

# Citywide Transportation Advisory Committee Meeting #1

MEETING DATE: Wednesday, February 28, 2018

MEETING TIME: 3-6 p.m.

LOCATION: Bend Municipal Court, 555 NE 15th Street, Bend

## Objectives

- Create a shared understanding of the purpose, process and outcomes for updating Bend's Transportation Plan.
- Develop protocols to guide CTAC's work.
- Discuss and gather input on transportation goals, objectives and policies.

## Agenda

1. **Welcome (5 min)** – Mayor Casey Roats/Nick Arnis, Growth Management Director
2. **Meeting overview and self-introductions (30 min)** – Kristin Hull, Committee Facilitator (Jacobs)
3. **CTAC charge and protocols (30 min)**
  - a. Project decision making and other committees -- Kristin Hull
  - b. Charge and protocols – Kristin Hull
  - c. Legal procedures – Elizabeth Oshel, Associate City Attorney
4. **Transportation System Plan overview (30 min) – Chris Maciejewski, (DKS Associates)**
5. **Break (10 min)**
6. **Public involvement process overview (15 min)** – Susanna Julber, Policy Analyst
7. **Transportation vision and goals (45 min)**
  - a. Review foundation for vision and goals – Nick Arnis
  - b. Breakout discussion: If you come back in 20 years, the TSP is implemented and you like what you see. What is it that you see?
8. **Public comment (15 min)** – 3 minutes per person at discretion of committee
9. **Close/next meeting** – Kristin Hull

### **Accessible Meeting Information**

This meeting/event location is accessible. Sign language interpreter service, assistive listening devices, materials in alternate format such as Braille, large print, electronic formats and audio cassette tape, or any other accommodations are available upon advance request. Please contact Susanna Julber no later than February 23 at [sjulber@bendoregon.gov](mailto:sjulber@bendoregon.gov) or 541-693-2132. Providing at least 3 days notice prior to the event will help ensure availability.

# Citywide Transportation Advisory Committee Charge and Protocols

Discussion draft: February 28, 2018

## Charge

The Bend City Council has directed that the Citywide Transportation Advisory Committee (CTAC) be the foundation of a public process that seeks a high level of community engagement around transportation priorities and funding alternatives. CTAC will consider technical and community input in developing recommendations to guide Bend's Transportation Plan.

Specifically, CTAC will provide recommendations on:

- Transportation vision and policies
- Funding alternatives
- City-wide transportation framework
- Project prioritization
- Performance measures

City Council has directed that the CTAC process will:

- Be inclusive and comprehensive in participation and scope of work
- Solve problems by using goals
- Value technical expertise and data
- Promote safe connections across town
- Build community support and momentum for a package of transportation projects and programs that reflect community values and priorities

## Project Decision Making

In all collaborative processes, it is important to be clear on who is making decisions for the project and how public comments will be used. The decision-making structure is shown in Figure 1.



Figure 1. Decision-making structure for Bend's Transportation Plan

## **Decide**

The Bend City Council and Bend Metropolitan Planning Organization Board of Directors will ultimately make decisions on Bend's Transportation Plan.

## **Recommend**

The Steering Committee will make recommendations to the City Council and MPO Board. The Steering Committee will consider advice from CTAC and the Project Management Team (PMT). The Steering Committee will also consider input from the public.

## **Advise**

CTAC will provide advice to the Steering Committee. CTAC advice will also be shared with the ultimate decision makers – the Bend City Council and MPO Board. CTAC may be informed by input from working groups including a funding working group. CTAC will consider public and PMT input in their deliberations.

## **Roles and Responsibilities**

Members of the CTAC will:

- Attend approximately ten meetings. If a member cannot attend a meeting, he or she may send someone to listen in the audience but not participate at the committee table.
- Actively participate in the project by contributing to project meetings and reviewing materials before meetings.
- Abide by the agreed upon meeting guidelines.
- Strive to incorporate perspectives they hear throughout the community.
- Ask questions and seek information to ensure understanding. Express concerns, issues, and perspectives clearly, honestly, and early in the process.
- Share differences of opinion on ideas – silence is considered consent.
- Help create an atmosphere in which differences can be raised, discussed, and melded into group decisions. Divergent views and opinions are expected and are to be respected.
- Talk to others in the community to give and receive information about the transportation plan.
- Consider input from the public, the PMT and working groups in making advisory recommendations.
- As possible, attend project-related public events.
- If a member can no longer serve on CTAC, please let Susanna Julber know so that we can replace that member.

The facilitator will:

- Ensure that everyone has an opportunity to participate.
- Keep meetings moving and focused on the agenda.
- Start and end meetings on time unless the group agrees to extend the meeting time.
- Provide time for public comment and ensure that public comment is an item on each agenda.
- Maintain an ongoing list of off-agenda topics to be addressed as time permits.

## **Draft Protocols**

### **Committee Structure**

- CTAC is a 25-member committee.
- Members have been appointed by the Mayor.
- If a member of CTAC cannot continue to serve on the committee, the Mayor must approve any replacement CTAC members. The Mayor has appointed two alternates to fill seats on CTAC if necessary.

- CTAC meetings will be facilitated by a consultant team member.
- CTAC will be led by co-chairs.
  - Co-chairs will be appointed by the Mayor.
  - Between meetings, co-chairs will be responsible for helping staff develop agendas and meeting formats, and supporting staff in conducting public outreach. Co-chairs may be responsible for commenting on or reviewing documents.
  - At meetings, co-chairs will be responsible for identifying strategies for moving group discussions forward.
  - Co-chairs will be responsible for presenting CTAC’s advisory recommendations to the Steering Committee.
- CTAC may be informed by ad hoc working groups throughout the committee process.
  - CTAC co-chairs, in consultation with the CTAC membership and with the approval of the Project Director, may establish work groups as needed to support the project.
  - Working groups may be comprised of staff and CTAC members.
  - Working groups will not make decisions or recommendations, or substitute for CTAC discussion.
  - Working groups will be a forum for more in-depth information sharing and discussion to inform CTAC discussions. Working group participants may summarize working group discussions to inform CTAC discussion.
  - CTAC members will be invited to participate with City and MPO staff on a funding working group.
  - Working groups will abide by CTAC protocols.

### Meeting guidelines

- As a rule, meeting materials will be distributed by e-mail one week in advance of meetings. In some cases, materials may need to be distributed at meetings.
- Discussions will be facilitated. Discussions will work toward committee consensus, but consensus is not required to move forward.
- Because of its large membership, CTAC’s meetings may include breakout or work group formats. CTAC will discuss recommendations as a full group at major milestones. Interim input may be gathered through breakout group work.
- CTAC discussions will be informed by staff presentations and recommendations. Staff may be informed by technical advisory committees and work groups.
- Meetings will begin and end on time. If agenda items cannot be completed on time, the group will decide if the meeting should be extended or if the topic can be resolved off line. Because of scope and budget implications, only the Project Director can determine if an additional meeting is necessary.
- Meeting minutes will be prepared for each meeting and distributed to CTAC members for review.
- At the meetings, CTAC members will:
  - Share the available speaking time
  - Be respectful of a range of opinions
  - Focus on successfully completing the agreed upon agenda
  - Avoid side discussions when others are speaking
  - Voice concerns and complaints at the meeting where they can be directly addressed rather than outside the meeting
  - Strive for consensus
  - Put phones on silent
- Facilitator will provide opportunities for brief public comment or announcements relating to agenda items at the end of each meeting, not to exceed 15 minutes of allotted meeting time with a maximum of 3 minutes per individual without consent of the committee; more public comment time may be allowed as directed by the chair/co-chairs. Time permitting, the

facilitator may provide opportunities for public comment at other times of the meeting with the consent of the committee.

### **CTAC recommendations**

- CTAC will strive to reach consensus on recommendations. Consensus is defined as the point where all committee members agree on the best option for the group even if it is not each committee member's personal favorite.
- A majority of the voting members of the committee are required to be present for the committee to vote on a recommendation. If consensus cannot be reached, then a majority of those present and voting must be in agreement for the group's input to be considered a CTAC recommendation. If a minimum of 6-7 CTAC members do not support the recommendation, they can prepare a separate written recommendation (minority opinion) that will be shared with the Project Management Team and Steering Committee. Staff may draft and/or review and revise the minority opinion to ensure the accuracy of all information provided.
- CTAC co-chairs will be responsible for presenting the CTAC recommendation, a summary of CTAC discussion and any minority opinions to the Steering Committee.
- Regardless of preparation of a separate written recommendation, all opinions will be part of the meeting summary and will be shared with decision makers.
- All CTAC recommendations will be "frozen" (considered final) unless a majority of the committee members present agree that a decision needs to be revisited.
- Committee recommendations will be shared with the Project Management Team and Steering Committee. The Project Management Team may choose to endorse the CTAC's recommendation or develop a separate recommendation. Either way, the CTAC's recommendation will be presented to the Steering Committee as part of their decision-making process.

