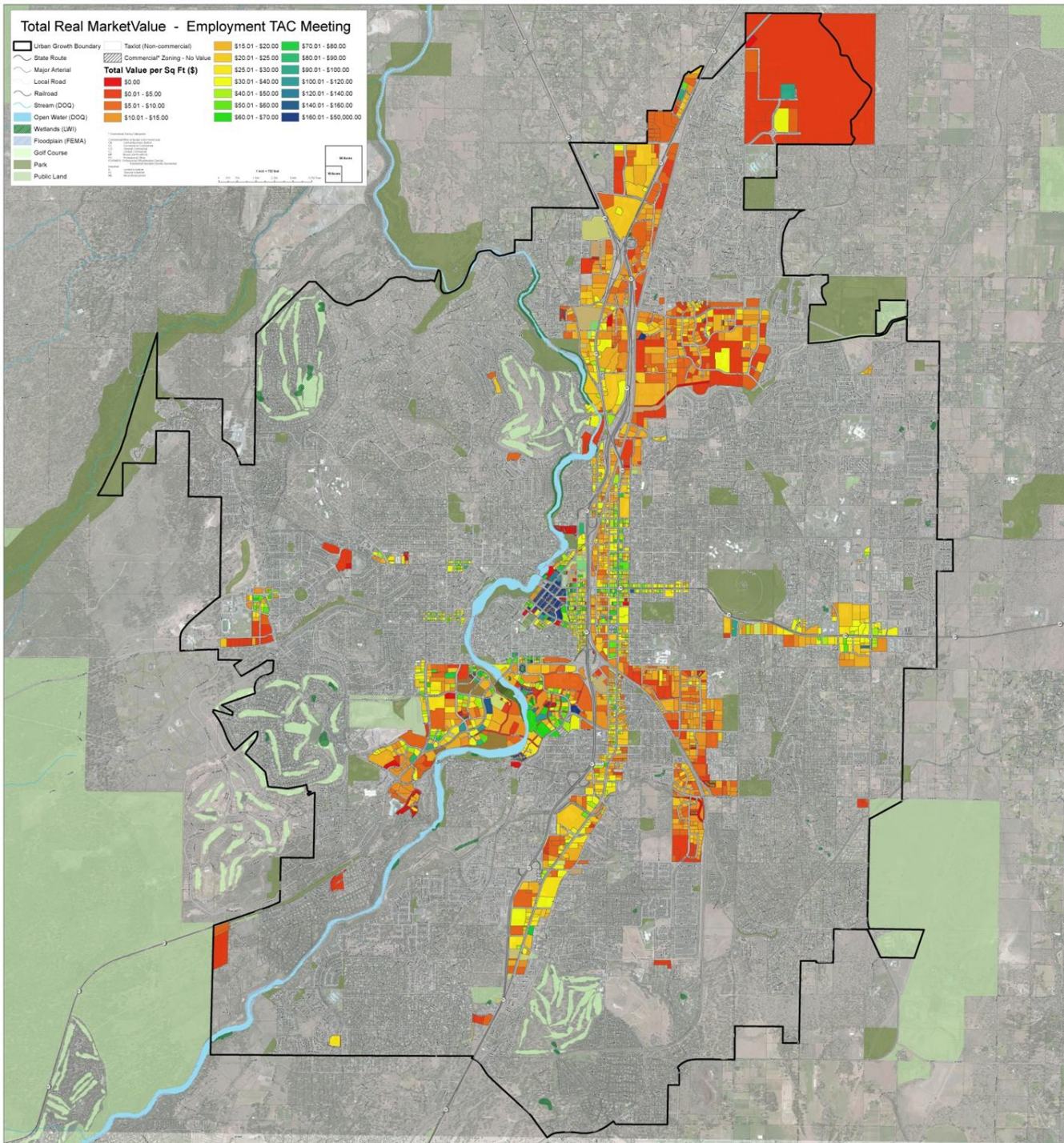
-  Taxlot (Non-commercial)
-  Commercial* Zoning - No Value

Improvement to Land Value

-  0.000000 - 0.100000
-  0.100001 - 0.200000
-  0.200001 - 0.400000
-  0.400001 - 0.600000
-  0.600001 - 0.800000
-  0.800001 - 1.000000
-  1.000001 - 36.161116

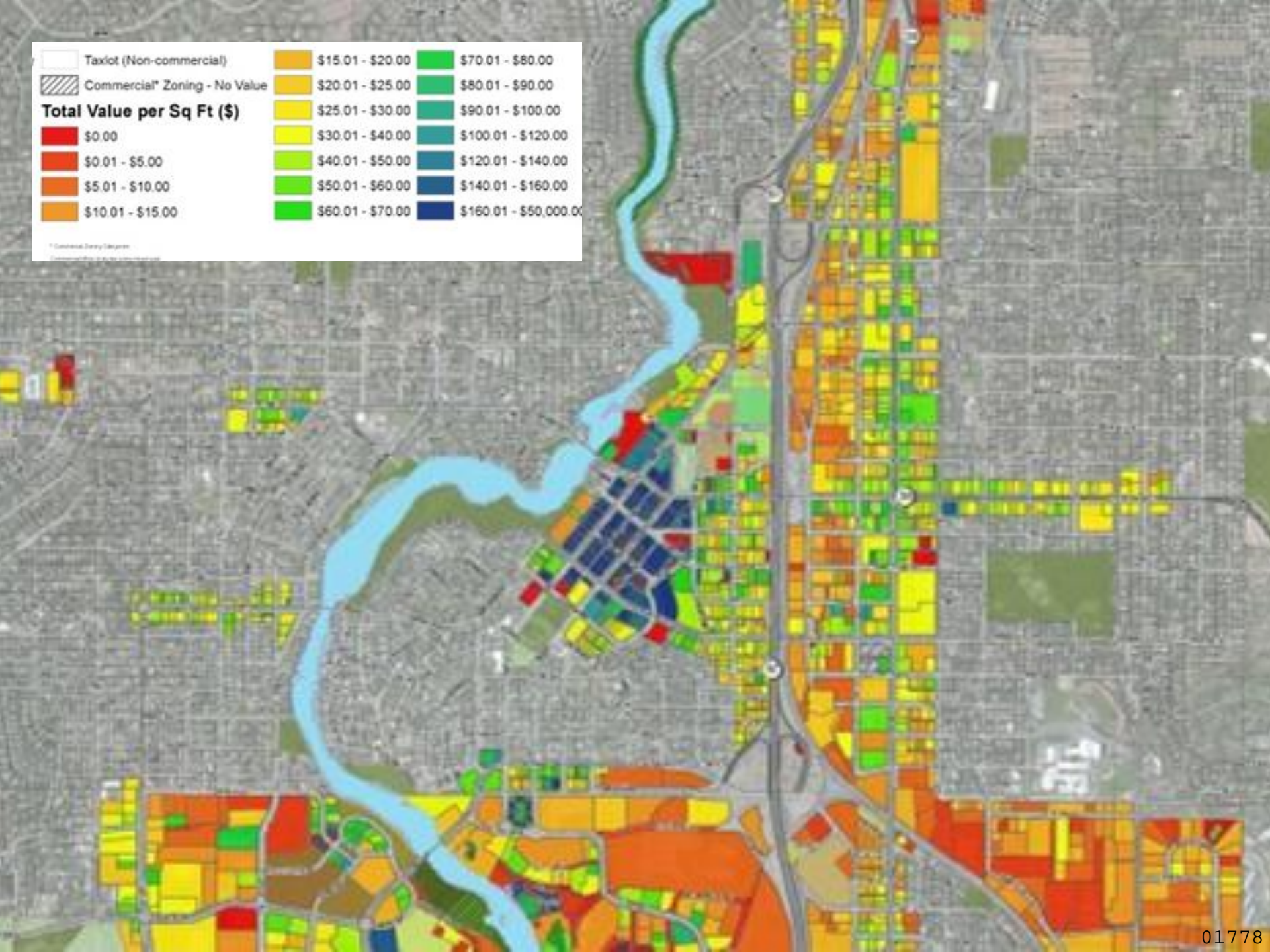
50 Acres



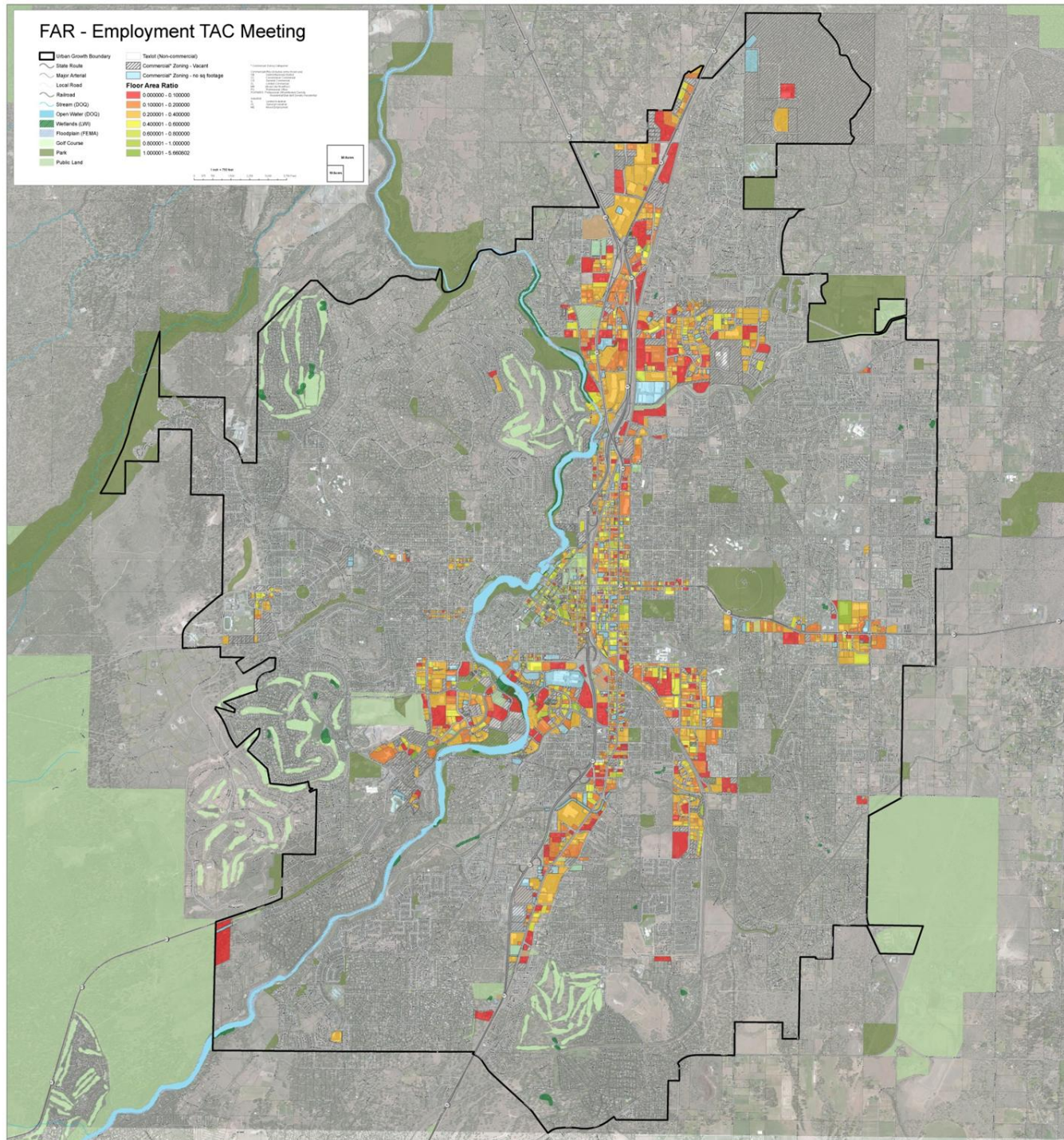
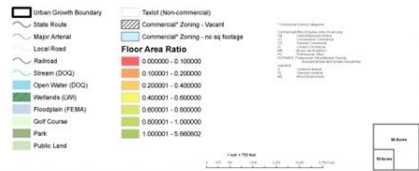


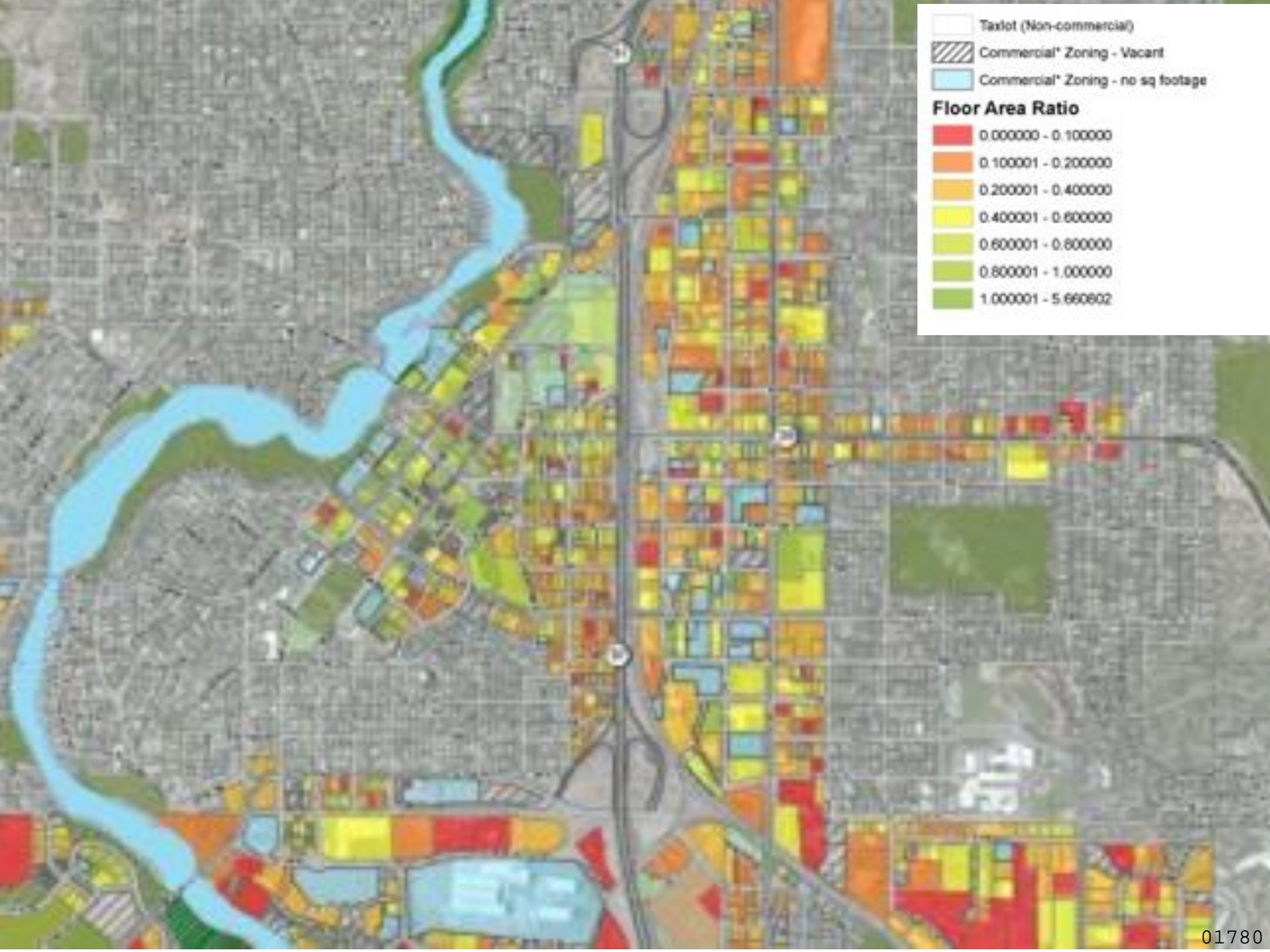


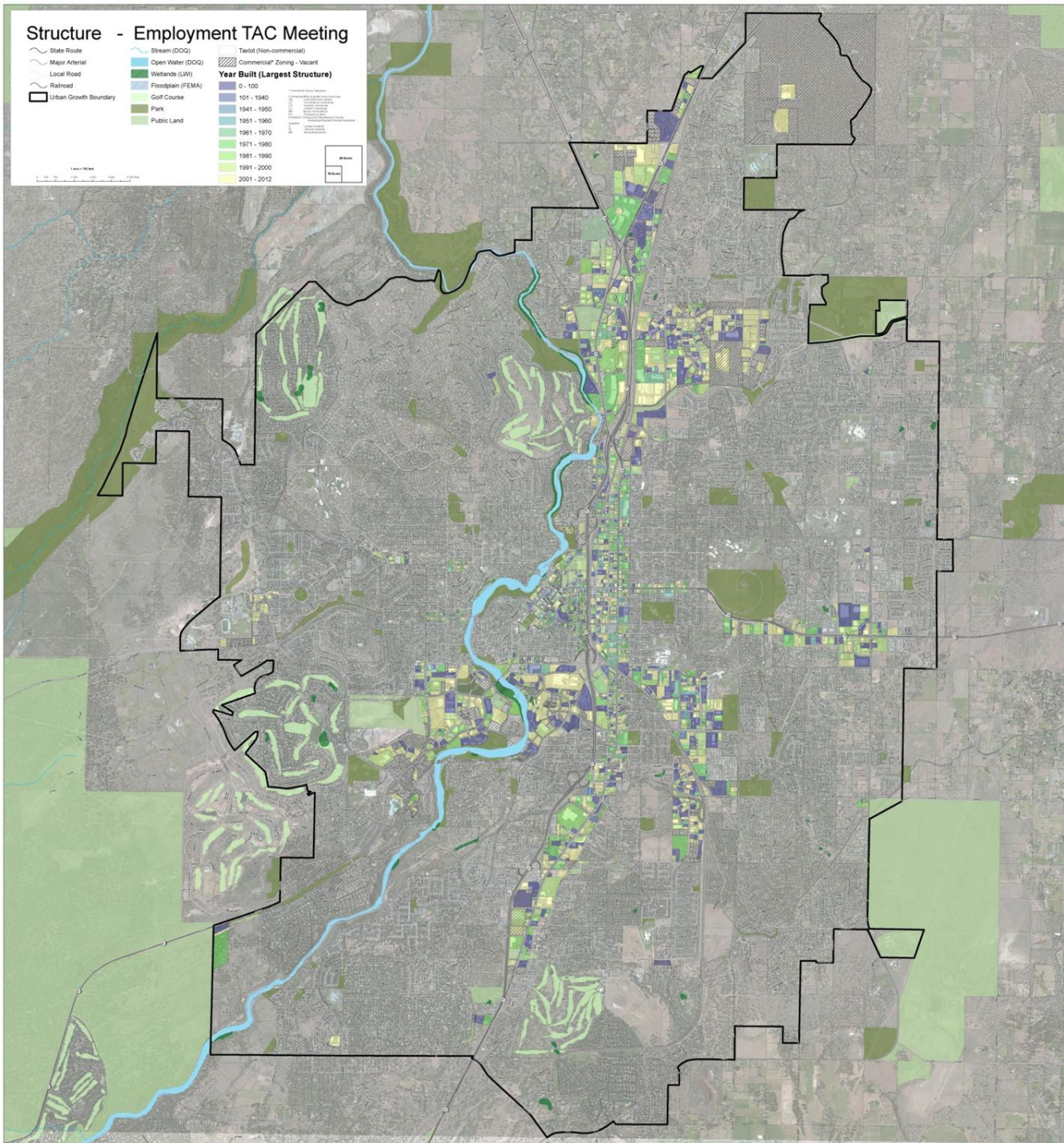
* Commercial Zoning Categories
 Commercial Zoning Categories

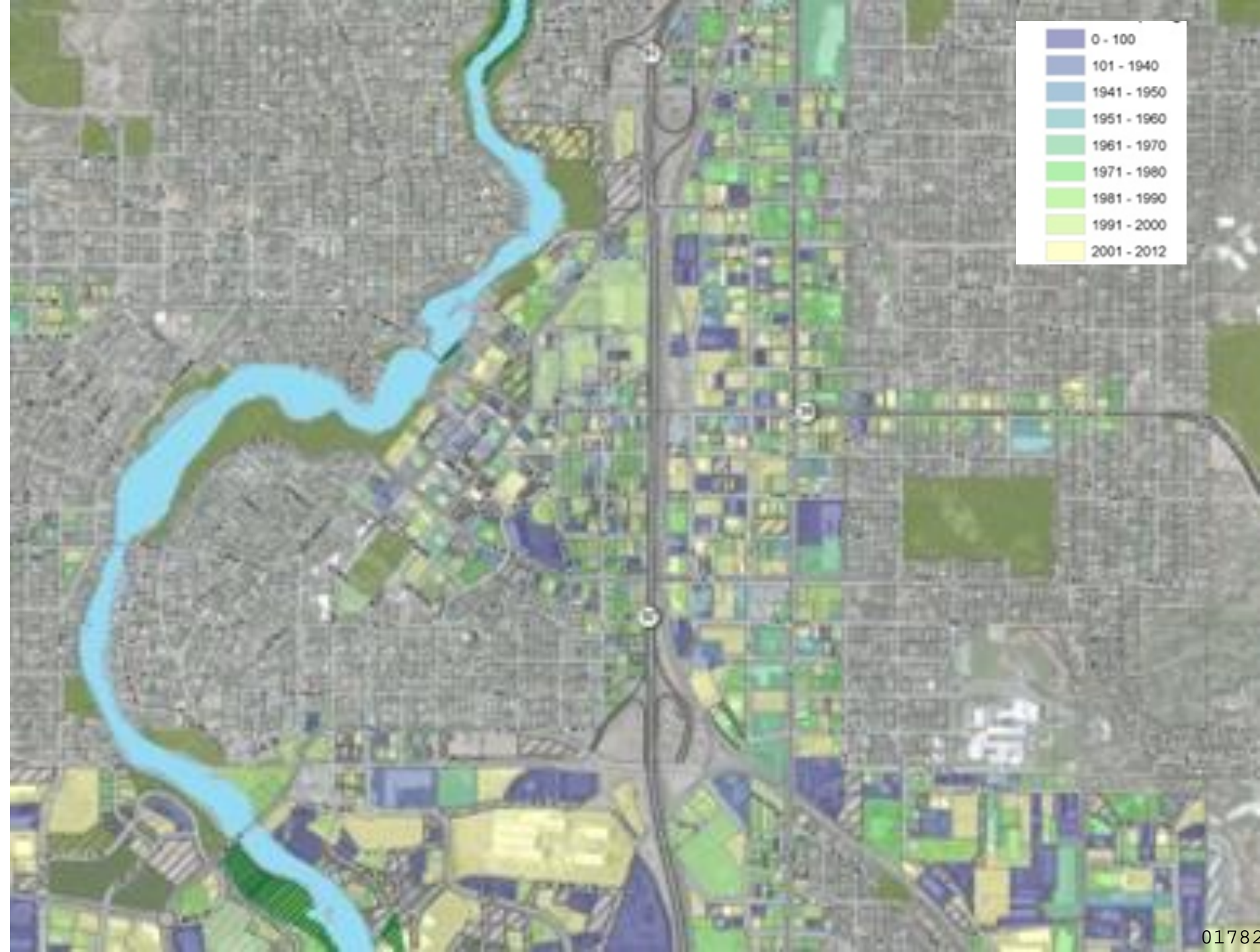


FAR - Employment TAC Meeting









City of Bend
Employment Lands Technical Advisory Committee
Meeting Notes
Date: August 25, 2014

The Employment Lands TAC held its regular meeting at 2:30 pm on Monday, August 25, 2014 in the City Hall Council Chambers. The meeting was called to order at 2:30 pm by Jade Meyer.

Roll Call

- | | | |
|--|--|--|
| <input type="checkbox"/> Ken Brinich | <input type="checkbox"/> Robert Lebre | <input type="checkbox"/> Ron White |
| <input type="checkbox"/> Peter Christoff | <input type="checkbox"/> Dustin Locke | <input type="checkbox"/> Joan Vinci |
| <input type="checkbox"/> Ann Marie Colucci | <input type="checkbox"/> Wesley Price | <input type="checkbox"/> Jade Meyer |
| <input type="checkbox"/> Todd Dunkelberg | <input type="checkbox"/> Damon Runberg | <input type="checkbox"/> Tom Hogue |
| <input type="checkbox"/> Brian Fratzke | <input type="checkbox"/> Cindy Tisher | <input type="checkbox"/> Jennifer Von Rohr |
| <input type="checkbox"/> Christopher Heaps | | |
| <input type="checkbox"/> Patrick Kesgard | | |

Discussion

Welcome and Introductions. Jade Meyer called the meeting to order at 2:30 pm. Joe Dills reviewed the agenda with all present. The Employment TAC approved the meeting summary for the 8/4/2014 meeting by a unanimous vote.

Redevelopment of Employment Lands. Brian Rankin led off with an introduction of this topic. After some questions and answer discussion between members of the TAC and City and APG staff, Chris Zahas began a short power point presentation on the topic. Alex Joyce followed with a longer powerpoint presentation that looked at redevelopment opportunities in Bend. This presentation led to additional discussion between TAC members and City and consultant team staff as to what employment lands in Bend have the potential to redevelop and how can this be measured. This discussion included evaluating several areas of Bend that have both commercial and industrial zoned land and identifying which of these areas have the potential or were ready for redevelopment. This work included evaluating the short-term supply of industrial lands as noted on the meeting agenda and doing this work at the same time. When finished, the TAC and consultant team had identified several areas on a map of Bend for further study for redevelopment.

