



## MEETING AGENDA

# Steering Committee Meeting #2

MEETING DATE: Thursday, May 3, 2018

MEETING TIME: 4 – 6:30 p.m.

LOCATION: Riverbend Community Room, Bend Park and Recreation District  
799 SW Columbia, Bend

## Objectives

- Progress report and process look-ahead with CTAC Co-Chairs
- Steering Committee guidance on project goals
- Approve land use assumptions for transportation modeling
- Overview of transportation funding

### 1. Agenda Overview and Process Overview/Look Ahead (15 min)

Welcome (Mayor Roats)

Consider Public Comment here or at end of meeting.

Agenda overview (Joe Dills, APG, facilitator)

Process overview and look-ahead (Nick Arnis)

### 2. CTAC Report (20 min)

a. Introduction of CTAC Co-chairs

b. CTAC report, current activities, and Co-chair comments (Susanna Julber and Co-chairs)

### 3. Steering Committee Guidance on Project Goals (40 min)

This agenda item will present information regarding incorporation of Council goals with recent work by CTAC. Staff and CTAC are looking for direction from the Steering Committee on the approach and next steps for finalizing the goals. This is a work in progress when this agenda was posted. More information will be available at the meeting.

a. Presentation and discussion (Nick and Co-Chairs)

b. Action requested: Steering Committee direction on the approach and next steps for development of the project's goals and objectives.

### 4. Land Use Assumptions for Transportation Modeling (30 min)

This agenda item is a follow-up from the Steering Committee's discussion in March. Staff will present the 2040 land use assumptions, which have been updated to align with the most recent PSU population forecasts. The assumptions are for modeling purposes and are not land use policy decisions.

## STEERING COMMITTEE MEETING #2

- a. Assumptions for Bend – Joe/Nick.  
Please see memo in the packet.
- b. Update on coordination with Redmond, Deschutes County and ODOT – Tyler Deke
- c. Action requested: approval of the land use assumptions for Bend

**5. Funding Work Group and Transportation Funding Overview (30 min)**

This is an informational item.

- a. Funding Work Group charter – Emily Eros
- b. Briefing on Transportation Funding – Sharon Wojda

**6. Public comment (10 min) – 3 minutes per person at the discretion of committee****7. Close/next meeting – Joe Dills****Attachments**

Land use memorandum

Funding Work Group Charter

**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 Cassie Walling at [cwalling@bendoregon.gov](mailto:cwalling@bendoregon.gov) or 541.323.8514. Providing at least 3 days notice prior to the event will help ensure availability.



# Updated Land Use Assumptions for Bend's Transportation Plan

PREPARED FOR: Steering Committee  
COPY TO: Citywide Transportation Advisory Committee  
PREPARED BY: Becky Hewitt, Angelo Planning Group  
DATE: April 26, 2018

## Introduction and Overview

The purpose of this memorandum is to describe the land use assumptions that are proposed for use in creating Bend's Transportation Plan.<sup>1</sup>

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>2</sup> must use 20-year growth estimates when their transportation plans are updated.<sup>3</sup> To accommodate this 20-year timeline, the transportation modeling will look ahead to 2040. Portland State University (PSU) recently released draft population projections for Bend and Deschutes County. The projection for 2040 is significantly higher for Bend than previous 2040 population projections. Because the City is required to use the most recent available official projection in evaluating future transportation needs, the land use inputs must account for the additional population growth. In addition, because job growth generally tends to track population growth, additional population growth likely means additional employment growth, which must also be accounted for in the land use assumptions.

The Urban Growth Boundary (UGB) planning and analysis was based on a future year of 2028. The land use assumptions for Bend's Transportation Plan will extend to 2040 and be broadly consistent with the land use designations, policies and strategies that emerged from the UGB process and are adopted in the City's Comprehensive Plan and Integrated Land Use and Transportation Plan (ILUTP).<sup>4</sup> This could mean assuming more infill and redevelopment in the core of the City, more compact and efficient development on vacant land throughout the UGB, as well as some additional expansion on the periphery in locations that were evaluated as part of the UGB process.<sup>5</sup> It is important to note that the land use assumptions for the Transportation

---

<sup>1</sup> This memorandum is an update of a memorandum titled "Proposed Land Use Assumptions for Bend's Transportation Plan," dated February 12, 2018. It has been updated to reflect updated population forecasts released in March 2018, and refinements to land use assumptions to respond to the updated projections.

