

BEND COLLABORATIVE HOUSING WORKGROUP MIDDLE MARKET HOUSING POLICY RECOMMENDATIONS JULY 2017



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ACKNOWLEDGEMENTS

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Project conducted in partnership with ECONorthwest and Cogan Owens Greene

ECONorthwest
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INTRODUCTION

In June 2016, a group of about 30 developers, builders, realtors, architects, affordable housing advocates, city councilors and other community leaders crowded into a classroom at Central Oregon Community College for a workshop of the Bend Livability Conference based on one central question: ***Would there be value in creating an independent group—driven by the realities and costs of development—to research, recommend and support new policies aimed at increasing middle market housing in Bend?***

These professionals spent the next hour talking over new policy ideas, financing tools and development code changes they believed would help remove the barriers currently preventing middle market housing from “penciling out.” Then they voted. Should a group be created? The answer was a resounding yes, and the Bend Collaborative Housing Workgroup was born.

Over the past 12 months, diverse stakeholders from across interest groups and the political spectrum have devoted more than 500 hours of in-kind time as members of the Bend Collaborative Housing Workgroup to research, develop and vet the slate of 12 recommendations captured in this report.



Their work was led by two major Northwest research and planning firms—ECONorthwest and Cogan Owens Greene, whose assistance as project managers was partially funded by a \$15,000 grant from the National Association of REALTORS brokered by the efforts of Central Oregon Association of REALTORS. Locally, funds for the remainder of the roughly \$60,000 project were provided by the Bend 2030 Leadership Alliance, Bend Parks and Recreation District, Central Oregon Association of REALTORS, Central Oregon Builders Association, City of Bend and OSU-Cascades.

The goals of the group were straightforward:

- Clearly research and define the middle market housing landscape in Bend, defined as families earning between 80 and 175 percent of Area Median Income, or between \$40,000 and \$90,000
- Develop clear recommendations on new tools and policies intended to spur middle market housing development in Bend
- Work together to advocate for the implementation of workgroup recommendations



The first step was research. And in February 2017, ECONorthwest provided the workgroup with a landscape report that outlined the very clear need for interventions to right a market that hasn't met the high demand for housing affordable to middle income earners. The report describes the factors leading to the lack of middle market housing, policy areas that must be addressed and the specific tool types that will yield the solutions.

The ECONorthwest research concluded:

The Bend housing market has seen rapid price increases that affect renters and homeowners at all but the highest income brackets, and that make housing particularly challenging to find for those in the 80-100 percent of AMI range.

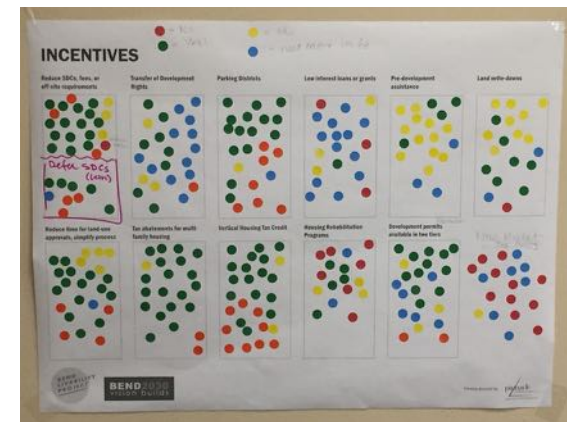
- This is because middle-income households in Bend are squeezed in the housing market from above and below. With very little availability, low income earners cost burden themselves to live in housing that would traditionally be taken up by middle income earners. And higher income earners can pay extra to ensure they occupy the scarce units in the city. (See exhibit 4 below).
- Unless trends change, multi-family and single-family unit production will not be sufficient to meet future demand, placing further pressure on mid-market housing availability.
- The costs of construction and financing are driving new construction prices above what is affordable for mid-market homebuyers, even for products such as townhomes.
- New multi-family supply is limited, and is not serving the full rental market.



The landscape report went on to define three major policy buckets, each containing a number of concrete tools that can be applied to the challenges noted above:

1. Increase supply of multifamily rental and single-family ownership homes
2. Develop strategies leading to more accessible home ownership
3. Add new housing typologies

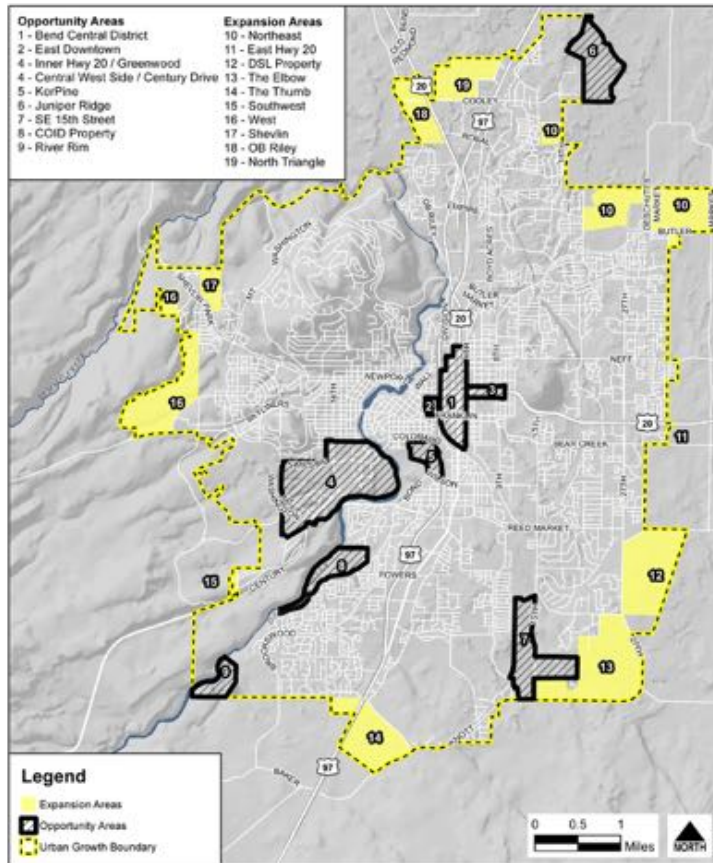
Armed with clear research about the need and solution areas, the team created a master list of more than 50 potential tools. Then the workgroup began meeting for two hours at a time over pizza and diet Cokes, donuts and coffee from February to May to painstakingly whittle down the list and analyze each viable tool for potential application in Bend.



