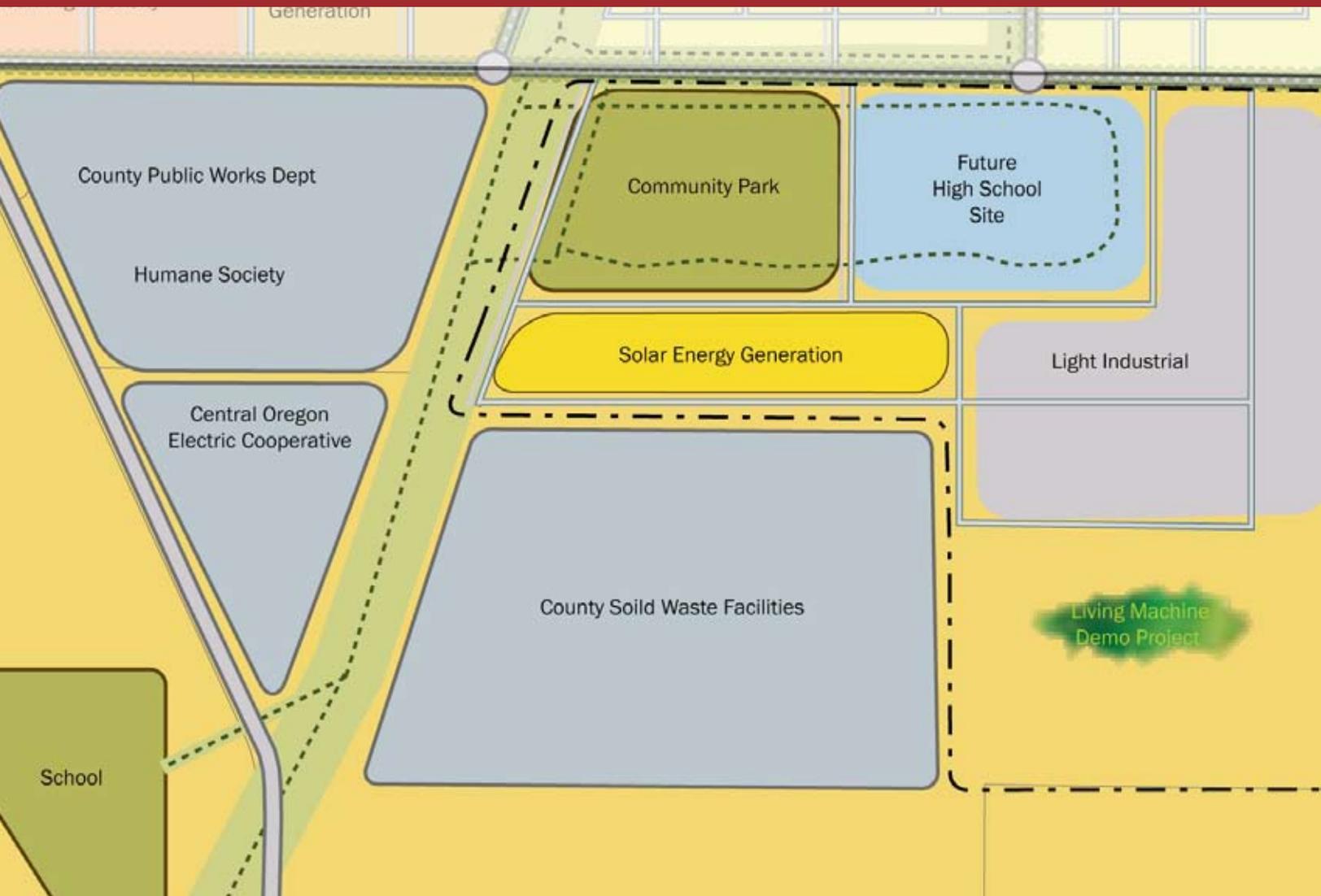


# Deschutes County Tract Master Plan

April, 2007



Prepared by:  
Cogan Owens Cogan, LLC  
SERA Architects  
Century West Engineers

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**April, 2007**

**Prepared for the  
Deschutes County Department of Solid Waste**



**through Agreement with  
Oregon Department of State Lands**

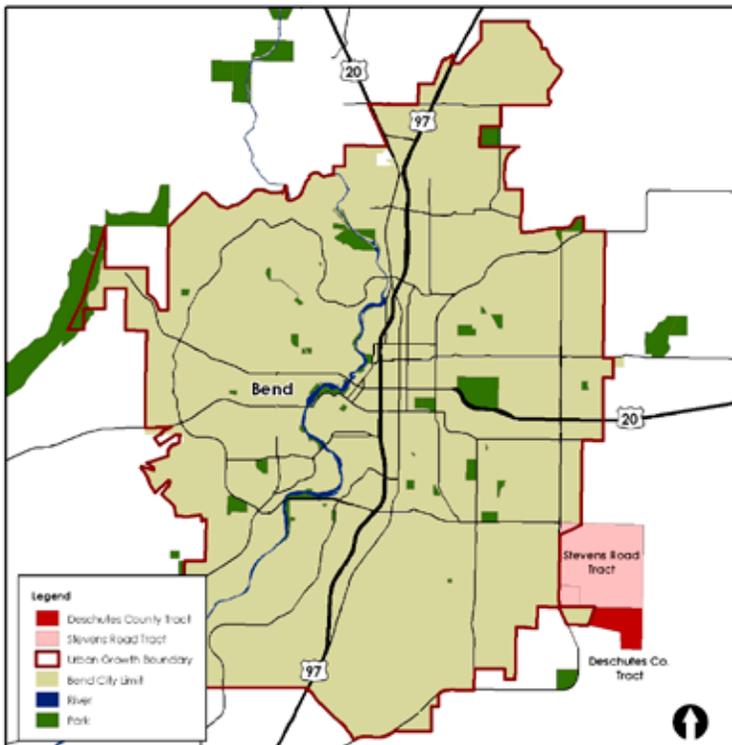
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# Introduction

This Concept Plan provides recommended short and long-term direction for management of a 137-acre tract of Deschutes County property managed by the County's Department of Solid Waste (Department). This property is located to the southeast of the City of Bend and directly adjacent to the City's urban growth boundary (UGB). It is bordered on the north by state lands managed by the Oregon Department of State Lands (DSL), on the west by the County's Public Works Department administrative offices and yard, on the southwest by the County's solid waste facilities, and on the east and southeast by rural residential development (Figure 1).



**Figure 1. Site Location**

Planning for the County Tract is being undertaken by the Department to ensure the compatibility of current and future uses of the site with those being planned by DSL on the adjacent Stevens Road Tract, as well as with other surrounding uses. DSL

is updating a 1997 master plan for the 640-acre Stevens Road Tract directly to the north to reflect current conditions and expected future trends in the area, including demand for specific land uses; DSL goals to enhance the Common School Fund; and City objectives to meet future community needs. DSL also is evaluating the feasibility of bringing the Stevens Road property into the Bend UGB. DSL envisions development of a “complete community” on this site, with opportunities for residents to live, work, shop and play in the same area, reducing transportation and other public facility needs. This overall approach to a self-sustaining development will be coupled with sustainable development design and construction techniques to create a unique neighborhood within the City.

## Site Description

The County Tract is undeveloped, with current uses limited to hiking and horseback riding. The property is relatively landlocked and there are no developed external access points and no formal road or trail systems. Most users access the site from DSL's Stevens Road Tract or from McGilvary Road to the east. County staff has ready access from the Public Works Department yards via informal roads.

There are no known sensitive environmental or cultural resources present.

The property is zoned Exclusive Farm Use (EFU) by Deschutes County and is within an area being evaluated by the City of Bend for expansion of its UGB and designation of urban reserves.

