



ORDINANCE NO. NS-2558

An ordinance of the City Council to create The Cavy Master Plan, a 45.2-acre Major Community Master Plan in the Residential Standard Density, Residential Medium Density, Residential High Density, and Mixed Employment Zoning Districts.

Findings

- A. On June 30, 2025, the Applicant submitted an application for a Major Community Master Plan to create the Union Master Plan on a 45.27-acre unit of land (the "Property").
- B. On November 10, 2025, the Bend Planning Commission held a public hearing. Following the hearing, the Commission recommended that the City Council deny the application to amend the Bend Development Code to create the Union Master Plan, citing lack of compliance with open space standards, street connectivity requirements, and concerns about how commercially-designated land would develop. This recommendation is contained in Exhibit C of this ordinance.
- C. On May 20, 2026, the applicant submitted supplemental plans and supporting materials, and requested to rename the master plan The Cavy Master Plan.
- D. Public notice for the City Council hearing was provided in accordance with the requirements of Bend Development Code (BDC) 4.1.423 through BDC 4.1.425. On May 27, 2026, the Planning Division mailed notice to surrounding owners of record of property and residents within 500-feet of the subject property, and to the Old Farm Neighborhood District representative. On May 27, 2026, signs were posted along the property frontage visible from the abutting right of way indicating a public hearing was to be held regarding the matter.
- E. The Bend City Council held a public hearing on June 17, 2026, to consider the Bend Planning Commission recommendation and the supplemental materials submitted by the applicant on May 20, 2026. Following the close of the Public Hearing, Council deliberation was continued to July 15, 2026.
- F. The Major Community Master Plan approved by this Ordinance meets all applicable Bend Development Code criteria, Oregon Statewide Planning Goals, and policies of the Bend Comprehensive Plan.

Ordinance



Based on these findings, the City of Bend ordains as follows:

- Section 1.** Chapter 2.7 of the Bend Development Code is amended as shown on the attached Exhibit A.
- Section 2.** The Bend City Council, by approving this ordinance, adopts and incorporates the findings in Exhibit B.
- Section 3.** If any provision, section, phrase, or word of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions that can be given effect without the invalid provision or application.
- Section 4.** All other provisions of the Bend Development Code remain unchanged by this ordinance and remain in effect

First Reading

July 15, 2026

Second Reading

August 5, 2026

Adoption by Roll Call Vote

Yes: Kebler, Franzosa, Méndez, Norris, Perkins, Platt, Riley

No:

Melanie Kebler, Mayor

Attest:

Ashley Bontje, City Recorder

Approved as to form:

Ian Leitheiser, City Attorney

THE CAVVY DRAFT DEVELOPMENT CODE

2.7.5100 The Cavy Master Planned Development.

2.7.5110 Purpose.

The purpose of The Cavy Master Planned Development is to create a new, housing-focused community with opportunities for neighborhood-scale commercial. The development standards will:

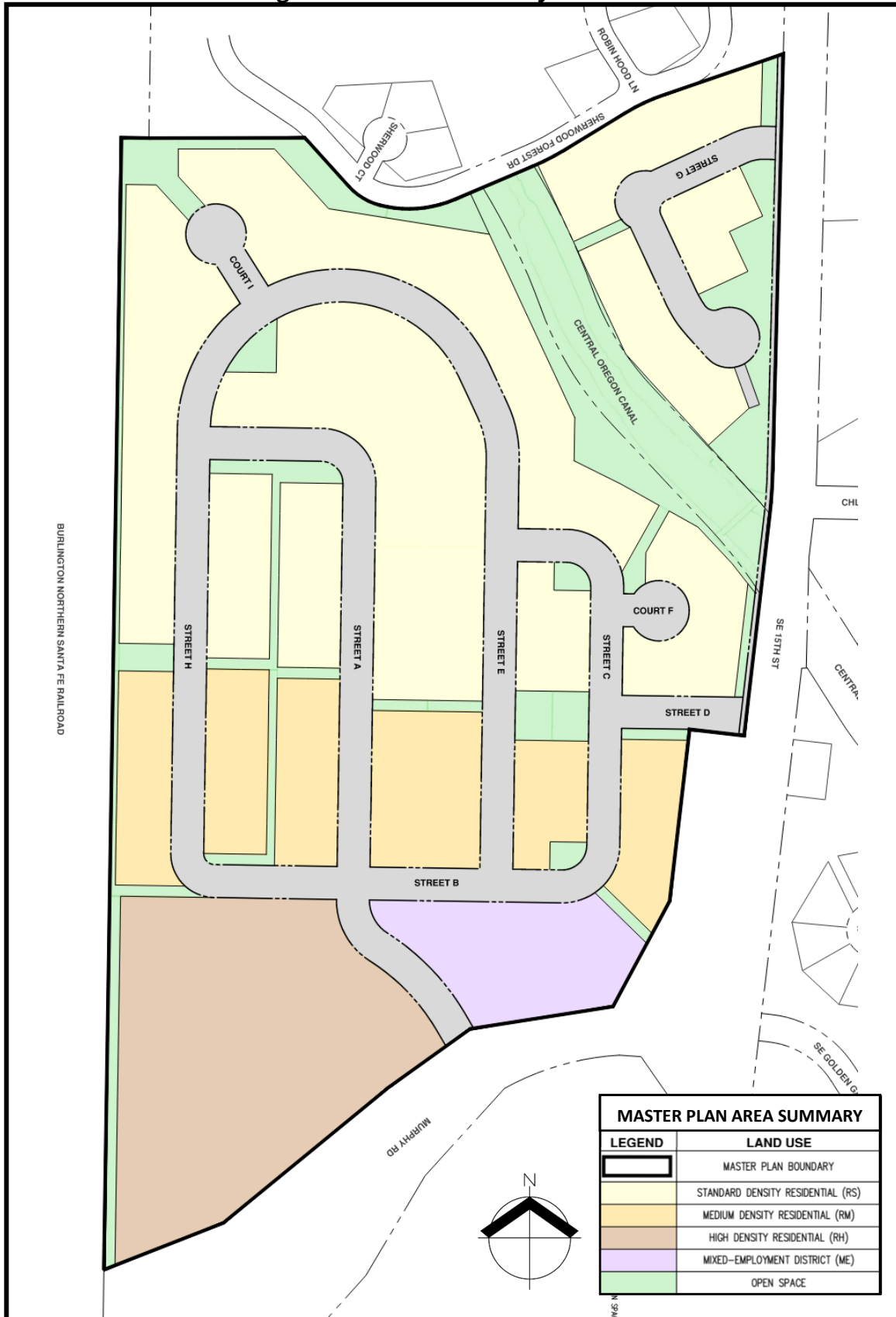
- A. Create the opportunity for a complete community with housing in close proximity to employment and commercial services that are scaled to serve the needs of neighborhood and area residents.
- B. Ensure capacity for residential development in conformance with the density ranges adopted in the Bend Comprehensive Plan.
- C. Establish design standards for streets and blocks in order to create safe, functional, and attractive streetscapes.
- D. Preserve open space along the Central Oregon Irrigation District (COID) canal and pockets of open space within the community.

2.7.5120 Applicability.

A. The Cavy Master Planned Development standards apply to the property identified in Figure 2.7.5120. The special standards of the Master Plan supersede the standards of the underlying zones and other applicable standards of the Bend Development Code. Where there is a conflict between the provisions of The Cavy Master Plan and those of the underlying zone or other portions of the Development Code, the provisions of this district will control. The final determination of the zone or district boundary will be established at the time of subdivision platting and right-of-way dedication.

B. Local road and open space locations in Figure 2.7.5120 are conceptual. Final location and acreage will be established with subdivision and/or site plan approval. The minimum required area for open space is 4.53 acres.

Figure 2.7.5120 - The Cavy Master Plan



2.7.5125 Definitions.

- A. **Lot line, front** means the property line abutting a street or open space tract.
1. **Primary front lot line** means the shortest front lot line abutting a street or open space tract. If there is more than one such lot line of equal length, then the applicant or property owner must choose which lot line is to be the primary front lot line.
 2. **Secondary front lot line** means all other front lot lines abutting a street except the primary front lot line.

2.7.5140 Residential Zoning Districts.

- A. Where no special standards are provided, the applicable standards of the underlying zone apply.
- B. *Residential Density and Housing Mix.* Based on the underlying zoning as well as the density and housing mix requirements for master plans, The Cavy Master Plan must ensure capacity for a minimum of 348 housing units, including a minimum of 193 middle housing and/or multi-unit residential units.
- C. *Setbacks.*

Table 2.7.5140.C - Setbacks

Zone	Primary Front	Secondary Front	Rear	Side
RS, RM, RH	10 ft.*	8 ft.*	4 ft.	4 ft.

* Garages and/or carports must maintain a minimum front setback of 20 feet.

1. Setback exceptions in the underlying zone apply.
- D. *Lot Area and Dimensions.* Lot areas and lot dimension standards for specific residential uses are listed below. Where no special standards are provided, the applicable standards of the underlying zone apply.
1. Single-Unit Detached Dwelling and Duplex Dimensional Standards:
 - a. Minimum Lot Area: 2,500 sq. ft.
 - b. Minimum Lot Width: 30 ft. at front property line
 - c. Minimum Lot Depth: 50 ft.
- Exceptions:
2. Frontage on a public street, shared lane, or open space tract is required. Lots with frontage on open space tracts only must take access from a rear alley, and the property line fronting open space must be considered a front property line.

3. Flag lots are permitted. When there are two abutting flag lots and the flag poles abut each other, the minimum lot frontage and width of each pole must be nine feet and the minimum shared lane width must be 18 feet. The shared lane must have a reciprocal access and maintenance easement recorded for all lots or parcels accessing the shared lane. All other flag lots must comply with BDC [3.6.400\(B\)](#), Flag Lots.
4. Other exceptions permitted in the underlying Residential District are also permitted.
- E. *Maximum Lot Coverage*. The following maximum lot coverage standards apply to all development within the Residential Districts as follows:

Table 2.7.5140.E Residential Lot Coverage

Residential Zone	Lot Coverage
RS/RM	50% for lots with 2+ story detached dwelling units. 55% for lots with single-story detached dwelling units and single-story accessory structures. 60% for lots with townhomes, duplexes, triplexes, quadplexes, single-room occupancies, and multi-unit.

- F. Floor area ratio does not apply to any uses.
- G. *Fences*. On lots with more than one frontage, only one front setback area (primary frontage) restriction applies relative to the three and one-half feet fence height restriction in BDC [3.2.500\(C\)](#). The fence along the non-front designated area must not exceed six feet in height from the area subject to the front setback to the rear property line.

2.7.5150 Mixed Employment.

- A. Where no special standards are provided, the applicable standards of the ME Zone apply.

2.7.5160 Special Street Standards.

- A. Figure 2.7.5160 depicts the street type, tentative street location and alignment in The Cavy Master Planned Development and the standards to correspond to each street type. The precise street alignment will be established through the land division process. The Cavy Master Planned Development Street Type Plan and The Cavy Master Planned Development Street Standards, Figure 2.7.5160, will be applied to The Cavy Master Planned Development as illustrated except when an alternate standard is permitted under this section or through the

land division process. All city streets must be constructed to the structural street section, based on the street classification, in conformance with the City of Bend Standards and Specifications.

B. The block lengths and perimeters shown in Figure 2.7.5160 are the maximums permitted.

C. Any City street standard adopted after the effective date of the ordinance codified in this chapter, which permits a lesser street standard, may be applied to The Cavy Master Planned Development during the land division process.

Figure 2.7.5160 – The Cavy Street Type Plan and Standards

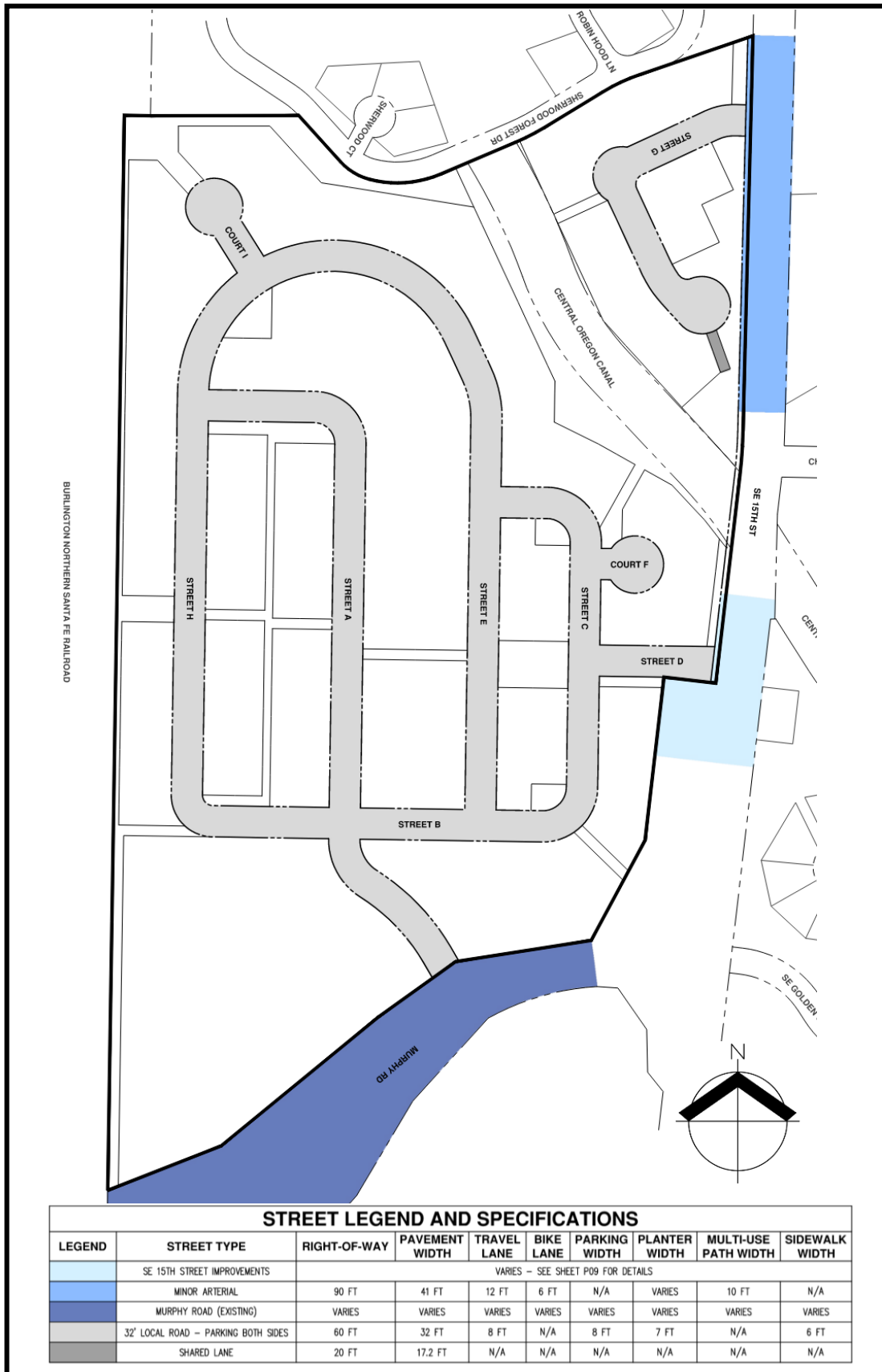
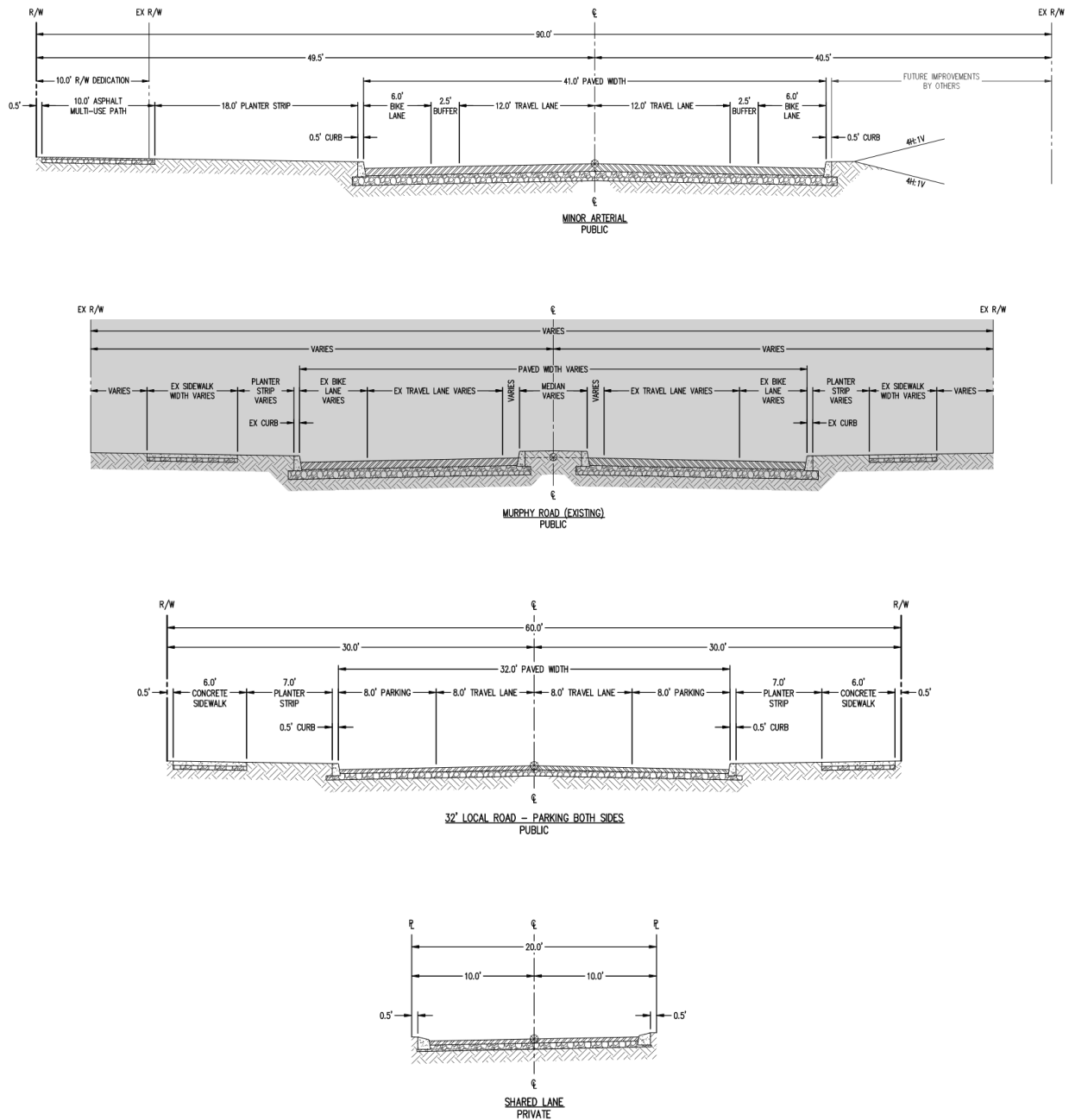


Figure 2.7.5160 – The Cavy Street Type Plan and Standards (continued)



2.7.5170 Transportation Mitigation Plan.

A. *Applicability.* The following Transportation Mitigation Plan applies to all development within The Cavy Master Planned Development. The Transportation Mitigation Plan is adopted and implemented pursuant to BDC [4.7.600\(D\)\(1\)](#).