Action Items/Next Steps

Action	Assigned To
Further computer work (GIS and Envision Tomorrows) on areas identified by hand on maps	APG Consultant Team

Meeting adjourned at 5:00pm by Jade Meyer



Meeting Agenda

UGB Boundary and Growth Scenarios Technical Advisory Committee

Tuesday, August 26, 2014 10:00 AM – 12:30 PM

City Council Chambers, Bend City Hall

Meeting Purpose and What is Needed from the TAC

The purposes of this meeting are to:

- Discuss the McMinnville UGB case and how it may apply to Bend's UGB methodology
- Adopt a study area boundary
- Review information about Bend's urban form – a prelude to discussing criteria for efficient use of land
- Review, discuss and adopt criteria for Goal 14 Factor 1 (Efficiency) and Factor 4 (Compatibility)

The McMinnville case memorandum from Mary Winters follows up on information requested at the last meeting. Based on a review of this case, staff will be suggesting some refinements to the steps and methodology for Bend's UGB. The study area boundary agenda item is also a follow-up from meeting 1 – the map now shows a 3-mile context. The urban form discussion is informational – offered in order to provide a physical and principle-based context to the TAC's more detailed discussions about criteria and methods. Finally, the Factor 1 and 4 evaluation criteria are the first in a three-meeting series on this important Goal 14 criteria. To stay on the track of continued progress, staff would like the TAC to discuss the draft criteria and identify revisions (direction, not necessarily exact wording). After this meeting, the recommendations from the Boundary TAC from Meetings 1 and 2 will be packaged and forwarded as recommendations to the UGB Steering Committee.

The specific discussion questions, i.e. the feedback we would like from the TAC, are listed as the bulleted discussion questions under each agenda item. They are a starting point for the agenda.

For additional project information, visit the project website at <http://bend.or.us> or contact Brian Rankin, City of Bend, at brankin@bendoregon.gov or 541-388-5584



Accessible Meeting/Alternate Format Notification

This meeting/event location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats, language translations or any other accommodations are available upon advance request at no cost. Please contact the City Recorder no later than 24 hours in advance of the meeting at rchristie@ci.bend.or.us, or fax 385-6676. Providing at least 2 days notice prior to the event will help ensure availability.

- | | |
|---|---|
| <p>1. Welcome and Introductions</p> <ul style="list-style-type: none"> a. Welcome and convene b. Self-introductions c. Agenda overview d. Approval of meeting summary from last meeting | <p>10:00 AM</p> <p>Sharon Smith
All
Joe Dills</p> |
| <p>2. Follow-up: McMinnville UGB Case</p> <p><i>Information and discussion</i></p> <ul style="list-style-type: none"> a. Briefing from City Attorney b. Applicability to Bend's UGB methodology c. Discussion | <p>10:10 AM</p> <p>Mary Winters
Bob Parker</p> |
| <p>3. Study Area Boundary</p> <p><i>Information and action</i></p> <ul style="list-style-type: none"> a. Review maps with 3-mile context b. Discussion of specific areas: Forest land, irrigated Agricultural land with higher capability soils at the outer edges. c. Questions, comments, discussion <p>Action:</p> <ul style="list-style-type: none"> • Approval of proposed Study Area Map (with any revisions directed by the TAC) | <p>10:40 AM</p> <p>Mary Dorman</p> |
| <p>4. Urban Form</p> <p><i>Information and discussion</i></p> <ul style="list-style-type: none"> a. Building on past work, why look at urban form, and how this topic relates to Goal 14 and the Remand b. Bend's existing urban form – an initial study <p><i>Note: Urban form maps, diagrams and images will be presented at the meeting.</i></p> <ul style="list-style-type: none"> • What comments and questions does the TAC have on this initial study? • What urban form elements need to be added? • What urban form issues are particularly important to our development of UGB methodology? | <p>11:00 AM</p> <p>Brian Rankin

Jay Renken, MIG</p> |

5. Draft Evaluation Criteria – Factor 1 (Efficiency) and Factor 4 (Compatibility) 11:30 AM

Information and action

- a. Presentation and overview
- b. Factor 1
 - Discussion and questions
 - What refinements does the TAC propose?
- c. Factor 4
 - Discussion and questions
 - What refinements does the TAC propose?

Mary Dorman

Action:

- Approval of Factor 1 and 4 evaluation criteria (with any revisions directed by the TAC)

6. Adjourn 12:30 PM

City of Bend
Boundary & Growth Scenarios Technical Advisory Committee
Meeting Notes
Date: August 5, 2014

The Boundary & Growth Scenarios TAC held its regular meeting at 10:00 am on Tuesday, August 5, 2014 in the City Hall Council Chambers. The meeting was called to order at 10:05 am by Brian Rankin.

Roll Call

- | | | |
|--|--|--|
| <input type="checkbox"/> Toby Bayard | <input type="checkbox"/> Ellen Grover | <input type="checkbox"/> John Russell |
| <input type="checkbox"/> Susan Brody | <input type="checkbox"/> Steve Hultberg | <input type="checkbox"/> Ron Ross |
| <input type="checkbox"/> Peter Carlson | <input type="checkbox"/> Brian Meece | <input type="checkbox"/> Sharon Smith |
| <input type="checkbox"/> Paul Dewey | <input type="checkbox"/> Charlie Miller | <input type="checkbox"/> Gary Timm |
| <input type="checkbox"/> Dale Van Valkenburg | <input type="checkbox"/> Mike Riley | <input type="checkbox"/> Rod Tomcho |
| <input type="checkbox"/> Bruce White | <input type="checkbox"/> Ruth Williamson | <input type="checkbox"/> Scott Edelman |
| | <input type="checkbox"/> Rockland Dunn | <input type="checkbox"/> Nick Lelack |

Discussion

Brian opened the meeting by introducing himself and making some remarks.

Committee members introduced themselves.

Committee agreed by consensus to defer election of chair and vice chair to later in the meeting.

Brian provided introduction and background on past work.

Bob Parker gave a power point presentation on Goal 14 and its requirements for UGB expansion

Mary Dorman followed with a presentation on the remand issues related to boundary.

Alex Joyce followed with a presentation on the Envision Tomorrow scenario planning tool

At the end of the meeting, the TAC came to consensus on Mike Riley and Sharon Smith serving as co-chairs for the Boundary TAC with Dale Van Valkenburg serving as liaison to the Residential TAC and Brian Meece agreeing to serve as liaison to the Employment TAC.

Action Items/Next Steps

Action	Assigned To
Send out open house flyers	City of Bend
Mike Riley – context map	City of Bend, APG
Gary Timm –tour of UGB areas	City can provide map, possibly arrange tour later
Requests for McMinnville Court of Appeals decision on UGB, Staff interpretation of this decision	City of Bend (city will also post Court’s opinion on website)

Meeting adjourned at 12:30 pm by Joe Dills, APG.



CITY ATTORNEY MEMORANDUM

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To: UGB Boundary and Growth Scenarios Technical
Advisory Committee

From: Mary Alice Winters, City Attorney

Subject: Boundary Analysis and McMinnville Case

Date: August 19, 2014

You asked for a legal analysis of the McMinnville case, *1000 Friends v. Land Conservation and Development Commission and City of McMinnville*, 244 Or App 239 (2011), and how it impacts the direction on the alternatives and boundary location analysis from the Land Conservation and Development Commission (LCDC) in the Remand Order. The decision has been posted on the City's UGB website, along with the Order Denying Reconsideration, the City of McMinnville's Motion for Reconsideration, the City of Bend's Amicus Brief, and the Response by 1000 Friends, for any of you who don't have enough to read already.

To summarize, the relevant issue in the case was how the priority statute, ORS 197.298, works in conjunction with the Goal 14 locational factors. As articulated by the Court, Petitioner 1000 Friends argued that the priority statute works to categorize land as available to meet broadly defined land use needs, and that higher priority land qualifies to meet that need unless urban services cannot be provided to the land because of physical constraints. Then, Goal 14 is applied to the prioritized and available land to determine specific growth areas.

According to Respondents, ORS 197.298 is applied to determine the adequacy of land for more particular land use needs; higher priority land qualifies, unless it is determined to be unsuitable under the Goal 14 locational factors and the Goal 2 exceptions factors. Goal 14 is then applied to corroborate the inclusion of higher priority land and to justify any further selection among land of a lower-priority class. *Id.* at 254.

The Court ultimately concluded that neither party had it quite right. It held that ORS 197.298 does provide "the first cut" in the sort process and Goal 14 is "then applied" to justify the inclusion and any remaining choices about what land to include in the boundary. The court did say that Goal 14 is used to determine the "adequacy" of land available under ORS 197.298(1), but in a more particular way than suggested by the City and LCDC. *Id.*

Goal 14 consists of seven factors that govern whether and where a UGB is expanded. Factors 1 and 2 determine whether a city **needs** to expand its UGB to accommodate growth, housing needs, employment opportunities, and livability.

Factors 3 through 7 apply to **location** of that expansion based on public facilities and services, efficiency of land uses, consequences of development, retention of land for farm use, and compatibility of development with nearby agricultural activities. Essentially, the court set out an analytical 3-step process for integrating Goal 14 and ORS 197.298.

In McMinnville, the court said that step 1 is to determine the land needed under ORS 197.298(1). The descending priorities of the statute are applied to determine whether priority land is “inadequate to accommodate the amount of land needed”. That determination is made by the application of Goal 14, which provides that the “establishment and change of boundaries is based on a consideration of the following factors: (1) The demonstrated need to accommodate the long range urban population, consistent with the 20-year population forecast, and (2) Need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space. If these needs cannot be met through the existing UGB through rezoning or infill, then the locality must amend its UGB to include sufficient buildable land to accommodate its housing and economic land needs. *Id.* at 256. Here, this latter determination will be based on the recommendation of the residential TAC, consistent with ORS 197.296 and the Remand Order. This first step is the analysis described by our consultants. So far, so good.

Then in Step 2, the local government determines the adequacy of candidate lands under ORS 197.298 (1) and (3). The Court reasoned that only Goal 14 Factors 5 (Economic, energy, economic and social consequences, or ESEE) and 7 (compatibility with adjacent agriculture land) are applied to determine whether higher priority land “is inadequate to accommodate the amount of land needed” under ORS 197.298(1). In the court’s view, the more restrictive priority exceptions in ORS 197.298(3) would be “meaningless surplusage” if the less restrictive Goal 14 factors 3, 5 and 6 are applied first. The key one in Bend is probably ORS 197.298(3)(b)—permitting an inadequacy conclusion only when public services cannot be extended because of topographic or physical constraints. Goal 14 Factor 3, which considers the relative cost of delivery of public services and facilities, cannot be considered at this step. The Court arguably altered the understanding of local government based on prior cases out of West Linn and the City of Adair in so holding. This was pointed out in the request for reconsideration, but that request was denied. This step is best viewed as a way to determine whether there is sufficient higher priority land to meet the City’s needs identified in Step 1 and to disqualify unsuitable land (narrowly defined). It is not a step that qualifies lower priority land. The ESEE contemplated at this stage, in our legal and planning view, is high level and general (not a project level ESEE as done of for a Goal 3 or 4 exception analysis).

After a local government has prioritized lands under ORS 197.298 (1) and (3) and Goal 14 Factors 5 and 7, a new “Step Three” is added, during which the remaining factors of Goal 14 are applied to land so prioritized to include or exclude lands from the UGB. According to the Court, ORS 197.298 operates to “identify land that *could*

be added to the UGB to accommodate a needed type of land use,” which Goal 14 is applied thereafter “to qualify land that, identified already under ORS 197.298, *should* be added to the Boundary.” *Id.* at 265. The comparative EESE are also considered on an alternatives and more localized basis, as appropriate.

One point to keep in mind is that the Court was interpreting Goal 14 as it was drafted prior to April 28, 2005, as the rules allowed the City to apply the former version of the rule. 244 Or App at 239. The Goal 14 rule was amended by LCDC to “clarify the relationship between ORS and the locational factors of Goal 14 for urban growth boundary expansions.” See Remand, page 125. However, the Goal 14 factors are essentially the same, albeit in a different order.¹ OAR 660-024-0060, adopted 10-5-06, further clarifies the process. However, without getting too nuanced, to the extent the new rule does not exactly track the process set forth in McMinnville, the Court of Appeals specifically interpreted the Goal in light of the Court’s view of the statute and prior case law. Despite the City of McMinnville’s argument that the application of the statute and Goal 14 was inconsistent with prior case law, the Court declined reconsideration and LCDC did not appeal the decision. Therefore, it is safest to follow the three-step process from the Court of Appeals. The concepts are all consistent with the Remand, the timing has the most room for interpretation.

In outline form, as confirmed by DLCD, the **suggested process to do a locational analysis based on current law/McMinnville decision** (as it applies to Bend) is as follows:

1. START WITH AMOUNT OF NEEDED LANDS
 - A. Adopted Population Forecast
 - B. Demonstrated need for housing, employment, public and semi-public uses
 - C. Determine Study Area of Candidate Lands—Categorize lands under the four priorities of 197.298(1)
 - a. EXCEPTION LANDS
 - b. RESOURCE LAND – FURTHER SUBCATEGORIZED BY SOIL CLASS
2. FIRST PRIORITY FOR BEND: EXCEPTION LANDS. APPLY THE FOLLOWING FACTORS TO EXCLUDE (OR INCLUDE LOWER PRIORITY) LANDS FROM THE UGB:
 - a. Exclude lands that are not buildable
 - b. Exclude lands based upon specific land needs (197.298(3)(a))

¹ Statewide Planning Goal 14 (as amended April 28, 2005) requires the following:

“The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;
- (2) Orderly and economic provision of public facilities and services;
- (3) Comparative environmental, energy, economic and social consequences; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on far and forest land outside the UGB.”

- c. Exclude lands based upon inability to reasonably provide urban services due to physical constraints (197.298(3)(b))
- d. Exclude lands based upon analysis of comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- e. Exclude lands based upon analysis of compatibility with agricultural & forest activities (Goal 14, Boundary Location, Factor 4)

QUESTION: Where are UGB Goal 14 Locational Factors 1 and 2?

ANSWER: According to "McMinnville" logic, they are redundant and less restrictive than two of the corresponding factors in ORS 197.298, and thus drop out at this stage of analysis.

- 3. A. IF THE AMOUNT OF LAND REMAINING AFTER EXCLUSIONS IS GREATER THAN THE AMOUNT OF NEEDED LANDS, THEN:

Apply the following factors INTERDEPENDENTLY to pick and choose among the land remaining after exclusions:

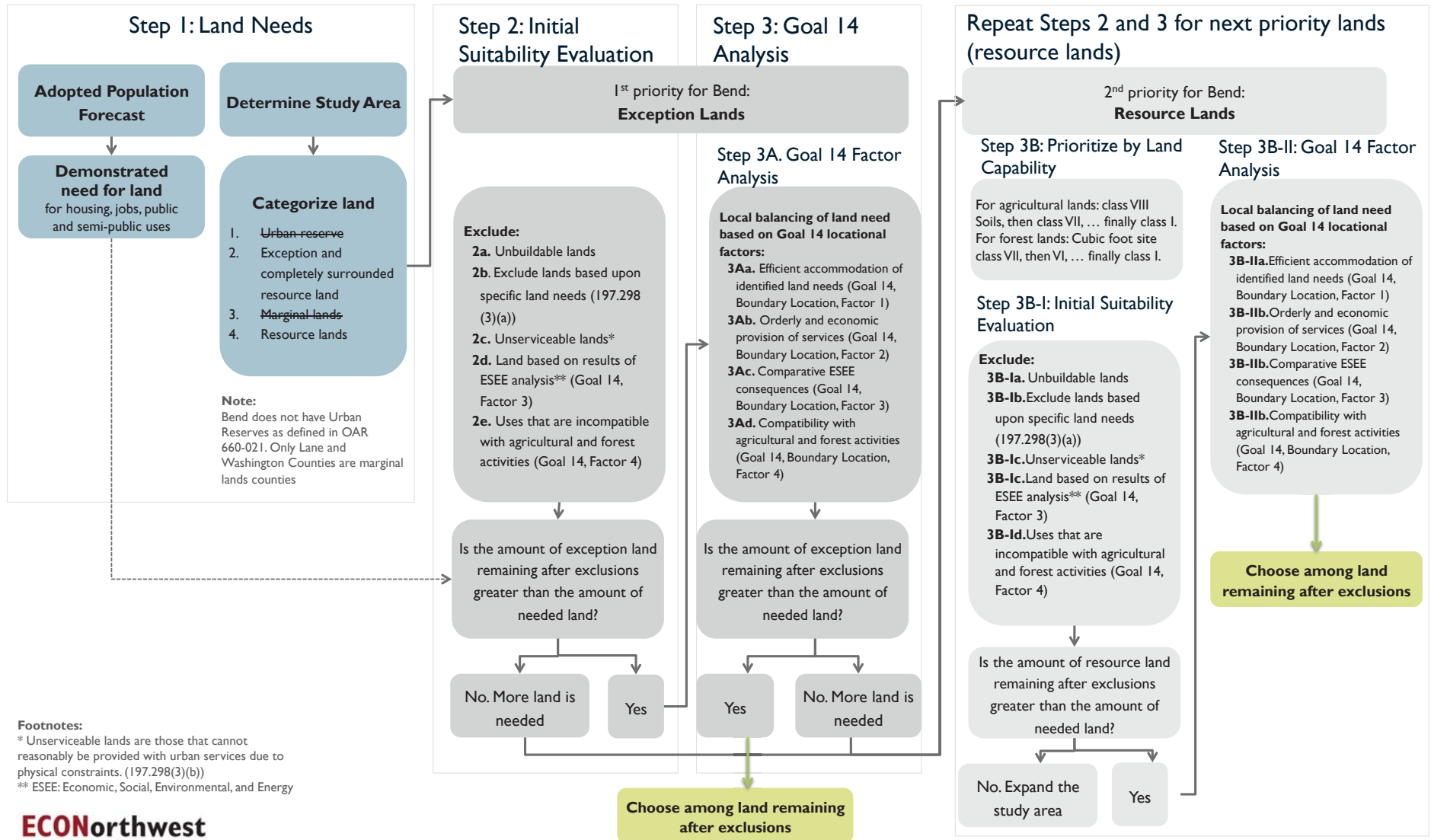
- a. Efficient accommodation of identified land needs (Goal 14, Boundary Location, Factor 1)
- b. Orderly and economic provision of services (Goal 14, Boundary Location, Factor 2)
- c. Comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- d. Compatibility with agricultural and forest activities (Goal 14, Boundary Location, Factor 4)

- B. IF THE AMOUNT OF LAND REMAINING AFTER EXCLUSIONS IS LESS THAN THE AMOUNT OF NEEDED LANDS, IN BEND GO TO FOURTH PRIORITY – RESOURCE LANDS

- a. Repeat analysis under (2) above

The attached diagram prepared by ECONorthwest illustrates the steps in the UGB Alternatives Analysis Process as implied by the McMinnville decision and described in this memo.

Steps in the UGB Alternatives Analysis Process for Bend as implied by the McMinnville Decision



Footnotes:

* Unserviceable lands are those that cannot reasonably be provided with urban services due to physical constraints. (197.298(3)(b))

** ESEE: Economic, Social, Environmental, and Energy

Memorandum



August 19, 2014

To: Boundary and Growth Scenarios Technical Advisory Committee
Cc: Bend Staff
From: APG Consulting Team
Re: URBAN FORM PRINCIPLES
 DRAFT EVALUATION CRITERIA FOR EFFICIENCY AND COMPATIBILITY
 GOAL 14 FACTORS 1 & 4

INTRODUCTION

Over the next three meetings of the Boundary TAC, we will build the foundation for the methodology and evaluation criteria to address the individual locational factors identified in Goal 14.¹ At the second meeting of the Boundary TAC, we will focus on Goal 14 location factors 1 (“Efficient accommodation of identified land needs”) and 4 (“Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB”). The four location factors of Goal 14 are interrelated and we understand the Boundary TAC will want to develop a methodology that integrates and balances the four factors. At the close of Phase 1, the Boundary TAC will have an opportunity to refine the overall, integrated methodology prior to the start of the Phase 2 evaluation of boundary and growth scenarios.

This memorandum introduces urban form principles to inform the evaluation of efficient land use and draft evaluation criteria for factors 1 and 4. An urban form diagram will be available at the August 26th meeting to provide context for the evaluation criteria.

Overview of Identified Land Needs

The Residential TAC and the Employment TAC are responsible for confirming the identified land needs for the 2008-2028 planning period. As summarized at the TAC orientation meeting on July 29, 2014, some of the basic assumptions for Bend’s land needs for the planning period have already been acknowledged by LCDC and will not be reopened through this process. Key assumptions and land needs that have been acknowledged and/or resolved by the Remand Task Force and those that will be addressed by the Residential or Employment TAC are summarized below.

¹ See Summary of Key Remand Issues Related to Boundary and Growth Scenarios memo, dated July 28, 2014 for an overview of Goal 14 and its role in guiding Urban Growth Boundary expansions.

Acknowledged Assumptions/Factors for Residential Land Needs

- Population Forecast for 2008-2028: 115,063
- New Housing Units 2008-2028: 16,681
- "Other" Land Needs Factor: 12.8 percent (of residential land need)²
- Right-of-Way Factor: 21 percent (of total land need)³

Acknowledged Needs for Residential Land

- Land Need for Second Homes: 500 acres⁴
- Park Land Need Estimate: 362 acres⁵
- School Land Need Estimate: 192 acres

The Residential TAC is revisiting the needed mix of housing by type and density and will also evaluate the most promising efficiency measures to accommodate a larger share of new housing units within Bend's existing UGB. For context, the 2008 UGB proposal estimated 20-year land needs for housing & related uses at about 3,000 gross acres (including park and school land need). However, that land need was not acknowledged by LCDC, and it is reasonable for the Boundary TAC to assume that the identified land need for housing is likely to go down based on the direction from the Remand.

Acknowledged Assumptions/Factors for Employment Land

- Total Employment Forecast for 2028: 60,607
- Increase in Employees Between 2008 and 2028: 22,891⁶
- Right-of-Way Factor: 21 percent

Acknowledged Needs for Employment Land

LCDC found that the City had documented the following special site needs for employment land:

- University at Juniper Ridge: 225 acres
- New Hospital Site South of Bend: 112 acres
- Two Large-Lot Industrial Sites East of Bend: 112 acres

On remand, the City must complete the analysis and findings to document whether the special site needs can be accommodated inside the existing UGB.

The Employment TAC will confirm how much land is needed for employment to the year 2028, will address strategies to maintain a short-term supply of industrial land and will identify the best

² RTF Memorandum, Task 4.1 Other Land Needs, April 22, 2011.

³ Memorandum to City Council – Rights-of-Way for Roadways Variable, December 4, 2008.

⁴ RTF Memorandum – Task 2.5 Second Home Land Needs, April 22, 2011.

⁵ RTF Memorandum, Task 4.2 Park and School Land Needs, July 22, 2011.

⁶ The employment forecast is shown in Table 25 of Bend's Economic Opportunities Analysis. Bend's employment forecast does not include employees who are considered shift workers because land need estimates should be based on the day shift (typically the largest shift) instead of all employees working at a given business. Bend had approximately 8,000 shift workers in 2008.

locations for needed employment lands. For context, the 2008 UGB proposal estimated 20-year land needs for employment uses that ranged from about 1,380 acres (Scenario A) to about 2,090 acres (Scenario B). Based on a recommendation from the consultant team and city staff, the Employment TAC agreed not to proceed with Scenario B because it would be very difficult to develop legally defensible findings that included a “market factor” for employment lands. In summary, the employment land need was not acknowledged by LCDC, and it is reasonable for the Boundary TAC to assume that identified needs for employment land is likely to go down based on direction from the Remand relating to use of the market factor and redevelopment rates.

URBAN FORM PRINCIPLES

City of Bend Vision and Goals

Prior Bend 2030 visioning work and the Bend UGB Remand Project Goals both articulate desired outcomes related to the future urban form of the city.

Project Goals – City of Bend

The City and the UGB Steering Committee have drafted goals for the Urban Growth Boundary Project. The public is currently weighing in on the draft goals and strategies using the web based MetroQuest survey. Several of the goals are directly related to the city’s urban form, including:

- *Quality Natural Environment* - As Bend grows, it preserves and enhances natural areas. Bend takes a balanced approach to environmental protection and building a great city.
- *Connections to Recreation and Nature* - Bend continues to enhance its network of parks, trails, greenbelts, recreational facilities, and scenic views inside and outside the city.
- *Great Neighborhoods* - Bend has a variety of great neighborhoods that are well-designed, safe, walkable, and include local schools and parks. Small neighborhood centers provide local shops, a mix of housing types, and community gathering places.
- *Strong Active Downtown* - Bend's downtown continues to be an active focal point for residents and visitors with a strong businesses, arts and cultural opportunities, and gathering places.
- *Balanced Transportation System* - Bend's balanced transportation system incorporates an improved, well-connected system of facilities for walking, bicycling, and public transit, while also providing a safe and reliable system for drivers.

Bend 2030 – Community Vision Statement and Executive Summary⁷

The Bend 2030 Community Vision Statement also articulated several objectives and goals for the city's future urban form:

- “We are proud of our... appropriate mixed-use development, public gathering places where people meet and connect, well-designed neighborhoods with affordable housing and safe, pedestrian-friendly centers, and our trail system that connects us to surrounding wildlands.”
- “Our growth management practices and incentives have retained Bend’s small-town character while supporting... the provision of more diverse and affordable housing, and the formation of complete communities – including mixed-use development and accessible neighborhood centers.”
- *Bicycle and Walking Routes* – “A comprehensive, integrated system of bicycle and walking routes provide safe, healthy access to major hubs of the city, including employment areas, neighborhood centers, parks and open spaces, schools and retail areas.”
- *Vibrant Downtown* – “Bend has strengthened and enhanced its downtown district, carefully expanding opportunities for businesses, shops, restaurants, and housing. New construction is planned in the context of preserving downtown’s unique character.”
- *Small Neighborhood Centers* – “Bend has developed a number of small neighborhood centers in the community, where local residents can walk or bike to cafes, shops, gathering places, pocket parks, recreational facilities, and other services.”
- *Mixed-Use Development* – “Bend has established mixed-use development along key corridors and in designated centers. Development codes address building design, heights, densities and levels of affordability where residential, employment and retail uses mix.”
- *Conservation Greenbelts* – “Bend has helped maintain the community’s distinct identity by locating strategically integrated, permanent conservation ‘greenbelt’ areas to provide connectivity and open space.”

Nationally Recognized Best Practices and Principles

Organizations including the Congress for the New Urbanism (CNU), the Urban Land Institute (ULI), the Environmental Protection Agency (EPA), and Smart Growth America have all articulated principles for smart growth and efficient urban form. Many of these principles share common themes, as summarized below.

