

# Chapter 2: The Planning Process

## Introduction

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The Bend Metropolitan Planning Organization (BMPO) has prepared this update to the regional long range transportation plan, called the Metropolitan Transportation Plan (MTP), for the Bend Metropolitan Planning Area. This update is important to conform with state and federal requirements; to reflect changes to the MPO's transportation network, existing and planned future land uses, and socioeconomic characteristics that have occurred in recent years. It has also been completed to integrate other recently completed planning efforts such as the regional transit plan and county-wide Intelligent Transportation System (ITS) plan into the MTP.

The 2014-2040 MTP represents Stage I of a two stage update process. Stage I provides an update of the prior plan based on a new 2040 land use scenario and an updated 2040 revenue forecast. It is expected that the land use patterns within the MPO (which is a fundamental assumption that drives transportation needs) will be revised in the next few years as part of the City of Bend's current Urban Growth Boundary update efforts. Once that is complete and a new future land use pattern and UGB boundary is established, a comprehensive Stage II update of the BMPO's MTP will be completed to be consistent with those new land use plans. This effort will be a focused update of the current MTP to conform with state and federal requirements, reflect changes and work completed since the current plan's adoption, and, to the extent possible, incorporate goals of the latest federal transportation bill (MAP-21). This update is critical at this time to maintain federal funding eligibility. The update will plan for a horizon year of 2040.

The timing of the two staged MTP update process can be summarized as follows:

- Stage I (May to September 2014)
  - Plan update based on using a new 2040 land use scenario in the current Bend MPO travel demand model (planning year 2040)
  - Incorporate recently completed planning efforts and available data
  - Prepare an updated revenue forecast and financial plan
  - Conform with federal requirements to maintain federal status and funding
- Stage II (to begin early 2015)
  - Update the planning land use scenario based on outcomes of other Bend area planning efforts (such as the Bend UGB Remand process)
  - Reassess the findings and projects outlined in Phase I based on the new Redmond-Bend regional travel demand model that is currently being developed and make updates as needed
  - Update the MTP for additional MAP-21 requirements as they become clear

- Address additional concepts desired by the partnering agencies such as Alternate Mobility Standards and a more in depth evaluation of the needs of US97 (Parkway) and US20 in the BMPO area (see Chapter 21 – Outstanding issues for more specifics)

## **Process**

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### **Determine Transportation System Plan Requirements**

The MTP is designed to meet the requirements of the federal legislation and regulations encompassed in MAP-21. In addition, the regional plan must be consistent with the Oregon Transportation Plan and local community goals and priorities.

### **Determine Transportation System Needs**

Using population and employment forecasts for the year 2040, the travel-forecasting model was used to estimate transportation needs of the Bend metropolitan planning region for a 25+ year horizon. The Forecast Land Use chapter (Chapter 5) summarizes the growth and development assumptions used for the year.

A new “best practices” travel demand model was developed for the MTP. The Transportation Planning and Analysis Unit (TPAU) at ODOT developed the travel demand model with the assistance of BMPO and member agency staff. The model is sophisticated and requires significant data definition and input to produce accurate results.

A travel demand model is a tool that can accurately replicate existing transportation conditions and evaluate a variety of future year scenarios. To replicate base year conditions, the essential transportation inputs include the existing roadway and public transportation networks, recent traffic counts, and current population and employment information. Once this data has been entered and adjusted, the model simulates base year traffic movements within a small percentage of error of those observed.

The next step in the modeling process involves projections for future population distribution, employment locations, and any changes in travel behavior. Using these inputs, the model is able to derive future capacity limitations relative to the current roadway system. Once these deficiencies are identified, potential improvements are evaluated by rerunning the model with the “improved” transportation system. A range of different street networks, expansions of the public transportation network, and different land use scenarios can be tested this way. Although this is greatly over simplified, it demonstrates the usefulness of the model as a tool. Future year traffic projections are based on numerous assumptions about population, employment, automobile operating costs, and other factors that will change over time. As such, future year forecasts are only as good as the assumptions that are made. Every effort has been made to ensure that the assumptions used in the development of the BMPO travel demand model are as reasonable and accurate as possible.

