

MEMORANDUM

To: Tyler Deke
From: Thomas Brennan and Oren Eshel
Date: March 28, 2012
Subject: Public Transit Plan Goals – DISCUSSION DRAFT

This memorandum is intended to facilitate a discussion about the goals for the Public Transit Plan (PTP). It first recaps goals for developing the PTP described in the Project Charter and summarizes the existing, high-level transit goals for the Bend area, from the Bend MPO Metropolitan Transportation Plan (MTP) and City of Bend Transportation System Plan (TSP). A detailed listing of existing goals and objectives is provided in an appendix at the end of the memo.

Based on these goals as well as input received from the project Technical Advisory Committee (TAC) at its meeting in February, 2012, the memo proposes revisions to the Public Transit Plan goals. These goals will be discussed with the key agency participants and the project Technical Advisory Committee (TAC) and a final set of goals will be developed. The final memo will recommend possible changes to the adopted MPO and/or City transit goals that are listed in the Appendix.

INITIAL PUBLIC TRANSIT PLAN GOALS

The initial goals for the Public Transit Plan (PTP), as defined in the Project Charter, are as follows (emphasis added):

- **Prepare for future community growth, and economic and demographic change.** The City of Bend currently benefits from the existence of fixed route service and complementary paratransit service, and Community Connector shuttles. The PTP will enable a strategic approach to meeting land use, infrastructure, and funding requirements, thereby enhancing system efficiency and effectiveness.
- **Identify the conditions and thresholds that will allow for expanded fixed route transit,** including opportunities for new service models and systems (e.g. bus rapid transit).
- **Completion of a broad, flexible public transit plan.** The PTP will include route corridors, transit stop locations, and facilities for interconnecting to regional public transit systems. The PTP will assess opportunities for alternate delivery systems (current system is a hub-spoke system), including the feasibility of bus rapid transit. The PTP should be flexible to allow for unforeseen future community conditions.
- **Identify partnership opportunities.** There are multiple public transit providers in the Central Oregon region, businesses with workforce transportation needs, and organizations that represent populations that rely on public transit for personal mobility.

The project should engage these entities to ensure an efficient, affordable and reliable transit service can be developed and maintained.

EXISTING TRANSIT GOALS

The following strategies for public transit in the City of Bend TSP (which are also included in the MTP) lay out the vision for transit within city and MPO boundaries. They are excerpted below and included in full in the appendix.

6.4.2 MULTI-MODAL STRATEGIES: Public transportation is an important element of multi-modal transportation planning. It provides a valuable transportation alternative for high volume travel corridors....

6.4.3 COMMUNITY MOBILITY: Public transportation improves mobility for a wide range of the traveling public.... Thus, public transportation is a valuable service that fills a much broader function than solely trip reduction. It provides mobility for those without cars as well as being an alternative to the automobile for many travel needs of the community.

This language in the MTP and TSP makes it clear that public transportation is a key element of multimodal transportation planning as a matter of MPO and City policy and identifies various benefits derived from transit. It also states that, beyond reducing vehicle trips, transit provides a valuable service to a diversity of users—people who depend on transit for mobility as well as people who choose to use it. The vision is expressed in four objectives in the Bend TSP:

- Continue to develop public transportation services for the transportation disadvantaged
- Reduce reliance on automobiles and develop public transportation facilities
- Increase mobility and accessibility throughout the urban area
- Continue to provide infrastructure and land use planning to support transit

Detailed public transit goals/policies from the MTP and TSP are included as an Appendix at the end of this memo.

INITIAL TAC INPUT ON TRANSIT

In breakout sessions as part of the February, 2012 Technical Advisory Committee (TAC) meeting, TAC members discussed desired outcomes for public transit and land use and the role of public transit and public facility plans in achieving those outcomes. A synthesis of key themes from the TAC meeting is provided below to help inform the PTP goals (flip chart notes from the sessions are included with the minutes for the February TAC meeting).

The desired local outcomes for transit and land use include to:

- Attract / incentivize transit use among “choice” riders, without losing sight of the access and service needs of “transit dependent” riders (i.e., achieving a balance between productivity and coverage)
- Improve neighborhood cohesiveness and economic vibrancy, public health, and community livability
- Foster a greater mix of land use type and businesses in transit corridors and transit-served neighborhoods (employment and/or services)

To achieve these outcomes, transit should:

- Be more convenient, in terms of directness of service (more one-seat rides) and frequency (to enable spontaneous use)
- Be more attractive, creative/fun, and dignified (e.g., through vehicle and stop amenities and design); create a “community culture” and identity for transit
- Adopt technology (Wi-Fi, smartphone integration, electronic notification, stop announcements) to make service more convenient and easier to use
- Be “reasonably” competitive, in terms of end-to-end travel times, relative costs, and overall incentives/disincentives
- Act as a catalyst for land use changes and multimodal improvements