### **Communications outside meetings**

- CTAC co-chairs or their designees will share CTAC progress and recommendations with the Steering Committee at key milestones.
- CTAC members other than the co-chairs may provide comments to the Steering Committee during time reserved for public comment, but they will do so on their own behalf and not on behalf of the group.
- CTAC members are encouraged to share the committee's progress with their respective constituencies at meetings, by e-mail or through newsletters.
- CTAC members are responsible for providing Susanna Julber, CTAC staff lead, with information they believe other committee members should have.
- CTAC members will strive to communicate outside meetings in ways that support the group process. This includes contacts with each other, with officials, with other community members, and with the media.
- City staff will be responsible for distributing information to CTAC members, so everyone has the same information. Relevant discussions of project issues should occur at the CTAC table, for the benefit of allowing all members and the Project Management Team to be informed and participate.
- If contacted by the media, CTAC members may speak to the media on their own behalf and not on behalf of the group or City. It is helpful if CTAC members provide a brief account of discussions with the media to Susanna Julber to improve communication and awareness. CTAC members should refer members of the media to City staff for official statements.
- CTAC discussions and deliberations must take place in a public setting, and a majority of committee members may not discuss issues before the committee outside of a public setting. More than half of the committee members may not discuss or deliberate issues before the committee in person, in emails, or other electronic communication. Please do not use "reply-all" when responding to any emails from the CTAC or City staff.

# CITY COUNCIL GUIDELINES FOR THE CITIZEN TRANSPORTATION ADVISORY COMMITTEE (CTAC)



## ***THE CTAC WILL BE THE FOUNDATION OF A PUBLIC PROCESS THAT SEEKS A HIGH LEVEL OF CITIZEN ENGAGEMENT THAT WILL:***

- Be inclusive and comprehensive in participation and scope of work
- Solve problems by using goals
- Value technical expertise and data
- Promote safe connections across town
- Build community support and momentum for a package of transportation projects that reflect community values and priorities

## ***PRIMARY CTAC GOALS ARE TO DEVELOP A TRANSPORTATION SYSTEM PLAN THAT WILL:***

- Increase travel time reliability
- Reduce congestion on major roads by expanding capacity and leveraging technology
- Provide appropriate street infrastructure to UGB expansion and opportunity areas that facilitate substantial housing supply and economic development prospects
- Decrease Vehicle Miles Traveled through better road connections and alternative transportation options
- Enable flexible, timely responses to transportation safety needs
- Include a viable funding plan to put before the voters



## **VISION & VALUES**

### **CONGESTION, CONNECTIVITY AND CHOICES**

- Evaluate the potential to improve existing and expected traffic flow when compared to a no-build condition
- Improve system reliability by providing alternate connections and routes that increase users options
- Explore creative ways to get cars off major roads during times of peak congestion
- Prioritize bicycle and pedestrian system improvements where they will have the most impact (e.g. Downtown and Central Core areas)

### **HOUSING AFFORDABILITY & ECONOMIC DEVELOPMENT: ACCESS AND CONNECTIVITY**

- Provide complete streets (drive/bike/walk) to all Urban Growth Boundary (UGB) expansion areas to meet expected and potential housing capacity
- Expand major road capacity to meet demand where housing development occurred since 2010 and as needed to support expected housing in UGB expansion areas
- Evaluate projects to ensure consistency with City economic development goals
- Connect the transportation system to UGB opportunity and expansion areas that have significant employment land
- Interconnect key manufacturing land with highway, rail and air systems to support efficient movement of goods to and from the region
- Support the flow of goods and people through the region with minimal impacts to local transportation networks
- Minimize actual user travel time between typical destinations (e.g. housing and work or shopping)

### **LIVABILITY & SAFETY**

- Provide people of all income levels with the widest range of travel options within the Bend urban area
- Recognize, respect, and seek to protect natural features such as buttes, rivers or other areas of special interest when considering transportation improvements
- Design transportation improvements to preserve air and water quality, minimize noise impacts, and encourage energy conservation
- Address documented known and anticipated safety needs
- Increase safe routes to school
- Explore opportunities with signal efficiencies that can adjust in real time
- Improve travel safety for all modes within neighborhoods

## **PROJECT PRIORITIES & PARTNERSHIPS**

- Identify a package of transportation projects that are balanced and fair (accounting for income, age, work patterns and fluctuation of visitors) among all modes and in accordance with current and future demand
- Correct missing links in the transportation network at both a regional and local scale
- Explore synergy with other capital improvement projects
- Find additional opportunities to coordinate with tourism, recreation, lodging, schools, retail and entertainment sectors that optimize creative transportation options (e.g. shuttles, ride sharing, etc...)
- Explore opportunities to work with schools and parks to enhance the trail system
- Effectively communicate funding constraints
- Leverage private development activity to complete projects



Activity	Project Startup Dec. 2017 – Feb. 2018	Phase 1 March-Oct. 2018	Phase 2 Nov.– Dec. 2018	Phase 3 Jan.– Oct. 2019	Phase 4 Nov. 2019 – Feb. 2020
<b>Citywide Transportation Advisory Committee (CTAC)</b>	Committee Charge and Protocols	CTAC #1: Goals, vision CTAC #2: Confirm vision and goals; funding overview CTAC #3: Citywide scenarios and evaluation measures CTAC #4: Confirm citywide scenarios	CTAC #5: Neighborhood recommendations	CTAC #6: Combined transportation system CTAC #7: Draft near and long-term packages CTAC #8: Final near and long-term packages and funding CTAC #9: Draft TSP CTAC #10: Final TSP recommendation	Not applicable
<b>CTAC Funding Working Group (FWG)</b>		FWG #1: Overview and introduction FWG #2: Funding strategies and tools FWG #3: Gaps and pros/cons of funding tools FWG #4: Narrow range of strategies	No meetings	FWG #5: Draft funding plan FWG #6: Final funding plan	Not applicable
<b>Steering Committee</b>	Committee Roles and Responsibilities	SC #1: Vision, goals SC #2: Funding assessment, needs, costs SC #3: Citywide scenarios, confirm vision and goals	SC #4: Confirm citywide framework	SC #5: Combined system and performance measures SC #6: Confirm priority packages SC #7: Approve TSP and MTP	Not applicable
<b>Community-wide outreach</b>	Website Communications messages and material	Open house and online open house (Vision, Needs, Values, Policies, Funding Information)	Neighborhood Outreach Online Outreach for Citywide Project Ideas Outreach through community-based organizations	Open house and online open house (Draft TSP, project lists and funding plan) Outreach through community-based organizations	Hearings

DRAFT – Subject to Change

# Citywide Transportation Advisory Committee #1

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February 28, 2018



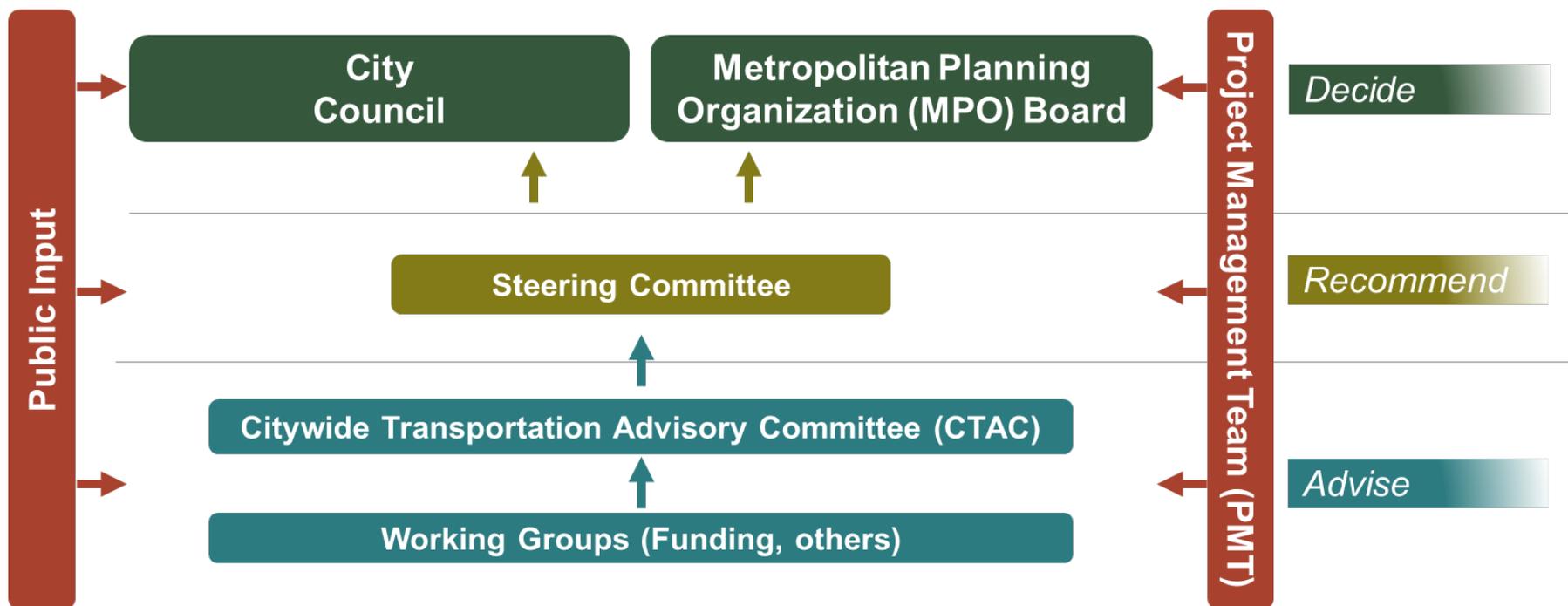
# Meeting Highlights

- Who is around the table?
- How are we going to work together?
- What is a transportation system plan and why do we need it?
- What is our vision for the transportation system?

