



CITY OF BEND

## 2017 - 2019 STRATEGIC PLAN

---

July 2017



# TABLE OF CONTENTS

---



City Manager's Overview.....	3
Overview of 2017-2019 Council Goals.....	4
Council Goal #1.....	6
Council Goal #2.....	9
Council Goal #3.....	12
Council Goal #4.....	14
Council Goal #5.....	16

PRESENTED  
BY



**NOTE: This PDF document is formatted  
to be displayed in Two Page View.**



## *2017-2019 Biennial Budget*

Bend is the fastest growing metropolitan area on the west coast. To address that growth, the City is transitioning from planning projects to executing them. Council goals continue to drive resource allocation and represent a renewed focus on core services: public safety, infrastructure investment, and community and economic development.

Bend is routinely on the top 10 list of cities for places to retire, start a business or enjoy a craft brew. With this attention comes a great deal of pressure on the allocation of limited City resources. There are roads to build, sidewalks to improve, sewer and water lines to be constructed, and additional police officers and firefighters needed to protect our growing population. This budget reflects a 5.5% increase for the first fiscal year and a 4.6% increase for the second, which accounts for the city's core revenues (taxes, licenses, permits, rates and fees). The proposed budget includes a net increase in staffing of 2.7% from current levels with the majority related to increases in infrastructure spending to accommodate growth and address existing deficiencies.

Recently the Bend Metropolitan Statistical Area (MSA) was named the best small performing city in the U.S., which is largely based on employment and wage growth. This ranking, although notable and worth celebrating, is also evidence of continued pressure to keep Bend "in balance." Yes, wages are growing, but are they growing in concert with housing prices? Yes, the local economy is performing well, but is it sustainable? Yes, Bend is attractive and people choose to live here, but how do we align community expectations with available revenue to maintain and operate the infrastructure we have as well as build needed improvements?

We are financially challenged by a uniquely low tax rate that was imposed by the state of Oregon in the 1990's, by shrinking state and federal resources for infrastructure improvements, by the expenses associated with long-term liability with Oregon Public Employees Retirement System (PERS), by ever-increasing employee training and development costs, and by the many costs associated with operating and maintaining infrastructure.

However, with these challenges comes creativity and innovation in tackling our City's most important issues. Strategies such as public/private partnerships, coordination with other government agencies, and new cost-effective public safety program models are key to our success and are embedded throughout the 2017-2019 Council Goals.



Eric King  
BUDGET OFFICER / CITY  
MANAGER

# OVERVIEW OF 2017-2019 COUNCIL GOALS

---



## *1. Implement a growth plan that is consistent with community goals for the economy, environment and affordability*

---

### OBJECTIVES

- Complete foundational policy and planning work necessary to implement the approved plan
- Prioritize planning and infrastructure investments in the “expansion” and “opportunity” areas
- Develop a communication system to connect The City with OSU-Cascades and Neighborhoods
- Develop fair and cost effective options to help residents required to convert from septic to sewer
- Employ energy efficiency and fossil fuel reduction policies to guide City operations and growth plans

## *2. Move people and products around Bend efficiently, safely and reliably*

---

### OBJECTIVES

- Improve road conditions and update winter operations policies
- Develop a short term capital improvement strategy, including use of Transportation Fund reserves
- Involve residents and key stakeholders in developing policies that relieve congestion, improve ease of travel and safety, and identify funding options for desired levels of service
- Expand transit service and work towards sustainable funding

## *3. Increase affordable housing options*

---

### OBJECTIVES

- Quantify housing needs through a data-driven approach
- Prioritize land-use and infrastructure planning that maximizes identified supply needs
- Increase the inventory of affordable housing through incentives, removing regulatory barriers, and increasing land supply and funding options
- Connect community partners that provide housing and services for people who are chronically homeless

# OVERVIEW OF 2017-2019 COUNCIL GOALS

---



## *4. Keep residents safe with innovative and cost-effective public safety services*

---

### OBJECTIVES

- Continue to develop innovative service models that improve response times at a lower cost
- Implement the Community Engagement Program in the Police Department
- Build an additional Fire/EMS Station in the central core of the City to improve response times
- Obtain approval for the Fire/EMS Operating Levy renewal