The product was a draft slate of recommendations reflecting compromise and collaboration by some of the city's most respected developers, realtors, architects, and interest groups.

They took their ideas to a community Summit on May 24, held at Bend Municipal Court, where 50 city residents, including city leaders, neighborhood livability advocates, environmental advocates, and

Expansion and Opportunity Areas
Bend UGB
 2016



The City of Bend’s UGB plan identified new expansion areas (in yellow above) and opportunity areas (in black above) as well as a number of “efficiency measures” to assist in creating needed housing supply in Bend. The recommendations in this booklet support the UGB plan, help prioritize implementation strategies and offer additional policy tools to achieving the middle market housing Bend so strongly requires.

other developers, architects and realtors all learned about the draft tools and offered feedback in discussion forums and by evaluation forms, all of which was compiled in a summary report and used to further refine the recommendations found in this packet.

The tables show at the bottom of each tool offered in this packet reflect the input given at this community Summit. In addition to showing what policy area of the landscape report is answered by the tool and what geographic areas will be impacted, we share the level of anticipated community support that participants in the workshop believed would be found in Bend (1 on the low end of support and 3 on the high end of support), whether City funding and staff time are required, how long it may take to implement the recommendation if work begins immediately, and what impact the tool may have on housing supply in Bend. Quotes noted throughout this document were made by participants at the community Summit and illustrate some of the real opinions of local Bend residents.

Now the workgroup is presenting its estimates and work to the Bend City Council with a request that the City employ robust public processes to vet each of these 12 recommendations thoroughly in the near term.

It is the hope of workgroup members that these recommendations can provide a valuable roadmap for how the City’s new UGB plan, approved by the State of Oregon in November 2016, can be implemented and truly serve to increase housing supply for all residents, including those in the middle market—those nurses, firefighters, tech and outdoor industry professionals, seniors and young families who have been squeezed from above and below and out of a stable home.

WHAT IS MISSING MIDDLE HOUSING?



Middle housing is defined in two ways. Both are valid and both were used as backbone principles to guide the Bend Collaborative Housing Workgroup's efforts.

The first concept relates to housing types. Look at the graphic above, which was created by Dan Parolek at Opticos Design. Parolek coined the nationally-known term "missing middle," referring to housing types often missing from the landscapes of smaller and mid-sized cities such as Bend, where we see primarily single-family homes or big-box apartment complexes. "Missing middle" housing types include triplexes, fourplexes, bungalow courts and townhomes—all of which add a lot of housing supply, or density, and are also frequently attractively designed.

The second definition of middle housing refers to homes available to those making middle incomes, and is also called middle market housing. For this project, we defined middle incomes as families making between 80 and 175 percent of Area

Median Income, or families making between \$40,000 and \$90,000 per year. These middle earners make up a bulk of the workforce in Bend, but are often not able to find housing in an affordable range, which is defined by the federal government as spending about 30 percent of their income for rent or a mortgage.

In Bend, these two definitions of middle housing come together as we consider that by building more "missing middle" home types we increase supply and availability, helping to drive down costs so that middle earners can afford to live and work here. These kinds of smaller home types are also more likely to provide an access point for homeownership in a market where more traditional single-family homes are often far out of reach for middle-earning households.



COMMON MISSING MIDDLE HOUSING TYPES



Accessory dwelling unit



Side-by-side duplex



Stacked Duplex



Fourplex



Multiplex



Townhomes



Mixed-urban live/work



Courtyard apartments



Bungalow court

TOOL 1: Align Comprehensive Plan and Zoning Map

Recommendation

Prioritize bringing the current zoning map and the new comprehensive plan map into alignment, rezoning areas as planned, reducing developers' costs for initiating new projects and allowing more housing supply to be created in the near-term.

Tool Description

The Bend Comprehensive Plan is the guiding document for the future development of the city, outlining the practical application of state law to local land use planning. Bend's Comprehensive Plan was last significantly updated in 1998, and then again in 2016 in conjunction with Bend's expansion of its urban growth boundary.

The updated Comprehensive Plan calls for rezones, or "up-zones" of areas throughout the city to allow for additional housing supply to be created as is illustrated by the maps on the next page. The rezones illustrated shown in these maps are key components of the Bend's UGB expansion plan, approved by the State of Oregon in November 2016. Though the plan has been approved by the state, it is up to the City of Bend to adopt policy to actually implement it.

