

WOODSIDE RANCH Caldera UGB Development

Topics: Traffic Concerns – Fire Issues – Development Issues

Objectives

Attend September 2 Bend City Council Meeting

Woodside Ranch supports balanced development and needed affordable housing. However, approving 715 units without committed infrastructure creates severe public safety hazards and corridor gridlock.

We urge all residents and community partners to attend the September 2 Bend City Council meeting and write local and state officials—requesting that leaders marshal, budget, and appropriate necessary transportation and emergency resources PRIOR TO development approval and occupancy, not after the fact.

1. Traffic Study Analysis & Critical Issues

Proposal Overview & Core Vulnerability

- **Development Scope:** 715 residential units and 1.7 acres of commercial space proposed on the south side of Knott Road, adjacent to Woodside Ranch and Caldera High School.
- **Traffic Study evaluates operations through 2040** and claims the surrounding road network will adequately absorb projected growth.
- **Study Relies on aggressive trip discounting**, analytical omissions during peak school hours, and speculative, unfunded City projects.
- **Traffic Impact of severe corridor gridlock on Knott Road**, hazardous cut-through traffic, unmitigated school congestion, and localized safety hazards along Woodside Road.

Assumptions / Deficiencies in the Developer's Analysis

- **Intersection Failures on Knott Road: Degrades to Level of Service (LOS) 'F' (total breakdown)** at China Hat Road and Country Club Drive by 2040, yet dismissed as general regional growth.
- **Study Reframing at Brosterhous: Fails capacity under real-world school dismissal**, masked by omitting peak school dismissal periods and applying an unsupported 20% trip reduction.
- **Unaddressed School Zone Gridlock: Knott Road / Wolfpack Way fails at LOS 'F'** during school dismissal times even under the consultant's most optimistic scenarios.
- **Reliance on SDC Projects: Assumes long-term corridor capacity will be resolved by two uncommitted City Capital Improvement roundabouts:**
 - **Project C-33 (Knott Rd / Country Club Dr): Mid-Term Transportation System Plan (TSP) roundabout (\$4.3M)** designed to replace the failing stop-controlled intersection.
 - **Project C-63 (Knott Rd / China Hat Rd): Long-Term Transportation System Plan (TSP) roundabout (\$4.3M)** planned to address projected corridor failure. (Timeline listed: 2020-2025)
- **System Development Charge (SDC) Funding: SDCs provide zero statutory guarantee or construction timeline;** the City has no binding obligation to fund or build C-33 or C-63 before full occupancy.

Direct Impacts & Protections for Woodside Ranch

- **Knott Road / Woodside Road Turn Lane: Must be operational prior to Phase 1 occupancy** to prevent high-speed rear-end collisions and corridor queuing.
- **Phasing & Occupancy Caps: Binding caps must prohibit occupancy beyond initial phases** until the Brosterhous roundabout, turn lanes, and frontage paths are constructed and operating.
- **Woodside Road Frontage Controls: Requires paved detours and continuous neighborhood access prior to any pavement removal or utility trenching along the frontage.**

City Council Hearing Discussion Points (Traffic)

- **Challenge Assumptions:** Ask staff to independently test the 20% discount formula and re-evaluate the Brosterhous roundabout *under actual peak school dismissal queues*.
- **Reject Deferred SDC Mitigations and demand direct developer funding contributions or advance construction agreements** rather than relying on unfunded long-term TSP projects.
- **Enforce Strict Construction Milestones and tie each phase of residential building permits** directly to completed, operational roadway improvements.
- **Protect Neighborhood Integrity by enforced and guaranteed emergency access and traffic-calming protections** along Woodside Road to stop bypass cut-through traffic.

2. Fire & Emergency Response Capacity

Currently Published Record & Operational Data

- **Locally Relaxed Standards:** Bend adopted a relaxed 6-minute target (9 minutes for rural district calls), falling short of the *4-minute national standard (NFPA 1710)*.
- **Zero Headroom on Response Times as Department already exceeds its 6-minute ceiling**, averaging 6 minutes 1 second citywide across 3,702 incidents through late 2025. (other reports suggest longer)
- **High-Volume, EMS-Driven Load: 73% of calls are medical/rescue (only 3% fires)**, heavily committing staff and apparatus and leaving fire suppression capacity critically narrow.
- **Steep Call Volume Growth with 60% call increase from 2014 to 2023**, with another 38% increase projected by 2029 (~2,400 runs per station annually).
- **Thin Southeast Coverage:** Caldera Ranch sits 3 to 4 miles from Stations 303 and 304 via congested arterials, with zero fire stations south or southeast of Knott Road.
- **Staffing & Two-In/Two-Out Rules:** 3-person engine crews cannot enter burning structures until a second company arrives; second-due arrival time is the critical factor for saving structures.