## *5. Modernize and professionalize how City government operates*

---

### OBJECTIVES

- Propose a City Charter amendment to voters
- Update Council Rules to improve meeting efficiency and councilor expectations
- Increase capacity of the Neighborhood Association system
- Replace the City's operating software as a key driver for business process improvement in land use, permitting, billing and central services
- Create systems to assist staff and Council in prioritizing and monitoring resources
- Elevate consistency and quality of project management skills across the organization
- Promote and improve the City's employee performance management systems



## **IMPLEMENT A GROWTH PLAN THAT IS CONSISTENT WITH COMMUNITY GOALS FOR THE ECONOMY, ENVIRONMENT AND AFFORDABILITY**

The City's recently approved Urban Growth Boundary (UGB) has set the stage for accommodating an estimated 30,000 new residents that are planned to arrive over the next decade. This plan includes a 10% increase in the City's land supply as well as targeted areas inside the current UGB to accommodate this growth.

Now the work turns from planning toward implementation. The first phases in staff's work plan focus on annexation policies and minor updates to infrastructure masterplans as well as additional data analysis that will result in Council deciding which areas will develop first.

Additional objectives under this goal include assisting residents with the conversion from aging septic systems to sewer, as envisioned by State law. An advisory committee will help guide decision making over the next few years to balance the needs of residents with state requirements. The committee will consider tools such as Local Improvement Districts (LIDs) and other creative financing strategies.

The growth plan will create complete communities and more broadly distribute commercial, employment and recreational activities throughout the City. It will also improve East/West connectivity to ease traffic congestion.



## WORK PLAN

### OBJECTIVE

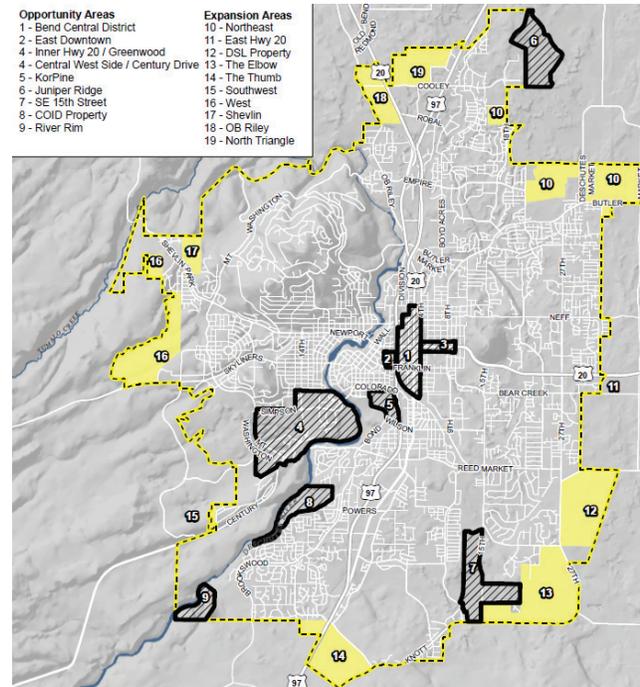
*Complete foundational policy and planning work necessary to implement the approved plan*

ACTION/PROJECT	ESTIMATED TIMING
Return on Investment Study: Urban Renewal, Area Plan, Housing Tax Credit programs	Fall 2017 - Winter 2018
First Expansion Area Plan	Spring 2018 - Winter 2019
Second Expansion Area Plan	Winter 2019 - Winter 2019
Update Existing Urban Renewal Plans	Fall 2017 - Spring 2018
New Urban Renewal Plans	Summer 2018 - Spring 2019
Enabling ordinance for housing tax credit program(s)	Spring 2018 - Winter 2018
Annexation codes	Spring 2017 - Summer 2017
Joint Management Agreement (Deschutes County), Title 19	Fall 2017 - Winter 2017

### OBJECTIVE

*Prioritize planning and infrastructure investments in the “expansion” and “opportunity” areas*

