

STEVENS ROAD TRACT CONCEPT PLAN

JUNE 2022



CITY OF BEND
STEVENS ROAD TRACT CONCEPT PLAN

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CONTENTS

01 Introduction	2	04 Concept Plan Alternatives	42
Purpose	2	Overview	42
House Bill 3318	4	Alternative Land Use Programs	43
Process	5	Alternative 1	46
Guiding Principles	6	Alternative 2	49
		Alternative 3	53
02 Context and Existing Conditions	8	Street Network	57
Location And Context	8	Infrastructure: Water, Sewer, and Stormwater	64
Land Use Context In Southeast Bend	9	Alternatives Evaluation	68
City and County	12		
Land Use Designations	12	05 Implementation	74
Stevens Ranch Master Plan	15	Overview	74
Site Conditions	17	City Council Resolution	75
Buildable Land Inventory	20	Expected Planning Amendments	76
Historical and Cultural Inventories, Protection, and		Potential Land Sales	82
Preservation	21	Future Master Planning and Development	82
Wildfire Planning and Development Requirements	23		
		06 Technical Appendix Contents	84
03 Land Needs and Opportunities	26		
Residential Land For Affordable Housing	26		
Land For Employment and Mixed Use	31		
Market Analysis	33		
Recreational and Open Spaces	37		

FIGURES

Figure 1. Site Location (Southeast Bend Context)	3
Figure 2. Site Location (City Context)	3
Figure 3. Process Diagram	5
Figure 4. Map of Distances to Bend Locations	8
Figure 5. Land Uses Context	10
Figure 6. Zoning Designations	11
Figure 7. Comprehensive Plan Designations	14
Figure 8. Stevens Ranch Area	16
Figure 9. Natural Features and Conditions	17
Figure 10. Site Conditions	19
Figure 11. Housing Affordability	28
Figure 12. Parks, Trails, and Open Space Alternatives	39
Figure 13. Housing Mix Comparison	44
Figure 14. Alternative 1 - Open Space Concept	47
Figure 15. Alternative 1 - Land Use Concept	48
Figure 16. Alternative 2 - Open Space Concept	51
Figure 17. Alternative 2 - Land Use Concept	52
Figure 18. Alternative 3 - Open Space Concept	55
Figure 19. Alternative 3 - Land Use Concept	56
Figure 20. Street Network and Intersection Improvements	58
Figure 21. Active Transportation Network Improvements	61
Figure 22. Planned Mobility Hubs	63
Figure 23. Water Improvements Plan	64
Figure 24. Conceptual Sewer Improvements Plan	65
Figure 25. Stormwater Master Plan - Regional Geology	66
Figure 26. Water Use per Household	71
Figure 27. Energy Consumption per Household	71
Figure 28. Carbon Emissions per Household	72
Figure 29. SE Wilderness Way Main Street Conceptual Rendering	77
Figure 30. Integration of Housing, Trails, Trees, and Rock Outcrops	80

TABLES

Table 1. Proximity to Bend Destinations	8
Table 2. Estimate of Buildable Land in the Stevens Road Tract	20
Table 3. Meeting HB 3318 Affordable Housing Requirements	26
Table 4. Summary of Alternatives	43
Table 5. Housing Mix and Density (Market Rate)	44



01



Chapter 1

Introduction

PURPOSE

This Concept Plan demonstrates how future development of the Stevens Road Tract would be capable of meeting the requirements of House Bill (HB) 3318, passed by the Oregon Legislature in 2021. The bill provides an opportunity for the City to fast-track the planning process for the Stevens Road Tract to help meet Bend's critical need for more affordable and middle-income housing. The Concept Plan is fundamentally about taking action to address Bend's housing crisis. This Concept Plan is the first of several steps leading towards development. The public and decision makers will be involved in refining planning amendments and the more specific land use approvals for the site in the coming years.

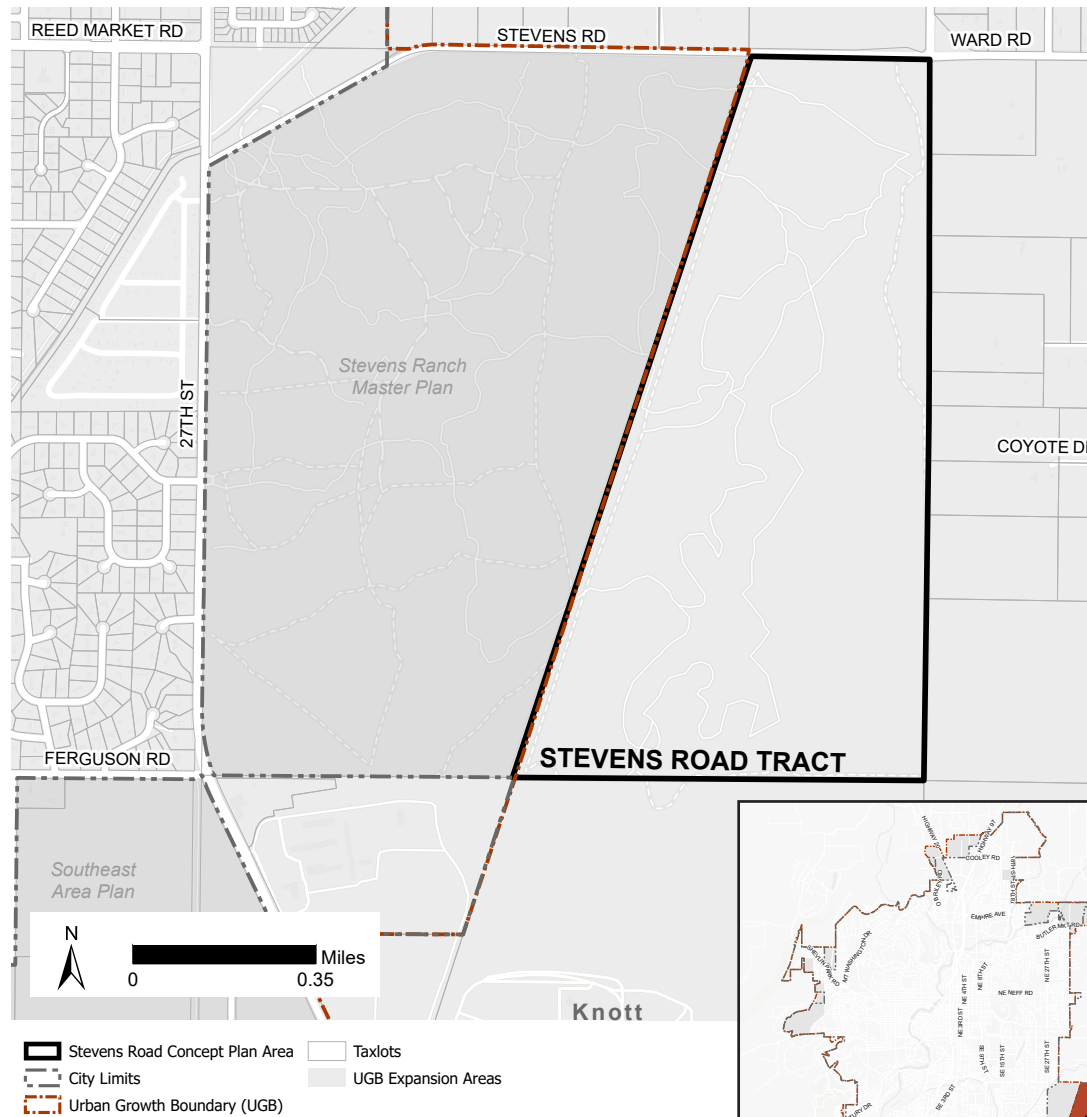
As required by HB 3318, this Concept Plan explains in general terms the expected amendments to the City's Comprehensive Plan, land use regulations, and zoning maps that will affect the development of the Stevens Road Tract upon its inclusion into the City's Urban Growth Boundary (UGB) and eventual annexation, including intended uses and zoning of the Stevens Road Tract. This Concept Plan also explains the factual basis and reasons for these expected Stevens Road Tract planning amendments.

The purpose of this Concept Plan is to illustrate the Stevens Road Tract property's potential to be developed into a complete, walkable, and inclusive community in Southeast Bend. The Concept Plan is intended to inform decisions by the Bend City Council and the Oregon Department of State Lands (DSL) regarding proceeding with subsequent planning steps and future development of this community.

EQUITY LENS

The Stevens Road Tract can help meet this City Council goal: "People who live and work in Bend can afford housing in Bend". The Concept Plan provides for the development of multiple types of housing for households of all income levels, including land dedicated to the development of affordable housing. Connecting affordable housing with robust low to no cost amenities such as open space, trails, and parks furthers an equitable land use pattern.

Figure 1. Site Location (Southeast Bend Context)



The Stevens Road Tract, the area covered by this Concept Plan, is 261 acres of land located southeast of Bend, adjacent to the current UGB and city limits. It is owned by the State of Oregon (administered by DSL), and bounded by Stevens Road to the north, a Deschutes County-owned property to the south, and the TransCanada natural gas transmission pipeline along its western border. Beyond the pipeline is the recently approved Stevens Ranch Master Plan area to the west.

This report is the “Conceptual Plan” as defined by Section 5 of HB 3318. It:

- “(a) Explains in general terms the expected Stevens Road planning amendments, including intended uses and zoning of the Stevens Road Tract; and
- (b) Explains the factual basis and reasons for the expected Stevens Road planning amendments.”

Figure 2. Site Location (City Context)

HOUSE BILL 3318

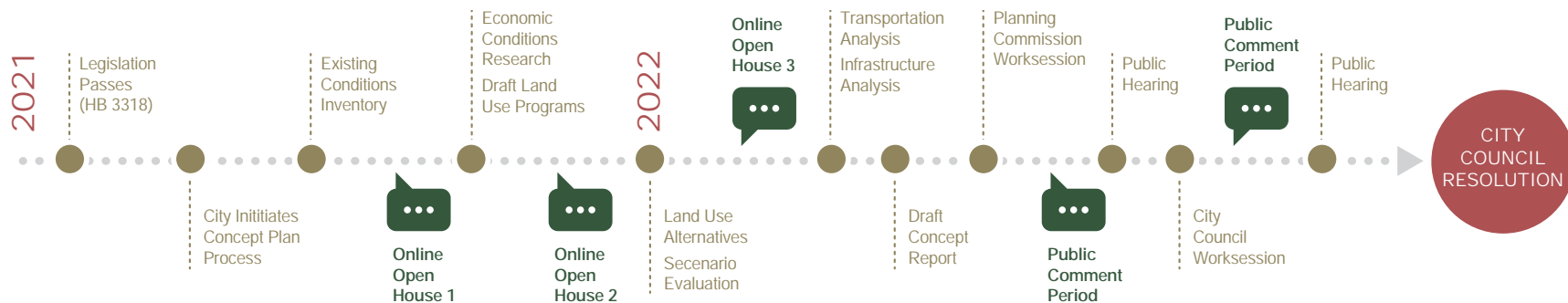
House Bill (HB) 3318 was passed by the legislature in 2021 to provide the opportunity to add 261 acres to Bend’s UGB. The bill requires that the resulting development be a complete community that includes affordable and workforce housing as part of walkable neighborhoods.

The standards and requirements for concept planning and future development include:

- Designating areas for recreational and open space uses, employment uses, and mixed-use development.
- Identifying significant historical, cultural, or natural resources on the property and land use regulations to protect those resources.
- Developing land use regulations that meet applicable wildfire resilience requirements.
- Ensuring adequate opportunities for all a mix of housing types, including:
 - Specific types and amounts of affordable housing (see below)
 - A range of market-rate housing, including “middle housing” types
- Ensuring that middle housing will be present on the site in greater proportions than as identified in the City’s Housing Needs Analysis
- A minimum density of nine residential units per gross acre
- Ensuring adequate capacity for water, sewer, and stormwater systems.
- Developing land use regulations to ensure the development of adequate infrastructure to support walking, bicycling, public transit, and motor vehicle movement while considering local transportation networks.
- Considering how urban services will be financed and developed.
- The plan must identify at least 20 net acres of land for affordable housing, including:
 - At least 12 net acres of land for homes that are affordable to households with incomes of 60% Area Median Income (AMI) or less of area median income.
 - At least 6 net acres of land for homes that are affordable to households with incomes of 80% AMI or less, and that are made available (to the extent permitted by law) to households in which at least one individual is employed by an education provider.
 - At least 2 net acres of land on which a minimum of 80% of the units developed are affordable to households with 80% AMI or less, and at least one net acre is made available (to the extent permitted by law) to households in which at least one individual is employed by an education provider.

Section 9 of HB 3318 establishes “Standards in lieu of goals” that the Concept Plan and subsequent planning amendments must meet. The standards are summarized here and throughout this report. See Technical Appendix A for the full text of Section 9 as well as findings of compliance with Section 9 requirements in Appendix J.

Figure 3. Process Diagram



PROCESS

The Concept Plan was prepared between October 2021 and June 2022. The process included multiple opportunities for public information and comment as well as collaboration with partner agencies.

Outreach included:

- Information on the project web site
- Press releases and email notification to community groups
- Online Open House #1: Existing conditions and guiding principles
- Online Open House #2: Plan Scenarios
- Online Open House #3: Plan Alternatives

- Collaboration with Bend Park and Recreation District, Bend-La Pine School District, Cascades East Transit, Deschutes County, DSL, Oregon Department of Land Conservation and Development, and Oregon Department of Transportation
- Public comment periods and opportunities for public testimony:
 - Before the Bend Planning Commission on May 9, 2022
 - Before the Bend City Council on June 1, 2022

A summary of public comments is included in Appendix B.

GUIDING PRINCIPLES

The following guiding principles were used to prepare this Plan. They were initially sourced from Bend's adopted Comprehensive Plan, Urban Form Background Report, Climate Action Plan, and Transportation System Plan (TSP). They were shared with the community in the first online open house for the Concept Plan.

The Stevens Road Tract guiding principles are to:

- Provide walkable access to amenities and services
- Provide opportunities for affordable housing
- Create opportunities to travel by bicycle, on foot, and by public transit
- Create a complete community
- Thoughtfully plan residential neighborhoods and employment districts
- Provide a variety of housing choices
- Preserve and enhance the natural environment
- Encourage urban-scale mixed-use development
- Minimize the risk of wildfire and other natural hazards
- Encourage compact development to reduce vehicle trips
- Provide east/west connectivity in Bend
- Locate high-density housing in areas with good transportation access
- Create connections to nature and recreation opportunities

02



LAND USE CONTEXT IN SOUTHEAST BEND

Southeast Bend is a mix of established lower-density neighborhoods and emerging new developments. The established character of the nearby Southeast Bend and Old Farm District neighborhood areas grew largely from the platting and development that occurred prior to their annexation into the city limits of Bend. These neighborhoods are comprised of primarily large (one-half acre or greater lots with single family detached homes).

Existing non-residential land uses in Southeast Bend are located closer to Reed Market Road and the 3rd Street corridor, with light industrial and mixed employment uses clustered south of Reed Market Road along American Lane. New commercial and mixed employment uses are approved in a Master Plan along 27th Street approximately a half mile from the Stevens Road Tract, and further south in the Southeast along Knott Road, east of SE 15th Street. Several non-residential uses are located south and west of the

Stevens Road Tract along 27th Street, south of Ferguson Rd, including the Deschutes County Road Department, Humane Society of Central Oregon, and Central Oregon Electric Cooperative. Infrastructure corridors and public land uses in the vicinity include the Burlington Northern Santa Fe (BNSF) railroad line west of SE 15th Street, the Deschutes County Landfill, and the TransCanada Natural Gas Pipeline that runs east and south through the eastern edge of the Southeast Expansion Area through High Desert Middle School and the High Desert Park site.

Southeast Bend is undergoing significant growth, guided by Bend's Comprehensive Plan, and more growth is on the horizon. Examples include many new housing developments, Caldera High School, Alpenglow Community Park, the Murphy Road extension, the Southeast Interceptor sewer line, future development of the Southeast Area Plan, and the Stevens Ranch Master Plan. (See Figure 8 on page 16)



Central Electric co-op.



Single-family residential subdivision.



Caldera High School. Credit: David Leath.

Figure 5. Land Uses Context



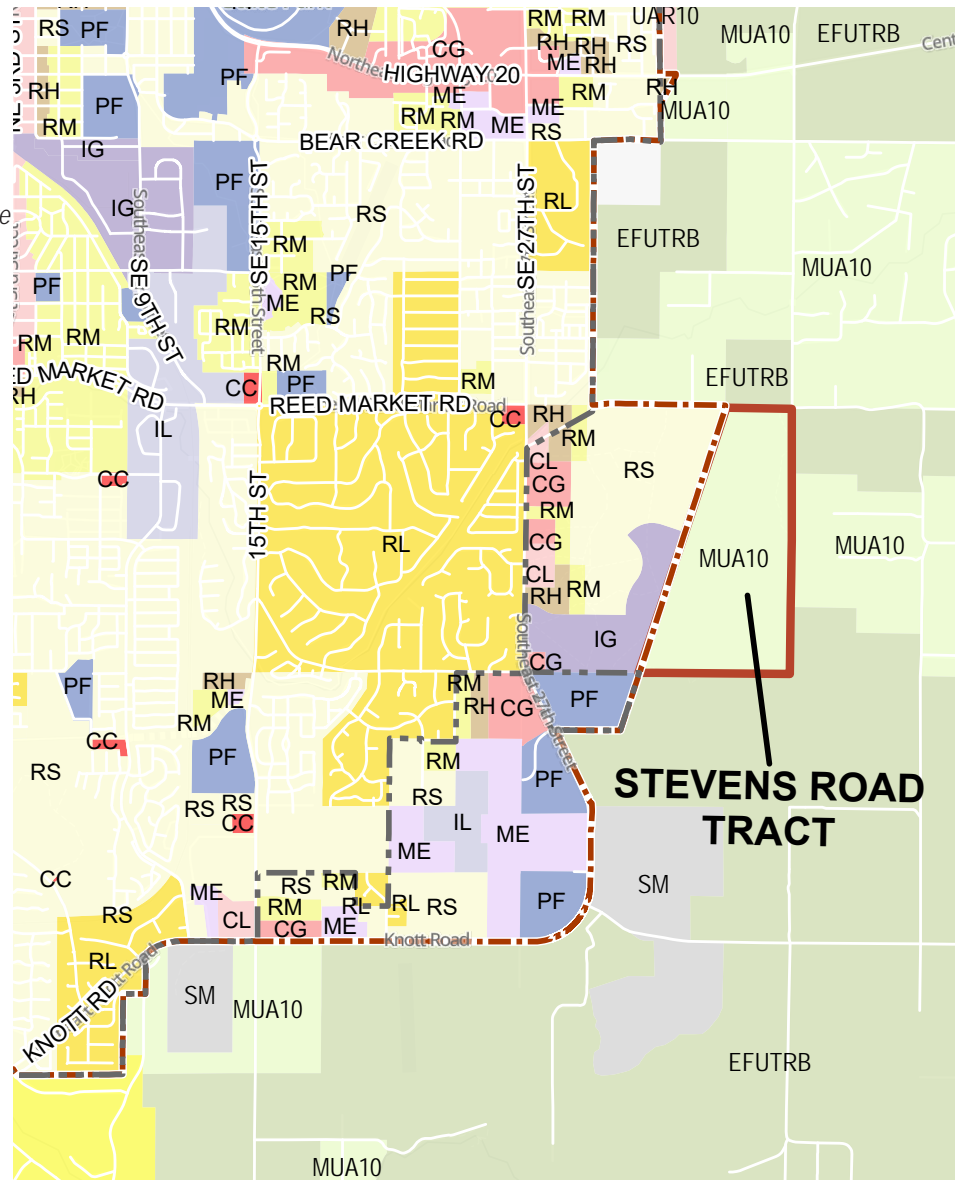
Figure 6. Zoning Designations

City of Bend Zoning

- CB - Central Business District
- CC - Commercial Convenience
- CG - Commercial General
- CL - Commercial Limited
- CN - Commercial Neighborhood
- IG - Industrial General
- IL - Industrial Light
- ME - Mixed Employment
- MN - Mixed Neighborhood
- MR - Mixed Riverfront
- MU - Mixed Urban
- PF - Public Facilities
- RH - Residential Urban High Density
- RL - Residential Urban Low Density
- RM - Residential Urban Medium Density
- RS - Residential Urban Standard Density
- UA - Urbanizable Area

Deschutes County Zoning

- EFU - Exclusive Farm Use
- F2 - Forest
- MUA10 - Multiple Use Agriculture
- RR10 - Rural Residential
- SM - Surface Mine
- UAR10 - Urban Reserve



CITY AND COUNTY LAND USE DESIGNATIONS

The Stevens Road Tract abuts the eastern boundary of the Bend UGB. The area within the UGB to the west of the Stevens Road Tract has been master planned as the Stevens Ranch Master Plan, and this report includes a description of that Master Plan. That Master Plan includes zoning to accommodate residential uses, commercial uses, some industrial uses, parks, and a school. The land immediately west of the Stevens Road Tract, abutting the natural gas pipeline, is zoned Standard Residential (RS) along the north and General Industrial (IG), along the south. A potential school site has been identified on the RS-zoned land. Further west within the Stevens Ranch Master Plan, the zoning includes Medium Density Residential (RM) and High Density Residential (RH), with land zoned Limited Commercial (CL) or General Commercial (CG) along 27th Street, south of Stevens Road.