⁷ <http://bend2030.org/wordpress/wp-content/uploads/2013/12/Bend-2030-Final-Community-Vision.pdf>

Appropriate Mix of Land Uses

- Neighborhoods should be compact, pedestrian friendly, and mixed-use. Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young.⁸
- Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them. A range of parks, from tot-lots and village greens to ballfields and community gardens, should be distributed within neighborhoods.⁹
- Build centers of concentrated mixed uses.¹⁰ Many small businesses – including restaurants, bars and retail stores – rely heavily on foot traffic. Communities with homes, shops and jobs close by provide the steady stream of potential customers to make these businesses viable.¹¹
- Integrate land uses to allow people to work and recreate in close proximity to their homes and reduce dependence on automobiles.¹² Building stores, schools, and workplaces near residential neighborhoods means shorter trips between each, and shorter distances driven mean cleaner air in our neighborhoods and lower greenhouse gas emissions on our planet.¹³

Compact and Transit-Supportive Development

- Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.¹⁴
- Encourage the adoption of compact building patterns to use land and fiscal resources more efficiently.¹⁵
- The National Association of Realtors and Smart Growth America revealed that Americans favor communities with shorter commute times and more places to walk more than sprawling communities.¹⁶

⁸ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

⁹ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

¹⁰ ULI's Ten Principles for Smart Growth on the Suburban Fringe: http://www.uli.org/wp-content/uploads/2012/07/TP_SuburbanFringe.ashx_.pdf

¹¹ Smart Growth America's Smart Growth Principles

¹² EPA Smart Growth Principles.

¹³ Smart Growth America's Smart Growth Principles

¹⁴ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

¹⁵ EPA Smart Growth Principles.

¹⁶ Smart Growth America's Smart Growth Principles

Urban Form Organized around Frameworks and Focal Points

- The neighborhood, the district, and the corridor are the essential elements of development and redevelopment in the metropolis. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.¹⁷
- The physical organization of the region should be supported by a framework of transportation alternatives.¹⁸
- Conservation areas and open lands should be used to define and connect different neighborhoods and districts.¹⁹
- Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy.²⁰

Mix of Housing Types and Income Levels

- Affordable housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty. Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.²¹
- Provide a variety of housing types and sizes within zones so that residents, young and old alike, can find housing that suits their life-stage needs as these needs change without having to leave the neighborhood they have grown up in or accustomed to.²²
- Provide diverse housing types and opportunities.²³ Creating a range of housing choices—whether it is a garden apartment, a row house, or a traditional suburban home—allows all households to find their niche in a smart growth community and accommodates growth at the same time.²⁴

¹⁷ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

¹⁸ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

¹⁹ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

²⁰ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

²¹ http://www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf

²² EPA Smart Growth Principles

²³ ULI's Ten Principles for Smart Growth on the Suburban Fringe: http://www.uli.org/wp-content/uploads/2012/07/TP_SuburbanFringe.ashx_.pdf

²⁴ Smart Growth America's Smart Growth Principles

FACTOR 1 OF GOAL 14: EFFICIENT ACCOMMODATION OF IDENTIFIED LAND NEEDS

What does it mean to accommodate land needs “efficiently” and what are the appropriate criteria to evaluate and measure efficiency? We have identified potential evaluation criteria below for discussion at the August 26th Boundary TAC meeting. Ultimately, the evaluation criteria approved by the Boundary TAC will be used to compare alternative growth scenarios that look at growth both inside and outside the existing UGB in Phase 2 using the Envision Tomorrow model.

Efficient Accommodation of Residential Land Needs

Proposed Evaluation Criteria & Measures

Potential Evaluation Criteria	Relevance	Potential Measure(s)
Does scenario include sufficient buildable land to accommodate the identified land need for housing?	Required by Goals 10 & 14	Buildable acres designated to meet general housing needs by scenario
How many new housing units are estimated to be built inside the existing UGB vs. outside the UGB?	Higher percentage of units inside the UGB supports more compact and efficient land use pattern	Residential acres/units estimated to be built inside vs. outside of UGB by scenario
What is the estimated average density for housing in 2028?	Higher average densities support more compact and efficient land use pattern and viability of transit service	Average density calculation for designated residential lands inside and outside UGB by scenario Average density calculation within ¼ mile of transit corridors
What is the estimated mix of housing units by type (SFD, SFA, and MF)?	Required by Goals 10 & 14; City obligation to zone to allow the needed mix Mix of housing types/densities has implications for land use form, integration of land use and transportation, housing affordability	Buildable acres allocated by residential plan designation by scenario Calculate allowed mix of housing types (percentages) based on plan designations by scenario Note: This criterion/measure is also relevant to Factor 3 – Social Consequences

Potential Evaluation Criteria	Relevance	Potential Measure(s)
Is there an efficient distribution and location of designated residential lands to accommodate needed housing and a variety of housing options?	Consistent with project goals and urban form principles	<p>Distribution/number of complete neighborhoods by scenario</p> <p>Number of new housing units/population within specified distance (buffers of ¼ and ½ mile) of existing/planned amenities/services by scenario</p> <ul style="list-style-type: none"> • Parks & trails • Schools • Transit corridors • Commercial services (grocery based?) <p>Note: This criterion/measure is also relevant to Factor 3 – Social Consequences</p>
Does scenario include sufficient buildable lands to meet “other” land needs?	<p>Consistent with project goals and urban form principles</p> <p>Distribution of schools and parks to serve existing and new residential areas efficiently and equitably</p>	<p>Acres identified for schools and parks by scenario</p> <p>Qualitative evaluation of consistency of each scenario with location criteria/level of service standards in school facility master plan and park master plan</p> <p>Measures used above for number of new housing units/population within specified distance of schools and parks by scenario</p> <p>Note: This criterion/measure is also relevant to Factor 3 – Social Consequences</p>

Questions for the Boundary TAC:

1. Are the potential evaluation criteria listed above reasonable and appropriate to address the “efficient accommodation of identified land needs” for housing and related uses?
2. Are there other criteria that you think should be added to address Factor 1 for residential lands? If yes, are there things we can measure to evaluate if the criteria are met?

Efficient Accommodation of Employment Land Needs

Proposed Evaluation Criteria & Measures

Potential Evaluation Criteria	Relevance	Potential Measure(s)
Does scenario include sufficient buildable land to accommodate general need for employment lands?	Required by Goals 9 & 14	Buildable acres designated to meet general employment needs by scenario
How many new jobs are estimated to be accommodated inside the existing UGB vs. outside the UGB?	Higher percentage of new jobs inside the UGB supports more compact and efficient land use pattern	Employment acres/jobs estimated to be built inside vs. outside of UGB by scenario Percentage of overall jobs assumed through redevelopment by scenario
What is the estimated average employment density (or FAR) for employment uses in 2028?	Higher average employment densities and FARs support more compact and efficient land use pattern, reduce VMT	Average employment density and/or FAR calculation for designated employment lands inside and outside UGB by scenario
How many employment acres are available and serviceable in the short-term (1-5 years)?	Strategies for short-term inventory required by Goal 9 Supports project goals relating to Strong Diverse Economy and Cost Effective Infrastructure. Land use efficiencies associated with linkage of focused public investment (CIP) and maintaining short-term supply of employment lands	Buildable employment acres that are currently served and/or serviceable by key infrastructure (sewer, water, transportation) in the short-term by scenario Percentage of buildable employment acres that are currently served and/or serviceable by scenario Note: This criterion/measure is also relevant to Factor 2 – Orderly & Economic Facilities
Are acknowledged “special site needs” accommodated?	First need to document if any of the special site needs can be accommodated inside the existing UGB	For each scenario, identify if special site needs have been accommodated based on suitability criteria that have already been acknowledged Note: This criterion/measure is also relevant to Factor 3 – Economic Consequences

Potential Evaluation Criteria	Relevance	Potential Measure(s)
Are employment lands distributed and located efficiently to accommodate needed jobs and specific site requirements?	Consistent with project goals and urban form principles	<p>Measure of jobs/housing balance by scenario</p> <p>Percentage of land area in each scenario within specified distance of commercial node/corridor/center (1/2 mile buffer?)</p> <p>Note: This criterion/measure is also relevant to Factor 2 – Orderly & Economic Facilities and Factor 3 – Economic, Social and Energy Consequences</p>

Questions for the Boundary TAC:

1. Are the potential evaluation criteria listed above reasonable and appropriate to address the “efficient accommodation of identified land needs” for employment?
2. Are there other criteria that you think should be added to address Factor 1 for employment lands? If yes, are there things we can measure (using GIS or Envision) to evaluate if the criteria are met?

FACTOR 4 OF GOAL 14: COMPATIBILITY OF URBAN AND RESOURCE USES

As summarized in the City Attorney Memorandum included in the packet of materials for this meeting, the McMinnville case set out an analytical 3-step process for integrating Goal 14 and ORS 197.298. The diagram attached to the City Attorney Memorandum illustrates the 3-step process. Based on the McMinnville decision, consideration of compatibility of proposed urban uses with resource uses occurs at two distinct steps in the process:

- High level, initial consideration of compatibility in Step 2 (Initial Suitability Evaluation); and
- More focused evaluation of compatibility in Step 3 (Goal 14 Factor Analysis)

The proposed evaluation criteria that follow are intended to be applied to the more focused evaluation of compatibility in Step 3 when the City is considering alternative growth and UGB expansion alternatives.

The wording of Factor 4 of Goal 14 is very specific:

- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

First, proposed urban uses must be near agricultural and forest activities. Second, any agricultural and forest activities must be occurring on designated farm and forest land (e.g., not on exception land).

Two maps are attached to this memo. The first map shows City of Bend plan designations for lands inside the existing UGB and Deschutes County plan designations for lands within a 2-mile and 3-mile radius of the UGB. The map clearly shows that large blocks of contiguous forest land (public and private) are located to the west and south of the UGB. Designated farm lands are located to the north and east of the UGB and are more heavily parcelized and interspersed with exception lands relative to the forest land. The second map shows the same area, with lands grouped by Priority Category as defined by ORS 197.298.

Potential evaluation criteria and measures to address Factor 4 are presented below for consideration by the Boundary TAC.

Compatibility of Urban and Resource Uses

Proposed Evaluation Criteria & Measures

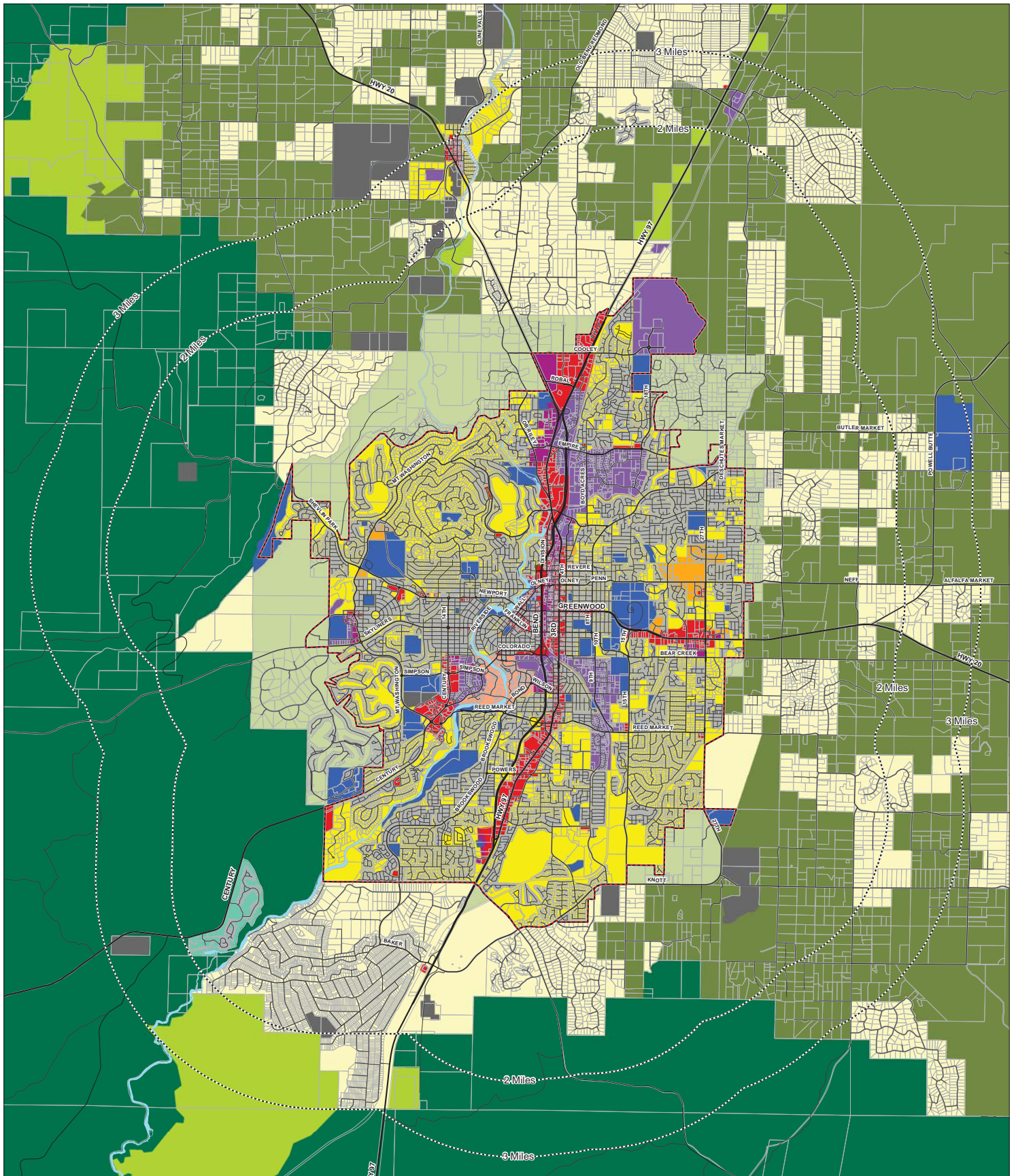
Potential Evaluation Criteria	Potential Measure(s)
Does the scenario include any designated resource lands?	<p>Gross acres of designated Forest land (categorized by site class) included in proposed UGB, by scenario</p> <p>Gross acres of designated Agricultural land (categorized by capability class) included in proposed UGB, by scenario</p>
Does the scenario expand the perimeter of proposed urban uses in closer proximity to designated resource lands?	<p>Map the perimeter of the following:</p> <ul style="list-style-type: none"> For the existing UGB, how much of the UGB abuts designated Forest or Agricultural land (by site/capability class) For existing plan designations, how much of the existing exception areas abut designated Forest or Agricultural land (by site/capability class) For each scenario, how much of the perimeter of the proposed UGB abuts designated Forest or Agricultural land (by site/capability class)
For each scenario, focus on the areas where the perimeter of the proposed UGB is in closer proximity to designated resource lands to assess compatibility in greater detail	<p>Gather GIS or other available data to describe current farm and forest activities for subareas that share similar characteristics:</p> <ul style="list-style-type: none"> For the Forest zone, what range of forest activities occur in proximity (1/2 mile) of proposed urban uses? For example, timber harvest, fuel reduction programs, public access/recreation, habitat protection/enhancement, etc? Identify and evaluate potential compatibility issues associated with closer interface of urban and forest uses. For example, trespass, vandalism, increased fire risk, wildlife disturbance, etc. For Agricultural zones, what range of agricultural activities occurs in proximity (1/2 mile) of proposed urban uses? For example, hay/grain production, specialty crops, cattle/calves, horse pastures, etc. Identify and evaluate potential compatibility issues associated with closer interface of urban and agricultural uses. For example, trespass, vandalism, higher traffic volumes, displacement of irrigated lands, etc. <p>Note: This evaluation criterion/measure is also relevant to Factor 3, Environmental, Social, Economic and Energy Consequences</p>

Potential Evaluation Criteria	Potential Measure(s)
Are tools available to minimize compatibility issues at the interface between urban and resource lands?	<p>Qualitative evaluation – not something that can be measured.</p> <ul style="list-style-type: none"> For example, require buffers/defensible space and implement “Firewise” standards to reduce wildfire risk (condition of annexation) Other urban form tools (greenbelts/designated open space corridors) to minimize compatibility issues and address other community goals? <p>Note: This evaluation is also relevant to Factor 3 – ESEE consequences.</p>

Questions for the Boundary TAC:

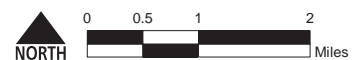
1. Are the potential evaluation criteria listed above reasonable and appropriate to address the issue of compatibility between urban and nearby farm and forest uses occurring on designated agricultural and forest lands?
2. Are there other criteria that you think should be added to address Factor 4? If yes, are there things we can measure (using GIS or Envision) to evaluate if the criteria are met?

UGB Study Area: Comprehensive Plan Designations



- | | | | |
|---------------------------------------|---|--|--|
| Plan Designation (Generalized) | <ul style="list-style-type: none"> Agriculture Forest Public Commercial Industrial Mixed Employment Residential High Density Residential Mixed Use Open Space & Parks Flood Plain or Riparian Area Resort Rural Residential Exception Area Surface Mining Urban Area Reserve | Streets <ul style="list-style-type: none"> Highways Arterials Collectors Forest Highways Other | Urban Growth Boundary <ul style="list-style-type: none"> Rivers Taxlot USFS and BLM land UGB Buffers (2 and 3 mi) |
|---------------------------------------|---|--|--|

Prepared 8/12/2014



UGB Study Area by Priority Class*

Priority Category

- Limited Residential; Exception Land (Priority 2)
- Resource Land (Priority 4)

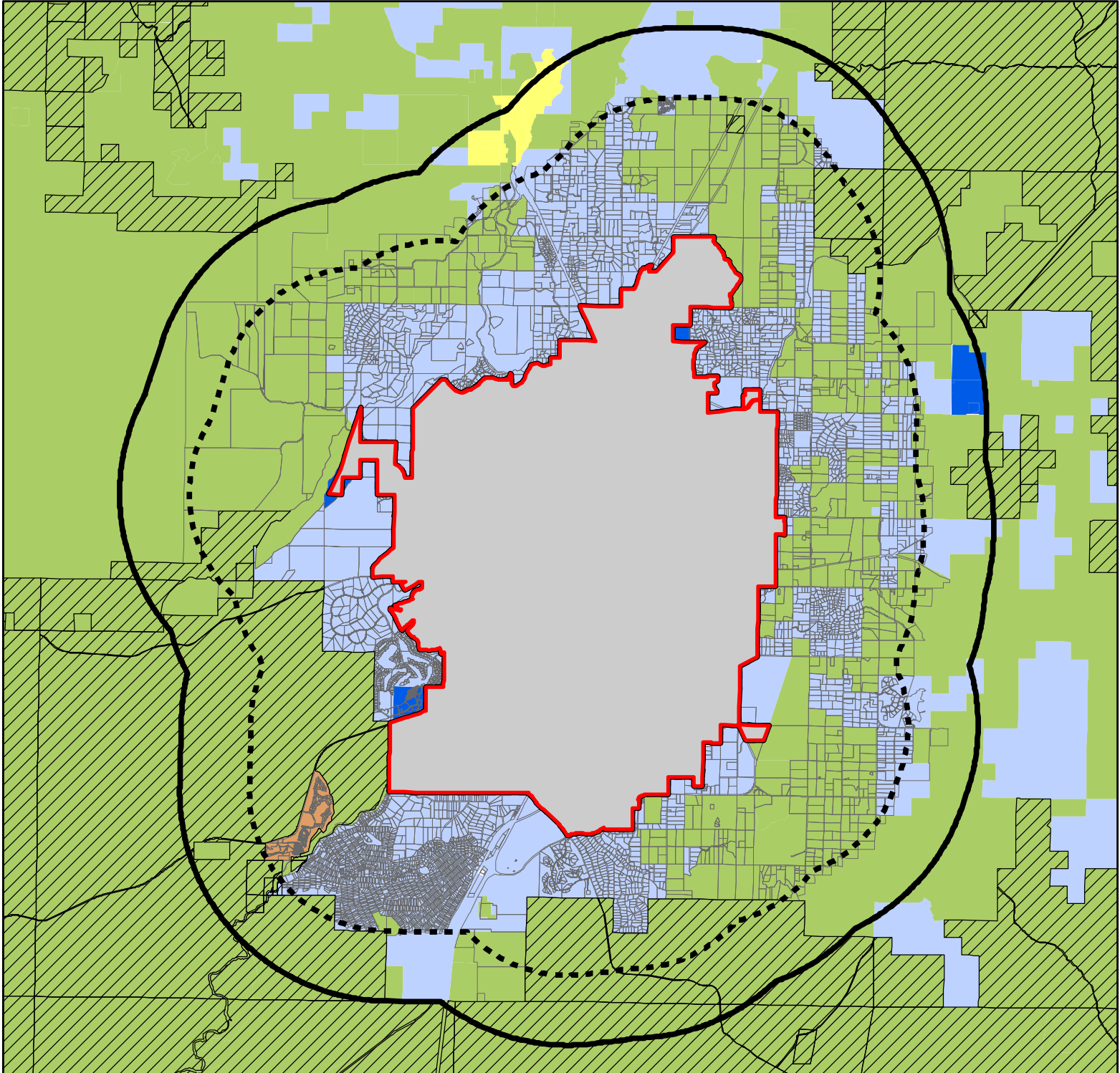
Other Plan Designations

- Public Facilities
- Resort
- Rural Community

- Urban Growth Boundary
- USFS and BLM land

- 2 Miles from UGB
- 3 Miles from UGB

* Priority of Land to be added to a UGB is defined in Oregon Revised Statutes (ORS) § 197.298



URBAN GROWTH
BOUNDARY REMAND



Prepared 8/12/2014



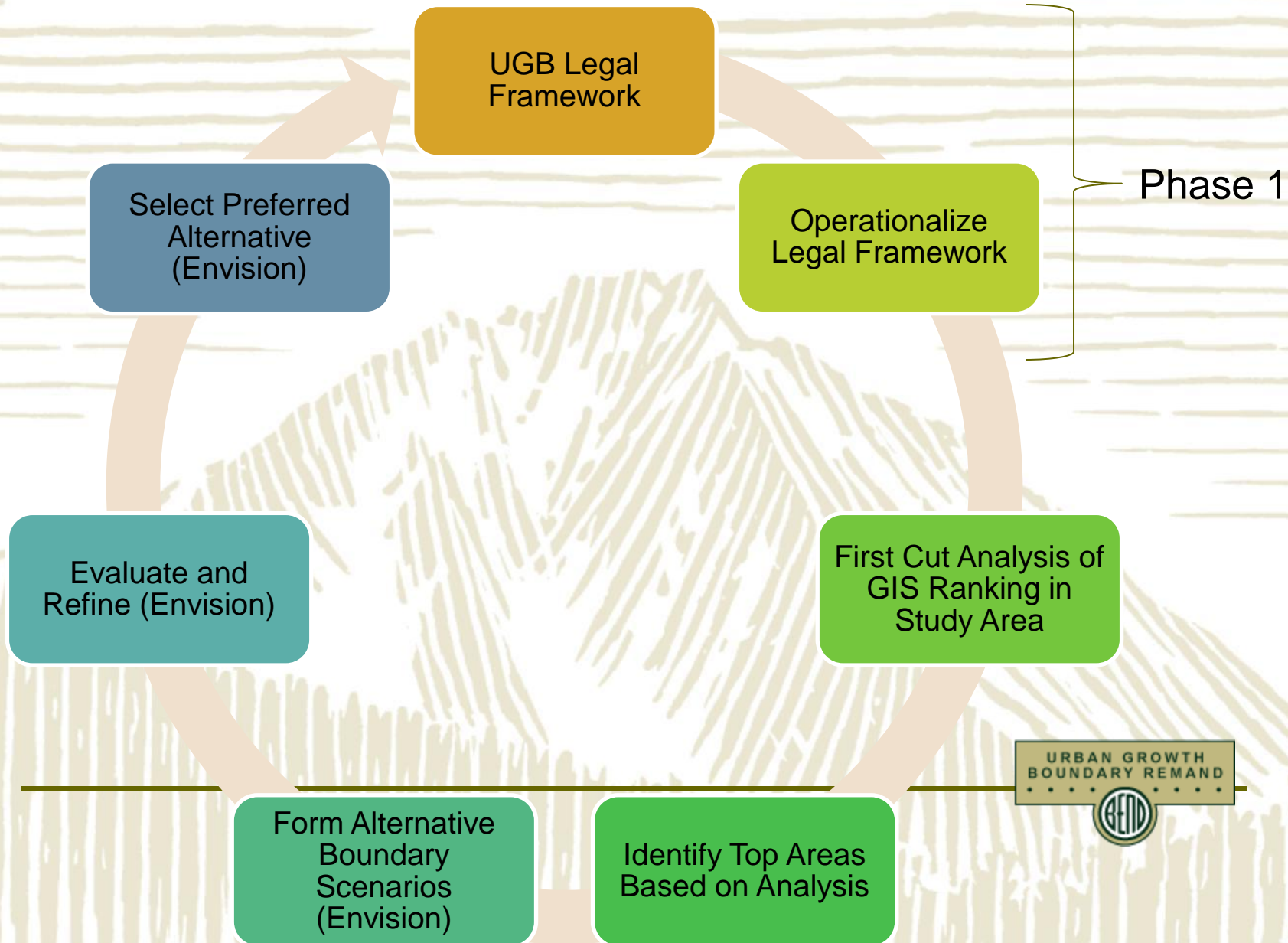


Boundary TAC Meeting 2

August 26, 2014

Bend UGB Remand Project

UGB Methodology Overview



UGB Legal Framework

Steps in the UGB Alternatives Analysis Process for Bend as implied by the McMinnville Decision

Step 1: Land Needs

Adopted Population Forecast

Determine Study Area

Demonstrated need for land for housing, jobs, public and semi-public uses

Categorize land

1. ~~Urban reserve~~
2. Exception and completely surrounded resource land
3. ~~Marginal lands~~
4. Resource lands

Note:
Bend does not have Urban Reserves as defined in OAR 660-021. Only Lane and Washington Counties are marginal lands counties

Step 2: Initial Suitability Evaluation

Step 3: Goal 14 Analysis

1st priority for Bend:
Exception Lands

Exclude:

- 2a. Unbuildable lands
- 2b. Exclude lands based upon specific land needs (197.298 (3)(a))
- 2c. Unserviceable lands*
- 2d. Land based on results of ESEE analysis** (Goal 14, Factor 3)
- 2e. Uses that are incompatible with agricultural and forest activities (Goal 14, Factor 4)

Is the amount of exception land remaining after exclusions greater than the amount of needed land?