ACTION/PROJECT	ESTIMATED TIMING
Post Acknowledgment Plan Amendment for Collection System Master Plan	Fall 2017 - Spring 2018
Update Sewer System Development Charges List	Fall 2017 - Spring 2018
Water Master Plan Amendment	Winter 2017 - Winter 2018
Update Water System Development Charges Project List	Winter 2017 - Winter 2018
Update Water Reclamation Facility Plan	Fall 2017 - Spring 2018
Stormwater Education With Advisory Committee	Spring 2017 - Fall 2018
Collection Sewer Master Plan Update	Winter 2019 - Winter 2019
Stormwater Master Plan	Winter 2019 - Winter 2019





## WORK PLAN

### OBJECTIVE

*Develop a communication system to connect The City with OSU-Cascades and Neighborhoods*

#### ACTION/PROJECT

Establish a Town/Gown Committee

#### ESTIMATED TIMING

Spring 2019 - 2020 beyond

### OBJECTIVE

*Develop fair and cost effective options to help residents required to convert from septic to sewer*

#### ACTION/PROJECT

Complete design, finance, and implementation plan for Septic to Sewer Solutions Project

#### ESTIMATED TIMING

Spring 2017 - Winter 2019

### OBJECTIVE

*Employ energy efficiency and fossil fuel reduction policies to guide City operations and growth plans*

#### ACTION/PROJECT

Establish targets and identify energy efficiency and fossil fuel use reduction actions for City facilities and operations

#### ESTIMATED TIMING

Spring 2017 - Winter 2019

Conduct Community Greenhouse Gas Emission Inventory

Spring 2017 - Winter 2019

Integrated Land Use and Transportation Planning, City Council support of Cascades East Transit, fundraising for climate action planning

Fall 2017 - Winter 2019

## PERFORMANCE TARGETS

#### ACTION/PROJECT

By December 31, 2017, complete annexation codes and other related foundational planning work needed to entertain development applications in UGB expansion areas

NEW: By January 31, 2018, create a quarterly tracking mechanism to illustrate key housing and economic development metrics

*[NOTE: Additional targets will be developed upon completion of foundational planning work]*



### **MOVE PEOPLE AND PRODUCTS AROUND BEND EFFICIENTLY, SAFELY AND RELIABLY**

This plan includes additional resources to improve the condition of Bend's roads, projects aimed at reducing congestion, improving safety and providing more choices for users. A newly created citizen advisory committee will be tasked with updating the City's Transportation System Plan (TSP) as well as providing recommendations to Council on a variety of transportation related policies. This plan will align a community-accepted level of service with a corresponding funding strategy.

Transportation needs have outpaced available funding. More creative and community-supported solutions are needed to move people and products more efficiently. It should be noted that many of the efforts to improve the transportation system, such as additional street preservation funding, are being accomplished through use of one-time revenues and reserves or reductions to central services and are not sustainable solutions. The short-term strategies included in the proposed budget are aimed at building the community support needed for more long-term, sustainable solutions to Bend's transportation challenges.



## WORK PLAN

### OBJECTIVE

*Improve road conditions and update winter operations policies*

#### ACTION/PROJECT

#### ESTIMATED TIMING

Improve Pavement Condition Index with additional resources focusing on high-priority corridors	Winter 2017 - 2020 Beyond/Ongoing
Implement Latex Modified Slurry Seal program for low volume road treatments	Spring 2017 - Beyond/Ongoing
Utilize new innovative equipment (sweeper & portable hot mix asphalt recycler)	Winter 2017 - Winter 2018
Create synergy projects and leverage investments with other City departments	Winter 2017 - 2020 Beyond/Ongoing
Implement targeted curb painting program	Fall 2017 - Beyond/Ongoing
Implement snow removal best practices	Fall 2017
Review policy recommendations for Snow and Ice Removal Plan Update with City Council	Summer 2017
Implement GPS technology for routing efficiencies & accountability for street sweeping and plowing	Summer 2017