The areas to the north and east of the Stevens Road Tract are outside of the Bend UGB and zoned Exclusive Farm Use-Tumalo/Redmond/Bend subzone (EFUTRB) or Multiple Use Agricultural (MUA10). These areas are developed with mostly rural residential properties, some larger properties with pasture, and several non-residential uses including the Bend Community Farm and the Bend Kitty Lodge to the east. The land to the south is zoned a combination of EFUTRB or Surface Mining (SM) and includes the Knott Landfill. Deschutes County owns the land to the north of the Knott Landfill, and there are no changes planned to either the EFUTRB or the MUA10 zoning at this time. Figure 6 illustrates the zoning designations of the City of Bend and Deschutes County in the vicinity of the Stevens Road Tract. See Technical Appendix C for additional information on the planning context of the Stevens Road Tract.

As a basis for the zoning designations of land outside the UGB, the Deschutes County Comprehensive Plan designations include agricultural and rural residential designations, reflecting historic uses and the County's implementation of statewide planning law. The County's rural residential plan designations are applied to rural residential properties and rural, large-lot subdivisions. The agricultural designation has been applied to larger properties, some which have irrigated pasture. Much of the land use pattern in the surrounding area was set before the adoption of the County's 1979 Comprehensive Plan, which implemented statewide planning law. (See Figure 7)

Within the UGB, the plan designations in Southeast Bend reflect zoning patterns both new and old. The newer City of Bend Comprehensive Plan designations are primarily in the two expansion areas known as Stevens Ranch Master Plan and the Southeast Area Plan (SEAP). Both have been planned as complete communities with the full range of residential designations (from high density to standard density),

commercial lands, and employment lands (from general industrial to light industrial to mixed employment). Parks and schools are planned in these future growth areas. The "older" designations reflect the development patterns in the county, as land was annexed into the city over time, generally in its presently developed state. Where rural subdivisions were previously developed and then annexed, the City's Residential Low designation has been applied. Other properties, developed in the last 10 to 20 years, have urban low and medium density zoning, developed with single dwelling homes. The US 20 and SE 3rd Street corridors are the primary commercial corridors in the vicinity.

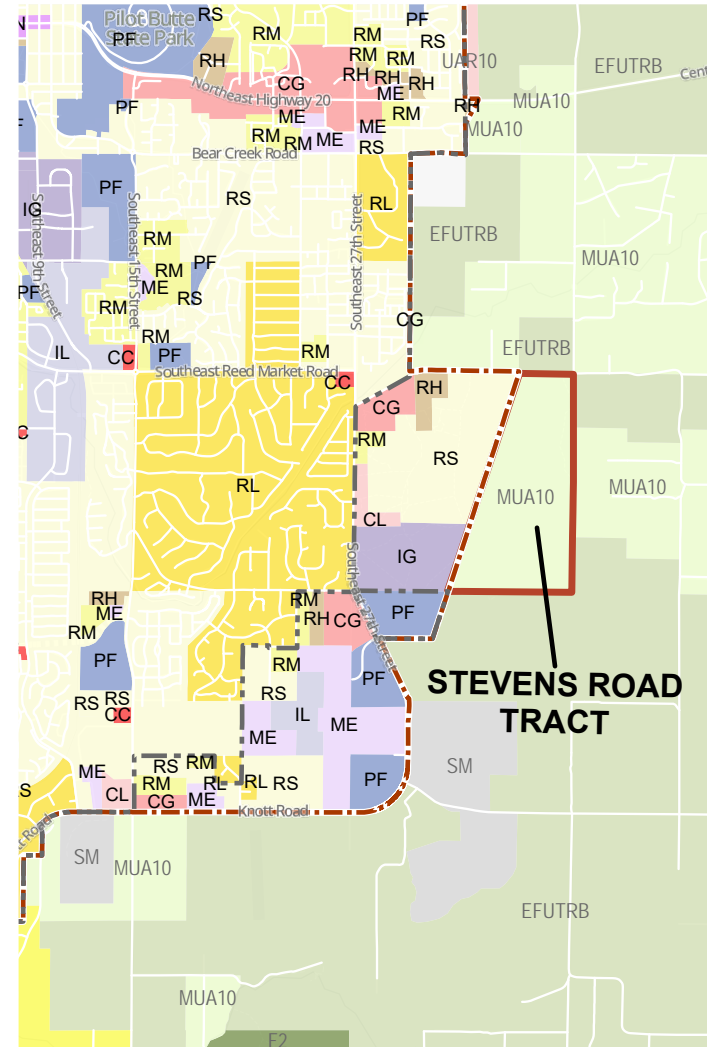
Figure 7. Comprehensive Plan Designations

**City of Bend
Comprehensive Plan**

- CB - Central Business District
- CC - Commercial Convenience
- CG - Commercial General
- CL - Commercial Limited
- CN - Commercial Neighborhood
- IG - Industrial General
- IL - Industrial Light
- ME - Mixed Employment
- MN - Mixed Neighborhood
- MR - Mixed Riverfront
- MU - Mixed Urban
- PF - Public Facilities
- PO - Professional Office
- PO/RM/RS - Split Designations
- RH - Residential Urban High Density
- RL - Residential Urban Low Density
- RM - Residential Urban Medium Density
- RM10 - Residential Urban Medium Density 10
- RS - Residential Urban Standard Density
- SM - Surface Mine

**Deschutes County
Comprehensive Plan**

- EFU - Exclusive Farm Use
- F2 - Forest
- MUA10 - Multiple Use Agriculture
- RR10 - Rural Residential
- SM - Surface Mine
- UAR10 - Urban Reserve



STEVENS RANCH MASTER PLAN

The area west of the Stevens Road Tract consists of a 382-acre tract added to the Bend UGB in 2016 and identified as the DSL Expansion Area in the Bend Comprehensive Plan. At that time, the State of Oregon owned the property and DSL managed it. The Comprehensive Plan included the DSL Expansion Area to provide land for housing, employment, a school site, and land for parks. In addition, the plan designations for the DSL property included both commercial and industrial land, including a 50-acre large-lot industrial site. The City adopted policies specific to the DSL Expansion Area to guide master planning for the entire property. (See Comprehensive Plan Policies 11-83 through 11-92, incorporated by this reference.)

After being included in the UGB, the State Land Board approved the sale of the tract to a development group who prepared what is now known as the Stevens Ranch Master Plan. In September 2021, the Bend City Council approved the Stevens Ranch Master Plan for that property. The adoption of the master plan included concurrent

adoption of a Special Planned District in the Bend Development Code. The Master Plan features:

- **Housing.** Approximately 237 acres of land for housing, with a capacity for 1,565 units.
- **Employment.** 138 acres of land for employment, including 92.73 acres of industrial development, and 50 acres for a large-lot industrial site. Approximately 46 acres of commercial land is designated that also has capacity for another 145 housing units.
- **Open Space.** 44 acres for parks and open spaces. The Stevens Ranch Master Plan (Special Planned District) outlines allowed land uses, development standards, and procedures for review of certain uses.

The Master Plan relies on a number of existing City land use districts as well as land uses and regulations specific to the Special Planned District. The Stevens Ranch Master Plan identifies the approved land use districts and approved street network for the abutting master plan area, providing both context and transportation network connection points for this Conceptual Plan. The following sections of this report outline how the concept planning for the Stevens Road Tract builds upon the adopted Stevens Ranch Master Plan.

Figure 8. Stevens Ranch Area

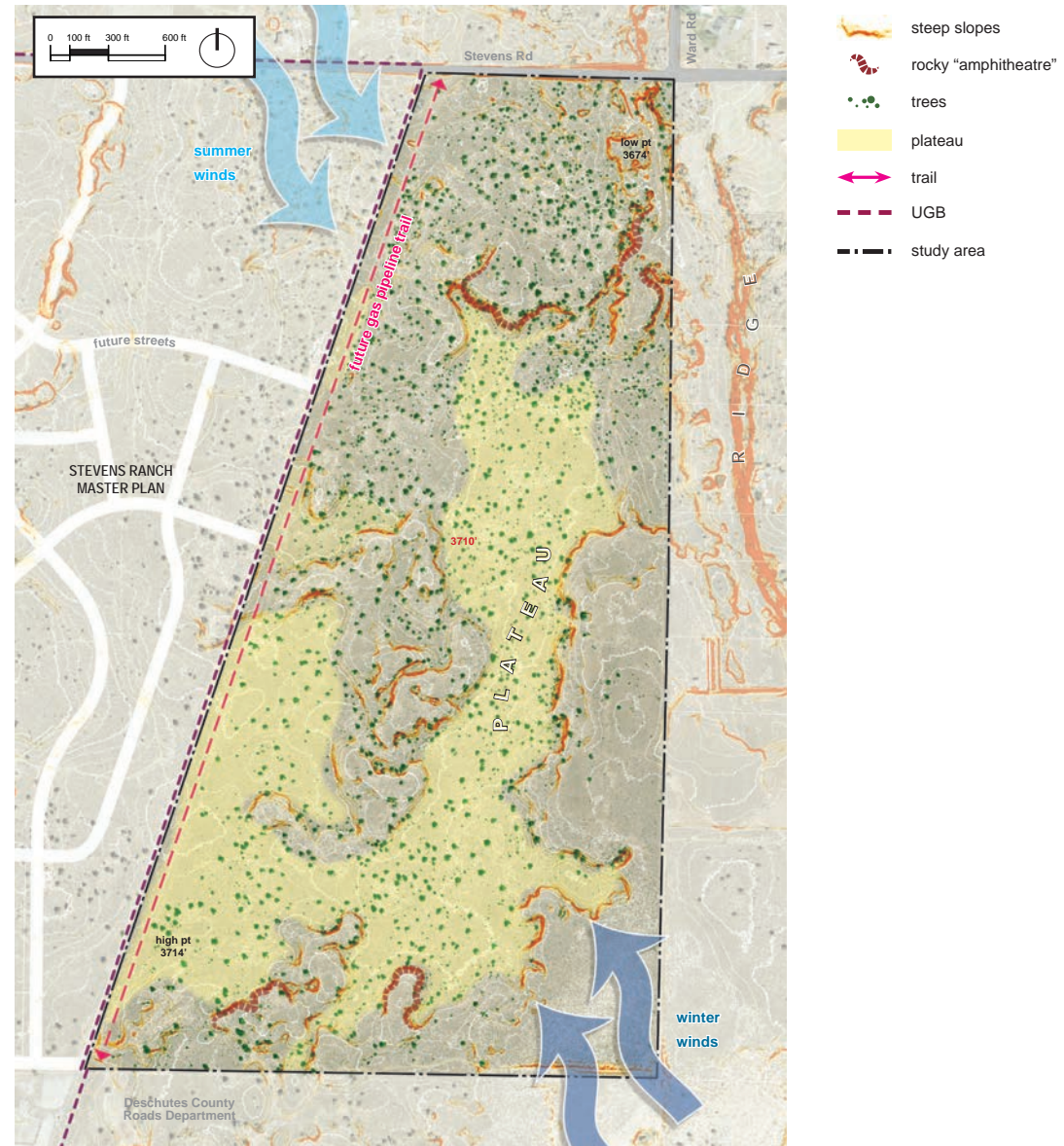


SITE CONDITIONS

The Stevens Road Tract is within the High Desert of Oregon, located east of the Cascade Range (in the central part of the state) and south of the Blue Mountains (in the eastern part of the state). The High Desert of Oregon covers approximately 24,000 square miles (62,000 km²), extending approximately 200 miles (320 km) from Central Oregon east to the Idaho border and 130 miles (210 km) from Central Oregon south to the Nevada border.

The Stevens Road Tract property today is undeveloped rural land with informal trail systems meandering through the site. It is comprised of scattered junipers and occasional ponderosa pine trees, with sagebrush and other low-coverage understory vegetation. There are rock outcrops that form localized high points and subtle ridges throughout the site, rising between approximately 10 and 20 feet above grade. When visiting the site, the team noted that some of the rock outcrops serve to shelter the wind and noise from adjacent areas, as well as an extensive and connected system of natural trails. Almost all of the

Figure 9. Natural Features and Conditions



Tract has been mapped within one soil mapping unit of the Natural Resource Conservation Service (NRCS) – Mapping Unit #59C, Gosney-Rock Outcrop-Deskamp Complex, 0 to 15% slopes. The native vegetation found with this soil complex includes: western juniper, mountain big sagebrush, antelope bitterbrush, bluebunch wheatgrass, Idaho fescue, and needle-and-thread.

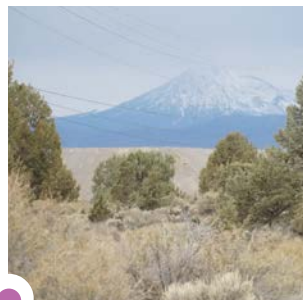
The low point on the property is 3,674 feet in elevation and the high point is 3,714 feet. From the high areas of the site, there are views west to Mt. Bachelor, Broken Top, and the Three Sisters; north to Pilot and Powell Buttes; and south to Paulina Peak. A significant ridge is located about 400 feet east of the site's east boundary. The ridgeline and rural homes on that ridge top form the horizon in that direction.

EQUITY LENS

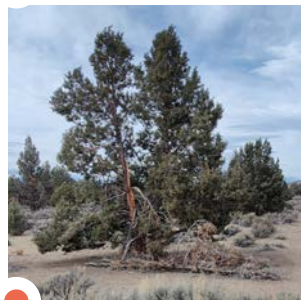
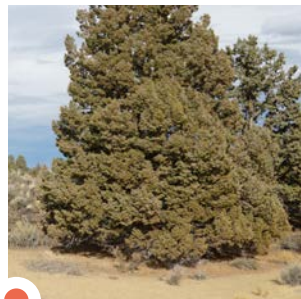
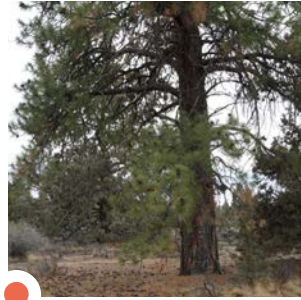
The natural beauty of the site – key trees, outcrops, views – should be retained so they can be enjoyed by all in the future. Parks and open space provide a great opportunity to retain these special features for all members of the community. Locating multifamily and affordable housing in prime locations with close proximity and access to parks and open space, ensures equitable access and opportunity for all to enjoy the natural features that make this area unique.

Figure 10. Site Conditions

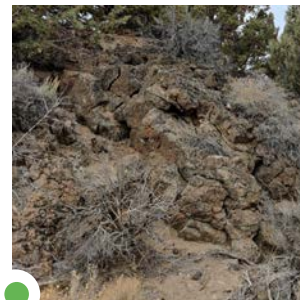
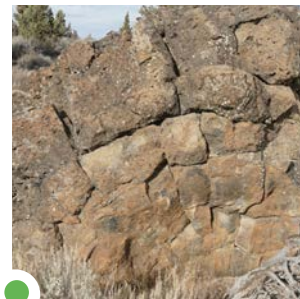
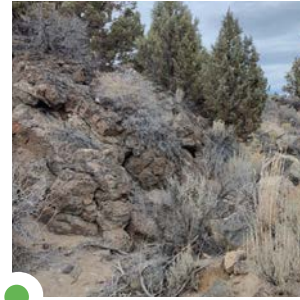
Mountain Views



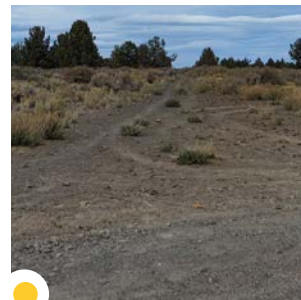
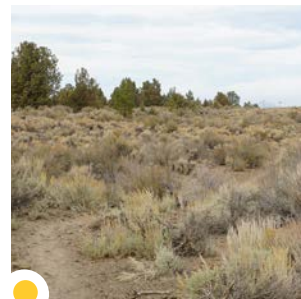
Mature Trees



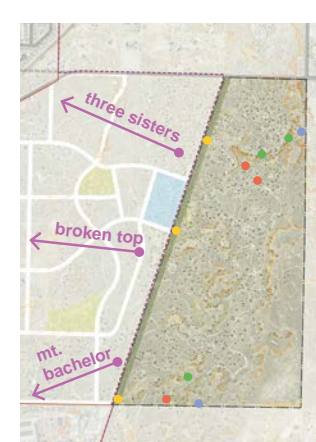
Rock Outcrops



Gas Easement Trail



Powerline Easements



BUILDABLE LAND INVENTORY

A Buildable Land Inventory (BLI) was prepared to analyze how many acres of the site are suitable for building.

The analysis used methodologies and data sources consistent with the BLI for rest of the City of Bend, as initially established during the 2014-2016 UGB update process. See Technical Appendix D for the BLI memorandum.

The gross area of the property is 261 acres. The natural gas line easement comprises 13 acres. Other than that easement, the site does not have

physical constraints that need to be deducted to estimate the amount of buildable land, assuming that the localized rock outcrops and similar small features will be integrated into the future development. The BLI method deducts 20% of land for future right-of-way, consistent with previous analysis of typical amounts of right-of-way in urban areas of Bend. Table 2 is the summary of the BLI, with an estimate of 198 net buildable acres on the site.

Table 2. Estimate of Buildable Land in the Stevens Road Tract

Total Gross Acres	261
Constrained Acres (pipeline easement)	13
Unconstrained Acres	248
Acres Set Aside for Future Public ROW (20% of the unconstrained acreage)	50
Net Buildable Acres	198

HISTORICAL AND CULTURAL INVENTORIES, PROTECTION, AND PRESERVATION

HB 3318 requires future planning amendments to include: “(a)n inventory of significant historical artifacts, cultural sites and natural resources” (see Section 9(1)(a) of HB 3318). This conceptual plan must address, in general terms, the expected planning amendments that will include such an inventory, among other things. The team reviewed the Deschutes County Comprehensive Plan and consulted with the Confederated Tribes of Warm Springs (CTWS) and DSL for existing inventories of, and background information on, historical and cultural resources. The results of this work are presented in Technical Appendix E (see Stevens Road Concept Plan – Historic, Cultural, and Natural Resources).

Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) requires cities and counties to inventory, evaluate, and protect significant historic and cultural resources. Because the site is presently under Deschutes County’s jurisdiction, the County has had the responsibility for examining the site for Goal 5 resources to date. State and federal laws administered through the State Historic Preservation Office (SHPO) may also apply as development and planning for the site continue, and the City may be required to consult with SHPO for compliance.

EQUITY LENS

Planning will continue to include consultation with the Confederated Tribes of Warm Springs and key policies have been identified to ensure preservation of significant historical artifacts and cultural sites, acknowledging the people who have historically lived and worked on this land.