<sup>2</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>3</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>4</sup> As part of the City's UGB expansion planning process in 2014-2016, advisory committees and elected officials considered and adopted the Integrated Land Use and Transportation Plan, which contains strategies to provide more transportation choices, as required by state law. 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.

<sup>5</sup> The areas outside the UGB that are identified as accommodating some of the projected 2040 growth were considered in some of the UGB scenarios but did not get included in the final approved UGB expansion.

## UPDATED LAND USE ASSUMPTIONS FOR BEND'S TRANSPORTATION PLAN

Plan are just that – informed 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.

## 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 PSU'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**

	2014 (Estimated)	2028 (Projected)	2040 (Projected)
<b>Population</b>	84,000 <i>Source: Census Population Estimate</i>	115,000 <i>Source: Bend Housing Needs Analysis (August 2016)</i>	153,700 <i>Source: Portland State University Population Research Center (March 2018)</i>
<b>Employment</b>	43,000 <i>Source: Quarterly Census of Employment and Wages</i>	67,000 <i>Source: Bend Employment Opportunities Analysis (August 2016)</i>	88,100 <i>Source: Angelo Planning Group update based on analysis prepared for Bend MPO<sup>6</sup> (March 2018)</i>

Population growth projections were converted to projected new housing units based on Census data on average household size; the percent of population living in “group quarters” (e.g. dorms, nursing homes, etc.); and Bend's housing vacancy rate. All assumptions for these factors are 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 and the 2040 projections. With all adjustments and conversions applied, the projected housing and employment growth from 2014 to 2040 is approximately 33,710 housing units and 33,800 jobs.

## Background

The future growth pattern that formed the basis for the City's adopted strategies in the ILUTP looked ahead to the year 2040, even though the UGB planning process was mainly focused on planning for growth through 2028. The focus of the ILUTP is to create land use and transportation strategies to reduce Vehicle Miles Traveled (VMT) to meet statewide planning goals and standards in administrative rule. This means that the land use assumptions for the 2040 ILUTP 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

<sup>6</sup> Total employment growth was forecasted using the updated population forecast and the jobs-housing ratio applied for past 2040 employment projections, which is similar to the jobs-housing ratio as of 2015. The mix of employment types projected is based on analysis conducted for the Bend MPO.

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 2040 Bend Redmond Regional Travel Demand Model land use assumptions. However, these assumptions have been updated for use in Bend's Transportation Plan to account for the additional population and employment growth reflected in the latest projections. The updated land use assumptions have followed the same basic principles and approach as were used for the prior work in the ILUTP. The following section provides additional explanation of where and what type of growth is assumed to occur through 2040.

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

This section summarizes where Bend's forecasted growth in housing and jobs is 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>7</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>8</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>9</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 and approved future development projects;
- Natural resource constraints;

---

<sup>7</sup> These assumptions and strategies are also reflected in the adopted ILUTP.

<sup>8</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>9</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 were designated as “exception lands” by the state, meaning that they are not subject to farm and forest land protections. Additional areas outside the adopted UGB that are included in the land use assumptions through 2040 are also designated or proposed to be designated as exception lands. The eastern portion of a large Department of State Lands (DSL) property in the southeast has been formally proposed to be designated as exception land. The western portion of the property, which was previously designated as exception land, was included in the 2016 UGB expansion. These land use assumptions include allocating some future growth to the portion of the DSL property that proposed to be designated as exception land.