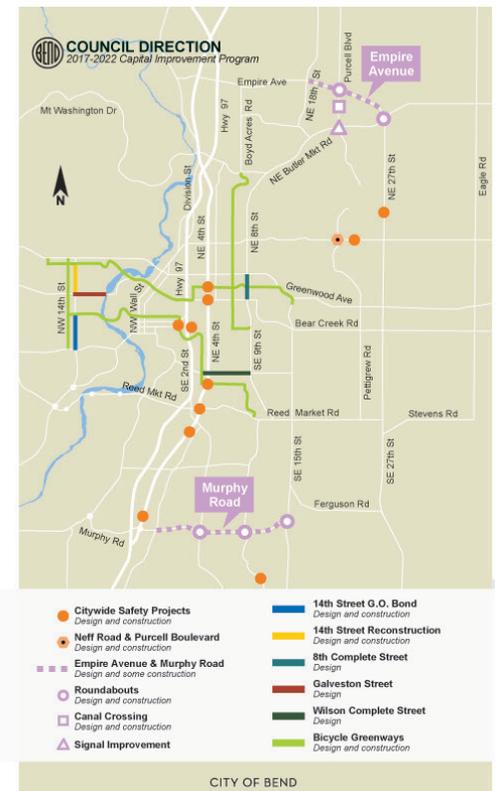
### OBJECTIVE

*Develop a short term capital improvement strategy, including use of Transportation Fund reserve*

#### ACTION/PROJECT

#### ESTIMATED TIMING

Propose alternate delivery methods to expedite key transportation projects	Fall 2017 - 2020 beyond
--	-------------------------





## WORK PLAN

### OBJECTIVE

*Involve residents and key stakeholders in developing policies that relieve congestion, improve ease of travel and safety, and identify funding options for desired levels of service*

#### ACTION/PROJECT

#### ESTIMATED TIMING

Create the new Transportation Committee to:

Fall 2017 - 2020 beyond

- Update plans
- Review and modify goals and policies
- Create priorities and funding strategies
- Incorporate Central Westside Plan
- Update transportation system development charges

### OBJECTIVE

*Expand transit service and work towards sustainable funding*

#### ACTION/PROJECT

#### ESTIMATED TIMING

Support enabling legislation to create sustainable funding and governance structures for transit

Spring 2017 - 2020 beyond

Implement a downtown connector shuttle during the summer season

Summer 2017

## PERFORMANCE TARGETS

#### ACTION/PROJECT

Improve Citywide Pavement Condition Index (PCI) to 73 (a 3 point increase) by October 31, 2019

Complete 75% of the Transportation System Plan update by June 30, 2018

NEW: By March 31, 2018, create a measurement of travel time reliability by mode, e.g., average time to get from downtown to 4 corners of Bend, measured monthly on a Thursday at 4:00 P.M.



## INCREASE AFFORDABLE HOUSING OPTIONS

Perhaps the greatest stress currently facing Bend is the lack of available housing, especially for those individuals and households earning below median family income, which for Bend is about \$60,000 annually for a family of four. Bend's desirability and its high growth rate have resulted in increased land costs, driving up sale and rental property prices at a rapid rate. Over the past three years, there has been a dramatic increase in the construction of multi-family housing; nearly 1,500 units have been built or are in the pipeline, which should begin to ease market pressures.

The City of Bend has been a leader in creating housing units that are affordable at 60% of area median income (AMI). In fact, Bend has produced more units per capita than any other city in Oregon and is second in total units behind only Portland. These units have been developed in large part with the City's unique affordable housing fee that was created in 2006 and has leveraged over \$77.6 million in state and federal funding and over \$28.4 million in private equity. Work began in 2014 to expand the City's strategy to increase the supply of affordable housing, including incentives, reducing costs by exempting system development fees for certain projects, disposing of public property, and developing new housing models such as a cottage code and easing restrictions on accessory dwelling units.

In coordination with the UGB expansion, Council also required certain properties to guarantee the development of affordable housing through deed restrictions. More work will be explored over the biennium in connection with the growth plan to prioritize infrastructure investments and the development of annexation policies that incentivize additional supply. Policies will also be explored to encourage the private market to produce different types of housing models that are affordable to a broad set of incomes.