The following are the key findings from research and consultation regarding historic, cultural, and natural resources:

- There are no designated Goal 5 historic resources on the site. There are no existing buildings or structures on the Tract.
- The County's Comprehensive Plan does not identify any inventoried Goal 5 cultural resources on the Stevens Road Tract. DSL has compiled a report of prior archaeological surveys, the most recent of which was completed in 1996. The record of archaeological surveys, including the 1996 survey, did not cover the entire tract. CTWS recommended a full archaeological survey of the entire 261 acres, and advised the City on also preparing an inadvertent discovery plan for artifacts and remains that may be discovered during excavation and/or earth movement.

Based on research to date, the City has identified potential planning amendments in general terms; see the callout box for this section.

For the future Stevens Road Tract planning amendments, the City anticipates adopting policies to:

- Require a pedestrian archaeological survey of the property that also inventories any locations where artifacts and/or remains are found and provides for addressing any later-discovered artifacts or remains
- Protect significant cultural resources inventoried in an archeological survey of the Tract
- Require on-going consultation with the Tribes and SHPO as development is planned for
- Address situations where artifacts or remains should be left undisturbed, including through the design of open spaces at those locations
- Reference relevant state and federal regulations regarding the discovery of artifacts and/or remains during construction activities

WILDFIRE PLANNING AND DEVELOPMENT REQUIREMENTS

Section 9(1)(d) of HB 3318 pertains to compliance with wildfire planning and development requirements, due to the history and impact of wildfire on the areas surrounding Bend. To address this requirement, the City prepared the report in the Technical Appendix F titled Wildfire Considerations for Stevens Road Tract Concept Plan.

To address wildfire, the City consulted Statewide Planning Goal 7 (Areas Subject to Natural Hazards) as well as recent legislation passed in 2021, SB 762. Note, however, that the standards of Section 9 of HB 3318, and not the Statewide Planning Goals, apply to planning for the Tract. The City also consulted a number of past planning efforts aimed at reducing the risk and impacts of wildfire, including resources that present best practices for development in and near areas subject to wildfire.

Based on City staff's review of these sources, the following outlines several broad categories of best practices that should be included in the land use regulations for the Stevens Road Tract, in general terms:

- **Defensible space.** Involves fuels reduction, vegetation management, and fire-resistant landscape materials within certain distances of buildings and structures.
- **Development pattern.** Potentially includes larger setbacks between buildings and around the perimeter of the Tract. The development pattern needs to consider access for firefighting equipment and vehicles and planned routes for evacuations, road signage, and access to water for fire suppression.
- **Construction materials.** Focuses on building materials such as fire-resistant roofing materials, spark-arresters in chimneys, and fire-resistant materials for fences and decks.
- **Land uses.** Includes potential development regulations intended to keep certain critical land uses (e.g., hospitals and schools) out of harm's way and in locations with adequate firefighting access and closer to evacuations routes. Strategically locating other uses that can be developed in a fire-resistant manner, e.g., housing, open spaces, and trails.

For the future Stevens Road Tract planning amendments, the City anticipates adopting policies to:

- Require that the master plan describe how wildfire planning and development best practices have been incorporated.
- Comply with applicable local and state wildfire planning and development requirements, including requirements in the statewide planning goal related to natural disasters and hazards, and best practices, such as those outlined in *Community Wildfire Safety Through Regulation: A Best Practices Guide for Planners and Regulators* (2013).





Chapter 3

Land Needs and Opportunities

This chapter summarizes technical memoranda that were prepared to support this Concept Plan and provide a factual basis for future planning amendments. The technical documents are included in their entirety in the Technical Appendix. Chapter 5 (Concept Plan Alternatives) describes how estimated land needs are met in each of the alternatives.

RESIDENTIAL LAND FOR AFFORDABLE HOUSING

Note: This section is a summary from: "Bend Stevens Road Tract Concept Plan: Affordable Housing Memorandum," January 25, 2022, by ECONorthwest. Please see the Technical Appendix G for the full memorandum.

MEETING HB 3318 AFFORDABLE HOUSING REQUIREMENTS

Section 9(2)(A) of HB 3318 requires the following acreages, income levels, and priorities for affordable housing:

Table 3. Meeting HB 3318 Affordable Housing Requirements

Part	Acreage (min)	Income Level	Other Requirements / Provisions
A	12 net acres	60% AMI ¹	Income averaging up to an average of 60% AMI consistent with state and federal LIHTC requirements allowed
B	6 net acres	80% AMI	Must give priority (to the extent permitted by law) to households where at least one person is employed by an education provider
C	2 net acres	80% of units at 80% AMI	At least 1 net acre must give priority (to the extent permitted by law) to households where at least one person is employed by an education provider

¹ Area Median Income

The following descriptions provide considerations for planning amendments that will be necessary to implement each of the affordable housing requirements noted above.

PART A: 12 ACRES AT 60% AMI OR LESS

The lowest-income units required by HB 3318 are likely to be in multifamily family apartments partially financed through the Low Income Housing Tax Credit (LIHTC) program. LIHTC is the primary tool in the United States for developing and preserving income-qualified affordable housing. While it is possible that a portion of the 12 acres may obtain a 9% LIHTC award, it is highly unlikely that all 12 acres would qualify for a 9% LIHTC award under the policies and practices in effect in 2022. The 9% LIHTC program is highly competitive, with the Oregon Housing and Community Services Department only allocating these credits to less than 20 projects statewide each year. LIHTC funds do not cover all development costs and are typically combined with other funding sources.

It is more likely that affordable housing development would utilize the 4% LIHTC program. Even though 4% LIHTC credit projects tend to be larger, a 12-acre project is unlikely. Instead,

the 12 acres will likely be broken into two to three projects that are phased over time in increments of 4 to 6 acres each. This ensures that the projects do not compete against each other for LIHTC funding and makes it more likely that the City will be able to help close the financing gaps associated with LIHTC affordable housing development. Parcel configurations reflecting this approach are presented in the land use alternatives later in this Concept Plan.

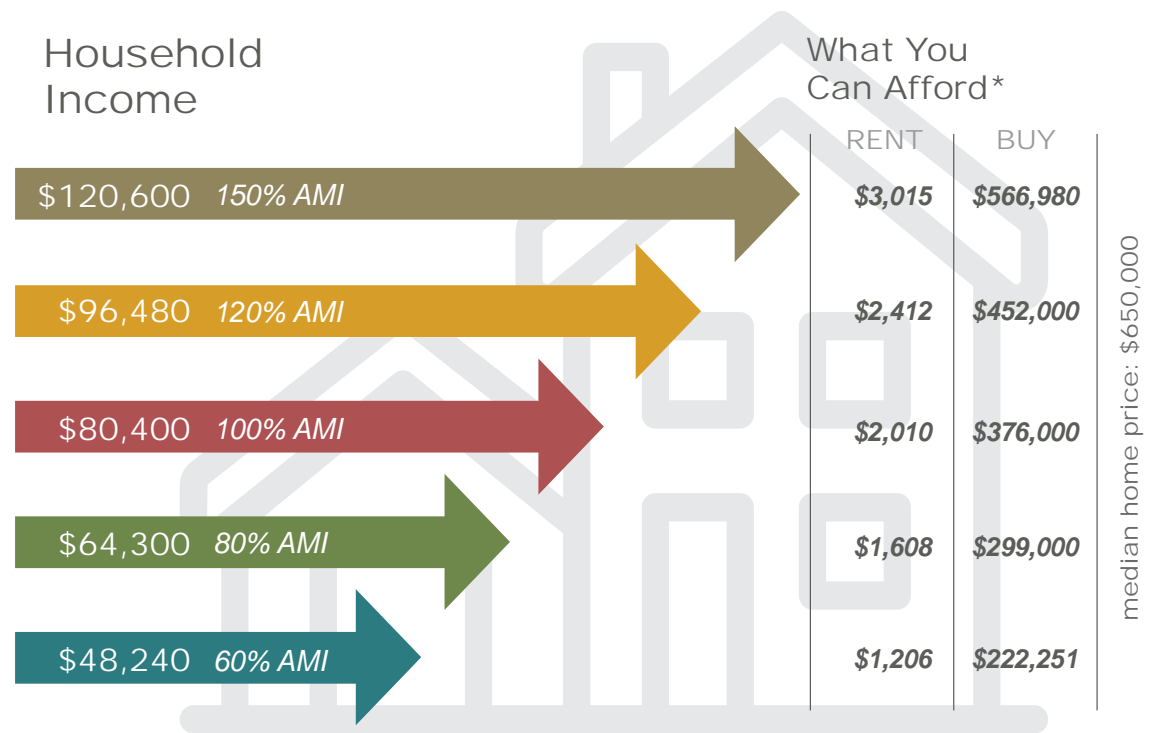
EQUITY LENS

About 14% of the net residential land will be for housing serving people with incomes of 80% AMI or lower. This requirement, along with the variety of housing types allowed and requirement for more middle and multifamily housing options than other UGB expansion areas, will provide greater options for lower cost housing.

The City can play an important role in making LIHTC development more viable in several ways:

- Nearly all 4% LIHTC projects require other funding sources to make development possible, and the growing cost of construction means that State and local governments must play a larger role in funding to make development financially feasible. The City’s financial incentives and local funding can help fill funding gaps for these projects.
- Parking is a major hurdle for LIHTC developers. In Bend, a parking reduction from 1.5 stalls per unit to 1 stall per unit is provided for multifamily units restricted to 60% AMI or less, though this may still be higher than needed. Parking reductions and shared parking opportunities across uses and facilities can reduce parking’s impact on the cost to build affordable housing and the number of units that can be built on the 12 acres.

Figure 11. Housing Affordability



* Numbers based on 10% down payment, 3.94% interest over 30 years, mortgage insurance, no HOA, 630-689 credit score and no debt.

PART B: 6 ACRES AT 80% AMI OR LESS, WITH PRIORITY TO EDUCATORS

Delivering Housing Affordable at 80% of AMI

Providing housing at 80% AMI is typically quite challenging. Middle-income units usually lack adequate subsidy programs to deliver housing to households with these incomes. There are several potential options for this land, but all have challenges:

- The LIHTC program allows for income averaging, which can enable some units at 80% AMI, provided that the entire project averages 60% AMI. This means that some units may be leased at 80% AMI, but then other units would need to be reserved for very low-income households at 40% AMI. This means that the 6 acres at 80% of AMI could be provided through an additional LIHTC project.
- Housing offered in a manner that gives priority to households in which at least one individual is employed by an education provider over other households has not been developed to date in the city. In other states,

school districts have occasionally developed housing prioritized for households consisting of district employees. Implementation of this priority will take collaborative efforts between the City, DSL, and other stakeholders in the area, and may also require changes to state law to clearly support implementation of this priority. Agreements between the City and DSL commit the City to implementing this priority, to the extent permitted by law, through the use of restrictive covenants and agreements with potential future developers.

HB 3318 requires the land for affordable housing be conveyed to the City, so the most likely and straightforward development scenario is affordable units developed on designated acreage.

EQUITY LENS

To preserve land for and develop the amounts and types of affordable housing prescribed by the Bill and described in this Concept Plan, the City will pursue:

- An intergovernmental agreement addressing how the land planned for affordable housing would be conveyed to the City of Bend at a price per acre established under Section 4(2)(b) of the bill.
- Legal instruments to ensure the implemented affordable housing units will be preserved for a period of no less than 50 years (or 99 years in the case of the educator housing) as affordable to own or rent at their designated levels of affordability.
- Planning amendments and the Option Agreement recorded against the Stevens Road Tract will prescribe the land designations and locations for affordable housing. This will ensure ongoing coordination with the City and eventual land owner.

PART C: 2 ACRES WITH 80% OF UNITS AT 80% AMI OR LESS, WITH PRIORITY TO EDUCATORS ON 1 ACRE

As noted above, delivering housing that is affordable at 80% of AMI can be a challenge. The acreage requirements for this section of the bill were designed based on an affordable homeownership model used by a local community land trust, in which one in five units is available to households earning up to 120% of AMI and the remainder are restricted to households earning up to 80% of AMI. While a rental model may be possible, it is unlikely given available financing models. Instead, this acreage is assumed to be delivered as deed-restricted affordable homeownership. Market-rate developers would be unlikely to take on this type of development, given the challenges associated with delivering and maintaining affordable homeownership (e.g. determining whether a household can both income qualify and be approved for a mortgage while providing an adequate down payment to purchase the home and determining how much to restrict the resale price so that other 80% AMI

households can purchase the home in the future). Nevertheless, public funding for the development of homeownership units may be limited and a Community Land Trust (CLT) may also find it challenging to leverage non-public funds to construct these units. This land will also be subject to the challenges identified above related to prioritizing housing for households in which at least one individual is employed by an education provider. Agreements between the City and DSL commit the City to implementing this priority, to the extent permitted by law, through the use of restrictive covenants and agreements with potential future developers.

The provision of land for affordable housing was a key factor in the passage of HB 3318 in 2021. The inclusion of this type of development helps meet Bend's economic development goals and responds to the community's priority of housing affordability.



LAND FOR EMPLOYMENT AND MIXED USE

The potential development of employment lands within the Stevens Road Tract area was evaluated prior to preparing land use programs and alternatives. The following is a summary from the evaluation.¹

Based on a review of the City's Economic Opportunities Analysis and employment growth trends, the City forecasts a need for 10-38 additional acres of industrial land within the Bend UGB. The Stevens Road Tract property is an opportunity to accommodate some or all of this need.

INDUSTRIAL USES

Development of industrial uses is likely to be predominantly light manufacturing and other light industrial uses, as well as some mixed employment with some office users in flex spaces (see Technical Appendix I: Market Analysis). These uses may include small-scale manufacturing or distribution, showrooms, and other

light industrial users that may also need office space (i.e., flex space). The sizes of sites for industrial land in the Tract should allow small sites (2 to 5 acres) to medium-sized sites (5 to 25 acres) based on statewide trends in demand for light industrial land, recent market trends for industrial land in Bend, and opportunities for larger-lot industrial development in nearby areas (e.g., Stevens Ranch).

The Stevens Road Tract may accommodate 38 acres of industrial land (the identified deficit of industrial land for the entirety of Bend) over the long-term growth of southeast Bend but a smaller amount of industrial land (10-20 acres) may be more reasonable for the reasons summarized below (see Technical Appendix I: Market Analysis). The Stevens Road Tract is relatively close to larger tracts of industrially zoned land that have direct access to 27th Street (see Stevens Ranch Master Plan), or that are located within the Southeast Area Plan. If industrial development occurs as quickly as is forecast in the

City's adopted Economic Opportunities Analysis (EOA), then Bend may need more industrial land in the southeast part of the city, consistent with the City's estimated 38-acre deficit of land. Bend may have less demand for industrial land if industrial employment grows more slowly than forecast in the adopted EOA, existing industrial land use intensifies, or redevelopment occurs. Given these uncertainties and the limitations for industrial development related to location and amount of industrial land in adjoining lands to the west, it may be more reasonable to assume a smaller amount of industrial development (10-20 acres) for the Stevens Road Tract. This finding is also based on the somewhat more remote location of the site and presence of large amounts of industrial immediately to the west in Stevens Ranch along 27th Street.

Within the Tract, industrial land should be located near other existing or planned industrial uses outside of the area, such as adjacent to the planned industrial land

¹ Please see the Technical Appendix H for "Bend Stevens Road Tract Concept Plan: Employment Land Assumptions", January 28, 2022, by ECONorthwest.

in the Stevens Ranch Master Plan and industrial-compatible uses near the site (e.g., County Road Department facilities and undeveloped County land north of Knott Landfill), to reduce conflicts with residential uses. Other considerations for where industrial land should be located within the Tract include the presence of facilities outside of the study area that are compatible with industrial uses, such as the County’s road facilities and undeveloped County land north of the Knott Landfill. In addition, industrial land in the Tract should have direct access to major roads planned within the Tract.

COMMERCIAL AND MIXED USES

Development of commercial and mixed uses are likely to be predominantly locally serving commercial uses, such as retail, personal services, small offices that serve local residents (such as

doctor’s offices), restaurants or coffee shops, wellness/lifestyle businesses, small retail stores, and other local services. Commercial land for retail, services, or office uses should be located near planned higher-density housing such as multifamily housing and affordable housing. The commercial area could be developed as a neighborhood center or main street. Office uses may be mixed with retail in smaller buildings or grouped in one building. The commercial businesses should also be visible along a road or intersection that serves the Tract and to allow for easy access for those who do not live in the plan area but may live nearby. Additional considerations are proximity to worker amenities such as open space and trails. ECONorthwest estimated that the Stevens Road Tract Concept Plan can accommodate 2.5 to 5 acres of locally serving commercial uses in a main street or neighborhood

center format. These uses may not have an anchor store but if there is an anchor store, the commercial area may be the larger size. The City’s commercial zones allow for residential and other uses. The commercial land demand cited here is also land for mixed-use development. The same is true for lands that would be designated Mixed Employment, as that zoning district allows for mixed use.

In 2021, the Bend City Council adopted the Southeast Area Plan, an area plan for the “Elbow” (a.k.a. the Southeast UGB expansion area). That decision included concurrent changes to the Comprehensive Plan Map for certain properties and required the City to replace 38 acres of industrial land and 28 acres of commercial land. The Stevens Road Tract property is an opportunity to replace some, but not all, of the shortage. Planning amendments for the Stevens Road Tract will need to identify the number of acres for commercial, mixed use, and industrial zoning for the subsequent master plan.

MARKET ANALYSIS

REAL ESTATE MARKET TRENDS

When COVID-19 first hit Central Oregon in the Spring of 2020, commercial real estate transactions almost came to a halt. Commercial real estate in Bend saw some small declines in rents and increases in vacancies. However, by the fourth quarter of 2020, conditions had improved with rents either back to previous levels or higher while vacancies kept dropping for some commercial real estate products.

- **Office:** Although rents softened in 2020, the office submarket in Bend rebounded quickly with higher rents by the fourth quarter of 2020. Since 2017, office rents have increased 21%, while vacancy rates have risen slightly as new office space is delivered and COVID-19 still impacting return to work for most people in the workforce. Despite lingering COVID-19 impacts, office demand has remained strong, and the relatively low vacancy rate has resulted in upward rent pressures indicating increasing demand for

office space in the Bend market. New office construction tends to be in small- to medium-scale development, between 5,000 to 20,000 square feet in size. New office space is indicative of Bend's employment trends, which feature many small businesses (averaging nine employees or less) and those that demand small flexible workspaces.

- **Retail:** Rents softened somewhat in 2020; however, they have exceeded pre-COVID-19 levels with a return to normal activity in the retail sector. The retail submarket gained strength in the past few years as rents have increased and vacancy rates have remained very low. This trend in the retail market suggests a constrained supply of retail space with potential demand for additional retail space. New retail construction in Bend generally tends to be multi-tenant, strip retail buildings built either as stand-alone or grouped with other retail buildings. New retail buildings in

Bend average from 3,000 square-foot stand-alone buildings up to 30,000 square-foot multi-building strip retail.

- **Industrial:** Demand for industrial space has almost outstripped supply in existing industrial parks and locations. High demand for industrial space has pushed vacancy rates to very low levels and created upward pressures on rent. Industrial rents have increased 60% since 2017—the greatest increase across all commercial real estate in Bend. The higher lease rents are typically for newer industrial space or highly improved spaces with offices or some retail component within industrial buildings.
- **Flex²:** Flex rents increased 30% since 2017. A strong demand for flex space has pushed vacancy rates to the very low level of 1.9% in the third quarter of 2021. Rising rents and very low vacancy rates indicate a demand for additional flex space in Bend.
- **Multifamily:** Strong demand for multifamily housing fueled rent increases in recent years. Multifamily rents were at a 12-year high of \$1.89 per square foot in the third quarter of 2021. Vacancy rates remained healthy as hundreds of multifamily units were constructed and quickly leased up.