Transportation improvement projects needed within the planning horizon were identified

during the needs assessment. This list of improvement projects was then assessed using the evaluation criteria. Once completed, this list became the financially unconstrained project list and vision beyond the present financial limitations of the MTP.

### **Develop Funding Plan and Project Lists**

A financial analysis was conducted to support development of the MTP. The analysis included a review of past transportation expenditures for Deschutes County, the City of Bend, Cascades East Transit, and ODOT. The financial analysis estimated the level of transportation-related funding that jurisdictions could reasonably expect to be available over the planning horizon. A summary of the financial analysis is discussed in the Revenue Analysis chapter (Chapter 19).

The financial limitations described by the financial analysis were merged with the project lists from the various systems (streets, transit, bicycle, pedestrian, transportation demand management, and transportation system management). Taking the financial limitations into consideration, funded (financially constrained) and illustrative (unfunded) project lists were prepared. The funded list includes only those projects that are within the present financial limitations of the implementing agencies. The funded list consists of a combination of the following six components to help meet the area's transportation needs for the next 20-25 years:

- (1) roadway improvements;
- (2) transportation system management (TSM);
- (3) transportation demand management (TDM);
- (4) transit service;
- (5) bicycle and pedestrian facilities; and
- (6) safety improvements.

The funded project list meets the definition of a financially constrained transportation plan and forms the basis for the MTP.

The projects in the illustrative list may not be relied upon as planned improvements until funding has been identified and the project moved into the constrained plan. Projects included in this currently unfunded category are identified in the Appendices.

### **The Committee Process**

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As with any regional effort, the update to the BMPO MTP occurred with significant collaboration and input from invested stakeholders and partnering agencies.

The agency and stakeholder involvement for this process used a Project Management Team, the BMPO Technical Advisory Committee (TAC), and the BMPO Policy Board to facilitate communication, support informed decision-making, and gain meaningful “buy-in” from all parties. Additional input was sought from other groups or organizations as needed through the process.

## **Policy Board**

The BMPO Policy Board is composed of elected officials from each of the affected jurisdictions including City of Bend, Deschutes County, and ODOT. The BMPO Policy Board makes the final approval decision regarding the MTP. The BMPO Policy Board served as the ultimate decision making and adoption body for the MTP update.

## **Project Management Team**

The Project Management Team consisted of the Bend MPO Manager, the City of Bend Growth Management Department Director, a planner from the City's Growth Management Department, a representative from ODOT Region 4 Planning, and the Consultant Team. The Project Team was responsible for the on-going management of the work effort, the completion of technical work, and communication with other project committees and stakeholders.

## **Technical Advisory Committee**

The BMPO Technical Advisory Committee (TAC) served as a sounding board to the Project Team and provided overall guidance and technical input as needed throughout the work effort. In addition to the Project Team members, the TAC consists of representatives from the City of Bend, Cascades East Transit, Deschutes County, the Department of Land Conservation and Development (DLCD), and the Oregon Department of Transportation (ODOT) among others. For this update, the TAC will include representation from ODOT's Transportation Planning and Analysis Unit (TPAU) as well as ODOT Region 4 Planning staff. The Technical Advisory Committee (TAC) was responsible for gathering, reviewing, and validating technical information and data that were used in the update of MTP.

## **Citizen Advisory Committee**

The Citizen Advisory Committee (CAC) makes recommendations to the Policy Board from the public's perspective on proposed long-range transportation plans and priorities for state and federal funding and other transportation issues.

## **Public Involvement**

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The Bend MPO public participation plan outlines a process for involving the public in the transportation planning process. The plan also allows for the BMPO to meet federal requirements which identify public involvement as a key component of the planning process.

Through the public involvement program and detailed technical analysis, transportation needs were identified and consensus was developed on system improvement strategies. Local agency staff and the Policy Board guided the planning effort for the 2014-2040 MTP. The Technical Advisory Committee had equally important participation.

The public participation program also included public notices of all TAC and Policy Board meetings during plan development. The public involvement process, in addition to being a federal and state planning requirement, is a priority of BMPO and the local agencies involved in development of the MTP.