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CLIMATE FRIENDLY AREAS STUDY

December 2023



City of Bend



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Executive Summary

Introduction

The City of Bend (City) began the Climate Friendly Area (CFA) Study in November 2022 in response to the State of Oregon's Climate Friendly and Equitable Communities (CFEC) rulemaking. The Land Conservation and Development Commission (LCDC) launched CFEC rulemaking in September 2020 and approved the rules on July 21st, 2022. Amendments to the rules were finalized on November 2nd, 2023. As part of these rules, certain cities in Oregon are required to study and designate CFAs.

A CFA is an area where residents can live, work, and meet most of their daily needs without the use of a vehicle. By changing land use patterns to encourage walking, biking, and transit, cities can reduce greenhouse gas emissions from vehicles. CFAs are implemented through changes to land use policy and the Bend Development Code. These changes may include allowing taller buildings and higher residential densities than are currently permitted. Other parts of the new rules imply cities should invest more of their transportation budgets in supporting pedestrian, bicycle, and transit infrastructure to support these more intensive land uses. The designation of and investment in CFAs has the potential to create complete communities, provide more

affordable housing options for Bend's growing population, and provide more opportunities for people to get around by bike or on foot.

The CFA Study

Documents the work and analysis that the project team completed on the CFA candidates, including extensive community engagement.

Fulfills the requirements for a CFA Study from the Oregon Administrative Rules (OAR), Chapter 660, Division 12, which regulates transportation planning and the study and designation of CFAs. Per OAR 660-012-0315.4, this Study includes:

- **Maps of CFA Candidates and Capacity Analysis** – Preliminary calculations of zoned residential building capacity within each potential CFA to accommodate at least 30 percent of the total identified number of housing units necessary to meet all current and future housing need using the prescriptive path outlined by the Oregon Department of Land Conservation and Development (DLCD).
- **Evaluation of Existing Development Standards** – Analysis of how each potential area complies with the land use requirements for CFAs, and a description of any necessary changes to the Bend Development Code to ensure implementation.
- **Anti-Displacement Analysis** – Plans for achieving fair and equitable housing outcomes in all CFAs, including an analysis of spatial data to determine if the rezoning of potential CFAs would displace residents who are members of state and federal protected classes. Additionally, the Study identifies actions to mitigate potential displacement, and plans identified in [OAR 660-008-0050.4.a-f](#).
- **Community Engagement Plan** – A community engagement plan for the designation of CFAs.

The designation of CFAs will take place by the end of 2026. Planning work to accommodate the City's housing and employment needs, including a Housing Capacity Analysis, Housing Production Strategy, and Economic Opportunities Analysis, is anticipated to begin in 2024. This work will consider the use of CFAs as a tool to accommodate growth within City boundaries. Rather than designate CFAs separately, the City plans to take a comprehensive look at 20-year

land needs for citywide housing and employment prior to designating CFAs while also addressing the new requirements regulating Transportation Systems Plans in OAR Division 12.

This Study is not intended to select or recommend specific CFA candidates for designation. Instead, the goal of the Study is to take a broad look at areas in the City that may have potential to develop as a CFA. Bend already has areas that function much like a CFA and has existing plans and policies for specific areas to become walkable, connected neighborhoods with a mix of housing and jobs. The CFA Study is a unique opportunity to acknowledge how far those plans have come, and to look at future locations for growth to create a more livable, sustainable city.

Key Takeaways

This Study identified important insights and key takeaways including the following:

- **Bend needs to accommodate 15,366 housing units (30% of current and projected housing need) in one or more CFAs based on the Prescriptive Method Capacity Analysis, detailed in Chapter 2. This translates to a need to designate between 275 – 350 acres of CFAs across the City.** The number of housing units and resulting acreage may increase after the City receives new housing estimates from the State of Oregon in January 2025.
- **This Study identifies and analyzes ten CFA candidates for consideration, totaling over 1,600 gross acres. Very few CFA candidates are large enough to accommodate all the required capacity, so a combination of CFAs will likely need to be designated.** The candidates are spread throughout the City and are primarily existing commercial or mixed-use areas. Based on the methodology outlined in Chapter 1, the CFA candidates that scored the highest include the Bend Central District, followed by North Downtown and Mid 3rd respectively.
- **Overall, there was support from the public and working group for a “varied scenario”, designating multiple CFAs throughout the City as opposed to one centralized CFA.** Chapter 6 details two scenarios, including a centralized option with

Bend Central District and the surrounding area as a primary CFA and a varied scenario with Central Westside, Bend Central District/Greater Downtown, and the Eastside as primary CFAs.

- **This Study was shaped by the extensive community engagement which specifically centered around the voices of historically underserved community members.** The key themes that came out of the engagement were related to equity, including the importance of access to affordable housing, transportation options, and necessary services like grocery stores, medical services, and daycares. In general, the public also supported raising building heights in certain locations. Public input, including support for specific CFA candidates, is detailed in Chapter 5 and Appendix F.
- **The risk of displacement due to CFA designation was relatively low in the scenarios that were identified, with the exception of the Eastside.** The anti-displacement analysis in Chapter 4 identified the south and east areas of Bend as home to residents who are at risk of displacement in the event of an increase in property values due to CFA designation. While these areas ranked relatively low as CFA candidates, if they are designated as CFAs, special attention will need to be paid to ensure adequate anti-displacement strategies are implemented. The Anti-Displacement Analysis in Chapter 4 and Appendix E outlines and expands on these strategies in detail.
- **There are opportunities beyond CFAs that could help to create more walkable, mixed-use neighborhoods and districts throughout the City.** CFAs are just one tool to implement CFEC, accommodate needed housing and employment growth, and provide complete communities and neighborhoods. Throughout the engagement, a number of other opportunities and tools were identified. These are detailed in Chapter 6 and are focused on ways to increase and support connectivity, mixed-use neighborhoods, and residential infill.

Next Steps

This Study concludes Phase 1 of the CFA Project Phasing, as shown in Figure 1 below. In Phase 2, designation and adoption, the City will need to take several steps to implement CFAs. These steps, detailed in Chapter 6, include more than development code changes, and will require a number of program and policy changes to comply with the CFEC rules. Prior to designation, the City will need to finalize a preferred scenario, refine the CFA candidate boundaries, identify necessary zoning changes, update the capacity analysis and more.

Climate Friendly Areas Project Phasing

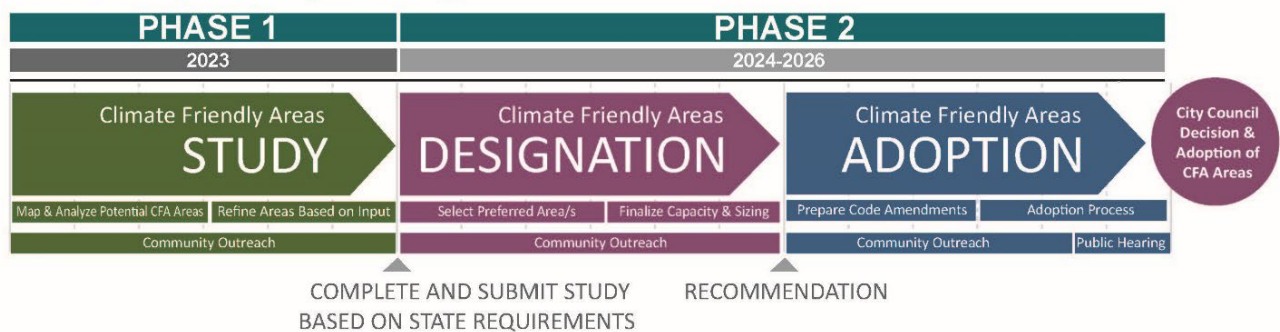


Figure 1. Climate Friendly Areas Project Phasing



Chapter 1

Methodology

This Study began by outlining the requirements for CFAs from the Oregon Administrative Rules, Chapter 660, Division 12, which regulates transportation planning and the designation of CFAs. The rules state the following:

- *Climate Friendly Areas shall be in existing or planned urban centers, including downtowns*
- *Climate Friendly Areas should be located within, or in close proximity to, areas planned for or provided with high-density residential uses and a high concentration of employment opportunities*
- *Climate Friendly Areas shall be in areas that are served, or planned for service by high quality pedestrian, bicycle, and transit services¹*

Based on these requirements, the following criteria needed to be considered in identifying CFA candidates:

¹ OAR 660-012-0310.2.b – e

- **Connectivity** – CFAs should be located in areas of the City that have, or will have, infrastructure for bikes, pedestrians, and transit. Additionally, CFAs should be located in areas that are well connected and easily accessible from other parts of Bend.
- **Employment** – The location of major employers and areas with high employment need to be considered, with employment options nearby, or are anticipated to be nearby in the future.
- **Housing** – The rules state that CFAs need to be in areas planned for or provided with high-density housing. Residential unit density should be analyzed, and areas where multi-unit housing is already allowed should be identified.
- **Equity** – The rules require an analysis of neighborhoods in Bend that are most at risk of displacement in the event of a CFA designation, and that the City spatially analyze risk of displacement. Additionally, the City must identify solutions to mitigate potential displacement.

Mapping

The analysis began by mapping elements of the Urban Growth Boundary to identify the best potential locations for CFAs. Using the criteria above, three different maps were created. Rather than look at the data parcel by parcel or block by block, data was aggregated into 25-acre hexagons, arranged in a grid covering the City to help better visualize the spatial information. The goal was to reveal areas with more or fewer traits approximating the objectives of CFAs on each of these maps. The mapping exercise was not intended to create a finite score for individual areas nor was it intended to be the only factor for CFA candidacy. Rather, the maps were intended to identify initial areas for consideration and to inform future discussions and decisions.

The mapping exercise was a helpful first step because it established a factual, data driven basis to identify which areas of the City are multi-modal, have housing density, and have employment density and diversity. At the same time, the anti-displacement spatial analysis shared information about which areas require the most care when it comes to displacement mitigation. These maps were the starting point for selecting which areas are most suited for the type of development intended for CFAs.

Refining Mapping with Engagement

The following maps were developed alongside and informed by public engagement. Input from engagement suggested doing the best technical mapping possible while also not letting the formal scoring and mapping be the only reason a CFA is designated in a particular place. The maps and analysis are intended to illustrate advantages and disadvantages, provide information helpful to decision makers, and aid informing public processes and decision making. The mapping process also revealed that any analysis, while helpful, can't capture every site-specific situation, and should therefore be used with informed caution. The maps do illustrate important patterns on various subjects which can be helpful when considering where to site future CFAs.

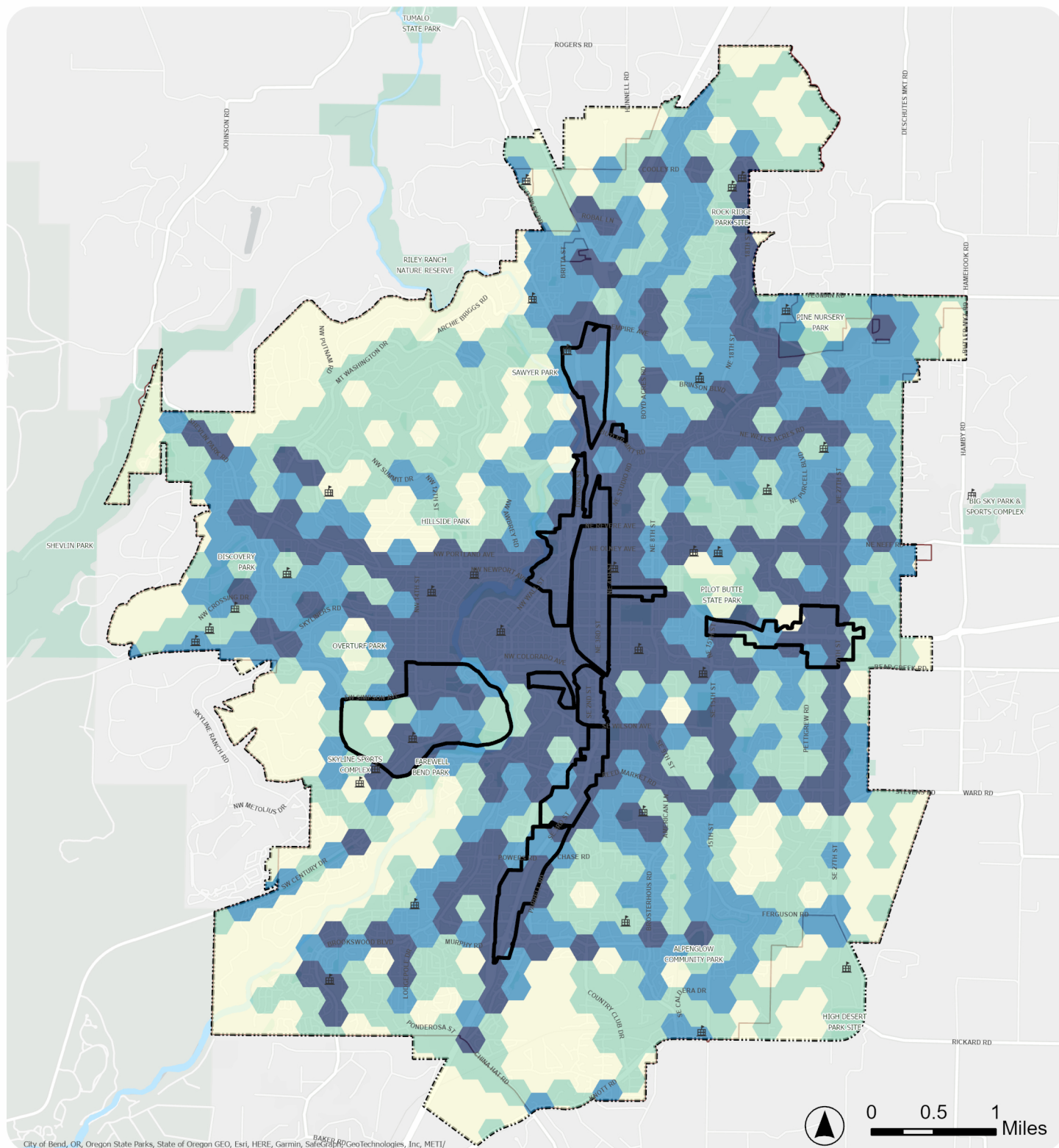
Connectivity Map

The rules state that CFAs should be located in places with high quality bike, pedestrian, and transit infrastructure. The connectivity map was created to identify areas of the City that meet these requirements. The map illustrates existing characteristics which may be difficult and expensive to overcome or change, and planned infrastructure improvements which are being constructed through a recently approved General Obligation Bond and ongoing Capital Improvement Program. The following data sets were used to create the Connectivity Map:

- Sidewalk Facilities by Length
- Bicycle Facilities by Length
- Presence of Key Routes (Routes identified in the Transportation System Plan (TSP) that will be designed to be low-stress for cyclists and pedestrians)
- Existing Low-Stress Bicycle Network
- Planned Low-Stress Bicycle Network
- Road Intersection Count
- Transit Stop Count
- Number of Transit Routes

Each 25-acre hexagon received a score of 0-4 for the presence, mileage, or count of each of the above datasets. The scores were broken down by quantile, and the highest scoring hexagons had scores between 11 and 20. These are represented in a darker color on the following page in Figure 2 – Connectivity Score Map.

Generally, the center of the City scores the highest. Many of these areas were platted nearly a hundred years ago and exhibit a pattern of gridded streets, alleys, with fewer systems that rely on larger or nonexistent blocks or disconnected cul-de-sacs. Additionally, hexagons along some of Bend's major arterials scored highly due to the presence of transit, pedestrian, and bike infrastructure. Despite the high scores, many of those arterials are not necessarily pedestrian or bike-friendly corridors due to the presence of heavy vehicular traffic. Barriers like the Bend Parkway (Highway 97), 3rd Street, a railroad, and to the west the Deschutes River are recognized barriers which would benefit from enhanced crossings to improve safety and convenience in the case of being included in a CFA, and even without being in a future CFA. Later in the process, pedestrian barriers were added as a scoring factor to the connectivity map. Fewer pedestrian barriers led to a higher score.

**Legend**

Candidate Climate Friendly Areas (CFA)

Urban Growth Boundary

City Limit

Parks

River

Schools

Connectivity Score by Quantile

0 - 2

3 - 6

7 - 10

11 - 21



CITY OF BEND

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Sources: City of Bend, Deschutes County
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Figure 2 – Connectivity Score Map

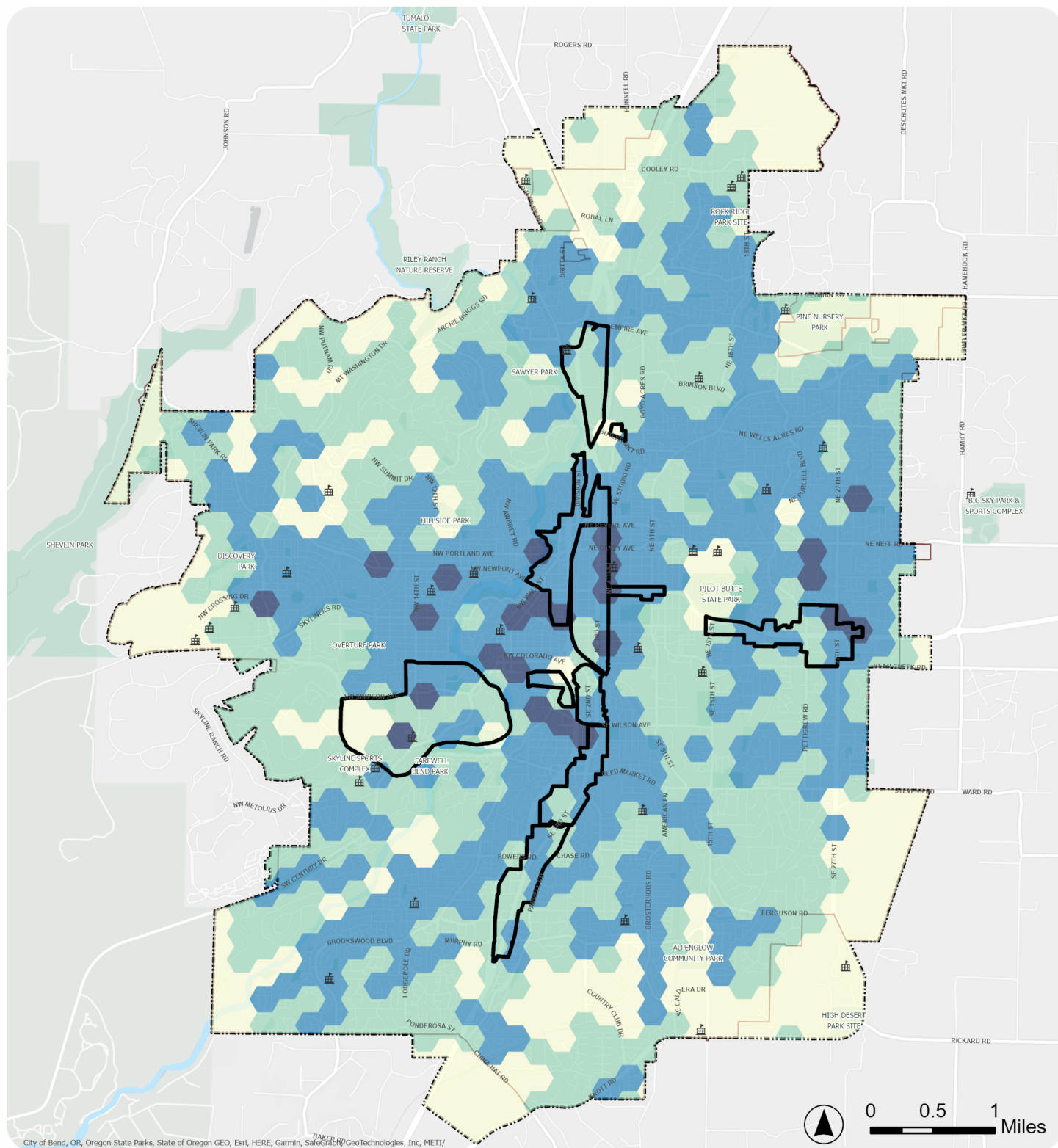
Opportunity Map

The rules state that CFAs should be located within or near areas planned for or provided with high-density residential uses and a high concentration of employment opportunities. The Opportunity Map shows areas of residential and employment density. It illustrates the areas of Bend where people live, and areas of Bend where people work. Datasets that were used in this map include:

- Residential unit density – the number of housing units within a hexagon
- Employment density – the number of employees per hexagon
- Employment diversity – the number of different businesses per hexagon

Once again, each hexagon was scored and separated into quantiles, with the highest scoring hexagons illustrated in dark blue in Figure 3 – Opportunity Score Map. Downtown Bend and adjacent areas were shown as scoring the highest, with some areas along 3rd Street, the Central Westside, and the east side of Bend scoring highly as well.

Many of the CFA candidates are predominantly employment focused with a variety of commercial, office, and even light industrial uses rather than being predominantly residential. Therefore, they tend to have high employment density and diversity, but lack residential density. However, they are bordered by residential areas with varying degrees of residential density. This implies that any future CFA designation would allow or promote higher density residential development in these areas to bring new residents into areas well served with commercial uses, which is consistent with existing redevelopment trends in similar areas of Bend. This approach also suggests CFA designation would not exacerbate displacement of existing residents as much as designating in existing residential areas. Due to the existing and historical uses in the CFA study areas, the parcels tend to be larger and riper for redevelopment to a higher mixed-use form than areas which are mostly residential and have smaller lots. Future designation of some of these areas to CFAs would also place and emphasis on investments within the CFA and to adjoining residential areas to improve the convenience of walking and biking to nearby CFAs and support the economic viability of existing and new commercial uses.

**Legend**

Candidate Climate Friendly Areas (CFA)

Urban Growth Boundary

City Limit

Parks

River

Schools

Opportunity Score by Quantile

0 - 1

1 - 4

4 - 6

6 - 9



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Figure 3 – Opportunity Score Map

Anti-Displacement Strategy Map

The Anti-Displacement Strategy Map — Figure 4, was created using the guidelines in DLCD’s Anti-Displacement and Gentrification Toolkit. The steps taken to create this map are described in detail in Chapter 4, the Anti-Displacement Analysis. If land values change as the result of a CFA designation, there is risk of displacing and pricing current residents out of their neighborhoods. Demographic and market information was studied to determine which areas of Bend are most at risk of displacement in the event of a CFA designation. The purpose of the map is to identify which areas in Bend are most at risk of displacement and utilize this information in the decision-making process. If any of these areas are chosen, the City will need to employ displacement mitigation strategies best suited for the areas. While careful attention should be applied to these areas, it’s important to note that citywide mitigation strategies and pro-housing policies are also necessary to avoid displacement. Additionally, community engagement with residents in the strategy areas will be extremely important to understand how to best serve these areas.

