



# Oregon

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February 27, 2015

TO: Land Conservation and Development Commission

FROM: Jim Rue, Director  
Scott Edelman, Central Oregon Regional Representative

SUBJECT: **Agenda Item 4, March 12, 2015, LCDC Meeting**

## **CITY OF BEND URBAN GROWTH BOUNDARY UPDATE**

### **I. AGENDA ITEM SUMMARY**

The City of Bend (city) is about to complete the first of three phases of its response to the Land Conservation and Development Commission (LCDC and/or commission) remand of its urban growth boundary (UGB) amendment. This is therefore an appropriate time to provide an update to LCDC.

If you have questions about this report please contact Scott Edelman, Central Oregon Regional Representative, at 541-306-8530 or by email at [scott.edelman@state.or.us](mailto:scott.edelman@state.or.us).

### **II. BACKGROUND**

LCDC considered a submittal by the city and Deschutes County amending the Bend UGB over several meetings in 2010. In May 2010, the commission remanded the submittal for additional work on:

- Data and analysis related to residential, employment, and other land needs
- Coordination of public facilities plans with the UGB amendment
- Data and analysis related to comparative costs and other advantages of providing transportation facilities to alternatives expansion areas
- Standards and benchmarks to reduce reliance on the automobile as required by the transportation planning rule
- Boundary location analysis, and
- Analysis of whether the existing UGB can accommodate certain specific uses

The city has been working on an intensive project to address the remand issues. The [three phases of the project](#), along with the key outcomes of each phase, include:

Phase 1 (May 2014 to March 2015) – project foundation, methodology and policy direction

- Land need determinations
  - Update to housing needs analysis
  - Update to economic opportunities analysis
- Capacity analysis for the current UGB
  - Update to buildable lands inventory
- Methodology for UGB expansion that will be applied in Phase 2

Phase 2 (January 2015 to September 2015) – growth scenarios and proposed UGB

- Utilize the [Envision model](#) in preparation of alternative growth scenarios with redevelopment, infill and UGB expansion considered
- Evaluation of scenarios and application of Goal 14 criteria
- Selection of preferred scenario
- Preparation of proposed UGB map, policies, findings and regulations

Phase 3 (November 2015 to April 2016) – Adoption and Implementation

- Final documents and supporting findings
- Work sessions, hearings and adoption proceedings
- Submittal of UGB package to the Department of Land Conservation & Development (DLCD) for acknowledgement

The public involvement process of Phase 1 is designed around three separate but interconnected technical advisory committees (TACs). DLCD has a representative serving as an *ex officio* member on each TAC.

- Residential TAC – determines land need for housing and related uses to the year 2028 and makes recommendations on what “residential efficiency measures” are best for Bend.
- Employment TAC – determines land need for employment to the year 2028, how and where public investments should be made to make employment land ready for the market, and the best locations for needed employment land.
- UGB Scenarios and Boundary TAC – determines study area for analysis and packaging of UGB alternatives and establishes criteria for evaluating the location factors of Goal 14.

### **III. UGB HISTORY**

The city has been working on its UGB amendment for the past 10 years. The project has weathered changes in policy direction from different city councils, numerous project managers

and staff teams, and external conditions in the local economy and community. The following explains some of the history of the UGB expansion project.<sup>1</sup>