This recommendation encourages city leaders to prioritize bringing the existing zoning map into alignment with the Comprehensive Plan map. This will allow for the increase of housing supply in the following ways:

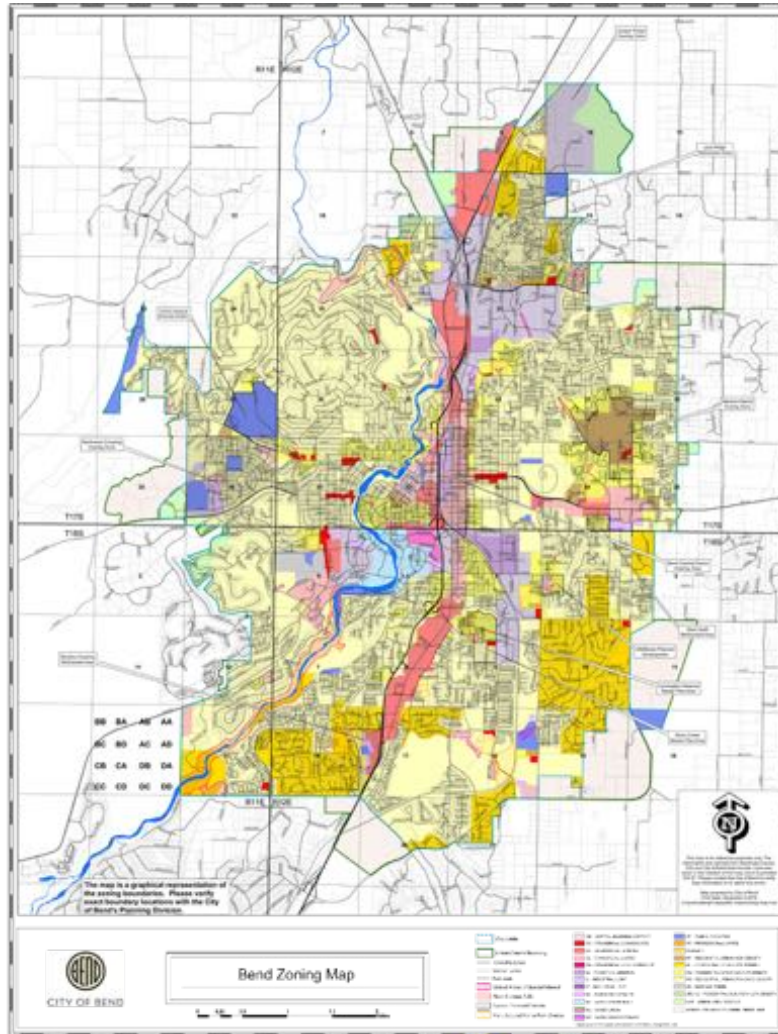
- 1) It will remove costly barriers on developers who must seek legal approval for a zoning variance in order to develop as the comprehensive plan already calls for, and
- 2) It will allow the City to fulfill its obligations for using land more efficiently within the existing urban growth boundary during this land-use planning period (through 2028).

Succeeding at this latter goal will assist the City when it considers new expansion lands in the next round of UGB planning, in turn further increasing supply of housing and reducing cost burdens on middle income earners.

“The cost and time taken by developers to go through the rezoning process is counterproductive to affordable housing.” — Deb F.

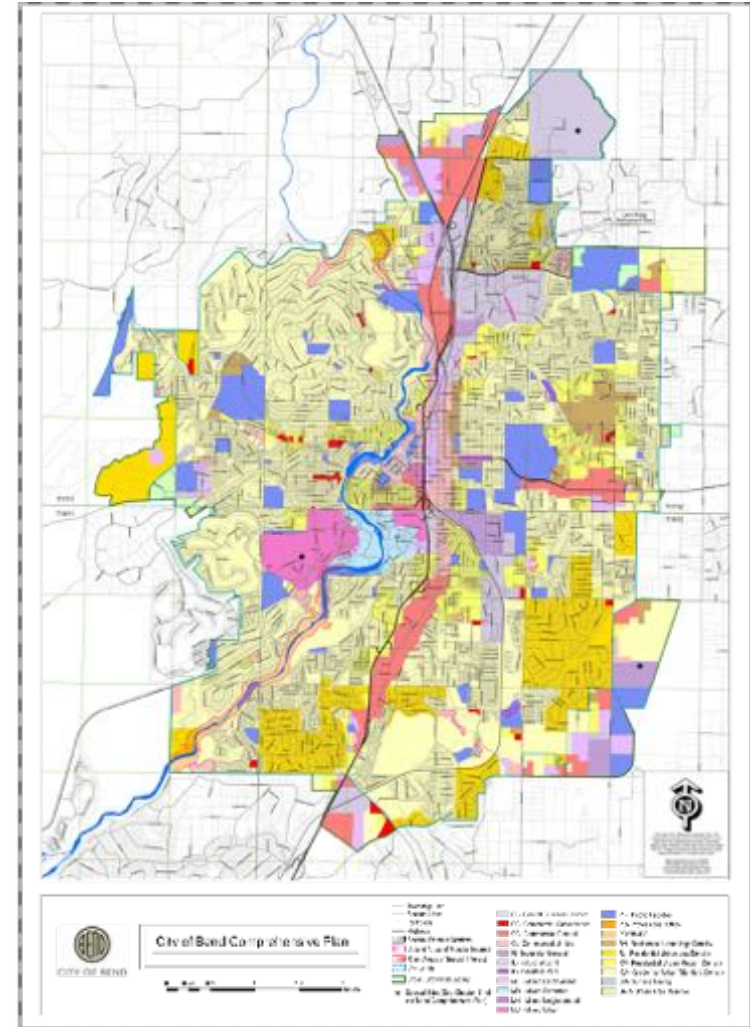
		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
1	Comp Plan/Zone Map Alignment	●			3	N	Y	6 mo	Large		●	●

Bend Zoning Map



Bend's existing zoning map reflects current zoning in the City of Bend. Zones in a number of areas in the city are expected to be changed to higher densities order to comply with the City's UGB plan, approved by the State of Oregon in November 2016.