B. *Alternate Transportation Design Standards.* Transportation facilities within The Cavy Master Planned Development must comply with the standards set forth in BDC 2.7.5160 and Figure 2.7.5160. For all new internal streets, a minimum $\frac{3}{4}$ width street (including full frontage improvements on one side to a curb on the opposite side) must be constructed along the applicable street frontage, prior to the plat of each abutting phase.

C. *Transportation Mitigation.* The following transportation mitigation measures must be constructed pursuant to the deadlines set forth in Table 2.7.5170.C below.

Table 2.7.5170.C Transportation Mitigation

Mitigation Requirements	Trigger
An enhanced crossing must be constructed in Murphy Road within the splitter island required for the right-in-right-out street connection per BDC 3.4.200.H.4. The crossing must be illuminated. Accessible curb ramps must be installed on both sides of Murphy Road to convey a full accessible crossing.	With any phase constructing a street connection to Murphy Road
An enhanced crossing must be constructed in 15 th Street on the south side of the COID bridge near the proposed south access point. The crossing must be illuminated, signed and striped with the raised island conforming to City of Bend standards per BDC 3.4.200.H.4.	With any phase constructing a street connection to SE 15 th Street

2.7.5180 Large Tract Land Division

A. Purpose. The purpose of this section is to allow the creation of tracts for separate ownership but not to create developable sites until further land use approvals are granted as required in subsection (C) of this section. It allows the basic pattern of blocks and streets to be established, and a demonstration that it is feasible to serve the site with urban facilities and services and meet other code requirements.

B. Applicability. This section applies to the area within The Cavy Master Planned Development boundary.

C. Review Procedures. The following procedures apply to large tract land divisions:

1. Step 1. Submit an application in accordance with the standard land division review procedures. Step 1 is subject to the submittal requirements and criteria set forth in subsections (D) through (F) of this section.

- a. A tract platted under this section is a legally created unit of land and must receive approval of a future land division or site plan review application for the entire tract as described under the following subsection before it is developable.

2. Step 2. Following recordation of the large tract final plat, submit either:

- a. A tentative land division application for an entire lot, parcel, or tract created through the large tract land division process that creates new lots, parcels, and/or tracts for development in compliance with BDC Chapter 4.3, *Land Divisions and Property Line Adjustments*; or,

- b. A site plan review application for an entire lot, parcel, or tract in compliance with BDC Chapter 4.2, *Minimum Development Standards Review, Site Plan Review and Design Review*.

D. Large Tract Tentative Plan Submittal Requirements. An application for review under this section must include the following information, as deemed applicable by the Community Development Director:

1. General information and existing conditions in BDC 4.3.300(B)(1) and (B)(2).

2. Information concerning the proposed large tract land division:

- a. Location, names, width, typical improvements, cross-sections, bridges, culverts, curve radii and centerline lengths and reserve strips of all proposed streets, and the relationship to all existing and projected streets within 150 feet of the site.

- b. Location, width, and purpose of all proposed easements or rights-of-way for utilities, bikeways, and access corridors, and relationship to all existing easements and rights-of-way within 150 feet of the site.

- c. Location of at least one permanent benchmark within the existing or proposed subdivision, partition or replat boundary.
- d. Location, approximate area, and dimensions of each tract and proposed tract numbers.
- e. Location, approximate area, and dimensions of any lot, parcel, or tract proposed for public use, the use proposed, and plans for improvements or development thereof.
- f. Description and location of any proposed common area and community facility.
- g. Statement from each utility company proposed to serve the proposed land division or reconfiguration stating that each such company is able and willing to serve the proposed land division as set forth in the tentative plan. Each utility purveyor must be noted on the tentative plan.
- h. A plan that lists all infrastructure necessary to develop each tract at the time of future site plan review or land division proposal.

E. Criteria for Large Tract Tentative Plan Approval. The Review Authority must approve, approve with conditions, or deny the proposed large tract land division based on the following criteria:

- 1. Each tract is 15 acres or larger and abuts an existing or planned street that has sufficient width to serve future development on the tract.
- 2. Rights-of-way for streets to serve the proposed large tract land division area will be dedicated to the public with the final plat, as shown in Figure 2.7.5160, unless waived by the City.
- 3. Property lines are established along projected future rights-of-way and do not preclude future land divisions in substantial conformance with Figure 2.7.5120 or development of adjacent properties.
- 4. Necessary minimum transportation improvements to meet operational requirements may be required to be built prior to final plat approval.
- 5. Future open space tracts are not permitted to become separate units of land.
- 6. Each proposed tract may be developed in the future independently of the other tracts created by the proposal.

F. Large Tract Final Plat.

- 1. Filing Time Period Requirements. Except as provided for in this chapter, the applicant must prepare and submit to the City a final plat that is substantially in conformance with the approved tentative plan. Final plats are processed as Type I applications in accordance with BDC 4.1.300.

- a. The final plat must be filed with the City within the timelines required per BDC 4.3.400.
2. Large tract final plats are subject to BDC 4.3.400(B), (C), (D), (E), (G), (H) (I) and (J).
3. Criteria for Final Plat Approval. Upon receipt by the City, the plat and other data must be reviewed by the Community Development Director to determine that the following criteria have been met:
 - a. The large tract land division final plat is substantially the same as it appeared on the approved tentative plan, and all conditions of tentative plan approval have been or will be met.
 - b. That the final plat contains the following elements:
 - i. Streets and roads for public use are dedicated to the public without any reservations or restrictions.
 - iii. The plat contains provisions for dedication to the public of all streets, roads, bikeways, access corridors, parks, sewage disposal, and water supply system, if made a condition of the approval of the tentative plan.
 - c. The developer has entered into a covenant or other binding agreement with the city that obligates the future owners of the tract(s) to construct the infrastructure necessary to serve each tract with urban services and facilities and waives future legal challenges for the city's requirement that such infrastructure be built if the requirement is consistent with the master plan and large tract land division approval decision.
 - d. For tracts that may be developed with middle housing without a future land division or site plan review application, the developer has entered into a covenant or other agreement with the city that obligates the future owner to construct the infrastructure necessary to serve the tract prior to final occupancy of the middle housing development and waives future legal challenges for the city's requirement that such infrastructure be built if it is consistent with the master plan and large tract land division approval decision.
 - e. Because future infrastructure necessary to serve the large tracts will be guaranteed by Criterion c. and/or d., above, a financial security in lieu of construction under BDC 4.3.400.J is not required.

2.7.5190 Future Capacity Reservation.

A. The Cavy Master Plan reserves infrastructure capacity (sewer, water, and transportation) through and including September 4, 2041, for all site plan review and subdivision applications filed pursuant to the phasing plan through September 4, 2041. Site plan review and subdivision applications submitted after September 4, 2041, will be subject to new utility and transportation analyses.

EXHIBIT B

CITY OF BEND RECOMMENDED FINDINGS OF THE CITY COUNCIL



COMMUNITY
DEVELOPMENT

PROJECT NUMBER: PLSPD20250374
The Cavy Major Community Master
Plan

DATE ISSUED: June 5, 2026, Amended July 1, 2026

HEARING DATE: June 17, 2026

APPLICANT: AKS Engineering & Forestry
2777 NW Lolo Drive, Unit 150
Bend, OR 97703

OWNER: 15th & Murphy, LLC, C/O JL Ward Co
20505 Murphy Road
Bend, OR 97702

LOCATION: 61151 SE 15th Street & 61225 SE 15th Street, Bend, OR 97702;
Tax Lot 1900 on Deschutes County Assessor's Map # 18-12-09DD;
Tax Lot 100 on Deschutes County Assessor's Map #18-12-16A0

REQUEST: A Major Community Master Plan for a 45.27-acre site in the
Residential Standard Density (RS), Residential Medium Density
(RM), Residential High Density (RH) and ME zones (Type III Quasi-
Judicial Review)

**STAFF
REVIEWERS:** Nicolas Lennartz, AICP, Associate Planner
541-330-4020, nlennartz@bendoregon.gov

Joe Gianetto, PE, Associate Engineer
541-323-8553, jgianetto@bendoregon.gov

I. APPLICABLE CRITERIA, STANDARDS, AND PROCEDURES:

Bend Development Code (BDC) Version Effective Date June 6, 2025

BDC Criteria

Chapter 4.5, Master Plans
4.5.200, Community Master Plan

BDC Standards

Chapter 2.1, Residential Districts (RS, RM, RH)
Chapter 2.3, Mixed Use Districts (ME)
Chapter 3.1, Lot, Parcel and Block Design, Access and Circulation
Chapter 3.4, Public Improvement Standards
Chapter 3.5, Other Design Standards
Chapter 4.7, Transportation Analysis

BDC Procedures

Chapter 4.1, Development Review and Procedures
4.1.426, Type III – Quasi-Judicial Procedures

Bend Comprehensive Plan

Chapter 11, Growth Management

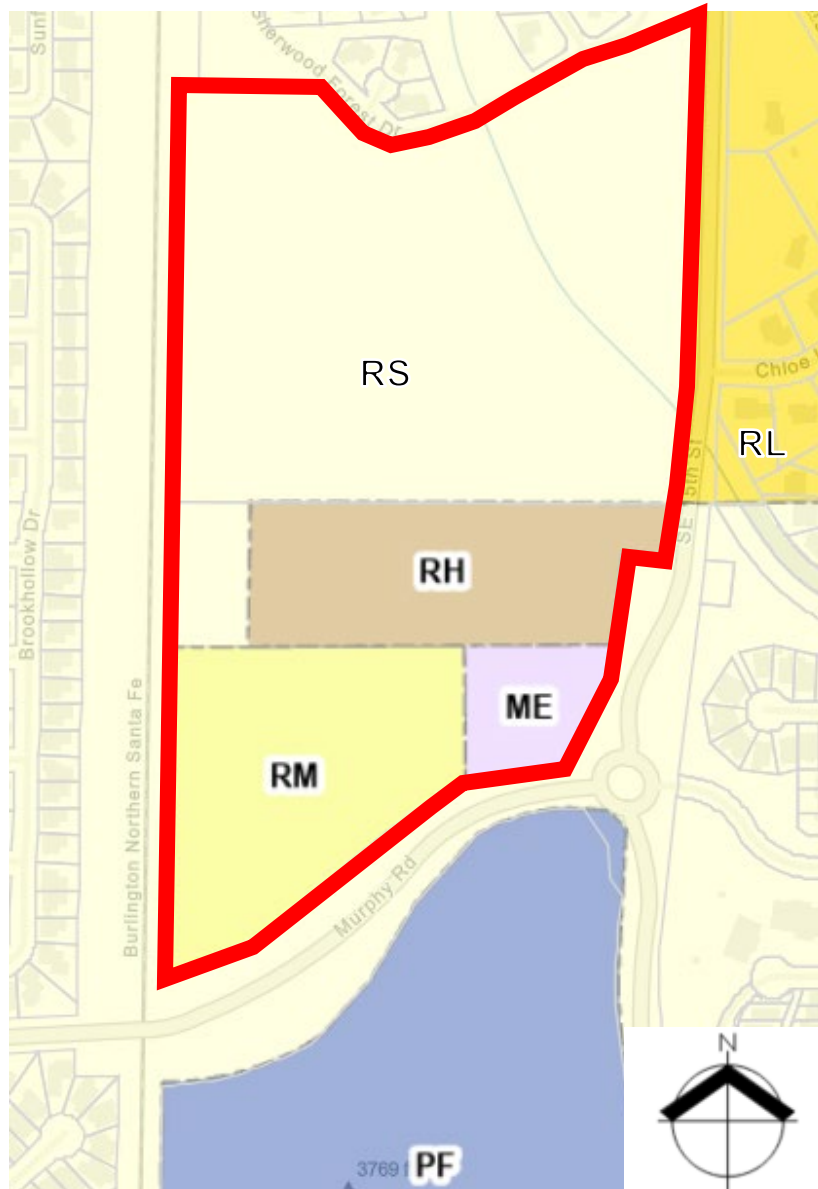
Oregon Administrative Rules

Chapter 660 Division 15 - Statewide Planning Goals and Guidelines

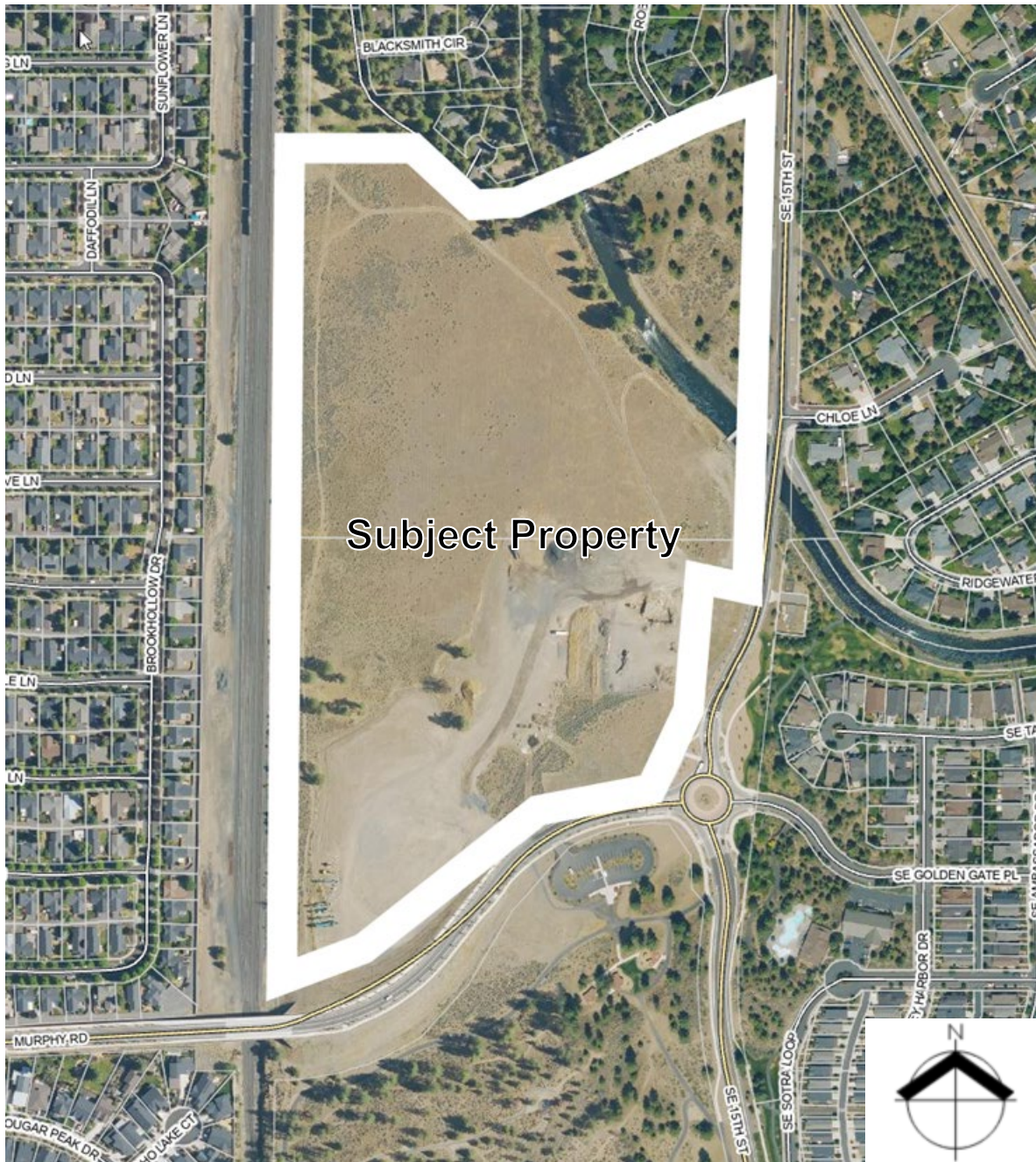
II. FINDINGS OF FACT:

1. **LOCATION:** The subject property is located at 61151 SE 15th Street and 61225 SE 15th Street, Bend, OR 97702. The property is further recognized as Tax Lot 1900 on Deschutes County Assessor's Map # 18-12-09DD, and as Tax Lot 100 on Deschutes County Assessor's Map #18-12-16A0.
2. **ZONING:** The subject property is zoned Residential Standard Density (RS), Residential Medium Density (RM), Residential High Density (RH) and Mixed Employment (ME). These zoning designations are consistent with the Bend Comprehensive Plan Map. The total area of all zoning designations on the property are as follows:
 - RS: 27.52 acres
 - RM: 8.88 acres
 - RH: 6.81 acres
 - ME: 2.06 acres