- Work on the UGB expansion began in 2004, including the adoption of a coordinated population forecast with Deschutes County, followed by three years of technical work on buildable lands inventories, housing needs analysis, economic opportunities analysis, forecasting additional residential and employment lands, and public facilities planning.
- Between April 2007 and November 2008, the city and county (either jointly or separately) conducted 66 public meetings on the UGB expansion.
- In January 2009, the Bend City Council approved the UGB expansion proposal. This was followed by the Deschutes County Board of County Commissioners' approval of the same proposal on February 11, 2009. These local adoptions were followed by a number of appeals to the Land Use Board of Appeals and Land Conservation and Development Commission.
- On January 8, 2010, DLCD issued a director's decision on the Bend UGB expansion proposal. This report remanded the proposal to the city for further work.
- On January 29, 2010, the city submitted an appeal of the director's decision to LCDC. Eleven other parties also filed appeals.
- After holding a public hearing through four meetings in March, April and May of 2010, LCDC issued an order on November 3, 2010, which partially acknowledged and partially remanded Bend's proposed UGB expansion. The final order became effective on January 3, 2011.
- On January 19, 2011, the Bend City Council formed the Remand Task Force (RTF) to act as the official review body to assist staff in addressing issues raised in the remand order, and to help form a recommendation to the full city council.
- Between March 2011 and April 2013, the RTF approved work related to a number of tasks, including the buildable lands inventory, elements of the housing needs analysis, and other remand tasks. This established the basis for the work that is currently underway by the city and its consultant team. However, progress was hindered as the economic downturn led to a decrease in long-range planning staff from six to two.
- In early 2013, the city appointed a new project manager to the UGB remand and developed a new approach and project timeline. Most significantly, the work would rely heavily on consultants rather than staff and the RTF alone.
- On April 1, 2013, LCDC granted the city an extension to June 30, 2017 to complete its work responding to the remand order.

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<sup>1</sup> Summarization from Project History and Back-Casting narrative, starting on p. 14 of the [July 29, 2014 orientation packet](#).

- In October 2013, the city council decided that all seven councilors would serve on the RTF with two planning commissioners and one Deschutes County commissioner.
- After selecting the Angelo Planning Group as the project consultant, the city kicked off the current three-phase UGB remand project in July 2014.

#### **IV. ADDITIONAL MATERIALS**

City staff has prepared a presentation, (Attachment A), to provide the commission with a basic understanding of the topics that will be covered in the update. Brian Rankin, Bend Planning Manager, will be adding slides to this presentation following the completion of the Phase 1 work by the Technical Advisory Committees at the end of February and will also be distributing additional materials at the meeting.

All materials related to the UGB remand work can be found at the Bend UGB Remand Task Force website: <http://www.bendoregon.gov/index.aspx?page=613>.