# Self introductions

- With your neighbor:
  - Brainstorm BEST OUTCOMES of process
  - Write on sticky notes
- Introduce your neighbor to the group:
  - Name
  - One of their best outcomes
- Hand all stickies to staff

# Who is involved



# Charge from Council

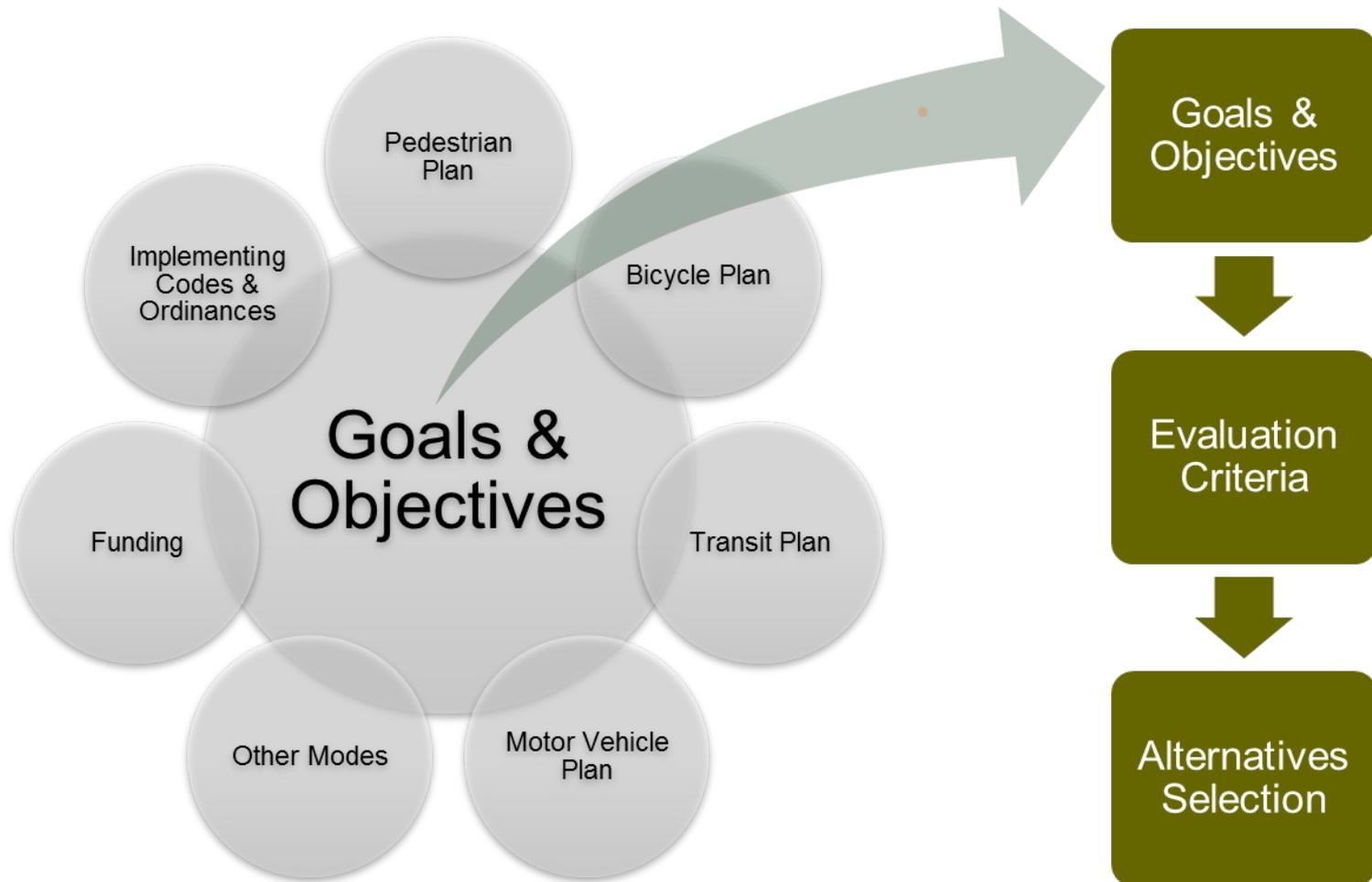
- The Bend City Council has directed that the Citywide Transportation Advisory Committee (CTAC) be the foundation of a public process that seeks a high level of community engagement around transportation priorities and funding alternatives.
- CTAC will provide recommendations on:
  - Transportation vision and policies
  - Funding alternatives
  - City-wide transportation framework
  - Project prioritization
  - Performance measures

# What is a Transportation System Plan (TSP)?

- An investment and management plan for Bend:
  - What improvements are needed to manage growth to 2040?
  - Which projects/programs best reflect City Goals?
  - How can we balance the needs of all travel modes into an equitable, efficient, and affordable transportation system?

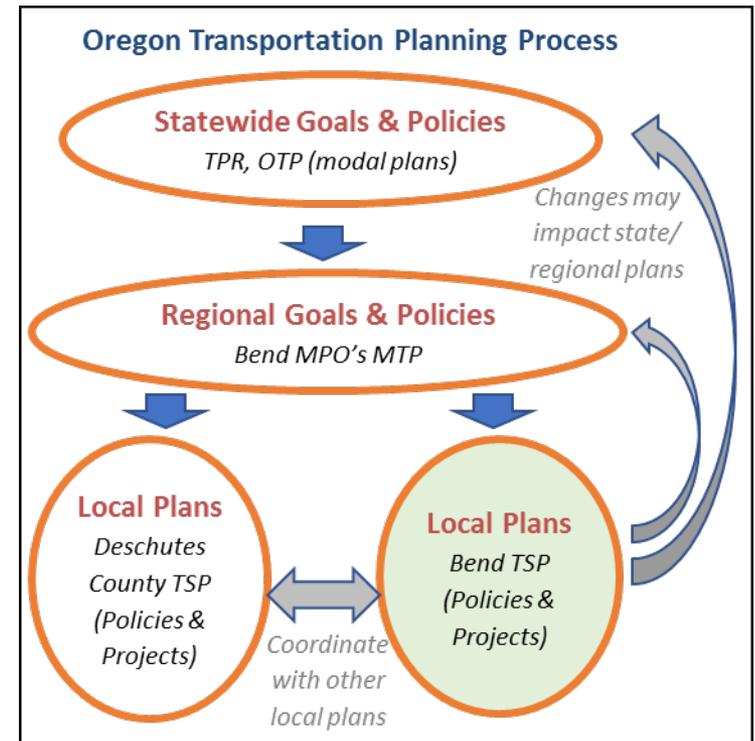


# What are the key components of a TSP?



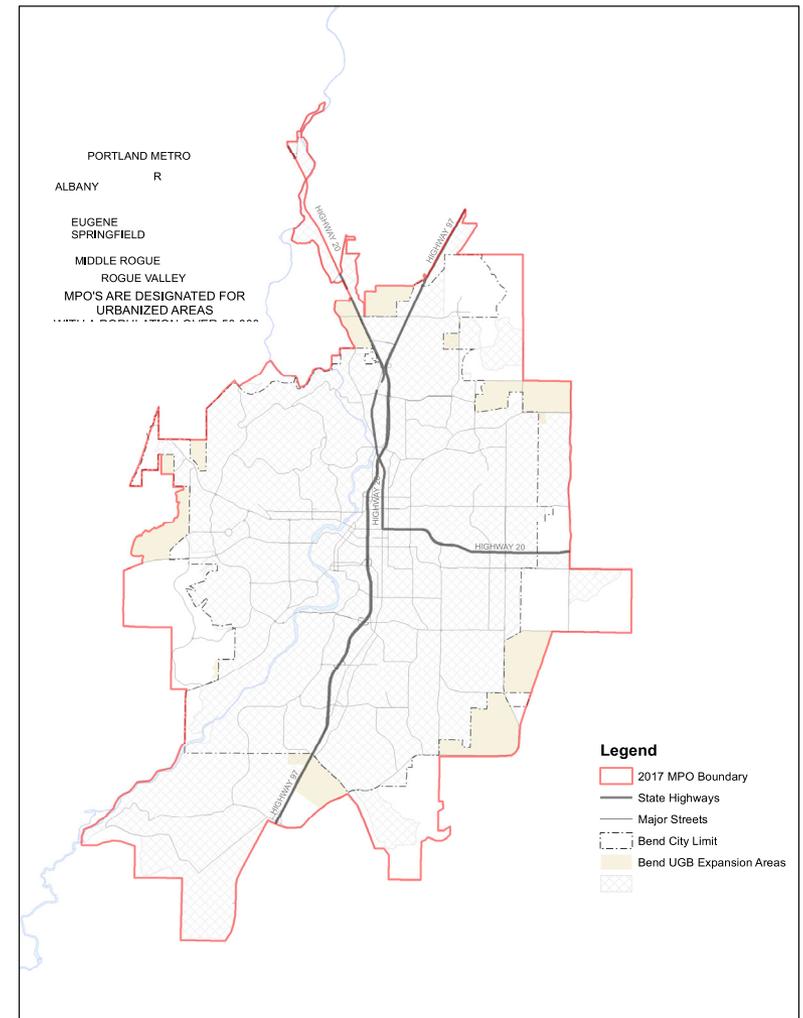
# Regulatory Framework – the “Must Dos” of a TSP