The solid waste transfer station and facilities on adjacent properties are expected to be in operation for the long term and the County Public Works Department has indicated that it has adequate land within its adjacent properties to meet future needs, including future landfill and transfer station needs. Specifically, the County landfill is expected to have a capacity of about 20 more years.

## Opportunities & Constraints

Through consultation with Department staff and other state and local agencies, the following opportunities and constraints have been identified for consideration in conceptual planning for the County Tract.

### Opportunities

- ❖ A single, large, vacant parcel, with no known environmental constraints. Taken together, the Department and DSL tracts represent over 775 acres of undeveloped land, with relatively few environmental constraints.
- ❖ Ability to help meet the needs of future residents of the Stevens Road Tract and the surrounding area for schools, parks, open space, and other community facilities.
- ❖ Opportunity to buffer future urban uses on the DSL property to the north from existing and future operations at the County's solid waste facilities.
- ❖ A location directly adjacent to the City's existing UGB and in close proximity to existing developed areas.
- ❖ Access to existing sewer and water lines.
- ❖ Relatively flat topography and views of the Cascades to the west and other mountains to the south.



### Constraints

- ❖ Presence of collapsed lava tubes on a portion of the site.
- ❖ Natural gas transmission line that separates the property from County-owned land to the west.
- ❖ Current and future use of adjacent County property for solid waste disposal and transfer operations.
- ❖ Lack of developed access.

## Concept Plan

### Purpose of the Concept Plan

The County has undertaken conceptual planning for this site in conjunction with planning for the Stevens Road Tract to the north to ensure the compatibility of current and future uses on its property with future uses on the southern portion of the DSL property. The purpose of this Concept Plan is to identify and assess recommended short and long-term uses of the County property. In addition, the Plan includes recommendations on:

- ❖ Pros and cons of inclusion in the City of Bend UGB;

- ❖ Disposition of Tax Lot 100;
- ❖ Continued County ownership;
- ❖ Zoning in the context of the recommended Concept Plan; and
- ❖ Access.

## Concept Planning Process

In preparing this Concept Plan, the County and their consultants (Cogan Owens Cogan, SERA Architects and Century West Engineers), conducted the following activities:

- ❖ Reviewed the existing Stevens Road Tract master plan and other relevant materials, including planning, land use, park, transportation and planning documents prepared by the City of Bend, Deschutes County, the Oregon Department of Environmental Quality (DEQ) and the Bend Metro Park and Recreation District (BMPR).
- ❖ Convened a meeting of state and local agency representatives to discuss future land needs, opportunities and constraints associated with the County and Stevens Road tracts in June, 2005.
- ❖ Conducted follow-up meetings with County and City officials to discuss plans to accommodate future growth in the Bend area.
- ❖ Prepared preliminary design concepts and reviewed and refined them in consultation with County and DSL staff, including a design charrette conducted on September 14, 2005.
- ❖ Conducted and summarized a meeting on November 8, 2005 with state and local agency representatives to further review, discuss and refine preliminary design concepts.
- ❖ Followed up with agency representatives

to discuss specific topics raised during the November 8 meeting.

- ❖ Monitored Bend's residential land needs study and UGB amendment process.
- ❖ Prepared this Concept Plan, incorporating the results of all previous tasks.

As noted above, a variety of state and local agencies have been involved in the concept planning process, including: Deschutes County – Road Department, Department of Community Development, Department of Solid Waste; Bend Long Range Planning; Oregon Department of State Lands; Oregon Water Resources Department; Oregon Department of Land Conservation and Development; Oregon Department of Environmental Quality; Oregon Department of Housing and Community Services; Bend Metro Parks and Recreation District; and Bend-La Pine School District. Specific interest groups participating include Bend Little League and the Humane Society of Central Oregon.

## Design Principles & Objectives

The following design principles and objectives have been applied in preparation of this Concept Plan:

- ❖ Buffer ongoing operations at the County's solid waste facilities from future urban uses on the Stevens Road Tract.
- ❖ Provide a mix of land uses that is integrated and compatible with those proposed for the Stevens Road Tract.
- ❖ Ensure that future development is consistent and integrated with overall goals for community-wide growth and development.
- ❖ Help meet short and long-term community needs and objectives for public facilities, recreation, and economic development.