² According to CoStar, the market data source for this section, Flex is defined as: “A type of building(s) designed to be versatile, which may be used in combination with office (corporate headquarters), research and development, quasi-retail sales, and including but not limited to industrial, warehouse, and distribution uses. At least half of the rentable area of the building must be used as office space. Flex buildings typically have ceiling heights under 18’, with light industrial zoning. Flex buildings have also been called Incubator, Tech and Showroom buildings in markets throughout the country.” (<https://www.costar.com/about/costar-glossary>)

MARKET POTENTIAL FOR STEVENS ROAD TRACT CONCEPT PLAN

Commercial and Employment Land Demand

- **Office:** Demand for office space in the Stevens Road Tract will come from overall employment growth in Bend for office-oriented businesses and demand for workspaces and medical offices close to where people live. This could include office space that allows for collaborative and shared work environments, which is typically mixed and complemented with other uses such as retail. Similar to Northwest Crossing, the area could support commercial mixed-use development integrating retail and office space within a building, with office uses located either on the ground floor or second floor. The area can also support small-scale, neighborhood-serving office businesses such as medical and dental offices, accountants, insurance, and real estate offices that serve surrounding residential uses. These businesses may be in small buildings within a commercial area or (for a medical office) a larger complex in an area with better transportation access.

- **Retail and Personal Services:** Retail demand, including personal services, will be based on new housing in the area, as other areas closer to presently developed areas are better positioned to serve existing residents. A limited amount of neighborhood-serving retail space for personal services, wellness/lifestyle businesses, and eating and drinking establishments can be supported by future residential uses. These retail businesses are most likely to be built as a small neighborhood commercial center or part of a main-street type retail development. The area could also potentially support a neighborhood-serving pharmacy or similar business as an anchor tenant to the commercial center.
- **Industrial and Flex:** Market trends indicate increasing demand for industrial and flex space that allows for a mix of employment uses such as light manufacturing, light industrial, and limited retail and office uses. The Stevens Road Tract could support small-scale, mixed-employment uses provided it is developed with good

access to SE 27th Street because these uses typically require access from higher-classification roadways, with direct and suitable access for larger vehicles. The area's lack of transportation access to state highways and major roadways will limit the attraction of traditional industrial uses in the area such as warehouses and distribution centers, which require good freight access and connections.

Overall, there is likely demand for a small (2- to 5-acre) retail-focused commercial area complemented by roughly 10-38 acres of employment land that can accommodate office, flex, light industrial, and commercial uses.

Residential Land Demand

HB 3318 requires the area to be planned with a mix of housing types, ranging from single family homes up to high-density housing, that are affordable to residents at different incomes levels.

- **Single Family:** Population and household growth in Bend will likely continue to support demand for single family housing for the foreseeable future. Newer residential development has tended to favor smaller lots, and this is likely to be the case in the Stevens Road Tract as well.
- **Middle Housing:** While there has been relatively little middle housing development in Bend to date, with regulatory barriers being removed, more is likely to occur going forward. The most likely forms of middle housing for the Stevens Road Tract are for-sale townhouse-style attached housing³ and cottage cluster housing (see Technical Appendix I: Market Analysis). The market could support anywhere from a small percentage of units (e.g., roughly

10%, as in Northwest Crossing) or a higher percentage (up to about 25%) as some other new growth areas around the state have seen.

- **Multifamily:** Market trends indicate the area is likely to support 3- to 4-story apartments with surface parking. These would likely range between 100 to 200 units each. The market may support one to three apartment developments in this area, depending on how demand for multifamily development changes over time.

“Middle housing” means duplexes, triplexes, quadplexes, cottage clusters, and townhouses.

³ This could include duplexes, triplexes, or fourplexes where units have common walls and are sold individually through a middle housing land division.

RECREATIONAL AND OPEN SPACES

Recreational opportunities and open space were identified as key components in the conceptual planning for the Stevens Road Tract. Working in close coordination with Bend Park and Recreation District (BPRD), the three Concept Plan Alternatives were created to ensure adequate parks, open space, trails, and recreational opportunities for the existing community and future residents of this area.

The adopted 2018 BPRD Comprehensive Plan calls for a target of 7.85 acres of neighborhood and community parks per 1,000 residents and a neighborhood or community park within a ½ mile walking distance from most homes. Additionally, trails – as both recreational amenities and longer-distance transportation routes – are identified as important recreational and functional parts of the parks system. The three Concept Plan Alternatives for the Stevens Road Tract provide different options aimed at meeting these targets. Specifically, Alternatives 2 and 3 provide a community park

that would bring BPRD closer to meeting their specific Comprehensive Plan level of service targets.

All of the Concept Plan Alternatives for the Stevens Road Tract include areas designated for recreational and open space per HB 3318 Section 9(b). As seen in Figure 12:

- Alternative 1 provides two smaller, 6-acre neighborhood parks, 10 acres for trail corridors, and 4 acres for other open space – for a total of 26 acres (10% of the site).
- Alternative 2 provides one larger, centrally located 20-acre community park, adjacent to the proposed pipeline trail and a future school site planned in the neighboring Stevens Ranch Master Plan Area. Additionally, it provides 10 acres for trail corridors and 3 acres for other open space – for a total of 33 acres (13% of the site).
- Alternative 3 provides the largest park, a 29-acre, centrally located community park also adjacent to the proposed pipeline trail and a

future school site planned in the neighboring Stevens Ranch Master Plan Area. Additionally, Alternative 3 provides 7 acres for trail corridors and 3 acres of open space, for a total of 39 acres (15% of the site).

The park(s) would be developed to provide opportunities for a mix of active (e.g., ball fields and playgrounds) and passive recreational activities (e.g., trails and open space).

BPRD's Comprehensive Plan also identifies a planned trail that runs along the TransCanada pipeline. Consistent with the BPRD Comprehensive Plan, all three Alternatives use the existing TransCanada pipeline easement as an opportunity for a trail and open space corridor. Additionally, all of the Alternatives also include a potential loop trail system, with some variation of trail alignments, as seen in Figure 12.

EQUITY LENS

Each alternative creates the densest concentration of formalized Bend Parks and Recreations trail systems in Southeast Bend. Alternatives 2 and 3 provide a new Community Park which will create a new amenity that will serve existing residents to the west and east, and new residents of the Stevens Road Tract. These systems provide much needed recreational opportunities to those who may not be able to afford to travel to other areas for recreation and open space.



Figure 12. Parks, Trails, and Open Space Alternatives

Alternative 1



Alternative 2



Alternative 3

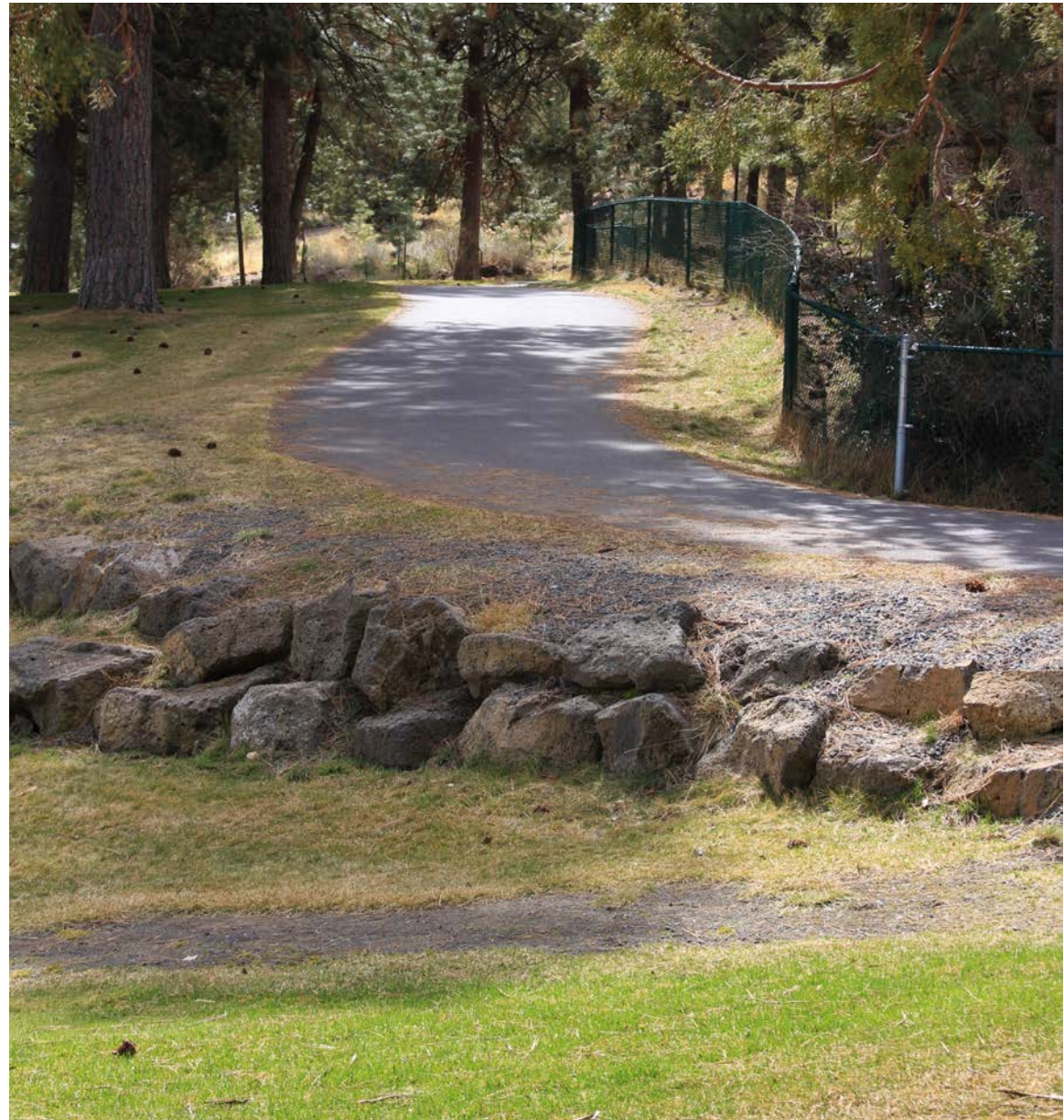


NEIGHBORHOOD AND COMMUNITY PARKS

Neighborhood Parks: BPRD identifies neighborhood parks as intended to serve as close-to-home, walkable opportunities to recreate and gather. Neighborhood parks are smaller in size (average about 4 acres) and typically include amenities such as playgrounds, open lawn areas, and picnic shelters.

Community Parks: Community Parks are intended to serve a wider area and are therefore larger in size, typically about 25 acres, and include a greater variety of amenities, like athletic fields, trails, and natural areas.

All of the Concept Plan Alternatives for the Stevens Road Tract include areas designated for recreational and open space per HB 3318. New comprehensive plan policies will be created to require a higher amount of park land dedication if Alternatives 2 or 3 are preferred.





Chapter 4

Concept Plan Alternatives

OVERVIEW

Three land use and transportation alternatives were developed for this Concept Plan. Each Concept Plan Alternative provides a variety of housing, employment land, and a transportation framework (streets, paths, and transit) that will create a complete community consistent with Bend's policies for new urban areas. The Alternatives are a starting point for preparing the planning amendments required by the bill and future master planning that will occur prior to development of the site.

The Alternatives were developed to analyze and present the implications and impacts of different land uses, and to solicit community, policy maker, and agency input. Together, they will ideally result in policy maker direction regarding which alternative is the best starting point for further refinement into planning amendments, the next step in the HB 3318 approval process.

All Alternatives comply with the requirements of HB 3318. A detailed analysis of compliance with the bill is included in the Technical Appendices (see Technical Appendix J, Findings). In summary, each Alternative includes:

- Areas designated for adequate employment lands, per the findings described in Chapter 4.
- Residential areas that:
 - Ensure adequate opportunities for the development of all needed housing types, sizes, and densities of market-rate housing, including middle housing.
 - Provide proportions of single family attached and multifamily housing that exceed the amounts in Bend's adopted Housing Needs Analysis (10% and 35%, respectively)
- Exceed a minimum density standard of 9 residential units per gross residential acre of market rate residential land.
- Areas for mixed use development that can support commercial and residential use, designed for convenient walking, biking, and transit use.
- Streets, trails, and paths that connect Stevens Road Tract to adjacent areas in Southeast Bend and the rest of the city.
- At least 20 net acres of land planned for the specific types and amounts of regulated affordable housing prescribed by the bill.

ALTERNATIVE LAND USE PROGRAMS

Three Concept Plan Alternatives were prepared to inform policy makers and the community about the implications of developing the Stevens Road Tract. Each Alternative complies with HB 3318.

Three land use configurations were prepared, in the form of Concept Plan Alternatives, to:

- Quantify the types and amounts of land uses for the Alternatives.
- Facilitate coordination of the housing elements, with a focus on the affordable housing types and densities.
- Guide site planning and infrastructure analysis.

The three Alternatives are summarized in Table 4. See the Technical Appendix K for further detail.

Table 4. Summary of Alternatives

Housing	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3	
	Acres	Units	Acres	Units	Acres	Units
Total Residential	145.4	1,960	142.9	2,095	146.9	2,487
RH Designation	22.0	680	23.0	805	30.0	1,200
Multifamily	22.0	680	23.0	805	30.0	1,200
Affordable @ 60% AMI	12.0	360	9.0	315	12.0	480
Affordable @ 80% AMI	6.0	180	6.0	210	6.0	240
Market Rate	4.0	140	8.0	280	12.0	480
RM Designation	12.0	239	18.0	358	24.0	479
Middle Housing/Small Lot	12.0	239	18.0	358	24.0	479
Affordable @60% AMI	0.0	0	3.0	54	0.0	0
80% Affordable @ 80% AMI	2.0	32	3.0	36	2.0	39
Market Rate	10.0	207	13.0	268	22.0	440
Cottage Cluster & Small Lot	5.5	46	3.9	60	8.8	137
Townhomes / SFA	6.3	92	5.6	128	7.7	177
Plexes (MF)	13.3	69	3.5	80	5.5	126
RS Designation	111.4	1041	101.9	932	92.9	808
Middle Housing (Market Rate)	17.0	356	10.0	205	0	0
Cottage Cluster & Small Lot	1.9	27	1.5	21	0	0
Townhomes / SFA	2.2	48	1.0	21	0	0
Plexes (MF)	12.9	281	7.5	163	0	0
Single Detached (Market Rate)	94.4	685	91.9	727	92.9	808
Commercial	2.5 acres		2.5 acres		5 acres	
Mixed Employment	14 acres		20 acres		7 acres	
Light Industrial	10 acres		0 acres		0 acres	
Open Space and Parks	26 acres		33 acres		39 acres	

Table 5. Housing Mix and Density (Market Rate)

Housing Type on Private Land	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3	
	Units	% of Units	Units	% of Units	Units	% of Units
Detached Single Family	758	54.6%	808	54.6%	945	54.7%
Attached Single Family	140	10.1%	149	10.1%	177	10.2%
Multiple Family	490	35.3%	523	35.3%	606	35.1%
Total Market Rate Units	1,388	100%	1,480	100%	1,728	100%
Total Market Rate Acres		125.4		122.9		126.9
Net Residential Density (Market Rate Land)		11.1		12.0		13.6
Gross Residential Density (Market Rate Land)		9.2		10.0		11.3

Figure 13. Housing Mix Comparison



COMMON AND UNIQUE ELEMENTS OF THE ALTERNATIVES

All three Alternatives include the following common elements:

- Housing planned for most of the land
- Affordable housing types and amounts as required by HB 3318
- Land for apartments, townhomes, 3- and 4-unit homes, duplexes, cottage homes, and detached single family homes
- Land for local shops, cafes, and light industrial businesses
- Land for parks and trails
- Plans for future bus service – an extension of bus service looping from SE 27th Avenue through the site
- A connected network of streets and paths

The Alternatives differ in the following ways:

- The amount of total housing:
Alternative 1: 1,960 dwellings
Alternative 2: 2,095 dwellings
Alternative 3: 2,487 dwellings
- The amount of each kind of housing (See Table 4 and Table 5)
- The amount of land for shops, services, and businesses
- The types of businesses
- The types and sizes of parks
- The total amount of open space:
Alternative 1: 26 acres
Alternative 2: 33 acres
Alternative 3: 39 acres

EQUITY LENS

Each alternative provides:

- More affordable housing choices than are available in all other UGB expansion areas
- Walkable access to parks, shops, employment, and transit
- Streets and paths intended to serve all ages and abilities
- Preservation of trees, views, and rock outcrops for all to enjoy

ALTERNATIVE 1

OPEN SPACE CONCEPT

Figure 14 illustrates the Open Space Concept for Alternative 1. Two neighborhood parks are located to provide convenient walking access for residents in the northern and southern areas of the Tract, similar to the park layout in the adjacent Stevens Ranch Master Plan.

Each neighborhood park site has:

- Approximately 6 acres of park area
- A rocky outcrop as a feature and viewpoint
- Flat land for passive recreation
- Adjacency to a multi-use path that parallels the central north-south street (the northern park is also adjacent to future transit)
- The Alternative 1 Open Space Concept includes a “green loop” of trails and multi-use paths around the perimeter of the community, with a centrally located path adjacent to SE Wilderness Way

The concept includes 4 additional acres of undesignated open space that would be determined as part of future master planning. Together, the parks, trails, and other open space total 26 acres, 10% of the total site area.

LAND USE CONCEPT

Alternative 1 provides 1,960 total dwellings and an average density of 13.5 dwellings per net residential acre. Market-rate housing is planned at 11.1 dwellings per net residential acre. This equates to 9.2 dwellings per gross residential acre in compliance with the bill. Of the three Alternatives, this land use concept is the most like the development pattern of other UGB expansion areas in Bend, but with more attached housing.

Land use features of this plan include:

- Medium- and high-density residential development that is focused along the planned transit route and around the northern park, with a node of similar

housing adjacent to the southern park.

- Broad areas of a mix of medium- and standard-density dwellings, which would allow middle housing throughout.
- Planned amounts and preliminary locations for regulated affordable housing in compliance with HB 3318’s requirements.
- A 2.5-acre Main Street along the entry street from SE Stevens Road; this location would function as a community center where commercial, residential, and the park all meet.
- Employment uses (areas for mixed employment and light industrial development) focused in the southwest corner of the site, near other industrial lands to the west and south, and adjacent to a future extension of SE Ferguson Road.

ALTERNATIVE 2

OPEN SPACE CONCEPT

Figure 16 illustrates the Open Space Concept for Alternative 2. This Alternative is anchored by a community park. Planning staff from the BPRD noted that an additional community park was appropriate for this area of Bend and a good complement to the two neighborhood parks in the Stevens Ranch Master Plan.

The community park in Alternative 2 is:

- Approximately 20 acres of park area
- Relatively flat, with small rocky areas
- Adjacent to the TransCanada Trail that will be located in the pipeline corridor
- Adjacent to the future school planned in the Stevens Ranch Master Plan
- Served by the future transit route through the site

The Alternative 2 Open Space Concept includes a “green loop” of trails and multi-use paths around the perimeter of the community, with a centrally located path adjacent to SE Wilderness Way. The eastern portion of the loop is an off-street trail that would be located within the interior of blocks or other open spaces. The extension of SE Ward would likely be either an arterial or a collector street, so the off-street trail is intended to provide a calmer and safer biking and walking alternative to the SE Ward corridor.

The concept includes 3 additional acres of undesignated open space that would be determined as part of future master planning. Together, the parks, trails and other open space total 33 acres, 12.5% of the total site area.

LAND USE CONCEPT




Alternative 2 provides 2,095 total dwellings and an average density of 14.7 dwellings per net residential acre. Market-rate housing is planned at 12.0 dwellings per net residential acre. This equates to 10.0 dwellings per gross residential acre in compliance with the bill. It introduces more attached housing (apartments and middle housing) than is found in Alternative 1 and in other UGB expansion areas of Bend.