- Address Transportation Planning Rule (TPR) OAR 660-012-0015
- Provide public transportation services to meet basic needs
- Establish an efficient network of arterials and collectors
- Provide City facility standards (layout, spacing, and connectivity)
- Protect facilities and corridors for intended uses
- Develop a Finance Program that is reasonably likely
- Comply with Regional Plans
- Create implementing code and ordinances



# What is the Bend MPO Metropolitan Transportation Plan (MTP)?

- Similar to the Bend TSP with different focus:
  - Regionally significant facilities
  - Regional policies
  - Prioritized improvement programs for multiple jurisdictions
  - System performance measures
- Includes areas outside of the Bend UGB
  - Tumalo
  - Deschutes River Woods



# Federal Requirements and MAP-21

- Focus on Performance Measures, Targets, and System Reporting for:
  - Safety
  - Infrastructure Condition
  - Congestion Reduction
  - System Reliability
  - Freight Movement and Economic Vitality
  - Environmental Sustainability
  - Reduced Project Delivery Delays

# How can a good TSP/MTP add value to Bend?

- Optimize limited resources
- Align investment decisions with community vision and values
- Support a variety of travel choices
- Serve all people in community
- Promote safe and secure travel
- Support local and state economy
- Minimize impacts to natural and built environment
- Manage rapid growth while preparing for the future mobility/technology change

## Typical TSP Funding Story

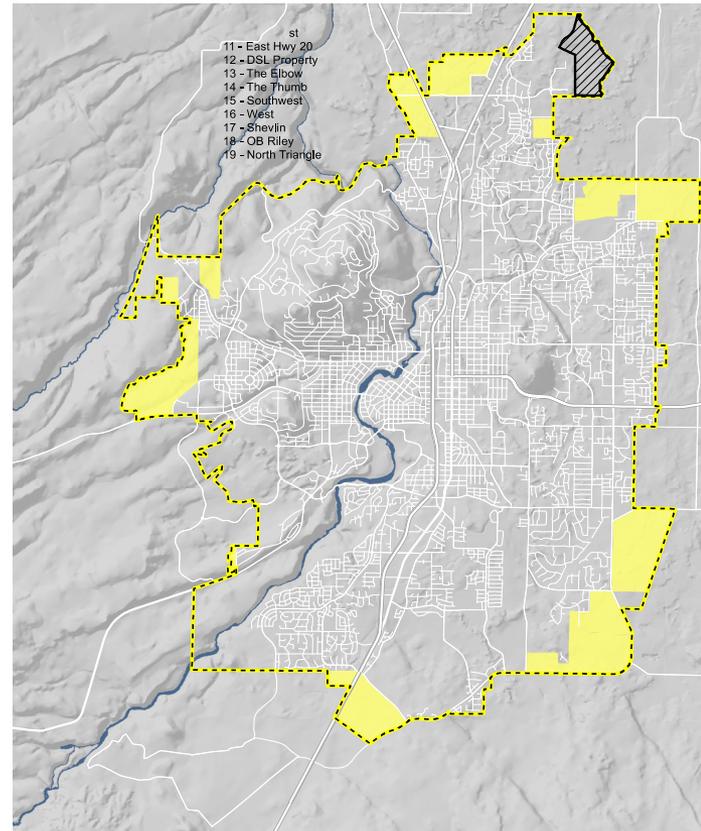


Unfunded  
“needs”

Funded  
“plan”

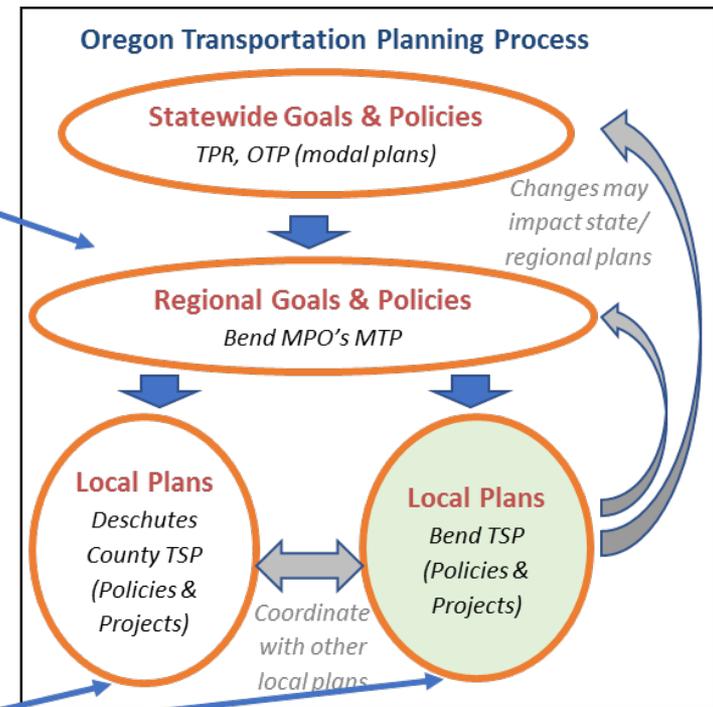
# How does the TSP/MTP update relate to the Urban Growth Boundary Plan?

- UGB Project Outcomes:
  - Land use plan / strategies
  - Urban boundary for 2028
  - Transportation investments to serve the additional growth (connectivity and mitigations for expansion)
  - Integrated Land Use/Transportation Strategies to comply with State regulations (VMT per capita)
- Next Steps for the 2040 TSP:
  - Understand 20-year needs (2040)
  - Decisions on overall regional network investments (costs vs. performance)
  - Neighborhood-level planning (livability)



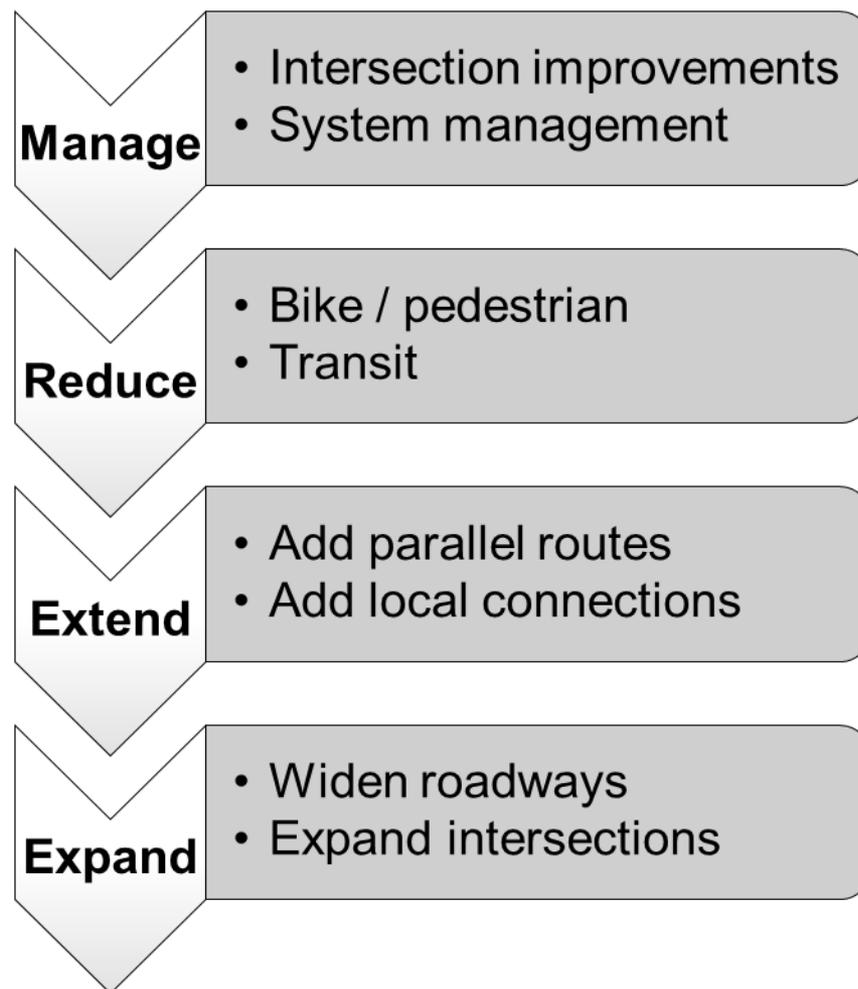
# How do the TSP/MTP updates relate to concurrent planning studies?