Total: 45.27 acres



****Subject Property (in red), and current zoning designations on the Zoning Map***



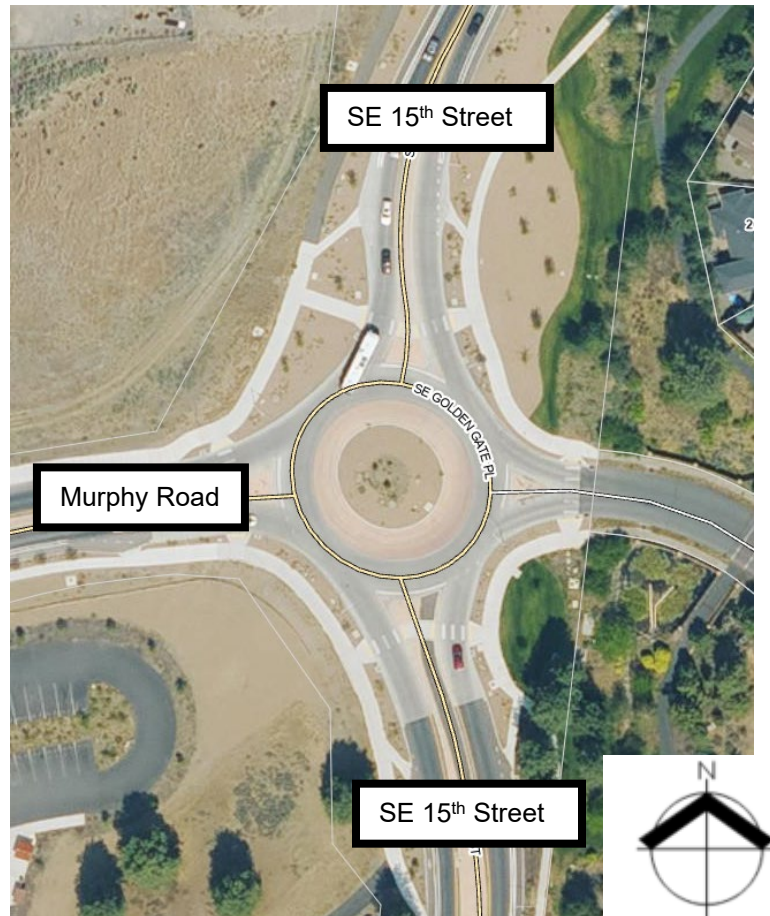
****Subject property aerial view, 2025***

- 3. SITE DESCRIPTION & SURROUNDING USES:** The subject property is 45.27 acres in total area, and is undeveloped with only a few dispersed trees and a canal (benefitting the Central Oregon Irrigation District, COID) traversing the northeast edge of the site. The site is also recognized as a portion of Opportunity Area #7 in the Bend Comprehensive Plan Figure 11-1 *Core Area, Transit Corridors, and Opportunity Areas* (Growth Management Chapter 11). The abutting streets are SE 15th Street along the easterly boundary, and Murphy Road along the southerly boundary. Each of these streets are designated an arterial roadway in the City of Bend Transportation System Plan (TSP), and have been improved with two-lane cross-sections that widen near the roundabout at Murphy Road and SE 15th Street. The Burlington Northern railway abuts the site's entire western boundary, which is a 200-foot wide railroad right of way improved with 4 sets of rail tracks. The northern boundary is defined by the perimeter of the Nottingham Square neighborhood, which is a private subdivision with over 100 residences and large open space tracts that was recorded in 1977.

SE 15th Street is improved variably along the 1,700 linear-feet of frontage and is at least 80 feet in right of way width throughout (40-feet from centerline), and improved with 32 feet of asphalt width that includes two travel lanes and bicycle lanes each direction. There is a bridge over the COID (Central Oregon Irrigation District) canal located approximately 900 feet north of the roundabout. There is an 8 to 10-foot multi-use pathway comprised of asphalt along the entire frontage, which jogs for topography, and includes a separate bridge at the canal crossing. Curb on each side along the SE 15th Street frontage starts 250 feet north of the canal crossing and continues south to the roundabout.

Murphy Road is of variable width along the frontage and is a unique configuration due to the grade rising with the railroad bridge just west of the site. At the narrowest location (near the roundabout) the right-of-way is 82 feet in total width, and 45 feet from centerline along most of the site's frontage. The asphalt improvements are at least 40 feet in total width and include two travel lanes and bicycle lanes in each direction. A median starts approximately 360 feet west of the roundabout, continuing towards the roundabout. There are 8-foot concrete sidewalks along each side of the right-of-way, which are separated from the roadway with a planter strip and property-tight.

The roundabout at Murphy and SE 15th Street is 145-feet in diameter, and is improved with 25-foot travel lanes, curbs, and separated 8 to 10-foot multi-use pathways on all sides.

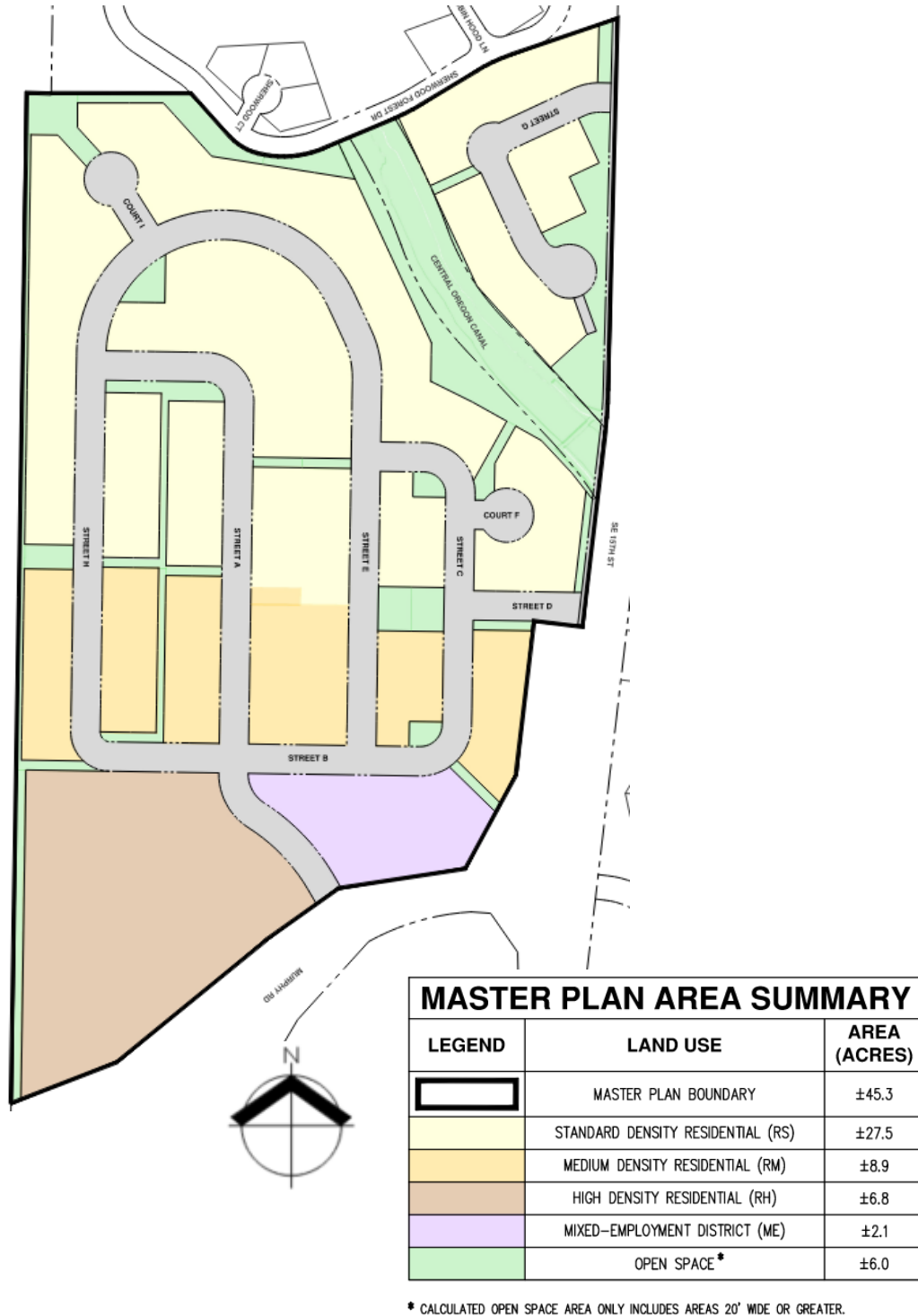


****Aerial view of the SE 15th Street and Murphy Road Roundabout***

The Murphy Road Corridor project was a multi-phase city-initiated improvement project that included the roundabout at SE 15th Street and Murphy Road completed in 2019 and the nearby Brosterhous and SE 15th Street roundabout completed in 2020. The Murphy Road extension was completed in November 2021, which achieved the railway bridge crossing southwest of the subject site through a capital improvement project.

Surrounding properties to the north and west are zoned RS and developed with single-family residential neighborhoods. Lands to the northeast are zoned RL, and lands to the southeast are zoned RS, and each area is developed with single-unit housing on individual lots. The property to the south across Murphy Road is zoned Public Facilities (PF) and is developed with the Alpenglow Park, owned and operated by the Bend Park and Recreation District (BPRD). The park includes a number of amenities including a dog run area, an event pavilion, interpretive paths, a multi-modal above-grade railway crossing, play areas and a climbing wall.

4. PROPOSAL: A Major Community Master Plan for a 45.27-acre site in the RS, RM, RH and ME zones (Type III Quasi-Judicial Review)



****Submitted sheet P03 PRELIMINARY MASTER PLAN (dated 5/6/2026)***

- 5. PUBLIC NOTICE AND COMMENTS:** On June 12, 2025, the applicant hosted a virtual public meeting in conformance with BDC 4.1.215, providing preliminary layouts and plans to interested parties. On September 17, 2025, the City of Bend Planning Division provided notice to the Department of Land Conservation and Development (DLCD) through a PAPA (Post-Acknowledgement Plan Amendment) notice. On October 20, 2025, notice of the request was sent to surrounding owners of record as shown on the most recent property tax assessment roll and to all occupants of said properties within 500 feet of the subject property, and to the Old Farm Neighborhood District representative. Two *Proposed Development* signs were erected along the property frontage indicating a hearing would be held regarding the proposal on November 10, 2025, and these were posted on October 20, 2025. Applicable agencies were solicited for comment and one comment was received from the irrigation district representative. Several public comments were received via email before the original posting of this staff recommendation and these comments are contained in the record for this master plan review. A Public Hearing was held before the Planning Commission on November 17, 2025, and several parties provided oral testimony and participated in the proceedings. The public notice for the hearing before the City Council was mailed on May 27, 2026, and two *Proposed Development* signs were erected along the property frontage on that same day. All parties to the record were provided notice of the City Council hearing date, as well.
- 6. APPLICATION ACCEPTANCE DATE:** The application was submitted on June 30, 2025. The application was deemed complete on September 4, 2025. The proposal (Type III Quasi-Judicial Review) is not subject to the 120-day review period.
- 7. LOT OF RECORD:** The subject property is comprised of two tax lots, and was established in its current configuration via a property line adjustment in 2015, recorded on County Survey CS18839. The property line adjustment only references the tax lots, and not any legal lots of record. Therefore, the legal status of the property subject to the proposed Master Plan is unclear. However, the master plan process outlines how the property will be established for subsequent development, which will include land divisions (plats) that will legalize each phase as determined through review. Therefore, it is not necessary that the site be a legal lot of record in order to review or approve this master plan proposal.
- 8. RECORD:** The documents in CityView for PLSPD20250374 are made part of the record and are placed before the City Council for consideration during the proceedings on the master plan review. The documents are available for review and can be viewed in the Online Permit Center Portal at <https://cityview.ci.bend.or.us/Portal/Planning/Locator> on the City of Bend website by entering the project number PLSPD20250374 in the search bar to find the project.

- 9. PROCEDURAL NOTES:** This is an amended version of the staff recommended findings provided to the City Council based on Council comments at their June 17, 2026 public hearing. The original staff recommendations to the Planning Commission and City Council are contained in the record for this master plan.

III. APPLICATION OF THE CRITERIA:

CONFORMANCE WITH CITY OF BEND DEVELOPMENT CODE

Chapter 4.5 Master Plans

4.5.200 Community Master Plan

D. Community Master Plan Approval Criteria.

- 1. Minor or Major Community Master Plan.** The City may approve, approve with conditions, or deny a proposed minor or major community master plan application based on meeting all of the following criteria:
 - a. The community master plan complies with subsection (E) of this section, Standards and Regulations.**

FINDING: Subsection (E) is reviewed for compliance below.

- b. Existing water and sewer facilities have adequate capacity to serve the proposed development in compliance with the Collection Systems Master Plan and the Water System Master Plan, latest editions, or adequate facilities will be installed prior to occupancy or use.**

FINDING: The proposed master plan incorporates a total area of 45.27 acres, and anticipates a mix of uses including capacity for 362 residential units, and 2.06 acres of commercial or mixed-employment lands that may contain a variety of uses. The applicant submitted a Utility Availability Memo (PRSWA202501881) authored by the City of Bend on May 20, 2025, that confirms the City's water and sewer systems have adequate capacity to serve the anticipated development. The site is located within the City of Bend service area for both water and sewer services.

Regarding sewer services, the site is not serviced by a private sewer lateral, however, there is a 24-inch PVC gravity main located within Murphy Road and SE 15th Street, known colloquially as the South East Interceptor (SEI). There is also an abandoned 4-inch PVC pressure main located west of the property, and a 2.5-inch and 4-inch PVC pressure main within Sherwood Forest Drive to the north (within private streets/tracts). The analysis ultimately concludes that the City sewer system has capacity for the planned development provided certain conditions are met, including the extension of a minimum 8-inch gravity main from the SEI to service the site.

The property is not currently provided any water service. There is a 16-inch ductile iron main located within both Murphy Road and SE 15th Street, and an abandoned 6-inch PVC main located within the site that travels underneath the Burlington Northern Railroad track to the west, connecting to Brookhollow Drive. There are existing fire hydrants at three locations; two along SE 15th Street and one along Murphy Road. The City's analysis further finds that there is capacity in the existing water infrastructure provided certain conditions are met. This includes installing a minimum 8-inch water main from the existing 16-inch ductile iron main located within Murphy Road and SE 15th Street (looping wherever practical for all phases south of the canal), with individual laterals being extended from the new 8-inch main to serve future development of the site. The development is required to loop the water main for all phases located south of the COID canal. Hydrant spacing must not exceed 400-foot intervals in order to adequately service the area.

Therefore, capacity is confirmed and the necessary sewer and water facilities will be installed prior to any use commencing on the site. The conditions detailed in PRSWA202501881 will be imposed via subsequent land divisions and/or site plan reviews, pending further development of the site once the master plan is established. This criterion is found met.

**c. The community master plan complies with BDC Chapter 4.7,
Transportation Analysis.**

Chapter 4.7, Transportation Analysis

4.7.300 Process

A. The following steps describe the process for assessing the transportation system:

Step 1. The applicant must submit a Transportation Facilities Report in accordance to BDC 4.7.400. If the proposed development includes needed housing, the Transportation Facilities Report must clearly state whether the applicant is electing to use a review process for the transportation analysis with clear and objective standards (Clear and Objective Track) or is electing to allow the City Engineer to modify or waive the required information (Discretionary Track). All other proposed developments must use the Discretionary Track.

Step 2. The City Engineer will review and evaluate the Transportation Facilities Report in accordance to BDC 4.7.400(C) to determine if a Transportation Impact Analysis is required. If a Transportation Impact Analysis is not required, the applicant may submit a development application including the Transportation Facilities Report. If a Transportation Impact Analysis is required, Step 3 is triggered. Step 1 and Step 3 may be combined.

FINDING: The applicant submitted a Transportation Facilities Report (TFR) in accordance with BDC 4.7.400. The TFR was authored by Joe Bessman, PE of Transight Consulting, LLC on December 6, 2024. The report detailed that the anticipated development would generate 3,017 weekday daily trips. The City Engineer reviewed the TFR and determined that a Transportation Impact Analysis was necessary.

Step 3. If required, the applicant must submit a Transportation Impact Analysis in accordance with BDC [4.7.500](#).

FINDING: The applicant submitted a Transportation Impact Analysis (TIA). The TIA was issued by Joe Bessman, PE on December 6, 2024. The City also responded to the TFR and TIA through the Traffic Analysis Memo (TAM) – TFR/TIA Review PRTFR202407947, issued on July 16, 2025. The TAM confirmed that the TIA complies with all requirements and criteria of BDC 4.7.500, and details the anticipated conditions of approval for subsequent development proposals within the project area. Therefore, the proposal complies with BDC 4.7, and this criterion is met.

4.5.200.D. [Continued]

3. Major Community Master Plan. In addition to the approval criteria in subsection **(D)(1)** of this section the City may approve, approve with conditions, or deny a proposed major community master plan application based on meeting all of the following criteria:

- a. The community master plan land uses and densities must be consistent with the Bend Comprehensive Plan Map designations. If rearranging the plan designation locations and/or zoning is proposed as part of the master plan application, the master plan must retain the same total area of all plan designations on the subject site or within one percent of the same total acreage and maintain the density/housing numbers consistent with the allocations prescribed by the existing plan designations except as provided in subsection **(E)(3)** of this section. Any other changes to the plan designations and density/housing numbers, or other changes to the Comprehensive Plan Map designations, require a Comprehensive Plan and Zoning Map amendment to be processed concurrently in accordance with BDC Chapter **4.6**, Land Use District Map and Text Amendments.

FINDING: The proposed community master plan retains the same Comprehensive Plan designations and total area of each, respectively, and does not require a Comprehensive Plan Map amendment. The proposal rearranges the plan designations within the site while keeping the same overall acreage, as permitted herein.

The subject property is designated RS, RM, RH, and ME on the Comprehensive Plan Map and zoned accordingly on the Zoning Map. Regarding housing, the total area of residentially-designated land is 43.2 acres, with the following totals for each zone:

- RS: 27.55 acres

- RM: 8.87 acres
- RH: 6.78 acres

The proposed master plan retains the same total acreage of each residential zone and facilitates the housing density and mix as prescribed in Bend Comprehensive Plan policy 11-51 for master plans, which is discussed further on page 39 of this report. In total, the master plan provides for capacity for 362 total residential units, including 169 detached single-unit homes, 50 townhomes, and 143 multi-unit homes. Therefore, this criterion is met.