Land use features of this plan include:

- Medium- and high-density residential development that is focused along the planned transit route and around the community park, with areas of similar housing also in the southern areas of the site.
- Broad areas of a mix of medium- and standard-density dwellings, which would allow middle housing throughout.
- Planned amounts and preliminary locations for regulated affordable housing in compliance with HB 3318's requirements.
- Market-rate high-density housing that is in addition to the regulated affordable housing that is high-density, creating multiple areas where 3-4 story apartment buildings are located.
- A 2.5-acre Main Street along SE Wilderness Way; this location would function as a community center where commercial, residential, employment, the park, and the school all meet.
- Employment uses (designated for a potential mix of commercial and light industrial development) focused along the southwest edge of the site, paralleling the natural gas line and the industrial area of the Stevens Ranch Master Plan, and served by the future extension of SE Ferguson Road.

Figure 16. Alternative 2 - Open Space Concept

**OPEN SPACE CONCEPT
ALTERNATIVE 2**

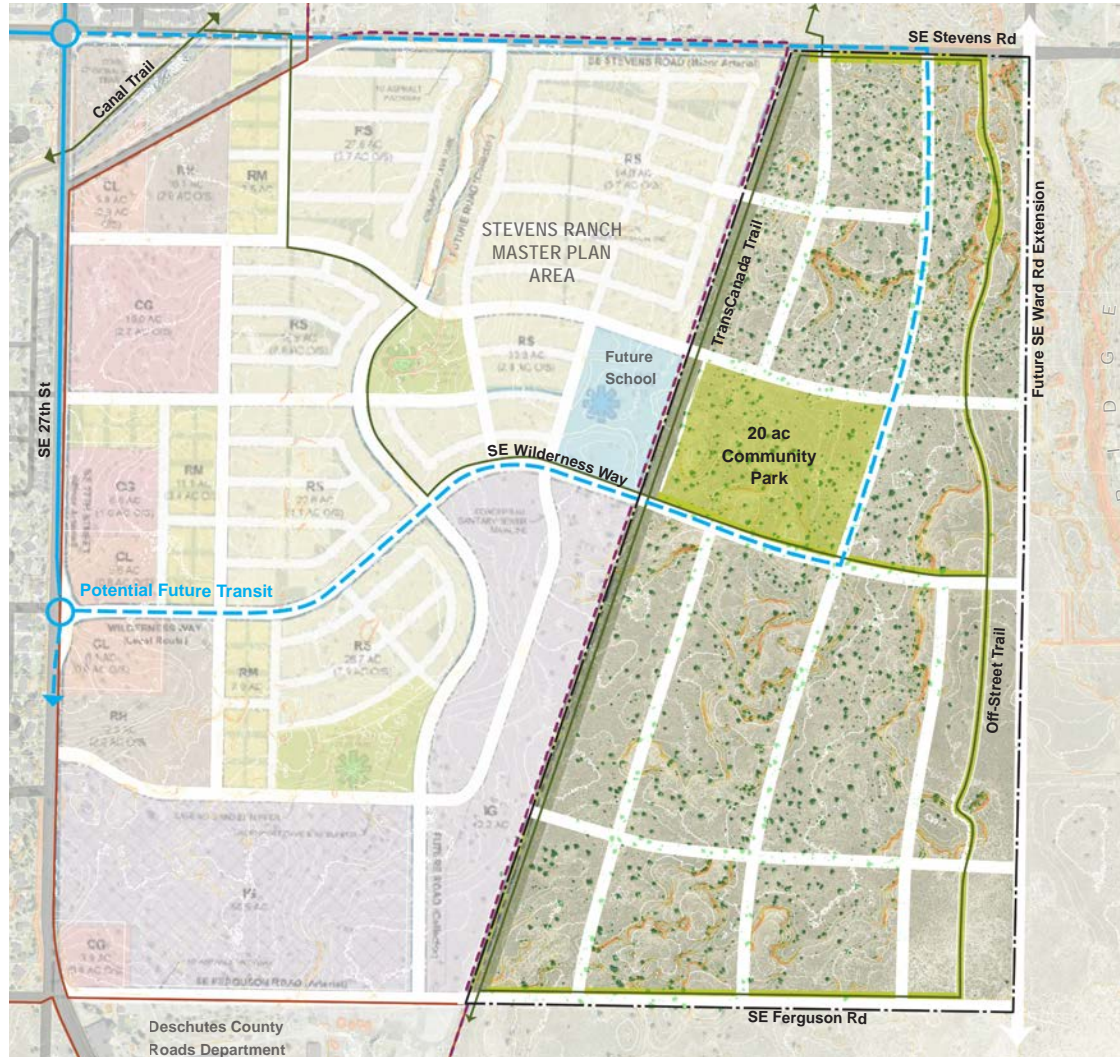
-  Conceptual Park
-  Potential Future Transit
-  Conceptual Trails

OPEN SPACE TYPES

Community Park	20 ac
Trail Corridors	10 ac
Other Open Space	3 ac
TOTAL	33 AC

Notes

1. All land uses and locations are preliminary and conceptual.
2. Streets are illustrative and represent a framework – not all streets are shown.
3. The concept plan is subject to future Comprehensive Plan policy and master plan implementation.



Deschutes County
Roads Department



CITY OF BEND
STEVENS ROAD TRACT CONCEPT PLAN

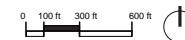


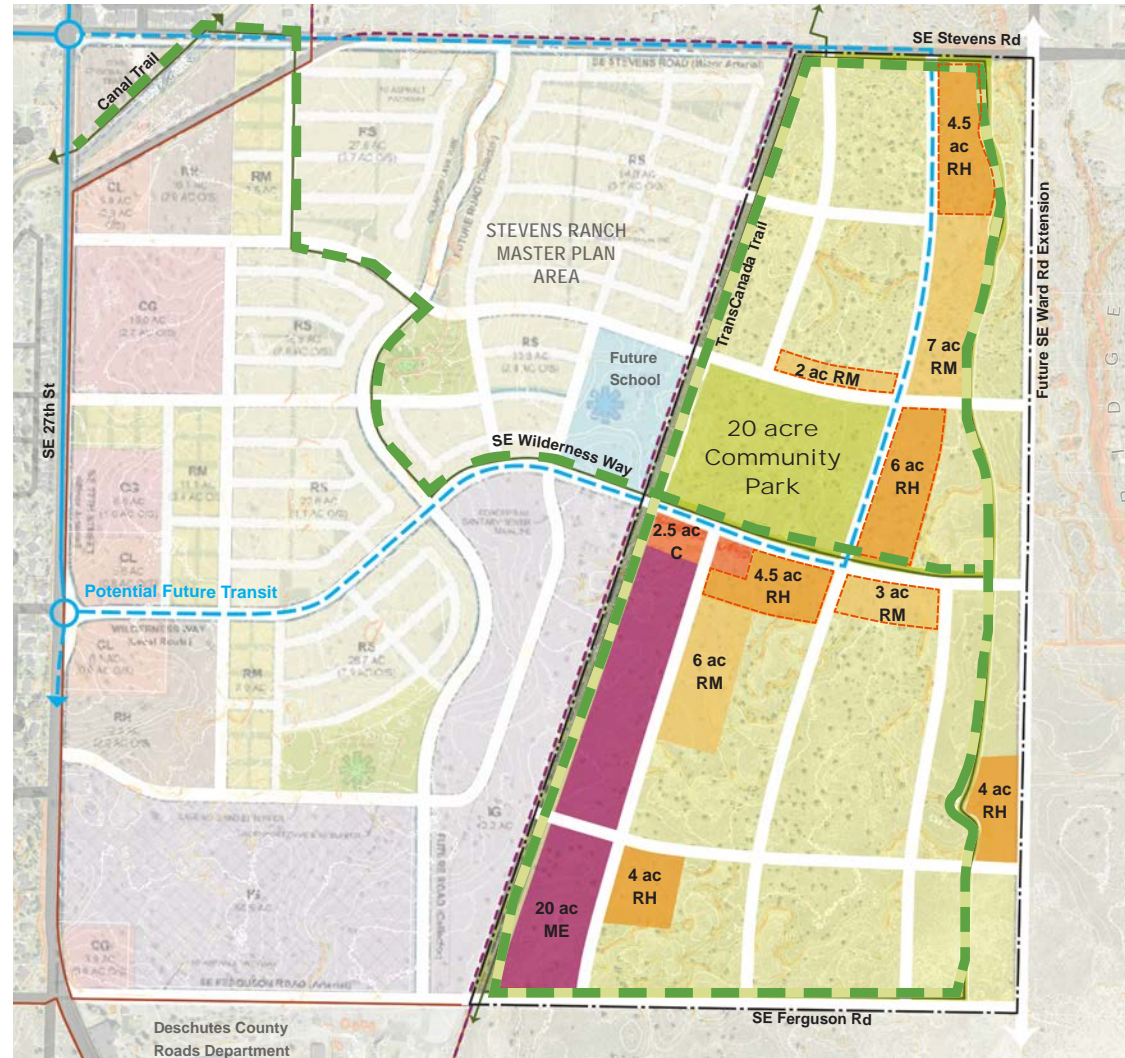
Figure 17. Alternative 2 - Land Use Concept

**LAND USE CONCEPT
ALTERNATIVE 2**

- High Density Residential (RH)
- Medium Density Residential (RM)
- Standard Density Residential (RS)
- Regulated Affordable Housing
- Commercial (C)
- Mixed Employment (ME)
- Parks
- Conceptual Trails

Notes

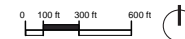
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Deschutes County
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CITY OF BEND
STEVENS ROAD TRACT CONCEPT PLAN



ALTERNATIVE 3

OPEN SPACE CONCEPT

Figure 18 illustrates the Open Space Concept for Alternative 3. This alternative is anchored by a community park. Planning staff from the BPRD noted that an additional community park was appropriate for this area of Bend and a good complement to the two neighborhood parks in the Stevens Ranch Master Plan.

The community park in Alternative 3 is:

- Approximately 26 acres of park area, larger than that proposed in Alternative 2 and capable of preserving unique natural features and vegetation
- Shaped to include the relatively flat central area near SE Wilderness Way and connect up to a rocky outcrop in the northern part of the site
- Adjacent to the TransCanada Trail that will be located in the pipeline corridor

- Adjacent to the future school planned in the Stevens Ranch Master Plan
- Served by the future transit route through the site

The Alternative 3 Open Space Concept includes a “green loop” of trails and multi-use paths around the perimeter of the community, similar to Alternative 1, with a centrally located path adjacent to SE Wilderness Way.

The concept includes 3 additional acres of undesignated open space that would be determined as part of future master planning. Together, the parks, trails and other open space total 39 acres, 15% of the total site area.

LAND USE CONCEPT

Alternative 3 provides 2,487 total dwellings and an average density of 16.9 dwellings per net residential acre. Market-rate housing is planned at 13.6 dwellings per net residential acre. This equates to 11.3 dwellings per gross residential acre in compliance with the bill. It introduces even more attached housing (apartments and middle housing) than is found in the other alternatives and in other UGB expansion areas of Bend. The Alternative 3 Land Use Concept is the most transit-supportive of the three Alternatives and provides equitable access and proximity to neighborhood amenities, including open spaces, commercial uses, and trails, by locating affordable housing and density in prime locations.

Land use features of this plan include:

- Medium- and high-density residential that is focused along the planned transit route, the community park, and SE Wilderness Way and is near SE Stevens Road.
- Broad areas of a mix of medium- and standard-density dwellings, which would allow middle housing throughout.
- Planned amounts and preliminary locations for regulated affordable housing in compliance with HB 3318’s requirements.
- Market-rate high-density housing that is in addition to the regulated affordable housing that is high density, creating multiple areas where 3-4 story apartment buildings are located.
- A 5-acre Main Street along SE Wilderness Way; this location would function as a community center where commercial, residential, employment, the park, and the school all meet.




- A relatively small (7-acre) area for Mixed Employment (commercial and light industrial uses) in the southwest corner, adjacent to other industrial uses and served by the future extension of SE Ferguson Road.

EQUITY LENS

Alternative 3 has the most transit-supportive land use arrangement of the three alternatives and provides the largest open space (a 29 acre Community Park) adjacent to a majority of the affordable and higher density housing. The arrangement of affordable housing parcels adjacent to or within a short walking distance to parks, schools, trails, transit, and commercial services ensures equitable access to the highest concentration of amenities on the site.

Figure 18. Alternative 3 - Open Space Concept

**OPEN SPACE CONCEPT
ALTERNATIVE 3**

-  Conceptual Park
-  Potential Future Transit
-  Conceptual Trails

OPEN SPACE TYPES

Community Park	29 ac
Trail Corridors	7 ac
Other Open Space	3 ac
TOTAL	39 AC

Notes

1. All land uses and locations are preliminary and conceptual.
2. Streets are illustrative and represent a framework – not all streets are shown.
3. The concept plan is subject to future Comprehensive Plan policy and master plan implementation.

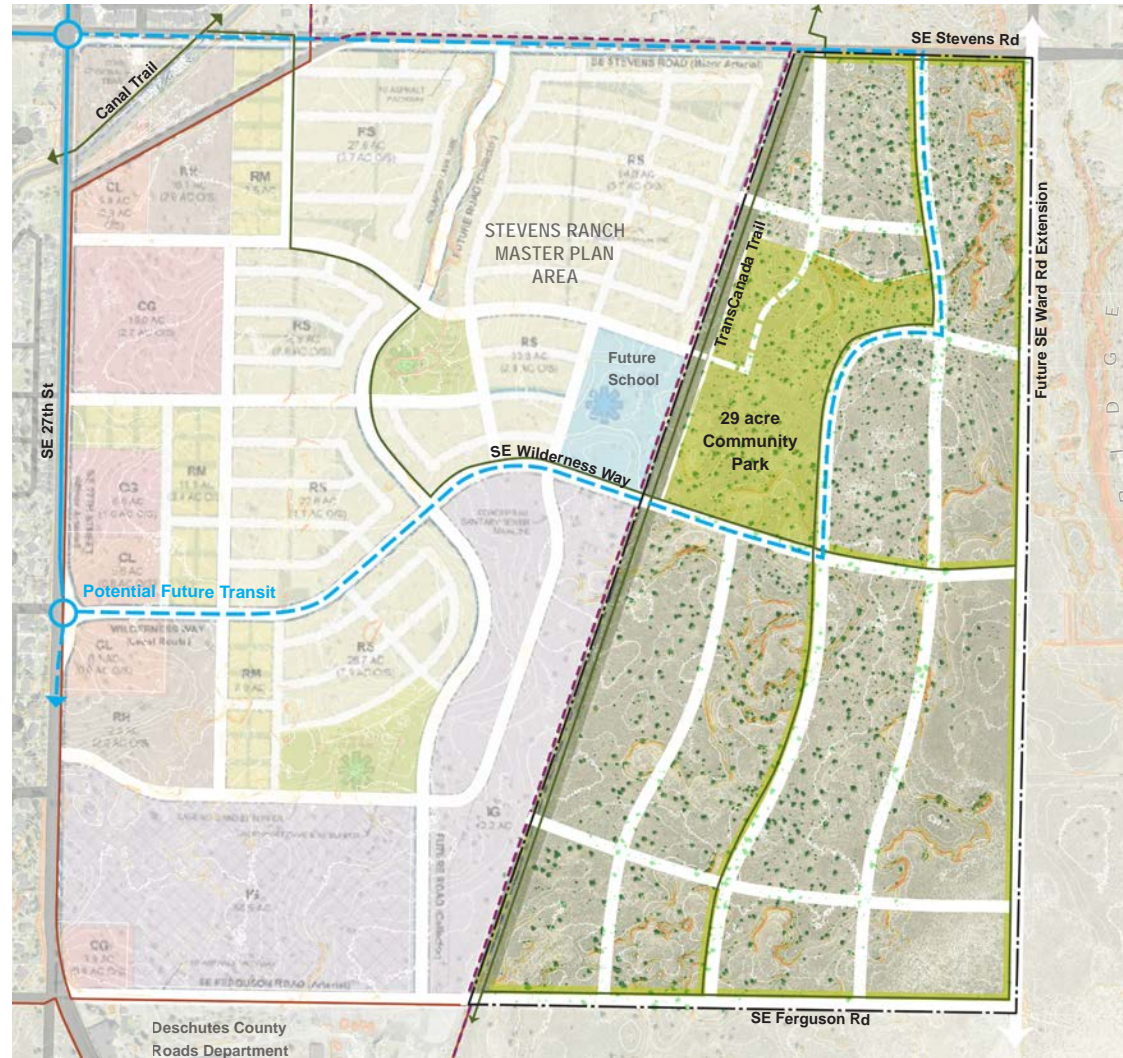


Figure 19. Alternative 3 - Land Use Concept

**LAND USE CONCEPT
ALTERNATIVE 3**

- High Density Residential (RH)
- Medium Density Residential (RM)
- Standard Density Residential (RS)
- Regulated Affordable Housing
- Commercial (C)
- Mixed Employment (ME)
- Parks
- Conceptual Trails

Notes

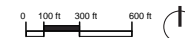
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Deschutes County
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CITY OF BEND
STEVENS ROAD TRACT CONCEPT PLAN



STREET NETWORK

SUPPORTING THE BEND TRANSPORTATION SYSTEM PLAN

The existing roadway network in Southeast Bend is comprised mostly of arterial, collector, and local roads built to Deschutes County improvement standards. Planned projects in the City's Transportation System Plan (TSP), and the Stevens Road Tract site itself, will expand and urbanize this roadway network to serve existing and future development, including the Stevens Road Tract.

The alternatives meet the bill's transportation requirements by providing:

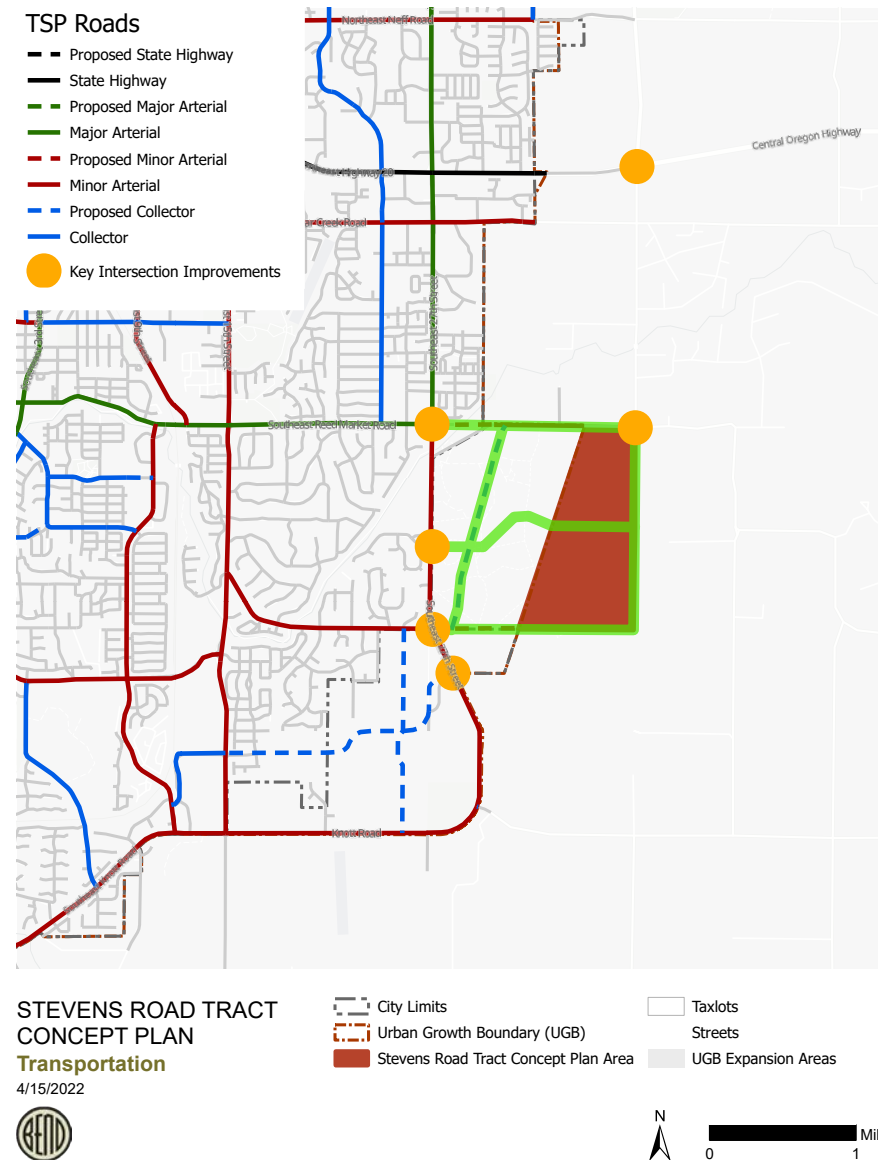
- Mixed use commercial and employment areas close to residential areas, with strong connections
- Robust transportation options for walking, bicycling and transit
- Planned transportation infrastructure: streets, paths, trails, and transit stops
- Direct, safe and convenient connections to the street, pedestrian, and low-stress bicycle networks of Southeast Bend

Key projects from the TSP and Stevens Ranch Master Plan that will specifically support the Stevens Road Tract property include:

- **Realignment of SE Stevens Road to connect with and extend the Reed Market Road corridor.** The road will provide an important east-west connection between lands in the Stevens Road Tract vicinity and other areas within the Bend Urban Growth Boundary. This road would extend to the eastern Stevens Road Tract as part of the proposed concept plan.
- **Extension of SE Ferguson Road.** Like the Reed Market Road corridor, the extension of SE Ferguson Road to the east will provide an east-west connection to the Stevens Road Tract area. This road would extend to the eastern Stevens Road Tract as part of the proposed concept plan.
- **Extension of Wilderness Way.** The adjacent Stevens Ranch Master Plan will extend this road, which is roughly halfway between Reed Market Road and Ferguson Road, to the east as a "Neighborhood Route," which generally will function like a 2-lane collector road with pedestrian and bicycle facilities. This road would extend to the eastern Stevens Road Tract as part of the proposed concept plan.
- **Potential Future Extension of the SE Ward Road Alignment.** City of Bend roadway spacing guidelines would require SE Ward Road to extend south along the eastern property boundary of the Stevens Road Tract property. The proposed concept plan includes this potential roadway extension, which would provide an important north-south connection for lands in the vicinity of the concept plan area.