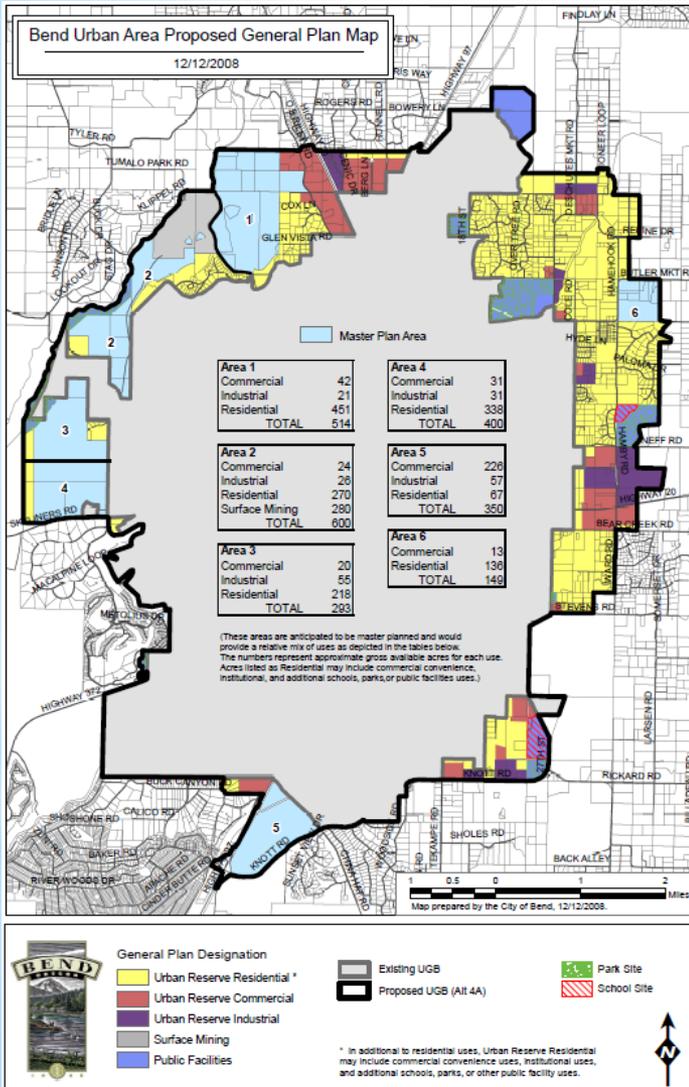
#### **V. ATTACHMENT**

- A. Bend UGB Remand: Outline of Work Plan and Update to DLCD

# \* Bend UGB Remand: Outline of Work Plan & Update to LCDC

LCDC  
Brian Rankin, Long-range Planning Manager  
Growth Management Department  
2/17/15