- b. The applicant has demonstrated that the standards and zoning district requirements contained in BDC Title 2, Land Use Districts, and BDC Title 3, Design Standards, are capable of being met during site plan or land division review, except as proposed to be modified by the applicant as part of a major community master plan. Where the applicant has proposed deviations to the above standards and/or zoning district requirements, the applicant has demonstrated:**

FINDING: The application includes a major community master plan that modifies specific aspects of the Bend Development Code as outlined in Exhibit A of the ordinance. These modifications are proposed to be codified in BDC chapter 2.7, Special Planned Districts. Review and confirmation that the applicable standards of Titles 2 and 3 are capable of being met with subsequent land division or site plan review is below. All other modifications and deviations are reviewed further below under BDC 4.5.200.D.3.b.i.-iii.

Chapter 2.1, Residential Districts

The proposed master plan demonstrates that the applicable standards of 2.1 Residential Districts can be met, excepting those standards being modified as reviewed below. The applicable density and housing mix standards are reviewed further below in this staff recommendation. The underlying standards of the RS, RM and RH zones will apply to future development where silent in submitted *Exhibit M – The Cavy Draft Development Code (Updated)*, which include architectural design standards, front-door orientation standards, on-site drainage requirements and lighting standards. These requirements can be met as confirmed through subsequent Minimum Development Standards (MDS) or Site Plan Review for individual lots, following lot creation through a land division application.

Chapter 2.3, Mixed Use Districts

The proposed development code does not include any alterations to the underlying zoning standards for the Mixed Employment (ME) lands. The specific development requirements of BDC 2.3.300 Development Standards, BDC 2.3.400 Site Layout and Building Orientation, and BDC 2.3.500 Architectural Standards can be applied to subsequent Site Plan Review applications.

Chapter 3.1 - Lot, Parcel, and Block Design, Access, and Circulation

The master plan is capable of compliance with all multi-modal access and circulation, as well as vehicular access management standards with future land use application review(s). Accesses to the higher-order streets of SE 15th Street and Murphy Road are restricted, and all new vehicular access to lots created within the master plan will be provided from internal local streets, in conformance with BDC 3.1.400 Vehicular Access Management. Multi-Modal Access and Circulation standards can be met as applied through future land division and/or site plan reviews to ensure on-site pathways connect to all adjacent uses and streets as appropriate. Multi-modal pathways are planned along SE 15th Street, and under the Murphy Crossing bridge, and there are existing pathways along both SE 15th Street and Murphy Road as well. The new pathways are to be developed with those phases that abut the respective portions of SE 15th Street and Murphy Road, with subsequent land divisions and/or site plan reviews.

Chapter 3.2, Landscaping, Tree Preservation, Fences and Walls

The tree preservation, landscaping, and street tree and planter strip standards will be applied to all future land use application reviews, and the master plan does not preclude the application of these standards. The submitted Open Space and Trail Plan demonstrates conceptual street tree locations. The open-space requirements for master plans are reviewed further below.

Chapter 3.3 – Vehicle Parking, Loading, and Bicycle Parking

Compliance with Chapter 3.3 will be reviewed during future Site Plan Review (for multi-unit residential and commercial/mixed-use neighborhood development) or building permit review (for single-unit and duplex, triplex, and quadplex homes). As proposed, compliance with this section can be confirmed with the conceptual layout demonstrated with the master plan. The areas anticipated for Site Plan Review are allocated enough space to provide a variety of necessary improvements, including bicycle parking, and that any vehicular parking provided be designed in conformance with the dimensional standards of this code.

Chapter 3.4 – Public Improvement Standards

The City Private Development Engineering Division's Utility Availability Memo (Exhibit P of the project record) and the Transportation Analysis (Exhibit L of the project record), and the Transportation Analysis Memo (TAM PRTFR202407947) indicate that the site can be served, or can be conditioned to serve, the planned development. Ongoing coordination with the Bend Parks and Recreation District (BPRD) and Bend-La Pine School District is documented in Exhibits E and F of the project record, respectively. All abutting and internal streets are being improved pursuant to all applicable standards and specifications for arterial roadways (SE 15th Street, Murphy Road) and local streets (all internal streets). Further, detailed review of transportation improvement standards, storm drainage improvements, and utilities will occur with future land division and/or Site

Plan Review applications. Detailed review of the Public Improvement Standards is below.

3.2.400 Transportation Improvement Standards

A. Development Requirements. No development can occur unless the development has frontage or approved access to a street, in conformance with the provisions of BDC Chapter [3.1](#), Lot, Parcel and Block Design, Access and Circulation, and the following standards are met:

- 1. Streets, including access corridors, within or adjacent to a development must be improved as complete streets in accordance with the Transportation System Plan (TSP), provisions of this chapter, other pertinent sections of this code, and the City of Bend Standards and Specifications.**
- 2. Development of new streets, and additional street width or improvements planned as a portion of an existing street, must be improved in accordance with this section, and public street right-of-way must be dedicated to the City, Deschutes County or the Oregon Department of Transportation.**
- 3. All new and/or existing streets and alleys must be paved per the City of Bend Standards and Specifications.**

F. Minimum Rights-of-Way and Street Sections. Streets, sidewalks, access corridors, planter strips, travel lanes, and parking must be provided in compliance with the City of Bend Standards and Specifications cross-sections. Oregon Department of Transportation (ODOT) facilities must meet Oregon Department of Transportation design standards.

Additional multi-use paths or bike lanes may be required on local streets to provide a low stress route as identified in the Transportation System Plan Figure 5-1, Bicycle Low Stress Network, or as identified in the Connector Routes and Crossings Map in compliance with the City of Bend Standards and Specifications or as amended by the City Engineer.

1. Right-of-Way and Pavement Widths.

- a. At a minimum street rights-of-way must be the widths defined in Street Improvement Standards Table A except as identified in subsection [\(F\)\(3\)\(b\)](#) of this section. Additional right-of-way may be required at intersections to accommodate intersection widening and roundabouts.**
- b. Pavement widths must be in compliance with the City of Bend Standards and Specifications cross-sections, or the applicable master plan or other development criteria. For a deviation from the City of Bend Standards and Specifications, a request must be submitted per BDC [4.7.400\(B\)\(9\)](#). For a waiver of a public improvement standard set forth in the Bend Development Code, including pavement or right-of-**

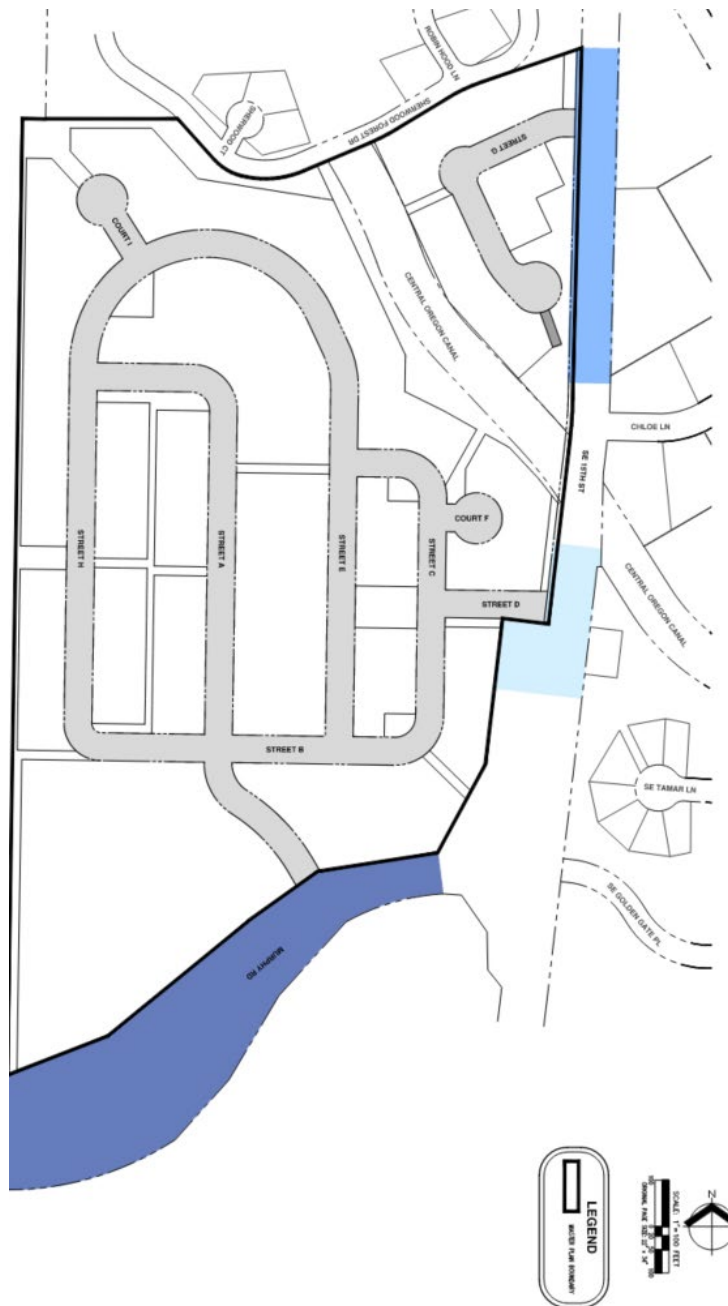
way widths set in a master plan, then a request must be submitted per BDC [3.4.150](#), Waiver and Modification of Public Improvement Standards.

Table A: Right-of-Way Widths for Dedicated Public Roadways

Street Classification and Roundabout ROW Dedication	Arterial	Collector	Local	Alley	Cul-De-Sac	Roundabout
Minimum ROW	100'	80'	60'	20'	54' radius from center of the cul-de-sac	100' radius from center of intersection

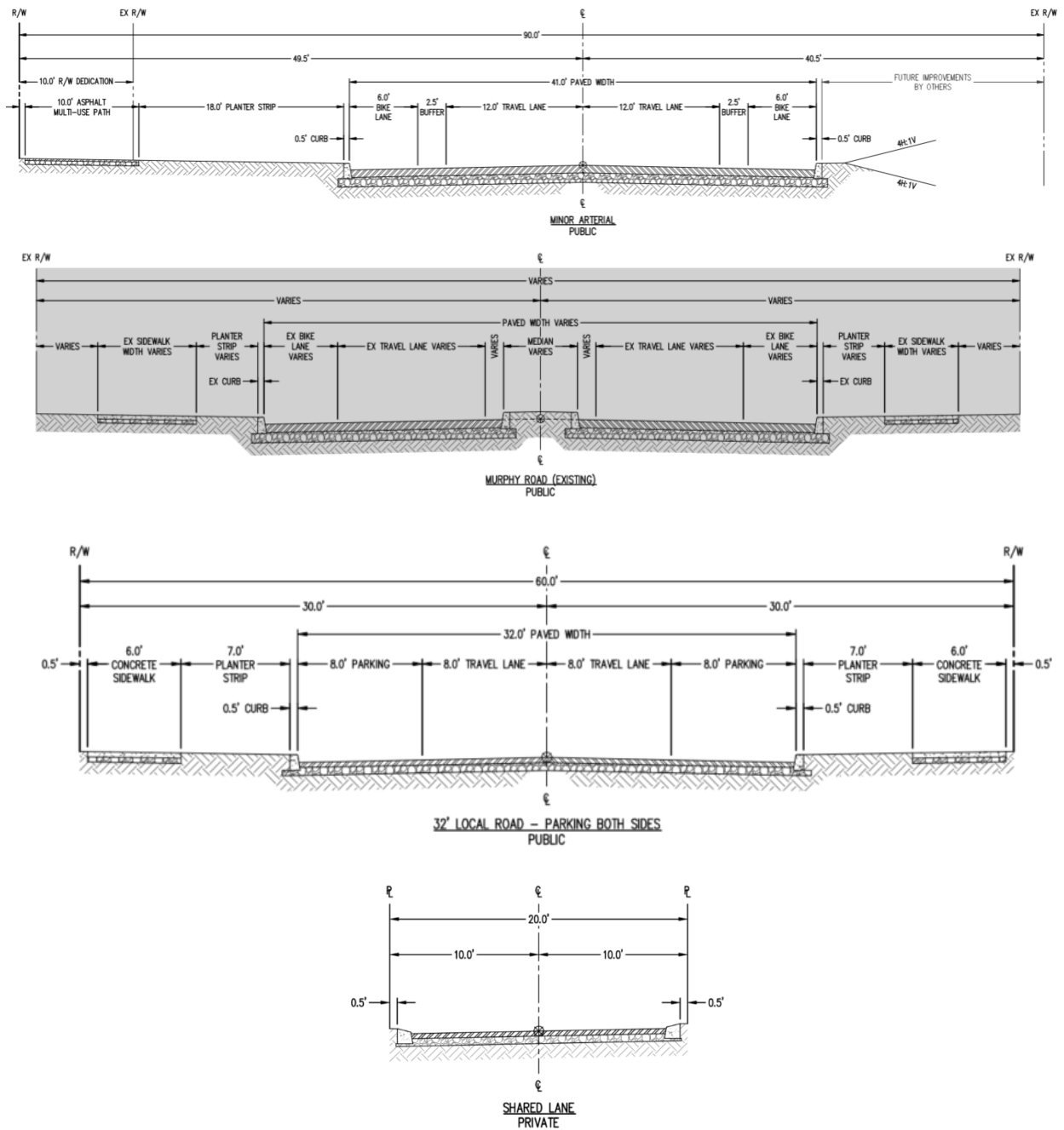
FINDING: The master plan includes street sections that comply with the requirements of 3.4.200.F and L., excepting deviations that are necessary to account for existing conditions along the abutting streets, SE 15th Street and Murphy Road, which are each arterial roadways. Existing improvements and right-of-way widths vary greatly along the length of frontage for each right of way, although the final designs are found compliant with the applicable requirements of this section.

The master plan includes enhancement of the abutting arterial streets, and extension of local streets interior to the site to comply with city standards and specifications. All new local streets are to be constructed pursuant to current city standards and specifications, and do not require a deviation, including 60-feet in right of way width, 32-feet of asphalt, curbs and 6-foot sidewalks along each side. Improvements to SE 15th Street include future dedication of right of way to achieve 50-feet from centerline along the property frontage, as required. A special design is proposed for the intersection of SE 15th Street and the proposed local street, Street D, which will be only one of two vehicular access locations for the entire master plan. Murphy Road is improved and existing, and no changes are proposed to this improved arterial roadway except for median changes when street access is provided into the site via Street A. The proposed improvements, and street legend submitted with the master plan submittal are below.



STREET LEGEND AND SPECIFICATIONS									
LEGEND	STREET TYPE	RIGHT-OF-WAY	PAVEMENT WIDTH	TRAVEL LANE	BIKE LANE	PARKING WIDTH	PLANTER WIDTH	MULTI-USE PATH WIDTH	SIDEWALK WIDTH
	SE 15TH STREET IMPROVEMENTS	VARIES – SEE SHEET P09 FOR DETAILS							
	MINOR ARTERIAL	90 FT	41 FT	12 FT	6 FT	N/A	VARIES	10 FT	N/A
	MURPHY ROAD (EXISTING)	VARIES	VARIES	VARIES	VARIES	VARIES	VARIES	VARIES	VARIES
	32' LOCAL ROAD – PARKING BOTH SIDES	60 FT	32 FT	8 FT	N/A	8 FT	7 FT	N/A	6 FT
	SHARED LANE	20 FT	17.2 FT	N/A	N/A	N/A	N/A	N/A	N/A

****Preliminary Street Circulation Plan (dated 5/6/2026)***



****Preliminary Street Cross-Sections***

As detailed in the revised Exhibit B of the project record, the street improvements are found compliant with the applicable Public Improvement Standards for right of way width, pavement widths, sidewalk widths, curbs, and planter strip requirements while accounting for the constraints on existing infrastructure, such as the COID canal and nearby roundabout. The proposed internal streets, all local streets, are all the minimum 60-feet in right of way width, with the minimum required improvements to comply with local street standards. Therefore, the master plan can comply with the public improvement standards.

Chapter 3.5, Other Design Standards

Development within the master plan will be able to meet the outdoor lighting standards as confirmed through future building permits for single-unit or middle housing, or site plan review. On-site drainage standards can be met as reviewed through future review of building permits to ensure all drainage be retained on-site, either with below-grade swales or drywells. Infrastructure permits for construction of streets will also ensure all new impervious surfaces are mitigated per city standards and specifications. New drainage created from impervious surfaces on this site will be prohibited from entering the existing canal system. All drainage, when applicable, will be required to meet State and Federal standards, as well. The master plan will be able to meet these various design standards pending future review.

Chapter 3.6, Special Standards for Certain Uses

Special standards for Accessory Dwelling Units, Townhomes, Duplex/Triplex/Quadplex, Home Businesses and Single-Room Occupancies will be applied to future development review applications, as applicable.

4.5.200.D.3.b. [Continued]

- i. That granting a deviation to the BDC standards and/or zoning district requirements will equally or better meet the purpose of the regulation proposed to be modified; or**
- ii. That granting a deviation to the BDC standards and/or zoning district requirements is necessary due to topographical constraints or other unique characteristics of the property or specific development type proposed by the master plan; and**
- iii. That any impacts resulting from the deviation are mitigated to the extent reasonably practical.**

FINDING: The applicant's proposed deviations to the BDC standards and/or zoning district requirements are detailed and reviewed for compliance below.

Proposed Deviations to Development Code Standards

Chapter 2.1, Residential Districts

The proposed deviations for the residentially-designated lands are contained in Exhibit A in the record for this ordinance. The deviations to BDC 2.1, Residential Districts include reduced lot sizes and dimensions, special standards for setbacks, special definitions for primary and secondary front lot lines, reduced frontage requirements for flag-lots, reduced lot coverage and the removal of floor-area ratio standards. Portions of the proposed Development Code additions for this master plan are referenced below in the findings.