- Construction of new North-South Collector within Stevens Ranch Master Plan.** The Bend TSP identifies the need for a north-south collector to serve the lands between 27th Street and the eastern UGB, and to provide a connection between SE Stevens Road to the north and SE Ferguson Road to the south. The Stevens Ranch Master Plan includes this road, which will serve that Master Plan area and the Stevens Road Tract lands via a network of internal local roads.

Figure 20. Street Network and Intersection Improvements



PLANNED INTERSECTION IMPROVEMENTS

The US 20 corridor, SE 27th Street, SE Reed Market Road, SE Ferguson Road, and SE Ward Road would mostly serve local and regional trips to and from the Stevens Road Tract. The Bend TSP identifies several intersections along these corridors where modifications to traffic control are necessary to support future development of lands in Southeast Bend, including those within UGB expansion areas to the east. These include the following locations where roundabouts will be constructed or expanded:

- 27th Street/Reed Market Road – Conversion of existing traffic signal to multi-lane roundabout
- 27th Street/Ferguson Road – Conversion of existing side-street stop-controlled intersection to roundabout
- 27th Street/New Southeast Area Plan East-West Collector (Caldera Road/Diamondback Lane) – Conversion of

existing side-street stop-controlled intersection to roundabout

In addition, the following roadway improvements, though not within the City of Bend or identified within the Bend TSP, are also planned due to recent development agreements or partner agency projects and would benefit access to and from the Stevens Road Tract:

- US 20/Ward Road/Hamby Road – Construction of a single-lane roundabout (multiagency project in construction as of the date of this Concept Plan)
- 27th Street/Wilderness Way – Construction of a single-lane roundabout (Stevens Ranch Master Plan Condition of Approval)
- Stevens Road/Ward Road – Intersection improvement (Stevens Ranch Master Plan Condition of Approval)

ACTIVE TRANSPORTATION NETWORK

The Concept Plan Alternatives illustrate conceptual trails and multi-use paths that support land use and roadway network planning. These facilities have been planned in close coordination with existing and planned regional BPRD routes and pedestrian and bicycle facilities in Bend's TSP. They are intended to connect the Stevens Road Tract to surrounding urban areas and destinations, support and integrate the land uses within the property, and support future transit service in the area. The City intends for the Stevens Road Tract property to be a highly walkable and bikeable community that is a connected part of the City's overall pedestrian and bicycle networks.

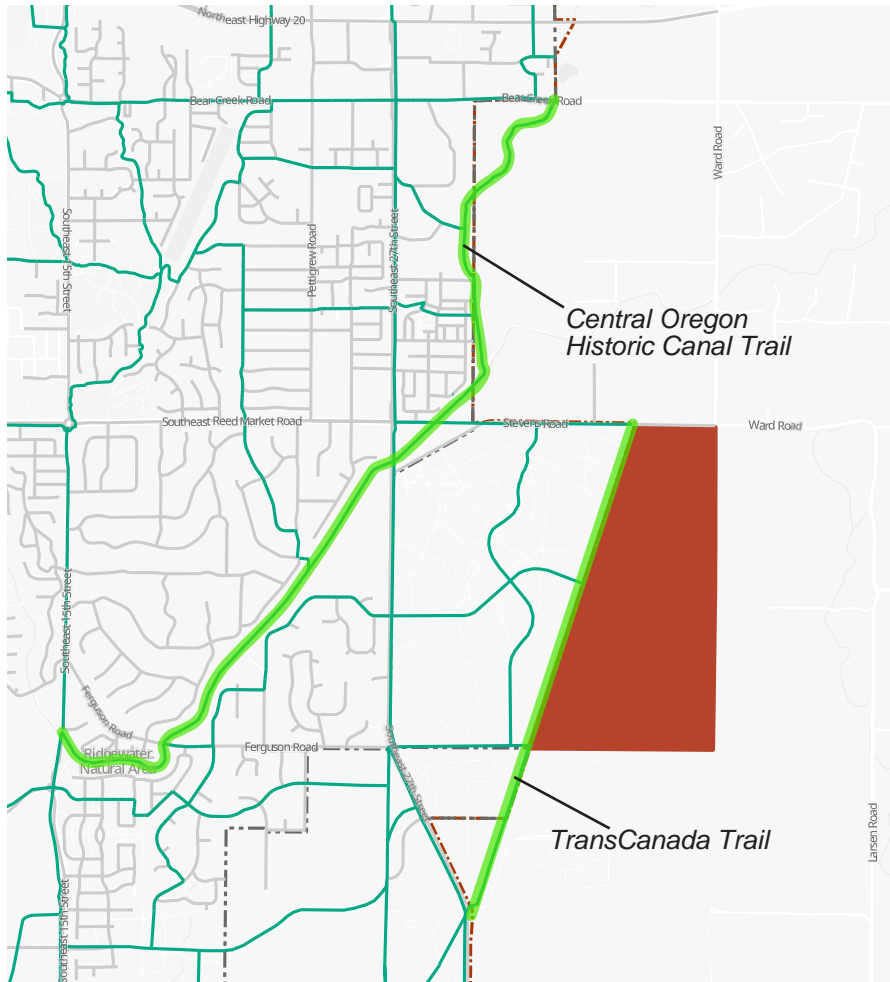
The trails, multi-use paths, and sidewalks in the Alternatives connect to the following active transportation facilities in Southeast Bend:

- **TransCanada Trail**, a regional multi-use path along the pipeline easement that borders the western edge of the Stevens Road Tract. To the southeast the trail connects to the 27th Street Corridor and regional trails within the Southeast Area Plan.
- **Central Oregon Historic Canal Trail**, a hard-pack gravel trail that connects the Deschutes River to areas just east of the existing Reed Market Road/27th Street intersection. Trail connections from the Stevens Road Tract to the north provide access to the regional facility.
- **Low-Stress Bicycle Network (LSN)**. This is a citywide network of roads,








trails, and paths that allow cyclists of all abilities, including children, to comfortably and safely access key destinations. Several roads near the Stevens Road Tract are designated LSN facilities and provide access to the citywide network, including the TransCanada Trail, Central Oregon Historic Canal Trail, a new north-south collector, the Wilderness Way extension in the Stevens Ranch Master Plan, Stevens Road, 27th Street, and connections into the Southeast Area Plan via Ferguson Road. Some segments of the LSN require improvement to achieve the goal of low-stress routes for all users.

- **Key Walking and Bicycling Routes** are priority segments of the LSN identified within the TSP. Key Walking and Bicycle Route 8 runs north and south along 27th Street.

Figure 21. Active Transportation Network Improvements



**STEVENS ROAD TRACT
CONCEPT PLAN**
Transportation
4/15/2022

-  City Limits
-  Urban Growth Boundary (UGB)
-  Stevens Road Tract Concept Plan Area
-  TSP Low Stress Network
-  Taxlots
-  Streets
-  UGB Expansion Areas



TRANSIT

This Concept Plan was developed in close coordination with Cascades East Transit (CET) to ensure it would support adequate transit services. The CET 2040 Master Plan, adopted in August 2020, identifies a "Local Neighborhood" hub or transfer point near the intersection of Reed Market Road and 27th Street, just west of the Tract. (See Figure 22) Extensions of Bus Routes 5 and 6 will be able to connect the new Steven Road Tract neighborhoods to major destinations including St. Charles Medical Center, Costco, and Hawthorne Station. Residents could take the new Route 9 in Southeast Bend to shopping along southern 3rd Street and Hawthorne Station.

In addition to fixed-route services, the Tract is included in CET's Dial-A-Ride boundary, which provides door-to-door transportation for those who may not be able to take fixed-route transit.

Based on the greater density and number of households, Alternative 3 is most supportive of transit because it provides the greatest number of potential transit riders. Alternative 3 further

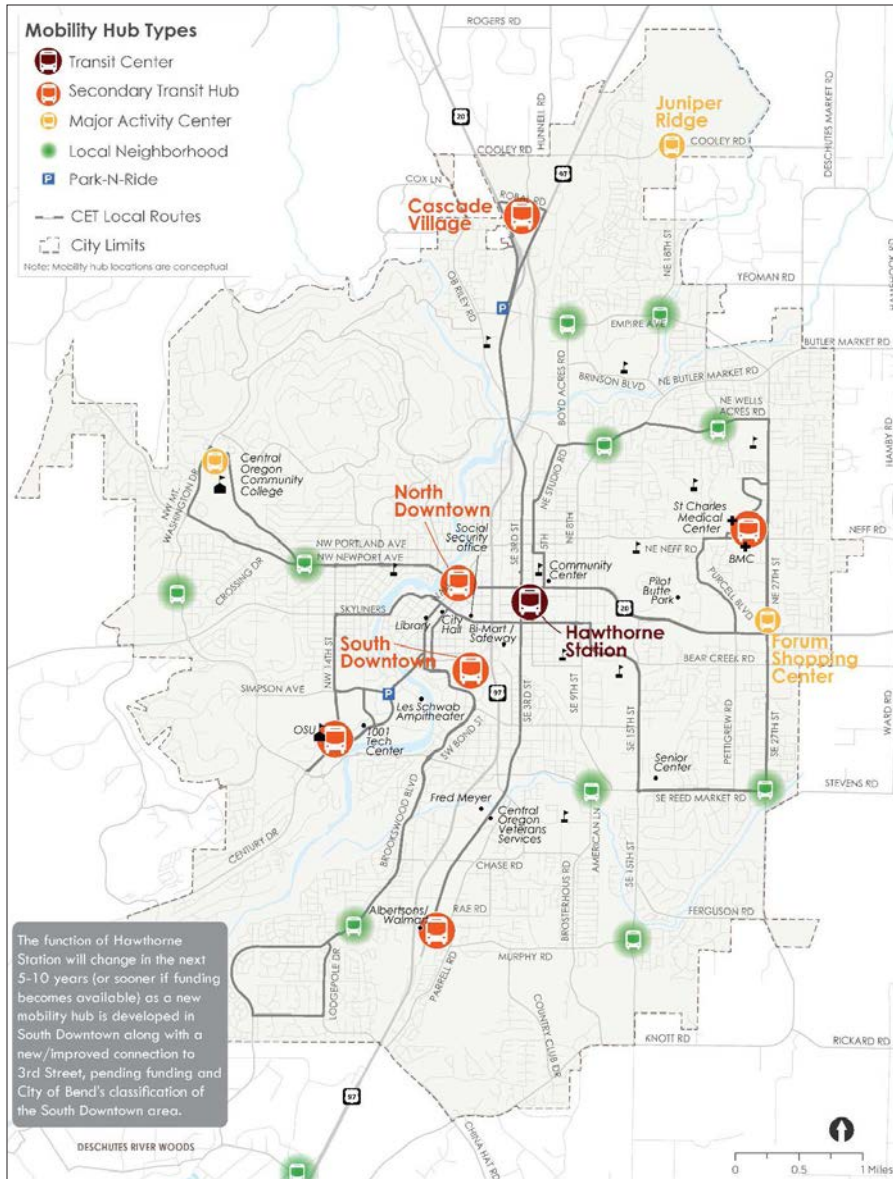
supports transit because it provides a greater concentration of commercial services and jobs – centrally located – as a potential destination for riders.

Upon development, the Concept Plan area will be adequately served by transit.

EQUITY LENS

Providing robust active and transit-oriented transportation options reduces reliance on auto-travel and transportation-related costs for households. Locating affordable and higher density housing near these options ensures equitable access to these amenities.

Figure 22. Planned Mobility Hubs

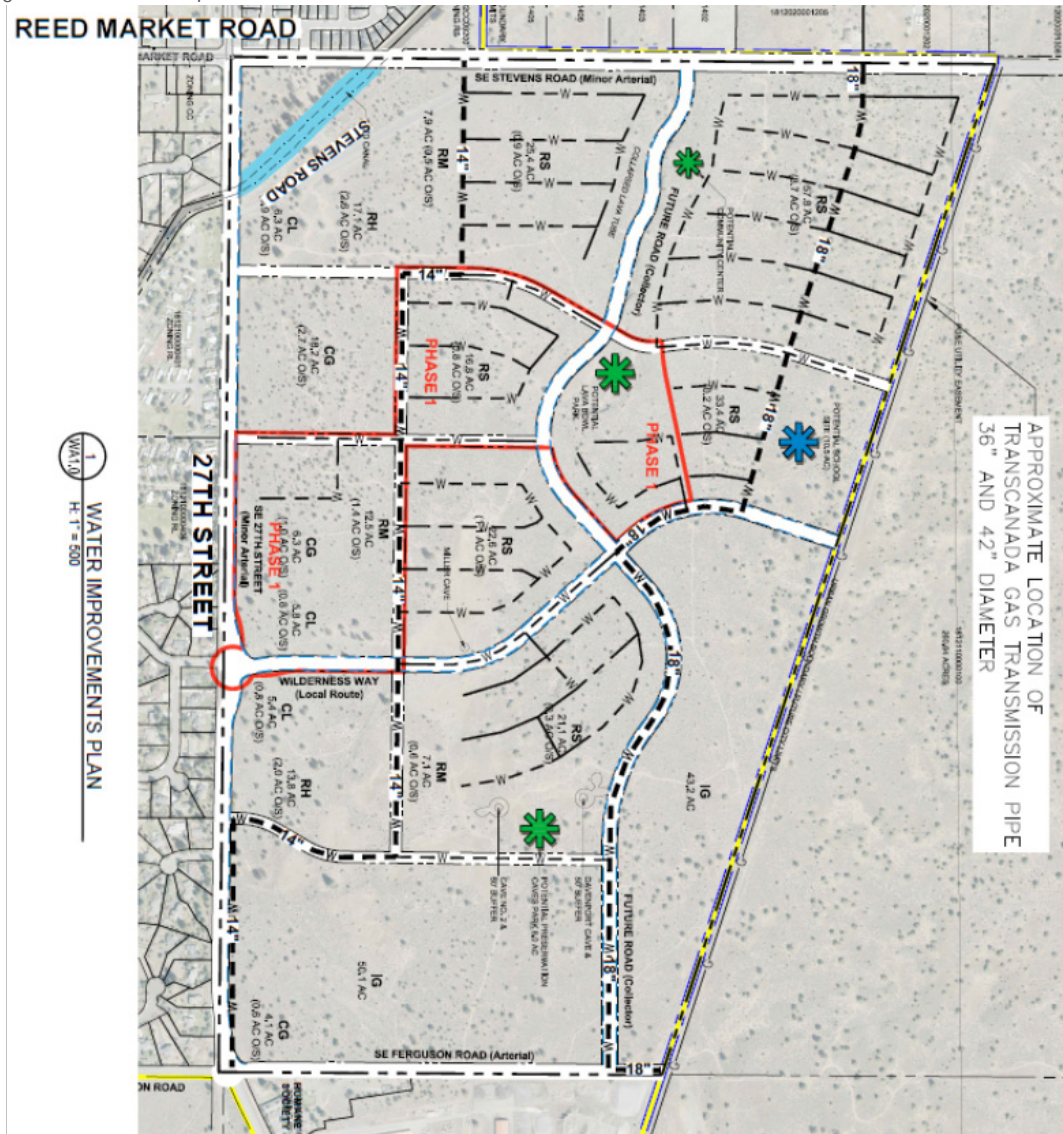


INFRASTRUCTURE: WATER, SEWER, AND STORMWATER

WATER

The Stevens Road Tract has access to water service, and water infrastructure needed to serve the site can be extended to the property. The Tract is located within the service area of Avion Water Company, a private water utility that serves areas east of Bend. Avion has existing infrastructure near the Tract that includes an 18-inch line in 27th Street and a 20-inch line running southwest to northeast in the TransCanada Natural Gas easement. The City contacted Avion regarding water infrastructure needed to serve the proposed future development that may result from this Concept Plan and Avion identified the key infrastructure improvements needed to provide water to the Tract. These improvements include: a 1.5-million-gallon day tank and a booster plant for the tank. Detailed locations of water lines by size will be determined in the future along with local road locations and final land use designations. For more information, please see Technical Appendix L – Water Infrastructure Findings.