## WORK PLAN

### OBJECTIVE

*Quantify housing needs through a data-driven approach*

ACTION/PROJECT	ESTIMATED TIMING
Use UGB Housing Needs Assessment to verify housing need and identify where policy gaps exist	Winter 2017 - 2020 beyond
Ensure that city's data governance project assimilates data needs for tracking future affordable housing needs	Winter 2017 - 2020 beyond

### OBJECTIVE

*Prioritize land-use and infrastructure planning that maximizes identified supply needs*

ACTION/PROJECT	ESTIMATED TIMING
Use Return on Investment Study (Goal 1) to identify locations that can accommodate the highest number of units in 12 months	Spring 2018 - 2020 beyond
Identify street, water, sewer improvements needed to develop those locations	Spring 2018 - 2020 beyond
Recommend to City Council policy changes that will achieve highest number of units built in least amount of time in the locations identified	Spring 2018 - 2020 beyond

### OBJECTIVE

*Increase the inventory of affordable housing through incentives, removing regulatory barriers, and increasing land supply and funding options*

ACTION/PROJECT	ESTIMATED TIMING
Identify group of possible incentives for affordable housing, Development Code changes that allow for additional affordable units, and new funding sources or new ways to deploy existing funding	Summer 2017 - Winter 2019
Bring City Council package of policy options and subsequent work plan with input from the Collaborative Housing Work Group	Summer 2017 - Winter 2019

### OBJECTIVE

*Connect community partners that provide housing and services for people who are chronically homeless*

ACTION/PROJECT	ESTIMATED TIMING
Convene stakeholders group to connect housing and service providers, and develop policy and funding strategies	Summer 2017 - 2020 beyond



# PERFORMANCE TARGETS

## **ACTION/PROJECT**

---

Fund the construction of 200 affordable housing units

.....  
Leverage \$10,000,000 of State, Federal, and private funding in the construction of affordable housing units

.....  
Identify up to 7 properties to surplus for affordable housing

.....  
Implement 3 policy packages to remove regulatory barriers by February 2018



### **KEEP RESIDENTS SAFE WITH INNOVATIVE AND COST-EFFECTIVE PUBLIC SAFETY SERVICES**

As Bend grows and changes it is imperative that our core services keep pace. Police and Fire budgets are nearly 80% of the expenditures in the General Fund. As we grow, how to prioritize the limited General Fund dollars to support a variety of core services will continue to be challenging. Many of the solutions to these challenges lie with the State Legislature. However, there are opportunities at the local level to find more cost effective ways to deliver these services.

The creation of the Basic Life Support (BLS) and Quick Response Vehicle (QRV) Programs in the Fire Department are recent examples. The programs increased levels of staffing through use of limited-term employees that has resulted in quicker response times, which makes Bend safer, while reducing costs.

The Police Department has also been instituting innovative models such as the Mental Health Crisis Team and use of community-based problem solving that involve stakeholders such as neighborhood associations and the Downtown Bend Business Association. These collaborative models have the potential to drive down 'calls for service' by using data to strategically deploy resources and engaging community organizations in crime prevention efforts. However, Bend's fast growth and changing demographics place a high demand on public safety staff, and innovation is required to match resources and service levels with community expectations.



# WORK PLAN

## OBJECTIVE

*Continue to develop innovative service models that improve response times at a lower cost*

ACTION/PROJECT	ESTIMATED TIMING
Use new staffing to reduce response times, and recommend program changes based on data	Spring 2017 - Fall 2018
Continue newly developed tiered system that includes 1-person quick response units and cost effective basic life support EMTs	Fall 2017 - Fall 2018

## OBJECTIVE

*Implement the Community Engagement Program in the Police Department*

ACTION/PROJECT	ESTIMATED TIMING
Monitor Police Association Contract and quantify proactive policy measures	Spring 2017 - Fall 2018

## OBJECTIVE

*Build an additional Fire/EMS Station in the central core of the City to improve response times*

ACTION/PROJECT	ESTIMATED TIMING
Complete Station architectural design	Fall 2017
Construction of Station	Summer 2018 - Winter 2018



## OBJECTIVE

*Obtain approval for the Fire/EMS Operating Levy renewal*

ACTION/PROJECT	ESTIMATED TIMING
Community Survey to assess support for levy	Fall 2017
City Council and Rural Fire Protection District Board check in to request approval of resolutions to go to voters May 2018	Winter 2017



---

# PERFORMANCE TARGETS

## ACTION/PROJECT

---

Achieve and sustain an average of 8.7 calls for service per primary officer per shift