No. More land is needed Yes

Step 3A. Goal 14 Factor Analysis

Local balancing of land need based on Goal 14 locational factors:

- 3Aa. Efficient accommodation of identified land needs (Goal 14, Boundary Location, Factor 1)
- 3Ab. Orderly and economic provision of services (Goal 14, Boundary Location, Factor 2)
- 3Ac. Comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- 3Ad. Compatibility with agricultural and forest activities (Goal 14, Boundary Location, Factor 4)

Is the amount of exception land remaining after exclusions greater than the amount of needed land?

Yes No. More land is needed

Choose among land remaining after exclusions

Repeat Steps 2 and 3 for next priority lands (resource lands)

2nd priority for Bend:
Resource Lands

Step 3B: Prioritize by Land Capability

For agricultural lands: class VIII Soils, then class VII, ... finally class I.
For forest lands: Cubic foot site class VII, then VI, ... finally class I.

Step 3B-I: Initial Suitability Evaluation

Exclude:

- 3B-Ia. Unbuildable lands
- 3B-Ib. Exclude lands based upon specific land needs (197.298(3)(a))
- 3B-Ic. Unserviceable lands*
- 3B-Ic. Land based on results of ESEE analysis** (Goal 14, Factor 3)
- 3B-Id. Uses that are incompatible with agricultural and forest activities (Goal 14, Factor 4)

Is the amount of resource land remaining after exclusions greater than the amount of needed land?

No. Expand the study area Yes

Step 3B-II: Goal 14 Factor Analysis

Local balancing of land need based on Goal 14 locational factors:

- 3B-IIa. Efficient accommodation of identified land needs (Goal 14, Boundary Location, Factor 1)
- 3B-IIb. Orderly and economic provision of services (Goal 14, Boundary Location, Factor 2)
- 3B-IIc. Comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- 3B-IIb. Compatibility with agricultural and forest activities (Goal 14, Boundary Location, Factor 4)

Choose among land remaining after exclusions

Footnotes:
* Unserviceable lands are those that cannot reasonably be provided with urban services due to physical constraints. (197.298(3)(b))
** ESEE: Economic, Social, Environmental, and Energy

Study Area

(Step 1)

Step 1: Land Needs

Adopted Population
Forecast



**Demonstrated
need for land**
for housing, jobs, public
and semi-public uses

Determine Study Area



Categorize land

1. ~~Urban reserve~~
2. Exception and completely surrounded resource land
3. ~~Marginal lands~~
4. Resource lands

Note:

Bend does not have Urban Reserves as defined in OAR 660-021. Only Lane and Washington Counties are marginal lands counties

UGB Study Area

(Step 1 in Diagram)



- Follow-up from 1st meeting
- 2-mile buffer from existing UGB
 - 43,514 Acres (68 square miles)
 - Priority 2 Exception Land: 19,542 Acres
 - Priority 4 Resource Land: 23,414 Acres
- 3-mile buffer from existing UGB
 - 69,702 Acres (109 square miles)
 - Priority 2 Exception Land: 23,482 Acres
 - Priority 4 Resource Land: 44,884 Acres

Priority Category

Light Blue Limited Residential; Exception Land (Priority 2)

Green Resource Land (Priority 4)

Other Plan Designations

Blue Public Facilities

Orange Resort

Yellow Rural Community

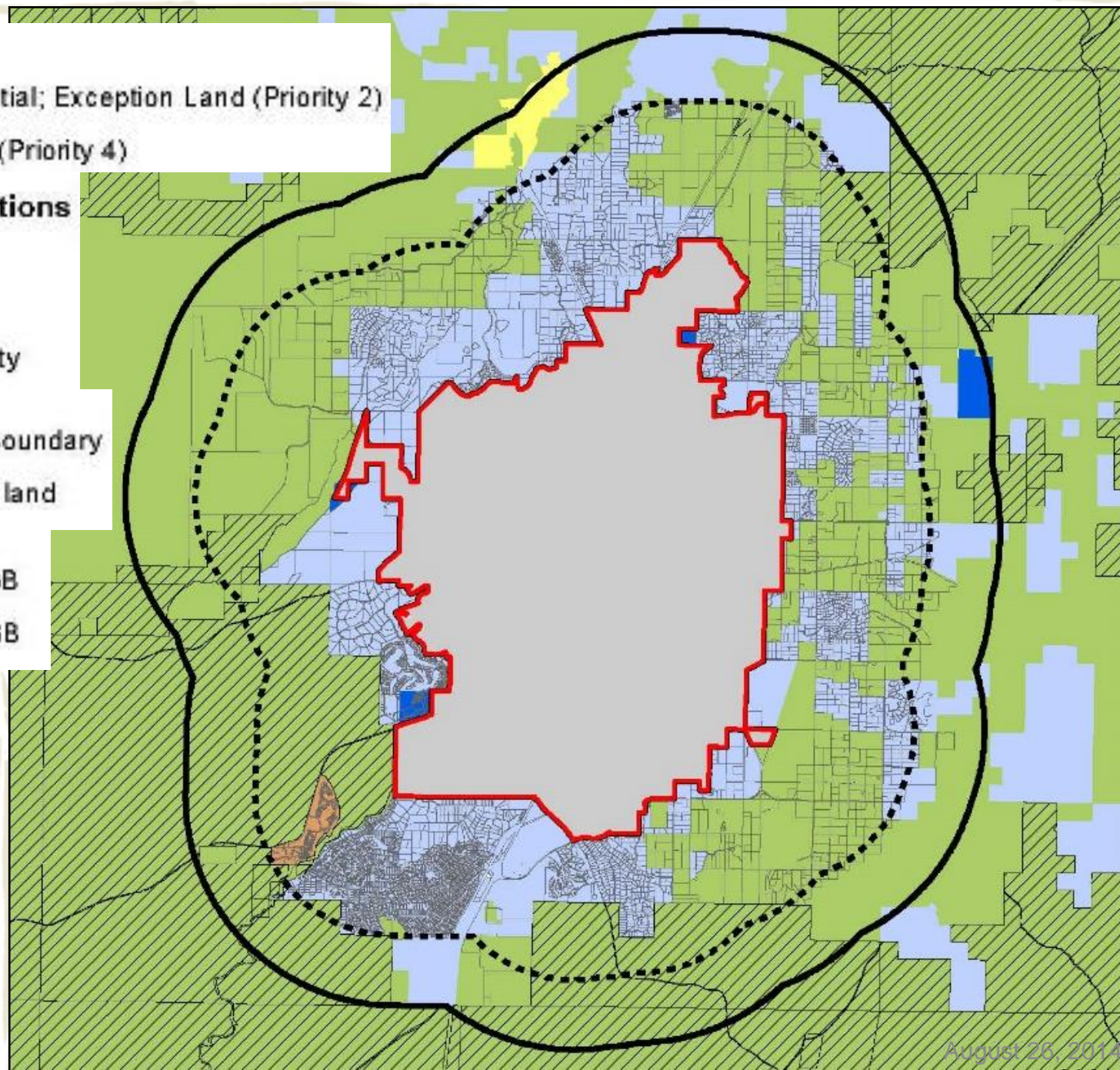
Red Urban Growth Boundary

Hatched USFS and BLM land

Dashed 2 Miles from UGB

Thick Solid 3 Miles from UGB

UGB Study Area by Priority Category



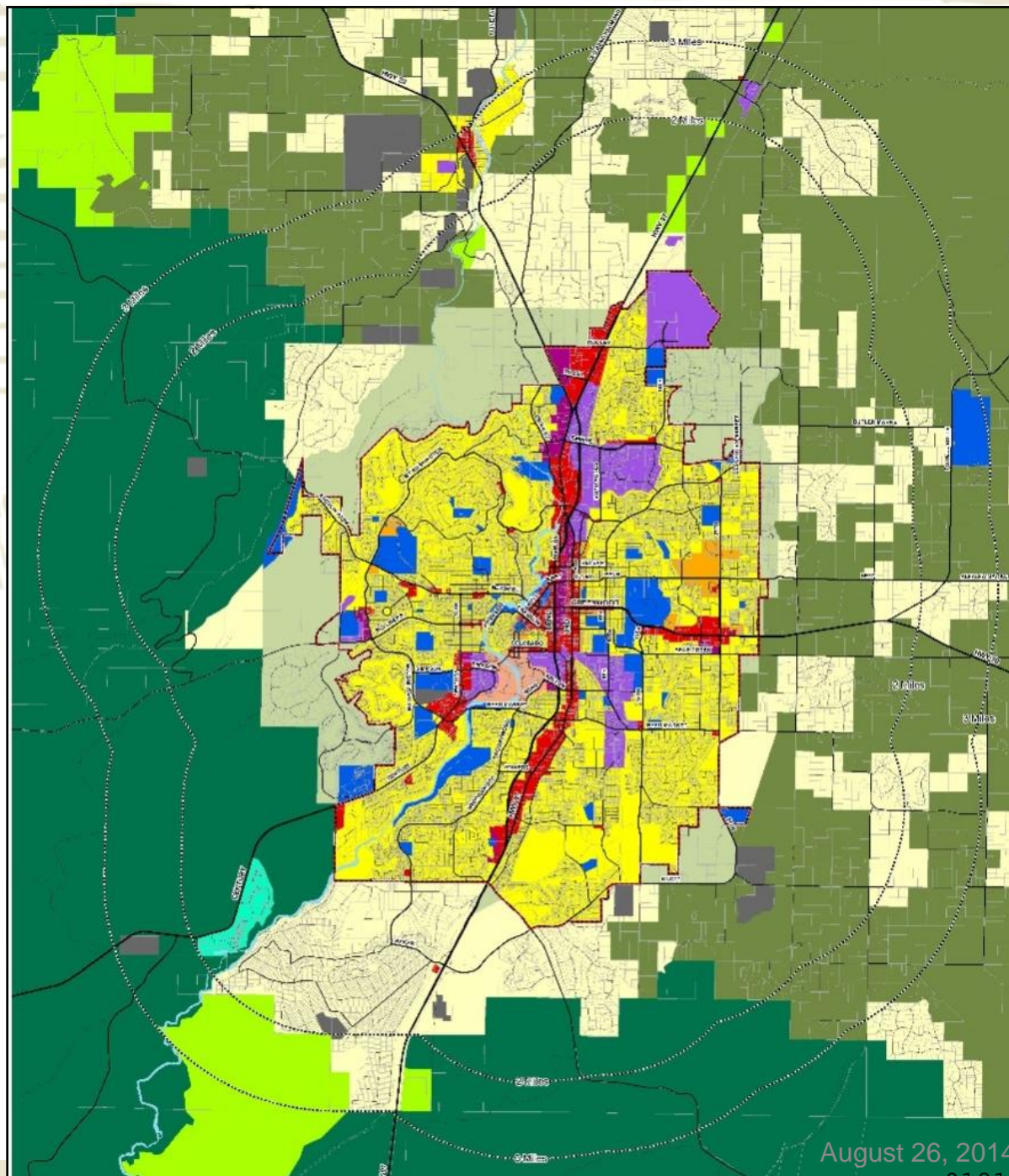
August 26, 2014

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UGB Study Area by Plan Designation

Plan Designation (Generalized)

- Agriculture
- Forest
- Public
- Commercial
- Industrial
- Mixed Employment
- Residential
- High Density Residential
- Mixed Use
- Open Space & Parks
- Flood Plain or Riparian Area
- Resort
- Rural Residential Exception Area
- Surface Mining
- Urban Area Reserve



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Recommended Study Area



- Retain 2-mile study area
- Rationale
 - Consistent with prior approach
 - Substantial amount of Priority 2 land to evaluate within 2 miles (almost 20,000 acres)
 - Assume size of UGB expansion will be smaller; no reason to establish larger study area
 - Larger study area = additional analysis

Goal 14, Factor 1

(Step 3Aa)

Step 2: Initial Suitability Evaluation

1st priority for Bend:
Exception Lands

Exclude:

- 2a. Unbuildable lands
- 2b. Exclude lands based upon specific land needs (197.298 (3)(a))
- 2c. Unserviceable lands*
- 2d. Land based on results of ESEE analysis** (Goal 14, Factor 3)
- 2e. Uses that are incompatible with agricultural and forest activities (Goal 14, Factor 4)

Step 3: Goal 14 Analysis

Step 3A. Goal 14 Factor Analysis

Local balancing of land need based on Goal 14 locational factors:

- 3Aa. Efficient accommodation of identified land needs (Goal 14, Boundary Location, Factor 1)**
- 3Ab. Orderly and economic provision of services (Goal 14, Boundary Location, Factor 2)
- 3Ac. Comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- 3Ad. Compatibility with agricultural and forest activities (Goal 14, Boundary Location, Factor 4)

Goal 14: Factor 1 – Efficiency

Step 3Aa in Diagram



Factor 1: Efficient accommodation of identified land needs.

How we think about land use efficiency...

- Compact pattern
- Different considerations for residential/employment
- Residential density
- Employment density
- Growth through infill vs. expansion
- Location of uses relative to urban form principles and project goals



Urban Form

Principles & Existing Patterns



Goal 14: Factor 1 - Efficiency

Evaluation Measures for Scenarios



For Identified **Residential Land Needs**

- Acres of new residential land outside the UGB
- Average density for new housing units and total housing units in 2028
- Match between mix of housing types & needed housing mix

Goal 14: Factor 1 - Efficiency

Evaluation Measures for Scenarios



For Identified **Residential Land Needs**

- Distribution and location of needed housing meets urban form principles & goals
- Housing units (new and total) in proximity to existing and planned parks, schools, transit corridors, commercial services
- Distribution of future schools and parks:
 - Ability to accommodate within future residential neighborhoods
 - Consistent with school & park facility plans

Goal 14: Factor 1 - Efficiency

Evaluation Measures for Scenarios



For Identified **Employment Land Needs**

- Acres of new employment land outside the UGB
- Acres serviceable in the short-term (1-5 years)
- Average employee density or FAR for new and total employment lands

Goal 14: Factor 1 – Efficiency

Evaluation Measures for Scenarios



For Identified **Employment Land Needs**

- Location of land for special site needs meets urban form principles and goals
- Appropriate sites designated for employment
- Job/housing balance

Goal 14, Factor 4

(Step 3ad,
Step 2e)

Step 2: Initial Suitability Evaluation

1st priority for Bend:
Exception Lands

Exclude:

- 2a. Unbuildable lands
- 2b. Exclude lands based upon specific land needs (197.298 (3)(a))
- 2c. Unserviceable lands*
- 2d. Land based on results of ESEE analysis** (Goal 14, Factor 3)
- 2e. Uses that are incompatible with agricultural and forest activities (Goal 14, Factor 4)

Step 3: Goal 14 Analysis

Step 3A. Goal 14 Factor Analysis

Local balancing of land need based on Goal 14 locational factors:

- 3Aa. Efficient accommodation of identified land needs (Goal 14, Boundary Location, Factor 1)
- 3Ab. Orderly and economic provision of services (Goal 14, Boundary Location, Factor 2)
- 3Ac. Comparative ESEE consequences (Goal 14, Boundary Location, Factor 3)
- 3Ad. Compatibility with agricultural and forest activities (Goal 14, Boundary Location, Factor 4)

Goal 14: Factor 4 – Compatibility

Step 3Ad in Diagram



Compatibility of proposed urban uses with nearby farm and forest activities occurring on farm and forest land outside the UGB.

- How we think about compatibility with farm/forest activities...
 - Proximity between urban & resource uses
 - Potential impacts & conflicts
 - Tools to minimize conflicts

Goal 14: Factor 4 - Compatibility

Evaluation Measures for Scenarios



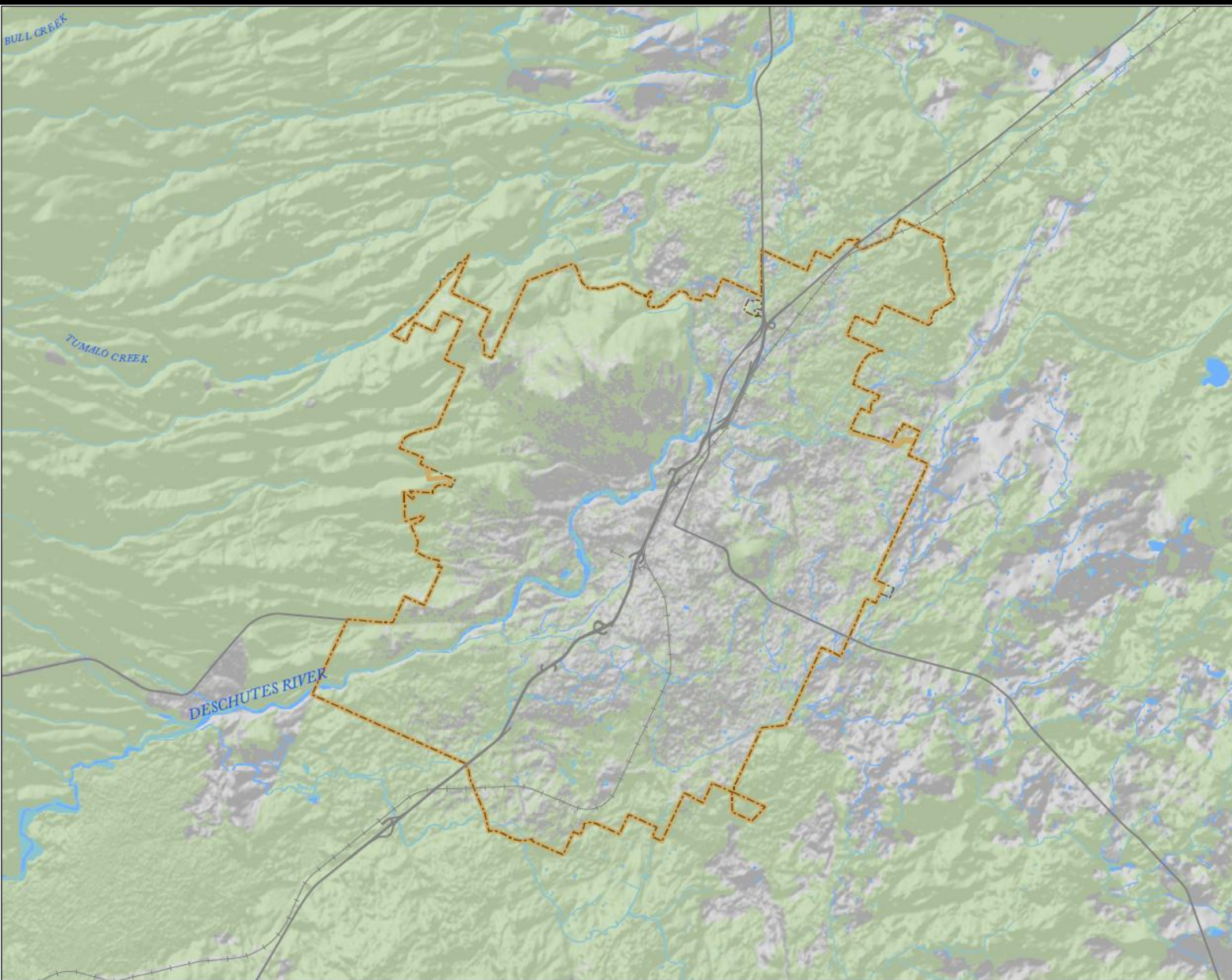
- Perimeter of urban land next to farm & forest land (relative to existing)
- Fragmentation of resource land (relative to existing)
- Quality of farm & forest land abutting proposed UGB (e.g. soil capability, irrigation, parcel size)

Goal 14: Factor 4 - Compatibility

Evaluation Measures for Scenarios



- Types of farm/forest activities occurring in new urban/resource interface areas
- Potential compatibility issues (trespass, complaints, increased fire risk) & tools available to minimize issues



Bend UGB Remand

Topography and Vegetation

- +— Railroad
- State Route
- - - City Limit
- Urban Growth Boundary
- Vegetation
- Water Feature