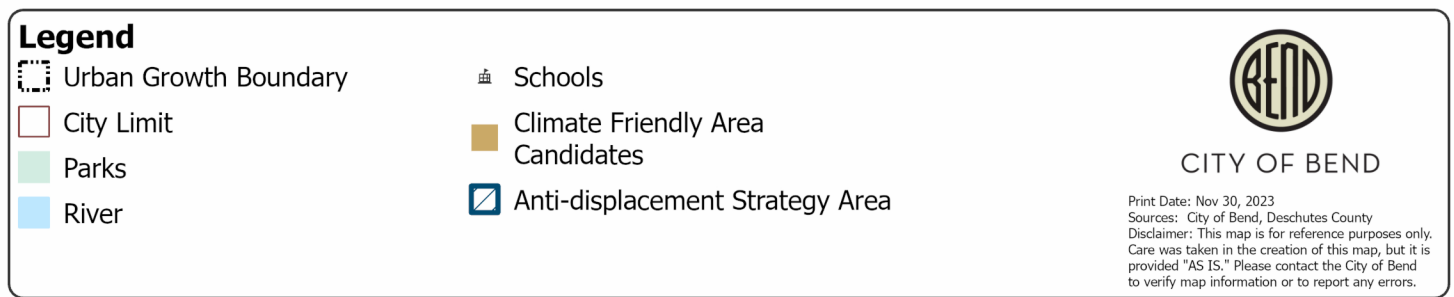
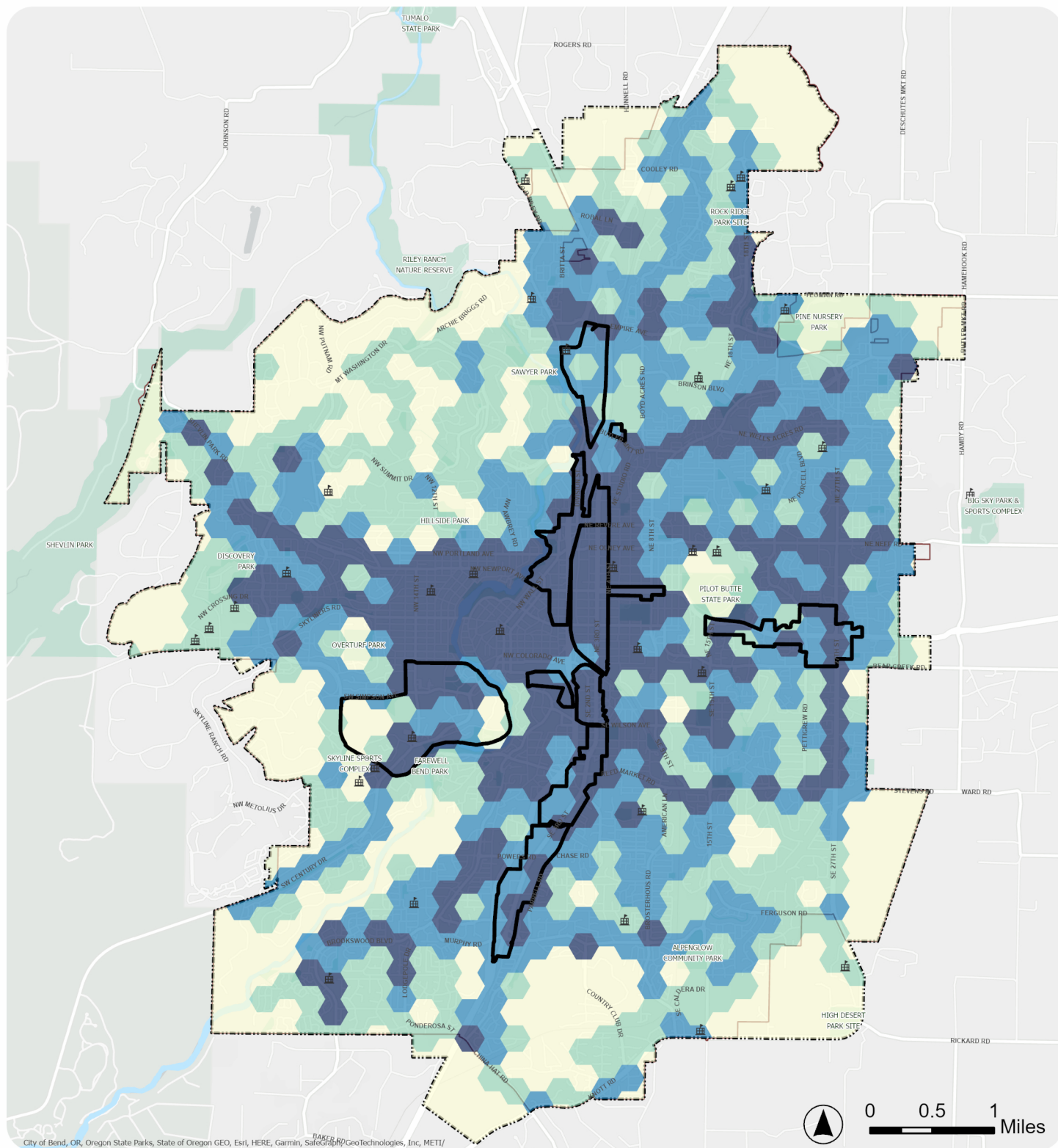


Figure 4 - Anti-Displacement Strategy Map

Combined Model – Connectivity and Opportunity

Finally, the connectivity and opportunity maps were combined into a single map to show areas that scored the highest in both analyses. The combined model shows that most of the central part of the City scored highest, and many of the major arterial corridors scored high as well. Figure 5 – Combined Connectivity and Opportunity Map is shown on the following page, with the darker blue representing higher scoring hexagons.



Legend

Candidate Climate Friendly Areas (CFA)

Urban Growth Boundary

City Limit

Parks

River

Schools

Combined Score by Quantile

0 - 5

6 - 10

11 - 15

16 - 27



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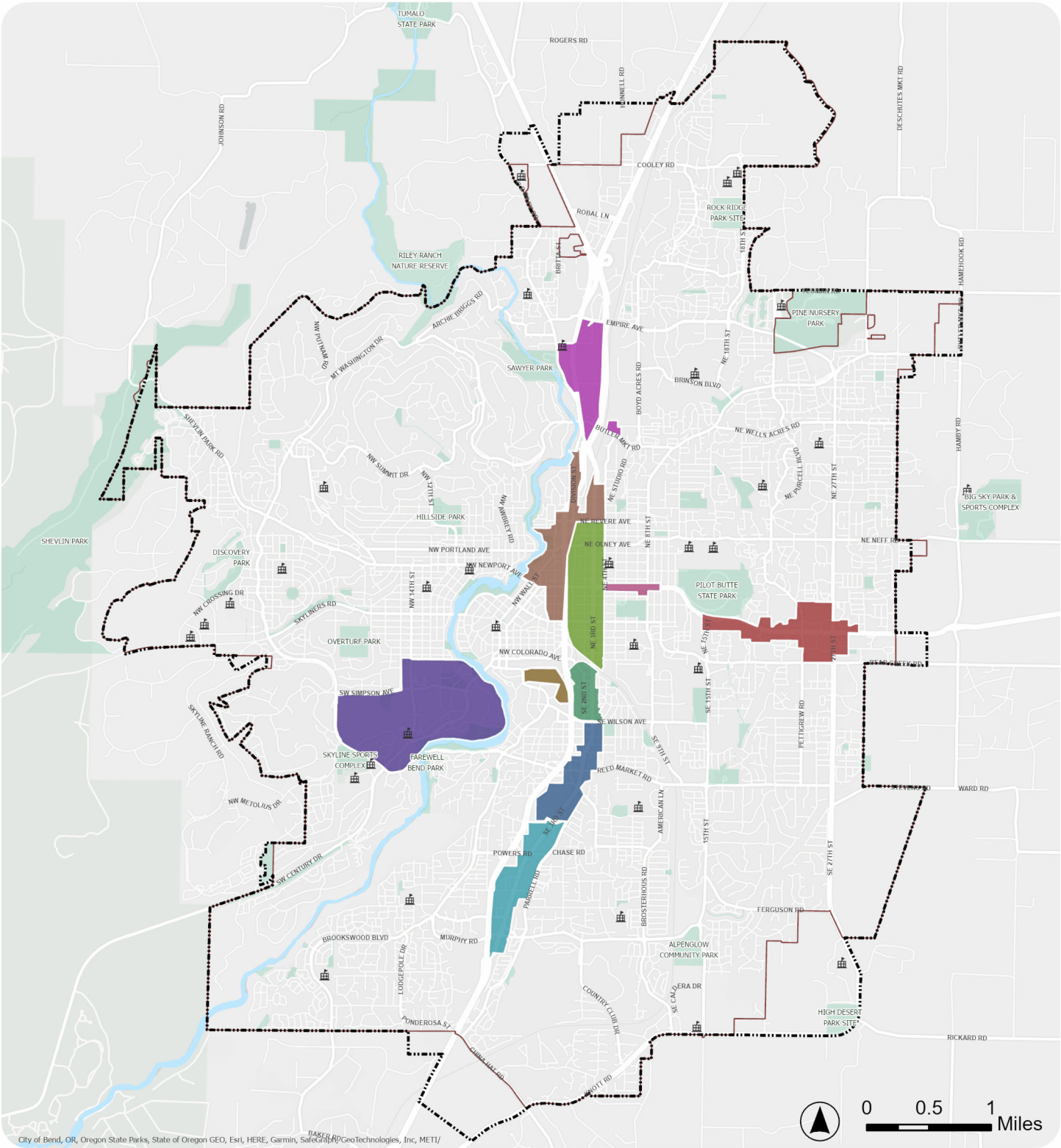
Figure 5 – Combined Connectivity and Opportunity Map

Identifying CFA Candidates

Using the maps as a foundation, the project team identified initial CFA candidates. The location of existing commercial and mixed-use zoning districts was evaluated, and lower density residential neighborhoods near the City's edges eliminated from consideration. The rules state that CFAs should be in areas that have existing infrastructure, the potential for mixed-use development, and the momentum to develop as walkable mixed-use neighborhoods. Neighborhoods that are predominantly single-unit dwellings do not fit the requirements for a CFA.

CFA-style development is closely aligned with Bend's plans for growth. As part of the 2016 Urban Growth Boundary Expansion, the City identified Opportunity Areas, or areas where additional housing, employment, and urban development could be accommodated. Several of the Opportunity Areas were re-designated as mixed-use zoning districts that currently allow the kind of development intended in CFAs. These areas were all considered and compared to the information derived from the mapping exercise.

The result was ten CFA candidates, spanning over 1,600 gross acres, as illustrated in Figure 6 – Climate Friendly Area Candidates. Detailed information on the existing conditions for each of the candidates is located in Chapter 2 – CFA Candidates and Capacity Analysis.



Legend

- Urban Growth Boundary
- City Limit
- Parks
- River
- Schools

Climate Friendly Area Candidates

- Bend Central District
- Central Westside
- Eastside
- Far South
- Greenwood
- KorPine
- Mid 3rd
- Near South
- North
- North Downtown



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Figure 6 – Climate Friendly Area Candidates

CFA Market and Feasibility Study

To help assess the viability of CFAs in Bend, a CFA Market and Feasibility Study was completed to evaluate residential and mixed-use development potential for several of the CFA candidates under consideration. The goal was to determine where the development types intended in a CFA, including higher density, tall, and mixed-use buildings, are most likely to become a reality. The full CFA Market and Feasibility study is located in Appendix A.

The CFA Market and Feasibility Study evaluated the North, an expanded Bend Central District, Central Westside, a combination of the Near South and Far South CFAs, and the Eastside, as shown in Figure 7 – CFA Market and Feasibility Study Area Map. The Study looked at the financial feasibility of seven building prototypes within these areas. Given the potential variability in development costs and market conditions on individual sites within each area, the results of this Study are generalized to each of these areas. The results are also based on current market conditions, which are also variable and not an appropriate basis for long-term planning purposes.

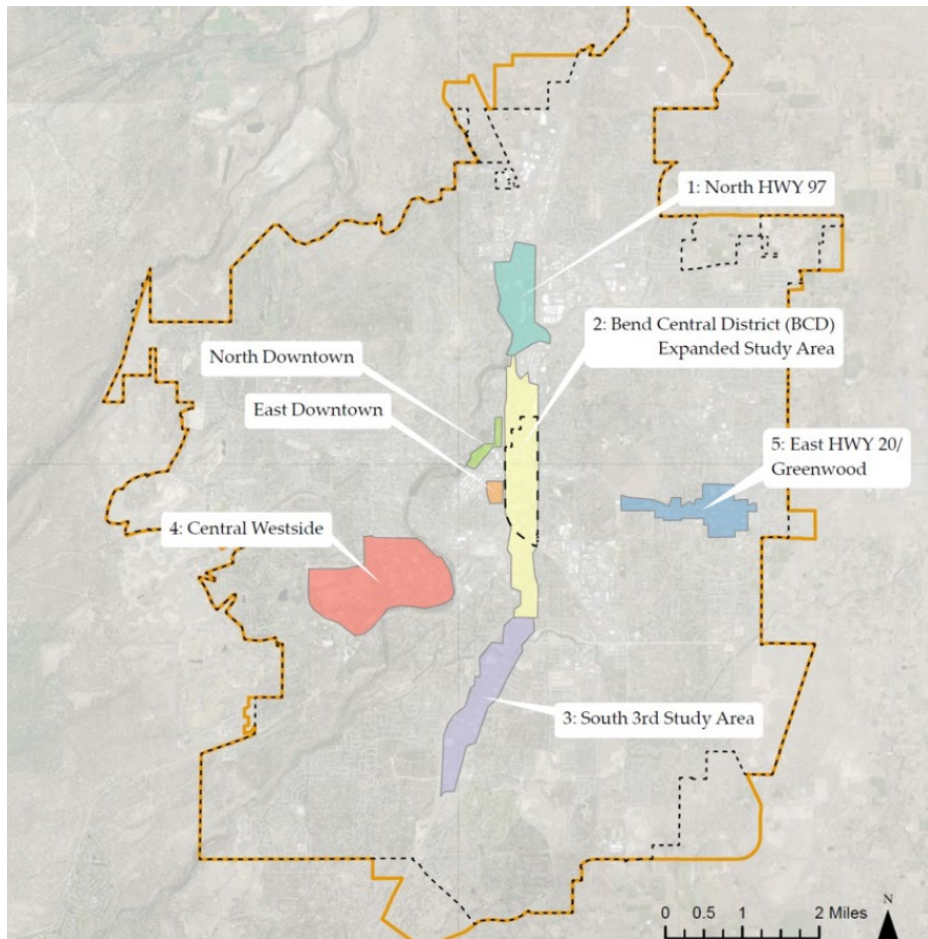


Figure 7 – CFA Market and Feasibility Study Area Map

The CFA Market and Feasibility Study had three major takeaways

- Central Westside, the Bend Central District, and other Mixed-Use Urban (MU) zoning districts would see little change in development because their regulations are largely compliant with CFA requirements.** However, the Central Westside has the best chance of supporting seven-story mixed-use buildings because it is the area with the highest rents therefore it has a better chance of supporting more expensive, taller building types.

- **The 3rd Street corridor and the Eastside could see some changes if standalone residential was allowed.** At this time, seven story mixed-use buildings are not feasible in these areas.
- **Despite the removal of a mandated parking requirement, market demand for parking persists.** Surface parking is the least expensive option to provide parking, but it still adds to the cost of development. The Bend Central District may be able to support developments with less parking than the other CFA candidates.

While financial feasibility is an important consideration, it is only one lens to evaluate candidates. Currently, the two areas that can support seven story mixed-use buildings have been zoned as mixed-use districts for many years. The analysis suggests that the previous investment and zoning updates that the City has completed for the Bend Central District and the Central Westside, both Opportunity Areas from the 2016 UGB Expansion, has set these areas up to support redevelopment regardless of CFA designation. Developers of approved and pending mixed-use developments in these areas stated that the existing 65' building height were adequate for current market conditions, and they doubted they would propose higher, more costly building types even if they were allowed through CFA designation that would raise the maximum to 85-95 feet. The other areas under consideration are less likely to support that kind of development at this moment in time, but CFA designation would have a larger impact on what is currently allowed.

No pro forma analysis at a citywide scale can consider all the unique financial conditions on individual sites, but the market study is helpful in estimating current broad market conditions. The process also noted input suggesting allowing taller buildings in CFAs “can’t hurt” and could open-up opportunities even if current economic trends do not suggest increasing maximum building heights up to 85 feet would be a “game changer” citywide.

CFA Scoring

In addition to the citywide mapping analysis and refinement of CFA candidates, the project team identified the following categories and considerations to use to further examine each CFA candidate. These were separated into objective categories, or characteristics that could easily

be assigned a numerical value, and subjective categories, or subject matter that is nuanced and is better described qualitatively.

Objective Categories:

- **Connectivity** – Citywide data on transportation was examined to help select each CFA candidate, but the specifics of each candidate had not yet been studied. When compared to one another, how did each CFA candidate score in our connectivity model?
- **Opportunity** – When compared to one another, how did each CFA candidate score in employment density, employment diversity, and residential density?
- **Existing Policy** – There are several financial incentives associated with development in the City of Bend, and areas that have been identified for growth already. Is the CFA candidate supported by federal, state, and local policies and funding opportunities?
- **Equity** – The CFEC rules require that cities study whether the designation of a CFA candidate has the potential to displace residents. Do our identified CFA candidates risk displacement? If so, what are the best strategies to mitigate that?

Subjective Categories:

- **Zoning Impact** – Some of the CFA candidates already have similar zoning code requirements to CFAs and others do not. This measures how big of an impact a CFA designation would be in these areas, also if CFA designation enables the development of new uses.
- **Market Feasibility** – The CFA Market Study analyzed the market potential for redevelopment. The ranking attempted to provide answers or insights to the following questions. How did the CFA candidate perform in the CFA Market and Feasibility Study? Is new urban development feasible, and is this an area that is likely to grow and redevelop into an urban center? Since the CFA Market and Feasibility Study is based on current market conditions and subject to change, this category is hard to quantify and therefore considered subjective.
- **Vehicle Miles Traveled (VMT)** – One of the goals of the CFEC rules is to lower per capita citywide VMT. Development intensity, location and mix impact per capita citywide VMT which is driven by individual developments and the larger travel patterns and land uses citywide. This is an illustrative map showing where intensifying development would

tend to increase or decrease per capita VMT based on the CFA's location. The City completed a VMT Analysis that modeled the development of CFA candidates in Bend and studied whether VMT per capita would increase as a result. The VMT Analysis determined that locating CFAs in the core of the City, where VMT is the lowest, is likely the best way to add development without increasing VMT.

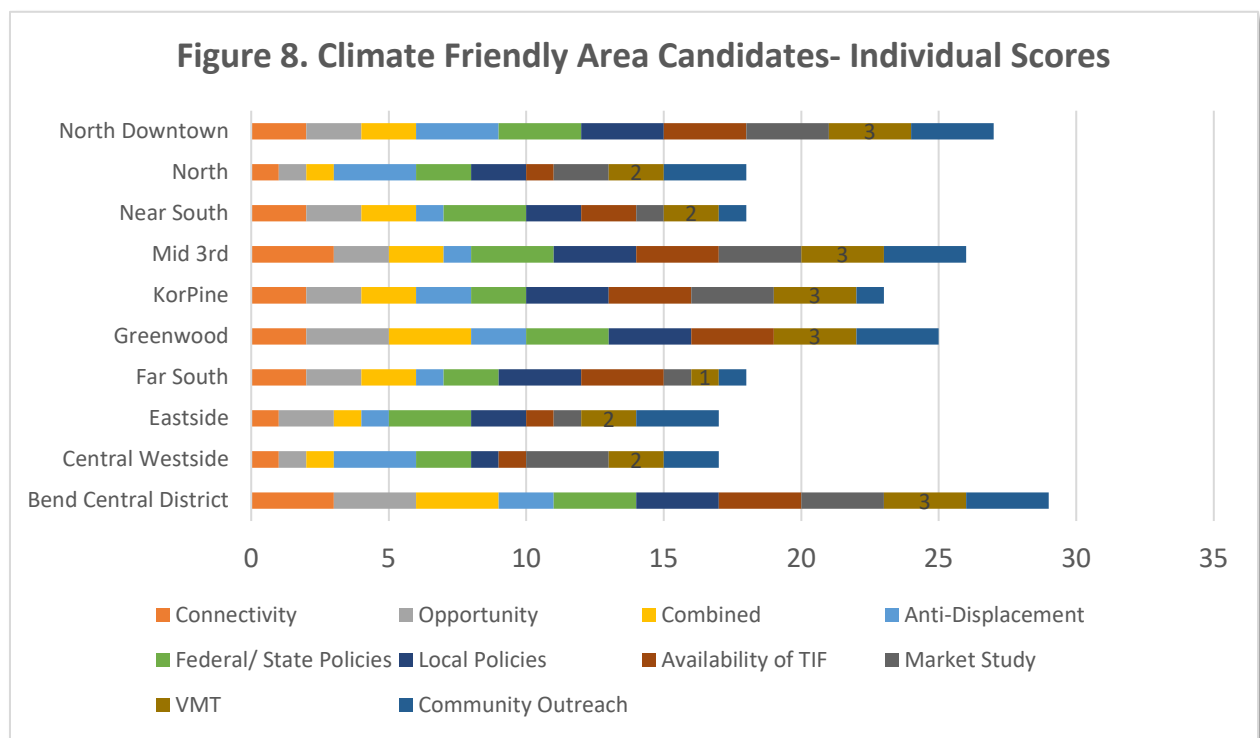
- **Community Outreach** – Extensive community outreach was completed during this process. Which CFA candidates had the most community support?

With these criteria in place, two tools were developed to analyze this information – maps and an evaluation matrix.

CFA Candidate Scoring – Evaluation Matrix

CFA candidates were scored using a detailed CFA Candidate Scoring Evaluation Matrix (see Appendix B). It ranked each CFA candidate from low to high for each of the categories identified above. While this matrix enabled a closer look at how each CFA candidate performs, this is not the only way to evaluate the candidates. Because some of the criteria are subjective, the matrix should be used for reference, but not as the only tool to select CFAs.

Using solely the 'high,' 'medium,' and 'low' scoring in the Evaluation Matrix, each of the CFA candidates were then scored numerically. Performing 'high' in a category was assigned a value of 3, performing 'medium' was assigned a value of 2, and performing 'low' was assigned a value of 1. CFA candidate scores are shown in Figure 8 – Climate Friendly Area Candidates – Individual Scores.



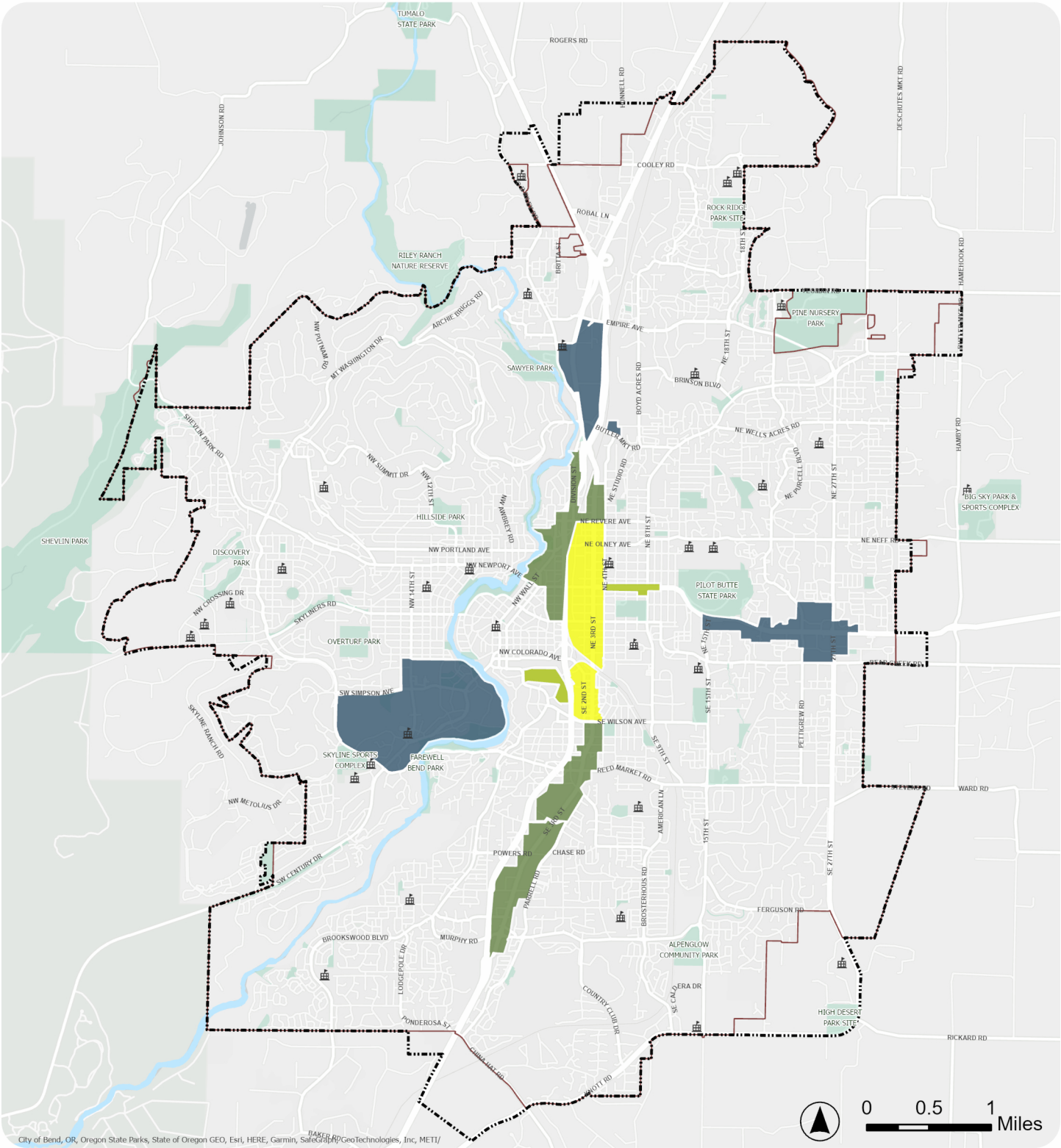
Using this approach, the Bend Central District scored the highest, followed by North Downtown and Mid 3rd respectively. The Eastside and Central Westside CFA candidates scored the lowest. There are several factors that may have lowered or increased the scoring in some of the categories based on mapping that may not have reflected important features of certain areas. For example, the Central Westside scored low in connectivity and opportunity, likely because there is a significant amount of vacant, undeveloped land associated with the Oregon State University (OSU) Cascades master plan. While the OSU Cascades master plan will be built out and well-connected in the future, vacant land does not have the existing attributes that were examined in the connectivity and opportunity analysis (i.e. sidewalks and intersections, or existing housing or employment in that area).