# \* 2009 UGB Expansion Proposal

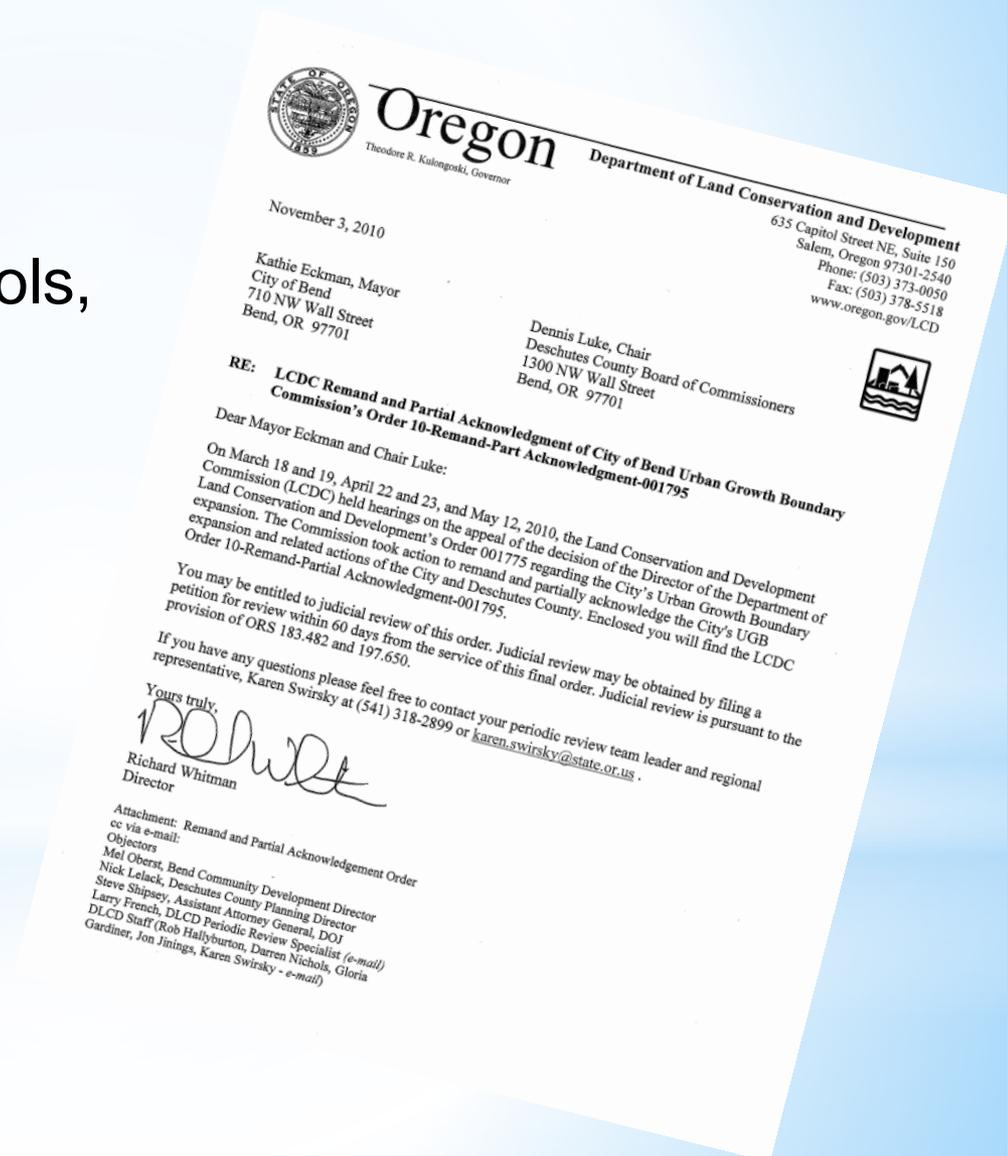


- Planning period 2008-2028
- Housing, Employment, Park, School, Institutional, Other Land
- Population forecast of 115,063
- 16,681 New Housing Units & 22,891 New Jobs
- 8,462 acres: 2,866 acres for residential, park, school, ROW, other lands, & 2,090 acres for employment uses

# \*Final Remand Order

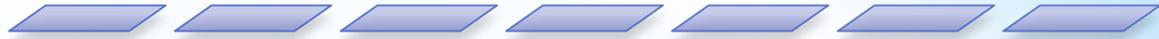
## Major Issue Areas:

- Land for Housing, Schools, Parks, Other
- Land for Employment
- Transportation
- Public Facilities
- Boundary Location





Project Management, Planning, Public Involvement, Policy, Plan, and Code Development, Findings



Scenario Planning and Efficiency Measures



Public Involvement, Steering Committee Facilitation



UGB Methodology, Goal 14 and Public Finance



Market Analysis



Transportation Planning and VMT Analysis



Urban Design and Visualization



Web-based Public Involvement



**\*New Process: Team**

Stakeholder  
interviews  
(25) and PIP

3 TACs and  
Steering  
Committee  
(6  
meetings  
each)

Decision  
Making and  
Guidance

Public  
Outreach  
and Input

MetroQuest  
(core  
values and  
draft  
results)

Community  
open  
houses,  
workshops  
(2)