- ❖ Coordinate with DSL on opportunities to generate power from alternative sources.
- ❖ Incorporate sustainable development and design principles and practices.

## Concept Plan

In planning for the County Tract, it is recognized that both short and long-term uses are highly dependent upon: (1) development of the Stevens Road Tract; and (2) inclusion of the County Tract within the Bend UGB in the short-term, i.e., as part of the City’s current UGB amendment process. Consequently, this proposed Concept Plan includes several scenarios:

- ❖ **Scenario A:** Neither the Stevens Road Tract nor the County Tract is brought into the UGB.
- ❖ **Scenario B:** The Stevens Road Tract is brought into the UGB but the County Tract is not.
- ❖ **Scenario C:** Both the County Tract and the Stevens Road Tract are brought into the UGB.

### Scenario A

In this scenario, neither the Stevens Road nor County tracts are brought into the UGB in the short term. Based upon the assumption that the County Tract remains outside the UGB, only a limited number of (non-urban) uses can be accommodated based on County zoning (EFU) and state planning requirements. In this scenario, the Tract would continue to be used as passive open space, with uses limited to the current hiking and horseback riding.



### Scenario B

This scenario assumes that urban development occurs on the Stevens Road Tract, but that the County Tract is not brought into the UGB at this time. Proposed Concept Plan elements are predicated on land uses that complement Stevens Road Tract development and serve as a buffer to that development. They include:

#### Community Park

A community park of approximately 25 acres in size is proposed on the northern portion of the County-owned property. This park would border the Stevens Road Tract and serve as a buffer between the County’s solid waste facilities and long-term urban development of the Stevens Road Tract. The community park could have a broad range of facilities and uses, possibly including but not limited to playing fields, picnic shelters, paths and walkways, play equipment, and natural areas or open space. Location, design and development of this and other parks would be consistent with BMPR goals, policies and identified facility needs. The community park would help meet developed

recreation needs resulting both from Stevens Road development and other development in the southeastern portion of the Bend metro area. The park should be sited for long-term co-location with a high school (see Scenario C) to serve the DSL and County-owned properties, as well as the larger surrounding

area. In addition, the park should be located to avoid potential impacts on surrounding properties from lighting or other activities.



Figure 2. Deschutes County Tract: Scenario A



### **Trails and Open Space**

The majority (at least half) of the County Tract would be expected to remain passive open space. A limited trail system is proposed in conjunction with park development, with connections to the trail system developed for the western portion of the Stevens Road Tract. The key feature of the trail system would be a diagonal north/south trail along the GTN gas transmission line that would provide connections to the proposed community park, to trails and open space within the Stevens Road Tract, and to the middle school and Snowline Park located west of 27th Street. In the long term, it also would link these areas to a new high school proposed for the County Tract (Scenario C).



### **Energy Production**

The Stevens Road Tract Master Plan proposes development of solar or other alternative energy production on a portion of that site along its southern boundary (directly north of the Public Works Department). Production facilities could be expanded from the DSL site to incorporate portions of the County property. There also may be opportunities for a joint venture between the County and DSL to generate energy from alternative sources and/or generation of methane on the County site. A significant amount of energy could be produced within a relatively modest area and used to support other proposed development.

### **Living Machine Demonstration Site**

During preparation of the Stevens Road Tract Master Plan, DSL and County representatives identified the potential for a “living machine” demonstration project to process storm water and possibly

wastewater. A “living machine” would use biological processes to treat wastewater produced on the Stevens Road and County properties. Such on-site processing would reduce demand on the City’s sewer system.

### **Transportation and Site Access**

Creation of a community park in particular will necessitate development of road access across the northern portion of the County Tract. Options include a west-east extension of Ferguson Road and/or a new east-west connector from Ward Road. Development of north-south road access through the southern half (open space portion) of the Tract is not envisioned.