Comprehensive Plan Map



The City's Comprehensive Plan map shows which areas of the community will be re-zoned to a higher density to allow for more housing supply to be built. By prioritizing the rezoning of these areas in the near future, the City can take a more assertive approach to dealing with the shortage of housing in Bend.

TOOL 2: Create mixed-use urban transportation corridors

Recommendation

Create a network of streets throughout the city that are zoned as mixed-urban that create transitional corridors around higher density arterials and generate more housing in the near term.

Tool Description

During the UGB planning process, the State of Oregon asked the City of Bend to create an Integrated Land Use and Transportation Plan (ILUTP). The primary concept outlined in the ILUTP is that higher levels of density and development should be encouraged in the central area of the city where non-vehicular modes of travel can be most easily supported.

One specific tool proposed in the ILUTP is the development of mixed-use transportation corridors that foster bustling residential, employment and commercial streets making it easy to live, work, play and shop all along a walkable, bikeable, public transit corridor. These kinds of corridors were outlined as a way to address the state’s expectation that Bend will work toward a reduction in vehicle miles traveled (VMT) even as it grows.

It’s important to note an added benefit: a network of mixed-urban corridors allows additional housing supply. Higher density housing located above commercial and employment uses or next door to commercial or employment uses is likely to be in high demand not just in the clustered opportunity areas, but all across the city along the main arterial grid. For instance, the entire Third Street corridor could be zoned

Mixed-urban transportation corridors encourage denser housing along busy walkable/bikeable corridors.



MISSING MIDDLE
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as mixed-urban to encourage residential development even outside of opportunity areas in the central and southern districts.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
2	Mixed-use transportation corridors	●			3	N	Y	18 mo	Med.		●	●

TOOL 3: Incentivize Area Planning

Recommendation

Offer higher priority of staff time and resources for planning/annexation to expansion areas where landowners propose plans to provide meaningful amounts of affordable and middle market housing stock.

Tool Description

Before UGB expansion areas may be annexed into the City limits, City staff must work closely with landowners to ensure that area plans—which are like master plans—have been created for each new expansion area. While the UGB process has already generally outlined where certain types of zoning and development will occur, these master plans/area plans are the specific road maps for achieving those land-use goals. Once a master plan is created and approved by the City, annexation can occur, paving the way for development and greatly increasing the value of properties.

But it isn't feasible due to staffing constraints for the City to work with every group of landowners for every expansion area at the same time. While a lack of infrastructure to an expansion area may understandably push back its annexation timeline, there will be a number of areas that could potentially come into the city

at the same time. This naturally creates a scenario where there may be a valuable incentive to a group of expansion area landowners to compete for the privilege of accessing staff time and support so they may be prioritized for annexation into the city limits.

This recommendation encourages Council to prioritize area-planning services provided by the City and paid for through public dollars for expansion areas where landowners are offering plans to provide affordable and middle market housing stock. Some landowners have already committed to affordable housing development as a criteria for being included in the UGB, but other landowners may also be encouraged to provide desired housing stock through this valuable incentive.

- **Estimated time to complete an area plan:**

12 MONTHS

- **City's low-end estimate to complete an area plan:**

\$500,000

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
3	Incentivize Area Planning	●	●*		1	N	Y	6 mo	Med.	●		