Coordination of transit with land use and public facility plans can influence the desired outcomes by:

- Providing a “complete” and more “balanced” transportation system that is a network of multimodal transportation corridors and services (not just a road network)
- Identifying priority corridor(s) where enhanced transit service can most effectively demonstrate the potential for transit to the community
- Leveraging infrastructure investments to support transit
- Adopting/strengthening code and policy that supports the desired outcomes

GOALS FOR THE PUBLIC TRANSIT PLAN (DRAFT)

Proposed additions/revisions to the initial goals for the PTP are as follows (colored, underlined text represents additions or revisions. These are goals for the PTP, not the final goals that will address how transit and actions identified in the PTP will guide transit system development in Bend over the next 20 years.

- **Prepare for future community growth, and economic and demographic change.** The City of Bend currently benefits from the existence of fixed route service and complementary paratransit service, and Community Connector shuttles. The PTP will enable a strategic approach to meeting land use, infrastructure, and funding requirements, thereby enhancing system efficiency and effectiveness. The PTP should identify connections between existing and planned centers and recommend code and policy that should be adopted and/or strengthened to support the desired local outcomes for transit.
- **Identify the conditions and thresholds that will allow for expanded fixed route transit.** This should include opportunities for new service models and systems (e.g. bus rapid transit) and/or enhanced service levels. The PTP should identify priority corridor(s) where enhanced service can be most effective and demonstrate the potential for transit in Bend.
- **Complete ~~ion~~ of a broad, flexible public transit plan.** The PTP will include route corridors, transit stop locations, and facilities for interconnecting to regional public transit systems. The PTP will assess opportunities for alternate delivery systems (current system is a hub-spoke system), including the feasibility of bus rapid transit. The PTP should be flexible to allow for unforeseen future community conditions.
- **Identify elements of a Complete Transit System for Bend.** The PTP will use the Complete Transit System as a unifying concept for complementary transit and land use elements (e.g., route network, service levels, facility design, and land use policies) that must function together to achieve the desired local outcomes for transit in Bend. These elements will help make transit an attractive, dignified travel option, as a means to both incentivize transit use among “choice” riders and better meet the access and service needs of “transit dependent” riders.
- **Identify partnership opportunities.** There are multiple public transit providers in the Central Oregon region, businesses with workforce transportation needs, and organizations that represent populations that rely on public transit for personal mobility. The project should engage these entities to ensure an efficient, affordable and reliable transit service can be developed and maintained.

Over the course of the coming months, a set of PTP goals and objectives will be crafted based on input from the TAC, the general public and other key stakeholders. While many of the key themes from the goal set listed above will be included in the PTP goals, they will communicate how transit investments can help the Bend area accommodate population and job growth, support economic development, provide mobility for an increasingly diverse customer base, and help reduce environmental impacts of transportation.

Appendix A Existing Public Transit Goals

MTP AND TSP STRATEGIES

The MTP and TSP provide identical preambles to the public transportation goals. In the Bend TSP, they are subtitled as shown below.

6.4.2 MULTI-MODAL STRATEGIES

Public transportation is an important element of multi-modal transportation planning. It provides a valuable transportation alternative for high volume travel corridors. Public transportation can improve the efficiency of arterial streets because fewer vehicles are required on the road to serve the same number of trips. When faced with costly road improvement or construction difficulties, concerted trip reduction programs can add years of life to a roadway's capacity. Improvements to air quality can also be achieved by the net reduction of motor vehicle emissions. Public transportation can also play an important role in reducing congestion and parking requirements in high demand areas such as the downtown.

6.4.3 COMMUNITY MOBILITY

Public transportation improves mobility for a wide range of the traveling public. School age children can use public transportation for trips to school, after-school activities, or recreational pursuits. Likewise, there are many other segments of the population that either don't have a car (many for financial reasons), are unable to drive or would simply prefer to let someone else do the driving. Seniors who need to make unscheduled trips for shopping, medical or other trips have added flexibility to augment their Dial-a-Ride activity. Workers of all ages can get to their jobs without owning or relying on a car. Thus, public transportation is a valuable service that fills a much broader function than solely trip reduction. It provides mobility for those without cars as well as being an alternative to the automobile for many travel needs of the community.

TRANSIT GOALS

Bend MPO MTP Goals

The MTP identifies ten specific goals and policies within the Public Transportation chapter that are related to TDM (Transportation Demand Management). These are to:

1. Work with ODOT, the city of Bend, Deschutes County, and transit service providers to study countywide rideshare facility needs, and investigate public transit possibilities including potential transit opportunities for a regional or commuter-based transit system.
2. Work with special service providers, ODOT, Deschutes County, and the city of Bend to secure additional funding as well as increase promotion of transit or transportation services that may be underutilized.
3. Work with special service providers, ODOT, Deschutes County, and the city of Bend to identify and monitor the needs of the transportation disadvantaged and attempt to fill those needs.