Revised 08.21.2014
Data Sources: Deschutes County
GIS, City of Bend GIS, USGS

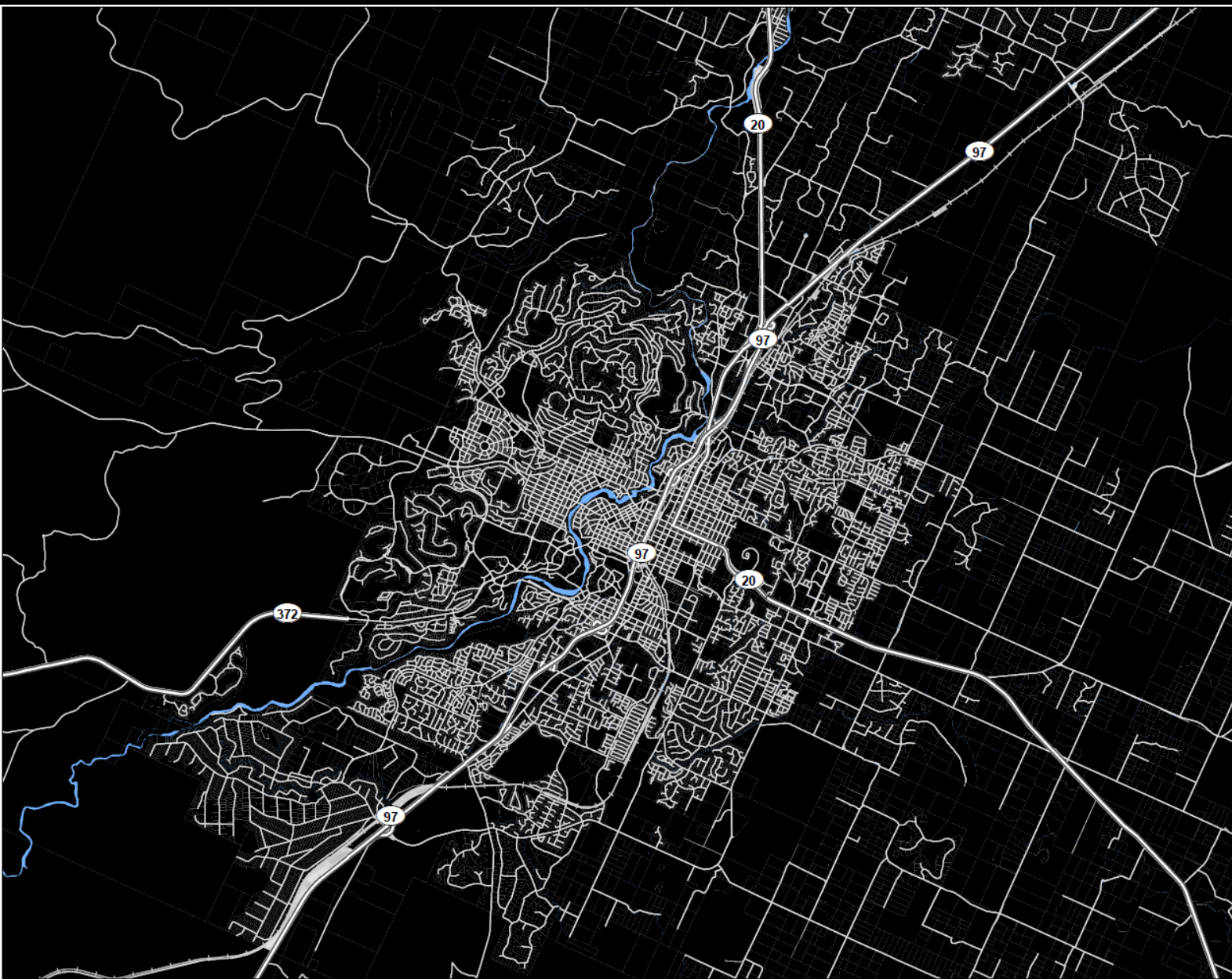




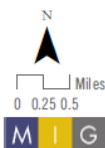
Bend UGB Remand

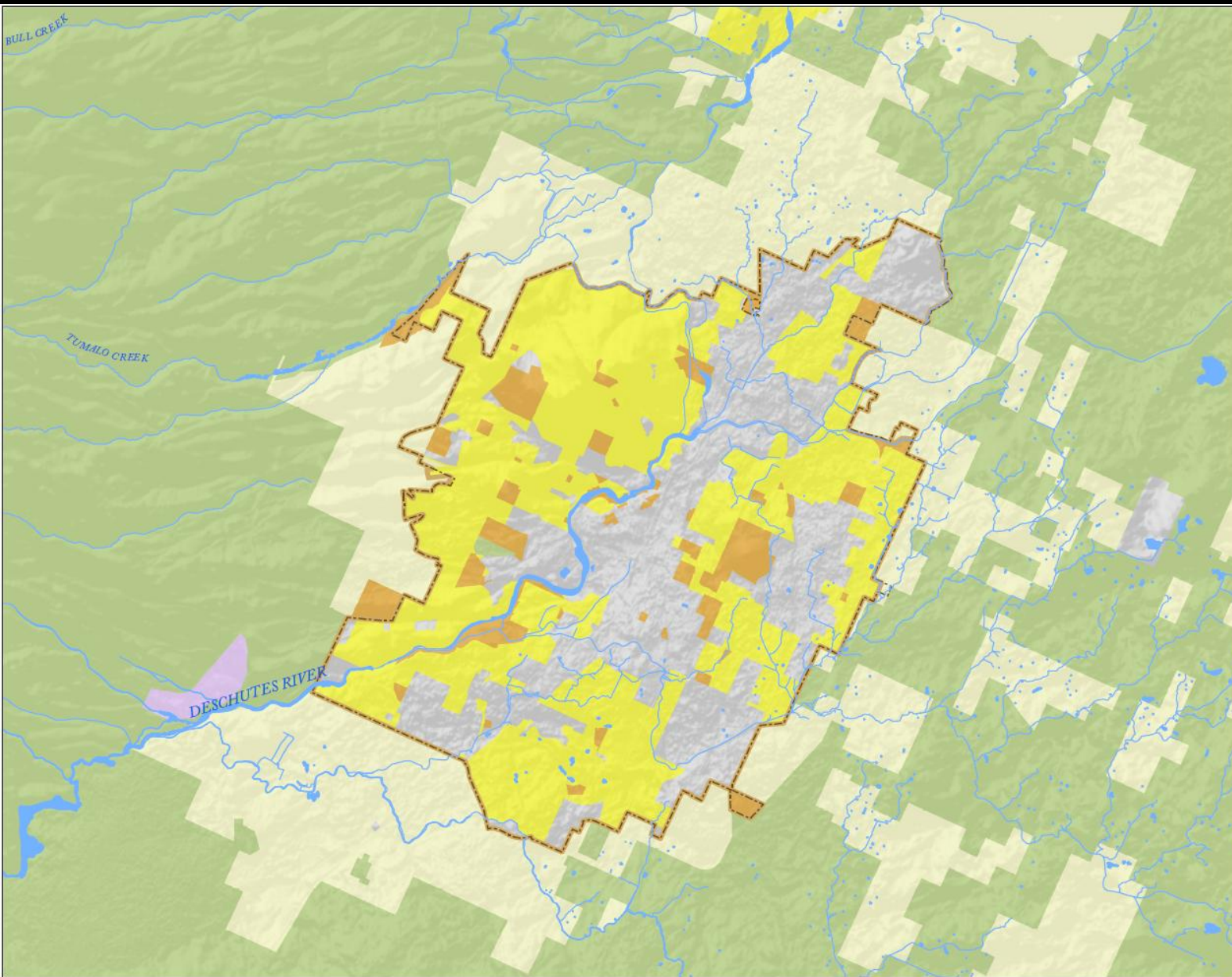
Transportation Network

- Railroad
- State Route
- Local Street
- Taxlot
- Water Feature



Revised 08.21.2014
Data Sources: Deschutes County
GIS, City of Bend GIS, USGS





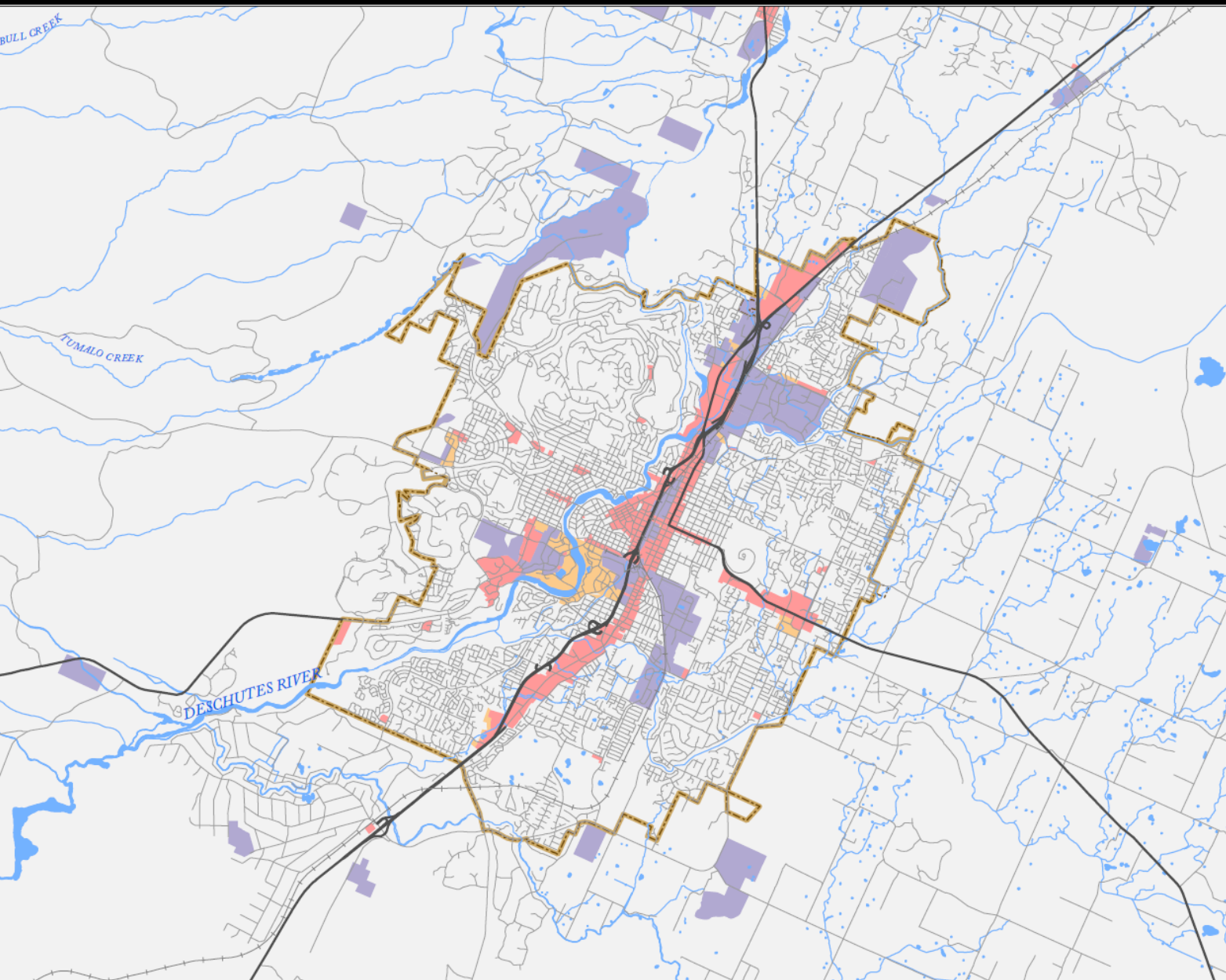
Bend UGB Remand

Non-Urban Land Use

- Water Feature
- City Limit
- Urban Growth Boundary
- Comprehensive Plan Designation**
 - Limited Residential (Exception Land)
 - Resource Land (Agriculture & Forest)
 - Public Facilities
 - Rural Community
 - Resort

Revised 08.21.2014
Data Sources: Deschutes County
GIS, City of Bend GIS, USGS





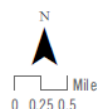
Bend UGB Remand

Employment Zoning

- +— Railroad
- State Route
- Local Street
- Water Feature
- City Limit
- Urban Growth Boundary

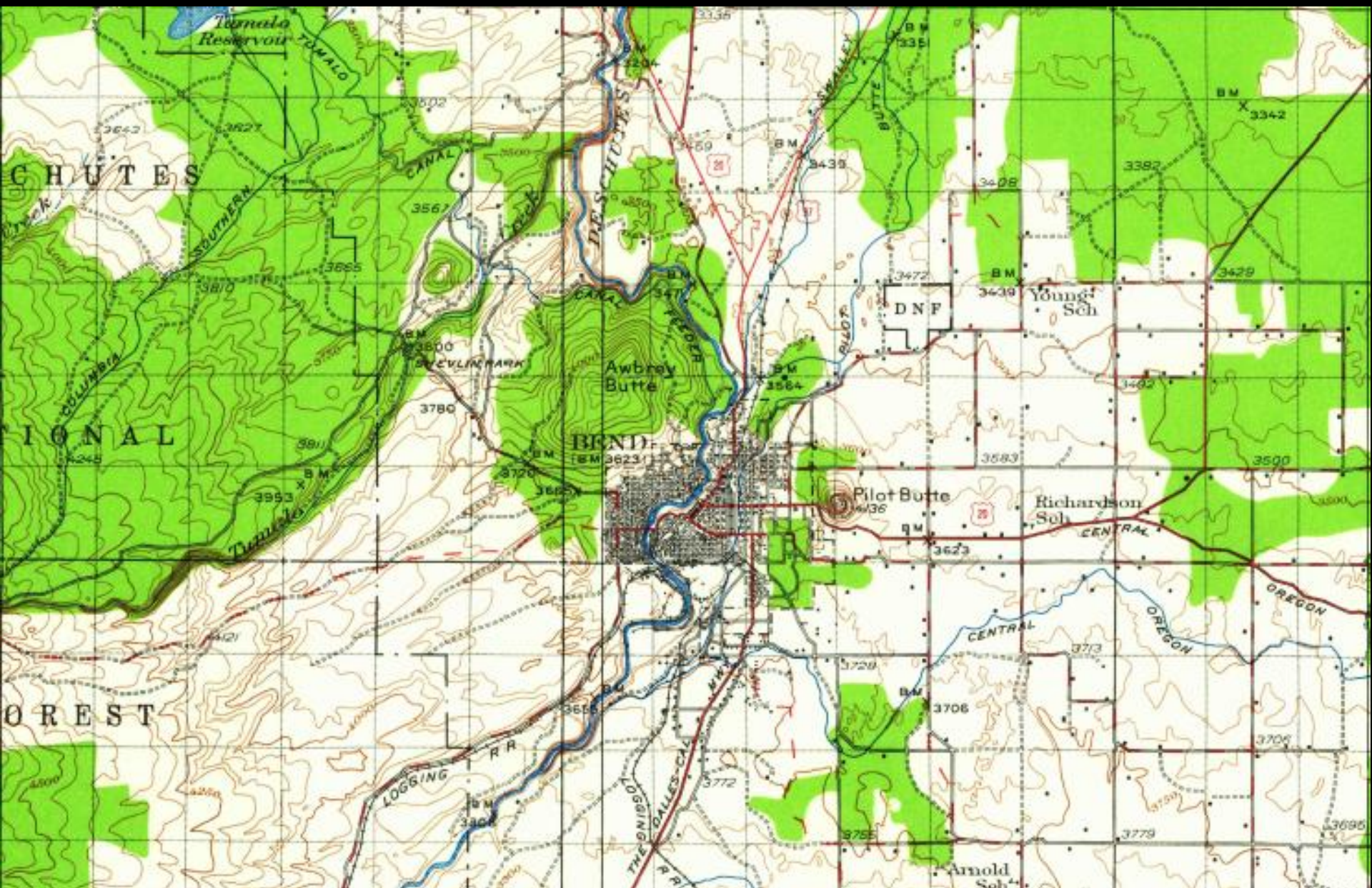
Zoning

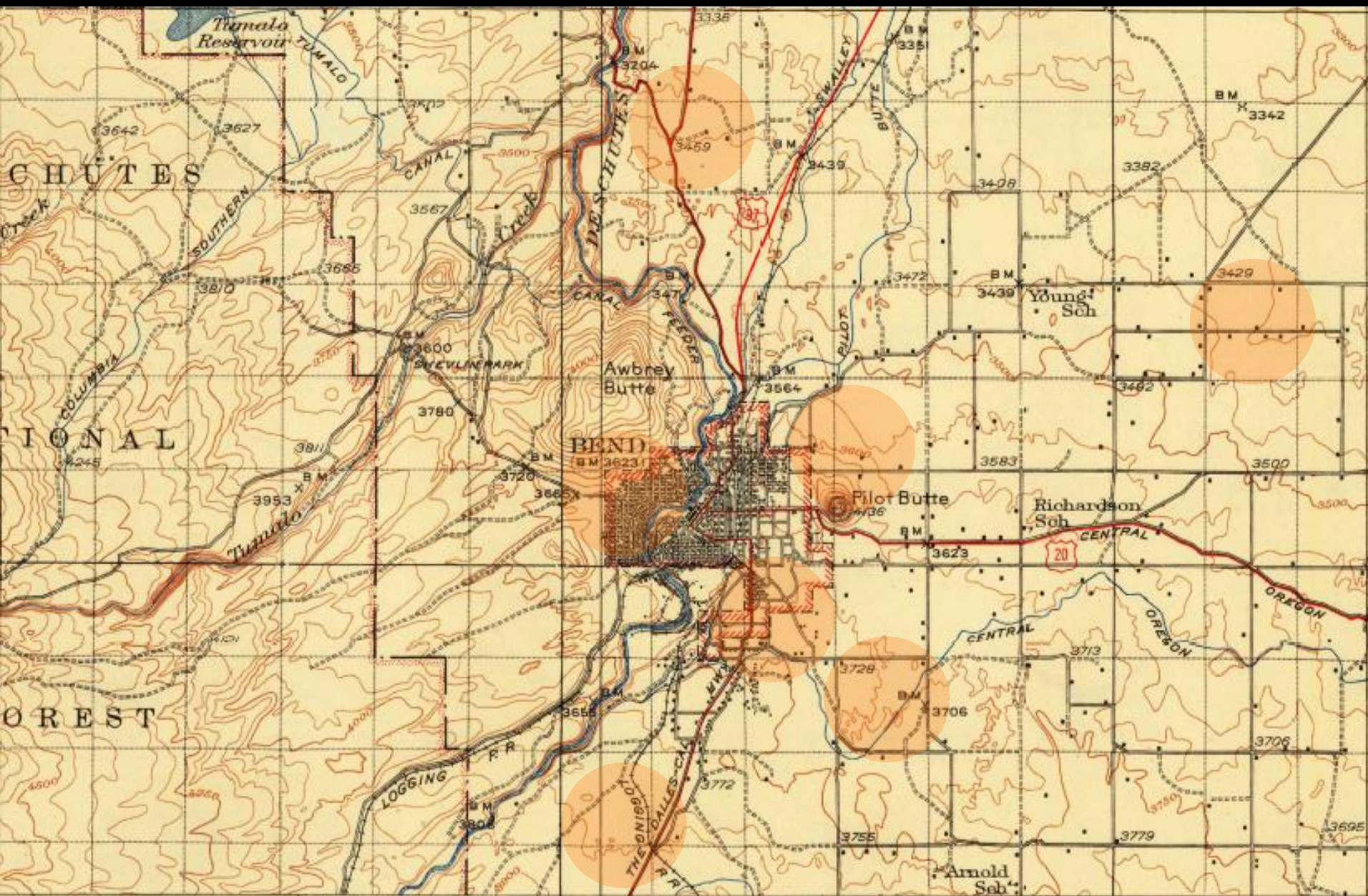
- Commercial and Office Zoning
- Industrial Zoning
- Mixed Use Zoning

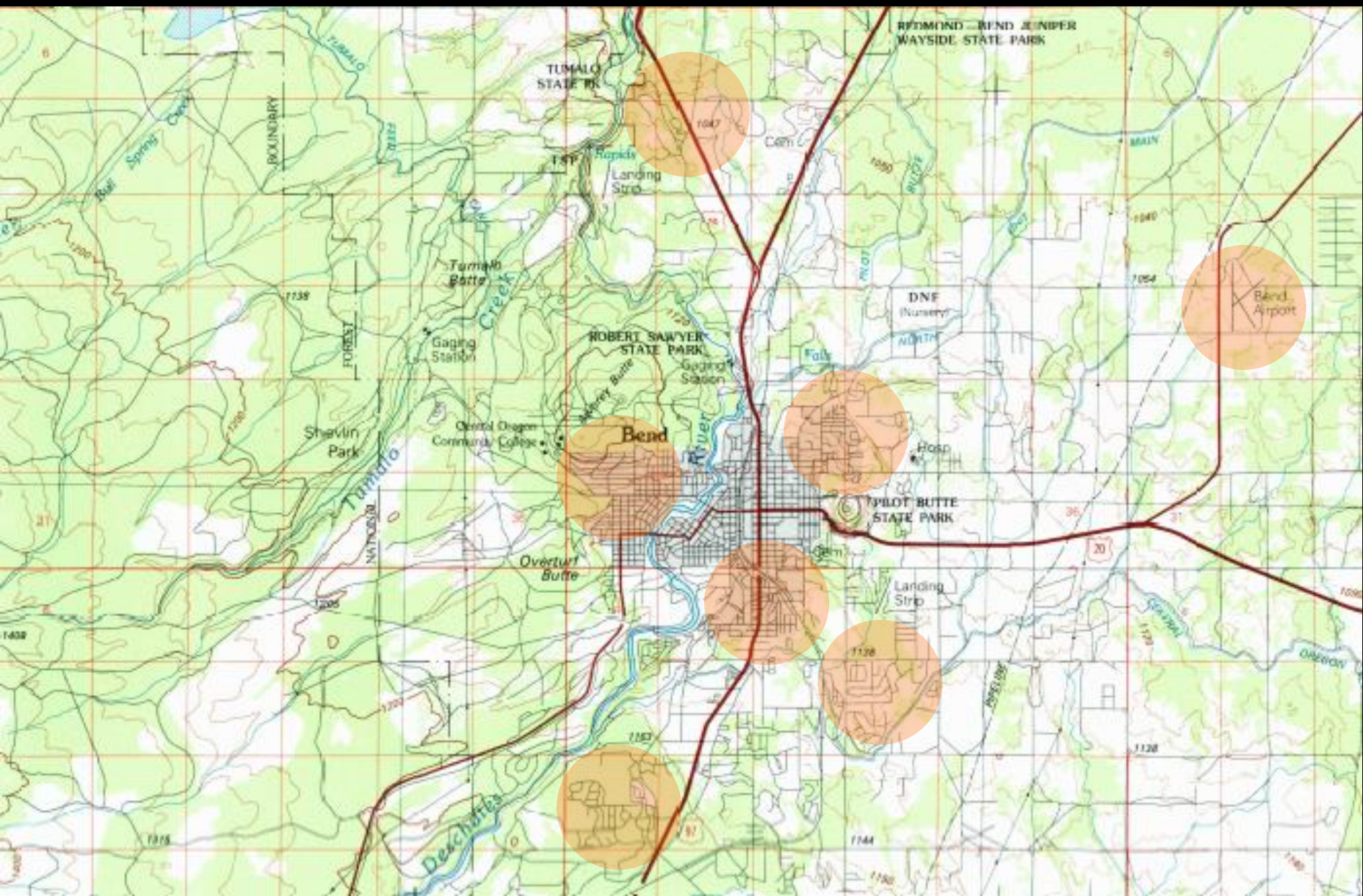


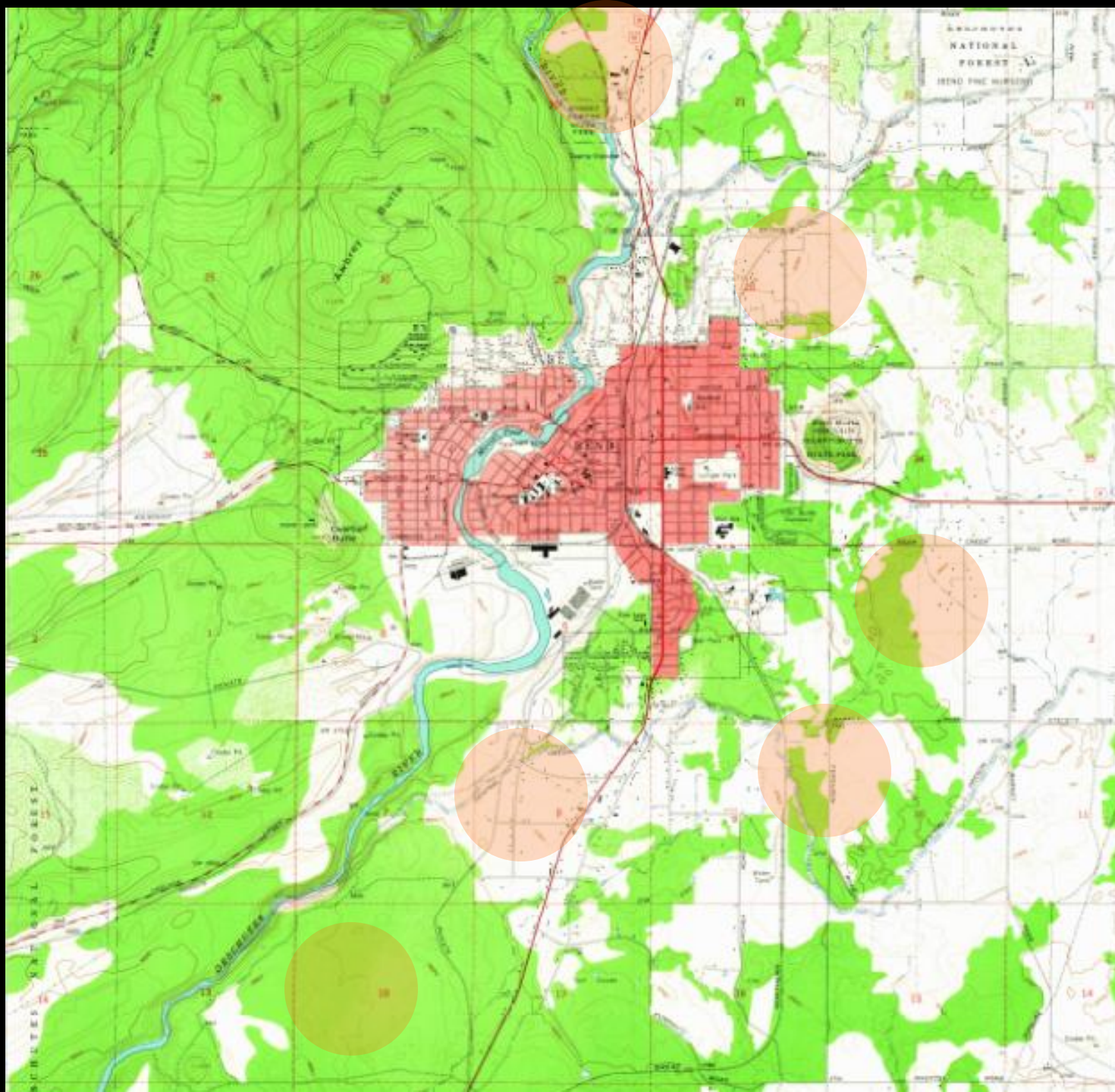
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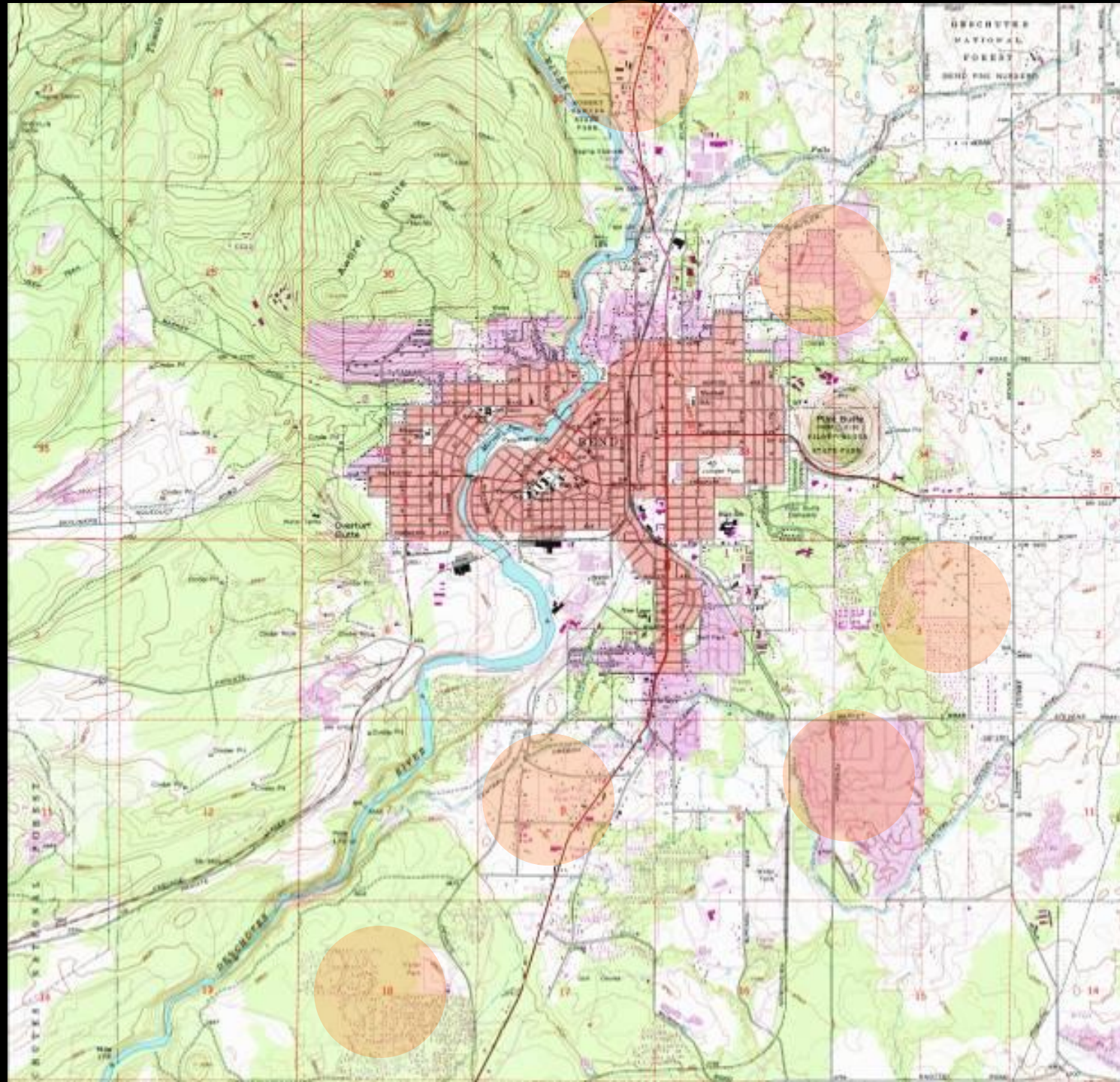