Exhibit A – Draft Development Code

2.7.5100 The Cavy Master Planned Development

2.7.5125 Definitions

- A. *Lot line, front means the property line abutting a street or open space tract.*
1. *Primary front lot line means the shortest front lot line abutting a street or open space tract. If there is more than one such lot line of equal length, then the applicant or property owner must choose which lot line is to be the primary front lot line.*
2. *Secondary front lot line means all other front lot lines abutting a street except the primary front lot line.*

2.7.5140 Residential Zoning Districts.

- A. *Where no special standards are provided, the applicable standards of the underlying zone apply.*
- B. *Residential Density and Housing Mix. Based on the underlying zoning as well as the density and housing mix requirements for master plans, The Cavy Master Plan must ensure capacity for a minimum of 348 housing units, including a minimum of 193 middle housing and/or multi-unit residential units.*
- C. *Setbacks.*

Setbacks – Table 2.7.5140

<i>Zone</i>	<i>Primary</i>	<i>Secondary</i>	<i>Rear</i>	<i>Side</i>
<i>RS, RM, RH</i>	<i>10-feet*</i>	<i>8-feet*</i>	<i>4-feet</i>	<i>4-feet</i>

** Garages and/or carports must maintain a minimum front setback of 20 feet.*

1. *Setback exceptions in the underlying zone apply.*

The deviations propose a lesser side and rear setback of 4 feet in lieu of the typical 5-foot setbacks, and a secondary front setback of 8 feet rather than 10 feet. The reduction of setbacks on the rear and side to 4 feet allows a more dense and urban form while still maintaining the minimum fire code and building code separation (6 feet between outer walls of adjacent buildings). This may help achieve the necessary densities as prescribed in the Bend Comprehensive Plan. The proposed secondary front setback standard of 8-feet (as compared to 10-feet) also adequately balances maintaining safe separations for air, sunlight and space while allowing structures to utilize land more efficiently. The definitions would allow the applicant/owner to select a frontage to be the primary frontage where two lines are of equal length abutting a street or open space tract. Many lots in the master plan are proposed to front open-space tracts that, in some instances, include the COID canal. Where appropriate, allowing structures 2 feet closer to tracts and open spaces which may be treated as frontage per the special definitions included in the deviations, provide more space for development on individual lots.

Reductions are proposed to minimum lot area requirements to allow 2,500 square feet (rather than 4,000 square feet), with lot widths of 30 feet and depths at 50 feet, which mirror the standards of the RM Zone, and would allow all residentially designated lands in the master plan to be developed to the same standard. The planned lot sizes and widths are appropriate to the scale and character of the housing types and provide for a cohesive design throughout the master plan while also supporting a greater variety of housing types.

Special flag lot standards would allow two 9-foot flag poles to be side-by-side, and when combined, supply a minimum of 18 feet of shared access to the two flag lots. Current standards in BDC 3.8.400.B. require 15 feet of frontage per flag pole. This 18-foot width would allow adequate space for vehicular access and utilities and provide an exception for lots that otherwise cannot provide the standard frontage.

The deviations also include the removal of all floor area ratio standards, and the allowance of 50 percent lot coverage for 2+ story detached dwellings, 55 percent for all single-story residential units, and 60 percent for all townhomes, duplexes, triplexes, multi-unit and single-room occupancies. The underlying zone standards only apply floor-area ratio (of 1.1) to three-story residential uses in the RS zone, and therefore, the removal of all FAR standards does not significantly impact the development pattern of the residentially designated lands. Furthermore, the proposed increases in lot coverage are a net 5 percent increase for each designation, excepting the lots that are permitted 60 percent of lot coverage for middle housing and multi-unit housing, which are identical to the Title 2 standards. The 5 percent increase in allowed lot coverage is not considered a significant impact, and continues the recent trend of higher lot coverage permitted in residential districts with code updates in recent years. Allowing a slight increase in lot coverage allow a higher usability of land, and in combination with narrower and smaller total lot sizes in the RS and RM zones, will increase the viability of different housing types throughout the master plan.

In summary, the proposed deviations to the BDC 2.1, Residential District standards are considered appropriate to equally or better meet the purpose of the regulation being modified, which include the following principles in BDC 2.1.100:

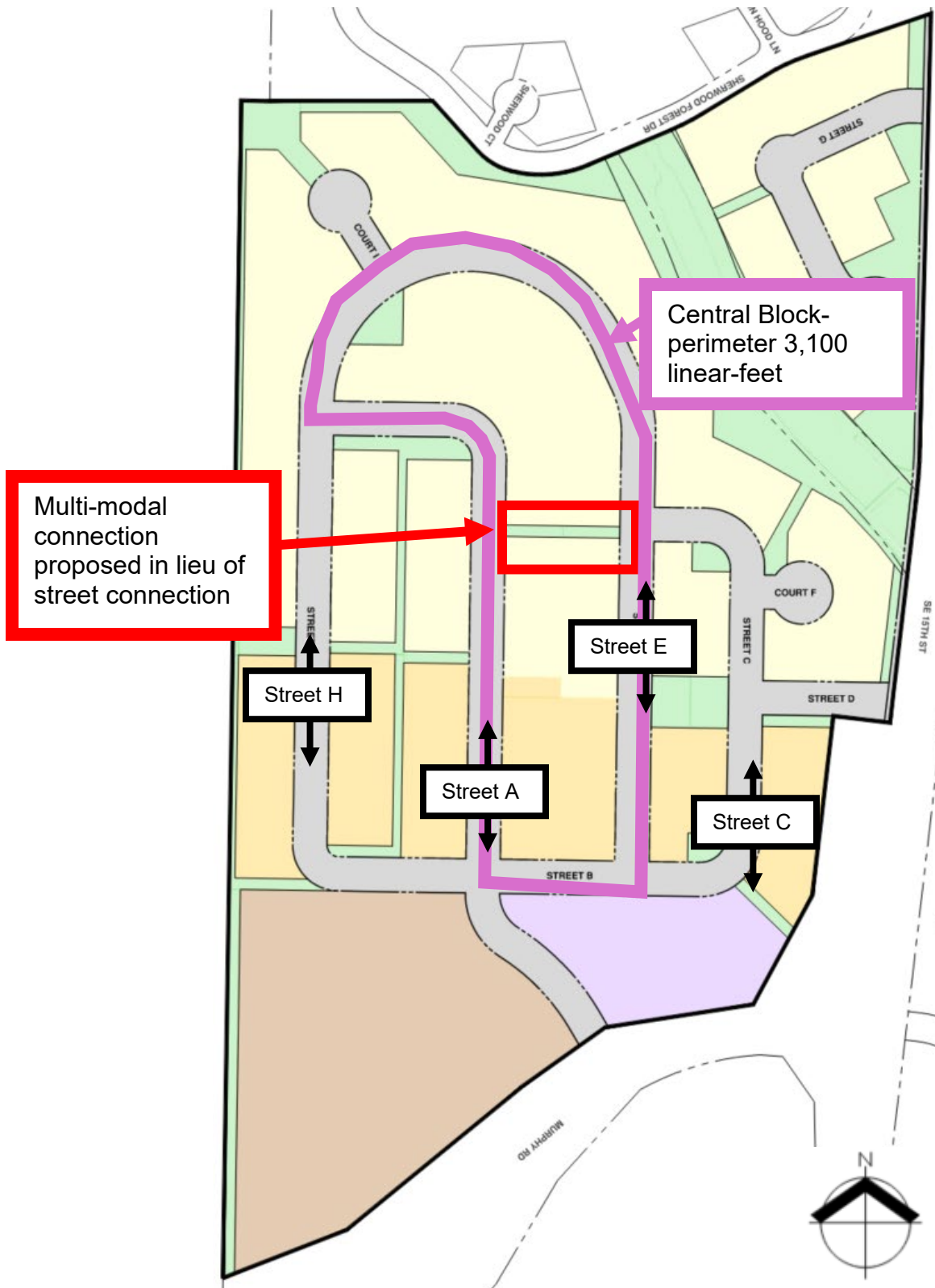
- *Make efficient use of land and public services, and implement the Comprehensive Plan, by providing density standards for housing.*
- *Accommodate a range of housing needs, including owner-occupied and rental housing.*
- *Provide for compatible building and site design at an appropriate neighborhood scale which reflects the neighborhood character.*

When considered together, these deviations promote the principles outlined above by balancing compatible building and site design at neighborhood scale with making efficient use of land with a variety of housing types. Building in the flexibility of lesser lot sizes, smaller setbacks, and higher lot coverage allows the development to be nimble with market demands as the master plan is constructed over phases. Lastly, the impacts resulting from the deviations are mitigated to the extent reasonably practical. The open space tracts throughout the master plan, combined with the COID canal, create additional sunlight and air access throughout the master plan, and ensure that even if lots are constructed with lesser setbacks and a higher lot coverage, a similar neighborhood scale and urban form can be achieved. Therefore, the deviations to BDC 2.1 are found compliant with the criteria above.

Chapter 3.1, Lot, Parcel, and Block Design, Access, and Circulation

The master plan includes a deviation request to exceed the maximum block perimeter of 2,000 feet and block length of 600 feet in residential zones in BDC 3.1. The subject site is unique in that Murphy Road, the BNSF railroad, the Nottingham neighborhood (and its private streets), and SE 15th Street establish a fixed perimeter around the site which prevents additional public street connections in accordance with the BDC Title 3 standards. Additionally, the COID canal traversing the northeast corner of the site presents further constraints to street connections and isolates those lands fronting SE 15th Street north of the canal. Regardless of these constraints, the applicable block length and perimeter standards do apply to the lands internal to the site to ensure adequate circulation for all modes of transportation. There are three proposed blocks that include internal circulation within the master plan, and their respective measurements are as follows (and depicted on the following figure):

- Western block: Street A, Street B, Street H
 - Block length: 790 feet north-south, 310 feet east-west
 - Block perimeter: 2,150 feet
- Central block: Street A, Street B, Street E/H
 - Block length: 1,700 feet north-south, 250 feet east-west
 - Block perimeter: 3,100 feet
- Eastern block: Street B, Street C, Street E
 - Block length: 630 feet north-south, 200 feet east-west
 - Block perimeter: 1,580 feet



****Preliminary Master Plan, and applicable measurements***

The block lengths and perimeters in the western and eastern blocks do not deviate significantly from the underlying standards. The central block, however, deviates significantly in both maximum block length and perimeter. The applicant has requested this deviation offering a multi-modal pathway, to be conveyed through an open space tract travelling east-west, in lieu of a full street connection that would otherwise meet the maximum standards. A street connection in the location of the multi-modal pathway would create a block perimeter of 1,700 feet to the north, and 1,800 feet to the south, with complementary block lengths in conformance with Title 3.

The submitted Supplemental Narrative details the justification for the deviation on pages 25-27, summarized with the paragraph below starting on page 26:

The slightly longer perimeter maintains the same number of connecting streets while the internal pedestrian network adds circulation options without requiring additional costly street infrastructure. This provides the connectivity benefits that the block length standard seeks to achieve while reducing the overall infrastructure burden. The design demonstrates that the fundamental goal of the regulation—efficient multi-modal circulation—can be achieved through alternative design strategies that may actually outperform the standard dimensional requirements. The mid-block corridors provide more direct routes for pedestrians and cyclists while maintaining the street grid connectivity that supports vehicular circulation. The deviation standard itself recognizes that alternative approaches may better achieve the regulation's underlying purpose. This design philosophy aligns with contemporary planning practices that prioritize performance outcomes over rigid dimensional standards when the alternative design demonstrably meets or exceeds the intended goals. The key argument is that multi-modal circulation efficiency is measured by how well people can move through the neighborhood using various transportation modes, not by strict adherence to dimensional standards. The proposed design with mid-block pedestrian corridors provides superior circulation options for non-vehicular modes while maintaining vehicular circulation along the perimeter streets. The Preliminary Street Circulation Plan shows the average block perimeter for automobile users is $\pm 2,262$ feet, ± 13.1 percent longer than the maximum block perimeter, while the average pedestrian and bicyclist block perimeter is $\pm 1,260$ feet, ± 37 percent shorter than the maximum block perimeter. Therefore, the block design deviation will equally or better meet the purpose of the block design standard and the applicable criterion is met.

The applicable code, including the purpose of the block design standards is cited below for reference in these findings.

BDC 3.1.200 Lot, Parcel and Block Design, Access and Circulation

A. Purpose. The purpose of this section is to create orderly development as the City grows and redevelops. The size, width, topography and orientation of lots or parcels shall be appropriate for the location of the land division and for the type of development and use contemplated.

B. Applicability. New development shall be consistent with the provisions of this chapter and other applicable sections of this code.

C. General Requirements for Lots and Parcels...

FINDING: The proposed master plan includes a unique section of code titled *BDC 2.7.5180 Large Tract Land Division*, which will allow for the creation of large tracts of land (15 acres or greater) while deferring any public improvements that would typically be exacted under a land division. The impetus behind this special code section is to create larger tracts of land within the 45-acre master plan to facilitate land transfer, and prohibit any development within those tracts until subsequent land use entitlements are issued by the city. The applicant requests this special provision be added to the master plan to provide clarity on the process and approval criteria for large tract land divisions, and allow flexibility for the development of the master plan to occur the phases. The provisions of the proposed code clarify, under *BDC 2.7.5180.C.1.a.*, ‘*A tract platted under this section is a legally created unit of land and must receive approval of a future land division or site plan review application for the entire tract as described under the following subsection before it is developable.*’ The proposed criteria of approval further protect the city by ensuring right of way dedication occur pursuant to the adopted street network plans, requiring transportation improvements where determined necessary to meet minimum performance standards, and requiring an infrastructure plan of required mitigations for when each tract develops through a future process. Furthermore, special final plat requirements obligate the applicant/owner to enter into a binding agreement that ensures adequate public infrastructure be completed with the future development of each large tract. These requirements ensure that the underlying Title 3 standards for public improvements remain met with all development in the master plan.

D. Street Connectivity and Formation of Blocks. To promote efficient multi-modal circulation along parallel and connecting streets throughout the City, developments must produce complete blocks bounded by a connecting network of streets, in accordance with the following standards:

- 1. New development must construct and extend planned streets (arterials and collectors) in their planned projection as shown in the Transportation System Plan. New developments must construct and/or extend a connected network of local streets as needed to meet block length and perimeter requirements in subsection [\(D\)\(2\)](#) of this section. Where the Transportation System Plan, Special Planned District, Refinement Plan, Master Plan, Area Plan or other such plans do not provide specific block length and perimeter standards, the requirements listed below apply:***
- 2. Block lengths and perimeters must not exceed the following standards as measured from centerline to centerline of through intersecting streets:***
 - a. Six hundred sixty feet block length and 2,000 feet block perimeter in all Residential Zones;***

d. Discretionary Track. If the applicant states in the written narrative they are electing to use a Type II discretionary track, then the applicant may request that the Review Authority make an exception to the maximum block length and/or block perimeter if the applicant can demonstrate that the block length and/or block perimeter cannot be satisfied due to topography, natural features, existing development or other barriers, or it is unreasonable to meet such standards based on the existing pattern of development, or other relevant factors. When an exception is granted, the Review Authority may require the land division or site plan to provide blocks divided by one or more access corridors in conformance with the provisions of BDC [3.1.300](#), Multi-Modal Access and Circulation. Access corridors must be located to minimize out-of-direction travel by pedestrians and bicyclists and must meet all applicable standards.

As noted above, the purpose of the block design standards is for 'orderly development' and to ensure efficient multi-modal (including vehicular) circulation along parallel and connecting streets. Orderly development is a discretionary standard that intends to reduce out of direction travel by all users of public ways and allows deviations where appropriate due to the factors noted above.

Per the criteria above in 4.5.200.D.3.b., the deviation must either equally or better meet the purpose of the regulation being amended, or be justified due to topography or other relevant constraints, and be mitigated to the extent reasonably practical. Council finds that the deviation proposed equally or better meets the purpose of the regulation, and is justified due to barriers presented by existing development. There is no topographical constraint to the area comprising the block that would make this connection impractical or unnecessary, however, the lack of public access to the north and west naturally restricts travel for all users and reduces the impact of a larger internal block. Combined with a multi-modal pathway in lieu of the full street, this prioritizes multi-modal users while only slightly increasing out of direction travel by vehicles. As detailed in the submitted Supplemental Narrative, the Traffic Engineer of record provides evidence that this larger block can perform at adequate levels of service for the neighborhood. . The Council acknowledges that if the deviation is not approved and a standard local street is required to connect Street A and Street E, four lots intended for residential development may be eliminated; although, maximization of the number of lots is not a justification for a waiver to standards.

In consideration of the criteria for the deviation and all relevant factors to the request, the City Council finds that the deviation criteria are met and that the master plan be found compliant with the block length and block perimeter standards of BDC Title 3.

4.5.200.D.3. Major Community Master Plan [continued from page 14]

- c. In lieu of the approval criteria in BDC 4.6.300, Quasi-Judicial Amendments, major community master plan applications that do not propose a Bend Comprehensive Plan amendment must demonstrate compliance with the following:
 - i. Approval of the request is consistent with the relevant Statewide planning goals that are designated by the Planning Director or designee; and

FINDING: The major community master plan does not propose amendments to the Bend Comprehensive Plan. Oregon Statewide Planning Goals are addressed below, although certain goals do not apply as detailed herein.

Goal 1, Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

FINDING: Goal 1 involves adherence to an adopted and required public process. Conformance with Goal 1 is achieved in the City of Bend through Chapter 1 – Plan Management and Citizen Involvement of the Bend Comprehensive Plan and through the implementation procedures that have been adopted in the Bend Development Code, *BDC 4.1.426 Type III Quasi-Judicial Procedures*. The procedural requirements of this Type III application will be followed in conformance with this section including solicitation of public involvement by several methods.

On June 12, 2025, the applicant hosted a virtual public meeting in conformance with BDC 4.1.215, providing preliminary layouts and plans to interested parties. On September 17, 2025, the City of Bend Planning Division provided notice to the Department of Land Conservation and Development (DLCD) through a PAPA (Post-Acknowledgement Plan Amendment) notice. On October 20, 2025, notice of the request was sent to surrounding occupants and owners of record of property within 500 feet of the subject property as shown on the most recent property tax assessment roll, and to the Old Farm Neighborhood District representative. Two signs were erected along the property frontage indicating a hearing would be held regarding the proposal on November 10, 2025, and these were posted on October 20, 2025. The Planning Commission held a public hearing on November 17, 2025, and following the hearing issued a recommendation to the City Council. The City Council hearing scheduled for June 17, 2026 was noticed on May 27, 2026, with two signs placed along the subject property frontage on that same day.