Speakers  
bureau  
materials,  
logo,  
graphics,  
fact sheets

City Web  
Page  
MindMixer

Education  
and  
Promotion

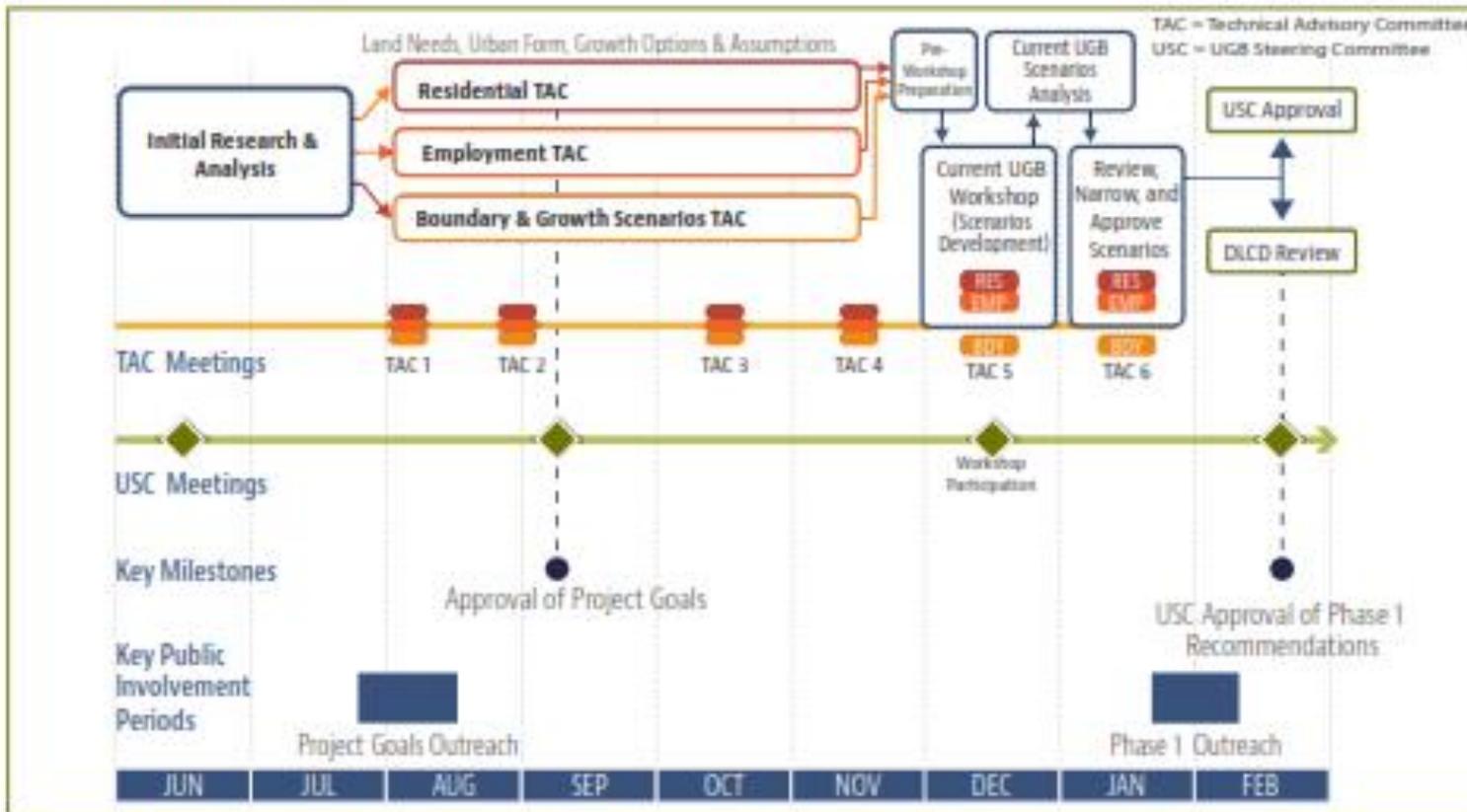


**Public Involvement**

# Overall Project