- Regional Planning
  - Bend MPO MTP
    - Regional Framework
    - System Performance Measures
  - Desch. Co. ITS Plan
    - Operations and Technology Plan
  - US 97 Parkway Study
    - Regional Facility Mgmt. Plan
  - Regional Transit Study
    - Regional Transit Options Planning
- Local Projects
  - Capital Improvement Projects with detailed evaluation and design



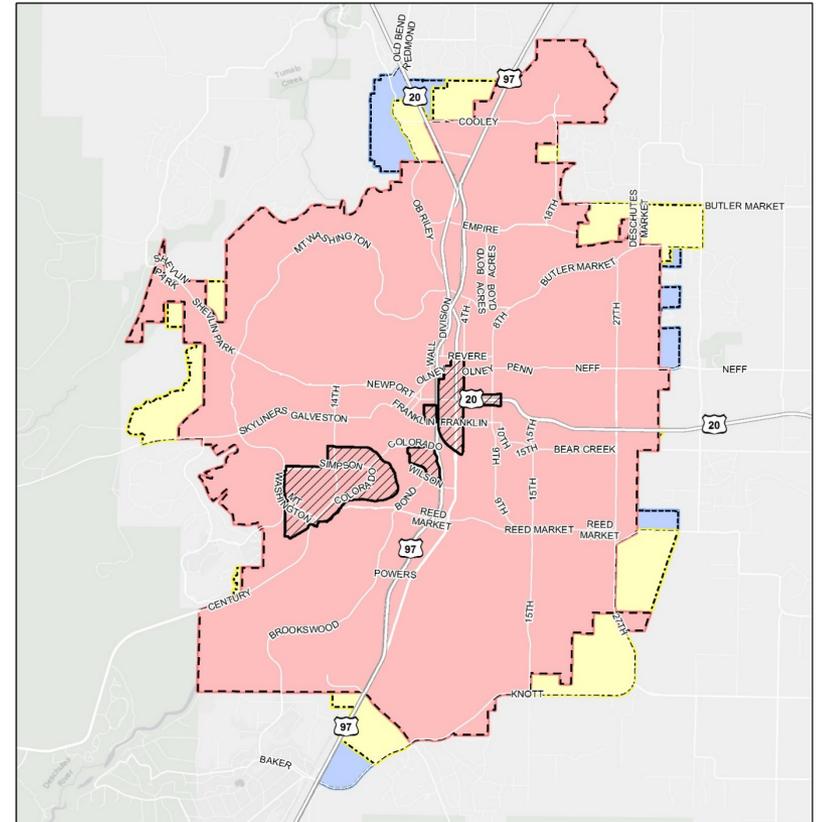
# How are solutions developed?

- Required Process
  - Manage congested locations
  - Reduce driving demand at congested locations
  - Extend streets
  - Expand existing streets or intersections



# How does land use affect the plans?

- Forecasting Travel Demand
  - Model inputs:
    - Household type and location
    - Employment type and location
    - Network capacity and accessibility
  - Model outputs:
    - Amount of trips
    - Where trips are going
    - Which mode people will use
- Defining area “character” guides facility design choices



Disclaimer: Areas shown with land use assumptions outside the urban growth boundary adopted in 2016 are for analysis purposes only, and do not imply a guarantee or pre-determination of where or when future UGB expansions will take place.

- Core Mixed-Use Opportunity Areas
- Pre-2016 UGB
- UGB expansion areas adopted in 2016
- Areas outside the 2016 UGB included in 2040 land use analysis area

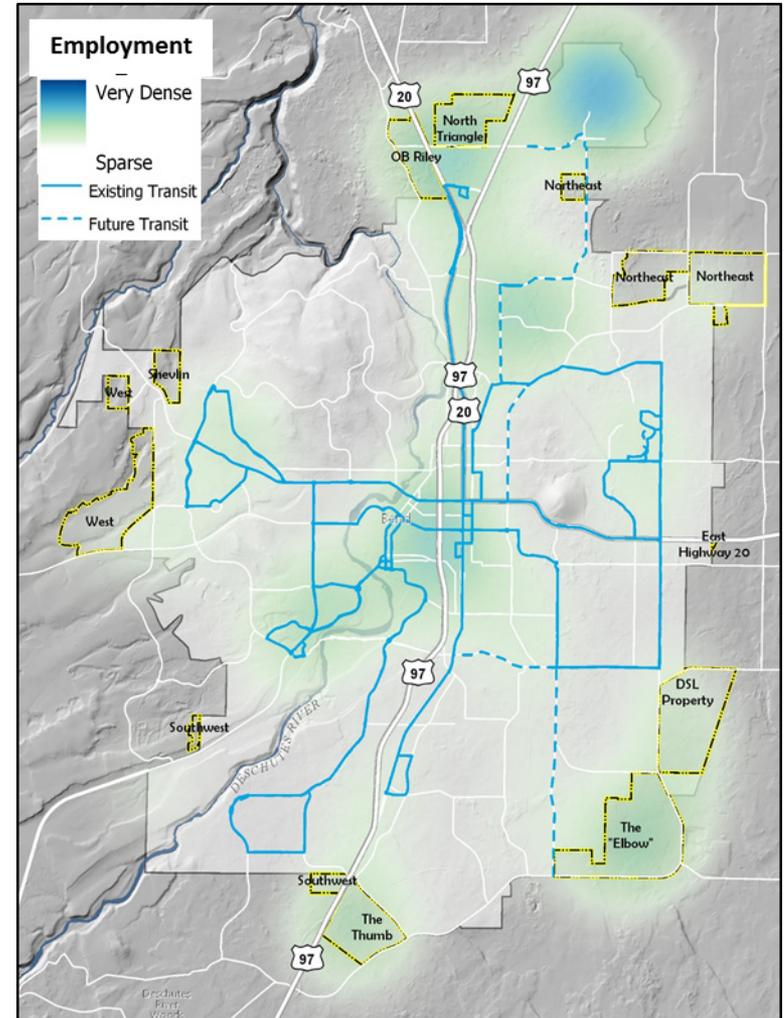
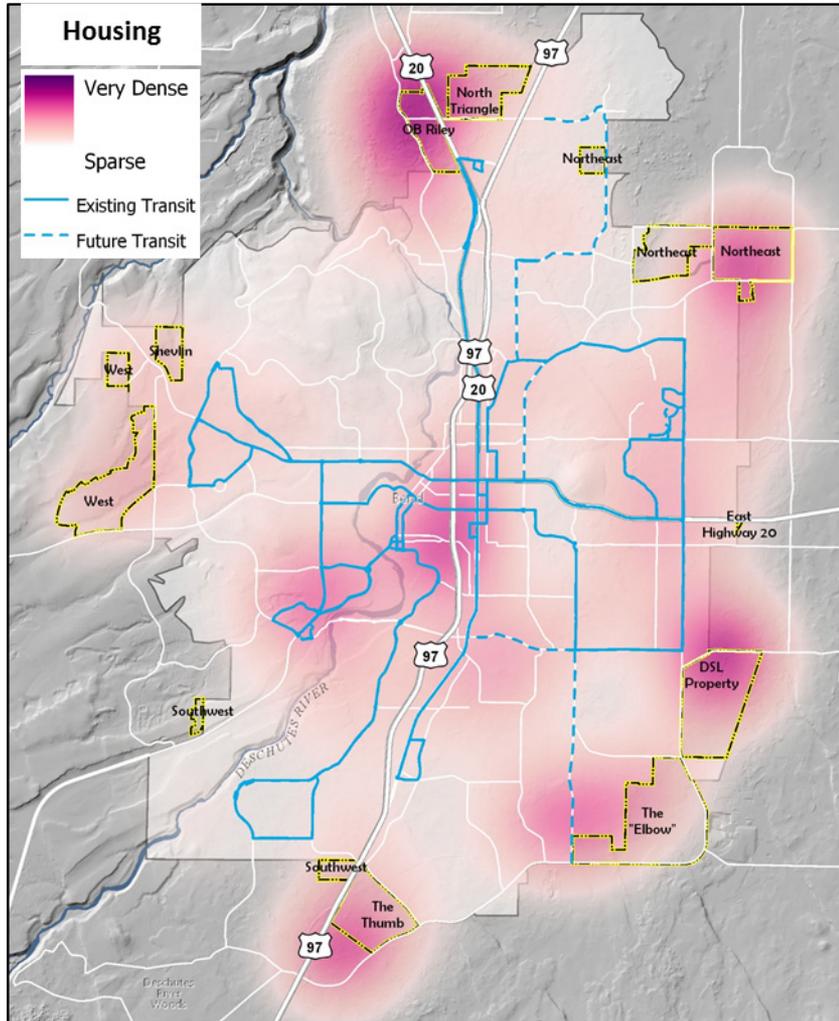


Last Updated: 2/12/2018

# How much growth is forecasted?

Type of Area	New Housing	New Employment
Core mixed-use “opportunity areas” (including OSU Cascades)	3,434 (12%)	3,372 (12%)
Other land inside the “pre-2016” UGB	13,552 (48%)	16,779 (60%)
Areas that were added to the UGB in 2016	5,869 (21%)	7,312 (26%)
Areas outside the adopted UGB	5,190 (19%)	280 (1%)
Total	28,045 (100%)	27,743 (100%)

# Where is the growth expected?



# What about the shared mobility / technology transportation revolution?

- Identify relevant solutions for Bend – “Open for Business” with private partners?
- Prioritize projects that are needed regardless of technology
- Identify strategies and policies that support technology
- Monitor and adapt – plan for updates in 5 year increments
- Prioritize projects that prepare us for technological changes



# Public Involvement Overview

## Step 1

### Define Citywide Needs

- CTAC Meeting 1
- CTAC Meeting 2
- Citywide event (online and in person)
- CTAC Meeting 3
- CTAC Meeting 4

## Step 2

### Define Neighborhood Needs

- Neighborhood Workshop
- Citywide event (online)
- CTAC Meeting

## Step 3

### Identify Priorities and Draft Plan

- CTAC Meeting 1
- CTAC Meeting 2
- CTAC Meeting 3
- CTAC Meeting 4
- Citywide event (online and in person)

## Step 4

### Adopt Plan

- CTAC Meeting
- Planning Commission, Council, MPO  
Policy Board Hearings

# Preliminary CTAC meeting topics

1. Protocols; goals and vision
2. Confirm goals and vision; funding overview\*
3. Citywide scenarios and evaluation measures
4. Confirm citywide scenarios\*
5. Neighborhood recommendations
6. Complete transportation system\*
7. Draft near and long-term packages
8. Final near and long-term packages\*
9. Draft plan
10. Final plan\*

\* Denotes milestone recommendation to Steering Committee

# Transportation Vision and Goals

- Vision

- What do we want Bend to be?
- How does our transportation system support it?