In following the notice and review procedures contained within the Bend Development Code, Goal 1 will be satisfied. The opportunities for public participation that conform to the adopted processes ensure consistency with this goal.

Goal 2, Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

FINDING: The master plan is being processed in accordance with the Quasi-Judicial procedures in BDC 4.1.426, which has established a process for reviewing all master plan proposals. By following the adopted Bend Development Code review procedures as outlined herein, the review of this application will be consistent with Statewide Planning Goal 2.

Goal 3, Agricultural Lands

To preserve and maintain agricultural lands.

Goal 4, Forest Lands

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

FINDING: There are no designated agricultural or forest lands within the subject area. Therefore, Goals 3 and 4 do not apply.

Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historic areas and open spaces.

FINDING: The proposed master plan will not impact any property or structure identified or listed as containing a Goal 5 resource for the City of Bend, and therefore, Goal 5 is not applicable to the proposal.

Goal 6, Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

FINDING: The proposed master plan contributes to the maintenance and improvement of the local air, water and land resources by siting urban development appropriately within an existing urban growth boundary in an area identified for development. All applicable mitigation standards are being considered in the creation of this master plan to ensure that the site retains capacity for sewer service, water service and transportation systems that offer efficient multi-modal options and access connections in accordance with the Bend Comprehensive Plan. The master plan also situates

residential uses nearby a community park, trail systems, and a commercial node, as the site includes a 2.06-acre Mixed Employment area that is intended to provide a mix of commercial and employment opportunities. Siting residences near options for commercial goods and services reduces vehicle miles travelled, and trips generated from anticipated uses. By developing a master plan for these undeveloped lands within an urban growth boundary and appropriately mixing planned uses, Goal 6 is satisfied.

Goal 7, Areas Subject to Natural Hazards

To protect people and property from natural hazards.

FINDING: The subject property is not located within any adopted Floodplain Protection Zone, nor any area as mapped by the Federal Emergency Management Agency (FEMA). Subsequent development, in accordance with all applicable fire and life-safety requirements, can lower wildfire risk to the greatest degree practical. Goal 7 is satisfied.

Goal 8, Recreational Needs

To satisfy the recreational needs of citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

FINDING: The subject property is within the service boundary of the Bend Park and Recreation District (BPRD), and is adjacent to Alpenglow Park (across Murphy Road to the south) and existing multi-modal trails developed. The applicant has coordinated with BPRD, and in a letter dated June 26, 2025 (Exhibit E of the project record), BPRD stated that the subject property is not within a park search area in the District's comprehensive plan. The coordination letter notes that trails adjacent to the site are requested to be improved pursuant to relevant standards, and the applicant has included these plans in the submittal package for this master plan. The coordination letter further notes a public access easement, connecting to the NW corner of the site to SE 15th Street through the canal haul trail, be recognized on all subsequent land use reviews, and this trail easement will be required on all future land use submittals, documents and plats. Therefore, Goal 8 will be satisfied.

Goal 9, Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

FINDING: The subject properties have been identified in the Bend Comprehensive Plan as appropriate for housing and mixed employment uses. The Cavy Major Master Plan reconfigures the location of existing Bend Comprehensive Plan designations while maintaining the same land area, uses and residential densities allowed on the subject property. The location and configuration of the commercial and residential areas are thoughtfully interrelated and will work together to provide a transition between mixed-

employment and higher density residential areas to the existing standard density residential lands to the north and provide a complete community that encourages nearby employment opportunities and economic activity. Therefore, Goal 9 is satisfied.

Goal 10, Housing

To provide for the housing needs of the citizens of the state.

FINDING: The subject properties have been identified in the City's Comprehensive Plan as appropriate for housing and employment uses. The master plan reconfigures the Comprehensive Plan designations while maintaining the applicable gross areas, intensities, unit count, and housing mix contemplated in Bend Comprehensive Plan Policy 11-51 (reviewed further below). The three residential plan designations will provide for a mix of needed housing types. Background on the current adopted housing plans and policies, and how the master plan helps achieve these goals, is below.

Goal 10 requires cities to inventory all buildable lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. With the city's most recent UGB expansion in 2016, the city was required to document how a 20-year supply of housing can and will be provided in Bend. To ensure an adequate supply of residential lands, the city completed multi-tiered assessments, including the Buildable Lands Inventory (BLI), the Housing Needs Assessment (HNA), and the Urbanization Study. According to the adopted HNA (pages 24-25), Bend is planning for growth of 38,512 people between 2008 and 2028, requiring 16,681 new dwelling units.

The conclusions of the HNA state the following on page 87:

- *Bend's needed housing mix shows an increase in need for denser housing types, such as single-family attached and multifamily housing. The type of housing that is affordable (currently and in the future) to about half of Bend's households is single-family attached or multifamily housing types, with some households able to afford lower-cost single-family detached housing types.*
- *Bend's current policies result in a housing mix (in the Base Case scenario) that is not consistent with needed mix. Bend's land base, under current policies, would result in a mix of housing similar to the historical mix, with 70% of new housing in single-family housing types.*
- *Bend's needed density is higher than historical densities. Bend's needed residential density for the 2014-2028 period is 7.2 dwelling units per net acre, a 26% increase over Bend's historical densities over the 1998-2008 period of 5.7 dwelling units per acre. The increase in average density is partially the result of change in the mix of housing, with an increase in the share of denser housing types, and partially the result of policy changes to increase development densities.*
- *With efficiency measures, nearly 70% of the total housing growth can be*

accommodated inside the existing UGB. With efficiency measures, the housing mix inside the UGB is closely aligned with the overall needed housing mix.

Accounting for the units completed between 2009 and July, 2014, the HNA found that a total of 13,770 units would be needed to accommodate the 2014-2028 planning period. In referencing the currently available data on the City of Bend Housing Dashboard (<https://housingdata.bendoregon.gov/pages/housing-production>), a total of 11,318 housing units have been completed between 2015 and the end of 2024. This results in a deficit of 2,452 housing units needed through 2028. While the city has increased the housing supply significantly since the adoption of these plans in 2016, there remains a deficit of housing units, although the city is on pace to meet the demand.

Regarding housing mix, the HNA details on page 75 that of the 13,770 units needed, 4,819 of those units would need to be multi-family, or 35 percent of the remaining needed units. The submitted narrative details how the housing mix planned for The Cavvy Master Plan supplies necessary units to contribute to meeting these goals set by the HNA, including up to 362 total units with 169 detached single-unit homes, 50 townhomes and 143 homes in multi-unit developments. Further detailed review of the proposed unit mix and densities in the master plan will be completed with subsequent land use applications.

In accordance with the adopted HNA, BLI, and city data on housing construction, the proposed master plan complies with the requirements of Goal 10 by contributing to the needed deficit of multi-unit residences, and total housing units as described herein.

Goal 11, Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

FINDING: The subject property is within city limits surrounded by development on all sides, and is an infill area with existing urban infrastructure around the site. There are existing sewer and water mains that retain capacity nearby the site, and abutting streets have been improved.

Regarding public utilities, the submittal package includes Utility Availability Memo PRSWA202501881, issued May 20, 2025, detailing capacity for the site to be served by City of Bend water and sewer services, and anticipated conditions of future development. The analysis was performed on capacity for an assumed total of 366 residential units between the RS, RM and RH zones, as well as 2 acres of mixed employment lands, assumed to be developed with a variety of commercial goods and services. Provided certain conditions are satisfied, there is adequate water and sewer capacity for the master plan development at the density and intensity contemplated.

The submittal further includes a Traffic Impact Analysis (TIA) from Transight Consulting, LLC, authored by Joe Bessman on December 6, 2024. The transportation review finds

that all nearby intersections perform at acceptable levels with the full build-out of the master plan, accounting for future growth out to 2040 of nearby developments including:

- Ward Lands
- High Desert Middle School
- Easton Master Plan
- Raintree65/Copperwood Crossing
- Magnolia Meadows
- North Peak Multifamily/Ferguson Village
- Brosterhous Commercial site
- Stevens Ranch Master Plan

The city responded to the TIA through the Transportation Analysis Memo (TAM) PRTFR202407947, issued July 16, 2025. The TAM outlines the anticipated conditions of approval to be placed on future land use applications (e.g., land divisions, Site Plan Review) throughout all phases of development. The review and conditions therein confirm that, provided all improvements are constructed with each phase, all transportation systems will operate with adequate capacity. Therefore, it is found that Goal 11 is satisfied.

Goal 12, Transportation

To provide and encourage a safe, convenient and economic transportation system.

FINDING: Goal 12 is implemented through the Transportation Planning Rule (TPR), OAR 660-012-0060, in addition to local land use regulations. The City of Bend Transportation System Plan (TSP) is implemented through adopted policies of the Comprehensive Plan, along with the standards and criteria of the Bend Development Code. Future development of the property will be required to follow the established processes for entitlement, which will at that time consider compliance with specific requirements for transportation mitigations based on anticipated and demonstrated impacts of each respective phase. The impact of the master plan at large has been reviewed through the accompanying exhibits, as described below.

Exhibit K of the project record is the TIA authored by Joe Bessman, PE, which reviews the anticipated transportation impacts from the master plan and recommends mitigations. The TIA finds that the transportation system at large operates within acceptable levels with full build out of the master plan, as well as buildout of other large projects nearby, projected to the year 2040. The TIA was reviewed by the city, and responded to via the Transportation Analysis Memo (TAM) PRTFR202407947 (Exhibit L of the project record), which outlines specific mitigations necessary for the master plan to comply with city standards. Table 2 of the TAM catalogues the proposed trip rate for the mix of uses anticipated in the master plan:

Table 2: Proposed trips

Land Use	ITE Code	Size	Weekday Daily Trips	Weekday PM Peak Hour Trips		
				Total	In	Out
Single-Family Detached Housing <i>Internal Trips (13%)</i>	210	126 Units	1,188 -154	118 -15	74 -10	44 -6
Single-Family Attached Housing <i>Internal Trips (13%)</i>	215	94 Units	677 -88	54 -7	31 -4	23 -3
Multifamily Housing (Low-Rise) <i>Internal Trips (13%)</i>	220	153 Units	1,031 -134	78 -10	49 -6	29 -4
Strip Retail Plaza <i>Internal Trips (13%)</i> <i>Pass-by Trips (40%)</i>	822	13,525 sf	736 -96 -256	89 -12 -31	45 -6 -16	44 -6 -15
Small Office Building <i>Internal Trips (13%)</i>	712	9,017 sf	130 -17	19 -2	6 -1	13 -1
Total Trips			3,762	358	205	153
<i>Internal Trips</i>			-489	-46	-27	-19
<i>Pass-by Trips</i>			-256	-31	-16	-15
Estimated Net Trip Impacts			3,017	281	162	119

The report detailed that the master plan is anticipated to produce a total of 3,017 weekday daily trips. Nearby intersections were modeled for performance with the build out of the master plan, and confirmed that adequate capacity is provided in the system, provided certain conditions are met. The mitigations are detailed on pages 19-24 of the TAM, and will be codified as BDC 2.7.5170, Transportation Mitigation Plan. The mitigations will be applied during review of future land use applications. The mitigations, as informed by the analysis by the traffic engineer and city, ensure that all transportation facilities are safe, convenient and economic. Therefore, the proposal is found consistent with Goal 12.

Goal 13, Energy Conservation

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

FINDING: A guideline of Goal 13, per OAR 660-015-0000(13) states: *3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.* The proposed master plan contributes to maximizing the conservation of all forms of energy by siting urban development appropriately within an existing urban growth boundary in an area identified for development and surrounded by urban services. The proposed master plan also provides a framework for phased development of lands identified for more intense use in the Bend Comprehensive Plan, including housing and commercial/employment uses. Efficient use of lands, and ensuring lands are occupied by their 'highest and best use', is a best practice in land use planning. The proposal seeks to increase the usability of vacant land within the UGB in accordance with this goal, and therefore, Goal 13 is satisfied.

Goal 14, Urbanization

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

FINDING: The property is located within the Urban Growth Boundary and City Limits, and therefore, Goal 14 does not apply.

Goal 15, Willamette River Greenway

Goal 16, Estuarine Resources

Goal 17, Coastal Shorelands

Goal 18, Beaches and Dunes

Goal 19, Ocean Resources

FINDING: Goals 15 through 19 are not applicable to the proposal because the subject property does not include any of the noted features and is not located within the coastal or Willamette Valley regions.

4.5.200.D.3.c. Major Community Master Plan [continued from page XX]

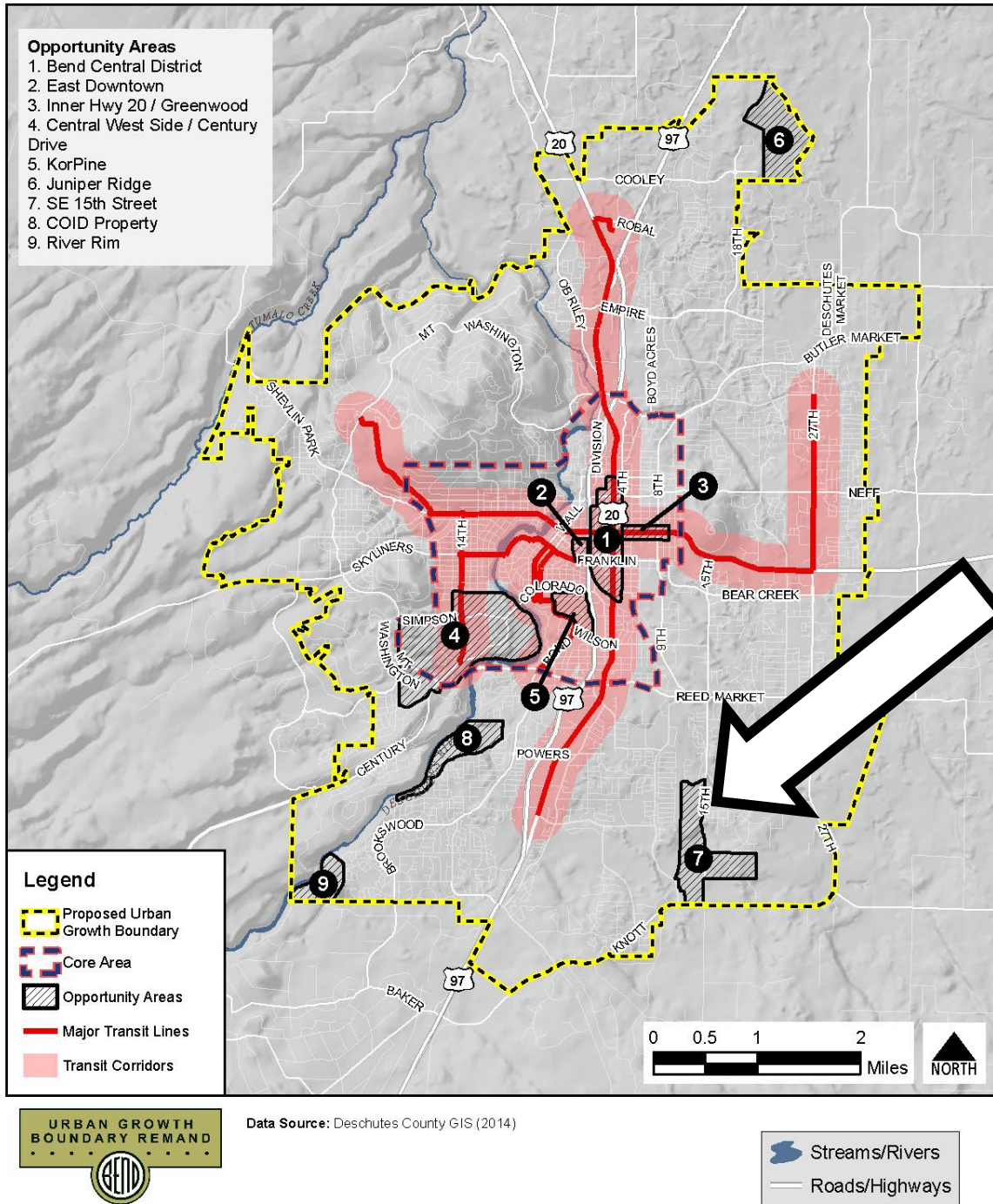
- ii. Approval of the request is consistent with only the relevant policies of the Bend Comprehensive Plan Chapter 11, Growth Management, that are designated by the Planning Director or designee.**

FINDING: As part of the Urban Growth Boundary (UGB) expansion process that concluded in December 2016, the city evaluated existing land within the UGB as potential “opportunity areas.” The Cavvy Master Plan is located within a portion of Opportunity Area #7 as illustrated in Figure 11-1, below. Along with expansion of the UGB lands, the City adopted new BCP policies in Chapter 11—Growth Management intended to guide the development of master planned and opportunity areas. The relevant policies of the Bend Comprehensive Plan Chapter 11, Growth Management, are cited and reviewed for consistency below.

Bend Comprehensive Plan

Chapter 11, Growth Management

Figure 11-1: Core Area, Transit Corridors, and Opportunity Areas



Opportunity Areas

During the UGB Remand planning process (2014 to 2016), the City evaluated the efficient use of existing urban land through the lens of “opportunity areas”. Opportunity areas are locations within the City that are appropriate to focus new growth due to their location, zoning (existing or planned), amount of vacant or underdeveloped land, and/or proximity to urban services. Each opportunity area will serve a unique role in the City’s future – some are vacant land and will develop primarily through private sector initiative; others are redevelopment opportunities and will require a partnership of private sector investment and City support or investment.

Bend’s opportunity areas are summarized below – please see the Urbanization Report for more detailed descriptions of the opportunity areas. The Opportunity Areas are shown on Figure 11-1...

- ***15th Street Ward Property – As the largest vacant residentially-designated property in Bend, this area offers an opportunity to create a new complete neighborhood including a local commercial center, a variety of housing options, parks and a school***

...