.....  
Achieve and sustain an average response time of 6 minutes for all emergency calls for service in the City and 9 minutes for the Rural District

.....  
Retain a survivability rate of over 50% for all cardiac arrests

.....  
Maintain the cost for all 911 dispatch calls for service at less than \$1,700



## MODERNIZE AND PROFESSIONALIZE HOW CITY GOVERNMENT OPERATES

As Bend transitions into a City of nearly 100,000 residents, it needs to pay close attention to its governance structure, systems, processes and potential for continued efficiencies to ensure it evolves with the community's and organization's needs.

Council has indicated support for reviewing the City's Charter and at a minimum, evaluate: how the Mayor is elected, a potential ward system and additional staff capacity that may be needed to support Council in their policy work. A citizen committee will be appointed to study these questions and make recommendations to Council. Any changes will ultimately need to be approved by voters. In parallel with this effort, Council Rules will be reviewed and updated to address such topics as Council agenda development, strategic planning, staff/Council roles, and other areas meant to streamline and improve Council meetings and interactions.

Internally, the City of Bend will be addressing four internal strategic objectives under this goal including: improving the consistency of project management, employee performance, resource management, and replacing the City's outdated operating software. These objectives are aimed at leveraging technology to improve efficiency and access to services for the community.



## WORK PLAN

### OBJECTIVE

*Propose a City Charter amendment to voters*

#### **ACTION/PROJECT**

#### **ESTIMATED TIMING**

Conduct a public process to consider and recommend Charter Amendments to the voters by May 2018. Determine scope, committee selection, develop recommendations

Spring 2017 - Winter 2018

### OBJECTIVE

*Update Council Rules to improve meeting efficiency and councilor expectations*

#### **ACTION/PROJECT**

#### **ESTIMATED TIMING**

Convene a subcommittee of the Council to review rules and make recommendations to the full Council

Winter 2017 - Fall 2017

### OBJECTIVE

*Increase capacity of the Neighborhood Association system*

#### **ACTION/PROJECT**

#### **ESTIMATED TIMING**

Increase communications via e-newsletter; coordinate monthly Neighborhood Association roundtable City presentations

Spring 2017 - Winter 2019

Provide quarterly best practices trainings

Spring 2017 - Winter 2019

### OBJECTIVE

*Replace the City's operating software as a key driver for business process improvement in land use, permitting, billing and central services*

#### **ACTION/PROJECT**

#### **ESTIMATED TIMING**

Manage the implementation of new integrated:

Spring 2017 - Winter 2019

- Licensing, permitting, inspection and land management software
- Payroll/human resources software
- Extended financial modules for fleet management, facilities, work orders, inventory and property file
- Replacement software for utility billing and court administration



## WORK PLAN

### OBJECTIVE

*Create systems to assist staff and Council in prioritizing and monitoring resources*

ACTION/PROJECT	ESTIMATED TIMING
Develop a performance dashboard to monitor progress towards meeting adopted goals	Fall 2017 - Winter 2019
Create governance structures for project approval and prioritization	Fall 2017 - Winter 2019

### OBJECTIVE

*Elevate consistency and quality of project management skills across the organization*

ACTION/PROJECT	ESTIMATED TIMING
Leadership, project management, and technical skills training with COCC	Fall 2017 - Winter 2019
Charter all inter-departmental projects	Fall 2017 - Winter 2019
Continue Project Management Institute training	Fall 2017 - Winter 2019

### OBJECTIVE

*Promote and improve the City's employee performance management systems*

ACTION/PROJECT	ESTIMATED TIMING
Continue the Believe, Build, Become a Better Bend (B3) program by implementing Cornerstone software	Winter 2017 - Winter 2019
Improved systems and training for performance accountability	Spring 2017 - Summer 2017

## PERFORMANCE TARGETS

### ACTION/PROJECT

- 75% of respondents of a statistically valid community survey conducted in 2018 give the City an "A or B" grade for performance
- NEW: By December 31, 2017, create a cost of city government metric base on typical median single family property tax and utility bill in relation to median household income
- Issue new single family residential permits within an average of 35 calendar days