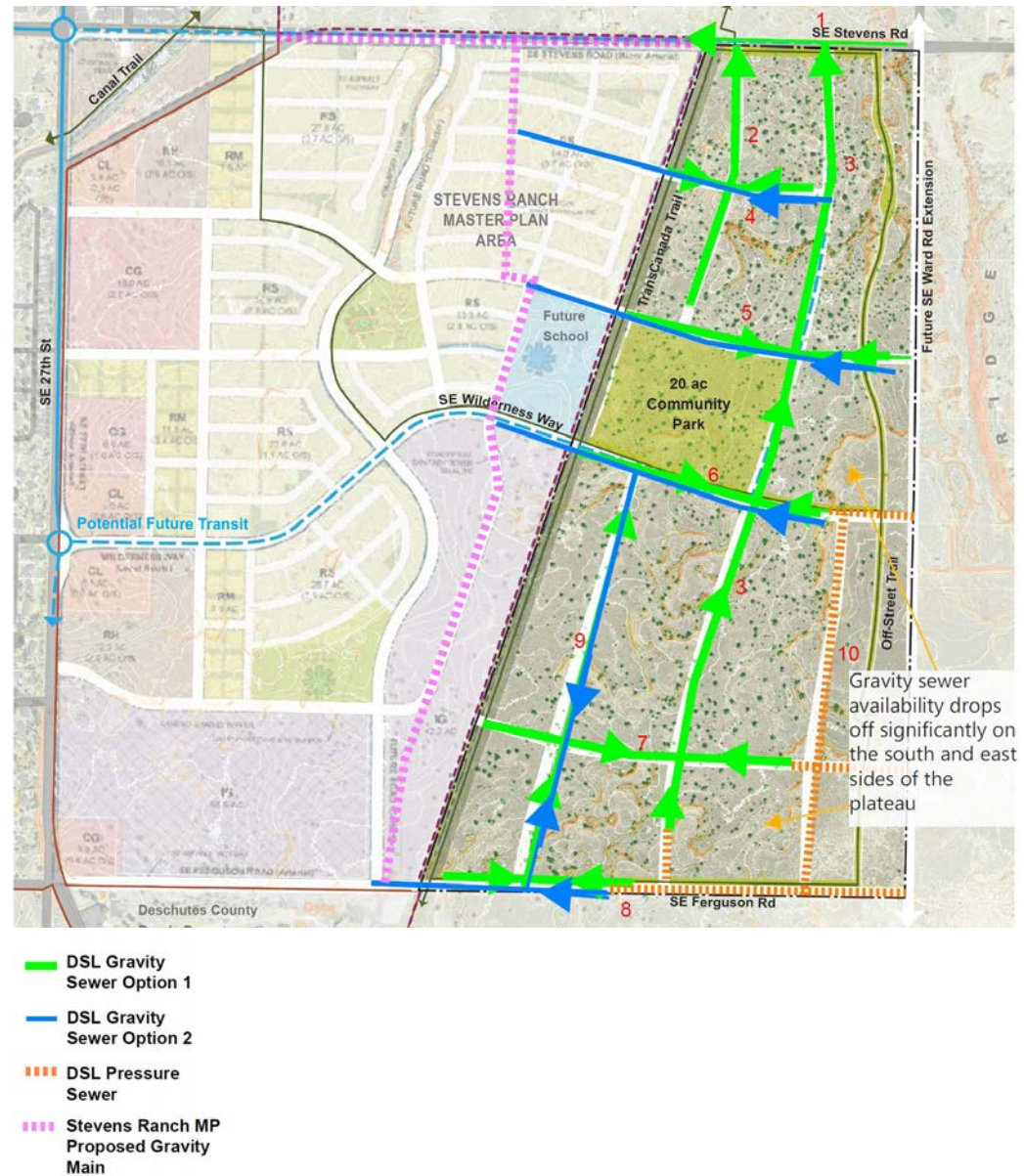
Figure 23. Water Improvements Plan



SEWER

The City of Bend provides sanitary wastewater collection and treatment in the Bend UGB. In 2018, the City adopted a Collections System Public Facility Plan that identified new projects for improvements to the existing sewer system and improvements needed to provide wastewater collection to UGB Expansion Areas including the West DSL property (the Stevens Ranch Master Plan area) located directly west of the Tract. The subsequently approved Stevens Ranch Master Plan included the extension of sewer service throughout that expansion area. A separate technical memorandum provides details and recommendations on sewer extension to the Stevens Road Tract. Gravity sewer can serve most, but not all, of the Tract, with future connections to the new lines being extended through the Stevens Ranch Master Plan area. Wastewater will be transported to the Southeast Interceptor to the west. Pressure sewer lines may be needed to serve some of the southeastern portion of the Tract. Figure 24 illustrates planning-level sanitary sewer lines that follow the conceptual road network. For more information, see the Technical Appendix M – Sewer Infrastructure Findings.

Figure 24. Conceptual Sewer Improvements Plan

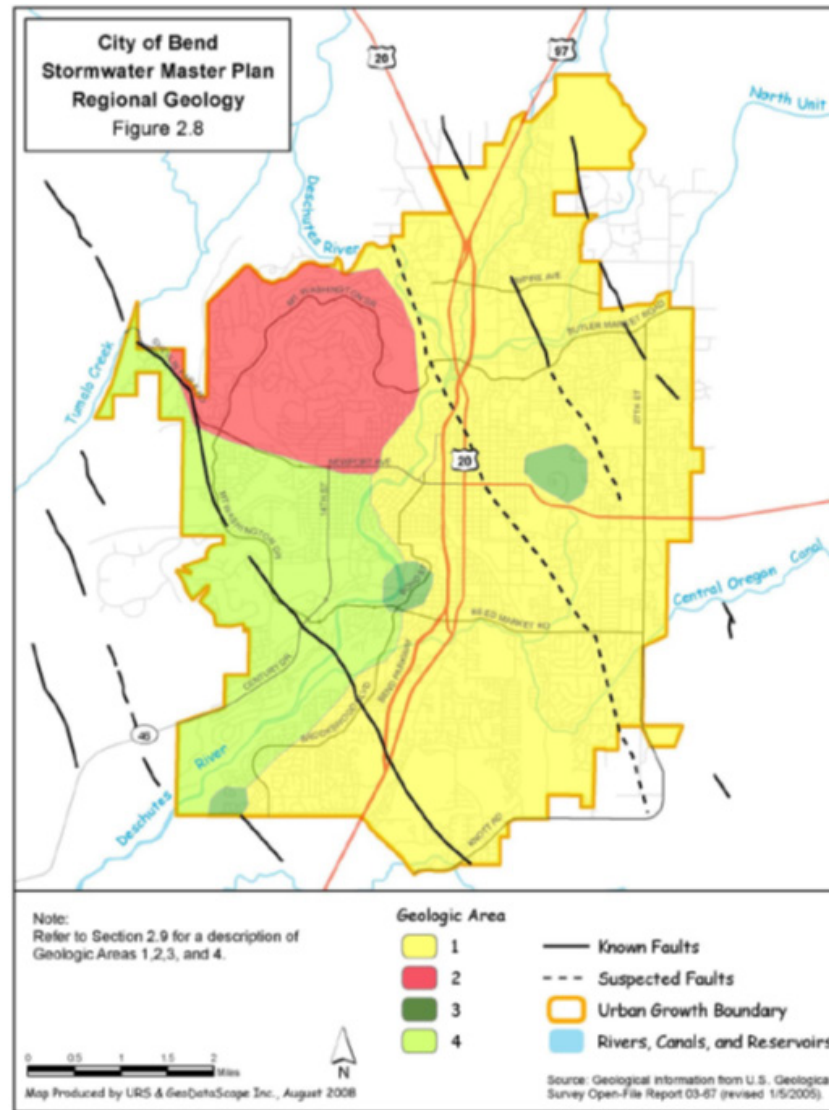


STORMWATER

Title 16 of the Bend City Code (BCC) “Stormwater Management Design Standards and Post-Construction Maintenance Controls” regulates the retention of stormwater. All stormwater facility design must comply with the Central Oregon Stormwater Manual (COSM) and ensure stormwater is retained on-site. BCC Title 16 will regulate any future development of the Tract.

Water, sewer and stormwater infrastructure have been evaluated as part of this concept plan. Adequate capacity is available, or feasible with development, for water, sewer, and stormwater services, as required by the bill.

Figure 25. Stormwater Master Plan - Regional Geology



INFRASTRUCTURE FUNDING

Future developer(s) of the property will primarily fund and deliver infrastructure required for development of the Stevens Road Tract. This Concept Plan has not identified additional significant off-site infrastructure improvements that are required to provide adequate services to the site, so additional infrastructure funding agreements outside of a typical Development Agreement will likely not be required. A Master Plan approval, per the Bend Comprehensive Plan and Development Code, will be required. Based on the proposed land use plan and associated wastewater (sewer) and transportation impact analysis, the master plan will identify the improvements and phasing for sanitary sewers, water, parks/recreation and open space, and transportation facilities. The master plan will be reviewed and approved with input from service providers for fire and emergency services, transit, and other services such as natural gas and electrical power. The master plan process and subsequent development agreements will ensure adequate consideration is given to the financing, scheduling, and development of urban services as required by the bill.

ORS 195.065 requires urban service agreements between cities and special districts to provide urban services within UGBs. The City of Bend has either a franchise agreement or an urban service agreement with the following service providers for the Stevens Road Tract:

- Avion Water District
- Bend Park and Recreation District
- Cascades East Transit

The City of Bend will provide all other urban services addressed by ORS 195.065.



ALTERNATIVES EVALUATION

Transportation Evaluation

In 2020, the City of Bend completed a comprehensive update of its Transportation System Plan (TSP). The plan is the City's transportation vision and guide for transportation network improvements needed to serve people walking, riding bikes, taking transit, moving freight, and driving. The transportation projects, programs, and policies identified in the TSP are based on future development of the lands within the UGB that was in place in 2020 and are intended to help "contribute to an economically vital, healthy, and equitable community over the next 20 years."

Following adoption of the TSP, the Stevens Ranch Master Plan (which is immediately to the west of the Stevens Road Tract) was approved by the City. That master plan identifies transportation infrastructure needed to support that development. It is important context for planning the Stevens Road Tract and has been evaluated as part of this Concept Plan. Specifically, a system-level analysis was done in order to

understand whether the adopted Master Plan assumptions as well as the incorporation of the land use assumption included in the Stevens Road Tract concept planning would materially change the needs identified in the TSP. This analysis assumed future development of the Stevens Ranch Master Plan and Stevens Road Tract (consistent with Alternative 3) within the overall context of future City development. Appendix N provides the methodology, assumptions, and analysis results of this transportation evaluation.

The overall finding of this analysis is that the fundamental transportation needs included in the TSP remain unchanged and can serve the development anticipated in the Stevens Road Tract Concept Plan even with the most dense land use plan and resultant increase in travel demands associated with the Stevens Ranch Master Plan and Stevens Road Tract. The TSP-identified transportation network will also be appropriate to support development of these two areas in addition to the overall City. The primary

reasons for this are discussed below.

The Concept Plan for the Stevens Road Tract aligns with the City's vision for providing "complete neighborhoods" in the future to locate jobs, housing (affordable and market rate), retail, and recreational uses in close proximity to each other to provide options for walking, riding bikes and taking transit in lieu of driving cars. These objectives also help to support "shorter distance" trips in the future to manage future roadway capacity needs. Achieving these objectives through the development of the Concept Plan could result in an estimated 60 percent of driving trips needing to use the transportation network that connects this area to the rest of the City. The remaining 40 percent of these trips would be shorter trips, staying within the future neighborhood and would be made via walking, riding bikes, and driving between jobs, housing, shopping, and recreational areas within the Stevens Road Tract and Stevens Ranch Master Plan area.

Although not changing the fundamental roadway capacity needs, urbanization of this area would increase the previously anticipated traffic volumes on Ward Road north to US 20 as well as on US 20 on the eastside of Bend. Along Ward Road, these increased volumes could still be accommodated by a two-lane street and the recently constructed Ward Road/Hamby Road roundabout but may merit additional consideration by the City and County to add shoulders and/or separated bike facilities in this corridor to increase connectivity options to the north. The City and County should collaborate on future monitoring of key intersections along the Ward Road corridor to identify if turn lanes and/or changes to intersection control are needed as the lands build out (such as at Stevens Road/Ward Road and Bear Creek/Ward Road).

As another implementation task from the TSP, ODOT and the City are now beginning a refined analysis of specific intersection needs along US 20 on the east side of Bend. Urbanization of the Stevens Road Tract and Stevens Ranch Master Plan area will be incorporated into this evaluation.

The overall outcomes of the refined transportation evaluation of the Stevens Road Tract Concept Plan and Stevens Ranch Master Plan are summarized below:

1. The mix of land uses and robust transportation network and facilities identified in the Concept Plan will provide transportation options for residents, visitors, and employees, including walking, biking and transit use;
2. The Concept Plan provides for the development of adequate transportation infrastructure to support walking, bicycling, public transit and motor vehicle movement to serve the planned land uses; and,
3. The fundamental transportation needs identified in the TSP remain unchanged with the addition of the Stevens Road Tract into the urban growth boundary. The Concept Plan will result in excellent connectivity to SE Bend and other areas of the Bend urban growth boundary. A project-specific transportation impact analysis should be prepared as part of the future Master Plan to ensure adequate provision, phasing and funding of transportation infrastructure.

Sustainability Indicators Evaluation

Bend’s Envision Tomorrow model was run to provide a high-level analysis of three sustainability indicators:

- Water usage per household
- Energy usage per household
- Carbon emissions per household

Figure 26 through Figure 28 show the results of the analysis, which were coordinated and discussed with Bend’s staff that lead the City’s sustainability and climate action initiatives. Key findings and observations are listed below.

Water

- Generally, smaller dwellings and households have lower water consumption, which is coded into the Envision model.
- Due to the larger percentage of smaller households in apartments and middle housing, Alternative 3 has the lowest water usage for landscaping, internal water consumption, and wastewater.
- Water consumption for future park space was not evaluated.

Energy

- As with water, the smaller households of Alternative 3 result in less energy use per household.
- Energy efficiency in home and building design are very important. All of the housing and non-residential buildings in the development will be new and, therefore, more efficient than older homes.

Carbon Emissions

- Generally, smaller dwelling units and newer homes have lower overall carbon emissions per household.
- Travel behavior tends to vary by income. The evaluation did not specifically assess the potential incomes of people who will reside in the Stevens Road Tract community. The intent to provide a highly walkable and bikeable community that is served by transit and provides affordable housing will support lower carbon emissions per household compared to other expansion areas. Of the three alternatives, Alternative 3 has the most transit-supportive residential mix and density.
- The study area is within the Central Electric Cooperative, whose portfolio includes significant hydroelectric power (a low-carbon source).

EQUITY LENS

Alternative 3 has the least impact per household for water usage, energy usage, and carbon emissions.

Figure 26. Water Use per Household

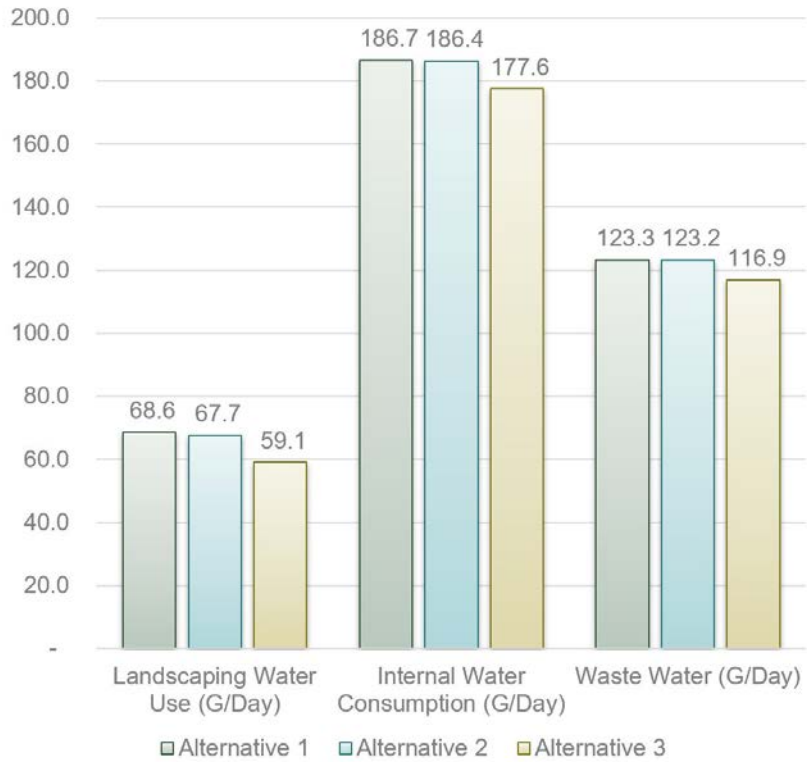


Figure 27. Energy Consumption per Household

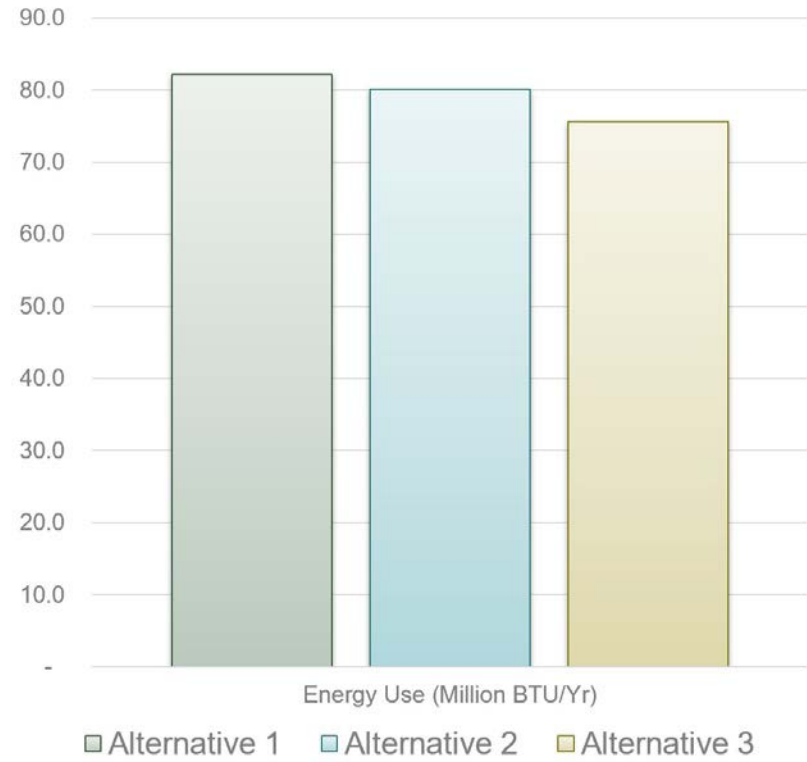
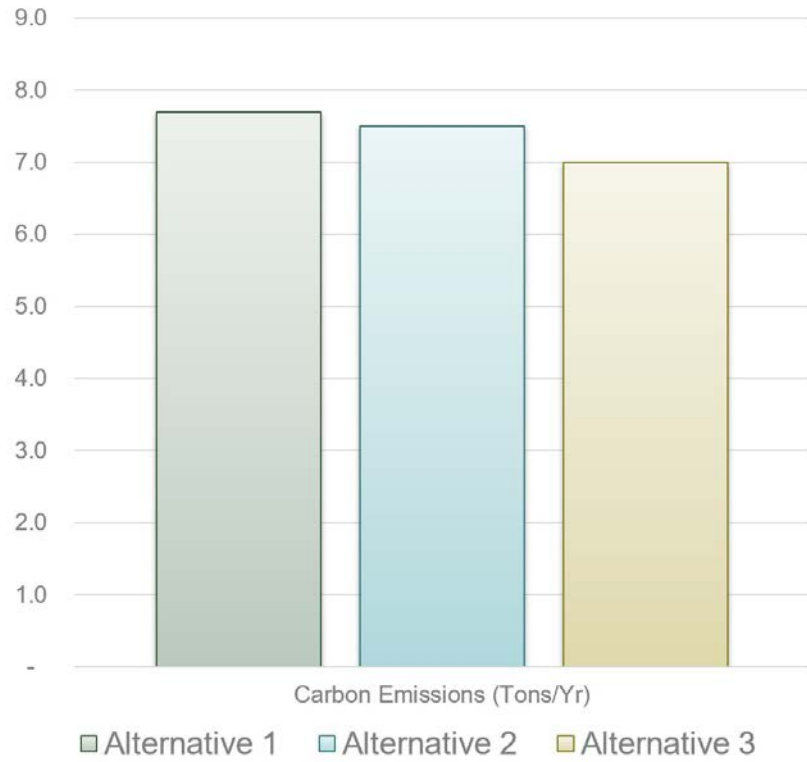


Figure 28. Carbon Emissions per Household





Chapter 5

Implementation

OVERVIEW

This Concept Plan is the first step in a multi-year process. It starts with City Council approval of a resolution in June 2022, approving the Concept Plan and directing staff to move forward with further planning. The next step is for both the City and DSL to prepare letters to the Department of Land Conservation and Development (DLCD) indicating their intent to proceed with planning for the Tract. Once DLCDC has received those letters and approved the Concept Plan, the City will move forward with proposing to expand the UGB and preparing amendments to the Comprehensive Plan, to guide the development of a more detailed future Master Plan. DLCDC will review and either approve or remand the planning amendments. At this stage, the City's role in planning for the Tract under the terms of HB 3318 will be complete.

Once the terms of the bill have been met, DSL intends to sell the land to a developer – with certain requirements for affordable housing and subject to an Option Agreement for the City to take title to the parcels identified for affordable housing development. A future landowner will then be subject to the City's existing annexation and master planning requirements, including approval of a Master Plan for the Tract (subject to the adopted area-specific comprehensive plan policies) and annexation into the city. Land for affordable housing will be transferred to the City at each phase of development, with covenants requiring development of affordable housing at the affordability levels and with educator priority established in HB 3318.