- Goals

- Overarching, broad principals
- Big picture items
- Plan will have a few
- Example: “The City will create and maintain a safe, equitable, financially responsible, environmentally sound transportation system that always has rainbows over the roundabouts.”
- Will be supported policies and action items:
  - Policies govern the operationalization of those goals. Describe a program, plan or project that we are required or plan to do.
  - Action items are measurable and can be used as benchmarks toward progress. How we will get it done.

# Vision and Goals

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City of Bend Vision Examples

And a few others

## City Council Goal 2:

*Move People and products around bend efficiently, safely and reliably.*

## City Council Guidelines to CTAC

- Short-term Transportation CIP
- TSP and MPO Plan Updates  
Transportation Advisory  
Committee
- Transportation System  
Development Charge (SDC)  
Update
- Central Westside Plan Phase 2



# Vision: Bend 2030 Action Plan (2008) A Well Planned City: Key Vision Elements

*Road  
Connectivity*

*Balanced  
Transportation*

*Funding for  
Infrastructure  
and Service*

*Coordinated  
Regional  
Planning*

*Bicycle and  
Walking Routes*

# Vision: Urban Growth Boundary Project Goals

A Quality  
Natural  
Environment

Balanced  
Transportation  
System

Great  
Neighborhoods

Strong Active  
Downtown

Strong Diverse  
Economy

Connections to  
Recreation &  
Nature

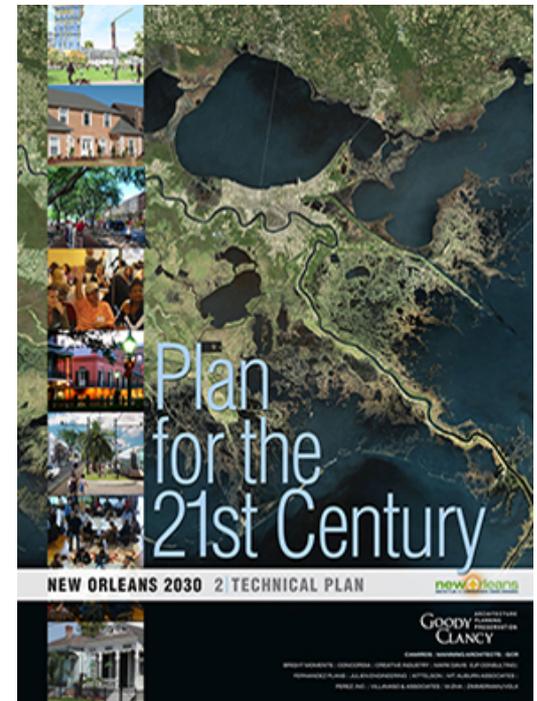
Housing  
Options &  
Affordability

Cost Effective  
Infrastructure

# Vision Example

## Resilient New Orleans: Guiding Principles (2015)

- Adapt to Thrive
  - We are a City that embraces our changing environment
- Connect to Opportunity
  - We are an equitable City
- Transform City Systems
  - We are a dynamic and prepared city



# Vision Example

## Revitalize Downtown Beaverton (2013)

- Growing the economy with jobs, housing, and transit
- Making the way for biking and walking
- Improving traffic operations
- Transforming Canyon Road
- Connecting people with nature



# City Transportation System Plan Goals Summary

Accessibility &  
Equity

Mobility &  
Balance

Livability

Efficiency

Environmental

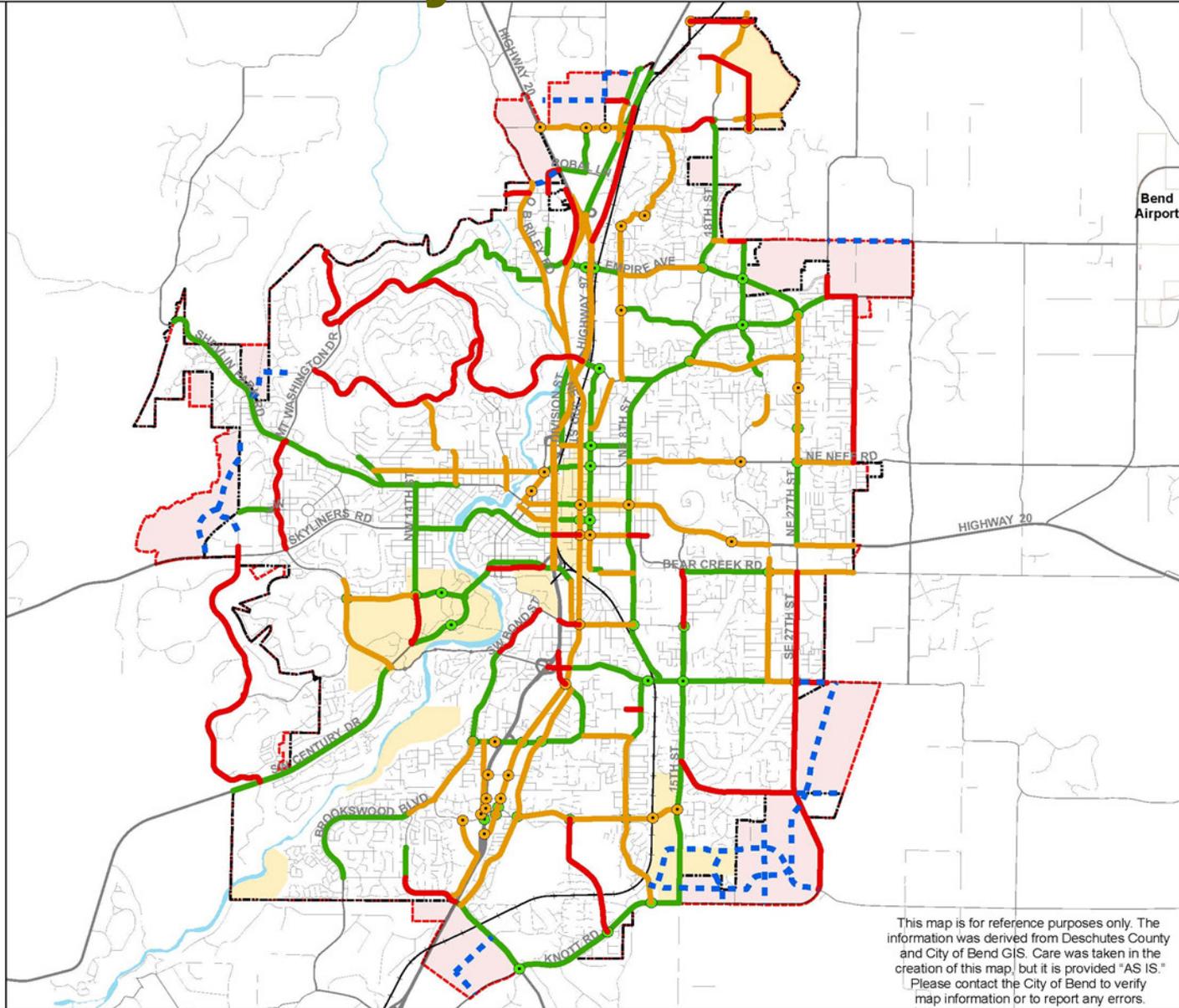
Safety



# UGB Updated Road System

## Infrastructure Projects: Transportation

- UGB new collector streets (\$118,900,000)
- TSP roadway projects: 21+ years (\$251,320,000)
- TSP roadway projects: 11-20 years (\$165,420,000)
- TSP intersections: 11 - 20 years
- TSP roadway projects: 0-10 years (\$146,280,000)
- TSP intersections: 0 - 10 years
- Bend City Limit
- Opportunity Areas
- UGB Expansion Areas



CITY OF BEND  
Date: 2/7/2017



0 0.5 1 2 Miles

This map is for reference purposes only. The information was derived from Deschutes County and City of Bend GIS. 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.

# Breakout: Vision and Goals

- If you come back to Bend in 20 years and the TSP is implemented and you like what you see, what is it that you see?
- Groups:

#1

Mike Riley

Katy Brooks

Nicole Mardel

Dean Wise

Hardy Hanson

Sharlene Wills

#2

Ruth Williamson

Gavin Leslie

Mel Siegel

Suzanne Johannsen

Peter Werner

Garrett Chrostek

#3

Karna Gustafson

Lou Capozzi

Katie McClure

Ariel Mendez

Casey Davis

#4

Steve Hultberg

Chad Sage

Iman Simmons

Keith Wooden

Sid Snyder

Sally Jacobson

# Proposed Land Use Assumptions for Bend's Transportation Plan

PREPARED FOR: Citywide Transportation Advisory Committee  
COPY TO: Steering Committee  
PREPARED BY: Becky Hewitt, Angelo Planning Group  
DATE: February 12, 2018

## Introduction and Overview

The purpose of this memorandum is to explain the land use assumptions that are proposed to be used as part of creating Bend's Transportation Plan.