Schedule



## Phase 1 Schedule

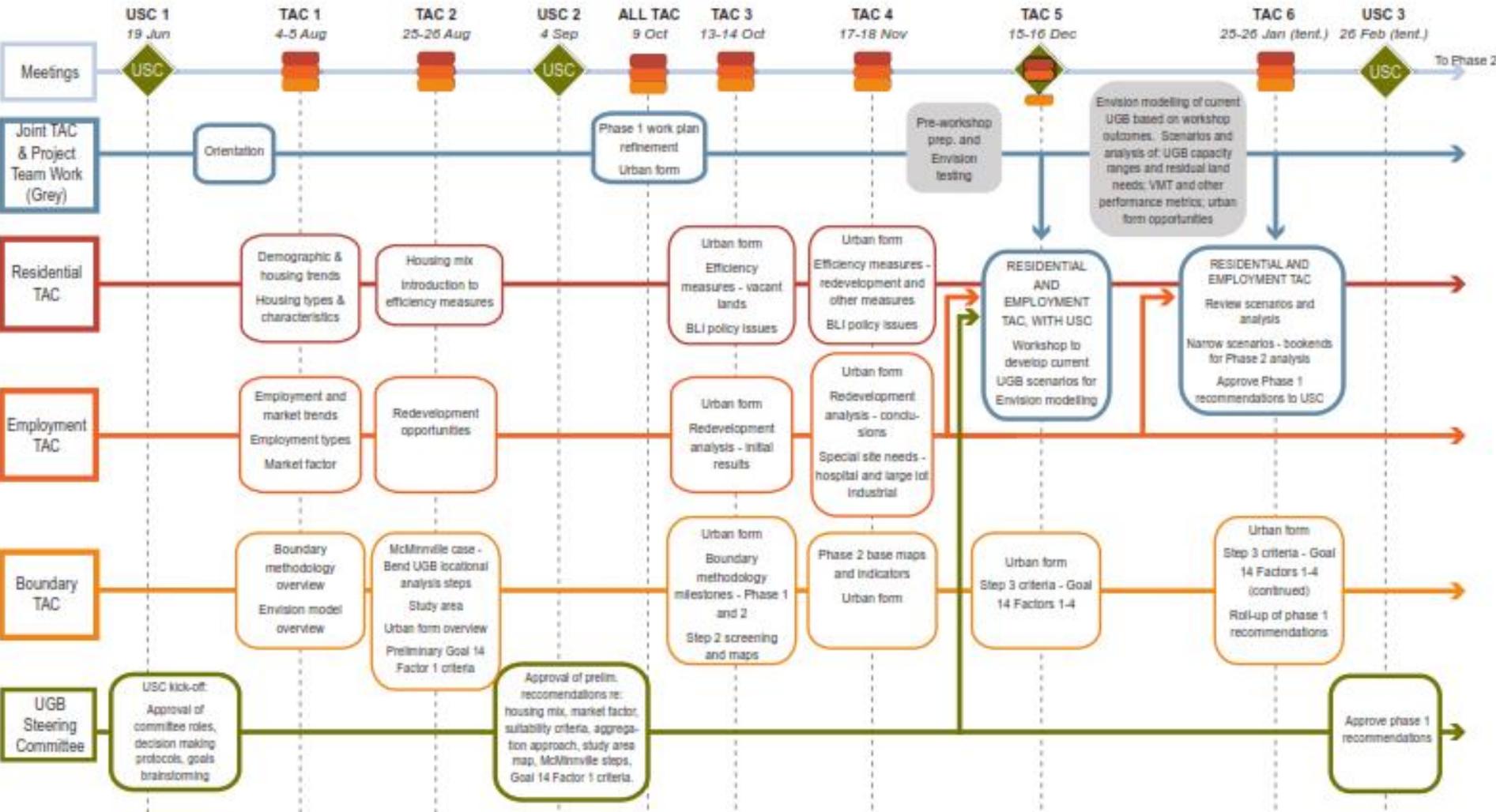


The project schedule is subject to change. See [www.bendoregon.gov/bendugb](http://www.bendoregon.gov/bendugb) for latest schedule.