### **Public Facilities and Services**

In addition to the transportation facilities described above, water, wastewater and stormwater facilities likely will be required for development of a community park, depending on the nature of amenities created at the park. It is assumed that wastewater treatment will occur on site or through the proposed “living machine.” Avion Water Company, a private water supplier, would be the likely supplier of water service. It is assumed that Avion would be able to serve the park through a booster pump station and a new transmission line. Alternatively, the City of Bend could provide water service if it were to successfully negotiate a transfer of service areas with Avion. It is also assumed that stormwater would be treated onsite through the use of drainage swales, ponds, filters, and drywells. Adequate facilities are available to provide electrical power, gas and telephone service.



## Scenario C

Inclusion within the UGB allows for a broader range of uses to be considered for the County Tract. In the long-term, urban uses could include light industrial, institutional or other uses. Additional transportation facilities likely would be needed to connect this site to provide internally and to adjacent properties to the north and west. Scenario C includes all of the facilities described above for Scenario B, as well as the following additional elements:

### High School

A high school is proposed for co-location with the community park. It would serve the residential uses proposed for the Stevens Road Tract, as well as the larger surrounding area. An additional approximately 20 - 25 acres are proposed for school facilities, with athletic facilities co-located on the park site.

### Light Industrial

Light industrial or small office uses could be sited in the southeastern quadrant of the Tract (to the south of the high school and community park), both to buffer solid waste facilities further to the south and to provide employment opportunities in the long term. Approximately 30 - 40 acres would be devoted to employment uses. This could translate to approximately 450 - 1,200 jobs, assuming 15 - 30 jobs per acre (average employment density for light industrial and small office commercial employment). Such industrial or commercial uses could generate tax revenues to the County to help offset the effects of other non-tax generating uses. Among the light industrial opportunities to explore are:

- ❖ Relocation of ODOT's Bend maintenance facility to this site, possibly near the existing Road Department facility.
- ❖ The Oregon Fish and Wildlife Department may

need additional land for equipment storage and related uses. The County Tract could be a candidate for these types of uses in the future.

### Trails and Open Space

The trails system would be similar to that in Scenario B, except that there would be additional trail connections to the high school site from the open space/trails system on the eastern half of the Stevens Road Tract and from the community park. Open space needs would be met through the community park and "living machine" site. In this scenario, the southeastern quadrant would be developed for light industrial uses, with smaller open spaces serving as a buffer to ongoing solid waste disposal activities.

### Transportation and Site Access

As in Scenario B, a new access road across the northern portion of the County Tract would be needed to access the proposed high school and community park. In addition, north-south circulation through the site and connections to Ward and McGilvray roads would be needed in conjunction with light industrial development.

### Public Facilities and Services

In addition to the transportation facilities described above, the proposed development scenario would require construction of water, wastewater and stormwater facilities on site, as well as improvements to storage and distribution facilities off-site.

Additional sewer infrastructure will be required before the high school and light industrial development can take place. As an alternative to construction of or use of a new trunkline to the site, it may be possible to provide wastewater service through the proposed "Living Machine."