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

TOOL 4: Prioritize transportation spending that leads to middle housing

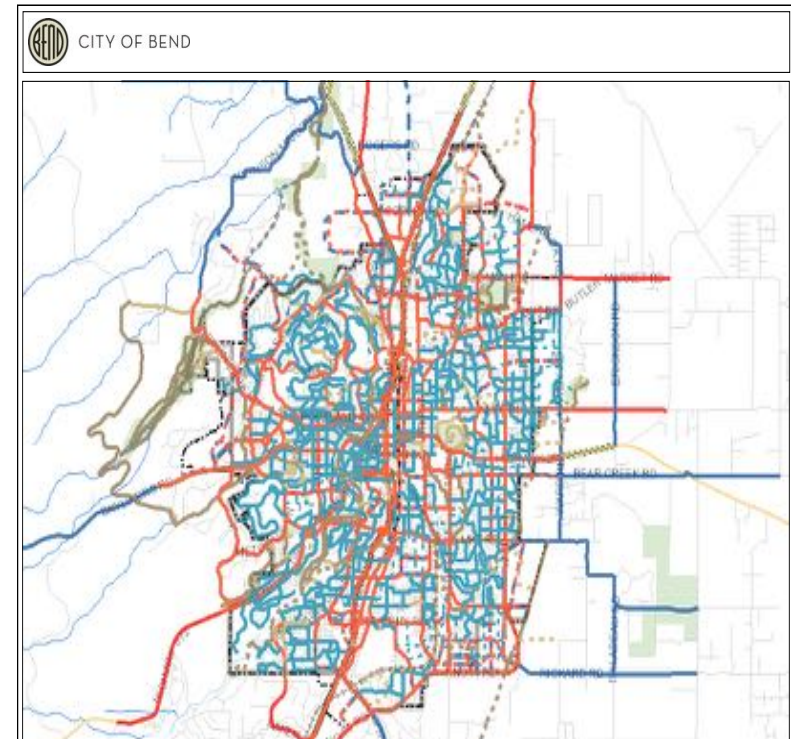
Recommendation

When evaluating transportation spending, provide greater weight to options that lead to the creation of middle market housing. For instance, in a weighted ranking exercise, increase the value of housing creation so it becomes a higher priority outcome.

Tool Description

Currently the City of Bend uses a number of factors to determine the prioritization of transportation dollars, including for design and construction of roadways, sidewalks, pedestrian crossings and safer biking corridors. These factors are weighted according to community values such as capacity improvements, safety, and access to employment areas. By more heavily weighting the value of creating more middle marketing housing supply, the City can use transportation spending to spur development of the kinds of housing needed in this market.

Existing and future planned roads, bikeways and pedestrian infrastructure



		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
4	Prioritize transportation spending supporting housing	●			1	Y	Y	18 mo	Large	●	●	●

TOOL 5: Rework system development charge policies

Recommendation

Two changes should be considered to the City’s system development charges methodology and policies.

1. Defer SDCs or offer long-term loans for single-family homes provided in the 125% AMI (Area Median Income) level or below,
2. Offer tiered SDCs based on lot size, square-footage or number of bedrooms—with smaller homes paying lower charges—creating a true incentive to build smaller units and increase housing supply.

Tool Description

One of the challenges of covering the cost of system development charges—which developers must pay to offset the cost of the additional burden their new development places on water, sewer and transportation infrastructure within the City, is that the fees must be paid up front before a home is sold or a unit rented.

“Develop a sliding scale based on home size, number of bedrooms, number of bathrooms and size of garage.” —Dean W.

This can pose a great challenge for developers and builders who must find enough capital to cover the cost of the system development charges prior to earning any revenue from the project. Already the City offers a deferral for payment of system development charges to the developers of multi-family homes. This option should be extended to single-family homes in the 125 % AMI level and below, lowering the up-front capital costs of building these homes and making them more available to middle income earners.

Another barrier exists within the system development charge methodology structure. Currently the size of a residential unit is not factored into the assessment of system development charges, system development charges, which often tally up to more than \$20,000 per unit created. If system development charges were assessed based on lot size, square-footage or number of bedrooms the impact to infrastructure systems could still be accounted for, but a new incentive to build smaller, more land use efficient homes would be created. We anticipate that this change would elicit an increase in the overall supply of homes as developers would be encouraged to build more smaller units, instead of a single larger home.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
5	Rework SDC policies	●	●*	●	2	Y	Y	6 mo	Med.	●	●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

TOOL 6: Allow parking districts and reduce parking requirements

Recommendation

Allow parking districts and opt-in reductions of parking requirements as an incentive for certain infill units such as Accessory Dwelling Units (ADUs) or multiplexes to lower housing production costs and increase development feasibility.

Tool Description

The relationship between parking and home affordability can best be described in terms of tradeoffs. When valuable lot coverage must be devoted to accommodating cars instead of housing, developers miss out on the opportunity to build more units on their lots. If they can build more units on their lots, they are more likely to be able to sell or rent each individual unit for less money but still make an equal or greater profit overall. Building structured or underground parking is even more costly, and can be prohibitive to creating higher density buildings that could greatly help create supply.

But the tradeoff is that lowering parking requirements can be challenging for neighbors as more people park off-site and on residential streets. One way to mitigate the issue is parking districts. In areas such as the Central Business District, or residential neighborhoods with higher densities, it makes sense to create parking districts that collect revenues through urban renewal, assessments, taxes, parking meters or parking passes to offer space in parking garages or parking lots. The funds generated by the revenues go back into the parking district to fund operation and maintenance of garages or lots, and can even support other improvements like safer sidewalks or bike lanes to reduce vehicle usage overall.

Separately, parking districts allow for standards to be established relating to on-street parking. For instance, cars may be prevented from parking on narrow streets that would

You Cannot Be Pro-Affordable Housing and Pro-High Parking Requirements

	Number of Parking Spaces Required	Average Monthly Rent Impact (Per Bedroom)	Income Required for Affordability
	2	\$1404	\$51,000
	1.5	\$1,195	\$41,000
	1	\$993	\$36,000

Courtesy of Fregonese Associates: Envision Tomorrow

MISSING MIDDLE

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cause congestion. Time limits and parking pass systems can be instituted to keep non-residential cars from taking up space for existing residences.

The City could offer an opt-in parking requirement reduction for developers, and then either create or allow developers to create residential parking districts to manage off-site parking. This allows the market to determine whether there is a demand for smaller units with off-site parking in garages or designated lots. The result is likely an increase in housing supply that also answers legitimate neighborhood concerns about parking issues.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
6	Parking districts/ reduce parking requirements	●	●*	●	1	Y	Y	6 mo	Large	●	●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

TOOL 7: Allow vertical housing tax exemption

Recommendation

Create zones for use of this incentive, which offers a tiered-system waiving property taxes up to 80 percent for 10 years based on the number of floors of residential housing built above commercial use. Exemption could be linked to AMI, and second homes could be disallowed.