Ultimately, the scoring is not intended to identify which of the areas should be designated as a CFA but rather meant to inform future discussions and policy decisions. The scoring should be used as a high-level reference guide and supplemented with additional information and analysis of the attributes of each CFA candidate.

CFA Scoring – Maps

Maps were developed to illustrate how each CFA candidate fared in both the objective and subjective categories.

Figure 9 – Connectivity Map illustrates how each CFA candidate scored in terms of bicycle, pedestrian, and transit connectivity. This model also took pedestrian barriers, like highways, railroad tracks, and arterials, into consideration.



Legend

- Urban Growth Boundary
- City Limit
- Parks
- River
- Schools

- Mean Connectivity Score by CFA (Quantile)**
- 8.8 - 10.5 (Lowest Scoring)
 - 10.6 - 13.7
 - 13.8 - 13.8
 - 13.9 - 15.7 (Highest Scoring)

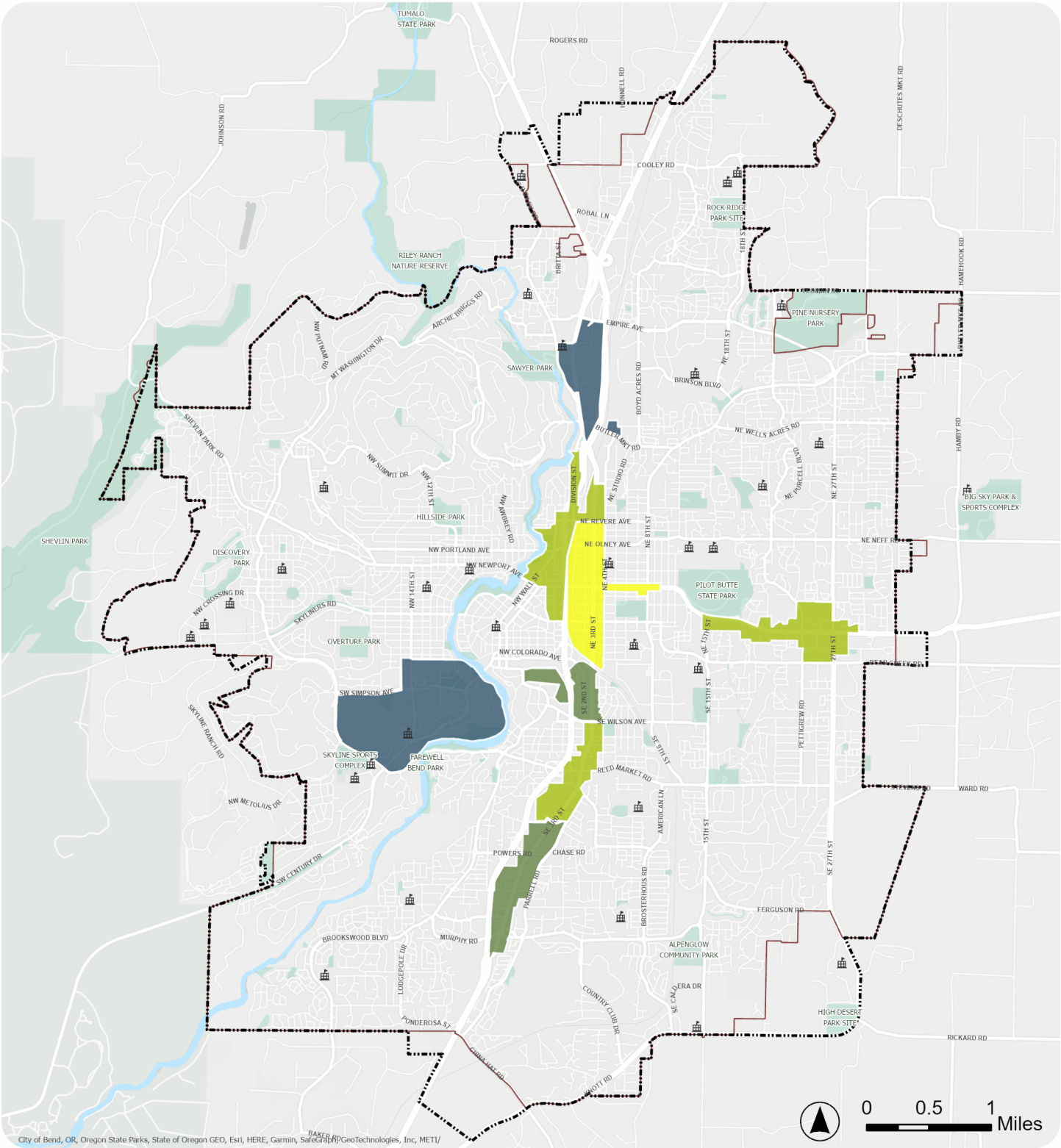


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Figure 9 – Connectivity Map

Figure 10 – Opportunity Map shows how each CFA candidate scored in residential density, employment density, and employment diversity.



Legend

- Urban Growth Boundary
- City Limit
- Parks
- River
- Schools

Mean Opportunity Score by CFA (Quantile)

- 3.3 - 3.7 (Lowest Scoring)
- 3.8 - 4.6
- 4.7 - 5.6
- 5.7 - 5.9 (Highest Scoring)

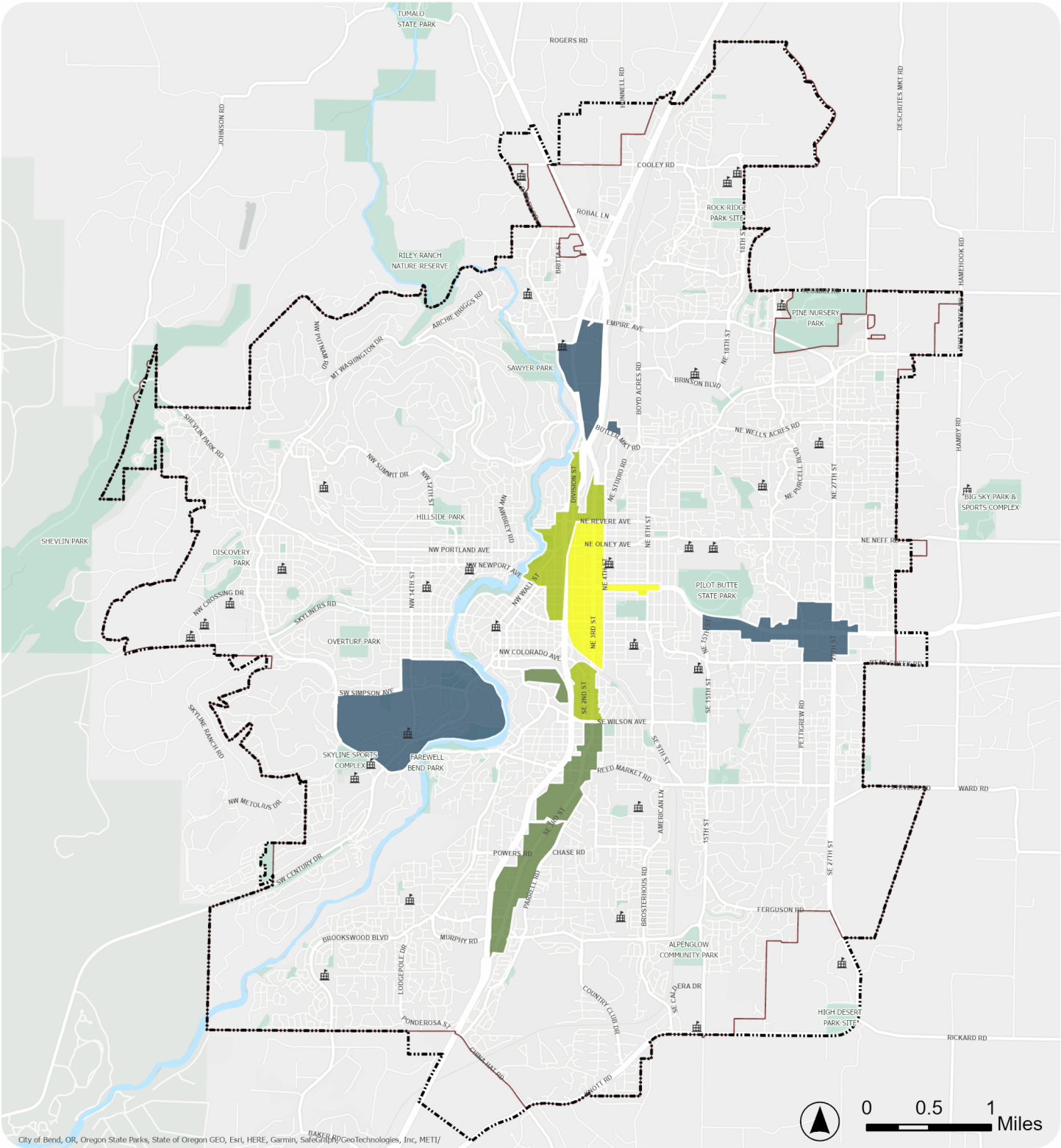


CITY OF BEND

Print Date: Nov 30, 2023
Sources: City of Bend, Deschutes County
Disclaimer: This map is for reference purposes only. Care was taken in the creation of this map, but it is provided "AS IS." Please contact the City of Bend to verify map information or to report any errors.

Figure 10 – Opportunity Map

Figure 11 – Combined Map shows the combined scores from both the connectivity and opportunity maps. This map also shows the anti-displacement strategy area. This map is the outcome of all the city-specific data that was analyzed.



Legend

- Urban Growth Boundary
- City Limit
- Parks
- River
- Schools

- Mean Combined Score by CFA (Quantile)**
- 12.5 - 13.8 (Lowest Scoring)
 - 13.9 - 18.2
 - 18.3 - 19.3
 - 19.4 - 21.6 (Highest Scoring)



CITY OF BEND

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Figure 11 – Combined Map

Figure 12 – Federal and State Supportive Policies Map shows which CFA candidates overlap with federal and state sponsored financial incentives for development. This includes Enterprise Zone areas and federal Opportunity Zones.

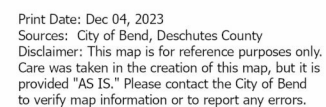
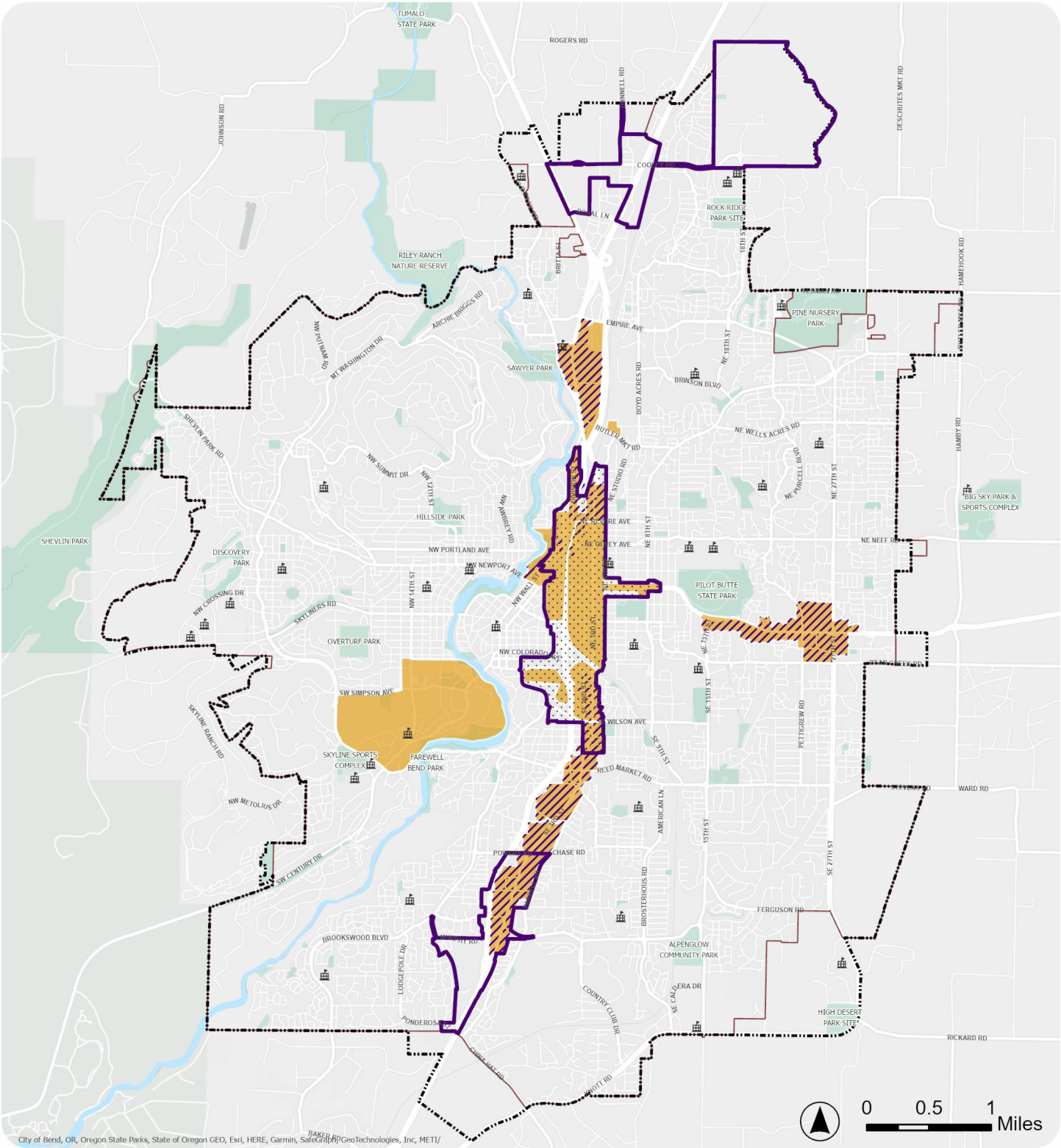


Figure 12 – Federal and State Supportive Policies Map

Figure 13 – Local Supportive Policies Map shows where CFA candidates overlap with local financial incentives for development. This includes the Core Area Tax Increment Financing (TIF) Area, the Multi-Unit Property Tax Exemption (MUPTE) program eligibility areas, and HB 3450 eligible areas, which allows up to 40 acres of land in the City to be developed with standalone multi-unit residential in the Commercial General (CG), CL (Limited Commercial) and ME (Mixed Employment) zoning districts. Currently, all three of those zoning districts only allow residential as part of a mixed-use development.



Legend

- Climate Friendly Area Candidates (CFA)
- Core Area Tax Increment Financing Area/MUPTe
- HB3450/MUPTe Areas Within CFAs
- Urban Renewal Districts
- Urban Growth Boundary
- City Limit
- Parks
- River
- Schools

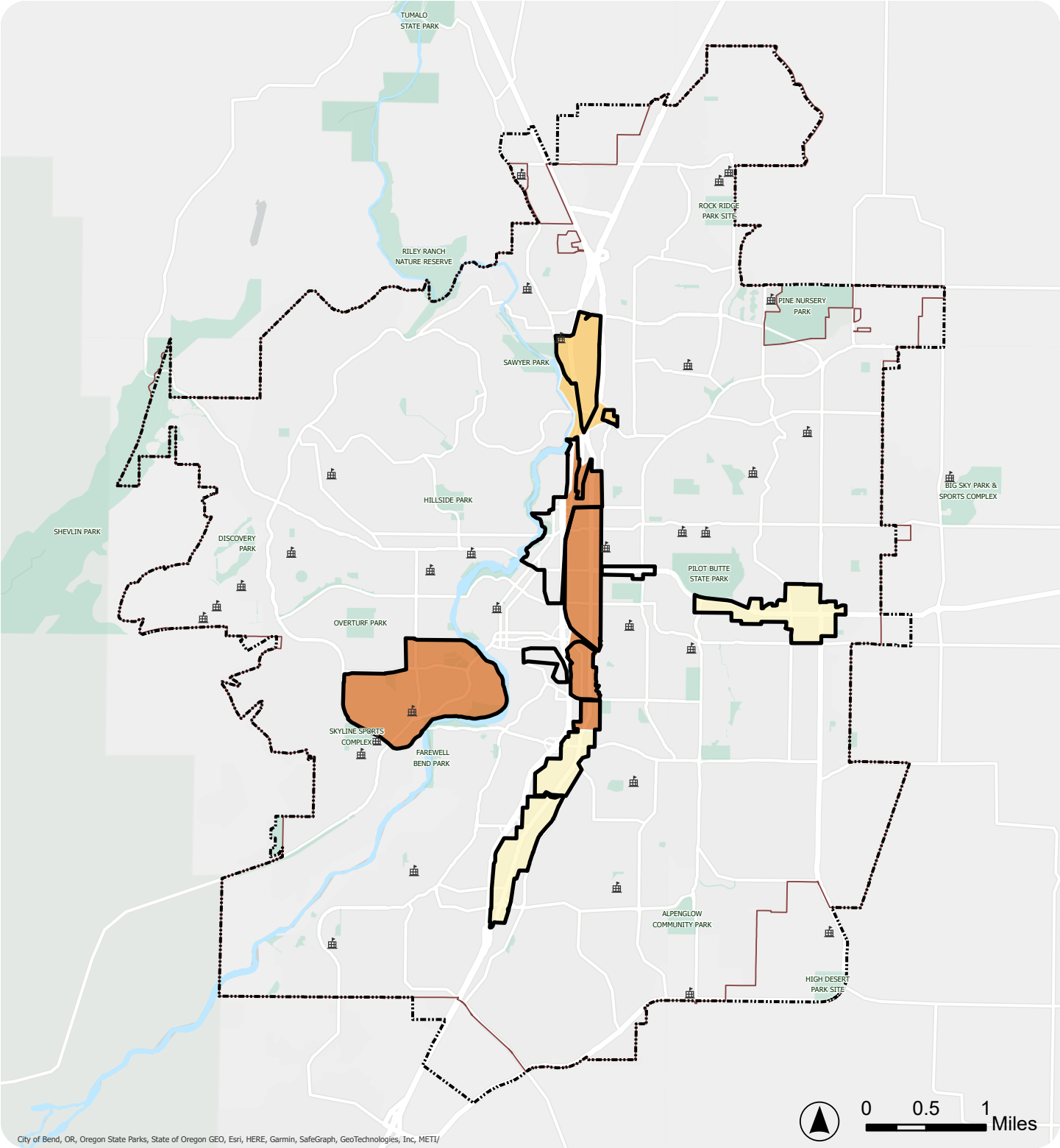


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Print Date: Dec 04, 2023
Sources: City of Bend, Deschutes County
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Figure 13 – Local Supportive Policies Map

Figure 14 – Market Feasibility Scoring Map shows how each CFA candidate performed in the CFA Market and Feasibility Analysis. This analysis did not include every CFA candidate.



Legend

Schools

Urban Growth Boundary

City Limit

River

Parks

Candidate Climate Friendly Areas (CFA)

Market Analysis Area Scores

High

Medium

Low

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*This information is based on a market feasibility study conducted in June of 2023. This is a point in time reference as market feasibility can be volatile and change quickly.

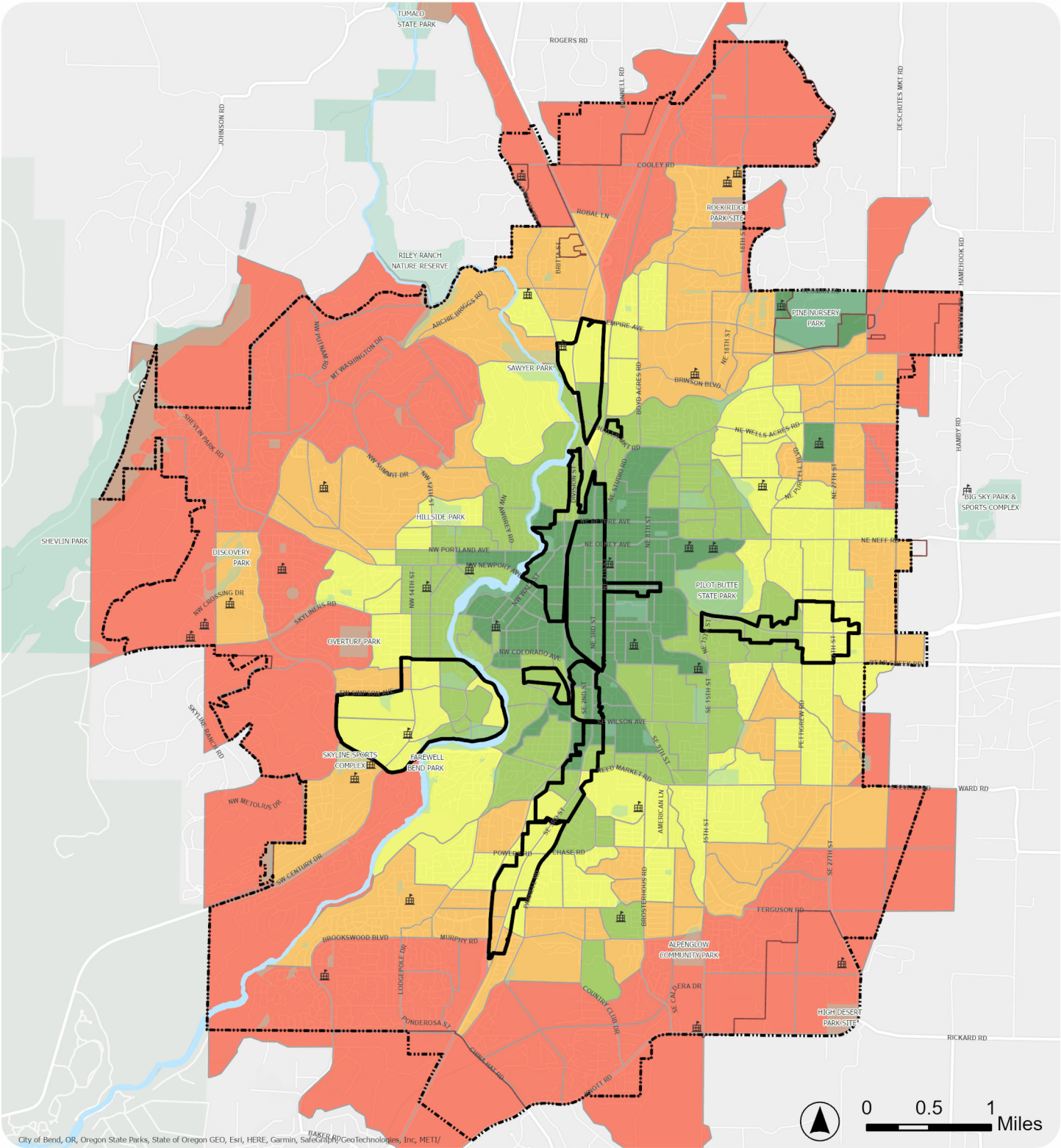
Print Date: Sep 27, 2023

Sources: City of Bend, Deschutes County

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Figure 14 – Market Feasibility Scoring Map

Finally, Figure 15 – Vehicle Miles Traveled (VMT) and Trip Length Map shows how each CFA candidate scores in terms of the average trip length in a candidate CFA. Generally, the closer a CFA candidate was located to the center of the City, the lower their daily trip lengths and also VMT. For scoring purposes, lower VMT/trip length within a CFA candidate was considered to score higher because it accomplishes one of the goals for CFAs. This was based on the VMT and Trip Length Analysis from the 2020 Transportation Systems Plan, which suggests that locating CFAs in areas with low VMT and trip lengths is one approach to add development intensity without increasing VMT and trip lengths citywide.