Transportation modeling and analysis begins with assumptions about land use and demographics, along with other inputs. The City and the Bend Metropolitan Planning Organization (BMPO)<sup>1</sup> must use 20-year growth estimates when their transportation plans are updated.<sup>2</sup> To accommodate this 20-year timeline, the transportation modeling will look ahead to 2040. The current Regional Travel Demand Model used by the BMPO for its planning already uses 20-year estimates for population and employment that extend to 2040. The City of Bend Transportation System Plan (TSP) update will be using this same model.

Because the Urban Growth Boundary (UGB) planning and analysis was based on a future year of 2028, the land use assumptions for 2040 must project further into the future in ways that are broadly consistent with the land use planning that has already been completed. This means assuming both more infill and redevelopment in the core of the City and some additional expansion on the periphery. The 2040 assumptions that are currently in use by the BMPO and are proposed for use in the TSP update were reviewed by the committees that guided the UGB update process. In addition, all the land outside the UGB that is included in the 2040 assumptions was evaluated as part of the UGB process.<sup>3</sup> However, it is important to note that the land use assumptions for the Transportation Plan are just that – assumptions. The projected land use is an indicator of trends and patterns, not a precise prediction of the future, and it does not determine, or even guide, where or when the City might expand its urban growth boundary in the future.

## Background

As part of the City's UGB expansion planning process in 2014-2016, advisory committees and elected officials considered and ultimately adopted long-term the Integrated Land Use and Transportation Plan (ILUTP) that contains strategies to provide more transportation choices, as

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<sup>1</sup> The Bend Metropolitan Planning Organization is the lead agency for regional transportation planning and the decision making body for federal and state transportation funding for the Bend Area.

<sup>2</sup> The BMPO must update its plan every five years, and at the time of adoption, it must look out at least 20 years.

<sup>3</sup> The BMPO model has allocated future population and employment growth to areas inside the current UGB and in select areas outside the UGB. The areas outside the UGB that received portions of the 2040 growth were also locations that were considered in some of the UGB scenarios but did not get included in the final approved UGB expansion.

required by state law.<sup>4</sup> These included looking at how future growth patterns will affect people's transportation choices, and their ability to walk, bike, use transit, or make shorter trips. The future growth pattern that formed the basis for the City's adopted strategies looked ahead to the year 2040, even though the UGB planning process was mainly focused on planning for growth through 2028.<sup>5</sup> This means that the land use assumptions for the 2040 analysis considered additional development and redevelopment beyond what was expected by 2028. Some of that additional development and redevelopment was assumed to occur in the central core of the City, in places that were identified as "Opportunity Areas" as part of the UGB process and which were designated for future mixed-use development. Some of the growth was assumed to occur in areas outside the UGB because participants thought it was unrealistic to assume that the City would not expand again for the next 20-plus years. The 2040 analysis used in the ILUTP was subsequently used for the BMPO 2040 Regional Travel Demand Model land use assumptions. The following sections provide additional explanation of where and what type of growth is assumed to occur through 2040.

## Forecasts for 2040

The land use assumptions start from population and employment forecasts that estimate the number of people that will live and work in Bend by the year 2040. These forecasts come from state agencies that use the best available information about past growth and trends. Population forecasts are generated by Portland State University's Population Research Center using a model to forecast natural increase (births minus deaths) and net migration (in-migration minus out-migration). Employment forecasts are generated by assessing the economic opportunities analysis (EOA) prepared by the Oregon Office of Economic Analysis, the City of Bend EOA, and an assessment of regional employment data. The forecasts are "coordinated" in that population forecasts at the city level add up to match state-level population forecasts, and reference local, regional and statewide trends for employment. The approximate total existing and projected population and employment in the City of Bend are shown in Table 1.

**Table 1: Population and Employment Estimates and Forecasts**

Category	2014 (Estimated)	2028 (Projected)	2040 (Projected)
<b>Population</b>	84,000	115,000	143,600
	<i>Source: Census Population Estimate</i>	<i>Source: Bend Housing Needs Analysis</i>	<i>Source: Portland State University Population Research Center</i>
<b>Employment</b>	43,000	67,000	81,000
	<i>Source: Quarterly Census of Employment and Wages</i>	<i>Source: Bend Employment Opportunities Analysis</i>	<i>Source: Analysis prepared for Bend MPO</i>

Population growth projections were converted to projected new housing units based on Census data on average household size and percent of population living in "group quarters" (e.g. dorms, nursing homes, etc.), and housing vacancy rate, using assumptions consistent with the City's adopted Housing Needs Assessment (HNA). Some adjustments were also required for the employment projections to account for methodology differences between the 2028 projection

<sup>4</sup> Oregon's Transportation Planning Rule (TPR) requires larger communities, including Bend, to plan transportation systems and land use patterns that increase transportation choices and reduce reliance on the automobile. (Oregon Administrative Rule 660-012-0035)

<sup>5</sup> The 2040 land use and transportation strategies were adopted in an appendix to the Bend Transportation System Plan, called the "Integrated Land Use and Transportation Plan", July 19, 2016.

and the 2040 projections. With all adjustments and conversions applied, the projected housing and employment growth from 2014 to 2040 was 28,046 housing units and 27,745 jobs.

## 2040 Spatial Allocations: Where Growth is Projected to Occur

This section summarizes where Bend's forecasted growth in housing and jobs was assumed to occur by 2040. At a high level, the land use allocations reflect the following assumptions, based on adopted City growth management policies and development trends:<sup>6</sup>

- Redevelopment with more housing and jobs in mixed use "opportunity areas" near the center of the City;
- Increasing density and redevelopment in some transit corridors (areas that have relatively frequent bus service);
- Development on much of the vacant buildable land within the City;
- Small amounts of residential infill and Accessory Dwelling Units (ADUs)<sup>7</sup> in existing neighborhoods where already allowed by existing zoning and comprehensive plan designations;
- Higher average density for future development, but within the ranges allowed today; and
- Limited UGB expansion on lands identified as potentially suitable for future expansion but not included in the 2016 UGB expansion.<sup>8</sup>

The projected housing and employment growth was distributed geographically based on several factors, including:

- Comprehensive plan land use designation (type and amount of development allowed);
- Presence of existing development;
- Natural resource constraints;
- Public land ownership;
- Subdivision contracts, covenants and restrictions (CC&Rs) that preclude further development;
- Redevelopment potential (for commercial, industrial, and mixed-use areas); and
- Need for new streets, parks, schools, and other uses.

To simplify the complex assumptions that were used to reflect the factors above in the many different land use designations and contexts in the City, this section summarizes how growth was assumed to occur in the following types of areas:

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<sup>6</sup> These assumptions and strategies are also reflected in the adopted ILUTP.

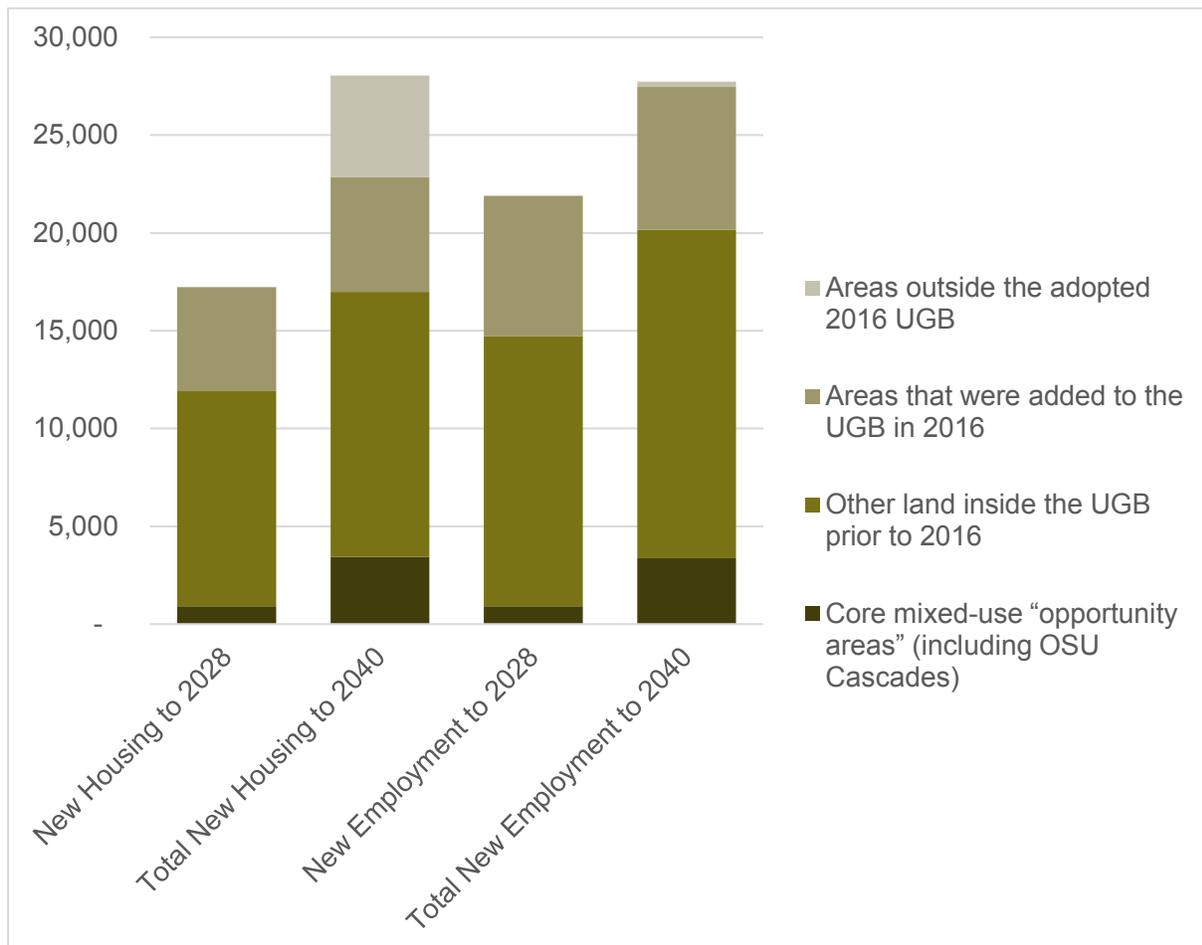
<sup>7</sup> Accessory Dwelling Units are small living quarters on a property with a single-family home that are independent of the main house (including having their own kitchen or kitchenette).