General Growth Management Policies

- 11-1 The City will encourage compact development and the integration of land uses within the Urban Growth Boundary to reduce trips, vehicle miles traveled, and facilitate non-automobile travel.***
- 11-2 The City will encourage infill and redevelopment of appropriate areas within Bend’s Central Core, Opportunity Areas and transit corridors (shown on Figure 11-1).***
- 11-3 The City will ensure that development of large blocks of vacant land makes efficient use of land, meets the city’s housing and employment needs, and enhances the community.***
- 11-4 Streets in the Centers and Corridors, Employment Districts, Neighborhoods, and Opportunity Sites will have the appropriate types of pedestrian, biking, and transit scale amenities to ensure safety, access, and mobility.***

FINDING: The site is located within only a portion of the opportunity area titled ‘15th Street Ward Property’ in the 2016 Bend Comprehensive Plan update. Since this policy was authored, the southern portion of the site has been developed with Caldera High School (opened in 2021), and Alpenglow Park (opened in 2022). Further residential development has begun in the eastern portion of the site, within the area for the Easton Master Plan (approved in 2020, amended in 2021). The Cavvy Master Plan complies with these general policies by continuing the compact and efficient development practices and integration of land uses in accordance with the Comprehensive Plan Map, and infill in this portion of the Opportunity Area. Streets in and adjacent to the master plan are planned to have the appropriate types of pedestrian, biking and transit amenities to ensure safety, access and mobility throughout the area. Therefore, the proposal is consistent with these policies.

Policies for Residential Areas and Neighborhood

11-34 Medium-and high-density residential developments should have good access to transit, K-12 public schools where possible, commercial services, employment, and public open space to provide the maximum access to the highest concentrations of population. met.

FINDING: The master plan area includes over 15 acres of medium and high-density residential designated lands. This entire site, including the remaining standard density residential lands and mixed employment lands, have good access to transit with the Cascades East Transit Route 9 (15th Street/Murphy route) that travels along SE 15th Street, connecting to the downtown transit hub. There are also schools nearby the site, with Caldera High School one-half mile south of the master plan, High Desert Middle School located at approximately a 6-minute drive to the east, and RE Jewell Elementary one-half mile west of the site. The proposal is consistent with this policy.

11-45 Where changes are proposed to the arrangement of plan designations, the proposed arrangement must comply with the relevant policies of this Chapter.

FINDING: As detailed above, the arrangement of the plan designations are being shifted around the site, but are retaining the same total acreage area of each designation, in accordance with the provisions of BDC 4.5.200.

11-51 Residentially designated land within master plans must meet higher minimum density standards than established for the residential plan designations generally and must provide for a variety of housing types. The City will set appropriate standards in the Development Code for housing mix and density for master plans in each residential zone/plan designation. Such standards will ensure minimum densities and minimum housing mix that are no less than those listed in Table 11-1.

Table 11-1. Residential Master Plan Minimum Density and Housing Mix

Residential District	Implementing Zone(s)	General Density Range*	Master Plan Minimum Density *	Master Plan Minimum Housing Mix**
Urban Low Density	Residential Low Density (RL)	Min: 1.1 Max: 4.0	2.0	10%
Urban Standard Density	Residential Standard Density (RS)	Min: 4.0 Max: 7.3	5.11	10%
Urban Medium Density	Residential Medium Density (RM)	Min: 7.3 Max: 21.7	13.02	67%
	Medium-10 Density Residential (RM-10)	Min: 6.0 Max: 10.0	6.0	67%
Urban High Density	Residential High Density (RH)	Min: 21.7 No Maximum	21.7	90%

* Density is expressed as dwellings per gross acre. See Bend Development Code for methodology to calculate minimum and maximum densities and for exemptions to the general density ranges.

** Housing mix is expressed as the minimum percent of units that must be townhomes, cottage developments, duplexes/triplexes/quadplexes and/or multi-units. See Bend Development Code for definitions of housing types.

FINDING: Table 11-1 quantifies the higher densities required in master plans over the “General Density Range” that otherwise applies in each zone district. Table 11-1 also sets the minimum housing mix for each zone district within a master plan. The submitted applicant narrative includes on page 8 a breakdown of how the housing density and mix standards imposed by this policy can be met with The Cavy Master Plan.

Table 2: Updated Housing Mix

Zone	Gross Area (Acres)	Open Space Allocation (±4.9-ac)	Residential Area Net of Open Space	Min. Units	Max. Units	Min. Housing Mix	Min. Housing Mix (Units)
RS	±27.55	±3.8 acres	±23.7 acres	±121.1	±173.1	10%	±12.1
RM	±8.87	±1.2 acres	±7.6 acres	±99.4	±165.7	67%	±66.6
RH	±6.78	±1.0 acres	±5.8 acres	±126.6	NA	90%	±114.0
Residential Subtotal	±43.2	±6.0 acres	±37.2 acres	±347.1	NA	-	±192.7

Each respective zone is required to provide a specific minimum number of units across the master plan, and have a certain number of those minimum units be comprised of the 'housing mix' identified in the policy. The policy specifically defines housing mix as units constructed that are townhomes, cottage developments, duplexes/triplexes/quadplexes, and/or multi-unit residences. Therefore, each zone will have a minimum total number of units, and a corresponding fraction of units that must be one of the housing types identified in the housing mix. The applicable density calculations for minimum density are detailed in BDC 2.1.600, Residential Density, and are referenced below:

C. Density Calculation.

2. Minimum housing densities are calculated as follows:

- a. The area subject to minimum housing density is the total site area excluding any land to be developed with or dedicated for neighborhood commercial uses, public and institutional uses, and miscellaneous uses that do not include a dwelling unit; sensitive lands; fire breaks; and canals and their associated easements.**
- b. The area for future streets is included in the area subject to minimum housing density.**
- c. For purposes of calculating minimum density, fractional units are rounded up to the next whole unit.**

The minimum housing density calculations allow lands dedicated as open space to be excluded from the minimum density requirements as they do not contain a dwelling unit. The area for future streets is, however, included in the calculations. In total, the minimum number of units, and minimum housing mix, for The Cavvy Master Plan is found as follows by rounding up fractions to the nearest whole number:

- RS Zone – 23.7 acres in net area (x 5.11 minimum units/acre)
 - 121.1 minimum units
 - 12 minimum units of townhomes, cottage units, duplex/triplex/quadplex, or multi-unit residences (10% of minimum units in RS Zone)
- RM zone – 7.6 net acres (x 13.02 minimum units/acre)
 - 98.9 minimum units

- 66 minimum units of townhomes, cottage units, duplex/triplex/quadplex, or multi-unit residences (67% of minimum units in RM Zone)
- RH zone – 5.8 net acres (x 21.7 minimum units/acre)
 - 125.8 minimum units
 - 113 minimum units of townhomes, cottage units, duplex/triplex/quadplex, or multi-unit residences (90% of minimum units in RH Zone)
- TOTAL
 - $121.1 + 98.9 + 125.8 = \underline{345.8, \text{rounded up to 346 total minimum units}}$
 - $12 + 66 + 113 = \underline{191 \text{ minimum units townhomes, cottage units, duplex/triplex/quadplex, or multi-unit residences}}$

In summary, of the 346 total units required, at least 191 units must be comprised of townhomes, cottage units, duplex/triplex/quadplex, or multi-unit residences.

Per the revised plans and narrative, the master plan includes capacity for a total of 362 total units, with 193 units required to be middle housing or multi-unit housing to meet the housing mix requirements (see proposed BDC 2.7.5140, Residential Zoning Districts). Capacity for the 362 units is confirmed by the submitted sewer/water analysis (Exhibit P), transportation analysis (Exhibits J, K, L of the project record), and the preliminary layouts provided in The Cavy Master Plan (Exhibit M of the project record). Therefore, the housing density and mix standards are found met. Further implementation of these required housing units and mix of housing types will be confirmed with subsequent land use applications (e.g., land divisions, Site Plan Reviews).

- d. If the major community master plan proposal contains a zone change request to bring the zoning into compliance with the Bend Comprehensive Plan designation, the zone change is subject to the approval criteria of BDC 4.6.300(C).**

FINDING: The proposal does not include a zone change to bring the zoning into compliance with the Bend Comprehensive Plan Designations. The current zoning designations are identical to the Bend Comprehensive Plan designations, and are only being rearranged in accordance with BDC 4.5.200.D.3. Therefore, 4.6.300(C) does not apply.

- e. If the major community master plan proposal contains a proposed amendment to the Bend Comprehensive Plan Map or text, the amendment is subject to the approval criteria of BDC 4.6.300(B).**

FINDING: The proposal does not include an amendment to the Bend Comprehensive Plan Map or text. Therefore, BDC 4.6.300(B) does not apply.

BDC 4.5.200 [Continued]

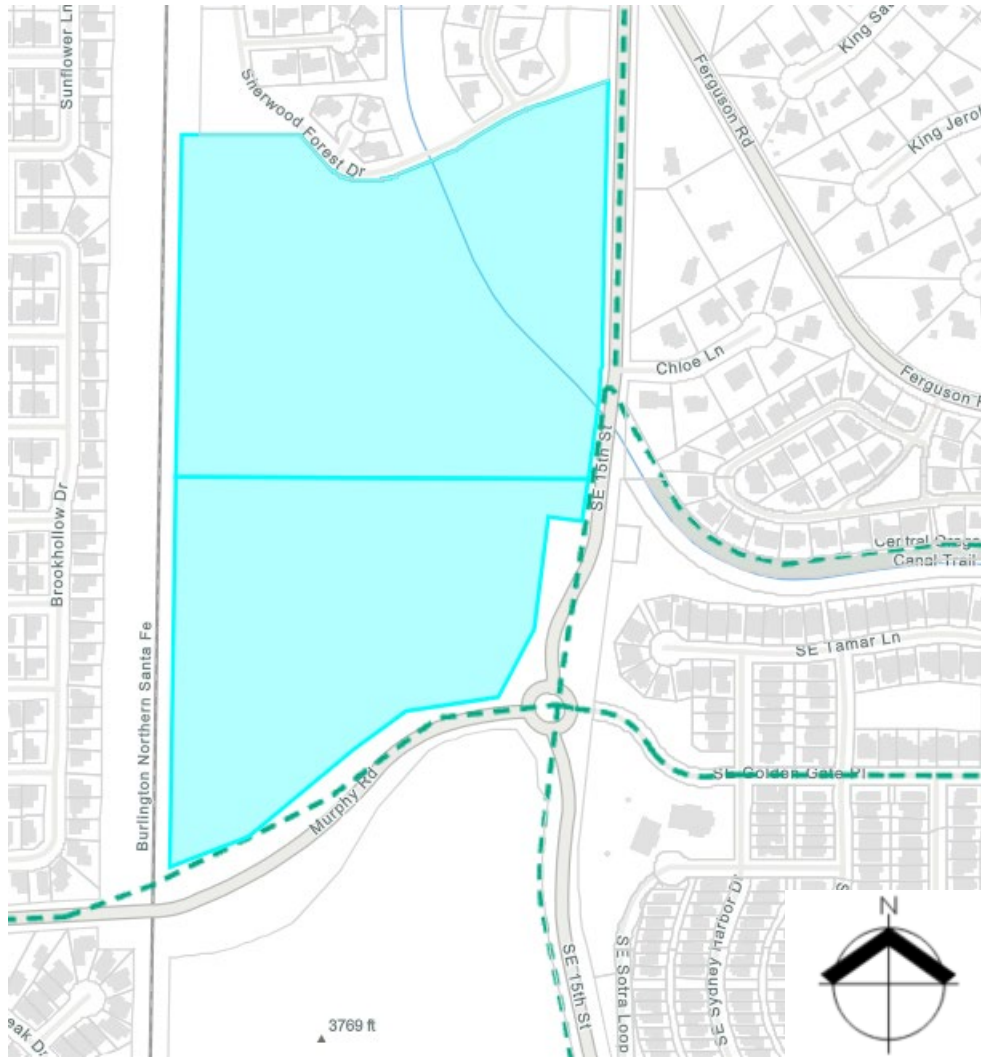
E. Standards and Regulations. Minor and major community master plans must comply with the following standards:

- 1. Access to Commercial Goods and Services. Access to commercial goods and services must be provided in compliance with the following standards:**
 - a. The community master plan must have access to commercial goods and services by walking or biking a distance not greater than a one-half mile radius measured from all points along the perimeter of the master plan boundary to any land planned, zoned or developed for one or more such services. Such commercial uses may be provided within nearby neighborhoods or nonresidential districts as long as the minimum distance standard is met. In satisfying such distance standard, commercial goods and services that are not accessible by walking or biking because of physical or geographic barriers (e.g., rivers, Bend Parkway, canals, and railways) may not be used. Except for minor community master plans that are proposing needed housing as defined by state statutes, the Review Authority may find that this provision is met when the commercial uses are located further away than one-half mile but the purpose and intent of providing reasonable access to the commercial uses has been met.**

FINDING: The master plan includes, out of the 43.27 total acres, 2.06 acres of Mixed Employment (ME) designated lands. These lands are oriented towards the frontage near the roundabout as the most visible area on the property and provide a buffer for some of the residential uses from the higher-order roadways. The ME zone allows for a variety of commercial and employment uses and may offer access to commercial goods and services. The ME-zoned site located on the corner near the roundabout, is within one-half mile of the entire perimeter of the master plan. Additional commercial lands are planned with future development, with lands at the corner of SE 15th Street and SE Caldera Drive zoned Commercial Convenience (CC), approximately one-half mile south of the subject site. Furthermore, the site will be connected to nearby neighborhoods, parks and schools through multi-use pathways which front the nearby arterial roadways. Therefore, this criterion is met.

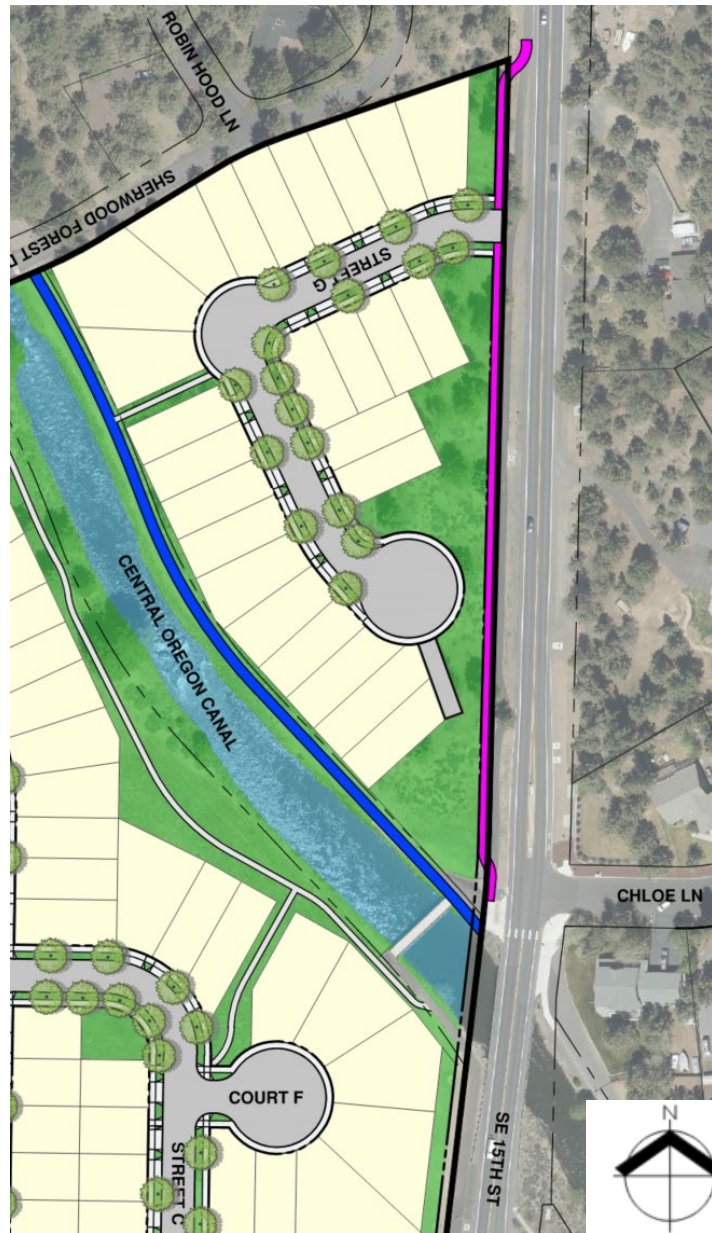
- 2. Multimodal Connections. Multimodal connections must be provided on site in compliance with the City of Bend Transportation System Plan (TSP) and the Bend Parks and Recreation District Parks, Recreation, and Green Spaces Comprehensive Plan, latest editions, and the existing and planned trail systems adjacent to the community master plan must be continued through the entire community master plan.**

FINDING: The Bend Transportation System Plan (TSP) requires a multi-use pathway (low stress network pathway) along both abutting arterial roadways, SE 15th Street and Murphy Road. A map of the low-stress designations in the TSP is below.