Legend

Candidate Climate Friendly Areas (CFA)

Urban Growth Boundary

City Limit

Parks

River

Schools

Average Trip Length in Miles (By Quantiles)

2.1 - 6.0 (Lowest)

6.1 - 6.7

6.8 - 7.4

7.5 - 8.3

8.4 - 11.5 (Highest)

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Print Date: Dec 04, 2023

Sources: City of Bend, Deschutes County

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Figure 15 – Vehicle Miles Traveled (VMT) and Trip Length Map



Chapter 2

Capacity Analysis and CFA Candidates

Capacity Analysis

Methods for Calculating Capacity

The CFEC rules offer two options to size and designate CFAs – the Prescriptive Method or the Alternative Method. Cities using the Prescriptive Method could include changes to residential density and building height. Residential density regulates the number of housing units that can be built within an area. Building height regulates the maximum height of structures.

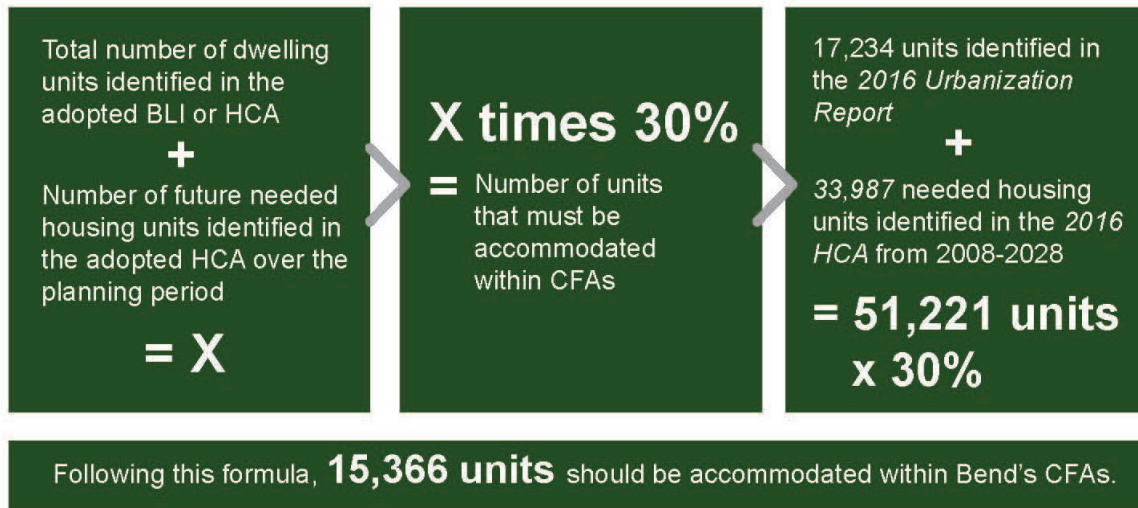
Cities using the Alternative Method, must demonstrate that alternative or existing development code standards will still allow CFAs to grow to be dense urban centers with housing and employment. At this point in the process, detailed information is not available to support using the alternative method which requires additional local research and analysis.

The CFA Capacity Analysis (Appendix C) in this Study calculates the dwelling unit capacity of the ten CFA candidate areas using the Prescriptive Method (OAR 660-012-0315(2)). The Prescriptive Method was used for the Study to determine a baseline capacity for each area. For final calculations in the designation and adoption phase an outcome-oriented approach may be utilized.

CFA Sizing and Need

Per the rules, cities with populations of over 10,000 must designate one or more CFAs large enough to accommodate 30% of current and projected housing needs. This number is determined by calculating zoned building capacity as described in OAR 660-012-0315(1) and the adopted projection of housing need. Bend's projected housing need number is based on the City's most recently adopted and acknowledged housing capacity analysis (HCA)², which is from 2016. The project team used the following formula to arrive at the number of units that should be accommodated in CFAs in Bend:

² The City of Bend's most recently acknowledged housing capacity analysis is the 2016 Bend Housing Needs Analysis. For the purposes of this study, the 2016 Bend Housing Needs Analysis is referred to as the HCA.



In the 2016 HCA, the planning period is 2008 – 2028. It should be noted that this number will likely change by the time Bend needs to designate CFAs. The City will complete a new HCA in the following years in accordance with the Oregon Housing Needs Analysis requirements. Based on the 2016 HCA, the current and projected housing need for Bend is 15,366 units (see calculations above).

Based on these calculations, Bend will need between 275 – 350 acres of CFAs across the City to accommodate the 15,366 units. There could be one CFA, or multiple CFAs spread throughout Bend to accommodate this need and associated acreage. If the development code is changed to allow higher density and taller buildings within CFAs, then less area may be needed. If the development code is not amended, the City will need more area to accommodate the required number of housing units.

Two of the opportunity areas studied — Bend Central District and Central Westside — have zoning that is compliant with CFA requirements with the exception of maximum height. The other candidate areas have a mix of zoning districts and the capacity within these areas assumes that the underlying zone will change to Mixed-Use Urban (MU). The MU zoning district is compliant with the CFA land use requirements, with the exception of height. As a result, the capacity analysis utilizes the MU zoning with an increase in maximum height from 65 to 85 feet.

Primary, Secondary and Abutting CFAs

Local governments must adopt at least one CFA with a minimum size of 25 acres which includes the most intensive development standards. Additional CFAs may be identified using different rules and designated as Secondary and Abutting CFAs. The Capacity Analysis assumes that any of the ten candidates could be a Primary CFA. Abutting CFAs were also calculated for Bend Central District and Central Westside based on existing underlying zoning.

It is important to note that capacity calculations are completed regardless of existing development. This means that the area for each parcel was calculated as if the parcel was undeveloped.

Appendix C includes the detailed Capacity Analysis calculation for each CFA candidate and GIS data sets of block and/or tax lot data and set-asides.

CFA Candidates

The project team identified ten CFA candidates. They were selected based on the analyzed data, underlying zoning, and location as outlined in detail in Chapter 1. Together the candidates span over 1,600 gross acres. The capacity of each was determined according to the requirements in the rules. Very few CFA candidates are large enough to accommodate all the required capacity, so a combination of CFAs will likely need to be designated.

The following pages provide details, including capacity, for each CFA candidate.

BEND CENTRAL DISTRICT



Acres: 221 gross acres/
137 net acres

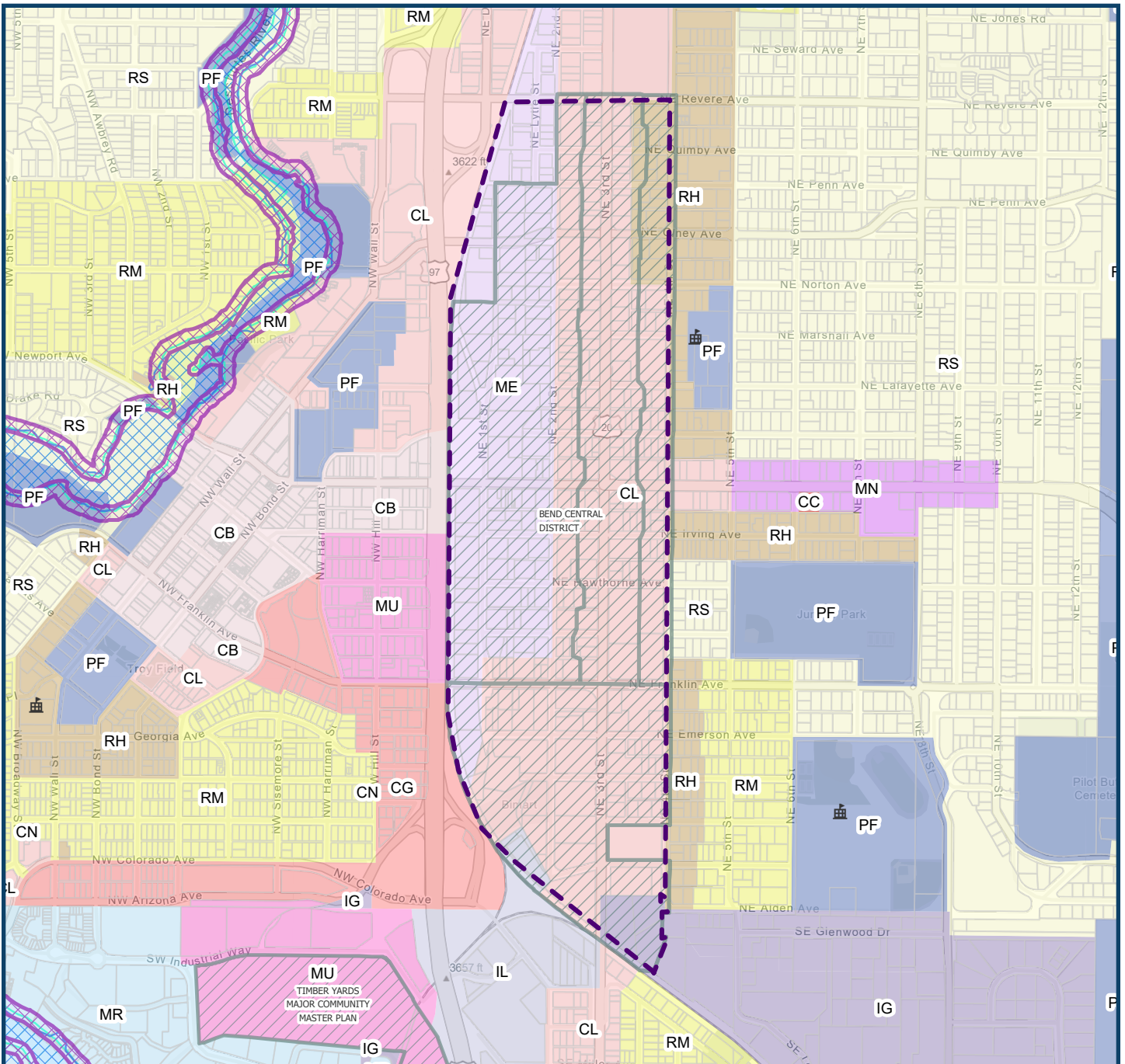
Capacity for residential units:
13,201 dwelling units; 86% of
needed capacity

Zoning: Bend Central District
Overlay Zone with underlying
zoning of Light Industrial (IL),
General Industrial (IG), and
Limited Commercial (CL)

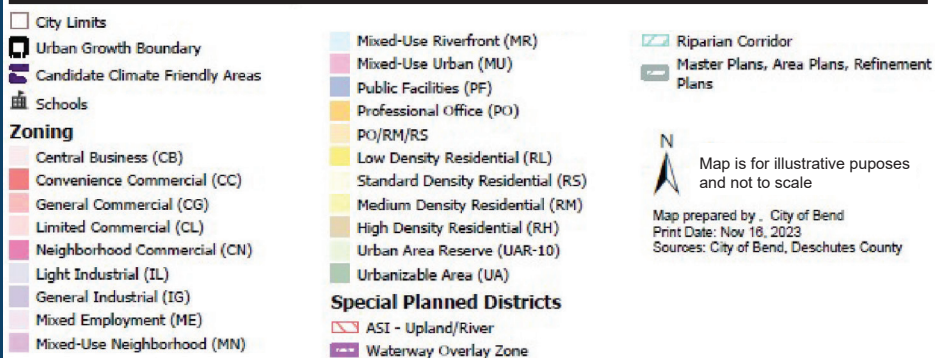
Bend Central District is an area adjacent to downtown Bend that has been considered an essential part of the City's growth management efforts. The 2016 Urban Growth Boundary Expansion identified the Bend Central District as an Opportunity Area, or an area where the City should focus new growth. The Core Area Plan, a special area plan for Bend Central District, was completed in 2020. The plan re-designated the area as a mixed-use overlay district with four sub-districts. The area is also part of the Core Area Tax Increment Financing District.

Despite the area's proximity to Downtown and the Old Mill District, the Bend Central District is isolated from these areas by physical barriers, including Highway 97, BNSF railroad tracks, and 3rd Street. The street network is gridded, and block sizes are small. Though barriers exist and there are gaps in the bike and pedestrian network, the urban form of the area is geared towards multi-modal travel. Both Greenwood, Franklin, and 3rd Street are serviced by bus lines. 3rd Street is lined with small businesses, strip commercial, and some larger stores like Safeway. Currently, there are only 35 housing units in the Bend Central District, but a few large-scale mixed-use projects have received planning approval.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • High score in connectivity model • High score in opportunity model • Existing zoning is consistent with the majority of CFA land use requirements • Performed well in the market study – 6-story mixed-use podium buildings were considered feasible in current market conditions • Investments and incentives – Enterprise and Opportunity zone; Core Area TIF and MUPTE; Hawthorne Bridge in development • Highly favored in community outreach • Low VMT 	<ul style="list-style-type: none"> • Small area in the south overlaps with the anti-displacement risk strategy area • Significant pedestrian barriers including Hwy 97 and the railroad • In need of additional amenities such as gathering space, parks and pedestrian and bike facilities



Climate Friendly Areas Zoning Map



CITY OF BEND

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CENTRAL WESTSIDE



Acres: 501 gross acres/
163 net acres

Capacity for residential units:
13,890 dwelling units; 90% of
needed capacity

Zoning: Mixed-Use Urban (MU);
Mixed-Use Riverfront (MR);
OSU Cascades Overlay Zone

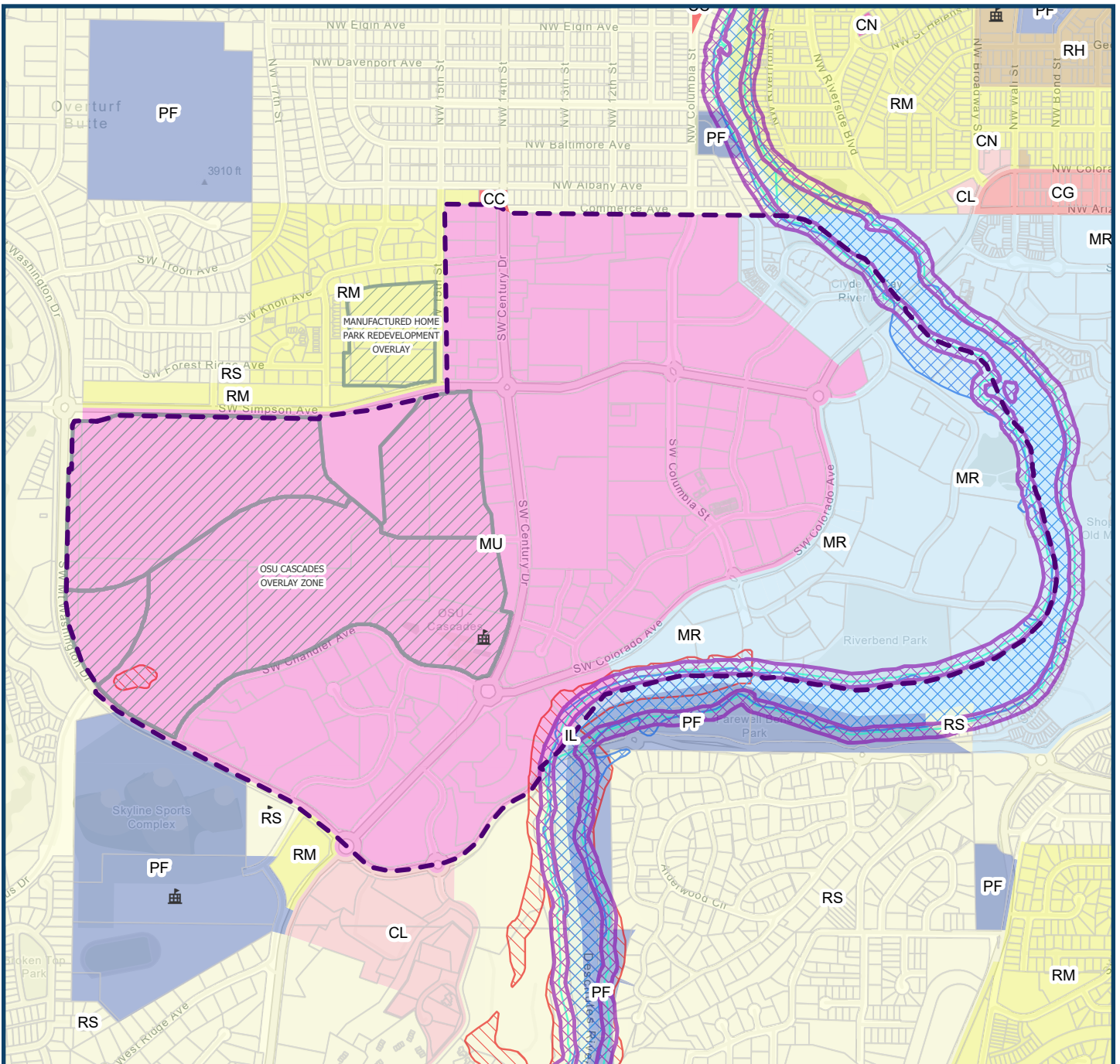
The Central Westside is an area located southwest of downtown Bend and across the river from the Old Mill District. It was identified as an Opportunity Area during the 2016 Urban Growth Boundary expansion, and was re-designated as Mixed-Use Urban (MU) and Mixed-Use Riverfront (MR). The area includes the Oregon State Cascades campus. Development on campus is implemented through the OSU Cascades Overlay Zone, which is approximately 128 acres of land within the Central Westside. This district has an approved master plan including several subdistricts. The campus is in the process of developing and phasing out their master plan. The Central Westside is home to several recent developments, including the Hixon, which is the tallest development in Bend to date at six stories.

STRENGTHS

- Existing zoning is consistent with the majority of CFA land use requirements
- Low risk for displacement
- Performed the best in the market study – 6-story mixed-use podium buildings were under development and considered feasible in current market conditions
- Investments and incentives – Enterprise Zone
- Favored in community outreach
- Medium VMT

WEAKNESSES

- Low score in connectivity model may be due to undeveloped OSU land
- Low score in opportunity model
- No local supportive policies
- High land values could create barriers for affordable housing
- May not need the support of CFA designation and investment because the area already has ongoing urban development and public and private investment



Climate Friendly Areas Zoning Map

City Limits	Mixed-Use Riverfront (MR)	Riparian Corridor
Urban Growth Boundary	Mixed-Use Urban (MU)	Master Plans, Area Plans, Refinement Plans
Candidate Climate Friendly Areas	Public Facilities (PF)	
Schools	Professional Office (PO)	
Zoning	PO/RM/RS	
Central Business (CB)	Low Density Residential (RL)	
Convenience Commercial (CC)	Standard Density Residential (RS)	
General Commercial (CG)	Medium Density Residential (RM)	
Limited Commercial (CL)	High Density Residential (RH)	
Neighborhood Commercial (CN)	Urban Area Reserve (UAR-10)	
Light Industrial (IL)	Urbanizable Area (UA)	
General Industrial (IG)	Special Planned Districts	
Mixed Employment (ME)	ASI - Upland/River	
Mixed-Use Neighborhood (MN)	Waterway Overlay Zone	

Map is for illustrative purposes and not to scale

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Print Date: Nov 18, 2023
Sources: City of Bend, Deschutes County



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EASTSIDE



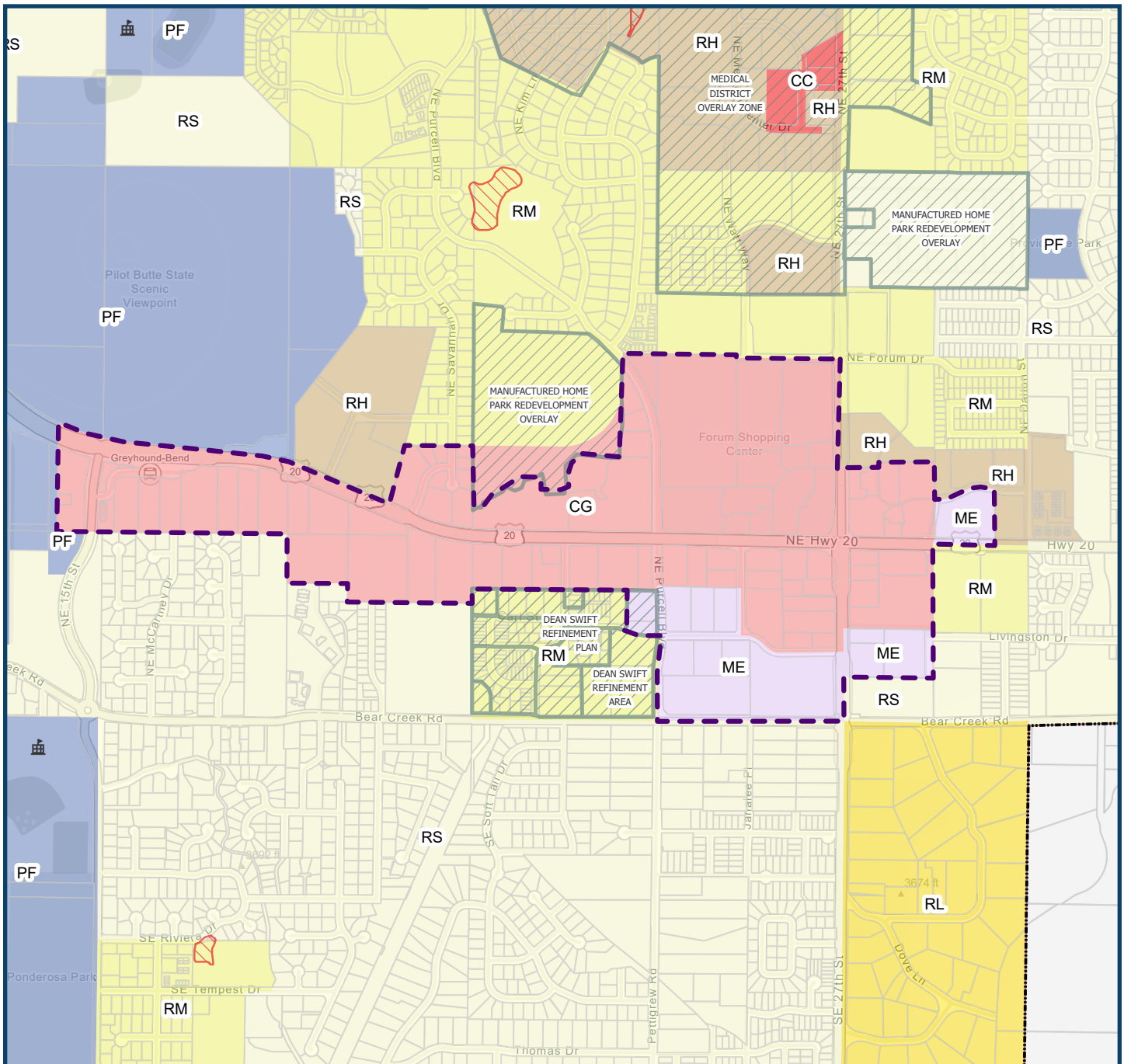
Acres: 187 gross acres/
99 net acres

Capacity for residential units:
10,108 dwelling units; 66% of
needed capacity

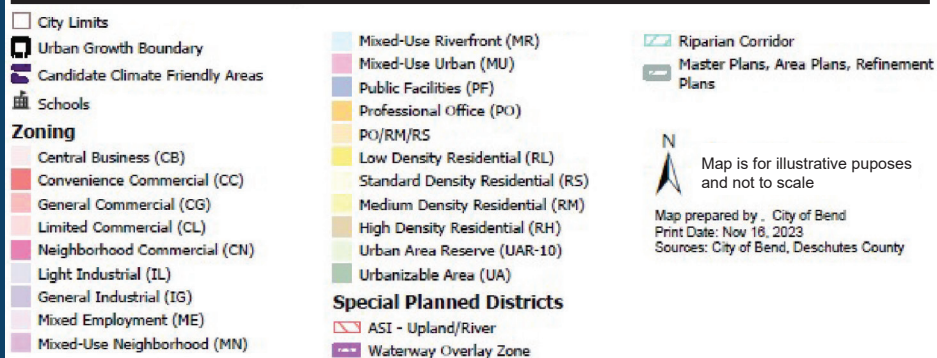
Zoning: General Commercial (CG);
Light Industrial (IL)