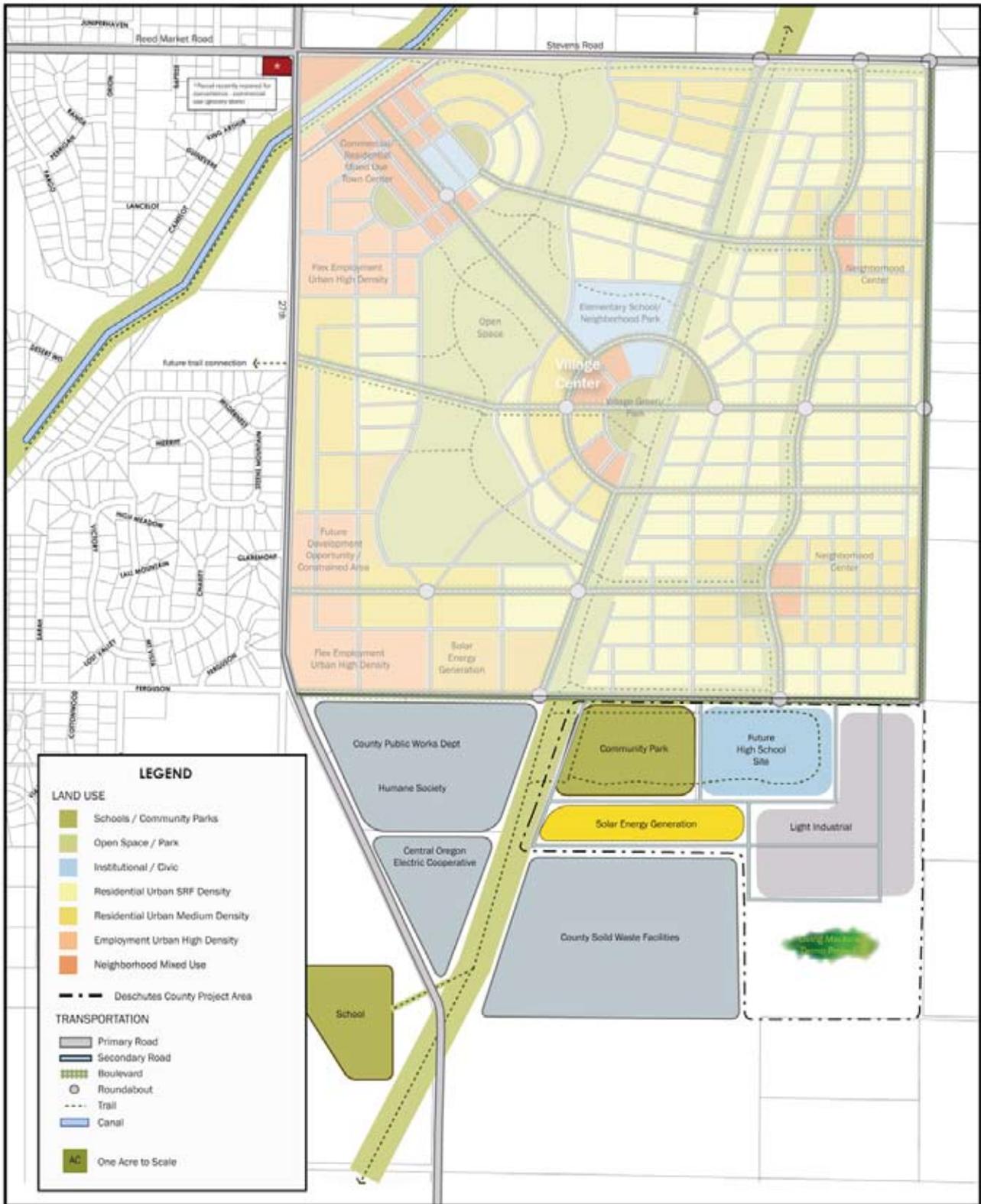


Figure 4. Deschutes County Tract: Scenario C



Avion Water Company would be the likely supplier of water service for the site unless the City of Bend were to negotiate assumption of service as described previously. Proposed high school and light industrial development would require several improvements to Avion's system, including a new reservoir and pumping facility, a booster pump station and a new transmission line. Depending on the types of improvements made to the City's system to accommodate development in other areas, development of this site also could necessitate improvements to the City's system if it were to provide service.

The primary means for treatment and disposal of stormwater in Bend is onsite disposal through the use of drainage swales, ponds, filters, and drywells. Drywells may be installed for disposal of roof drainage, and may be used in residential areas and open spaces. In all other areas, the preferred methods for site drainage are ponds, swales, and filters, eco-roofs, porous pavement and other sustainable stormwater treatment techniques.