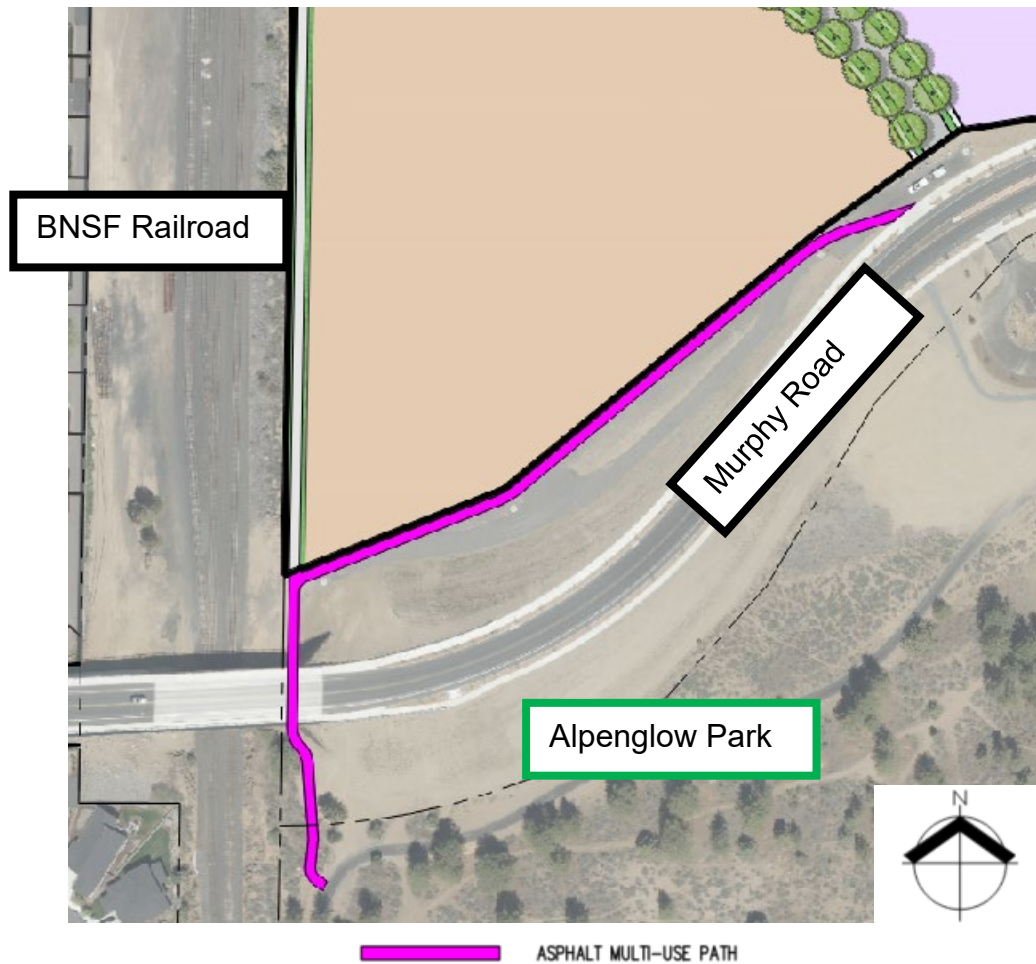
****Low-stress pathways on the Bend TSP (green dashes)***

The master plan accounts for these pathways, some of which are existing, and also plans to establish an additional connection directly to Alpenglow Park south of the site under the Murphy Crossing bridge. This connection to Alpenglow Park would be made with the phase of the development that abuts Murphy Road in the southwest corner of the site, with the lands that are zoned RH, as required by future land division or site plan review. The revised open space plan further establishes multi-modal pathways along the westerly boundary of the master plan. This trail provides additional access but also buffers the new residential uses from the railroad to the west. The existing pathways include those along the frontage of the site along SE 15th Street, as well as the 8-foot sidewalk fronting Murphy Road. Portions of the pathway along SE 15th Street must be reconstructed with the improvements to the street, and the Preliminary Open Space and Trail Plan illustrates where these trails are proposed to be improved.



ASPHALT MULTI-USE PATH

****Detail of Revised Preliminary Open Space and Trail Plan, SE 15th Street north of the COID canal***



****Detail of Revised Open Space and Trail Plan, Murphy Road***

These improvements, combined with the existing improvements to be retained along SE 15th Street and Murphy Road, will accomplish the alignments adopted in the Bend TSP. The connection south to Alpenglw Park also provides a critical low-stress connection between this new neighborhood and a significant amenity and destination, and through a below-grade crossing that will avoid conflicts with arterials nearby. Regarding this connection, the BPRD coordination letter further states:

The district approves of the conceptual trail alignment shown on the Open Space and Trail Plan. The district has also agreed to maintain the portions of the trail located on district property and within the City of Bend right of way as a “district-maintained trail,” as defined in our intergovernmental agreement with the City of Bend for trail planning and maintenance.

The district requests that the trail be constructed to meet the City of Bend’s Primary Trail standard drawing (R-48) and be paved with an asphalt surface. The district also requests the opportunity to review and approve the trail designs prior to construction.

Further coordination with BPRD will occur with subsequent land division and/or site plan reviews for the portion of the development that fronts Murphy Road, and ensure this pathway meet all applicable standards.

The BPRD letter also notes an existing unimproved 20-foot public access easement adjacent to the COID canal that extends to the western boundary of the master plan area, near Sherwood Court. Although the District does not currently have plans to construct and improve the pathway, it must remain unencumbered with the development of the master plan so it may be improved in the future. The easement and area are referenced on the existing conditions map, and no improvements included with this master plan impact this easement.

In summary, by maintaining existing pathways, improving the SE15th Street and Murphy Crossing pathways, and ensuring the existing BPRD trail easement remains unencumbered with subsequent development, the master plan will comply with the Bend TSP, the Bend Parks and Recreation District Parks, Recreation, and Green Spaces Comprehensive Plan in conformance with this criterion.

BDC 4.5.200.E. *[Continued]*

- 3. Housing Density and Mix. Community master plans 20 acres or larger must provide a mix of housing types and achieve minimum housing densities in conformance with the standards of subsections (E)(3)(a) and (b) of this section. To the extent that the Bend Comprehensive Plan Chapter 11, Growth Management, proposes a different mix of housing and/or density standards in the specific expansion area policies, then those policies apply.**
 - a. Density Calculations and Exceptions. Minimum and maximum densities must be calculated in conformance with BDC 2.1.600(C), except as follows:**
 - ii. Open Space. Open space in compliance with subsection (E)(4) of this section may be excluded from the applicable density calculation; and**
 - iii. Comprehensive Plan Designations. Land designated as Commercial, Mixed-Use, Industrial and Public Facilities may be excluded from the applicable density calculation.**

FINDING: The housing density and mix standards of Bend Comprehensive Plan policy 11-51 supersede the standards of this section, and the standards are similar. Policy 11-51 requires the same rate of density and housing mix, with the exception of the standards in the RH zone which require at least 90 percent of the housing units to be middle housing or multi-unit housing instead of prohibiting single-unit residences in BDC 4.5.200.E.3.b.iii., below. The housing density and mix, and compliance with policy 11-51, is addressed above in these findings. The density calculations accounted for and excluded lands that are open space (without a dwelling unit) and lands zoned for mixed use or commercial, in conformance with this section.

b. Minimum standards are as follows:

- ii. RS Comprehensive Plan Designation. At least 70 percent of the maximum gross density of the RS Comprehensive Plan designation, with middle housing and/or multi-unit residential housing units comprising at least 10 percent of total housing units.**
- iii. RM Comprehensive Plan Designation. At least 60 percent of the maximum gross density of the RM Comprehensive Plan designation, with middle housing and/or multi-unit residential housing units comprising at least 67 percent of total housing units.**
- iv. RH Comprehensive Plan Designation. The minimum density of the RH Comprehensive Plan designation applies. Single-unit detached dwellings are not permitted in the RH Zone.**
- v. Density and Housing Mix Transfers.**

FINDING: As noted above, the housing density and mix standards of Bend Comprehensive Plan policy 11-51 supersede the standards of this section, although the standards of policy 11-51 are similar. There is no density and housing mix transfer proposed with this master plan.

- 4. The community master plan must contain a minimum of 10 percent of the gross area as public or private open space such as parks, pavilions, squares and plazas, multi-use paths within a minimum 20-foot-wide corridor, areas of special interest, tree preservation areas, or public and private recreational facilities and must comply with the following:**
 - a. The open space area must be shown on the conceptual site plan and recorded with the final plat or separate instrument.**

FINDING: The proposed master plan retains 4.53 acres of open space, providing 10.0 percent total open space (45.27 acres total area) in conformance with these requirements. The open space is comprised of pocket parks, accessways with multi-use paths within a minimum 20-foot corridor, and a 20-foot-wide trail easement benefiting the Bend Parks and Recreation District within the 100-foot-wide COID canal easement . A total of 4.11 acres of the proposed open space is located outside of the COID easement; the remaining 0.42 acres of open space is located within the COID easement, but outside of the canal channel, and includes existing and proposed trails to be available to the public. Along the northeast edge of this canal channel is a 20-foot-wide trail easement, where a trail is planned to be improved by the Bend Parks and Recreation District. The trail is roughly centered on the existing ditch-rider road abutting the canal within the northeast boundary of the easement. There is also an existing asphalt pathway and pedestrian and bicycle bridge over the canal near SE 15th Street, which functions as the sidewalk crossing of the canal. None of the water area of the canal is necessary to meet the open space requirement.

Areas where the open space is less than 20-feet in width are not counted towards this metric, but complement and buffer the master plan particularly from the railroad to the west. As each phase develops, the open space will be formally established as detailed herein.

The Bend Development Code defines open space in BDC 1.2 as: *Open space (common, active or passive) means any property or area of land or water set aside, designed or reserved for the public or private use specifically for the purpose of providing places for recreation, conservation or other open space uses.* Council finds that the areas within the canal easement comprising the existing and planned trails meet this open space requirement. Per comments from Bend Park and Recreation District (BPRD), this trail will be constructed (via a separate improvement project) along the canal connecting the NW corner of the site to SE 15th Street. Therefore, this standard is met.

- b. The open space must be conveyed in accordance with one of the following methods:**
 - i. By dedication to the Park District or City as publicly owned and maintained open space. Open space proposed for dedication to the Park District or City must be acceptable with regard to the size, shape, location, improvement, environmental condition, and budgetary and maintenance abilities; or**
 - ii. By leasing or conveying title (including beneficial ownership) to a corporation, owners association or other legal entity. The terms of such lease or other instrument of conveyance must include provisions (e.g., maintenance, property tax payment, etc.) acceptable to the City. Private open space must be located in a tract and include an open space easement.**

FINDING: Per the submitted BPRD coordination letter (Exhibit E of the project record), there are no additional public parks planned within the master plan area to be owned and operated by the BPRD. The submitted applicant narrative describes how the open spaces throughout the master plan are to be conveyed in tracts, which are to be owned and maintained by a private entity, a homeowners association. These tracts will be conveyed with each final plat as the phases are developed, and must include an open space easement.

- c. Adequate guarantee must be provided to ensure permanent retention of common open space and recreation areas which may be required as conditions of approval.**

FINDING: As described above, the open spaces will be conveyed as private tracts with open space easements, which will include terms for maintenance by the owner. This standard will be met.

- d. The open space must be open to the public and must not be fenced-off unless it is related to a park or approved public or private recreational facility including, but not limited to, tennis courts, swimming pools, driving ranges and ball fields.**

FINDING: The submitted narrative describes the open spaces including the publicly accessible network of pathways throughout the master plan site, concluding that, *'The open-space areas within the Master Plan area will remain open to the public and are not planned to be fenced off.'* A condition of approval on subsequent land use review may be explicit to ensure that all areas identified as open space remain accessible to the public. Therefore, this standard will be met.

F. Duration of Approval.

- 1. An approved community master plan will remain valid indefinitely unless withdrawn by all owner(s) of property within the community master plan. The City may deny withdrawal when a switch to otherwise applicable standards would not be in the public interest because of sufficient development under the community master plan. Standards and regulations identified in the approved community master plan will control all subsequent site development as long as the approved community master plan is valid. If alternative standards and regulations are not specifically identified in the approved community master plan, the applicable City standard at the time any development application is submitted will apply.**

2. The duration of approval for a community master plan must coincide with the timeline outlined in the approved phasing plan and in accordance with the time frames studied in the transportation analysis and water and sewer capacity analysis for the community master plan. Site plan review or land division applications submitted consistent with or earlier than as provided in an approved phasing plan will not require an updated transportation analysis and water and sewer capacity analysis as part of the development application. Infrastructure capacity may be reserved for the community master plan site for up to 15 years or as specified in an approved phasing plan.
3. The time period set forth in this subsection (F) will be tolled upon filing of an appeal to LUBA and must not begin to run until the date that the appellate body has issued a final order.

FINDING: The submitted narrative requests the maximum approval duration as allowed by this section, or 15 years. The time frame analyzed with the traffic studies extends to 2040, and the water and sewer analysis contemplated a full build-out of the site to the intensities proposed, accounting for future growth in the city throughout the allotted approval duration.

RECOMMENDATION:

Based on the application materials submitted by the applicant and the findings in this report, Staff recommends that the City Council approve the ordinance to create the Cavvy Master Plan application PLSPD20250374.

Written by:



Nicolas Lennartz, AICP, Associate Planner

Reviewed By:



Renee Brooke, AICP, Planning Manager

Exhibit C

BEFORE THE PLANNING COMMISSION OF THE CITY OF BEND

Union Master Plan
PLSPD20250374
RECOMMENDATION TO THE
CITY COUNCIL

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NATURE OF THE APPLICATION

Quasi-Judicial amendments to the Bend Development Code Chapter 2.7 to create the Union Master Plan. (Type III Quasi-Judicial Planning Commission recommendation to City Council).

The application was processed in accordance with Bend Development Code (BDC) 4.1.426.

1. Timely and sufficient notice of the public hearing was provided pursuant to BDC 4.1.423 and BDC 4.1.425.
2. On November 10, 2025, the Planning Commission held a hybrid public hearing on Project Number PLSPD20250374 and deliberated on the matter. The Planning Commission voted to recommend that the City Council deny the proposed Union Master Plan and amendments in Exhibit A.
3. The Planning Commission, in recommending denial of the application, cited lack of compliance with the applicable open space requirements of BDC 4.5.200.E.4., and the street connectivity requirements in BDC 4.5.200.D.3.b. This denial deviated from the staff recommendation, which is contained in Exhibit B.
4. The Planning Division staff report, transmittal memo, and recommendation, together with the testimony and submittals of the persons testifying at this hearing, were considered and are part of the record of this proceeding.

CONCLUSION

On the basis of this record, the Bend Planning Commission finds that the proposed amendments to Bend Development Code Chapter 2.7 fail to meet the applicable Development Code criteria of approval found in BDC 4.5.200.

RECOMMENDATION

The Bend Planning Commission recommends that the City Council deny the ordinance amending the Bend Development Code as contained in Exhibit A, supported by the record of the proceeding.

This RECOMMENDATION was presented to and approved by the Planning Commission of the City of Bend on November 10, 2025.



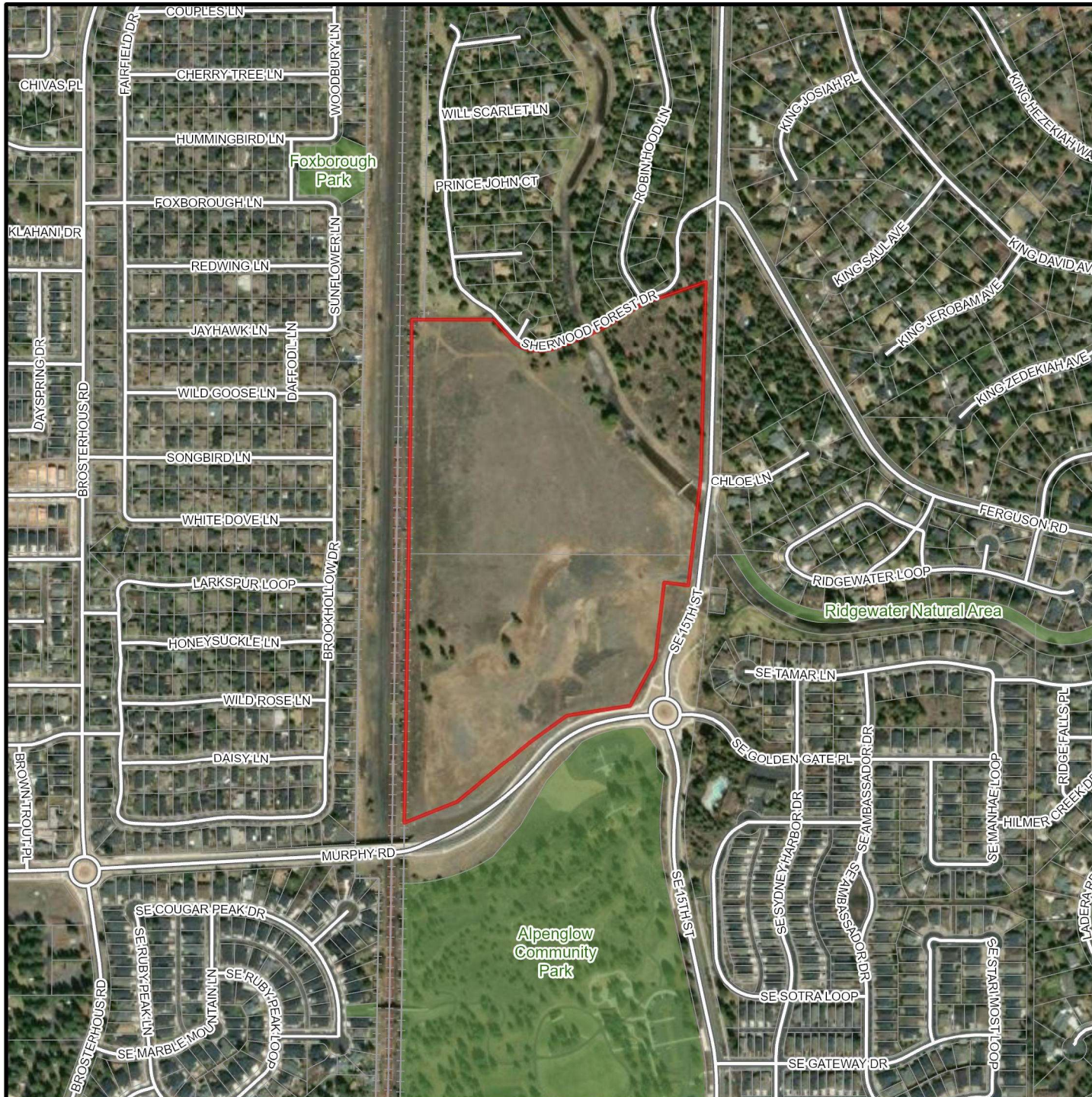
Planning Commission Vice-Chair

Attest

Ayes: 4 Absent: 1
Nays: 2 Abstain: 0
Vacant: 0

PLSPD20250374

Planning Commission Recommendation to City Council



CAVY MASTER PLAN

CONTEXT MAP

- Master Plan Area
- Streets
- Railroad
- Taxlots
- Urban Growth Boundary
- City Limits
- Parks



0 230 460 690 920
Feet

Map prepared by , City of Bend
Print Date: Nov 06, 2025
Sources: City of Bend, Deschutes County



CITY OF BEND

This map is for reference purposes only. Care was taken in the creation of this map, but it is provided "AS IS." Please contact the City of Bend to verify map information or to report any errors.