The Eastside area is located along Greenwood Avenue, and at the intersection of Greenwood and 27th on the east side of Bend. The proposed boundary generally follows the boundary of the General Commercial (CG) and Mixed Employment (ME) zoning districts located in that area. Both zoning districts that comprise the area allow residential as part of mixed-use, but do not currently allow standalone residential. The area is home to big box stores such as Safeway, and Whole Foods with large parking lots. The area also contains strip commercial developments, and is surrounded by a significant amount of recently developed housing. The intersection of two major arterials is a barrier to pedestrians, and the auto-oriented development patterns make walking and biking in this area difficult.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Medium score in opportunity model • Closest CFA Candidate to Bend's largest employer, St. Charles Medical Center • Investments and incentives – Enterprise and Opportunity Zone; MUPTE, HB 3450 • The most favored in community outreach • Medium VMT 	<ul style="list-style-type: none"> • Low score in connectivity model • Current form is highly auto dependent and includes large parking lots. The transition to CFA friendly development will take time • High risk of displacement • Performed low in the market study – 3-story walk-ups are feasible in current market conditions • Significant barrier – Hwy 20 and 27th St. • Lower land values could make housing more affordable



Climate Friendly Areas Zoning Map



CITY OF BEND

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FAR SOUTH



Acres: 155 gross acres/
88 net acres

Capacity for residential units:
8,919 dwelling units; 58% of
needed capacity

Zoning: General Commercial (CG)

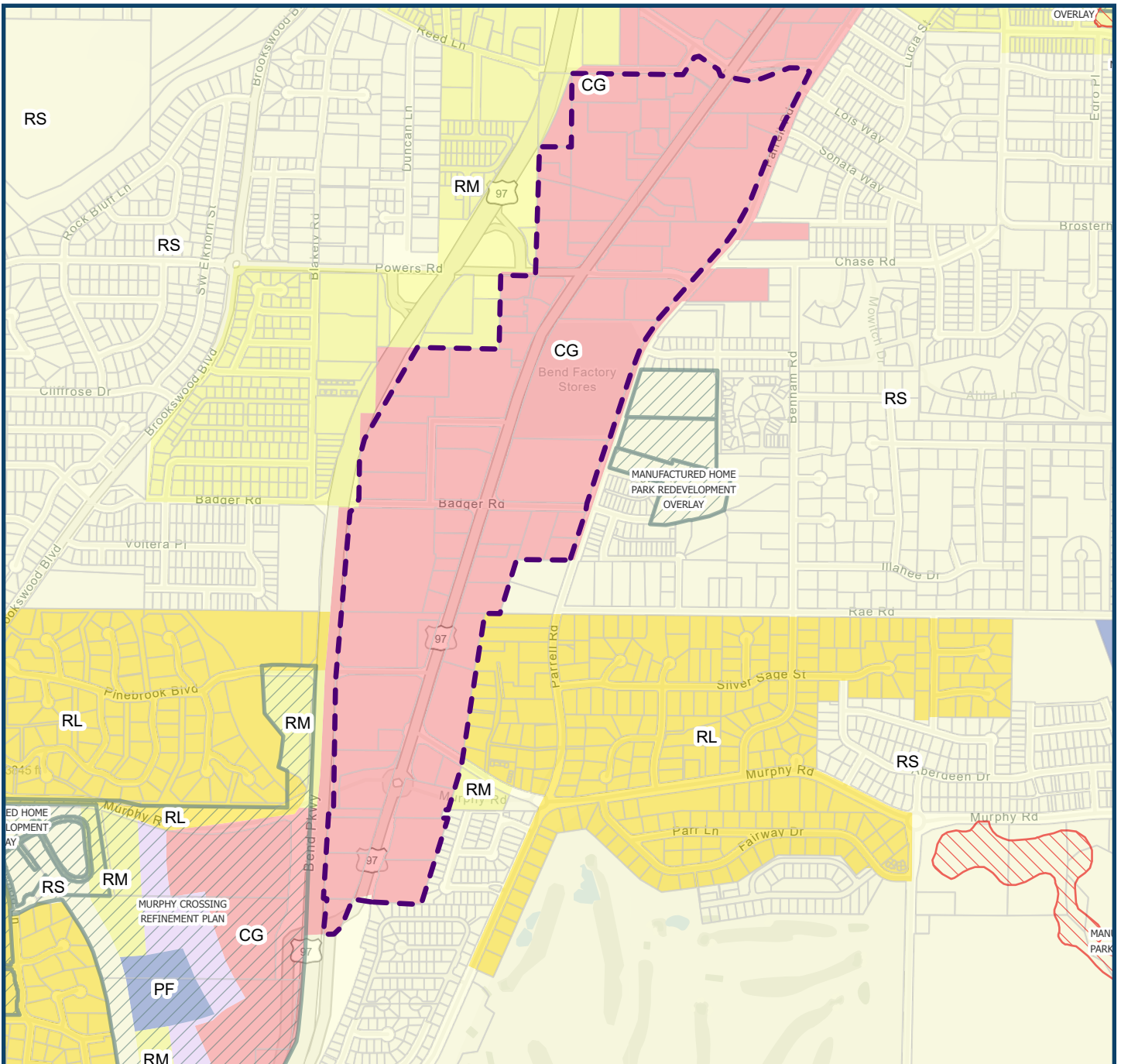
The Far South area is along the Highway 97 and 3rd Street corridors. The development pattern is primarily big box stores that are setback from the street, including Walmart, Albertsons, and the Bend Factory Stores. Closer to the street are strip commercial developments. Many of the lots in this area are large compared to the rest of Bend, with a number of them in the 6-12 acre range. The area is zoned General Commercial (CG), which allows residential as part of mixed-use developments, but does not alone standalone residential. The area is bisected by 3rd street, which is a major arterial. There are not many safe crossing points for pedestrians along the corridor, and at times intersections with crosswalks are more than a quarter mile apart. The area benefits from a Cascades East Transit line, which runs on 3rd Street.

STRENGTHS

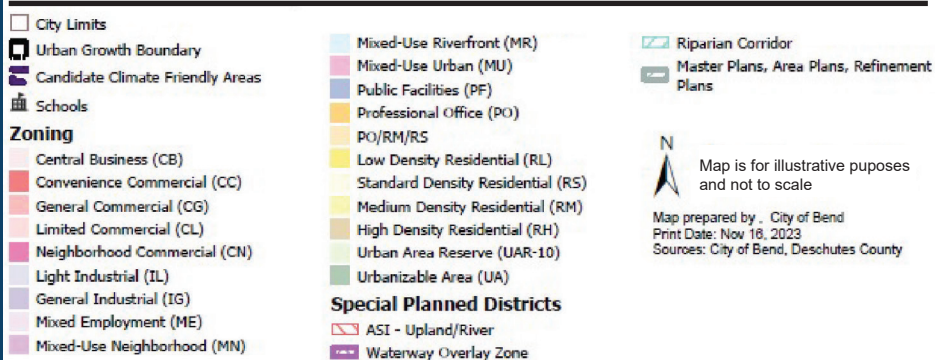
- Medium score in connectivity model
- Medium score in opportunity model
- Lower land values could favor affordable housing if stand-alone residential were allowed
- Investments and incentives – Enterprise Zone; TIF and HB3450
- One of the only existing commercial opportunities in the south of Bend

WEAKNESSES

- No CFA building types are feasible in current market conditions
- High risk of displacement
- Would require rezoning to Mixed Urban (MU)
- Area scored lower in favorability during community outreach
- Significant barrier – Hwy 97 and 3rd St.
- High VMT



Climate Friendly Areas Zoning Map



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NEAR SOUTH



Acreage: 125 gross acres/
64 net acres

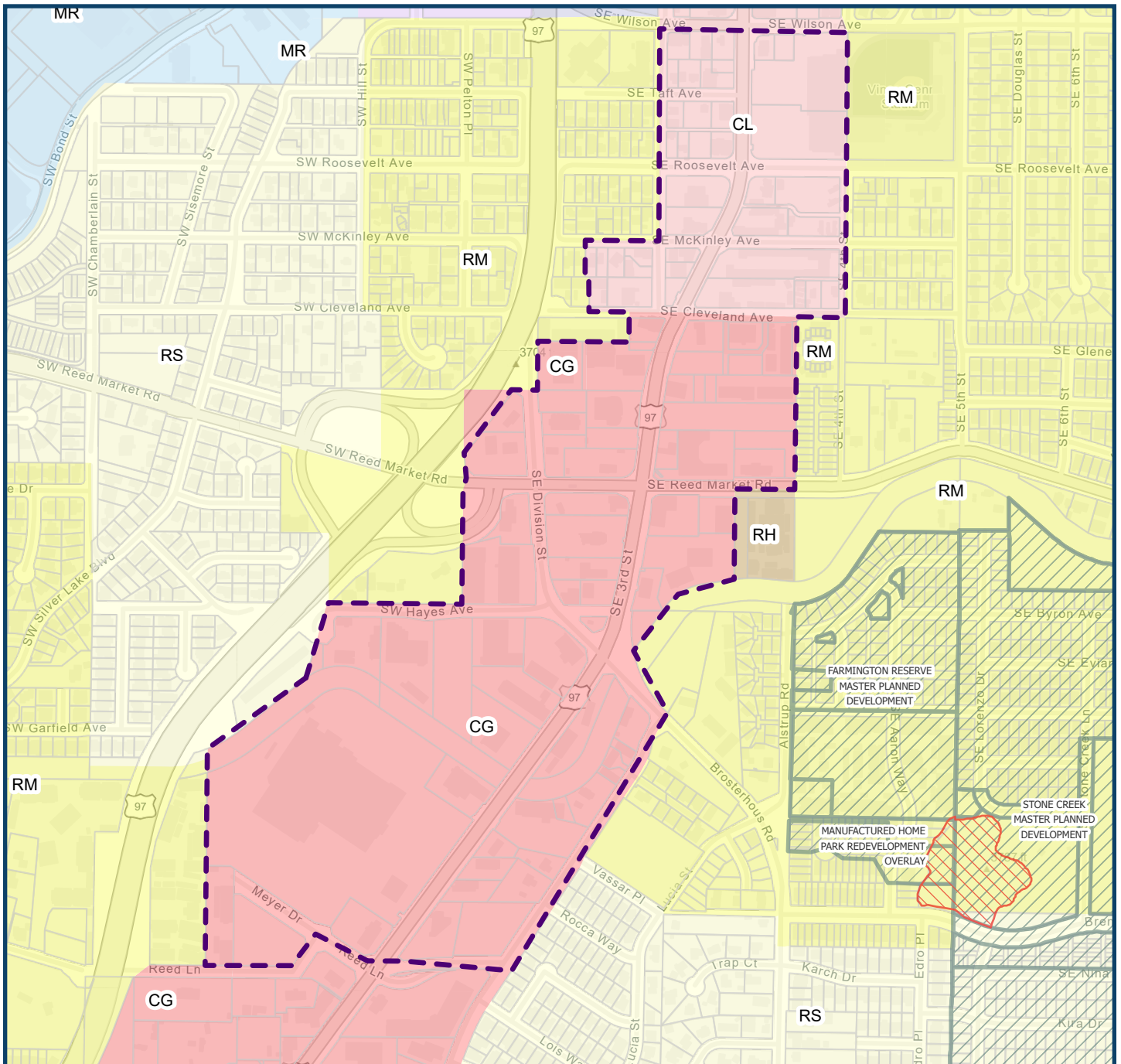
Capacity for residential units:
6,540 dwelling units; 66% of
needed capacity

Zoning: Limited Commercial (CL);
Commercial General (CG)

The Near South area is also located between the Highway 97 and 3rd Street corridors but is further north and closer to Downtown than the Far South CFA Candidate. The area is still characterized by big box stores, like Fred Meyer, and strip commercial, but contains a larger variety of businesses than the Far South. There are restaurants, hotels, car dealerships, grocery stores, and small businesses. Intersections with pedestrian crossings are more frequent on 3rd Street north of Reed Market. The area is zoned General Commercial (CG) and Limited Commercial (CL), which allow residential as part of mixed-use developments, but do not allow standalone residential.

The area is well served by transit, with access to the Cascade East Transit South 3rd Street bus line and the 15th Street/Murphy Road line. The Canal Trail runs through the area, which provides an off-street connection to areas to the east and west.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Medium score in connectivity model • Medium score in opportunity model • Investments and incentives – Enterprise Zone; Core Area TIF, MUPTE, HB3450 • Medium VMT • Centrally located within Bend • Along with the Far South CFA Candidate, one of the only existing commercial opportunities in the south of Bend • The Canal Trail offers an off-street connection to the east and west 	<ul style="list-style-type: none"> • No CFA building types are feasible in current market conditions; 3-story walk-ups could become feasible with low-cost land/construction • High displacement risk • Current form is auto oriented. The transition to CFA friendly development will take time • Area scored lower in favorability during community outreach



Climate Friendly Areas Zoning Map

City Limits	Mixed-Use Riverfront (MR)	Riparian Corridor
Urban Growth Boundary	Mixed-Use Urban (MU)	Master Plans, Area Plans, Refinement Plans
Candidate Climate Friendly Areas	Public Facilities (PF)	
Schools	Professional Office (PO)	
Zoning	PO/RM/RS	
Central Business (CB)	Low Density Residential (RL)	
Convenience Commercial (CC)	Standard Density Residential (RS)	
General Commercial (CG)	Medium Density Residential (RM)	
Limited Commercial (CL)	High Density Residential (RH)	
Neighborhood Commercial (CN)	Urban Area Reserve (UAR-10)	
Light Industrial (IL)	Urbanizable Area (UA)	
General Industrial (IG)	Special Planned Districts	
Mixed Employment (ME)	ASI - Upland/River	
Mixed-Use Neighborhood (MN)	Waterway Overlay Zone	

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NORTH



Acres: 145 gross acres/
80 net acres

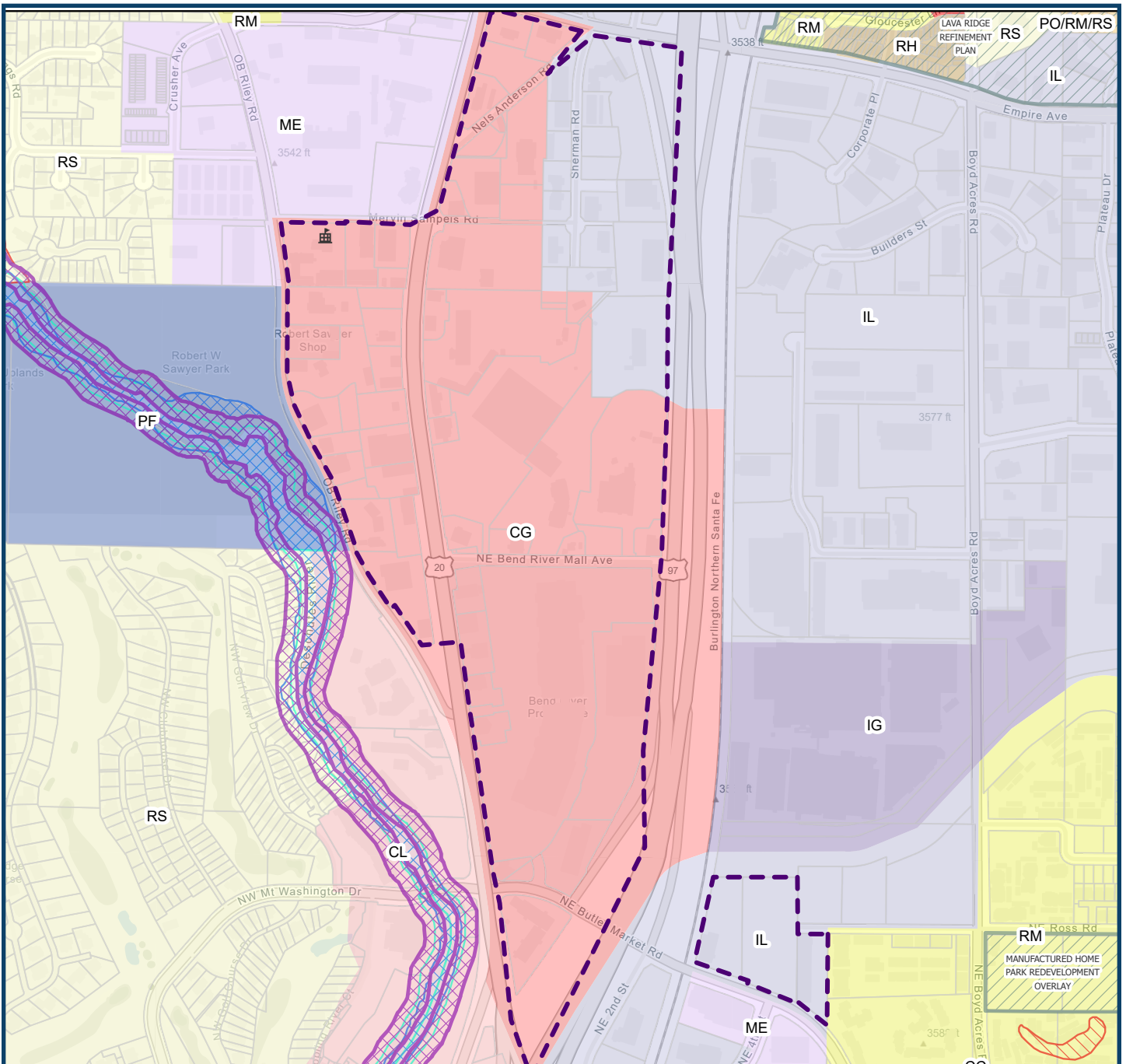
Capacity for residential units:
8,126 dwelling units; 53% of
needed capacity

Zoning: General Commercial (CG);
Light Industrial (IL)

The North area is located between Highway 97, Highway 20, OB Riley Road, and Empire Avenue. All of these borders are significant pedestrian barriers, but the area was chosen in part because it has several large parcels that could be redeveloped in the future. The Bend River Promenade is a shopping mall with department stores, outlots occupied by restaurants, and a significant amount of parking. There could be opportunity to subdivide this property further considering that parking is no longer mandated by the Bend Development Code. Three Light Industrial (IL) zoned parcels across Highway 97 were included with this study area because of their size, proximity to the study area, and proximity to newer residential development.

Despite the barriers, the area is located close to downtown. The north side of Bend lacks walkable commercial and mixed-use areas, and the North study area could be an opportunity to change that.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Low risk of displacement • Investments and incentives – Enterprise and Opportunity Zone; MUPTC and HB3450 • Medium score in community outreach • Large parcels under uniform ownership could foster redevelopment • Subdivision opportunities with large parcels and large parking lots • Medium VMT 	<ul style="list-style-type: none"> • Low score in connectivity model • Low score in opportunity model • Only 3-story walk-ups feasible in current market conditions • Significant barriers – Hwy 97 and 20



Climate Friendly Areas Zoning Map

City Limits	Mixed-Use Riverfront (MR)	Riparian Corridor
Urban Growth Boundary	Mixed-Use Urban (MU)	Master Plans, Area Plans, Refinement Plans
Candidate Climate Friendly Areas	Public Facilities (PF)	
Schools	Professional Office (PO)	
Zoning	PO/RM/RS	
Central Business (CB)	Low Density Residential (RL)	
Convenience Commercial (CC)	Standard Density Residential (RS)	
General Commercial (CG)	Medium Density Residential (RM)	
Limited Commercial (CL)	High Density Residential (RH)	
Neighborhood Commercial (CN)	Urban Area Reserve (UAR-10)	
Light Industrial (IL)	Urbanizable Area (UA)	
General Industrial (IG)	Special Planned Districts	
Mixed Employment (ME)	ASI - Upland/River	
Mixed-Use Neighborhood (MN)	Waterway Overlay Zone	

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GREENWOOD



Acres: 22 gross acres/
9 net acres

Capacity for residential units:
2,114 dwelling units; 6% of needed capacity

Zoning: General Commercial (CG);
Mixed-Use Neighborhood (MN);
Commercial Convenience (CC)

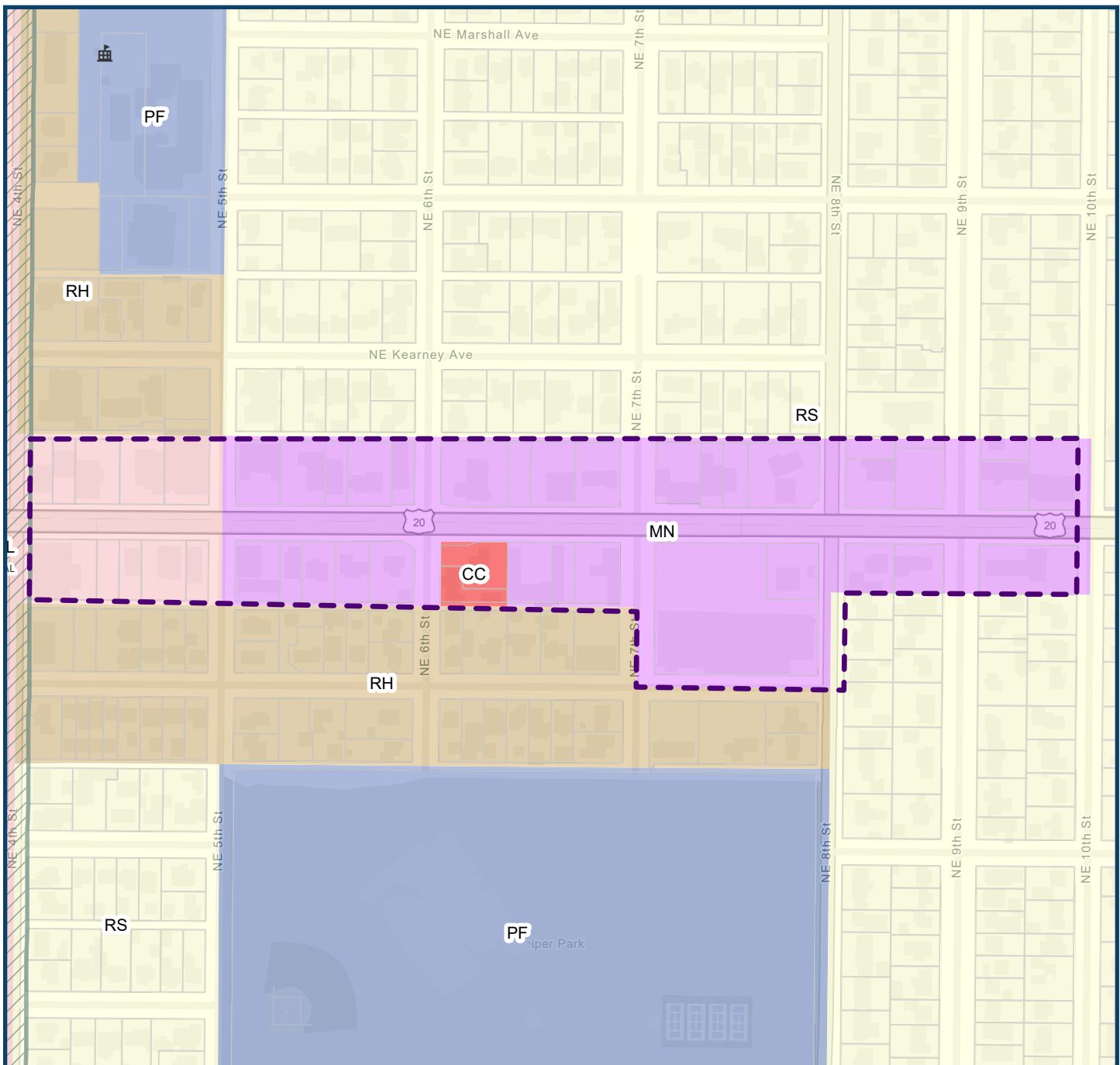
The Greenwood study area is a small CFA Candidate located along Greenwood Avenue, east of the Bend Central District. It was identified as an Opportunity Area in the 2016 Urban Growth Boundary Expansion, and was primarily re-designated as Mixed-Use Neighborhood (MN), with a few parcels as Limited Commercial (CL), and one as Convenience Commercial (CC). The MN district allows for standalone residential, mixed-use, and commercial uses, and has a lower maximum building height than the Bend Central District. The corridor has the opportunity to serve as a transition from the higher intensity development of the Bend Central District to the lower intensity of the east side of Bend by becoming more walkable. The areas block lengths are small, and though Greenwood serves as a pedestrian barrier, the areas to the north and south are walkable due to their gridded, intersection-heavy layout.