Core Capacity Concern Concurrent-Call Depletion

- **Primary Operational Risk** as unit unavailability during concurrent medical calls forces secondary dispatches to travel across the city.
- **Cumulative Growth Impact:** Adds 1,700–1,900 residents and 250–400 calls annually on top of ongoing buildouts (Easton, Stevens Ranch) with no new stations or apparatus planned. (Study not done until mid-27)
- **Averages vs. Geographic Reality:** An acceptable citywide station ratio does not cure a localized, acute coverage gap on the wildland-urban interface (WUI) edge.

The Sequencing Problem: Approving Demand Before the Study

- **Active City Study Procurement:** City issued RFP No. 26-11908 for a Standards of Cover study running through mid-2027 or later.
- **Strategic Plan Commitments:** Department's 2024 Strategic Plan calls for station-location analysis and growth trend evaluations before departmental expansion.
- **The Regulatory Conflict:** Approving 715 units now locks in major service demand before the City's own study evaluates deployment reliability and required facility locations.

Specific Fire & Safety Requirements Requested by Woodside Ranch

- **1. Verified Water Flow & Pressure:** Document Fire Marshal and Public Works approval of fire flow, hydrant placement, and water storage pressure prior to site approval. (WRHA Fails this now)
- **2. Perpetual Defensible Space Buffer:** Mandate a recorded fuel-modification covenant along the south/southwest perimeter running with the land, with City right-of-entry for enforcement.
- **3. Integrated Wildlife & Wildfire Setback:** Maintain the 100-foot south/southwest boundary buffer as both a protected wildlife corridor and a permanently maintained defensible space zone.
- **4. Official Record of Response Times:** Place on official record the estimated Effective Response Force (ERF) and 90th percentile second-due arrival times under full cumulative build-out.
- **5. Phased Permitting Tied to Proven Capacity:** Condition later-phase building permits on verified staffing and apparatus adequacy aligned with the completed Standards of Cover study.

3. Housing Mix Risk & Recommended Protections

Core Concern:

- **Enforceable floors set for high-density apartments and townhomes**, but zero minimum requirement established for detached single-family homes.
- **Developer is obligated to build density**, but free to reduce or eliminate single-family homes without breaching any adopted requirement.

The Easton Precedent

- **Vulnerability of Unprotected Categories: Commercial land at Easton was converted to high-density residential** because no hard, binding minimum floors protected the original land-use commitment.
- **The 'Silence vs. Floor' Rule: Minimums legally bind; silence does not.** Without a single-family floor, the developer can lawfully shift acreage toward higher-yield density.

Key Risk Factors

- **Residual Categorization: Single-family zoning becomes a shrinking residual category** as market and developer pressures favor higher density.
- **Affordable Housing Density Pressure: ~254 deed-restricted affordable units create inherent density pressure;** a hard single-family minimum is the only structural counterweight.
- **Document Inconsistencies: Conflicting unit totals appear across submittal exhibits;** a fixed single-family floor anchors and reconciles the final mix.

Recommended Policy Protections

- **Comprehensive Plan Text Amendment: Lock a detached single-family minimum directly into Plan text** at the Concept Plan stage (co-equal with commercial, open space, and buffer floors).

- **Anti-Modification Clause:** Require a full Type III quasi-judicial hearing with Council review before any discretionary changes to housing-mix minimums can be considered.
- **Annexation Development Agreement:** Execute a binding development agreement upon annexation, making the single-family floor a durable contractual obligation.
- **Proportional Phasing Conditions:** Tie later-phase building permits to single-family delivery, preventing density-heavy phases from being built first while single-family homes are deferred and lost.

WRHA Frames this as Advocacy

- **Focus on Policy Compliance:** Hold the City accountable to its own required findings on orderly growth, housing variety, and balanced planning rather than anti-development sentiment.
- **Evidence-Based Precedent:** Use the documented Easton conversion as direct evidence why durable regulatory floors must be established early at the concept plan stage.

4. 2-Minute City Council Testimony Options (~250–280 Words Each)

Option 1: Comprehensive Infrastructure-First Overview Script

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"Good evening, Mayor and Members of Council. My name is [Name], residing at [Address] in Woodside Ranch.