4. Work with the City of Bend to preserve and improve existing transit and paratransit services (efficiency, expanded ridership and routes, zone destination) and develop a strategic plan for its future expansion.
5. Work with the City of Bend, ODOT and other jurisdictions to evaluate funding alternatives and seek appropriate resources to expand the public transportation system.
6. Work with all central Oregon communities and the State to evaluate and develop inter-urban public transportation services.
7. To better accommodate a fixed-route transit system, work with the City of Bend to develop land use ordinances and other regulations that establish pedestrian and transit-friendly design along potential or existing transit routes.
8. Work with the City of Bend and other governmental agencies to develop a 20-year transit master plan. The plan should include but is not limited to routing maps, the type and location of required infrastructure, marketing/public education plan, development/redevelopment requirements for transit, funding mechanisms, and implementing ordinances.
9. Participate in and support regional discussions and efforts to develop and improve regional public transportation services. The discussion could include development of a city- or region-wide transit district and evaluation and implementation of creative public/private sector funding techniques to accomplish this task.
10. Seek additional public transportation funding resources for public transportation.

City of Bend Transportation Planning Goals

The overall Transportation Planning goals from the City of Bend TSP (5.0.1.2, page 60), adopted as part of the City's General Plan are:

- **Mobility and Balance:**
 - Develop a transportation system that serves all modes of travel and reduces the reliance on the automobile.
 - Provide a variety of practical and convenient means to move people and goods within the urban area.
- **Efficiency:**
 - Address traffic congestion and problem areas by evaluating the broadest range of transportation solutions.
 - Coordinate and design transportation improvements to assure the expenditure of resources in the most cost-effective manner.
 - Encourage the development of land use patterns that provide efficient, compact use of land, and facilitate a reduced number and length of trips.
- **Accessibility and Equity:**
 - Provide people of all income levels with the widest range of travel and access options within the Bend urban area.
 - Provide all transportation modes access to all parts of the community.
- **Environmental:**
 - Recognize and respect the natural features over which transportation improvements pass to minimize adverse impacts.

- Design transportation improvements to preserve air and water quality, minimize noise impacts, and encourage energy conservation.
- Economic:
 - Implement transportation improvements to foster economic development and business vitality.
- Livability:
 - Design and locate transportation facilities to be sensitive to protecting the livability of the community.
- Safety:
 - Design and construct the transportation system to enhance travel safety for all modes.

City of Bend TSP Objectives and Policies

The TSP provides four objectives, six supporting policies, and seven implementation actions for public transportation.

6.9.5 PUBLIC TRANSPORTATION SYSTEM

Objectives:

- Continue to develop public transportation services for the transportation disadvantaged
- Reduce reliance on automobiles and develop public transportation facilities
- Increase mobility and accessibility throughout the urban area
- Continue to provide infrastructure and land use planning to support transit

Policies:

1. The City shall preserve and improve the existing Dial-A-Ride service (efficiency, expanded ridership and routes, zone destination) and develop a strategic plan for its future expansion that results in the initiation of a citywide public transportation system.
2. The City shall develop a public transportation system that accommodates the needs of Bend residents and visitors in order to reduce reliance on the automobile.
3. The City shall coordinate with the State and other jurisdictions to evaluate funding alternatives and seek appropriate resources to support a public transportation system. Effort should be made to evaluate creative funding techniques that may include the combination of public and private transportation resources in coordination with other agencies and transportation providers.
4. The City shall work together with Central Oregon communities and the State to develop inter-urban public transportation services. Priority shall be given to high load ridership corridors.
5. To accommodate a fixed-route transit system, land use ordinances and other regulations shall be implemented that establish pedestrian and transit-friendly design along potential or existing transit routes.
6. The City shall work with other governmental agencies to develop a 20-year transit master plan. The plan shall include but is not limited to routing maps, the type and location of required

infrastructure, marketing/public education plan, development/ redevelopment requirements for transit, and funding mechanisms. Ordinances shall be adopted that implement the Master Plan.