Rev. 9/24/14

# \* Phase 1 Milestones

# Phase 1 Detailed Work Plan - Committee Meetings and Topics

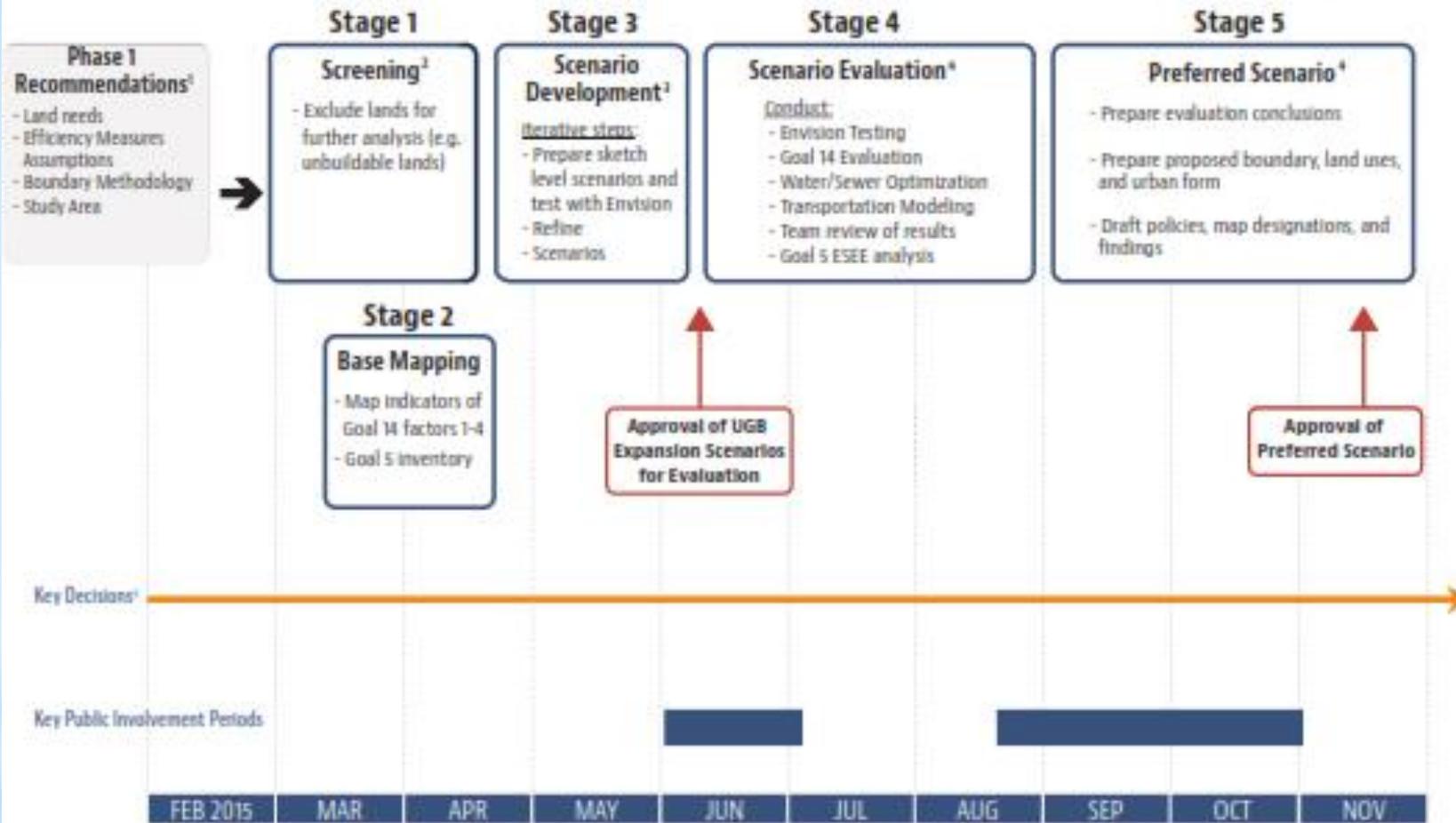


\* Phase 1 Detail

# Phase 2 Milestones

Draft October 8, 2014 - rev. November 11, 2014

Preliminary and Subject to Change



### Notes:

1-4: Steps per City Attorney Memorandum, Aug 10 2014: 1 = Step 1; 2 = Step 2; 3 = Step 3A Preparation; 4 = Step 3A (if necessary)  
1: Meeting schedule TBD, including TAC participation in meetings and workshops

\* Phase 2 Draft Approach

## Work Completed to Date:

- Community engagement, outreach, with over 60 TAC members, Metro Quest, and events
- Focus on redevelopment and infill opportunities, urban form of current UGB
- Updates to BLI, new housing mix, considering range of efficiency measures
- Using McMinnville decision to guide boundary methodology
- Evaluating only exception lands at this time
- On track to meet LCDC time extension
- Phase 2 work to be started in April

\* Highlights of Phase 1