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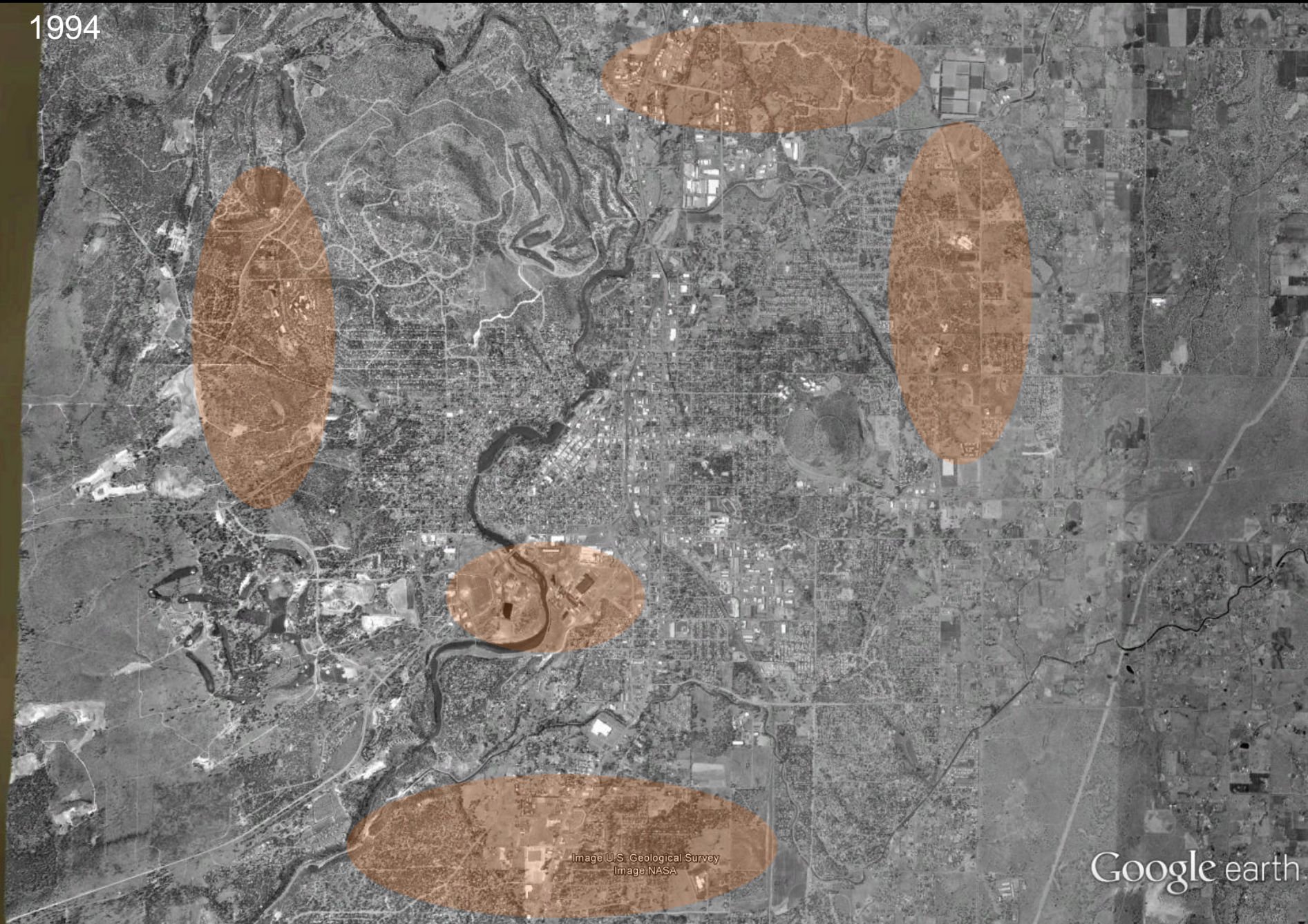
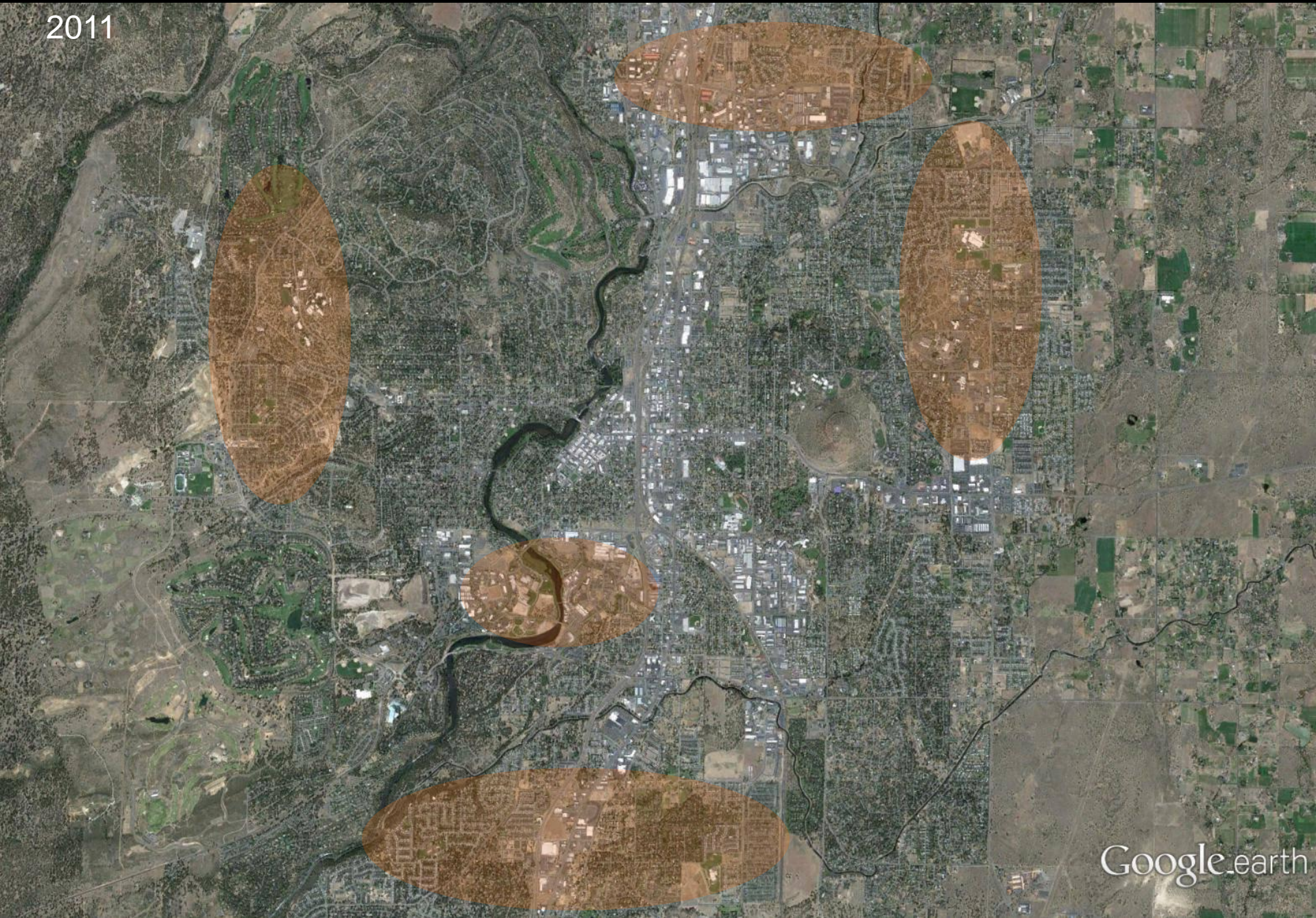


Image U.S. Geological Survey
Image NASA

Google earth

2011

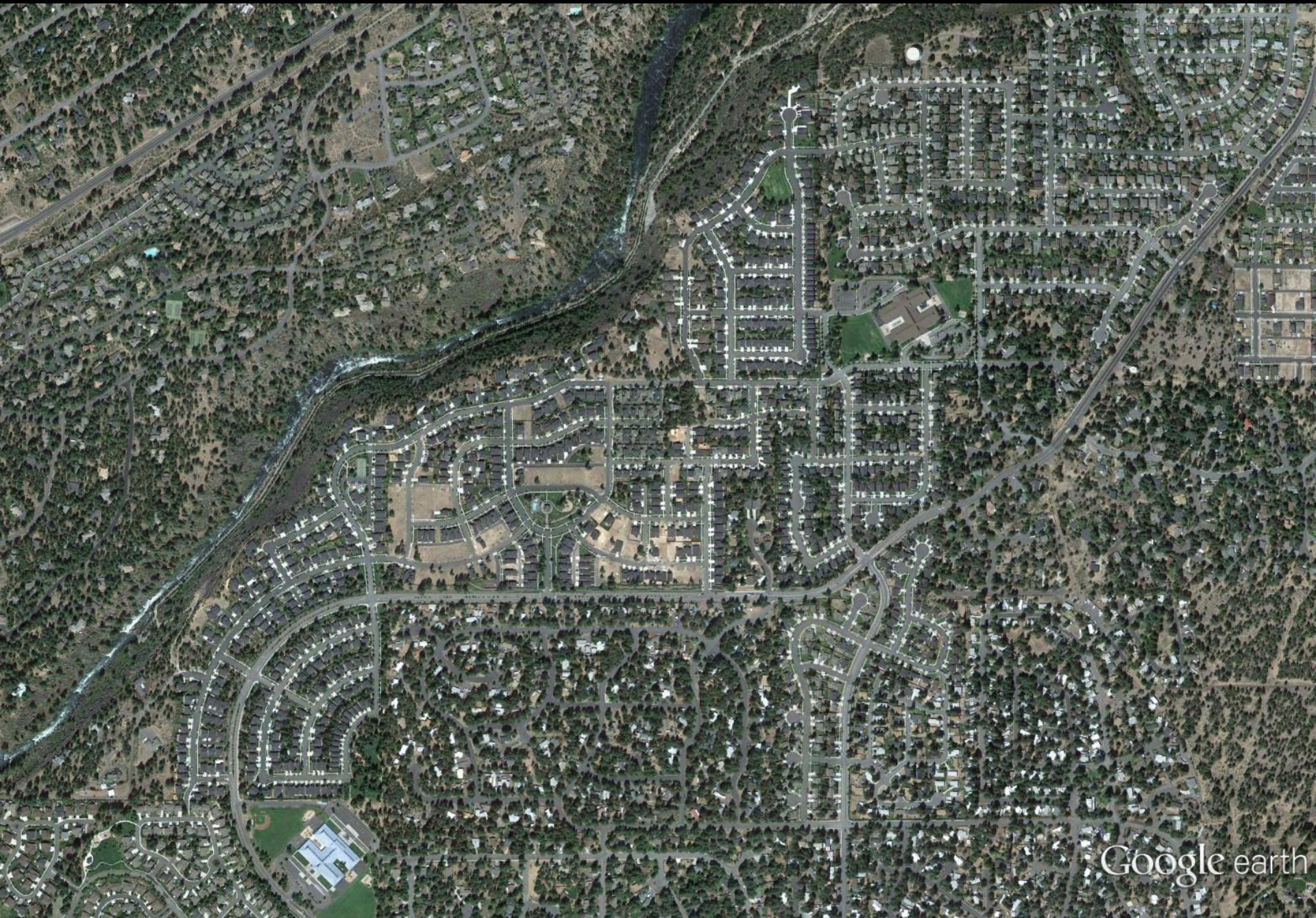


Google.earth



Image U.S. Geological Survey

Google earth

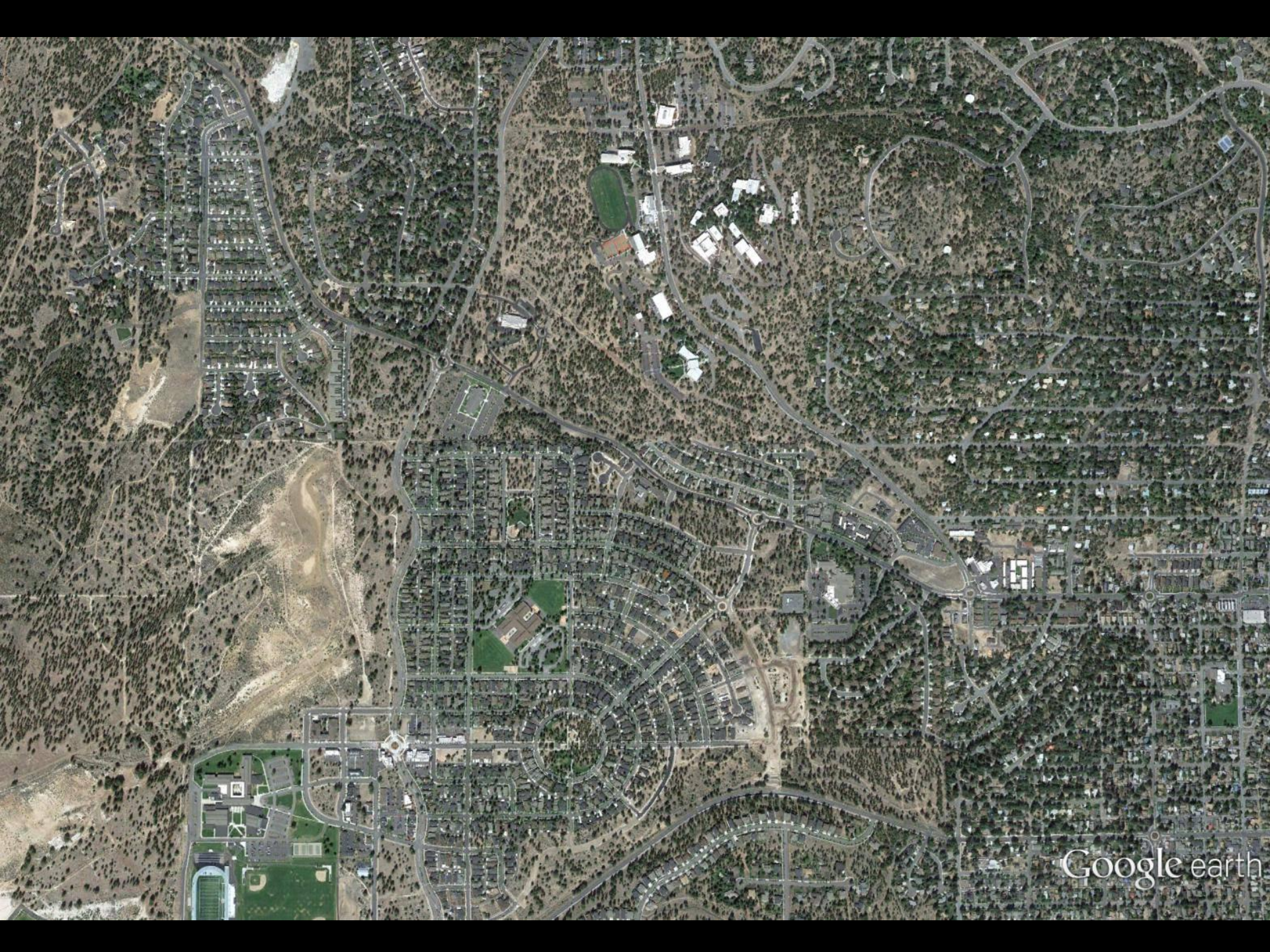


Google earth



Image U.S. Geological Survey

Google earth



Residential Suburban Low Density: 1-2.5 units/acre

Google earth

An aerial photograph of a suburban residential neighborhood. The image shows a mix of single-story and two-story houses with various roof colors (grey, brown, blue). The houses are interspersed with green trees and grassy lawns. Winding asphalt streets are visible throughout the area. The overall density appears to be low, with significant open space between the buildings.

Residential Urban Low Density: 1.1-2.2 units/acre

Residential Urban Standard Density: 2-7.3 units/acre

Google earth

Residential Urban Standard Density: 2-7.3 units/acre

Google earth

Residential Urban High Density: 21.7-43 units/acre

Google earth

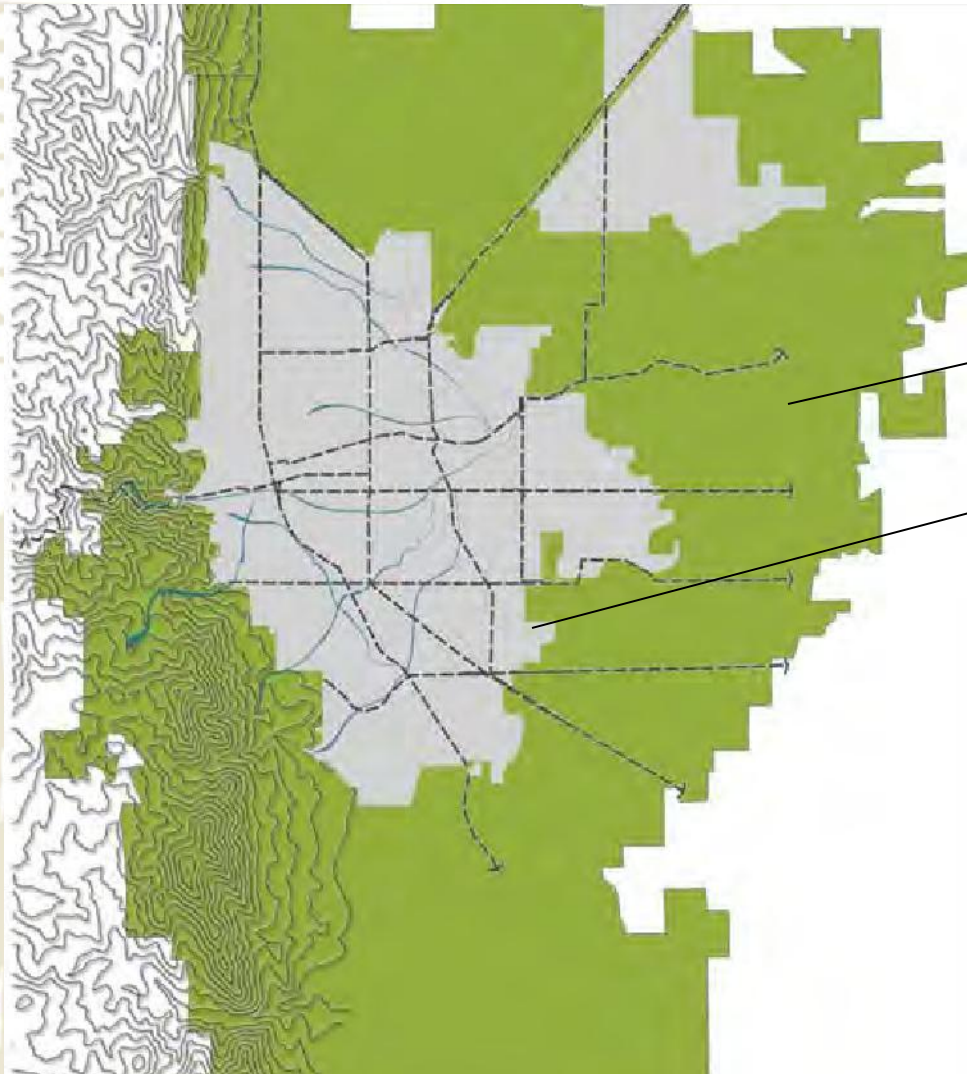


City of Boulder, CO: Land Use Planning Milestones



- **1976:** city voters instituted restrictive **residential growth-management** ordinances.
- **1977:** the city and county approved the **Boulder Valley Comprehensive Plan** to concentrate urban development in the city and preserve the rural character of lands outside the city service area.

Land Use Planning Milestones



Green Belt

Urban Growth Area

Natural Setting

Urban Growth Area

Greenbelt

Foothills



Main Creeks and Ditches

August 26, 2014

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Land Use Planning Milestones



- **1993:** vacant land in the city diminished.
 - Community visioning exercise called “what’s best for what’s left”
 - Resulted in a set of goals and actions such as reducing the non-residential development potential within the city
- **Planning Area III-** Rural Preservation Area and Area III-Planning Reserve designations were created

Land Use Planning Milestones



- **2000: Comprehensive Plan Major Update**
 - Land use changes to promote additional housing and mixed use development
 - Size of the Planning Reserve was reduced by 200 acres
 - Properties on the eastern edge of Boulder were moved from Area II to Area III-Rural Preservation Area

Land Use Planning Milestones



- **2004: Implementation** of 2000 Comprehensive Plan Update
 - Land use changes to allow residential uses in industrial zones,
 - New high density residential zone district
 - Rezoning in certain areas to higher residential densities and mixed use.

Planning Areas



- The Boulder Valley Planning Area is divided into three major areas.
 - **Area I:**
 - Within the City of Boulder
 - Has adequate urban facilities and services
 - Expected to continue to accommodate urban development

Planning Areas

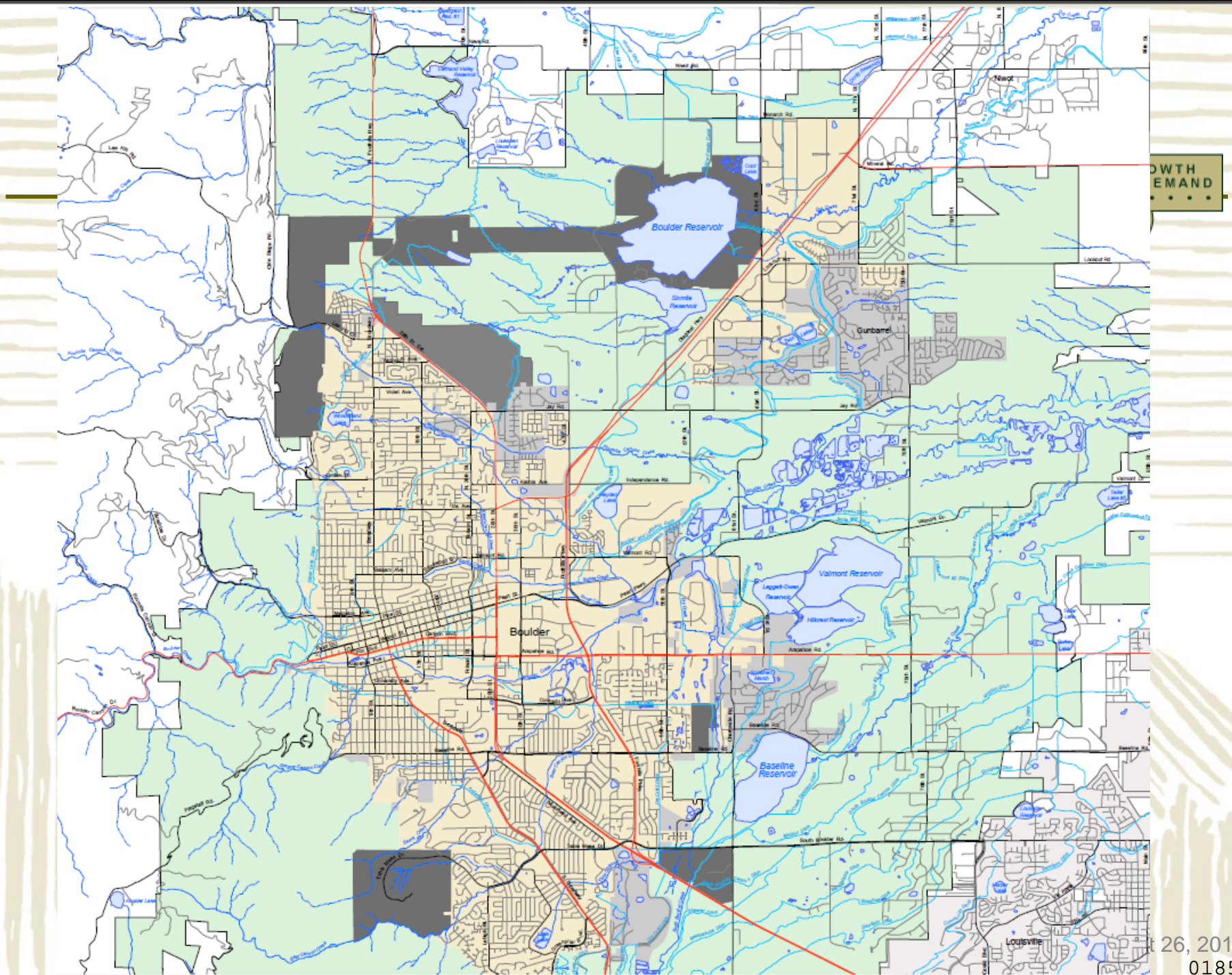


- The Boulder Valley Planning Areas
 - **Area II:** Under county jurisdiction currently
 - New urban development may only occur with the availability of adequate facilities and services

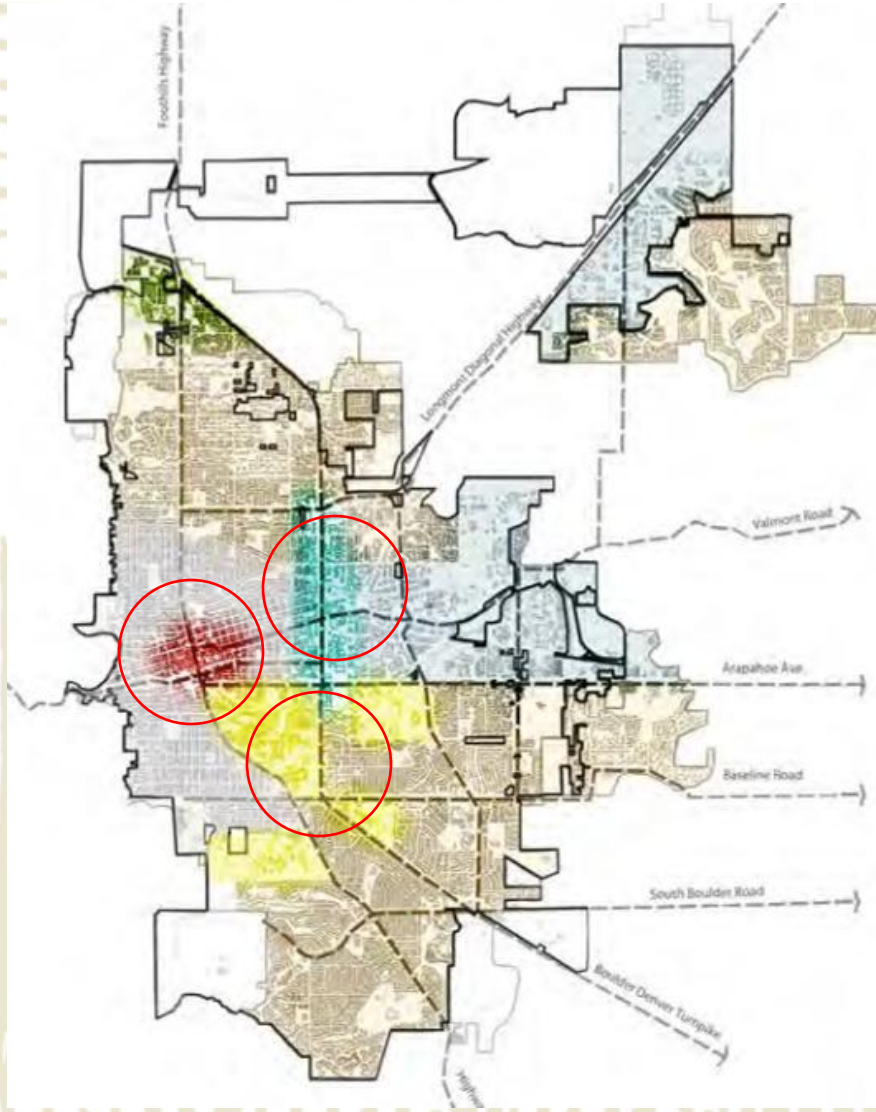
Planning Areas



- The Boulder Valley Planning Areas
 - **Area III:**
 - Remaining area in the Boulder Valley (generally under County)
 - Divided into:
 - Area III-Rural Preservation Area (preserve existing rural land uses)
 - Area III-Planning Reserve Area (maintain the option of future Service Area expansion)

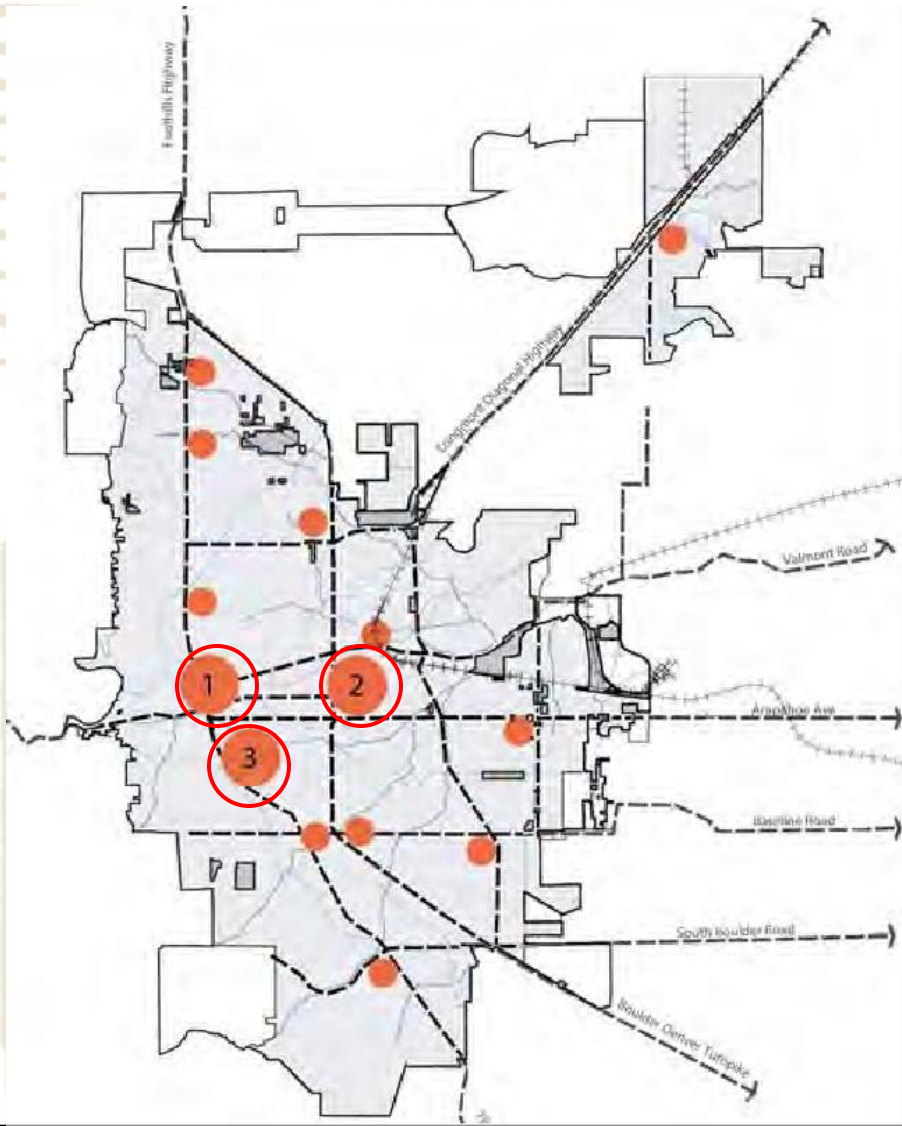


Activity Centers of Boulder



- Boulder's commercial, entertainment, educational and civic centers are
 - focused in concentrated nodes of activities and
 - at a variety of scales distributed throughout the community.