Implementation:

1. Develop a strategic plan for public transportation that results in the initiation of a citywide public transportation system.
2. Develop an improved public transportation system for the urban area by:
 - a) Forming a Transit Advisory Group
 - b) Expanding the existing Dial-A-Ride system for the general public using existing funding resources,
 - c) Expanding the existing Dial-A-Ride system and implementing a fixed-route bus system* for the general public using additional funding resources. (*To be developed as ridership increases along corridors; a fixed-route service would provide a more efficient transit rider service).
3. The City shall actively participate in and support regional discussions and efforts to develop and improve countywide public transportation services (e.g., City participation in Central Oregon Area Commission on Transportation – COACT and Central Oregon Intergovernmental Council – COIC, discussions on public transportation). Discussion to include the development of a countywide transit district and evaluation and implementation of creative public/private sector funding techniques to accomplish this task.
4. Work with other Central Oregon communities to improve inter-urban transportation services.
 - a) Priority shall be given to high load ridership corridors within the Deschutes County area (i.e., Bend to Redmond, Bend to LaPine, etc.).
 - b) Development of other inter-city services outside of the Deschutes County area (i.e., Bend connections to the Willamette Valley, other destinations outside of Deschutes County).
5. The City shall establish land use ordinances and other regulations that support the development of pedestrian and transit-friendly design along all arterial and collector roadways.
6. Develop a 20-year transit master plan and implement a phased fixed-route transit system serving the Bend urban area:
 - a) Develop a fixed-route master plan to include a basic transit system and incremental improvements to the system, such as:
 - i) The 5-bus (6-route) transit system, illustrated on Figure 13, shall serve as an example of a basic start-up transit network.
 - ii) The 9-bus (7-route) transit system, illustrated on Figure 14, shall serve as an example of a more comprehensive transit network.
 - b) Acquire properties (or secure joint use agreements) for Park-n-Ride lots at strategically located sites (see also item “d.”) throughout the urban area.
 - c) Plan, acquire and develop a site in the downtown area for a transit center.

- d) Plan, acquire and develop at least four major transit stops including the Central Oregon Community College, the St. Charles Medical Center, and sites on the north and south reaches of Bend.
 - e) Implement a phased, fixed-route transit system, focusing initially on high transit ridership corridors.
7. To supplement City funds, seek additional public transportation funding resources for Bend urban area that will support a public transportation system by seeking:
- a) State and federal grants that support expanding public transportation for general public services
 - b) Voter approval of a funding measure to expand Dial-A-Ride system to support general public services
 - c) Voter approval of a funding measure to develop a fixed-route system to support general public services

The City of Bend TSP provides two objectives and nine policies for transportation and land use.

6.9.1 TRANSPORTATION AND LAND USE

Objectives:

- To promote land use patterns that support fewer vehicle trips and shorter trip lengths
- To ensure that future development, including re-development will not interfere with the completion of Bend's transportation system

Policies:

1. Medium and high-density residential development shall be located where they have good access to arterial streets and be near commercial services, employment and public open space to provide the maximum convenience to high concentrations of population.
2. The City shall continue to use and develop performance standards and guidelines that can reduce vehicle trip lengths and/or promote non-vehicle transportation modes.
3. The City shall consider facility needs for long-range transportation system corridor improvements for all modes, during the review of subdivisions, partitions, and individual site applications.¹¹
4. Developments at the edge of the urban area shall be designed to provide connectivity to existing and future development adjacent to the urban area.
5. The Zoning Ordinance shall be revised so that building design, building orientation and site plans for commercial and public facilities promote pedestrian, bicycle and transit access to and from nearby neighborhoods.¹¹
6. The City shall implement mixed use zoning as one of the land use strategies to promote fewer vehicle trips and shorter trip lengths.¹¹
7. The City shall be receptive to innovative development proposals, including zone changes, plan amendments, and text changes that promote alternatives to vehicular traffic and demonstrably reduce vehicle trips and trip lengths.¹¹
8. As areas that are currently beyond Bend's existing Urban Growth Boundary (UGB) are urbanized, the city, property owners, developers and all applicable service

districts shall work cooperatively to develop appropriate plans for extensions and connections of the transportation system, including but not limited to; roads, sidewalks, trails and/or public transportation. The objective of this planning effort will be to ensure that the new areas promote and facilitate the development of urban land use densities and systems that will fulfill the goals and objectives of the Transportation System Plan.6, 11

9. City staff shall review and update the General Plan amendment criteria and zone change criteria to encourage innovative developments that reduce motor vehicle trips or trip lengths and to encourage mixed-use development.

REFERENCES

Bend Metropolitan Transportation Plan (MTP), Chapter 8: Public Transportation, 2007.
<http://www.ci.bend.or.us/index.aspx?page=124>

City of Bend General Plan, Chapter 7: Transportation Systems, 2000 (includes selected text from TSP). <http://www.bendoregon.gov/modules/showdocument.aspx?documentid=4073>

City of Bend Urban Area Transportation Systems Plan (TSP), 2000 (Appendix C of Bend General Plan). <http://bendoregon.gov/modules/showdocument.aspx?documentid=4091>