Adequate facilities are available to provide electrical power, gas, telephone and cable television service to the Tract.

## Recommendations

In addition to developing a recommended Concept Plan, the County's consultants were asked to provide recommendations on several specific questions.

### Pros and Cons of UGB Inclusion

In considering the question of whether to pursue inclusion of the County Tract within the Bend UGB, Department staff indicated that the County's primary goals for its property are to buffer the County landfill

(further south) from potential impacts related to development of the Stevens Road Tract and to ensure compatibility between the Stevens Road Tract and the adjacent County property. Those goals can be readily met through the types of land uses proposed in this Concept Plan, irrespective of the property's inclusion or exclusion within the UGB. The open space, park, school and light industrial uses proposed would be expected to be adequate buffers to ongoing operation of landfill, transfer station, and other public works operations.

The key factors affecting whether or not to pursue UGB inclusion are (1) the level of revenues to be generated from use of the Tract; (2) the desirability to locate public uses (e.g., school, park, and open space) on public property; and (3) the potential likelihood of inclusion, given preliminary progress on the UGB alternatives evaluation.

Arguments for inclusion within the UGB include:

- ❖ Inclusion within the UGB allows for consideration of a broader range of land uses.
- ❖ Inclusion of both the DSL and County properties within the UGB presents a unique opportunity for over 750 acres of planned development to respond to a variety of long and short-term community needs for housing, employment, open space, developed recreation, and public facilities. While either of the two sites can be independently developed, combined they represent a greater opportunity to respond to these needs in a coordinated and cost-effective manner.
- ❖ Inclusion within the UGB provides an opportunity for light industrial and other compatible land uses to help offset the loss of tax revenues

resulting from the public uses proposed in this Concept Plan.

Arguments against pursuing inclusion of the County Tract within the UGB in the short and medium terms include:

- ❖ While adding the County property to those sites under consideration for UGB inclusion on Bend's southeast quadrant would create certain efficiencies of scale, it would also increase the competition for the limited amount of land expected to be included.
- ❖ Depending upon Bend's long-term land use needs, urban uses, such as light industrial, could compete or conflict with the siting of such uses on DSL property.
- ❖ The County, as a decision-maker in the UGB amendment process, could be perceived by private property owners to have an unfair advantage.

#### **Disposition of Tax Lot 100 (i.e., Should Solid Waste and Public Works be on Separate Tax Lots?)**

From a Concept Planning perspective, it is immaterial whether Tax Lot 100 is divided to separate the solid waste facilities and Public Works administrative offices/yard from its undeveloped portions. From a long-term administrative perspective, such a separation is recommended.

#### **Continued County Ownership**

Prior to inclusion of the County Tract within the UGB, there is no obvious reason to dispose of the property. However, if the County and Stevens Road tracts are included in the UGB, it is recommended that a decision to retain or dispose of the property be made in conjunction with DSL. DSL will be

assessing the feasibility of leasing or selling its Stevens Road Tract to a private developer, taking a role as master developer, and other options.

Applying a common approach to the County and state properties could result in a number of efficiencies and cost savings.

It is also recommended that those portions of the site proposed for school and park uses be sold or traded to the school and park districts, respectively.

#### **Recommended Zoning**

Zoning will be contingent upon UGB inclusion and will need to reflect the land uses pursued. In the short term (until such time as UGB inclusion), the current EFU zoning adequately reflects the recommended land uses. With UGB inclusion, rezoning pursuant to the City's standards and process will be required to accommodate proposed land uses. For example, Public Special District zoning will be needed for the proposed community park and high school; Light Industrial zoning will be needed for the proposed light industrial/small office uses.

#### **Access**

Improvements to non-vehicular access would be provided through the proposed trails and open space. Proposed transportation system improvements include road extensions across the northern portion of the Tract and north-south connections through the eastern portion to serve light industrial uses. These improvements will need to be designed to avoid or minimize conflicts with ongoing use of adjacent County property for solid waste disposal and transfer operations.