Regional Centers of Boulder



- **Highest level of intensity in three regional centers.**

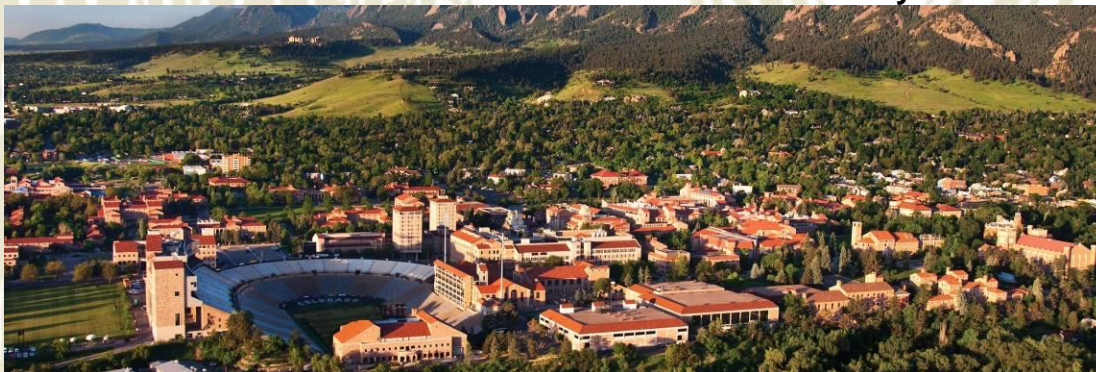
- Historic Downtown
- Boulder Valley Regional Center
- CU + University Hill Business District

○ - Regional Centers

What defines a Regional Center?



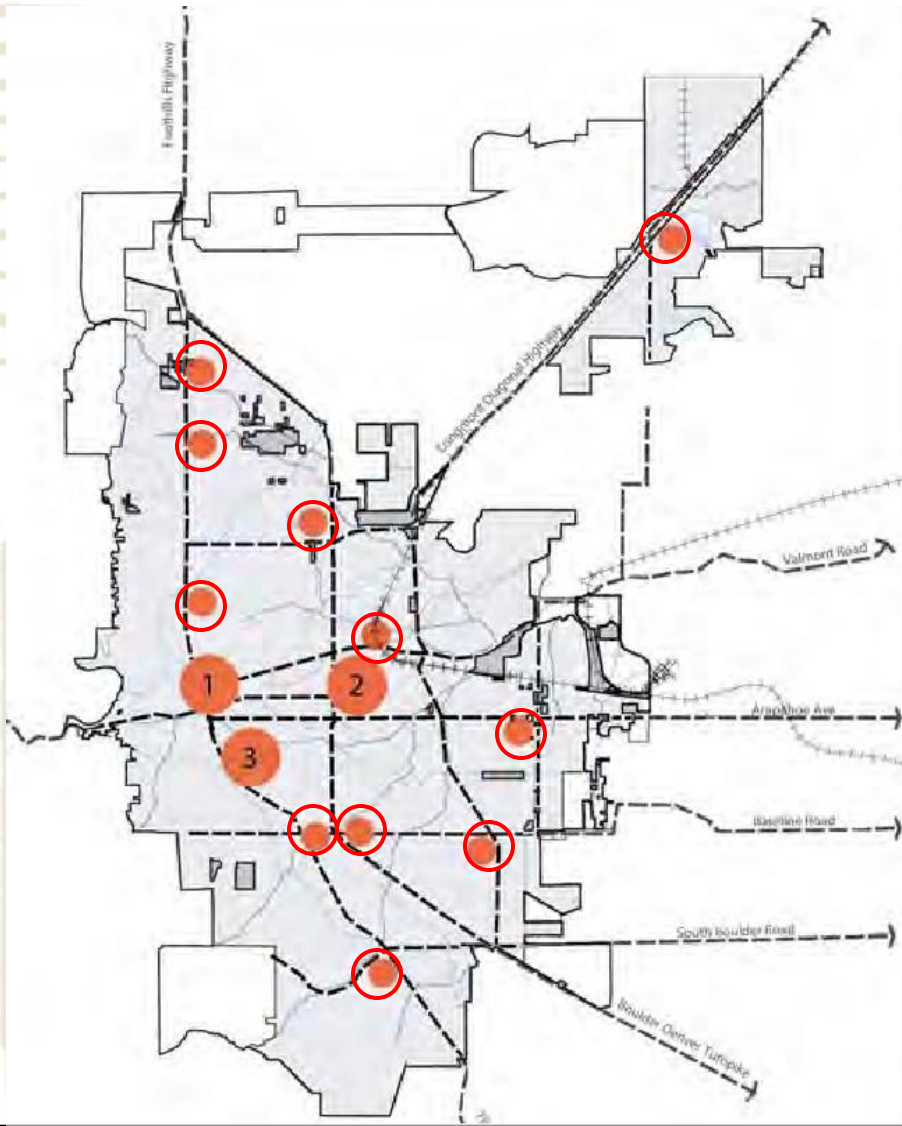
Historic Downtown



University of Colorado

- Each regional center has:
 - A distinct function and character
 - Provides a wide range of activities and
 - Draws from the entire city as well as the region.

Neighborhood Centers of Boulder



- **Next tier of intensity are neighborhood activity centers. They serve as:**
 - Neighborhood gathering places
 - Provide goods and services
 - Easy access by foot, bike, transit

○ - Neighborhood Centers

Planning Areas



- Responsiveness to Public Objectives
- Sufficiency and Dependability of Financing
- Operational Effectiveness
- Proficiency of Personnel
- Adequacy of Equipment and Facilities

How Should We Grow?



Draft Project Goals

Urban Form Concepts

A quality natural environment

- Nature frames, and weaves through, the city

Balanced transportation system

- Streets, paths, bikeways and places for people
- The city's street system is connected and legible

Great neighborhoods

- Walkable neighborhoods define the residential areas of the city
- Small mixed-use neighborhood centers and activity centers

How Should We Grow?



Draft Project Goals	Urban Form Concepts
Strong active downtown	<ul style="list-style-type: none">• Downtown is Bend's best mixed use center – the heart of the city
Strong diverse economy	<ul style="list-style-type: none">• Employment areas are identifiable districts within the city
Connections to recreation and nature	<ul style="list-style-type: none">• Connections to recreation and nature weave throughout, and outside of, the city
Housing options	<ul style="list-style-type: none">• Housing follows a transect from higher to lower density – higher where transportation options and services exist; lower where transportation and services are more limited

1. Approval of Meeting Summary from August 5, 2014 Meeting

1.1. I vote to approve the August 5, 2014 meeting summary

2. Input on the McMinnville UGB case and how it may apply to Bend's UGB Methodology

- 2.1. It is my position that Bend should adhere to the ruling handed down from the Oregon Court of Appeals in the 1000 Friends of Oregon v. Land Conservation and Development Commission and City of McMinnville case. This ruling clarified how ORS 197.298 should be applied by the City of McMinnville when performing a locational analysis.
- 2.2. The question before the TAC is whether or not Bend should apply the same process to do its own locational analysis. The process is described on pages 7 and 8 of the UGB Boundary TAC Meeting 2 packet. It is also presented visually on page 9 of the packet.
- 2.3. **As a TAC member, I vote to strictly follow the McMinnville process (as described on pages 7-9 of the UGB Boundary TAC Meeting 2 packet). I believe that this is the most conservative approach and is least susceptible to subsequent appeal.**

3. Study Boundary Area

- 3.1. **I oppose a 3 mile boundary.**
- 3.2. **I vote to limit the Study Area Boundary to two 2 miles, maximum. It is my understanding that the 2 mile boundary will give us well over 18,000 acres of land to consider.**
 - 3.2.1. Goal 14 of Oregon's Statewide Land Use Planning System requires that local governments "provide for an orderly and efficient transition from rural to urban land use..." and also "to ensure efficient use of land". Goal 12 of Oregon's Statewide Land Use Planning System requires that local governments
 - 3.2.2. A major expansion of Bend's urbanized area onto lands that are currently remote, rural, agricultural and/or forested is in no way orderly and efficient.
 - 3.2.2.1. Such an expansion violates the letter and spirit of Oregon's Statewide Land Use Planning statutes, administrative rules and goals
 - 3.2.2.2. It will also render our community heavily reliant upon the automobile and reduce almost to zero our chances of building a self-sustaining public transportation system as population density is a critical factor in achieving the economies of scale required to a bus or light rail system that serves a significantly large area, runs regularly, and provides a variety of services. With the aging of Bend's population, the need for public transit s growing more important with every year that passes.
 - 3.2.2.3. Sprawl greatly decreases the availability of, and increases the cost of, urban public facilities and services (water, sewer, storm sewer, roads, police, fire, schools, public transportation, and the like). Many experts state that dispersed living results in higher costs for the local government agencies responsible for building streets, schools, utilities and other services required to support new residents in sprawling communities. Often, these costs are passed on to citizens in the form of higher taxes.
 - 3.2.2.4. Long commutes have resulted in high levels of automobile crashes. According to the National Highway Traffic Safety Administration (NHTSA), lower driver and passenger fatality rates are seen in dense cities as opposed to sprawl-friendly counterparts.

- 3.2.2.5. One of the most obvious consequences of sprawl is the loss of agricultural and range land, which is disappearing at a rate of approximately 1.2 million acres every year [source: National Geographic]. Environmental degradation, including the loss of open space, scenic views, wildlife habitats will reduce Bend's economic vitality because the recreation potential and the
- 3.3. *Should it come to a vote, I vote to exclude from this 2 mile-wide swath of Study Area land all EFU-zoned, Resource land, particularly irrigated land agricultural land with higher capability soils.*
- 3.4. *Should it come to a vote I also vote to exclude from this 2 mile-wide swath of Study Area land any Goal 4 Forest Land (should Deschutes County have any such land).*
- 3.5. *With respect to approval of the Study Area Map, I vote to accept it, provided that it does not extend beyond a 2-mile deep swath of land.*

4. Urban Form

- 4.1. Please see [Appendix A](#) for my comments on Urban Form and the urban form issues that I think are particularly important to as the City of Bend expands its UGB. Many of these considerations cannot and should not become evaluation criteria, but they express how I want Bend's urban area to evolve. Their inclusion of Appendix A is provided on an "information-only" basis.

5. Draft Evaluation Criteria – Factor 1

5.1. Factor 1 – Efficient accommodation of identified land needs – Goal 14 Boundary Location

- 5.1.1. Are the potential evaluation criteria listed above reasonable and appropriate to address the "efficient accommodation of identified land needs" for housing and retail uses?

5.1.1.1. *Yes, I think they are.*

- 5.1.2. Are there other criteria that you think should be added to address Factor 1 for residential lands?

5.1.2.1. *Yes, but I'm not sure that they are compliant with Goal 14. For instance, to be efficient in accommodating residential land needs, I think that we should avoid urbanizing heavily parcelized residential lands, e.g., areas such as Deschutes River Woods where there are many, many lots with different owners. Parcelized areas would be very hard to urbanize.*

5.1.2.2. *I also think that we might consider the "carrying capacity" of an area. For instance, if we are going to urbanize for high density, we should probably opt for land that has access to a well-defined grid system, immediate access to sewer interceptors, amenities that dwellers of high density areas might desire (e.g., public transportation, access to trails and bike paths, open space for children to play, good access to employment land and shopping areas, etc). We should not exceed the carrying capacity of roads, sewers, wells or city water mains, etc. and we should opt for areas that have the capacity to serve the needs of likely residents for that particular residential land use.*

- 5.1.3. What does it mean to accommodate land needs "efficiently" and what are the appropriate criteria to evaluate and measure efficiency?

5.1.3.1. Please see [Appendix B](#) for my definition of the efficient use of land and for the criteria I think are appropriate for evaluating and measuring efficiency. Again, this is a "FYI" only inclusion – it helped me to think through the issue but I'm not sure that it is of value to the process.

6. Draft Evaluation Criteria – Factor 4 – Compatibility with agricultural and forest activities – Goal 14, Boundary Location

6.1. Are the potential evaluation criteria listed above reasonable and appropriate to address the issue of compatibility between urban and nearby farm and forest uses occurring on designated agricultural and forest lands?

6.1.1. Yes, I think that they are.

6.2. Are there other criteria that you think should be added to address Factor 4? If yes, are there things we can measure (using GIS or Envision) to evaluate if the criteria are met?

6.2.1. For forest lands, I think that we should definitely consider the fire risks associated with the Wildland Urban Interface or WUI.

6.2.2. When we bring more density to the WUI, we greatly increase the risk of wildfire for property owners and, indeed, the entire city of Bend and many residents of Deschutes County. For more on this, please refer to [Appendix C](#).

6.2.3. While I am not certain that this consideration is congruent with Oregon’s Statewide Land Use Planning System’s Goal 14 (or any portion of the statutes, administrative rules and Goals that guide land use in Oregon,) I think that climate change would have been included, had it been a perceived issue in the 1970s time frame.

6.2.3.1. For a local government to ignore the implications of climate change today, whether or not it is a statutory consideration, seems to me to be almost irresponsible, particularly in an arid, wildfire-prone and agriculturally challenged area such as is Central Oregon. In [Appendix D](#), I discuss climate change as it relates to wildfire, but I encourage the City to consider sustainability in the broader context of climate change throughout this process. By this I mean to opt for dense urban growth, the preservation of open space and ag land, planning for “city farms” (Chicago is a model for this), a deliberate and focused attempt to decrease our dependence on the automobile by planning for multimodal transportation – including bike paths, walking paths, and public transit malls.

7. Appendix A – Urban Form

7.1. Comments on Bend's existing urban form

- 7.1.1. *Bend's downtown retail core is vital and active.***
- 7.1.2. *Historically, new development has been dispersed, incremental and insular, and has not considered how to contribute to the total urban fabric. Northwest Crossing and the Mill District are two exceptions to this.***
- 7.1.3. *High land costs require developers to maximize the development potential of their parcels.***
- 7.1.4. *The lack of a traditional street grid and connectivity within and between neighborhood districts diffuses their "feel" and identity.***
- 7.1.5. *Development initiatives have pushed the limits of Bend's building height guidelines but newer, taller buildings have, so far, been well integrated into the core area.***
- 7.1.6. *Linkages and transitions between the neighborhoods surrounding the Historic Downtown core lack definition.***
- 7.1.7. *Vehicular traffic and pedestrian flow co-exist but in many cases, conflicts are more common.***
- 7.1.8. *The character and building scale east of the Parkway is very diverse and without a consistent theme or texture.***
- 7.1.9. *The southern neighborhoods are an example of a successful blend of housing styles and sizes that lend to an identifiable district.***
- 7.1.10. *The northern neighborhood has a much greater variety of housing types and scales.***
- 7.1.11. *The lack of a traditional street grid and connectivity within and between neighborhood districts diffuses their "feel" and identity.***

7.2. Bend should avoid

- 7.2.1. *Suburban growth patterns of low density that lead to the excessive consumption of land and natural resources, heavy dependence on the automobile, traffic congestion, CO² generation, and the social implications of alienation and fragmentation.***
- 7.2.2. *Development of "object buildings" unstructured public space, and the proliferation of horizontal infrastructure such as asphalt, parking lots and roads***
- 7.2.3. *Segregation by income into enclaves, gated communities, etc. Marketing exclusivity often leads to breakdown of the larger community and to suspicious and divisive social interactions***
- 7.2.4. *Creation of any additional "suburban town centers" (extra-large buildings or groups of box-like buildings such as the Forum or Cascade Village), which create a comfortable environment for cars and an uncomfortable environment for cyclists and pedestrians and humans in general***
- 7.2.5. *Creation of office parks located in suburbia (edge of the city)***
- 7.2.6. *Creation of large concentrations of activities that require driving and parking and which are located on the edges of the urban area (huge sports arenas, etc.)***

7.3. Bend should encourage:

- 7.3.1. *Elements of vertical growth within its central area, and downtown and close-in neighborhoods, where suitable. Within the downtown, residential could be constructed above commercial, such as is the case in many well-planned cities. Building heights adjacent to a street edge should be at least as tall as half the width of the right of way. Those who redevelop existing buildings should be encouraged to improve "street scale" with vertical expansion. Street trees should provide***

- additional height and shade. A combination of taller buildings and shady, deciduous trees will create a feeling of “comfortable scale”.*
- 7.3.2.** *The development of “Districts” (e.g., the Historic District, the Mill District, the Central Area District, the University District) each with its own unique urban form. Build districts around a series of interconnecting “places”, both interior and exterior to the building structures and should have pathways, trails, courtyards, plazas, etc. as well as other “intra-District” linkages.*
- 7.3.3.** *The creation and protection of compact, mixed-use, well-defined, diverse neighborhood structures with an emphasis on walkability, an appropriate level of civic and commercial uses, a grid network of streets with small blocks, small, “traffic calming” streets and connectivity, accessibility, and vehicular and pedestrian choices. Driving should not be a necessity for every activity. Children can walk to school. Elderly people can “retire in place”.*
- 7.3.4.** *Urban core buildings that enhance the public experience; undesirable elements of buildings that are screened or hidden from view or better yet, used as a “canvas” for art.*
- 7.3.5.** *Open space that acts as a community amenity. Introduce plazas and/or courtyard areas in more densely developed areas. Intersperse outdoor seating, pocket gardens and covered pedestrian areas throughout Bend’s downtown and “near-downtown” areas. As an example, the Crows Feet Commons area is a valuable community amenity that acts as a gathering place for small fun-runs, music events, and other social interactions. Open space should be proportioned to the urban forms surrounding it, with appropriate height-to-width ratios, etc.*
- 7.3.6.** *Balance of uses with respect to the workplace. Offices above stores, integration of neighborhoods, businesses, restaurants and shops*
- 7.3.7.** *Multiple uses in one building structure with (for instance) the residential on the upper levels and commercial on the lower levels. Spaces that are designed with adjacent development in mind and “themed” so that mixed use living is encouraged*
- 7.3.8.** *New buildings and developments that are, to the maximum extent, “green” and energy efficient. Permeable paving, solar-powered lighting, and native landscaping should be encouraged. Subdivision CC&Rs should not prohibit the addition of solar panels. For instance, The Reserve at Broken Top does not permit residents to add solar panels to their homes.*
- 7.3.9.** *Roundabouts that smooth the flow of traffic and which allow the placement of art in public places*
- 7.3.10.** *The preservation of scenic views and agricultural and forest land, and riparian areas and development where nature is in harmony with human habitat.*
- 7.3.11.** *Walking and bike paths, the development of a bona fide transit mall in the center of the City.*
- 7.4.** **What Bend should consider with respect to Urban Form**
- 7.4.1.** *The relationship of buildings and public space, where buildings are seen as part of a composition – a “shaped public space” with (in most cases) a diversity of building types and uses, and an emphasis on walkability and multi-modal transportation*
- 7.4.2.** *Developments and spaces that attract a variety of pedestrian activities and provide linkages to adjacent neighborhoods and Bend’s downtown core*
- 7.4.3.** *Public inter-connections between buildings, such as skybridges that look down into gardens, etc. These add character and reduce energy loss in climates such as Bend’s.*
- 7.4.4.** *Combinations of public right of ways and open space within blocks to create places that can accommodate multiple activities.*
-

Appendix B: What does it mean to accommodate land needs efficiently? What are the appropriate criteria to evaluate and measure efficiency?

- 7.5. The human use of land involves the management and modification of the natural environment or wilderness into a built environment – in this case, an urban environment. In order to achieve efficiency in meeting the need for land, we must honestly answer a series of **philosophical questions**:
- 7.5.1. What is the highest and best use of this land – not just at the present time but also for future generations? If we were they, how would we use it now? What would we leave for them to use?
- 7.5.2. If commerce and jobs weren't a consideration, what would be the highest and best use of this land? Simply because there is open, "developable" land doesn't mean we must urbanize it. Our incentive to develop raw land is mostly economic. If economics weren't a factor, would we develop this land or would we satisfy our need with other land that is closer to (or within) the existing UGB?
- 7.5.3. What are the various cost implications of using this land for this purpose? There is a clear cost to urbanize land. We must provide sewer and storm sewer (to protect groundwater), drinking water, roads, public transportation, public safety services, etc. Cost implications also include the proximity of and to employment centers, commercial centers, roads, highways, emergency services, road maintenance centers, schools, churches, recreation centers, government offices, etc. Is urbanizing this land the best choice or is there other land that is less costly, and "impactful" to develop?
- 7.5.4. Environmental considerations include the value of the land to wildlife, and to future generations of humans. How might urbanizing this parcel deplete or pollute ground and/or surface water, impact natural food chains, increase CO² in the atmosphere, impact the stability of the soil by causing landslides or erosion, destroy or degrade wetlands, increase the risk of cataclysmic wildfire, etc.?
- 7.6. **Then there are the practical considerations that answer the question: "What does it mean to accommodate land needs efficiently?"**
- 7.6.1. *If we urbanize this land, will it lead to the efficient accommodation of identified land needs?*
- 7.6.2. *Is urbanizing this land (when compared to other land that is either within the existing UGB, or closer to its boundary) going to allow the orderly and economic provision of public utilities and services?*
- 7.6.3. *What are the comparative consequences of urbanizing this land from an environmental, energy, economic and social standpoint?*
- 7.6.4. *How compatible are the proposed urban uses with nearby ag and range land and forest activities that are occurring on farm and forest land outside the UGB?*
- 7.7. **There are some discretionary, policy-based efficiency measures:**
- 7.7.1. *What is the "carrying capacity" of this area? If we urbanize this land, will we exceed it? Carrying capacity can be that of roads, aquifers, air, etc.*
- 7.7.2. *Is the size of this parcel of land of sufficient size to make its urbanization "efficient"? Consider a highly parcelized area such as Deschutes River Woods. Is it orderly and efficient to try to develop when you are dealing with 30 property owners, many of whom have different ideas of whether or not they want to re-develop their land and how they should be compensated if they do.*
- 7.7.3. *If we develop this land, will the resulting community be "livable", and complete in terms of efficiency? Will inhabitants be able to walk to accommodate their employment, shopping, educational, recreational, religious and social needs? Or must they drive to other urban centers?*

8. Appendix C: Urbanization and the Wildland Urban Interface (WUI)

A study on why wildfires are becoming more severe and expensive—which also looked at the associated costs of protecting homes in the WUI (the area where a wildland area such as a ponderosa forest interfaces with an urban area, such as a subdivision), as well as examining why fire suppression techniques are not effective—was completed in 2013 by Headwaters Economics, an independent, non-partisan research group located in Bozeman, MT.