Tool Description

The State of Oregon’s vertical housing tax exemption program employs a partial 10-year property tax exemption to encourage mixed-use commercial/residential buildings in areas where communities wish to spur redevelopment.

There are currently 24 active vertical housing development zones in the state that have helped finance 36 individual buildings and more than 100 stories of residential housing. Zones are located in cities ranging in size from Grants Pass to Roseburg to Eugene to Portland. The average height of these buildings is 3-4 stories.

In Bend, vertical housing tax exemption zones would likely best be utilized in the Central Business District or Korpine opportunity areas. The UGB planning process identified these as areas where denser, taller buildings would be most appropriate for Bend.

Here’s how it would work. The City of Bend would apply to the state to set up a vertical housing development zone. Once that status is approved, individual developers may apply for a tax exemption.

The exemption varies based on the number of residential floors with a maximum property tax exemption of 80 percent over 10 years. Developers may receive an additional property tax exemption on the land if some or all of the housing is for low-income persons (80 percent of AMI or below).

The Beranger, Gresham



Projects such as The Beranger in Gresham are made much more possible through the use of vertical housing tax exemptions. In the case of The Beranger, which is located next to the new Gresham Performing Arts Center, 60 percent of the taxes on the building were exempt for a period of 10 years beginning in 2008, according to State of Oregon records. The building contains 30 units of housing, ground floor retail and tuck-in parking all on about half an acre of land. One bedrooms units recently sold for about \$120,000 and two bedrooms for \$250,000. Rent for a one bedroom is about \$1,100 and rent for a three bedroom is about \$1,600. This photo is used with permission from the Myhre Group Architects, the firm that designed the building.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
7	Vertical housing tax exemption	●	●*		2	Y	Y	6 mo	Med.		●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

One important detail is that other taxing districts (e.g. school district, county, etc.) that collect property taxes can opt out of the program, which might be enticing because offering the exemption does lead to foregone property tax revenue for the first 10 years of new projects. However, in some cases, an abatement of the entire property tax rate will be necessary to create sufficient incentive to support housing production. If the taxing districts opt out, the development may not occur, and the district will not receive the delayed benefit of the property tax revenue when the abatement expires.

In Oregon, of the 24 existing zones and all the taxing districts affected by the exemption, only six individual taxing districts have opted out of giving the exemption, according to the state's website for the vertical housing tax exemption program. It's relatively rare that once a community decides to go forward with this housing development strategy that individual taxing districts would water down its effectiveness by opting out.

TOOL 8: New urban renewal areas

Recommendation

Conduct a study to test the feasibility of additional urban renewal areas in the Central Business District and Korpine, with particular focus on 1) whether the city can accommodate the short-term foregone revenue, and, 2) what types of projects would most effectively increase housing supply.

Tool Description

Urban renewal is a commonly used tool giving communities access to a unique financing mechanism, also called tax-increment financing, that can be used to invest in specified projects. The idea behind tax-increment financing is that you define an area that is underdeveloped and has strong redevelopment potential. In that area, as property tax revenues grow, that growth, referred to as increment, is redirected to projects that can overcome blight and lead to redevelopment. The increment can only be spent inside the urban renewal area boundary, and can only be spent on the projects that are identified in the adopted urban renewal plan.

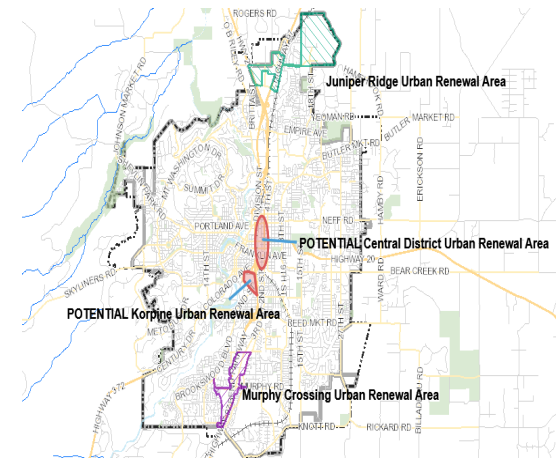
As with other tax abatement tools, all of the taxing districts—the City, library, County, parks district, etc.—temporarily forego revenues to the urban renewal agency projects. Once the urban renewal area expires, those taxing districts receive revenue from all of the increases assessed value in the area, which is theoretically higher than it would have been without the investments funded through tax increment financing.

The estimated scale of urban renewal impact on middle market housing development in Bend is high, and the City is no stranger to urban renewal areas, which are already located at Juniper Ridge and Murphy Road. Each opportunity area in Bend is a potential candidate for an urban renewal zone that could help fund projects such as major road improvements, parking structures or even direct investments in buildings with residential housing.

For comparison, in 2006, Portland created a 30 percent set aside for affordable housing in new urban renewal areas. In the first five years of implementation, the set-aside generated more than \$150 million in direct investment in housing affordable for low-income and middle market residents. Since 2006, affordable housing investment has accounted for one-third of the expenditures across the nine urban renewal areas in the city.

A preliminary look at new urban renewal areas is currently being conducted by the City. We recommend resources be devoted to a full feasibility study that estimates tax revenues, provides findings of blight, identifies project lists and considers parking structures, road improvements, and direct investments in housing development.