<sup>8</sup> State laws require that cities consider certain types of land first when expanding the UGB – generally land that is not designated as high-value farmland. All areas that were included in the 2016 UGB expansion and all additional areas included in the land use assumptions through 2040 were designated as "exception lands" by the state, meaning that they are not subject to farm and forest land protections. State regulations also require that cities consider factors like the ability to develop the land efficiently; the ability to provide infrastructure and public services cost-effectively; environmental, energy, economic and social consequences; and compatibility with nearby farms and forestry uses. All these were considered in the 2016 UGB expansion, which identified more potentially suitable land for future expansion than was needed to accommodate growth through 2028. As noted previously, **UGB expansions assumed beyond the adopted 2016 UGB are for analysis purposes only, and do not imply a guarantee or pre-determination of where or when future UGB expansions will take place.**

- **Core mixed-use “opportunity areas”** that were identified as part of the UGB process:
  - Bend Central District, between the US 97 and 4<sup>th</sup> St and between NE Revere Ave and the railroad tracks;
  - Central Westside, including the new Oregon State University Cascades campus;
  - “KorPine”, near Crux Brewery between SW Bond St and US 97 and between Arizona Ave and Wilson Ave;
  - “East Downtown”, between NW Harriman St and US 97, and between NW Franklin Ave and NW Irving Ave; and
  - Inner Highway 20 / Greenwood Ave, from NE 4<sup>th</sup> St to NE 10<sup>th</sup> St.
- **Other land inside the UGB** prior to the 2016 UGB expansion
- **2016 UGB Expansion areas** – 2,380 acres across 10 different areas on all sides of the City
- **Areas outside the adopted 2016 UGB** – land generally adjacent to the 2016 UGB expansion areas but not currently in the UGB (see footnote 8)

Figure 2 illustrates the relative intensity of housing growth in different areas, while Figure 3 illustrates the relative intensity of employment growth. Figure 1 and Table 2 summarize the housing and job growth assumed for each of those types of areas through 2040 to match up to the total population and employment growth forecast for the City. Table 2 also provides the growth increments in each area through 2028 based on the UGB assumptions as a comparison.

**Figure 1: New Housing and Employment (2014-2040) by Area**



**Table 2: New Housing and Employment (2014-2028 and 2014-2040) by Area**

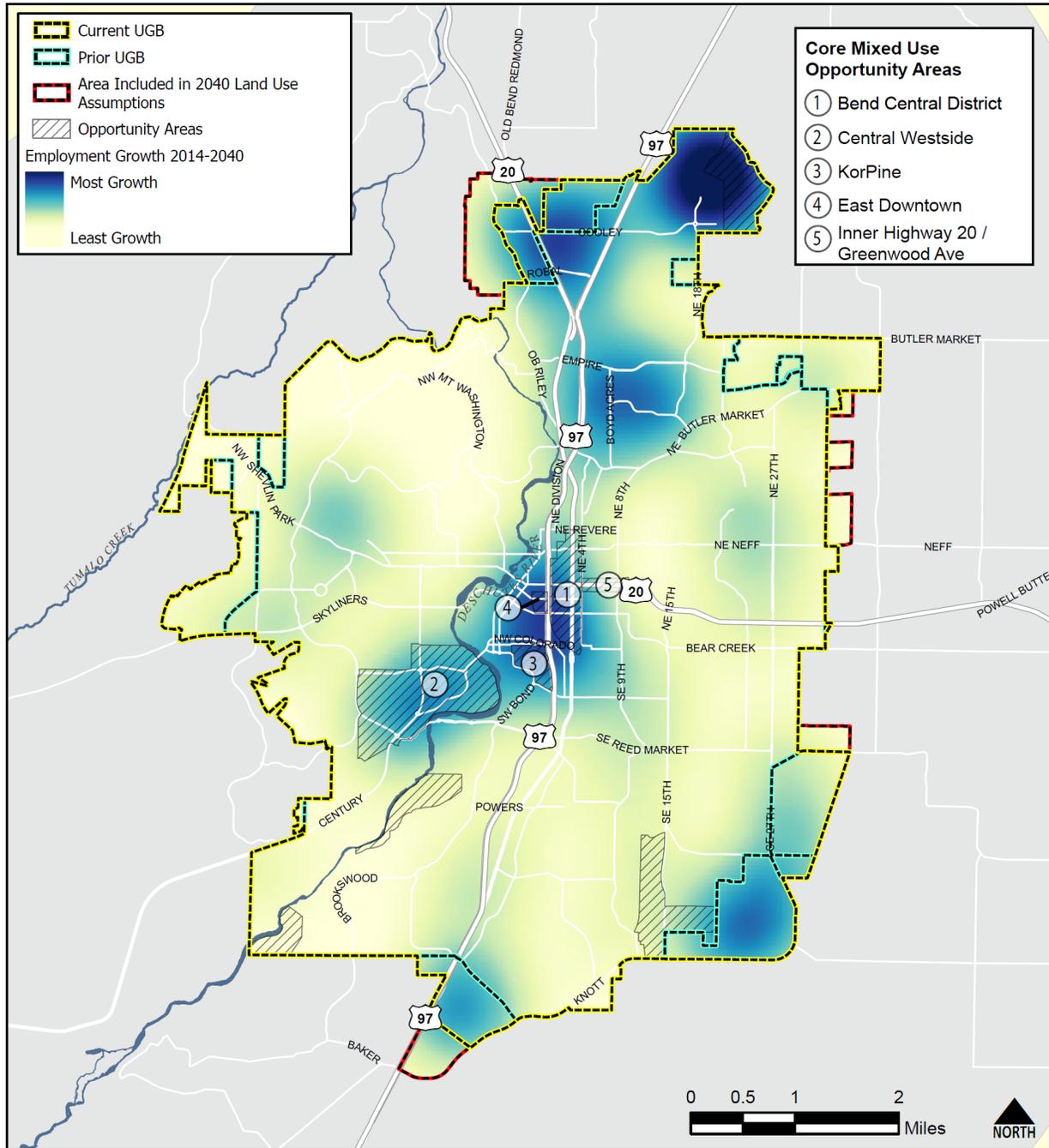
Type of Area	New Housing to 2028	New Housing to 2040	New Employment to 2028	New Employment to 2040
<b>Core mixed-use “opportunity areas” (including OSU Cascades)</b>	916 (5%)	3,434 (12%)	919 (4%)	3,372 (12%)
<b>Other land inside the “pre-2016” UGB</b>	11,034 (64%)	13,552 (48%)	13,804 (63%)	16,779 (60%)
<b>Areas that were added to the UGB in 2016</b>	5,282 (21%)	5,869 (21%)	7,181 (33%)	7,312 (26%)
<b>Areas outside the adopted 2016 UGB</b>	0 (0%)	5,190 (19%)	0 (0%)	280 (1%)
<b>Total</b>	17,232 (100%)	28,045 (100%)	21,904 (100%)	27,743 (100%)



**Figure 3: Heat map of projected employment growth (2014-2040)**

**Land Use Assumptions for Growth through 2040**  
**Employment Growth**

Prepared 2/21/2018



**Disclaimer:** This map represents land use assumptions for modeling purposes only. This is not a proposal for specific comprehensive plan designations.



## Conclusions

The above-referenced 2040 growth projections are recommended for use in Bend's Transportation Plan, based on the following rationale and considerations:

- The growth projections are consistent with Bend's adopted Comprehensive Plan, including the adopted Integrated Land Use and Transportation Plan.
- They are consistent with the regional travel demand model land use inputs currently in use by the Oregon Department of Transportation on other transportation analysis projects.
- They are estimates of future growth, not detailed predictions or mandates, and do not commit the City to any future course of action on land use.
- The MPO plan must be updated every 5 years. That regular cycle provides an opportunity to regularly assess and update the land use data and forecasts.