I want to state clearly at the outset: our community supports balanced growth and needed affordable housing. Our concern is about timing, safety, and infrastructure concurrency. Approving 715 units at the urban edge without committed infrastructure creates severe, irreversible public safety hazards.

First, on traffic: the developer's analysis downplays severe gridlock. By 2040, Knott Road at China Hat and

Country Club drops to total failure at Level of Service 'F'. The developer relies on uncommitted City SDC projects with zero guaranteed funding timelines. Knott Road cannot safely absorb this traffic without advance intersection improvements.

Second, on emergency services: Bend Fire & Rescue is already operating at its 6-minute response ceiling, running 3-person crews that require a second arriving company before entering a burning structure. Adding nearly 2,000 residents on the wildland-urban edge before the City completes its own Standards of Cover study stretches emergency coverage dangerously thin.

Third, on housing mix: the plan mandates density floors for apartments and townhomes, but sets zero floor for detached single-family homes. We saw this at Easton: without enforceable minimums locked in early, commitments get modified away.

We ask Council to condition approval on proven infrastructure concurrency, lock a hard single-family minimum into the plan text, and ensure vital road and safety improvements are operationally in place prior to occupancy—not after the fact. Thank you."

Option 2: Traffic & School Safety Focus Script

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"Good evening, Council. My name is [Name], residing at [Address].

We do not oppose housing or growth, but we urge you to reject the premise that Knott Road can absorb Caldera Ranch without advance infrastructure. The developer's Traffic Impact Analysis relies on flawed discounting and speculative mitigations.

To make the Brosterhous roundabout pass on paper, the consultant omitted peak Caldera High School

dismissal times, re-ran the model on a lower-volume hour, and applied an unsupported 20% trip reduction. Yet even with these assumptions, Knott Road at Wolfpack Way fails at Level of Service 'F'. By 2040, Country Club and China Hat intersections also collapse to LOS 'F'.

The developer claims City SDC projects C-33 and C-63 will solve this. But SDCs are pooled funds with no construction timeline and no binding City commitment before full occupancy. Relying on paper projects leaves existing county and city residents stranded in gridlock.

We ask Council to direct staff to re-evaluate the traffic model under actual school dismissal queues, mandate the Knott/Woodside left-turn lane prior to Phase 1 occupancy, and condition building permits strictly on completed, operational intersection improvements. Thank you."

Option 3: Fire Suppression & Emergency Capacity Focus Script

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"Good evening, Council. My name is [Name], residing at [Address].

I am here to speak on fire suppression and EMS deployment capabilities on the wildland-urban interface. We are not opposing affordable housing; we are asking for realistic public safety protections before adding 1,700 to 1,900 new residents.

Bend Fire & Rescue is already stretched thin. Citywide response times average over 6 minutes—exceeding the City's own relaxed standard. 73% of calls are medical runs. When nearby Stations 303 or 304 are committed, backup units must travel across the city.

Under OSHA safety rules, 3-person engine crews cannot enter a burning home until a second company arrives. In our quadrant, second-due arrival time determines whether a structure is saved. Furthermore,

the City has issued RFP 26-11908 for a comprehensive Standards of Cover study. Approving 715 units before that study concludes locks in immense demand before our fire department can identify needed stations and staffing.

We ask Council to condition development phases on verified fire apparatus and staffing adequacy, mandate a perpetual, enforceable defensible space covenant along the southern perimeter, and verify fire flow water pressure prior to approval. Thank you."

Option 4: Housing Mix & The Easton Precedent Focus Script

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"Good evening, Council. My name is [Name], residing at [Address].

A healthy community requires balanced housing variety. Caldera Ranch establishes hard, binding minimum floors for high-density apartments and townhomes, but sets zero floor for detached single-family residences.

This creates a one-sided legal obligation. While the developer is legally bound to build density, single-family homes become an unprotected residual category that can be reduced or eliminated at will without breaching city requirements.

We saw this exact dynamic at the Easton development, where commercial land was converted to high-density residential because there were no hard minimum floors protecting the original plan. Silence does not bind; only floors bind. With 254 deed-restricted affordable units planned, economic and regulatory momentum will continuously push toward density unless a hard single-family minimum provides balance.

We ask Council to lock a specific detached single-family floor directly into the Comprehensive Plan text at

this concept stage, attach an anti-modification clause requiring Type III review for any changes, and enforce a development agreement at annexation. Protect the whole community with balanced rules. Thank you."