Existing and Potential Urban Renewal Areas



		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
8	Urban renewal areas	●		●	2	Y	Y	18 mo	Med.		●	

Tool 9: Calculate density differently

Recommendation

Currently density is measured lot by lot, rather than an average density in a zone. This discourages infill of missing middle housing types that could be built if more flexibility existed in how density was measured. By calculating density by a radius additional units could be built and the average number of homes in a particular zone maintained.

Tool Description

The City’s development code stipulates the maximum number of units that may be built on an acre of land in each kind of residential zone in Bend. See the table at right.

In some zones, the expressed goal is to encourage higher density housing—such as the medium density residential zone (RM) and the high density residential zones (RH).

But it can be very difficult to achieve higher densities in these areas because many lots are already built out with far fewer units than is actually allowed. In order to help achieve the increased supply outlined in the UGB expansion plan, the City should consider expanding its density calculation toolbox by calculating density by radius at least in opportunity areas, the RM and the RH zones.

The City has already taken a step forward in calculating density differently through measuring lot sizes by including up to 30 feet of land to the middle of adjacent roadways. In calculating by radius, additional success can be achieved.

If density were to be measured by radius, a few key parameters would likely need to be put in place.

CITY OF BEND RESIDENTIAL DENSITY LEVELS

Zone	Name	Density Range
UAR10	Urban Area Reserve	1 unit/10 gross acres
SR 2 1/2	Suburban Low Density Residential	1 unit/2.5 gross acres
RL	Low Density Residential	1.1 – 4.0 units/gross acre
RS	Standard Density Residential	4.0 – 7.3 units/gross acre
RM-10	Medium Density Residential	6.0 – 10.0 units/gross acre
RM	Medium Density Residential	7.3 – 21.7 units/gross acre
RH	High Density Residential	21.7 – 43 units/gross acre

An appropriate radius must be determined such as 250 feet, 750 feet, or a quarter-mile.

Whatever the radius, two caps must be placed on the number of units allowed. The first cap would be related to the maximum allowed within a radius, and the second would be the maximum units allowed in the total zone. These twin caps would become the new measurements for density rather than the lot-by-lot calculation. -

“I like this idea. This would help when a coffee shop or local markets needed a certain density to stay in business, but only do it in certain areas such as the Bend Multi-Modal Area.” —David S.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
9	Calculate density differently	●			2	N	Y	6 mo	Med.	●	●	●

TOOL 10: Allow fourplexes in the standard residential zone

Recommendation

Currently these units are not allowed in the standard residential (RS) zone. But floor area ratios and other tools could be used to keep scale appropriate to the neighborhood and it would increase supply without significantly changing the look and feel of a residential neighborhood.

Tool Description

As national missing middle housing expert Dan Parolek outlined in his presentation at the Tower Theatre in April 2017, housing supply can be greatly increased by developing fourplexes and multiplexes that look and act like houses but offer homes for a larger number of people.

Currently the City’s development code allows for duplexes and triplexes in the standard residential zone, but prohibits fourplexes even though these housing types can usually be placed on the same footprint as duplexes and triplexes.

Pinnacle Architecture modeled this concept on two Bend lots of different shapes to illustrate this concept. Check out their designs on the next page.

By allowing developers the ability to add an additional unit, projects that might not otherwise pencil out become more achievable and housing supply in the city could increase.



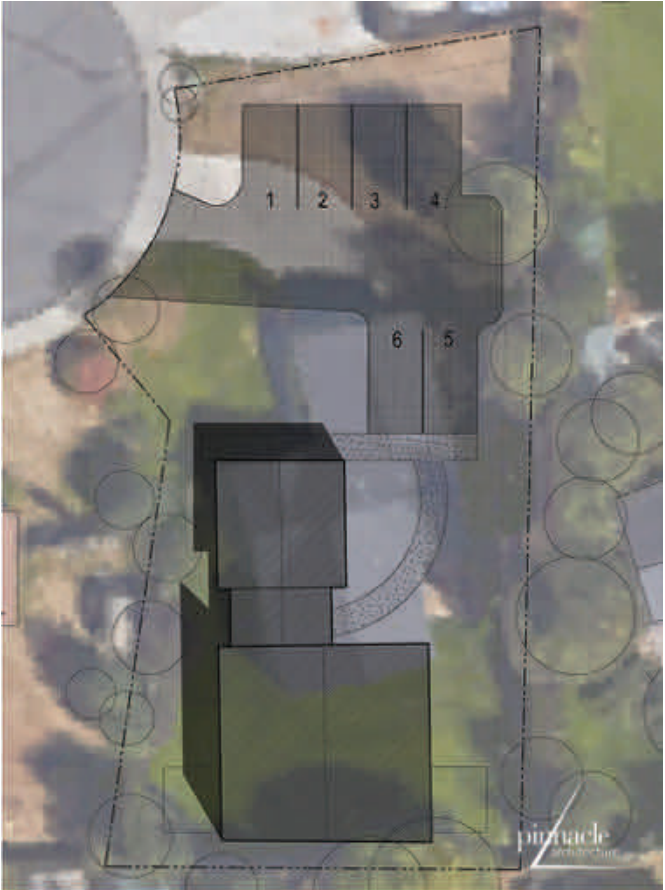
“This seems like a no-brainer.” —Claudia C.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
10	Fourplexes in the RS zone	●	●*	●	2	N	Y	6 mo	Small		●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.