STRENGTHS

- Medium score in connectivity model
- High score in opportunity model
- Existing zoning is consistent with the majority of CFA land use requirements
- Investments and incentives – Enterprise and Opportunity Zone; Core Area TIF and MUPTE
- Highly favored in community outreach as a secondary or abutting CFA
- Low VMT

WEAKNESSES

- Medium risk of displacement
- Area is primarily auto-oriented and Greenwood is a pedestrian barrier, but opportunities exist for bike and pedestrian improvements.
- Small area that does not add significant capacity.
- Greenwood is under ODOT jurisdiction, so less opportunity for the City to make changes.



Climate Friendly Areas Zoning Map

City Limits	Mixed-Use Riverfront (MR)	Riparian Corridor
Urban Growth Boundary	Mixed-Use Urban (MU)	Master Plans, Area Plans, Refinement Plans
Candidate Climate Friendly Areas	Public Facilities (PF)	
Schools	Professional Office (PO)	
Zoning	PO/RM/RS	
Central Business (CB)	Low Density Residential (RL)	
Convenience Commercial (CC)	Standard Density Residential (RS)	
General Commercial (CG)	Medium Density Residential (RM)	
Limited Commercial (CL)	High Density Residential (RH)	
Neighborhood Commercial (CN)	Urban Area Reserve (UAR-10)	
Light Industrial (IL)	Urbanizable Area (UA)	
General Industrial (IG)	Special Planned Districts	
Mixed Employment (ME)	ASI - Upland/River	
Mixed-Use Neighborhood (MN)	Waterway Overlay Zone	

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KORPINE



Acres: 32 gross acres/21 net acres

Capacity for residential units:
2,114 dwelling units; 14% of
needed capacity

Zoning: Mixed-Use Urban (MU)

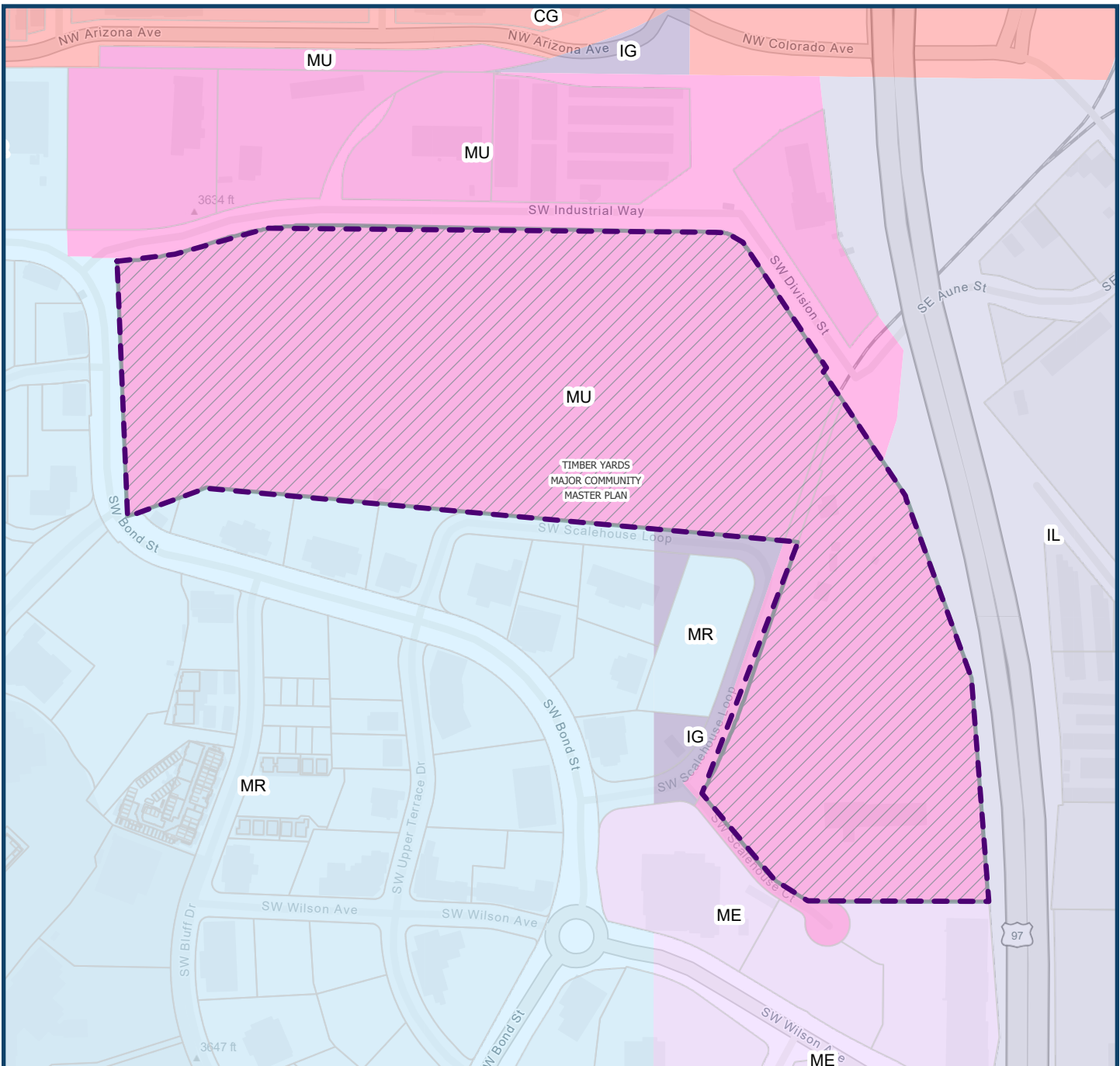
KorPine is a single site located between downtown and the Old Mill District. It was identified as an Opportunity Area during the 2016 Urban Growth Boundary Expansion. The area has a master plan for a development called Timber Yards, which was approved in 2023. Timber Yards is anticipated to provide 1,600 housing units, as well as hotel, retail and office space. The project is anticipated to be completed in 10 years.

STRENGTHS

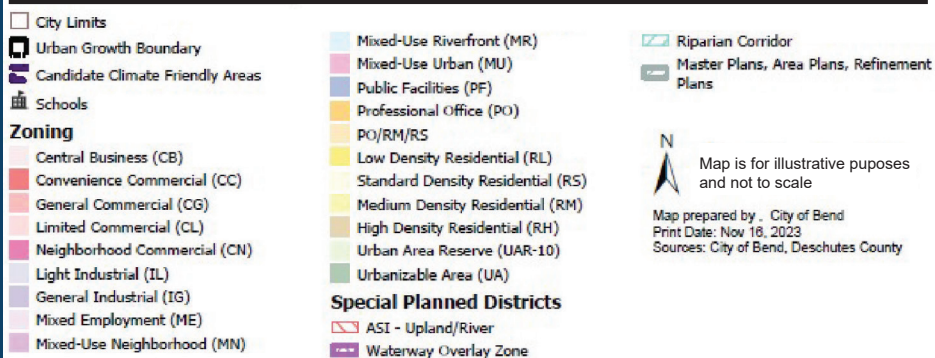
- Medium score in connectivity model
- Medium score in opportunity model
- Medium risk of displacement
- Existing zoning is consistent with the majority of CFA land use requirements
- Investments and incentives - Opportunity Zone; Core Area TIF and MUPTE
- Low VMT
- Area will be redeveloped in line with CFA style development - designation will add capacity and be consistent with CFA standards

WEAKNESSES

- Low score in community outreach
- The area already has an approved master plan for a high density mixed-use development. CFA designation will have no benefit to the area's redevelopment.



Climate Friendly Areas Zoning Map



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MID 3rd



Acres: 63 gross acres/30 net acres

Capacity for residential units:
3,105 dwelling units; 20% of
needed capacity

Zoning: General Commercial (CG);
Light Industrial (IL)

The Mid 3rd study area is located just south of the Bend Central District, and just east of KorPine. With KorPine redeveloping and mixed-use projects planned for the Bend Central District, the area could serve as a connection between the two areas. The underlying zoning is Limited Commercial (CL) and Light Industrial (IL). The biggest change would be rezoning industrial land in this area to allow housing and mixed-use.

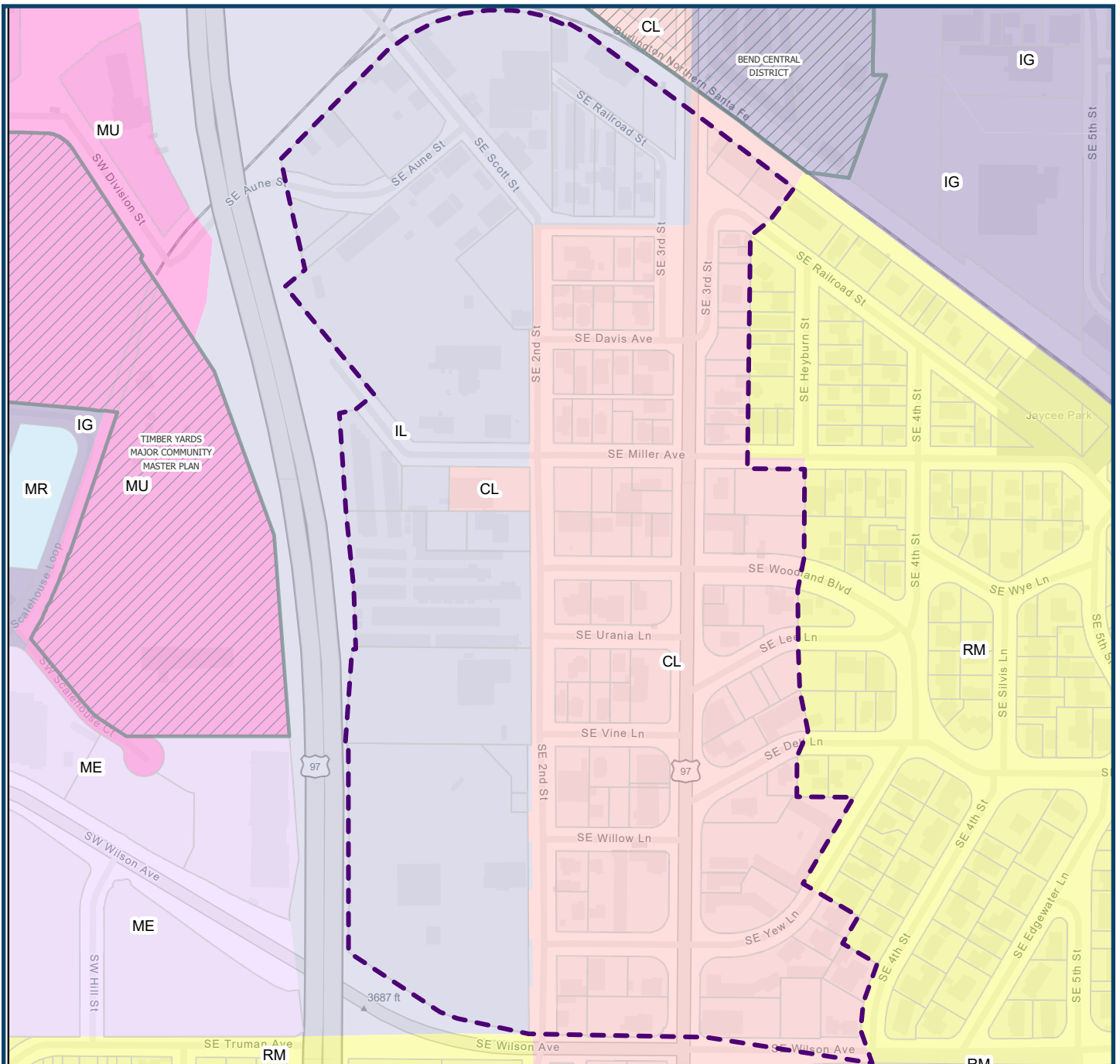
The 3rd Street corridor in this area is lined with small businesses, and a number of motels. This area does overlap with the anti-displacement strategy area, and the motels in this area serve as housing for those experiencing homelessness. Similar to the Bend Central District, the area is gridded and has high intersection density, as well as access to transit. The area is also home to two different roads that cross Highway 97, Wilson and Aune.

STRENGTHS

- High score in connectivity model
- Medium score in opportunity model
- Investments and incentives – Enterprise and Opportunity Zone; Core Area TIF, MUPTE and HB3450
- Low VMT
- Located between KorPine and the Bend Central District provides an opportunity for additional mixed-use and connections

WEAKNESSES

- High risk of displacement
- Corridor is auto-oriented, but its small block size, intersection density, and proximity to other planned mixed-use neighborhoods provides opportunity.
- Included in the Market Study for Bend Central District – some redevelopment feasible in current market conditions but with high degree of site specific variations



Climate Friendly Areas Zoning Map

City Limits	Mixed-Use Riverfront (MR)	Riparian Corridor
Urban Growth Boundary	Mixed-Use Urban (MU)	Master Plans, Area Plans, Refinement Plans
Candidate Climate Friendly Areas	Public Facilities (PF)	
Schools	Professional Office (PO)	
Zoning	PO/RM/RS	
Central Business (CB)	Low Density Residential (RL)	
Convenience Commercial (CC)	Standard Density Residential (RS)	
General Commercial (CG)	Medium Density Residential (RM)	
Limited Commercial (CL)	High Density Residential (RH)	
Neighborhood Commercial (CN)	Urban Area Reserve (UAR-10)	
Light Industrial (IL)	Urbanizable Area (UA)	
General Industrial (IG)	Special Planned Districts	
Mixed Employment (ME)	ASI - Upland/River	
Mixed-Use Neighborhood (MN)	Waterway Overlay Zone	



Map is for illustrative purposes
and not to scale

Map prepared by: City of Bend
Print Date: Nov 18, 2023
Sources: City of Bend, Deschutes County



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NORTH DOWNTOWN



Acres: 183 gross acres/92 net acres

Capacity for residential units: 9,319 dwelling units; 61% of needed capacity

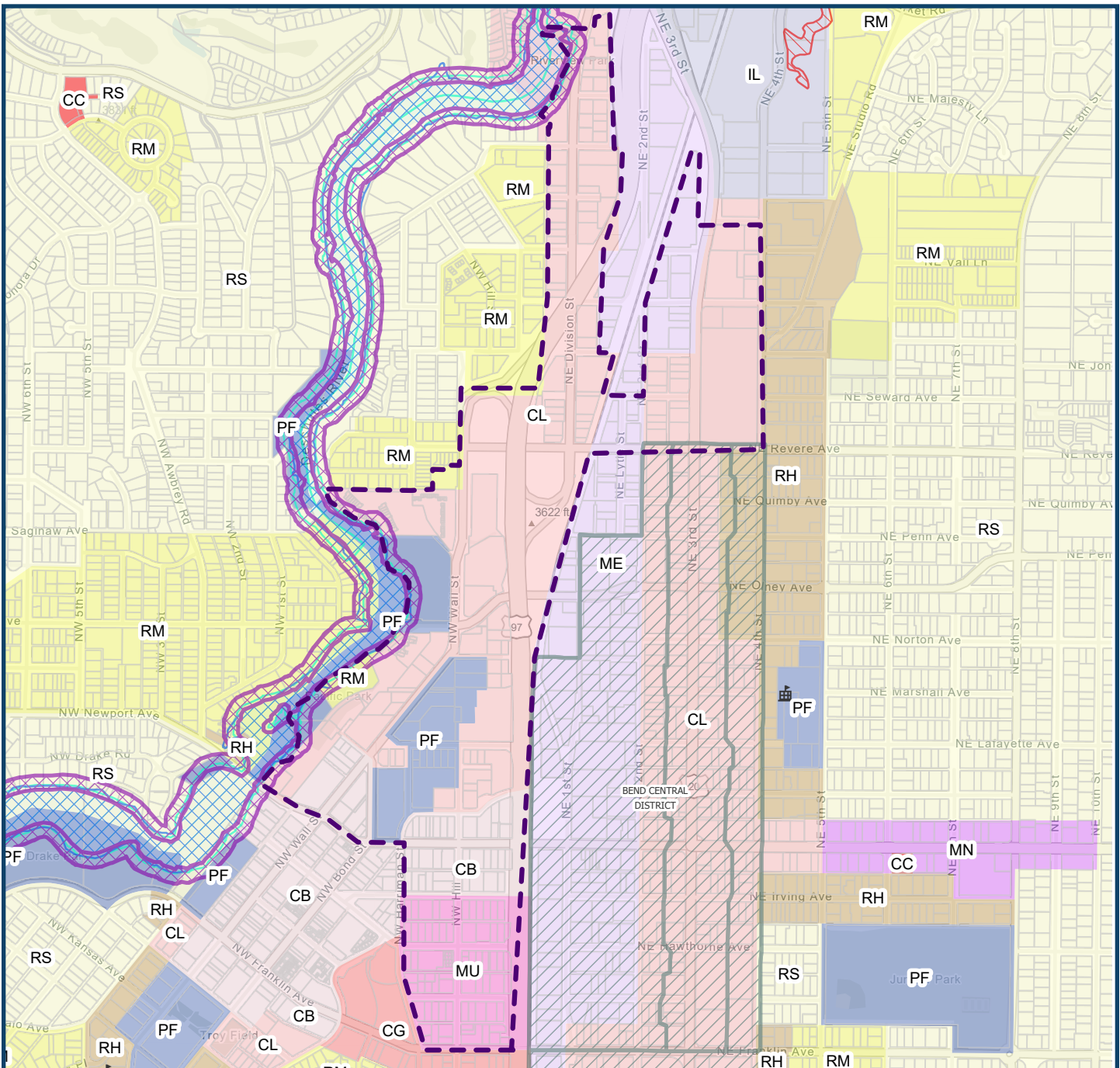
Zoning: Limited Commercial (CL); Public Facilities (PF); Mixed-Use Urban (MU); Medium-Density Residential (RM); Mixed Employment; Central Business District (CB)

North Downtown includes a combination of areas that are adjacent to Downtown Bend. Directly north of Downtown is the Wall Street corridor near the Deschutes River. It is home to several offices, strip commercial, and government uses like the Deschutes County Courthouse and the Deschutes County Administrative building. The area also contains Pacific Park and Pioneer Park, which have Deschutes River access, and trails. North Downtown also contains an area south of Greenwood Avenue known as East Downtown. East Downtown was an opportunity area from the 2016 Urban Growth Boundary Expansion, and has been zoned as Mixed-Use Urban (MU) since.

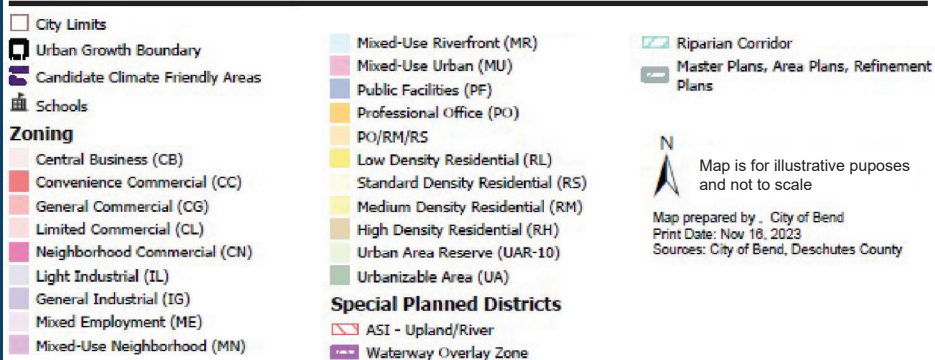
This CFA Candidate also extends across Highway 97 and includes the area just north of the Bend Central District. While this area isn't zoned for mixed use like Bend Central District, it still contains a lot of the same strengths, like proximity to downtown and walkability. Additionally, the Division Street corridor to the north is a commercial corridor with retail and services. When travelling south and exiting off of Highway 20, Division Street serves as the primary entryway to Downtown Bend.

Since North Downtown contains so many different, distinct areas that are all contiguous, it is made up of six different zoning districts, ranging from industrial to mixed-use. The area could benefit from more cohesive planning, and development here has the potential to extend the vibrancy of downtown.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Medium score in connectivity model • Medium score in opportunity model • Investments and incentives – Enterprise and Opportunity Zone; Core Area TIF, MUPTE and HB3450 • Medium score in community outreach • Low VMT • Low displacement risk 	<ul style="list-style-type: none"> • Included in the Market Study for Bend Central District – some redevelopment feasible in current market conditions but with high degree of site specific variations • Barriers like Highway 97, an interchange, and the BNSF railroad act as pedestrian barriers • Lack of cohesion throughout area



Climate Friendly Areas Zoning Map



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Chapter 3

Evaluation of Existing Development Standards

Per OAR 660-12-0315(4)(e), cities must submit a study of potential CFAs to the department which includes a preliminary evaluation of existing development standards within the potential CFAs and a general description of any changes necessary to comply with the requirements of OAR 660-012-0320, Land Use Requirements in CFAs.

This Study identifies ten CFA candidates, described in detail in Chapter 2. While the City has the option of applying other standards that would achieve target density levels, the prescriptive approach to CFA-compliant zoning requires the following for at least one primary CFA, given Bend's size:

- Allow single-use and mixed-use development, including the following outright permitted uses:
 - Multi-unit residential. Local governments may require ground floor commercial, and office uses within otherwise single-use multi-unit residential buildings.

- Attached single-unit residential.
- Office-type uses.
- Non-auto-dependent retail, services, and other commercial uses.
- Childcare, schools, and other public uses, including public-serving government facilities.
- A minimum residential density requirement of 25 dwelling units per net acre (DU/NA) for standalone residential development
- Minimum floor area ratio (FAR) of 2.0 for nonresidential and mixed-use development
- Maximum building height of no less than 85 feet

Additional CFA designation, beyond the minimum 25 acres, also referred to as secondary CFAs, must allow the same mix of uses, but only require a minimum residential density of 15 dwelling units per net acre (DU/NA) and a maximum building height of no less than 50 feet.