Option 5: County Neighborhood Protection & Intergovernmental Fairness Script

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"Good evening, Council. My name is [Name], residing at [Address] in Woodside Ranch.

Although Woodside Ranch sits in unincorporated Deschutes County, we are directly impacted by the City's land-use decisions. Growth does not stop at city boundary lines, and neither do traffic, wildfire risks, and emergency service demands.

Caldera Ranch connects six interior roads directly onto Woodside Road and requires major urban frontage reconstruction. Without enforceable protections, our rural residential streets will face intense cut-through traffic and prolonged construction blockages. Furthermore, the rapid draw on infrastructure and emergency response impacts the entire south-of-Knott community.

Under Statewide Planning Goals 10 and 14, the City is obligated to ensure orderly urbanization, compatible rural transitions, and balanced growth. We ask the City to act as good regional stewards: mandate continuous, paved access on Woodside Road during construction, require a permanent 100-foot defensible buffer along the boundary, and ensure infrastructure is fully funded before annexation proceeds. Thank you."

5. Email Letter Templates for Elected Officials

Template 1: Full Comprehensive Overview (To City Council & Mayor)

Template 1: Comprehensive City Council Letter

Subject: Caldera Ranch Master Plan: Infrastructure Concurrency & Public Safety Protections

Dear Mayor and City Councilors,

As a resident of the Woodside Ranch neighborhood, I am writing regarding the proposed Caldera Ranch Master Plan development on Knott Road. Our community supports balanced development and needed affordable housing. However, approving 715 residential units without committed infrastructure creates severe public safety hazards, traffic gridlock, and long-term land-use imbalances.

We urge Council to require that essential public infrastructure be funded and operationally in place prior to development approval and occupancy:

1. Traffic Concurrency: Knott Road intersections at China Hat and Country Club drop to Level of Service 'F' by 2040. Relying on uncommitted, long-term SDC roundabouts (C-33 and C-63) leaves corridor safety unaddressed. Advance developer funding and construction milestones must be mandated.
2. Fire & EMS Capacity: Bend Fire & Rescue is already operating at its 6-minute response ceiling with 3-person crews. Approving 715 units before the City's Standards of Cover study (RFP 26-11908) concludes risks severe concurrent-call depletion on the wildland-urban edge.
3. Enforceable Single-Family Housing Floor: Unlike apartments and townhomes, the plan sets no minimum floor for detached single-family homes. Following the Easton precedent, a hard floor must be locked into Comprehensive Plan text now to ensure true housing variety.

Please uphold the City's commitment to orderly, infrastructure-first growth.

Respectfully,
[Your Name]
[Your Address / Neighborhood]
[Your Email / Phone]

Template 2: Traffic & School Corridor Safety (To City Council & Transportation Planners)

Template 2: Traffic Safety & Road Infrastructure Letter

Subject: Urgent: Unmitigated Traffic Impacts on Knott Road from Caldera Ranch

Dear Elected Officials and Transportation Planners,

I am writing to express urgent concern regarding the Transportation Impact Analysis (TIA) submitted for the Caldera Ranch development on Knott Road.

The traffic study downplays critical corridor failures. It omits peak dismissal traffic for adjacent Caldera High School at the Brosterhous roundabout, applies an unsupported 20% trip reduction, and acknowledges that Knott Road / Wolfpack Way and Knott Road / Country Club Drive will degrade to Level of Service 'F'.

The developer's reliance on City SDC projects C-33 and C-63 provides no guarantee of timely construction, as SDC funds carry no binding completion dates before full occupancy.

We request the following binding conditions:

- Independent re-evaluation of the Brosterhous roundabout under full school dismissal queuing.
- Mandatory construction and operation of the westbound left-turn lane at Knott and Woodside Road prior to any Phase 1 occupancy.

- Binding phasing caps preventing subsequent building permits until required intersection improvements are operational.

Respectfully,

[Your Name]

[Your Address]

[Your Email / Phone]

Template 3: Emergency Services & Wildfire Readiness (To City Council & Fire Leadership)

Template 3: Fire & Emergency Capacity Letter

Subject: Public Safety & Fire Response Concerns Regarding Caldera Ranch Development

Dear Mayor, Councilors, and Fire Leadership,

I am writing to urge caution and proactive planning regarding emergency response capacity for the proposed 715-unit Caldera Ranch development.