CITY COUNCIL RESOLUTION

This conceptual plan is part of the City Council's resolution addressing future planning and subsequent development of the Stevens Road Tract property. A draft of that resolution is attached as part of the record for public hearings for this plan.

The following captures the City's intent:

- A resolution including the Stevens Road Tract Concept Plan will be considered by the City Council in June 2022. If approved, it will be sent to DLCD.
- The resolution will specify the rationale for the City Council's decision and will outline procedural requirements from House Bill 3318.

SECTION 5. Conceptual plan approval.

(1) As used in this section, "conceptual plan" means an ordinance or resolution adopted by the city's council that:

(a) Explains in general terms the expected Stevens Road planning amendments, including intended uses and zoning of the Stevens Road tract; and

(b) Explains the factual basis and reasons for the expected Stevens Road planning amendments."

EXPECTED PLANNING AMENDMENTS

To implement this Concept Plan, amendments to the City's Comprehensive Plan will be needed. Additionally, HB 3318 requires the expected planning amendments to be identified and explained in general terms.

Creation of new area-specific policies for the Stevens Road Tract will guide the development of a future Master Plan for the Tract. The Stevens Road Tract area will also be subject to the existing policies adopted in Chapter 11 of the Comprehensive Plan regarding urbanization and annexation. This approach to planning for UGB expansion areas has been applied successfully in a number of recent Master Plan approvals since the 2016 UGB expansion.

The following are illustrative examples of the expected planning amendments to Chapter 11 of the City of Bend Comprehensive Plan based on Alternative 3. Based on preliminary survey results from the last Community Online Open House, Alternative 3 appears to have the most support from people who completed the survey. In

addition, feedback from the City of Bend Affordable Housing Advisory Committee shows support for Alternative 3. Ultimately, it is the Bend City Council that will provide policymaker level guidance directing the planning amendments. The policies below are based on Alternative 3 to reflect the input to date and to provide specific policy context to demonstrate how this Concept Plan meets the Section 9 requirements of HB 3318.

These policies are meant to be general descriptions of the amendments to the City's Comprehensive Plan, land use regulations, and/or zoning maps that affect the development of the Stevens Road Tract and that will be needed to implement the Concept Plan, as required by HB 3318; however, they are not themselves binding on the development of the area and will be further refined through the UGB expansion planning process and development of the planning amendments for the Stevens Road Tract:

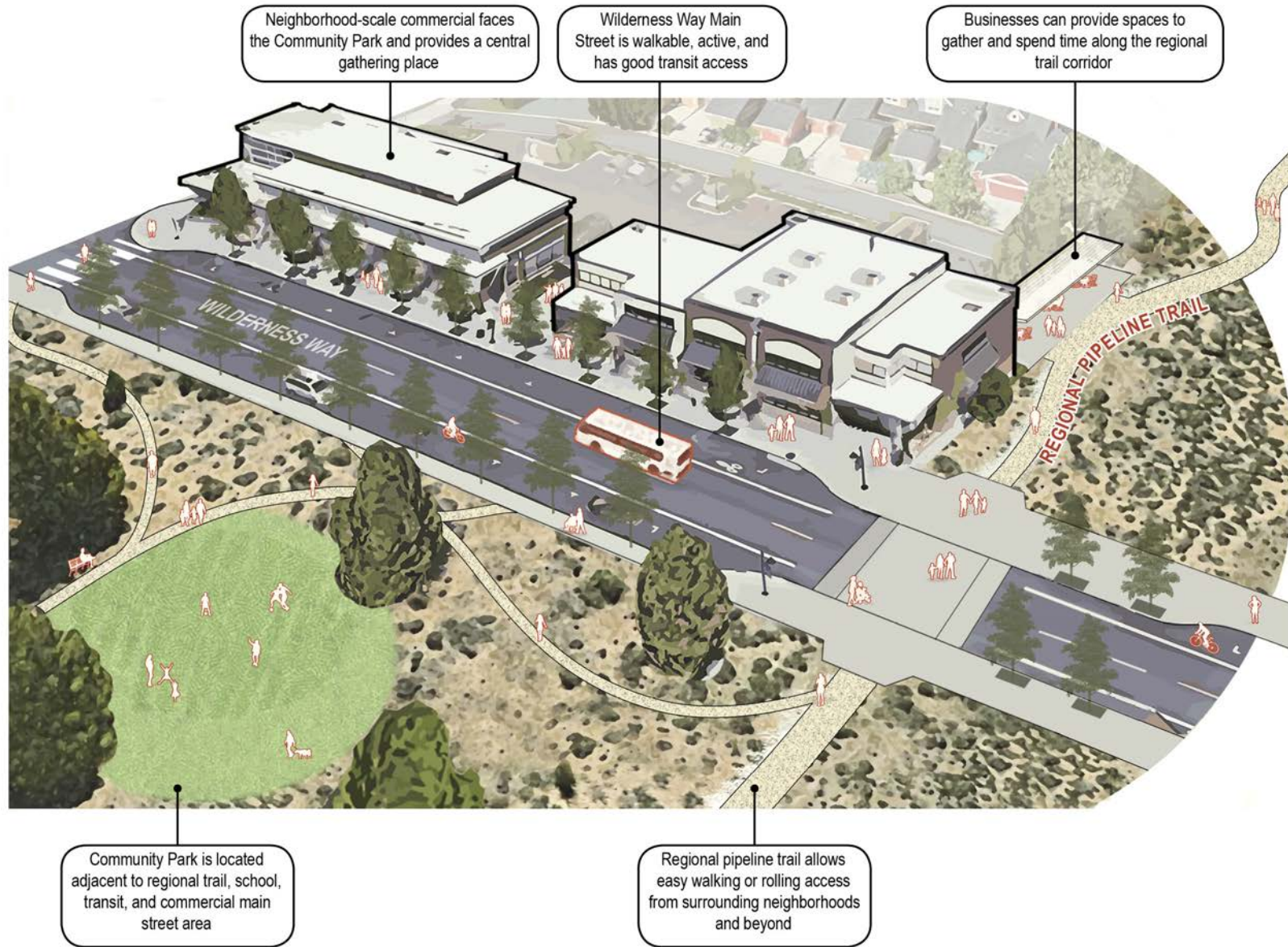
11-__ The City approved a Concept Plan for the Stevens Road Tract, on _____, 2022, consistent with HB

3318. The Concept Plan addresses the requirements of HB 3318. Master planning is required for this area. The master plan must be consistent with both the applicable master plan standards in the Bend Development Code and Policies 11-__ through 11-__, below.

11-__ The overall planning concept for the Stevens Road Tract property as identified in Figure 11-__ is for a new complete community that accommodates dense development focused primarily on providing affordable and workforce housing in a mixed-use, multi-modal community.

11-__ Within areas zoned for residential purposes, not counting the lands designated for affordable housing as required by Policy 11-__ below, the density must exceed nine (9) residential units per gross residential acre, more than 10 percent of the total number of market-rate units must be townhome dwelling units, and more than 35 percent of the market rate units must be duplex, triplex, quadplex, and/or multi-unit residential units.

Figure 29. SE Wilderness Way Main Street Conceptual Rendering



11-__ In order to provide adequate opportunities for the development of all needed housing types, sizes, and densities of market-rate housing, the Master Plan must demonstrate that this area will provide capacity for a minimum of 2,487 total residential units (including the affordable housing units in Policy 11-__ below) with the following specific plan designation and market-rate residential unit requirements:

- RH: A minimum of 30 total net acres of RH designation of which, 18 net acres must be for affordable housing as outlined in Policy 11-__ below, and a minimum of 12 net acres must be used to accommodate a minimum of 480 market rate units.
- RM: A minimum of 24 total net acres of RM designation of which, 2 net acres must be for affordable housing as outlined in Policy 11-__ below, and a minimum of 22 net acres must be used to accommodate a minimum of 440 market rate units.
- RS: A maximum of 92.9 net acres of RS designation to

accommodate a minimum of 808 market-rate units.

11-__ In order to meet the minimum unit density requirements in Policy 11-__ above, the densities may exceed the maximum densities in BDC 2.1.600.

11-__ In order to provide affordable housing, the Master Plan must include a minimum of 20 net acres of land for deed restricted affordable housing consistent with the locations identified in the Option Agreement recorded against the Stevens Road Tract and configured as follows:

- Three, 6-acre parcels with an RH designation
- Two, one-acre parcels with an RM designation

11-__ The parcels for affordable housing identified in Policy 11-__ above, are to be transferred to the City following final plat, and must be subject to deed restrictions setting the affordability levels and, for one of the 6-acre parcels and one of the 1-acre parcels, made available, to the extent permitted by law, in a manner that gives a priority to households in which at least one individual is

employed by an education provider over other members of the public.

11-__ The parcels for affordable housing identified in Policy 11-__ above must be platted and transferred to the City in phases so that parcels for affordable housing identified in Policy 11-__ and market rate parcels are platted over time in a ratio similar to the ratio of affordable and market-rate parcels within the Master Plan as a whole.

11-__ In order to provide adequate employment lands, the employment land plan designations must include a minimum of five (5) gross acres of Commercial plan designations and 7 gross acres of Mixed Employment plan designations. (Gross acreages exclude existing right-of-way.)

- Commercial plan designations will be adjacent to the community park and one of the 6-acre lots for deed-restricted affordable housing.

11-__ In order to provide sufficient areas designated for mixed-use development and to support equitable and integrated viable commercial and residential uses along with transportation

options (including walking, bicycling, and transit use), land use designations must be located as follows:

- The location of affordable housing required in Policy 11-__ above, must be located adjacent to the community park, abutting the commercial land, and SE Wilderness Way, providing equitable access to transit, open space, planned trails, and commercial uses.
- Market-rate medium- and high-density housing will be dispersed throughout the Tract, integrated adjacent to the affordable housing and located on planned transit routes adjacent to the community park, SE Wilderness Way, and near SE Stevens Road.
- The required 5 acres of Commercial plan designation will be configured as a main street and must be located on the future western portion of the extension of SE Wilderness Way, abutting the TransCanada Trail and adjacent to the future community park.

11-__ The street, path, and bikeway network must provide connectivity throughout the Tract, connect to existing abutting roads, and provide opportunities for connections to adjacent undeveloped land both inside and outside the UGB. The transportation network must be consistent with the Bend Transportation System Plan.

11-__ In order to ensure the development of adequate infrastructure to support walking, bicycling, public transit, and motor vehicle movement, and to ensure transportation networks connect the Stevens Road Tract to other areas within the Bend UGB, the future master plan must include:

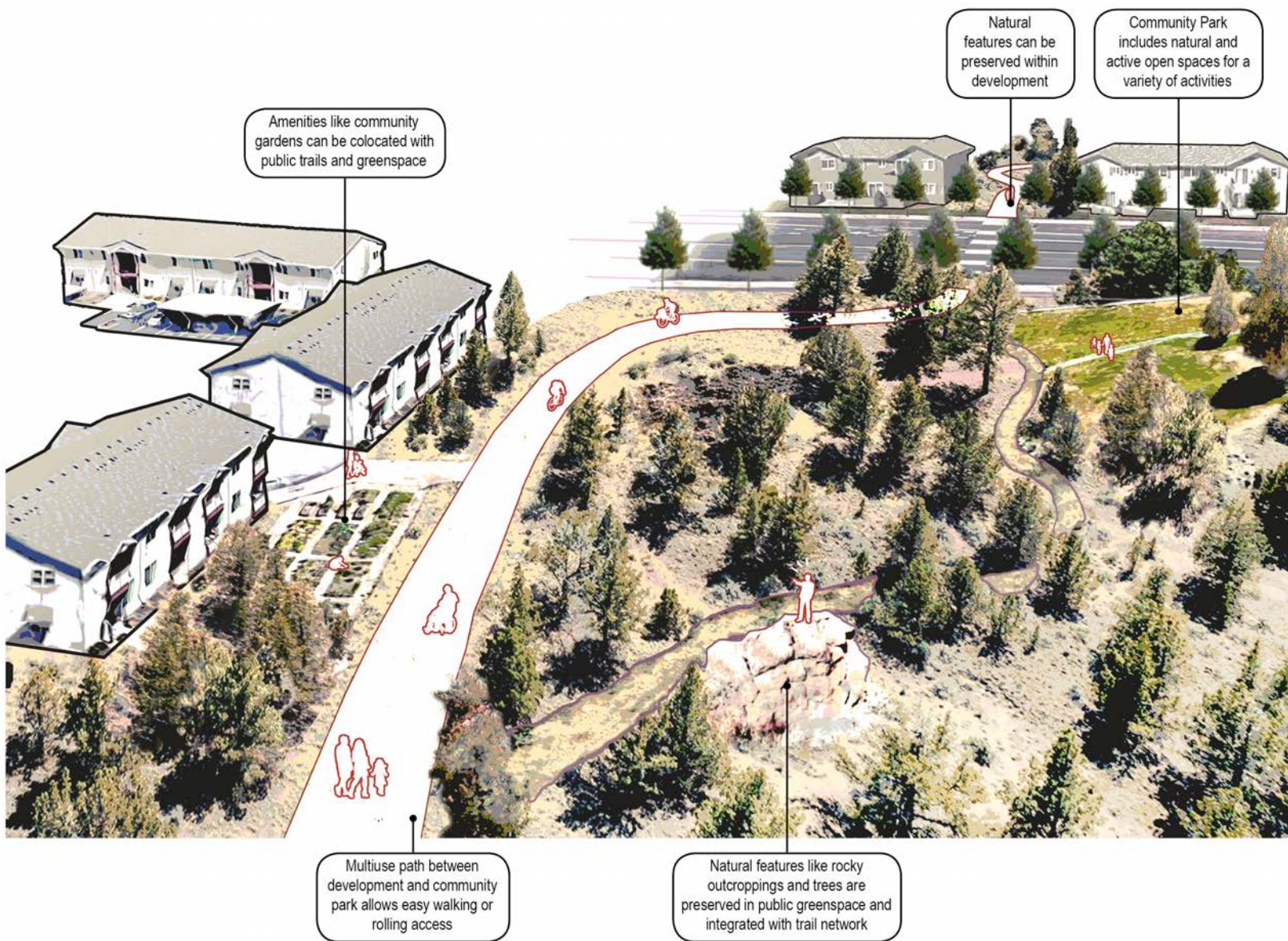
- A “green loop” of off-street trails in 20’ wide trail easements and/or multi-use paths around or near the perimeter of the area with a centrally located path adjacent to SE Wilderness Way and a trail located in the TransCanada trail easement.
- The extensions of SE Stevens Road, SE Ferguson Road, and SE Wilderness Way to the eastern edge of the Tract.

- Plans to address the future potential extension of the SE Ward Road Alignment.
- Construction of a new North-South street within the Master Plan area that provides a connection between SE Stevens Road to the north with SE Ferguson to the south.

11-__ To ensure any historical and cultural artifacts are preserved and protected, the City will conduct a pedestrian archaeological survey of the Stevens Road Tract. Development of the Stevens Road Tract will recognize and preserve significant historical and cultural artifacts identified in the City’s survey. Subsequent planning for this subarea must include the following:

- A master plan for the Stevens Road Tract must identify any locations where artifacts and/or remains are found and include an inadvertent discovery plan for artifacts and remains that may be discovered during excavation and/or earth movement.
- Protection of significant cultural resources inventoried in an archeological survey of the Tract.

Figure 30. Integration of Housing, Trails, Trees, and Rock Outcrops



- Consultation with the Confederated Tribes of Warm Springs and the State Historic Preservation Office prior to master plan approval and on-going, during development of the site
- Where artifacts or remains are identified, those areas should be left undisturbed, including through the design of open spaces at those locations.
- Reference to relevant state and federal regulations regarding the discovery of artifacts and/or remains during construction activities

11-__ In order to preserve significant natural resources on the Tract, the City will conduct an inventory to identify significant natural features, including, but not limited to, significant trees, rock outcroppings, and pressure ridges. Subsequent planning for this site must include preservation of natural resources identified in the City's inventory. Preservation of natural resources not identified in the City's inventory for protection, are encouraged to be preserved and integrated into the

open space and Master Plan design.

11-__ Subsequent planning for this area must include preservation of at least 39 net acres designated for recreational and open space (designated as Public Facility) as follows:

- A minimum of 29 net contiguous acre to be used as a community park for active recreation and preservation of significant natural resources, must be centrally located and adjacent to the proposed pipeline trail and future school site planned in the neighboring Stevens Ranch Master Plan Area
- A minimum of 7 net acres for trail corridors
- A minimum of 3 net acres of open space to maximize preservation of natural features including significant trees and rock outcrops

11-__ The Master Plan must show that wildfire risk will be mitigated through one or more of the following: defensible space, arrangement of land uses, construction and building materials, and/or development pattern. Any special

planned district proposed for regulating development of the land uses within the Master Plan must incorporate the proposed wildfire risk mitigation actions.

11-__ Coordination with Bend Park and Recreation District is required to address the provision of parks and/or trails within this area.

11-__ Coordinate with Cascades East Transit, regarding an extension of transit service and placement of a transit stop in the Tract.

11-__ Coordinate with the City of Bend Fire Department regarding wildfire risk mitigation and annexation to the City of Bend.

In addition to the expected amendments to Chapter 11 of the Comprehensive Plan, future expected planning amendments will also include minor amendments to the Transportation Systems Plan and Collection Systems Master Plan to reflect the improvements needed to serve and mitigate the development of this area.

POTENTIAL LAND SALES

The Stevens Road Tract property is Common School Fund land. The act of Congress admitting Oregon to the Union granted our state sections 16 and 36 of every township for the use of schools. If those lands had already been deeded, the state was allowed to choose other public lands “in lieu” of the lands. DSL acquired the tract as “in lieu” lands from the Bureau of Land Management in 1997.

A 382-acre parcel of the Common School Fund land was incorporated into the City of Bend's UGB in 2016 and sold in November 2020; 261 acres remain in state ownership, which is the Stevens

Road Tract. All proposed sales must be approved by the State Land Board.

If the UGB expansion is approved, DSL would seek approval for the sale of the 261 acres and begin marketing the property. To ensure the department receives appropriate value for the property, an appraisal would be commissioned. The marketing timeline is estimated at between 3 and 6 months, depending on market response. Once a purchaser is identified negotiation will begin and a sale agreement finalized. The time between agreeing to a sale and closing on the property is expected to be at least 6 months, to allow the

purchaser to complete their review of the property. HB 3318 requires the City to take title to the 20 net acres planned for affordable housing. The City and DSL intend to enter into an intergovernmental agreement (IGA) setting out the terms of their agreement for the City's acquisition of these parcels. The City intends to take title to the parcels following final plat of the area. After acquiring title, the City will offer the parcels for development of affordable housing, consistent with the affordability requirements and the requirements for educator priority housing (to the extent legally permissible) as set forth in HB 3318.

FUTURE MASTER PLANNING AND DEVELOPMENT

Prior to development of the Tract, a future landowner will be subject to the City's existing annexation and master planning policies in Chapter 11 of the City's Comprehensive Plan, including the requirement for a more detailed Master Plan and conformance with the area-specific Comprehensive Plan policies

(see expected amendments above). The future landowner will also be required to annex into the city and transfer title to land to the City for affordable housing, meeting the requirements of HB 3318.



Chapter 6

Technical Appendix Contents

The Technical Appendix for the Stevens Road Tract Concept Plan is a separate document. The contents are listed below.

- A. House Bill 3318
- B. Public Review Summary
- C. Planning Context for the Stevens Road Tract Concept Plan: Technical Memorandum
- D. Buildable Lands Inventory (BLI) Memorandum
- E. Historic, Cultural, and Natural Resources Technical Memorandum
- F. Wildfire Considerations for Stevens Road Tract Concept Plan: Technical Memorandum
- G. Affordable Housing Memorandum
- H. Employment Lands Memorandum
- I. Market Analysis
- J. House Bill 3318 Section 9 Compliance Findings
- K. Land Use Programs Spreadsheet
- L. Water Infrastructure Findings
- M. Sewer Infrastructure Findings
- N. Transportation Evaluation Report