Existing Development Standards – Preliminary Evaluation and Changes

The zoning maps in Chapter 2 identify the existing zoning designations for the CFA candidates. Appendix D: Evaluation of Existing Development Standards provides a detailed outline of the key zoning considerations that are addressed by CFA requirements. This includes the allowance of residential uses with or without ground floor commercial, allowance of uses identified in 660-012-0320(2), maximum height limits, and maximum density limits. The analysis evaluated the requirements for each of the zoning districts in the CFA candidates³, and includes a more detailed description of changes necessary to comply with CFA requirements using the prescriptive method.

³ One parcel is zoned Medium Density Residential (RM) and located within a CFA candidate area. The parcel is owned by the Bend Park and Recreation District (BPRD) and developed as a park. No changes are anticipated to this parcel therefore the RM district was not evaluated.

The analysis showed that some of the zoning districts within the selected CFA candidates are nearly compliant with the requirements for a primary and/or secondary CFA already, while others would require bigger changes to meet these requirements. The Bend Central District overlay and Mixed Urban (MU) districts comply with the requirements of a primary CFA with the exception of the maximum heights, minimum density requirements for standalone residential uses, and lack of floor area ratio minimums of no less than 2.0 for nonresidential and mixed-use development. The following changes would need to be made to the Bend Central District overlay and Mixed Urban (MU) district to comply with the Primary CFA requirements:

- Increased maximum building height from 65' up to 85'. Note, both districts allow for height above 65' in some circumstances. In some portions of the Bend Central District, the maximum building height is 85' if 10 percent or more of the units are affordable. In the MU district, the maximum building height is 75' if the building is a vertical mixed-use development and not abutting a residential zoning district or if the building is in the Timber Yards Master Plan area, including for standalone residential uses.⁴
- Minimum density requirements for standalone residential uses (25 DU/NA for a minimum of 25 acres, 15 DU/NA for all other CFAs).
- Minimum floor area ratios (FAR) of 2.0 for nonresidential and mixed-use developments (no minimum density requirement for mixed-use developments).

None of the zoning districts under consideration as CFA candidates had minimum density requirements or minimum floor area ratio requirements, with the exception of the Central Business (CB) district. This is likely because the districts like General Commercial (CG) and Limited Commercial (CL) are commercial designations and standalone residential is not permitted in any of the districts, except for the Bend Central District and MU districts⁵. Changes

⁴ Per BDC 2.3.300(B)(1), in the MU district the maximum height may be increased by 10 feet above the maximum allowed height when residential uses are provided above the ground floor ("vertical mixed use"), except for properties abutting a residentially designated district. The building height increase for residential uses applies only if the top floor is residential and does not apply to buildings that have variance approval to exceed the permitted height.

⁵ Per BDC 3.8.800. Urban Dwelling Sites are permitted in the CL, CG and ME Zoning Districts and allow for standalone residential uses for no more than a total of 40 cumulative acres within the city limits.

to allow standalone residential (with or without limitations) could be considered to expand residential options in all or some of the commercial and mixed-use districts.

As noted in the analysis in Appendix D, the Industrial Light (IL), Industrial General (IG), and Public Facility (PF) districts do not meet any of the CFA requirements and therefore would require substantial changes to comply, or more likely, a redesignation to a zoning district that more closely aligns with the CFA requirements such as the MU district. This would be a substantial change from the current zoning designation and would warrant a more in-depth, future policy discussion.

Additional CFA Policy and Bend Development Code Standards

Maximum Block Length Standards

Per OAR 660-12-0320(5), local governments shall establish maximum block length standards as provided for in the rule. The Bend Development Code (BDC) Chapter 3.1.200 Lot, Parcel and Block Design regulates block length standards. Based on the review of the block length maximums in BDC 3.1.200(D)(2), none of the districts evaluated meet the CFA requirements for maximum block length standards (see Appendix D). Changes would be needed to all zoning districts to either decrease the maximum length or include the requirement for a pedestrian through-block easement, or both, depending on the zoning district.

Other CFA policies and development regulations

OAR 660-12-0320(7) also requires local governments to adopt policies and development regulations in CFAs that implement the following:

- (a) The transportation review process in OAR 660-012-0325;*
- (b) The land use requirements as provided in OAR 660-012-0330;*
- (c) The applicable parking requirements as provided in OAR 660-012-0435; and*
- (d) The applicable bicycle parking requirements as provided in OAR 660-012-0630.*

As required by OAR 660-12-0320(7)(c), the City of Bend has adopted land use regulations without parking mandates as provided in OAR 660-012-0420. At the time of this writing, BDC text amendments to the applicable bicycle parking requirements as provided in OAR 660-012-0630, and as required by OAR 660-12-0320(7)(d), are currently being drafted and are anticipated to be adopted prior to the finalization of this Study.

Prior to or concurrently with the designation of a CFA, the City will adopt the remaining policies and development regulations implementing the requirements in OAR 660-12-0320(7) including policies and development regulations for a multimodal transportation gap summary per OAR 660-012-0325, citywide pedestrian- and bicycle-friendly land use regulations, building orientation standards, and the connectivity requirements in OAR 660-012-0330.



Chapter 4

Anti-Displacement Analysis

Chapter 4 provides a summary of the City of Bend’s Anti-Displacement Analysis for the CFA Study. The detailed analysis is located in Appendix E. This analysis fulfills the requirements of OAR 660-012-0315.4.f, which states that as part of a CFA Study, cities shall submit:

f. Plans for achieving fair and equitable housing outcomes within climate-friendly areas, as identified in OAR 660-008-0050(4)(a)-(f). Analysis of OAR 660-008-0050(4)(f) shall include analysis of spatial and other data to determine if the rezoning of potential climate-friendly areas would be likely to displace residents who are members of state and federal protected classes. The local government shall also identify actions that may be employed to mitigate or avoid potential displacement.

The Anti-Displacement Analysis is divided into two parts – a spatial analysis and a planning analysis. The Anti-Displacement Spatial Analysis explains the data and mapping process that was completed to spatially analyze the City for risk of displacement of vulnerable residents. The

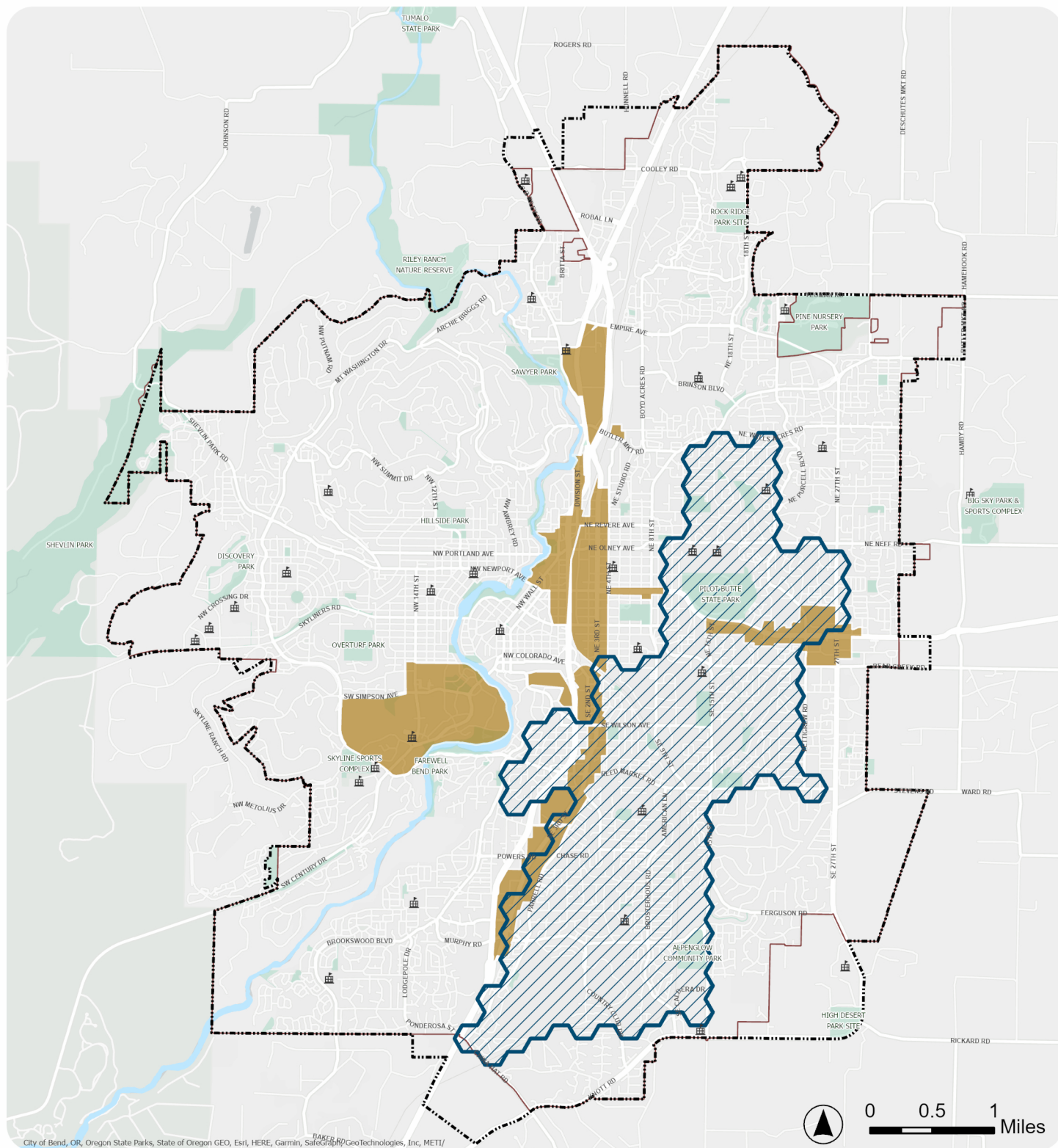
planning analysis explains the efforts and actions that the City is currently taking to promote affordable and new housing, as well as actions to mitigate or avoid potential displacement.

Anti-Displacement Spatial Analysis

An anti-displacement spatial analysis was completed to determine the areas of Bend that are most at risk of displacement in the event of a change in land value due to CFA designation. CFA designation may increase development potential, particularly in areas of Bend that are home to residents who may be vulnerable to housing change.

The purpose of this analysis was to spatially examine and differentiate areas of the City based on their risk of displacement, which was categorized by neighborhood typology. Neighborhood typology is a rating system which characterizes areas based on a number of factors that could increase the risk of displacement for residents. This is accomplished by assigning a stage of gentrification to each area, ranging from Stage 1 (areas that may be very susceptible to displacement) to Stage 6 (areas with high home prices that are not susceptible to displacement).

Guidance from the Department of Land Conservation and Development's (DLCD) Anti-Displacement and Gentrification Toolkit and Cascadia Partners' Displacement Assessment Toolkit for the City of Sacramento helped complete the analysis. The analysis included demographic mapping, the creation of neighborhood typologies to visualize where spatial disparities are most prevalent, and the identification of which CFA candidates are most in need of displacement mitigation strategies (detailed in Appendix E). The spatial analysis resulted in Figure 16 –Anti-Displacement Strategy Map. This map identifies which areas of Bend are most at risk of displacement and in need of mitigation strategies, and whether or not they overlap with a CFA candidate.



Legend

Urban Growth Boundary

City Limit

Parks

River

Schools

Climate Friendly Area
Candidates

Anti-displacement Strategy Area



CITY OF BEND

Print Date: Nov 30, 2023
Sources: City of Bend, Deschutes County
Disclaimer: This map is for reference purposes only. Care was taken in the creation of this map, but it is provided "AS IS." Please contact the City of Bend to verify map information or to report any errors.

Figure 16 –Anti-Displacement Strategy Map

As detailed in Appendix E, the Anti-Displacement Spatial Analysis verified that the following CFA candidates overlap with areas that are most at risk of displacement:

- Bend Central District
- Eastside
- Far South
- Mid 3rd
- Near South

Additionally, the following CFA candidates directly border areas most at risk of displacement:

- KorPine
- Greenwood

Mitigation strategies are identified for both CFA candidates with direct overlap and CFA candidates that border these areas in the following section — Anti-Displacement Planning Analysis.

Anti-Displacement Planning Analysis

The second portion of the Anti-Displacement Analysis (Appendix E) was a spatial analysis intended to identify where Climate Friendly Area candidates overlap with populations that are vulnerable to displacement and explore and identify actions to mitigate potential displacement. The analysis includes:

1. Actions the City of Bend is currently taking to mitigate displacement, and how those plans fulfill the requirements identified in OAR 660-008-0050.4.a-f, including:
 - a. Location of Housing
 - b. Fair Housing
 - c. Housing Choice
 - d. Housing options for residents experiencing homelessness
 - e. Affordable homeownership and rental housing

- f. Gentrification, Displacement and Housing stability
- 2. Additional actions that the City could take to mitigate future displacement

The analysis also provides a detailed description of efforts that the City has undertaken to promote new and affordable housing, which includes financial incentives, code and permitting changes, and programs and actions. It also identifies potential future actions to mitigate displacement, including:

- Permitting alternative housing types on wheels
- Updates to the System Development Charges (SDC) methodologies
- Distribution of information on converting detached single-unit housing to duplexes
- Funding off-site infrastructure requirements for affordable housing
- The development of a revolving loan fund tied to the boundaries of a CFA
- Site acquisition for affordable housing projects in CFAs

City staff will need to continue to coordinate to streamline codes and processes affecting affordable housing development throughout Bend so that all community members can find housing. Given the significant rise in the cost of housing in Bend, this is difficult and requires both citywide pro-housing strategies, as well as mitigation strategies specific to a CFA to prevent displacement. Ensuring CFAs have housing options with a range of affordability will be critical to their success.



Chapter 5

Community Engagement & Plan

This chapter summarizes the CFA community engagement that was and will continue to be an important part of CFAs. Engagement can be summarized into three parts: Community Outreach and Engagement completed throughout the Study; Input and engagement from the Climate Friendly Areas Working Group (CFWAG); and future engagement outlined in the Community Engagement Plan. Appendix F provides a detailed Community Engagement Report. Appendix G outlines the Community Engagement Plan for the designation and adoption phase.

Community Engagement Summary

The project team completed public outreach throughout development of the CFA Study and will continue through designation and adoption. The engagement centered the voices of historically underserved community members. The methodology, objectives, takeaways, and results of the

engagement are detailed in the CFA Study Community Engagement Report in Appendix F. The engagement methods included:

- One-on-one interviews with community leaders and stakeholders
- Focus group with members representing equity-based organizations
- Collaboration with Central Oregon Community College's Avanza, Latinx Leadership Program
- Presentations to City boards, committees and commissions
- Coordination and collaboration with partner agencies like Bend Parks and Recreation and Cascade East Transit
- Summer pop-ups at community events
- Online questionnaire and webpage
- Community open house
- Online open house

Key Equity Themes identified through engagement included:

- Housing affordability is critical to ensuring CFAs are equitable.
- Transportation options and accessibility should be prioritized when designating a CFA.
- Groceries, medical services, and daycare facilities for lower income households would best serve the community in CFAs.
- CFAs could provide the community with opportunities to connect with one another, and potentially create more inclusive options including higher density affordable housing alongside market rate housing.

Community Questionnaire responses included:

- Community members favored a “varied” approach for CFA locations and sizes.
- Respondents most valued access to bike and pedestrian infrastructure; public amenities such as parks, schools and libraries; and access to housing.
- Equitable access to groceries, childcare and health services, homeownership programs, and transit hubs were identified as important amenities

- Respondents favored raising building heights in certain locations.
- The Eastside, Bend Central District and North CFA candidates were the most favored
- Secondary CFAs that were favored include the Greenwood corridor, Mid 3rd and North Downtown.

One of the objectives of the Study’s community engagement process was to provide meaningful engagement opportunities and demonstrate through a “report back process” how input has influenced decisions. The Study progressed throughout the year, and community engagement methods were consistently updated with new information. Keeping the public up to date and receiving input on the Study’s evolution was critical to this project.

Climate Friendly Areas Work Group (CFAWG)

The Climate Friendly Areas Work Group (CFAWG) was established to provide informal feedback and input to staff on the CFA Study. The group was comprised of nine members of the City’s existing boards and commissions including representatives from:

- Bend Economic Development Advisory Board
- Core Area Advisory Board
- Environment & Climate Committee
- Human Rights & Equity Commission
- Metropolitan Planning Organization Technical Advisory Committee
- Planning Commission

Members from the City’s Accessibility Advisory Committee and the Affordable Housing Committee were also invited to participate.

The purpose of the work group was to provide feedback to staff on the location, zoning requirements, borders, outreach goals and other information as needed related to CFA candidates. The group was advisory to staff and was not a decision-making body, and therefore did not provide a recommendation to the Bend City Council, per Bend Municipal Code section 1.20.015(l), City Manager Advisory Groups. The intent was for robust discussion, a deep dive

into the details on CFAs, and to review staff materials and analysis work products. Work group participants were able to report back to their respective boards and commissions.

CFAWG Key Takeaways:

Support for a Varied CFA scenario (see Chapter 6) with CFAs spread throughout

Bend. The Bend Central District, Central Westside, and Eastside were selected as preferred primary CFAs by all participants. KorPine, North Downtown, and Mid 3rd CFA candidates were supported as secondary CFAs.

Support for a near-term and long-term CFA designation plan.

Support for designating more than the CFEC required minimum acreages.

Recognition that CFA designation should be aspirational and forward thinking, but also realistic about feasibility of high-density development for every CFA candidate.

Recognition of market feasibility, VMT, geographic equity, affordability, zoning impact and connectivity as important CFA evaluation criteria.

Recognition that CFA designation might not be the only or best tool in the near-term for all CFA candidates (specifically along the 3rd Street corridor) and support for other opportunities (see Chapter 6) including:

- Zoning changes along transit corridors and in CFA candidates not initially designated as CFA.
- Increasing opportunities for more neighborhood commercial citywide (i.e. through designation of neighborhood commercial nodes in existing residential areas and/or through a market driven approach by allowing more commercial/mixed-use in residential districts).
- Better alignment of land uses and key routes to provide walkability and better connect CFAs, specifically allowing commercial and/or mixed-use on collectors with Key Routes (like Bear Creek, Wilson, and Franklin).
- Support for building height increases citywide with strategic transitions, allowing smaller lots, and more flexible zoning throughout the City.

CFAWG put in a significant amount of time and work to understand CFEC and the rules around CFAs, and to envision what future designation and land use changes could look like. While this Study does not intend to select or recommend a particular CFA designation, CFAWG's work, feedback and scenarios could be considered as part of the designation process.

Community Engagement Plan

The next phase of engagement, during 2024-2025, will build off the input received, and the community connections established in 2023. Throughout 2023, various outreach tools were applied from scheduled interviews to impromptu conversations in the parks. Post-pandemic engagement requires a layering of opportunities both in-person and online to meet people where they are and provide accessible information and participation options. The upcoming engagement will continue this flexible approach as staff continues to learn what best meets people's needs.

Community engagement is key to the successful implementation and long-term outcomes of CFAs. Two-way communication between the planning team and people who may be affected by the designation of CFAs and related project outcomes is essential. This will help the planning team to identify and understand different interests and concerns and provide the best opportunity to shape the project and ensure the community's vision. See the Community Engagement Plan for the designation and adoption phase (Appendix G) for a detailed explanation of the upcoming process and timeline. The objectives of the community engagement process for the CFA designation are to:

- Designate and adopt preferred CFAs through community involvement.
- Center the voices of historically underserved populations, particularly those disproportionately harmed by past land use and transportation decisions and engage with those populations to develop key community outcomes.
- Promote the fair and meaningful involvement of all people regardless of race, color, national origin, disability, gender, sexual orientation, housing status, primary language, immigration status, age, or income. No person shall be excluded from participation or subjected to discrimination on the basis of these factors.

- Provide meaningful community engagement opportunities and demonstrate through a reporting back process how input has influenced the decisions.
- Clearly articulate the process for decision-making and opportunities for input.

The planning team is responsible for balancing community needs and desires expressed through the community engagement process. The final CFA designation proposal and related code amendments will be subject to a formal process including public hearings with both the Planning Commission and City Council. The City Council will make the final decision to adopt and designate areas suited to development as a CFA.



Chapter 6

Scenarios, Next Steps, and Opportunities

Introduction

As outlined in the previous chapters, this Study identifies ten CFA candidates. The City may move forward with the designation of one or more of these areas. The CFA Study is a precursor to CFA designation, and implementation will be a multi-year effort. This chapter outlines possible CFA designation scenarios and next steps that the City of Bend may take towards CFA implementation. Additionally, this chapter identifies other key themes and opportunities that emerged from public outreach and discussions with CFAWG. These opportunities would support CFAs and CFEC implementation, enhance other areas of the City beyond CFAs and help to create more walkable, complete communities and neighborhoods citywide.

Scenarios

As part of the work completed with CFAWG, the project team developed two possible scenarios for CFA designation. During the first two meetings, the concept of developing both a short and long-term vision for CFA designation emerged. As a result, both scenarios that were developed have a short and a long-term option.

These scenarios are not intended to be staff recommendations. There are an infinite number of approaches that the City could take in CFA designation. The scenarios presented here are just a few possible options to be considered in future public engagement that would fulfill the requirements of the rules and have benefits that were discussed and outlined by the project team and CFAWG.

Centralized Approach (Short-Term)

In the centralized approach, shown in Figure 17 – CFA Scenarios – Short-Term Centralized Approach, CFAs are focused in the City center, and the Bend Central District serves as the primary CFA. Currently, the Bend Central District is broken up into four subdistricts. In this option, the 4th Street subdistrict serves as either an abutting CFA or a transition area between Bend Central District and the adjacent neighborhoods. The North Downtown, KorPine, and Mid 3rd CFA candidates all serve as secondary CFAs. These areas also all border the primary CFA.

The North, Eastside, Near South, and Far South CFA candidates are not designated as any kind of CFA but would instead be evaluated for other land use changes that could include allowing residential development, increasing maximum building heights. These changes could set these areas up for future CFA designation. This scenario is intended to be a short-term change, which means that the CFAs proposed in this scenario would be designated by the end of 2026. Land use changes for the areas in blue could also begin at that time.



Figure 17 – CFA Scenarios – Short-Term Centralized Approach

Benefits:

- **Tax Increment Financing (TIF)** - The primary and secondary CFAs in the centralized approach closely follow the boundary of the Core Area TIF District. The Core Area TIF serves as a funding mechanism with the potential to fund certain kinds of development and infrastructure. There was excitement during community engagement about the idea of CFAs. Many members of the community want to see walkable, mixed-use neighborhoods near their homes. In terms of seeing the intentions of CFA designation become a reality, a funding source is an extremely valuable tool.
- **Other Land Use Changes** – In this scenario, the CFA candidates in blue (North, Eastside, Near South and Far South) would not be designated as CFAs. Instead, they would be evaluated for other land use changes. These CFA candidates currently have development patterns and zoning requirements that are quite different from a CFA. They generally do not allow buildings over 55 feet in height, and do not allow multi-unit development as a standalone use. These changes might be implemented through updates to the zoning code rather than through CFA designation. CFA-style development in these areas is a bigger reach than in the primary and secondary CFAs in this scenario, and therefore other land use changes might be a better tool and interim step before CFA designation.
- **Concentrated Effort** – Notably, the Central Westside is not identified for changes or designation in this scenario. However, it is the area that is currently functioning most like a CFA. Rather than designate acreage on the Central Westside as a CFA, this approach seeks to concentrate CFAs and associated resources in areas where they would have the greatest impact.

Acreage:

This option designates 139 net acres of primary CFAs, and 193 acres of secondary CFAs. This totals 332 acres, which meets Bend's need for CFA capacity. The abutting CFA in the Bend Central District would also add additional capacity.