By far the greatest predictor of the western US wildfire is the development of the WUI. And, while across the West, 84 percent of the WUI is undeveloped, in Deschutes County it has been moderately developed (20-50 percent).¹

County View of WUI Development

Across the West, 84% of the WUI is currently undeveloped.

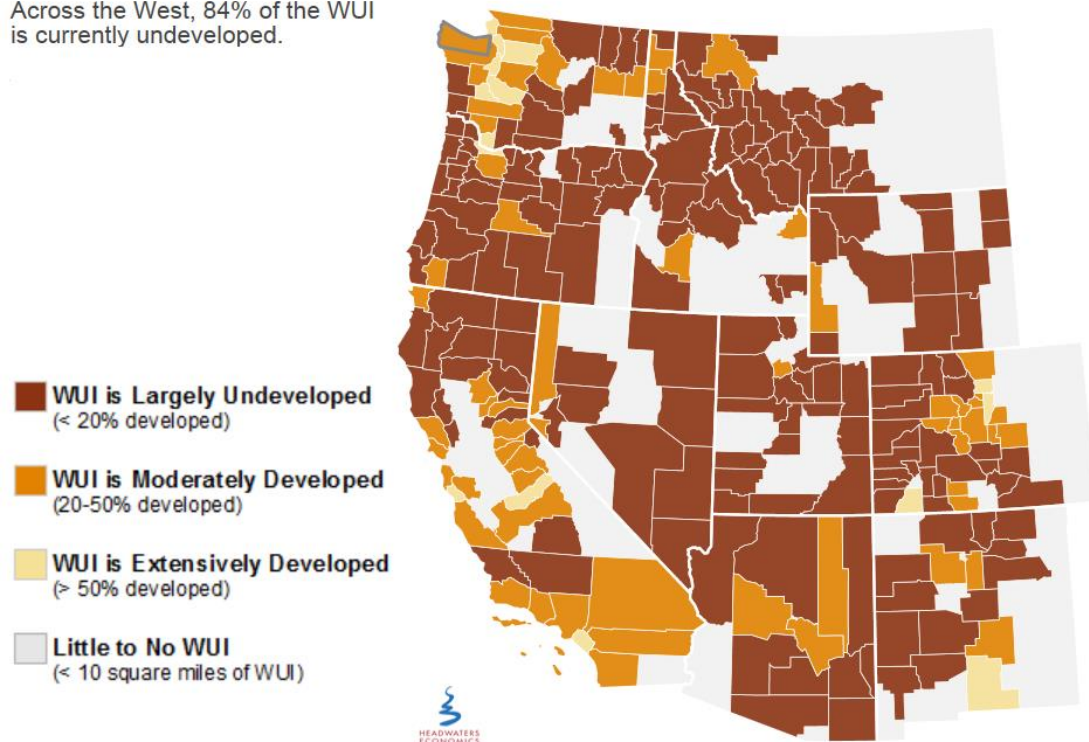


Figure 1: Map courtesy of Headwaters Economics

As stated above, the more densely developed the WUI, the greater the risk of wildfire. Deschutes County has already developed with density levels that increase the risk of wildfire for existing residents. How much more densely do we want to develop the WUI? Should we opt for a very dense urban core in order to reduce the risk of wildfire? I suggest that we do so.

¹ Headwaters Economics Wildland Urban Interface Research Report: <http://headwaterseconomics.org/wildfire>

Appendix D: Climate change and its implications for Bend's UGB Boundary Process

8.1. Climate Change and Science

While some may say that climate change risks have not been proven, the overwhelming scientific opinion is that the earth's climate system is unequivocally warming, and it is extremely likely (at least 95% probability) that humans are causing most of it through activities that increase concentrations of greenhouse gases in the atmosphere, such as deforestation and the burning of fossil fuels. This scientific consensus is expressed in synthesis reports, by scientific bodies of national or international standing, and by surveys of opinion among climate scientists.² In short, no scientific body of national or international standing maintains a formal opinion dissenting from any of these main points; the last to hold this position was the American Association of Petroleum Geologists, which in 2007 updated its 1999 statement rejecting the likelihood of human influence on recent climate with its current non-committal position.

Climate Change and the Unprecedented Risks Associated with Natural Hazards

National and international science academies and scientific societies have assessed current scientific opinion on global warming. Such assessments are generally consistent with the conclusions of the Intergovernmental Panel on Climate Change. The IPCC's Fourth Assessment Report made the following points:

- Warming of the climate system is unequivocal, as evidenced by increases in global average air and ocean temperatures, the widespread melting of snow and ice, and rising global average sea level.³
- Most of the global warming since the mid-20th century is very likely due to human activities.⁴
- The range of published evidence indicates that the net damage costs of climate change are likely to be significant and to increase over time.⁵
- The resilience of many ecosystems is likely to be exceeded this century by an unprecedented combination of climate change, associated disturbances (e.g. flooding, drought, wildfire, insects) and other global change.⁶

According to the IPCC report, ecosystems are sensitive not only to changes in climate but also to other anthropogenic changes such as land use. Land-use change represents the anthropogenic replacement of one

² Wikipedia: Scientific Opinion on Climate Change: http://en.wikipedia.org/wiki/Scientific_opinion_on_climate_change

³ Intergovernmental Panel on Climate Change (IPCC); "IPCC AR4 SYR, 2007: Summary for Policymakers", Observed changes in climate and their effects. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ts.html

⁴ Intergovernmental Panel on Climate Change (IPCC); "IPCC AR4 SYR, 2007: Summary for Policymakers", Causes of Change. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ts.html

⁵ Intergovernmental Panel on Climate Change (IPCC); "IPCC AR4 SYR, 2007: Summary for Policymakers", Magnitudes of Impact. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ts.html

⁶ Intergovernmental Panel on Climate Change (IPCC); "IPCC AR4 SYR, 2007: Summary for Policymakers", Impacts on Systems and Sectors. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ts.html

land use type by another...Drought facilitates the spread of human-caused fire. Natural disturbance regimes (e.g., wildfire and insect outbreaks) are also important climate-sensitive drivers of ecosystem change...⁷

NASA has also weighed in on climate change's impact on wildfire, citing recent fires in Colorado, Australia, Russia, and elsewhere. "We already see the initial signs of climate change, and wildfires are part of it" ... And research suggests that a hotter Earth resulting from global warming will lead to more frequent and larger fires. A common perception is that most wildfires are caused by acts of nature, such as lightning. The inverse is true, said Dr. Joel Levine, a biomass burning expert at NASA Langley Research Center in Hampton, Va. "What we found is that 90% of biomass burning is human instigated."⁸

The Oregon Climate Change Research Institute's 2013 *Northwest Climate Assessment Report*⁹ also makes it clear that there are key consequential risks to Central Oregon as a result of climate change. They include impacts on watersheds where snowmelt is important and the cumulative effects of fire, insects and disease on forest ecosystems. Over the period from 1950-1999 to 2041-2070, CMIP5 models on climate change in the Pacific Northwest project an annual warming of at least 0.5° C (0.9° F) in every season. The CMIP5 models (those most recently completed) project that annual warming could be as high as 2°F to 8.5°F. Average annual precipitation is projected to change by about +3 percent. Much more of this precipitation will fall as rain than as snow¹⁰.

Measures of temperature and precipitation extremes are projected to increase in the Northwest. (Section 2.4.2)

Climate models are unanimous that measures of heat extremes will increase and measures of cold extremes will decrease. Averaged over the Northwest, NARCCAP results project that in the period averaged over 2041 to 2070 there will be more days above maximum temperature thresholds and fewer days below minimum temperature thresholds compared with the 1971–2000 average. For example, the number of days greater than 32 °C (90 °F) increases by 8 days (± 7), and the number of days below freezing decreases by 35 days (± 6). Future changes in precipitation extremes are more certain than changes in total seasonal precipitation. The number of days with greater than 1 in (2.5 cm) of precipitation is projected to increase by 13% (± 7%) and the 20-year and 50-year return period extreme precipitation events are projected to increase 10% (-4 to +22%) and 13% (-5 to +28%), respectively, by mid-century.

Figure 2 - Page xxiii - Climate Change in the Northwest: Implications for Our Landscapes, Waters and Communities

⁷ IPCC Working Group: Impacts, Adaptation and Vulnerability. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ch4s4-2-2.html

⁸ NASA - Wildfires: A Symptom of Climate Change: <http://www.nasa.gov/topics/earth/features/wildfires.html>

⁹ Climate Change in the Northwest, Implications for Our Landscapes, Waters and Communities; Island Press; Copyright 2013, Oregon Climate Change Research Institute. http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ts.html

¹⁰ Ibid.

Within the dry forests east of the Cascade Range, increased frequency and intensity of insect outbreaks, such as the mountain pine beetle (Ryan et al. 2008), and increased incidence and extent of root diseases (such as *Armillaria*), will damage the growth and yield of ponderosa pine, which is the dominant commercial species east of the Cascade Range and ranks second in total value (Western Wood Products Association 1995). In addition to yield losses, increasing bark beetle-caused tree mortality will likely cause economic losses and costs related to management and possibly increased wildfire risk (Capalbo et al. 2010). Forest fires impose an array of economic consequences from loss of timber values and tourism dollars to loss of life and property. Since 1970, fire suppression has accounted for more than half of all USFS fire-related expenditures (Schuster et al. 1997).

Figure 3 – Page 129 – Climate Change in the Northwest; Forest Ecosystems

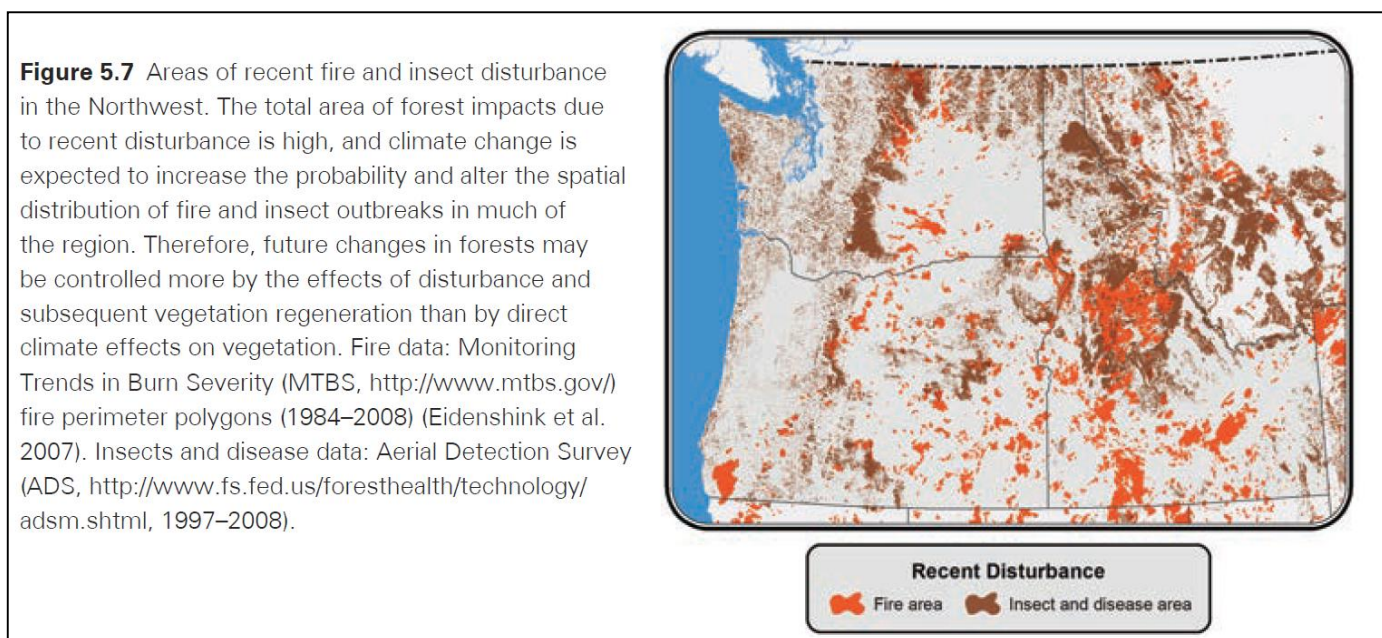


Figure 4- Page 120, Fire and Insect Disease Area Map - Climate Change in the Northwest

People in the Northwest are threatened by projected increases in the risk of extreme climate-related hazards such as winter flooding and drought. (Section 7.2.2)
Decreased summer precipitation and temperature-driven loss of snowpack can lead to more frequent drought conditions in the Northwest, leading to human health impacts due to food insecurity and associated wildfires. The 2012 US drought, one of the most extensive in 25 years with an estimated loss of up to \$7–\$20 billion, resulted in disaster declarations across the country, including counties in Oregon and Idaho.

Figure 5: Threats to human health and life increases dramatically with loss of snow pack

City of Bend
Boundary & Growth Scenarios Technical Advisory Committee
Meeting Notes
Date: August 26, 2014

The Boundary & Growth Scenarios TAC held its regular meeting at 10:30 am on Tuesday, August 26, 2014 in the Bend City Hall Council Chambers. The meeting was called to order at 10:30 am by Sharon Smith.

Roll Call

- | | | |
|--|--|--|
| <input type="checkbox"/> Susan Brody | <input type="checkbox"/> Ellen Grover | <input type="checkbox"/> Ron Ross |
| <input type="checkbox"/> Peter Carlson | <input type="checkbox"/> Steve Hultberg | <input type="checkbox"/> Sharon Smith |
| <input type="checkbox"/> Paul Dewey | <input type="checkbox"/> Brian Meece | <input type="checkbox"/> Gary Timm |
| <input type="checkbox"/> John Dotson | <input type="checkbox"/> Charlie Miller | <input type="checkbox"/> Rod Tomcho |
| <input type="checkbox"/> Robin Vora | <input type="checkbox"/> Mike Riley | <input type="checkbox"/> Scott Edelman |
| <input type="checkbox"/> Dale Van Valkenburg | <input type="checkbox"/> Ruth Williamson | <input type="checkbox"/> Jim Bryant |
| <input type="checkbox"/> Bruce White | <input type="checkbox"/> John Russell | <input type="checkbox"/> Nick Lelack |

Discussion

Welcome, Introductions, Agenda Review, Reports. Co-chair Sharon Smith called the meeting to order at 10:30 am and welcomed everyone. Several members who did not attend the first TAC meeting introduced themselves. Joe Dills gave the TAC an overview of the agenda, including a discussion of the McMinnville UGB case from the Court of Appeals, a decision on a study area boundary, a presentation on urban form, followed by decisions on evaluation criteria for Goal 14 factors 1 and 4.

Dale Van Valkenburg of the Residential TAC provided a brief report from the August 25, 2014 meeting of the Residential TAC. He reported the TAC's recommendation on housing mix, and work on efficiency measures. Several Boundary TAC members had questions regarding the recommendation on housing mix. Following Dale's report, Brian Meece of the Employment TAC gave a report of this TAC from their August 25, 2014 meeting. Brian reported on the TAC's work on redevelopment opportunities, and identifying employment land that was potentially redevelopable.

Following these presentations and discussions, the Boundary and Growth Scenarios TAC approved the August 5, 2014 meeting summary by consensus.

McMinnville UGB Follow Up work. Brian framed this issue for discussion; the question worked to answer was whether the City could follow the 2010 Remand order with respect to boundary analysis in a manner that was consistent with the Court of Appeals' decision in the 2011 McMinnville UGB case. City Attorney Mary Winters provided the short answer of yes and provided memorandum to the TAC (included in meeting packet) that outlined a methodology for conducting a boundary location analysis consistent with the McMinnville case, Sub issue 9.1 of the Remand Order and state law. The TAC discussed this topic at length, with a particular focus on when to perform an ESEE analysis, consideration of special site needs, and the process outlined in a graphic at page 9 of the meeting packet. After this discussion, Joe asked whether the TAC could make a decision to approve the

structure and steps of the proposed methodology; Dale moved to accept the graphic at page 9, John Russell seconded the motion. The Boundary TAC passed this motion 20-1.

UGB Study Area. Mary Dorman then gave a short presentation with a request to the TAC to decide on the size of the study area the City will use in the boundary location analysis. After the TAC discussed this topic and asked several questions, Brian Meece moved to accept the recommended two mile study area. Steve Hultberg seconded the motion. The motion passed unanimously.

Urban Form Presentation. Consultant team member Jay Renkens of MIG gave a power point presentation on urban form, aspects of the physical environment that have influenced Bend's growth, and several slides provide Boulder, Colorado as a city to which we can compare Bend.

Goal 14, Factor 1 (Efficient accommodation of identified land needs) Draft Evaluation Criteria. Mary Dorman then gave a presentation on Factor 1 of Goal 14, and potential criteria to evaluate expansion areas. This presentation followed her memo that was included in the meeting packet. After some discussion of the potential criteria, the Boundary TAC made the following decisions by consensus:

1. They decided that the evaluation criteria and measures proposed on pages 16 and 17 of the meeting packet were reasonable and appropriate.
2. They further decided that the evaluation criteria and measures proposed on pages 18 and 19 of the meeting packet were also reasonable and appropriate, with the understanding that they would get a second look at them after they were tested.

The TAC and consultant team agreed to schedule the same discussion for Goal 14 Factor 4 (Compatibility) for a subsequent meeting.

Action Items/Next Steps

Action	Assigned To
Post meeting minutes faster	City of Bend
Upload both versions of Goal 14 (old and current) to City's website	City of Bend
Leading next Boundary TAC Meeting	Mike Riley

Meeting adjourned at 12:30 pm by Sharon Smith

Brian Rankin

From: George Wuerthner <gwuerthner@gmail.com>
Sent: Tuesday, September 02, 2014 5:34 PM
To: Brian Rankin
Subject: Urban Growth comments

Dear Brian

I will be unable to attend the meeting this Thursday, but wanted to make some general comments about the UGB.

My primary concern is reducing sprawl, creating more attractive neighborhoods that are accessible by walking/biking, establishing more public spaces like parks, and reducing intrusions into the "fire plain".

The first goal can be achieved by encouraging in-filling within the current city boundaries.

The second goal is done by planning city streets with non-motorized public in mind. That means bike routes that may be off limits to vehicles that are safe for families. That means sidewalks in all new neighborhoods. That means having small businesses scattered here and there in neighborhoods where people can buy groceries, get a beer, and do other daily chores without having to hop in a car if possible.

The third goal is obvious--buy more land for parks. That doesn't mean necessarily that we should spend a lot on baseball diamonds and so forth. Just having open space scattered throughout the city is sufficient. Connecting trails and bike paths linking these areas would be a plus.

The fourth is probably the most contentious and least obvious. As a fire ecologist, I can predict that there will be some large fires on the border of Bend at some point in time. I cannot predict when, only that given our forests, our climate, and with climate warming, large unstoppable fires are likely to occur. To reduce the loss of life and property I strongly urge the city to avoid expansion of the urban growth boundary to the west and south. These lands should be acquired as parklands and used as a buffer between the community and the forestlands to the west. I believe the most reasonable places for expansion are to the east where fire hazard is the least.

Thanks for considering my comments.

Best

George Wuerthner
Box 8359
Bend, OR

Brian Rankin

From: tod <todwoo@gmail.com>
Sent: Tuesday, September 02, 2014 6:01 PM
To: Brian Rankin
Subject: UGB thoughts

Greetings Brian

I will not be able to attend the meeting on September 4th, so I am giving some feedback now.

Please know that my interests are primarily in improving the biking & walkability in the city of Bend.

There are so many places that need attention to make trails contiguous, and or safe for commuting.

I would love to be able to easily commute on separate and safe bikeways. Ideally from my SW location to Traders Joe's & Bend Pine Nursery.

In addition, I am amazed that there is not an emphasis on using the COI underpass for crossing under the parkway to get to the Fred Meyer area.

I am very disheartened to learn that OSU cascades is closer to locating to the westside.

I feel that decision is a tragic mistake with grave consequences for Bend.

It is already hard to get around & I feel like it is going to greatly decrease the livability on the westside of Bend.

The parking situation around Galveston, the Cart Lot and 10 barrel is already out of control. I have friends that live in that neighborhood that thought they would be there forever. Several are having to figure out an exit strategy due to noise, garbage, parking issues, congestion, and rowdy patrons at all hours. If you have any influence on the location of the campus, I hope you will keep my comments in mind. I have not talked to ONE person that is in favor of that location.

The only way to keep the quality of life high in Bend will be to have a robust trail and bike lane situation.

I am also a strong proponent of separate bike ways.

Thank you for trying to protect our town as it explodes into another giant hailstorm of development.

Cheers

Leslie Blok

(south of old mill area)

Brian Rankin

From: Marcy Monte <marcylmonte@gmail.com>
Sent: Tuesday, September 02, 2014 9:55 PM
To: Brian Rankin
Subject: UGB Meeting sept 4 comments

My Dearest Brian,

I am heading off to school tomorrow and should be in bed but just heard there is a meeting on the 4th. I won't be able to make it as it's the first week and things are nuts for teachers. I would like to ask you to consider slowing our growth down for a couple reasons....our class rooms are stuffed! Elementary Classes 28 and higher
Middle School 30 in Core classes and just check out a PE class up to 45 or more
High School Core classes up to 35-40
I know we are building but we aren't supporting kids, and they are Bend's core. Please.

The other thing is we live in the HIGH DESERT. If you fly over Bend you will see how our area is just that and we have a limited amount of water. The world is drying and if Bend goes in drought what is our plan. We are building very high end homes with an area that has a limit. I would rather live in a Healthy Bend than a Stressed one.

Please take care of our area.
Sincerely,
Marcy Monte

Brian Rankin

From: Dorothy Sayward Wylie <dsw1029@hotmail.com>
Sent: Wednesday, September 03, 2014 11:24 AM
To: Brian Rankin
Subject: More thoughts

Hi Brian. I am remiss in not thanking you sooner for your reply and answers to my questions. I know you are receiving many emails, and I appreciate very much your efforts to respond.

It's good to know that you are a "big supporter" of design standards!

I have a few more thoughts to submit, as I won't be able to attend the meeting this Thursday.

It seems clear that one of the problems that Bend has to deal with is the rapidity and amount of growth that is taking place, without enough "checks and balances" built into the process.

This is resulting in undesirable outcomes that you are well aware of.

What I'm hearing a lot lately from not only people who live here but even tourists, is that Bend is becoming too "crowded," traffic is too "congested," and Bend is "out of control." Some of this is summer activity, but when tourists start saying that it's not good.

I know that you are on a fast track to get the UGB planning work done, and I am hopeful that there will be something built into that whole process that will allow some control of all this. All the points you have listed in your presentations look great, and I am confident they will be addressed.

However, I'm wondering if there isn't a bigger question...on that perhaps we have no control over.

Are there limits to how much we will grow? Does the state expect us to just keep expanding indefinitely? I'm guessing the answer is probably Yes.

What does this mean for our environment? We could easily turn into a Denver, with mountains on one side and endless sprawl on the other. Or even Los Angeles!

Are there no controls at all on growth? I know many are concerned about the density questions, others about using up our surrounding open space, others about how to move people around without being so car dependent. All problems of every growing city. But, we still have land around us, good air, forests, rivers, mountains, gorgeous desert landscapes....breathing room. Somehow we have to not see all that has just land to build on!

I remember many years ago in Marin County, CA development was taking off with great rapidity, everything was being built, everywhere. As I remember, the county bought up huge amounts of land and designated it as "Open Space." To this day, it has never been built on and is now known as the Water District. It's filled with trails, and is just natural

open space. It is what saved Marin County from having houses and development all over the hillsides all the way to the ocean!

It is what today makes Marin County one of the most desirable, and expensive, places to live in the country!

Bend could be a beautiful place like that, but not if we fill up this whole caldera where we live with development!!

Thanks for listening....

Dottie

Brian Rankin

From: Mary Tyler <marytyler01@gmail.com>
Sent: Wednesday, September 03, 2014 10:35 AM
To: Brian Rankin; Nick Arnis
Subject: Comments for USC Sept 4, 2014 meeting and the ongoing UGB process.

Good Morning Brian Rankin and Nick Arnis,

My name is Mary Tyler and I attended the last public UGB meeting where I met you, Nick, and had a brief conversation about public transportation in Bend. I believe that one of the most critical public services that Bend needs to develop and perhaps even reinvent is a robust public transportation system. Right now is the time to address this, when the UGB development plan is under process.

A robust public transportation plan is consistent with the urban form principles that the Bend community has established for itself.

- Project Goals - City of Bend "Balanced Transportation System - Bend's Balanced transportation system incorporates an improved, well-connected *system of facilities...and public transit*."
- Bend 2030 - "Bicycle and Walking routes - A comprehensive, integrated system of bicycle and walking routes..." Planners have studied the connection between walking, bicycling and public transportation. Walkers will travel 1/2 mile to get somewhere, bicyclists will travel 2 miles to get somewhere, and public transportation should provide the structure to connect and transport people everywhere else - thus **completing** the comprehensive, integrated system of routes.
- Compact and Transit-Supportive Development - "Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile."
- Urban Form Organized around Frameworks and Focal Points - "The neighborhood, the district and the *corridor* are the essential..." "The physical organization of the region should be supported by a **framework** of transportation alternatives."
- (All quotes and material from UGB Boundary TAC Meeting 2 Packet.)

Now is the time to establish that a robust public transportation system is an integral part of **every** long-range, forward-looking plan for the Bend community. An authentic UGB plan that will effectively establish a strong foundation for continuing to develop Bend into a healthy, vibrant, neighborhood-centered community has to include plans to establish a comprehensive, integrated system of public transportation routes.

I will be at the public meeting this Thursday, September 4th. Will you be discussing the topic of a robust public transportation system as an important consideration in the UGB planning process? I would appreciate it if you would.

Best regards,

Mary Tyler

Brian Rankin

From: Cort Vaughan <jcortvaughan@gmail.com>
Sent: Wednesday, September 03, 2014 11:11 AM
To: Brian Rankin
Subject: Comments for USC Sept 4, 2014 mtg

*** Limit Sprawl ***

Please emphasize other alternatives first, such as:

- Increased building densities.
- Taller buildings.
- Infill developable lands.

Help make Bend more livable with walkable neighborhoods and a transportation network. Prevent suburbs with dead-end streets and cul-de-sacs that impede transportation.

The ultimate goal should be to protect natural areas, while creating livable mixed use neighborhoods and work places that support multi-modal transportation.

Sincerely,

Cort Vaughan

Business Consultant

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