Caldera Ranch sits 3 to 4 miles from the nearest fire stations, with zero stations south of Knott Road. Bend Fire & Rescue is already operating at its 6-minute target, with 73% of calls dedicated to EMS. Under OSHA two-in/two-out safety rules, 3-person crews cannot perform interior structural fire attacks until a second company arrives.

The City has wisely commissioned a Standards of Cover and Deployment Study (RFP 26-11908) to assess departmental expansion. Approving 715 units at the wildland-urban interface before this study concludes prematurely commits emergency resources.

We ask that the City:

1. Condition later development phases on verified fire staffing and apparatus adequacy aligned with the completed Standards of Cover study.
2. Mandate a perpetual, legally binding defensible space covenant along the southern and southwestern perimeters.
3. Require documented Fire Marshal approval of fire flow and water storage pressure prior to approval.

Respectfully,

[Your Name]

[Your Address]

[Your Email / Phone]

Template 4: Housing Mix & Legal Protections (To Planning Commission & City Council)

Template 4: Housing Mix & Comprehensive Plan Letter

Subject: Caldera Ranch: Ensuring Enforceable Single-Family Housing Floors

Dear Planning Commissioners and City Councilors,

I am writing to address a significant structural defect in the proposed Caldera Ranch Concept Plan: the complete absence of a minimum unit floor for detached single-family homes.

While the plan establishes binding minimum counts for multifamily and townhome units, single-family homes are left unfloored. As demonstrated at the Easton development, unprotected land categories migrate to higher-density yields through post-approval modifications because silence does not legally bind.

To ensure genuine housing variety under Statewide Planning Goal 10 and Bend Comprehensive Plan

policies, we ask the City to:

1. Lock a detached single-family unit minimum directly into the Comprehensive Plan text at the Concept Plan stage.
2. Require a Type III quasi-judicial hearing before any discretionary modification to housing mix minimums.
3. Execute an Annexation Development Agreement that makes the housing mix contractually binding.
4. Proportionally tie residential permitting phases to single-family delivery.

Respectfully,

[Your Name]

[Your Address]

[Your Email / Phone]

Template 5: Intergovernmental Coordination (To Deschutes County Commissioners & State Reps)

Template 5: County Commissioners & State Officials Letter

Subject: Request for Intergovernmental Review: Caldera Ranch Cross-Jurisdictional Impacts

Dear County Commissioners and State Representatives,

As an unincorporated Deschutes County resident living in Woodside Ranch, I am writing to request your formal intergovernmental engagement on the City of Bend's proposed Caldera Ranch Master Plan.

This 715-unit urban expansion directly impacts county infrastructure and safety along the Knott Road and Woodside Road corridors. It connects six interior streets onto Woodside Road, threatens to funnel cut-through traffic into rural neighborhoods, and creates severe demands on regional emergency response and water resources.

We respectfully request that Deschutes County submit formal agency comments to the City of Bend urging:

- Guaranteed continuous paved access and traffic mitigation along Woodside Road.
- Formal county road department review of corridor spillover effects.
- Mandatory urban-to-rural buffer transitions and fuel-break covenants along county borders.
- Intergovernmental alignment on emergency services deployment before annexation approval.

Respectfully,

[Your Name]

[Your Address]

[Your Email / Phone]

Core Pillars of the Bend TSP

- **The Low-Stress Network:** Designing streets to reduce traffic anxiety. This includes building **12 designated "Key Routes"** across town that use multi-use paths, protected bike lanes, and widened sidewalks to connect parks, schools, and neighborhoods safely.
- **Multimodal Balance:** Giving equal priority to drivers, public transit riders, freight movement, pedestrians, and cyclists.
- **Safety Overhauls:** Transitioning standard intersections into modern, multimodal roundabouts (like the Wilson Avenue Corridor Project).
- **Climate and Equity:** Reducing greenhouse gas emissions by making walking, biking, and riding the bus more practical and affordable for low-income, disabled, and underserved populations.

How Bend Pays for It

The 20-year plan relies on a mix of funding mechanisms developed during the TSP update:

- **The 2020 Transportation GO Bond:** A voter-approved \$190 million bond to jumpstart high-priority safety and congestion projects.

- **System Development Charges (SDCs):** Fees collected from private developers to offset the cost of new street and intersection improvements triggered by new construction.
- **State and Federal Grants:** Leveraging regional funding through partnerships with Deschutes County and the Oregon Department of Transportation (ODOT).