Varied Approach (Short-Term)

In the varied approach, shown in Figure 18 – CFA Scenarios – Short-Term Varied Approach, primary CFAs are located in three distinct areas of the City: the Bend Central District, the Central Westside and the Eastside. The Bend Central District and the Eastside were the most popular CFA candidates according to the public online questionnaire, one of the tools used for engagement. The Central Westside was one of the highest performing CFAs in the CFA Market and Feasibility Study and is already seeing CFA-style development. Additionally, locating CFAs in multiple places in Bend was preferred by both the public and CFAWG. This approach delivers those preferences.

Transitional areas or abutting CFAs are proposed around all three CFAs. In particular, the Eastside has a lot of adjacent residential (both multi-unit and single-unit) that will need to be carefully considered. The North, North Downtown, Mid 3rd, Near South, and Far South candidates would be examined for other land use changes. To be clear, not all these areas would receive the same zoning changes. North Downtown and Mid 3rd are quite different from the other three candidates in blue. Each candidate would have tailored zoning changes based on the appropriate designation for each one.

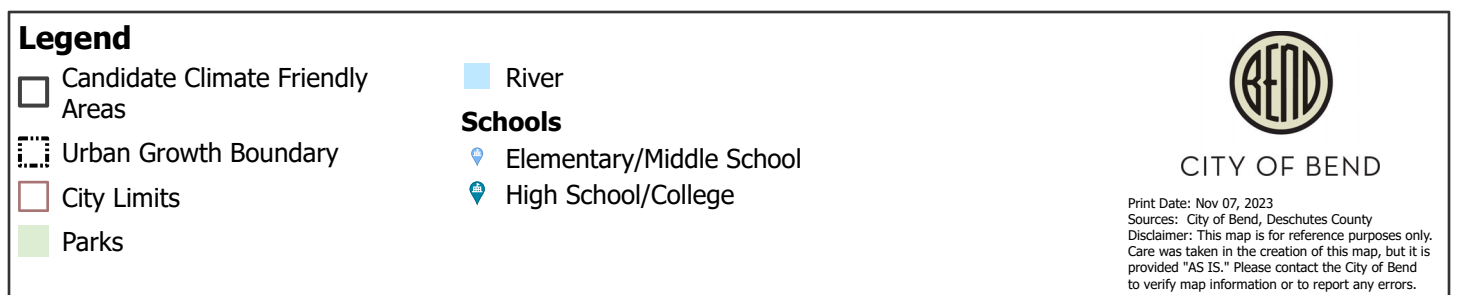


Figure 18 – CFA Scenarios – Short-Term Varied Approach

Benefits:

- **Five Minute Radius** – The three CFAs designated in Figure 18 have very few people living within them because they are primarily commercial. However, there are 1,588 housing units within a quarter mile of the Bend Central District, 2,590 units within a quarter mile of the Central Westside, and 2,858 units within a quarter mile of the Eastside. A quarter mile is typically considered to be about a five-minute walk. The designation of all three of these CFAs would have a high concentration of existing residents that would be within a short walking radius.
- **Eastside** – During engagement, a frequent comment was that the east side of Bend struggles with walkability. Designating the Eastside CFA candidate, though not currently market feasible, creates potential for future walkable, mixed-use possibilities on the east side where there are currently few.

Acreage:

The short-term varied scenario designates 480 net acres of primary CFAs and would add potential abutting CFAs for additional capacity. This exceeds Bend's need for CFA capacity.

Centralized and Varied Approaches (Long-Term)

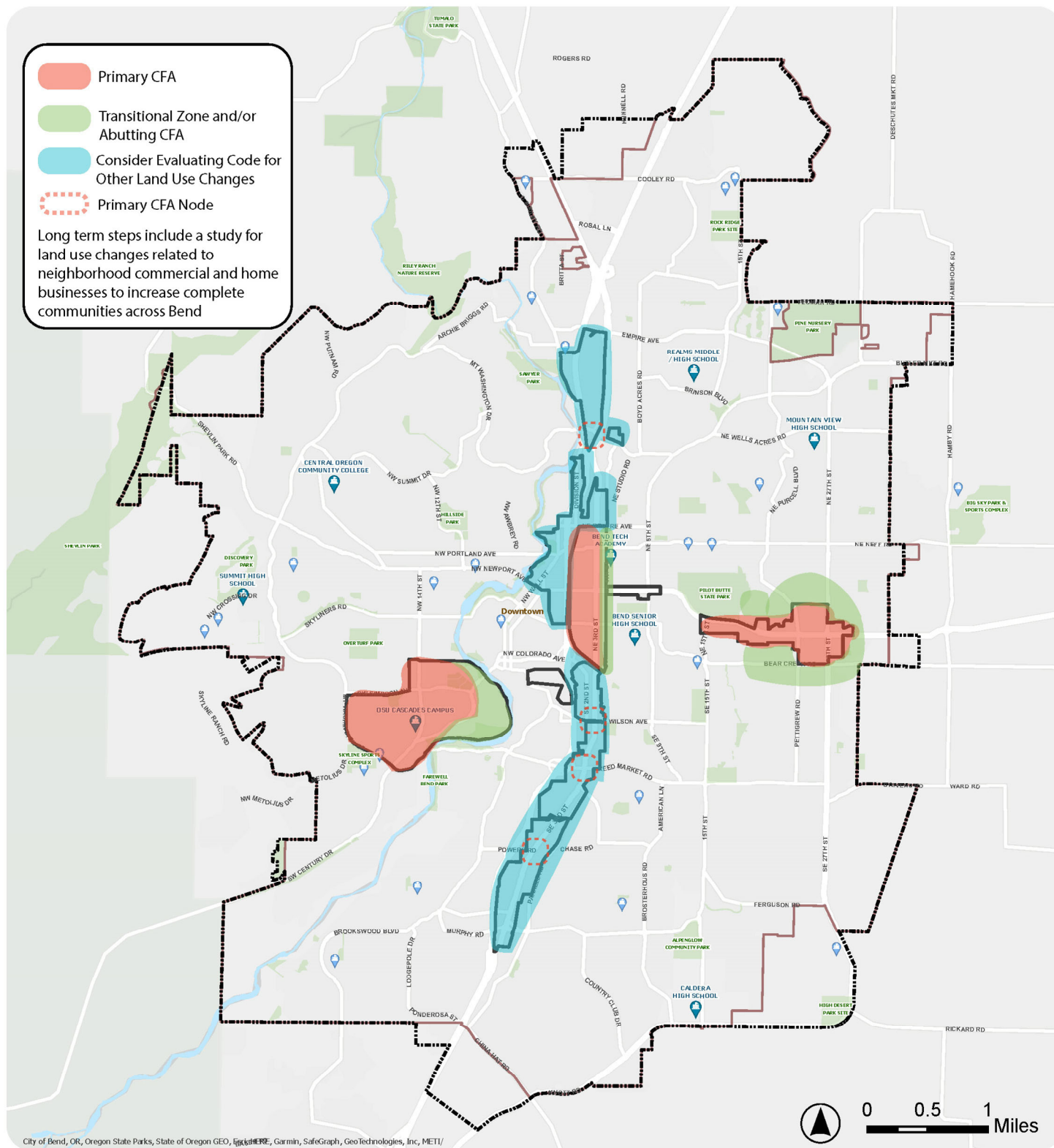
The long-term approach to both the centralized and varied scenarios is the same for both scenarios. It includes a citywide study to increase opportunities for more mixed-use and commercial in existing residential areas. This could be achieved through land use changes such as expanding neighborhood commercial and opportunities for home businesses and increasing complete communities across Bend. A request for neighborhood-scale commercial that residents can walk to came up frequently during community engagement and is one of the City Council's goals. Because CFAs are tall, dense, urban mixed-use employment centers, they aren't necessarily the right tool for this task. Therefore, neighborhood commercial is identified as a long-term opportunity.

Additionally, the long-term vision includes the introduction of 'primary CFA nodes' at specific intersections along the North/South 3rd Street corridor. These nodes would have the same

zoning as a primary CFA but would only encompass a focused node (or intersection) rather than a larger area (such as the auto-oriented highway and arterial corridors). These primary CFA nodes include, but are not limited to, the areas near Butler Market and Highway 20 with potential to extend east, Wilson and 3rd, Reed Market and 3rd, and Powers and 3rd. In both long-term scenarios, the North, Near South, and Far South CFA candidates are not designated as CFAs. Instead, nodes and key intersections within these areas would be designated as primary CFAs. The nodes are the same in both scenarios and would need to be further studied and refined in the future and are shown in Figure 19 – Long-Term Centralized Approach, and Figure 20 – Long-Term Varied Approach. These areas could benefit from area plans, as discussed in the opportunities section below.



Figure 19 – Long-Term Centralized Approach

**Legend**

- Candidate Climate Friendly Areas
- Urban Growth Boundary
- City Limits
- Parks

River

Schools

- Elementary/Middle School
- High School/College



CITY OF BEND

Print Date: Nov 07, 2023
 Sources: City of Bend, Deschutes County
 Disclaimer: This map is for reference purposes only. Care was taken in the creation of this map, but it is provided "AS IS." Please contact the City of Bend to verify map information or to report any errors.

Figure 20 – Long-Term Varied Approach

CFA Designation and Implementation Next Steps

After completion and DLCD review and approval of this Study, the City will need to take a number of steps to refine, designate, and implement CFAs. Implementation of CFAs is more than development code changes and will require program and policy changes to comply with the CFEC rules.

The recommended next steps are identified below and will need to be completed once the CFA Study is finalized. This is not a comprehensive list, and some tasks may run concurrently and/or it may be beneficial to modify the order in which they are undertaken.

CFA Implementation Next Steps:

Finalize preferred scenario — Identify which CFA candidates to move forward with designation.

CFA boundary refinement — Analyze CFA boundaries at a parcel-by-parcel level to determine primary CFA (85' heights, etc.), secondary CFA, transitional/abutting area boundaries, and potential zone changes.

Identify necessary zone changes for CFAs to be designated

Update capacity analysis — to ensure capacity requirement is met by preferred scenario and consistent with an updated housing needs provided by the Oregon Department of Administrative Services in 2025 leading to an update of Bend's Housing Capacity Analysis

CFA designation (procedural) — Planning Commission recommendation and Council adoption of zoning and comprehensive plan/map changes

CFA Area Plans, if needed (concurrent or after designation) — Develop area plans for final CFAs, informed by the boundary refinement, which may include design standards and transportation network identification and design to encourage walkability within and around each CFA.

Establish a CFA equitable access program and supportive policies that prioritize opportunities and actions to further equitable access to CFAs, including:

- Identify potential sites for affordable housing in CFAs.
- Coordinate with community partners to establish transit options within CFAs.
- Encourage and incentivize access to priority goods and services such as grocery stores, medical services and daycare facilities within CFAs.
- Analyze potential programs and opportunities to establish housing accessible to a range of income levels.
- Analyze potential programs to provide first-time homebuyer assistance in and around CFAs.
- Site acquisition for affordable housing in and near CFAs.

Establish Revolving Loan Fund for development within CFAs

Evaluate Opportunities for areas not designated as a CFA (see list below).

Specifically, identify other potential land use/policy changes for each CFA candidate not initially designated (as a potential interim step).

Other CFEC Requirements Related to CFA Designation — Monitoring and Performance Measures

In addition to the CFA designation next steps identified above, the City will need to develop and invest in policies and programs to monitor progress of the following subjects over time in CFAs, as outlined in OAR 660-012-0215, Transportation Performance Standards:

- Reducing climate pollution;
- Safety;
- Equity;
- Network connectivity;
- Accessibility;
- Efficiency;
- Reliability; and
- Mobility.

As outlined in the rules, at least one of the Transportation Performance Standards must support increasing transportation options and avoiding principal reliance on the automobile.

Additionally, the City is required to report annually on its progress in meeting the

Transportation Performance Standards, through specific land use and transportation performance measures, as outlined in OAR 660-012-0905.

To accurately report on the requirements outlined in OAR 660-012-0905, it will be important for the City to coordinate with local agency partners, who manage the transit and local commute options programs. The City does not directly control or have direct access to some of the data identified in the rules, and additionally, may not have systems in place to easily track the data for other performance measures including employment data and household VMT. Properly budgeting and establishing systems in internal City departments, including the Office of Performance Management and Transportation Mobility Department, will be critical to track progress in the CFAs over time.

Opportunities

CFAs are just one tool to implement CFEC and provide complete communities and neighborhoods. It was recognized that CFA designation for some of the candidates may not be the right, or only, tool to achieve the desired outcomes. This section identifies opportunities, beyond CFA designation, that could have benefits beyond CFA boundaries.

Throughout the CFA Study and engagement, staff and the public identified other opportunities that would complement CFAs and the CFEC rules by creating more accessible, complete neighborhoods citywide. These have been organized into the following three general categories: Connectivity, Mixed-Use Neighborhoods, and Residential Infill. Each category identifies a goal and possible ways to implement the desired outcome. These are not intended to be a final or exhaustive list, but rather a starting point to provide direction for future policy decisions and actions.

Connectivity: Provide high-quality, safe, and convenient bike and pedestrian connections to existing and planned CFAs, key destinations, and neighborhood centers.

Build a connected Key Route network. The City has a number of plans for better bike and pedestrian connections, including the Key Routes identified in the TSP, the Low Stress Network (LSN), and City Council's identified Cross Town Bike Route concept. The design, connection, and purpose of these three concepts should be clarified. Most importantly, these

should be used to connect CFAs to one another and other key destinations in the City. The CFEC rules are intended to lower VMT and create walkable areas for those who live and work within a CFA. However, the rest of Bend is still primarily auto dependent. The rules require a pedestrian and bike infrastructure gap analysis *within* each CFA, but making sure that they are easy to get to is a critical step in ensuring their long-term viability.

One way to achieve this would be to develop a Bend “mobility plan.” This plan would outline future key destinations and CFAs, and then prioritize safe bike and pedestrian routes identified in the TSP to connect these areas. During development of the TSP, twelve Key Routes providing safe north-south and east west bike and pedestrian travel were identified. The City’s General Obligation Bond for Transportation Improvements, approved by Bend voters in 2020, is accomplishing some of the Key Route improvements.

However, depending on the locations of CFAs, project lists may need to be revised to accommodate not only connections to nearby CFAs, but also within the CFAs themselves. Additionally, the plan could prioritize the projects identified in the TSP based on which provide access to CFAs. Prioritization of projects will be important, and a more detailed refinement of the policy developed in the TSP. Similarly, new programs like parking management and Travel Demand Management may be tested and implemented in CFAs to achieve policy goals while experimenting with programs new to Bend. Finally, the plan could develop more flexible standards for the City of Bend Design Standards and Construction Specifications.

Enhance connections across barriers. Evaluate and identify corridors that cross 3rd Street, Highway 97, and Highway 20 that could connect neighborhoods and improve access to CFAs. Enhancing corridors that cross major transportation barriers, such as Purcell across Highway 20, or Wilson across 3rd Street, could be an opportunity to connect neighborhoods that are otherwise divided by wide arterials. Paired with changes to land use (see below), these corridors could be transformed into corridors that connect people, not just cars.

Prioritize urban open space and green infrastructure. Explore opportunities for urban open space within and adjacent to rights-of-way to connect CFAs. CFAs are intended to have parks and open space. As part of CFA implementation, the City will continue to partner with Bend Parks and Recreation District to support the development of linear and urban parks along corridors to connect CFAs to surrounding neighborhoods. Additionally, green infrastructure could be integrated into these enhanced rights of way to add greenery and support the environment.

Mixed-Use Neighborhoods: Create and expand opportunities for more neighborhood-scale commercial and mixed-use.

Expand land use options within neighborhoods. Additional neighborhood commercial development could be facilitated by evaluating potential changes to permitted and conditional land uses in residential districts. An expansion of uses could be paired with locational standards. For example, allowing commercial and mixed-use in residential districts when the property is located on a corner lot, collector, or arterial. Further, the City could require design standards and form-based codes (zoning codes that focus on the way a building looks, rather than what it is used for) for these developments to ensure neighborhood compatibility. This would allow for more flexibility and a market driven response as opposed to the restriction of zoning districts, specifically for neighborhood commercial, that risk not being economically feasible.

Additionally, the City could investigate allowing Accessory Commercial Uses (ACUs) in residential districts. These are similar to Accessory Dwelling Units (ADUs), except they allow for small scale commercial instead of housing. This is an option to bring back retail and services to residential neighborhoods.

Pair connectivity with land use changes for people-focused corridors.

Transportation and land use are intertwined as the two major ways that people experience the space around them. Yet, zoning codes and transportation plans aren't always in sync. As described above, it is essential to ensure that there are safe bike and pedestrian connections to get to CFAs. The Key Routes should also be examined for land use changes to create neighborhood-scale commercial corridors. The Key Routes are not located on the City's wide, busy arterial roads. Instead, they are along quieter, neighborhood streets for low-stress travel. Rather than try to transform streets that prioritize cars into mixed-use corridors, it may make more sense to focus on transforming Key Routes into corridors that prioritize pedestrians and bicyclists. Currently, many of these corridors are primarily zoned for residential uses.

One way to achieve this would be to establish a hierarchy of corridor typologies. 3rd Street should not be treated the same way as Franklin or Wilson, for example. This could be completed through a formal update to the Urban Design Framework, or an informal design exercise. As mentioned previously, form-based codes for these uses will support compatibility.

Evaluate uses in commercial districts. Bend's existing commercial districts should be evaluated for their compatibility with desired outcomes, both citywide and in UGB Expansion

Areas. It's recommended that the CC/CG/CL/ME districts be evaluated to determine uses and design standards that will promote walkable development in neighborhoods. Most importantly, it will be essential to evaluate uses in the Convenience Commercial (CC) District, which is the only commercial district that is located on specific sites in residential districts. At the same time, opportunities to modify permitted uses or rezone to Mixed-Use Urban (MU or Mixed-Use Neighborhood (MN) should be examined. Additionally, uses that support neighborhoods could be considered in districts like Mixed Employment (ME), especially in neighborhoods that otherwise lack walkability and neighborhood commercial uses, like on OB Riley on the north side of Bend.

Explore opportunities for new Mixed-Use Neighborhood (MN) districts. As part of the 2016 UGB Expansion, the City redesignated the Greenwood Opportunity Area east of downtown as MN. This is the only instance of MN zoning in Bend currently. Other areas that may benefit from this established zoning district should be explored.

Create an easier process to allow publicly owned land to be developed for housing or mixed-use. Currently, most parks and government facilities are located on land that is zoned Public Facilities (PF). The list of permitted uses in the PF District is very limited to public uses. If the use table were expanded to allow for housing as a permitted or a conditional use, the process to convert public land to housing would be easier.

Link neighborhood commercial to parks. Within residential districts, public uses like schools and parks are permitted, as they are intended to serve neighborhoods. Locating neighborhood commercial uses near parks may benefit neighborhoods by creating a center that provides services and opportunities for recreation. Additionally, alternatives to parks, like plazas, could be explored within CFAs and other busy areas.

Conduct a market feasibility study. Before embarking on a process to expand neighborhood commercial uses, it could be beneficial to identify what neighborhood commercial has been successful and why. While it is suggested above that expanding residential uses would create flexibility and allow the market to choose where these uses make sense, an alternative would be to designate neighborhood scale commercial and mixed-use in places where it is economically viable.

Residential Infill: Increase opportunities for more mixed-use and residential infill in existing commercial areas.

Allow residential uses in commercial districts. Currently, commercial districts in Bend only allow residential as part of mixed-use developments. The City could consider changing this to blend commercial and residential. Standalone residential uses tend to be easier to develop financially than mixed-use buildings. Locating them within commercial districts may actually make commercial districts more viable by providing more people nearby to serve as customers.

One way to accomplish this may be to establish a program similar to Urban Dwelling Sites. Urban Dwelling Sites allow for standalone residential uses in certain commercial areas by capping the amount of land that can be used. This may be a way to introduce residential uses to commercial areas while still preserving the area for commercial.

Another option may be to streamline and promote infill through horizontal mixed-use. Horizontal mixed-use is a defined term in the Bend Development Code and allows residential to be developed on the same site as commercial, but not necessarily in the same building. This is sometimes easier for developers, because they can finance the buildings separately. Horizontal mixed-use is already allowed in several districts, and ways to make this easier should be explored.

Rezone existing commercial to mixed-use. In certain instances, it may make sense to rezone existing commercial to mixed-use. This option should be considered based on market feasibility as well as community engagement. CFA Candidates like the North, Mid 3rd, Near South and Far South may benefit from this. This could also set them up to become CFAs in the future.

Support Urban Dwelling Sites. The City established Urban Dwelling Sites in 2021 as a response to House Bill 3450, which allowed cities to adopt changes to their comprehensive plans and land use designations to allow high-density housing on non-industrial employment lands. The urban dwelling sites code has been utilized a few times and barriers may exist to be used by developers, which could be explored in the future.

Increase residential density near Convenience Commercial (CC). As mentioned, residential density supports commercial uses. The more people in an area, the more financially viable commercial uses become. With more people, there are more opportunities for a diversity of commercial uses and amenities as well. Increasing density near the CC District, which services neighborhoods, could make these areas more successful.



Conclusion

The City of Bend submits the CFA Study in fulfillment of the requirements of the CFEC rules, including:

- **Maps of CFA Candidates and Capacity Analysis** – Chapter 2 and Appendix C includes maps and a capacity analysis for each of the ten CFA candidates.
- **Evaluation of Existing Development Standards** – An analysis of the City’s existing zoning codes and how they would need to change to comply with CFA requirements is located in Chapter 3 and Appendix D.
- **Anti-Displacement Analysis** – Chapter 4 and Appendix E contains the methodology behind the Anti-Displacement Spatial Analysis, which identified if the designation of CFA candidates would displace residents who are members of state and federal protected classes. Chapter 4 and Appendix E also contains a list of ways the City’s housing policies and

programs address the plans identified in [OAR 660-008-0050.4.a-f.](#), as well as tactics that the City could use to mitigate displacement.

- **Community Engagement Plan** – The community engagement plan for the designation of CFAs is located in Appendix G, and a summary of the community engagement completed as part of the CFA Study is included in Chapter 5 and Appendix F.

A significant amount of analysis went into this Study to identify the best locations within the City for CFAs. Ultimately, there are many different factors that could be used to prioritize what areas should be CFAs and countless approaches that would fulfill the CFEC requirements. The project team aimed to ease this decision by identifying two scenarios for CFA designation. Chapter 6 offers two possible scenarios for short-term CFA designation, and a long-term option for both scenarios. These scenarios were developed by the project team with community input and were reviewed by CFAWG.

Community engagement factored heavily into this Study and will continue to do so throughout the process. Results and themes from engagement were reported back to CFAWG and considered in the development of scenarios.

CFA designation is only one step towards making more walkable, urban, mixed-use development come to fruition. But it is not the only catalyst for reducing driving in Bend. In addition to fulfilling the minimum CFEC requirements to identify CFA candidates, this Study goes a step further by offering both potential scenarios that go above and beyond the minimum capacity and sizing requirements, as well as a list of strategies that could be used to support the creation of walkable, mixed-use neighborhoods. This Study is a first step and recognizes that additional tools will be needed to make CFAs a reality, including coordinated funding, planning, policies, and concentrated resources.

The designation of CFAs is an opportunity to improve land use patterns in Bend to encourage transportation options other than driving. This Study evaluates this from as many angles as possible. It aims to maximize the opportunity to build upon the important work that has been done so far to make Bend a more livable, sustainable, and equitable community. In the next phase, the work will continue the pursuit of creating walkable, people-focused neighborhoods across Bend.

For more information visit our website: www.bendoregon.gov/government/departments/growth-management/climate-friendly-and-equitable-communities/climate-friendly-areas



Accommodation Information for People with Disabilities

To obtain this information in an alternate format such as Braille, large print, electronic formats, etc., please contact Elyse Vukelich at evukelich@bendoregon.gov or 541-693-2138. Relay Users Dial 7-1-1.