For the workgroup, Pinnacle Architecture designed two fourplexes on existing lots in two standard residential neighborhoods in Bend. These illustrations show it doesn't take too much more space to accommodate these housing types.



Each fourplex also has all the required parking on-site. Design features, which can be woven into development code, help to ensure the buildings blend well into existing neighborhoods.

Tool 11: Link open space requirements to nearby parks

Recommendation

Reduce open space requirements when there is nearby access to parks and trails. This incentive could be linked to Area Medium Incomes of less than 125 percent or multifamily developments.

Tool Description

Bend is blessed with one of the best park systems in the nation. Where parks and trails exist within a quarter-mile or similar distance from a property, an important tradeoff must be considered. Are residential properties more valuable to the community when they have open space on site or are they more valuable when they are maximized for housing supply?

As with many other tools in this packet of recommendations, the simple crux here is that when developers can use more of their available lot to build units, more units get built—allowing developers to offer units at lower price points and achieve an equal or greater profit, and increase the overall supply of housing in the city.

This tool becomes an incentive to offer middle market housing when developers agree to offer the units at prices that are attainable to those making 125 percent or less of AMI. Additionally, a deed restriction could be employed to ensure that the units remain in an affordable inventory.

It’s important to note that any tool linking to an area median income requirement must be monitored administratively. This would require a commitment of resources from an agency such as the City of Bend, whose leadership must determine that the cost of administrative oversight was worth the increase in middle market housing supply associated with the tool.

Finally, there is a link between the creation of more units and an increase in system development charges that would help to cover the cost of maintaining parks and trails affected by the potentially increased use from neighbors.

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
11	Open space link to parks	●			2	N	Y	6 mo	Med.	●	●	●

Tool 12: Increase allowable lot coverage for multifamily housing

Recommendation

The City is currently considering increasing allowable lot coverage from 40 to 50 percent for multifamily units. Increasing this further to 60 percent will help increase supply and affordability.

Tool Description

As stated in the previous recommendation, when developers can use more of their available lot to build units, more units get built. This tool allows developers to offer more units at lower price points and make an equal or greater profit.

As with the previous tool, this becomes an incentive to offer middle market housing when developers agree to offer the units at prices that are attainable to those making 125 percent or less of AMI. A deed restriction could also be employed here to ensure that the units remain in an affordable inventory.

The images at right illustrate that lot coverage can be increased with good results. Larger buildings are able to contain more units and still be designed to provide attractive neighborhood streetscapes. These images were prepared and provided by Pahlisch Homes.



		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
12	Increase lot coverage for multifamily	●	●*		2	N	Y	6 mo	Med.	●	●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

RECOMMENDATIONS AT A GLANCE

		Middle Market Housing Policy Area			Resource Considerations					Geographic Impact		
Tool Name		Supply	Attainable home ownership	New housing types	Level of community support	Cash required	Staff/consultant time	Rec. Timeline	Scale of impact	UGB exp. areas	Opp. areas	Existing neighborhoods
1	Comp Plan/Zone Map Alignment	●			3	N	Y	6 mo	Large		●	●
2	Mixed-use transportation corridors	●			3	N	Y	18 mo	Med.		●	●
3	Incentivize Area Planning	●	●*		1	N	Y	6 mo	Med.	●		
4	Prioritize transportation spending supporting housing	●			1	Y	Y	18 mo	Large	●	●	●
5	Rework SDC policies	●	●*	●	2	Y	Y	6 mo	Med.	●	●	●
6	Parking districts/ reduce parking requirements	●	●*	●	1	Y	Y	6 mo	Large	●	●	●
7	Vertical housing tax exemption	●	●*		2	Y	Y	6 mo	Med.		●	
8	Urban renewal areas	●		●	2	Y	Y	18 mo	Med.		●	
9	Calculate density differently	●			2	N	Y	6 mo	Med.	●	●	●
10	Fourplexes in the RS zone	●	●*	●	2	N	Y	6 mo	Small		●	●
11	Open space link to parks	●			2	N	Y	6 mo	Med.	●	●	●
12	Increase lot coverage for multifamily	●	●*		2	N	Y	6 mo	Med.	●	●	●

* Would be most effective with some link to Area Median Income, potentially through deed restrictions.

NEXT STEPS



The publication of this set of recommendations marks the completion of the second goal of the Bend Collaborative Housing Workgroup—to work together to clearly define a slate of policy tools that will spur development of middle market housing in Bend.

Now the workgroup sets out to accomplish its final goal—advocating together for the implementation of these recommendations. In July, that process will begin by presenting these policy recommendations to the Bend City Council and by requesting that the City begin the formal processes necessary to move the recommendations toward adoption.

These processes potentially include working with the Bend Planning Commission, the City of Bend Affordable Housing Advisory Committee and City staff to vet and refine these recommendations into concrete and actionable policy decisions.

Further engagement of the public in this vetting process may be beneficial and workgroup members, with staffing from Bend 2030, are prepared to host a series of additional public input meetings if the Council requests this additional support.

Ultimately, the Bend Collaborative Housing Workgroup is hopeful that the recommendations in this packet will lead to the removal of barriers to middle market housing development and the incentivizing of the private market to create the wave of housing that will carry our community into a future where all our residents can reasonably afford to live, work and raise a family in this special place.