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.**

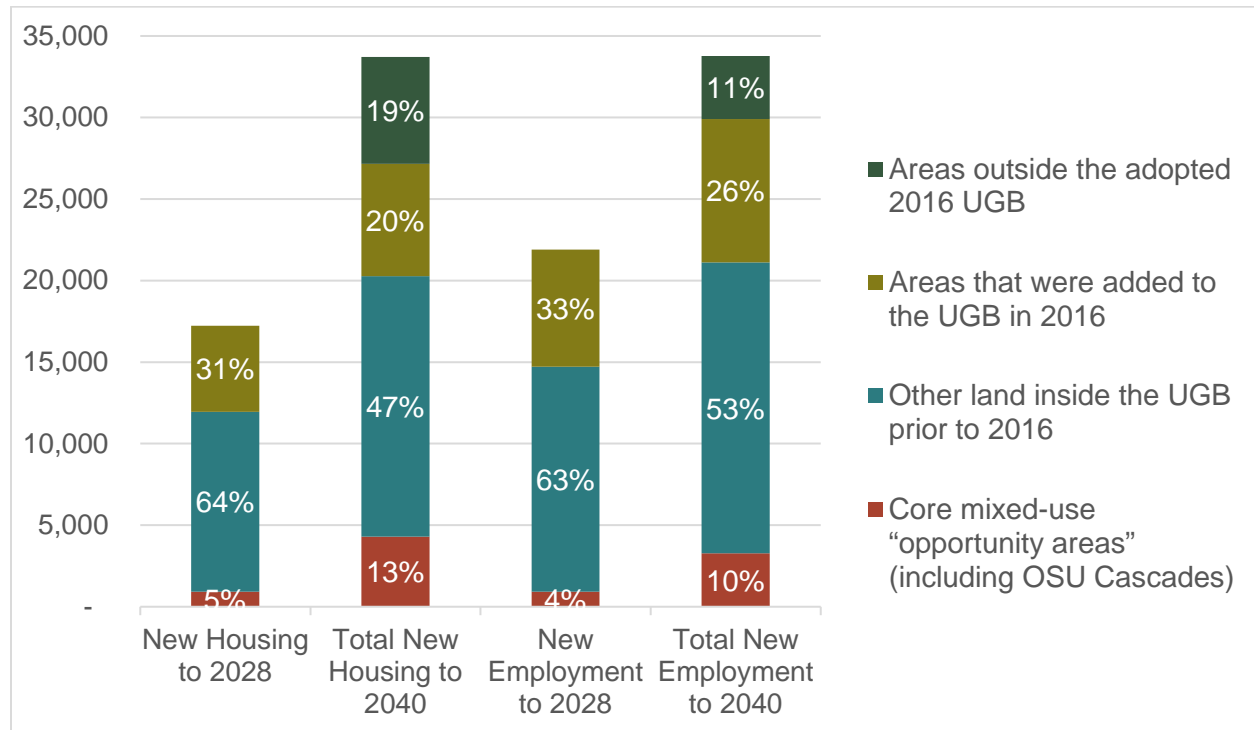
## UPDATED LAND USE ASSUMPTIONS FOR BEND'S TRANSPORTATION PLAN

- Public land ownership;
- Subdivision contracts, covenants and restrictions (CC&Rs) that preclude further development;
- Redevelopment potential (for commercial, industrial, and mixed-use areas); and
- Land needed for new streets, parks, schools, and other public facilities and institutions.

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:

- **Core mixed-use “opportunity areas”** that were identified as part of the UGB process:
  - Bend Central District, between 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 (OSU) 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 9)

Figure 2 illustrates the relative intensity of housing growth in different areas, and 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. As shown in Figure 1, approximately 19% of the housing growth and 11% of employment growth between 2014 and 2040 is assumed to occur outside the current UGB.

**Figure 1: New Housing and Employment (2014-2028 and 2014-2040) by Area****Table 2: New Housing and Employment (2014-2040) by Area**

Type of Area	New Housing*	New Employment
Core mixed-use "opportunity areas" (including OSU Cascades)	4,300 (13%)	3,330 (10%)
Other land inside the "pre-2016" UGB	15,990 (47%)	18,260 (54%)
Areas that were added to the UGB in 2016	6,870 (20%)	8,810 (26%)
Areas outside the adopted 2016 UGB	6,550 (19%)	3,400 (10%)
<b>Total</b>	<b>33,710 (100%)</b>	<b>33,800 (100%)</b>

\*Percentages do not sum precisely due to rounding – the missing 1% is split between multiple rows.

Examples of building prototypes and the approximate number of new housing units and new employees for each prototype are provided below.

- 4- to 5-story mixed use building with apartments above retail: 50 to 200 units and 5 to 20 employees
- 3-story multifamily (per building): 40 to 80 units
- 1- to 2-story office building: 10 to 50 employees
- 3- to 5-story office building: 50 to 200 employees
- Large retail building: 75 to 150 employees
- Small retail building: 2 to 10 employees



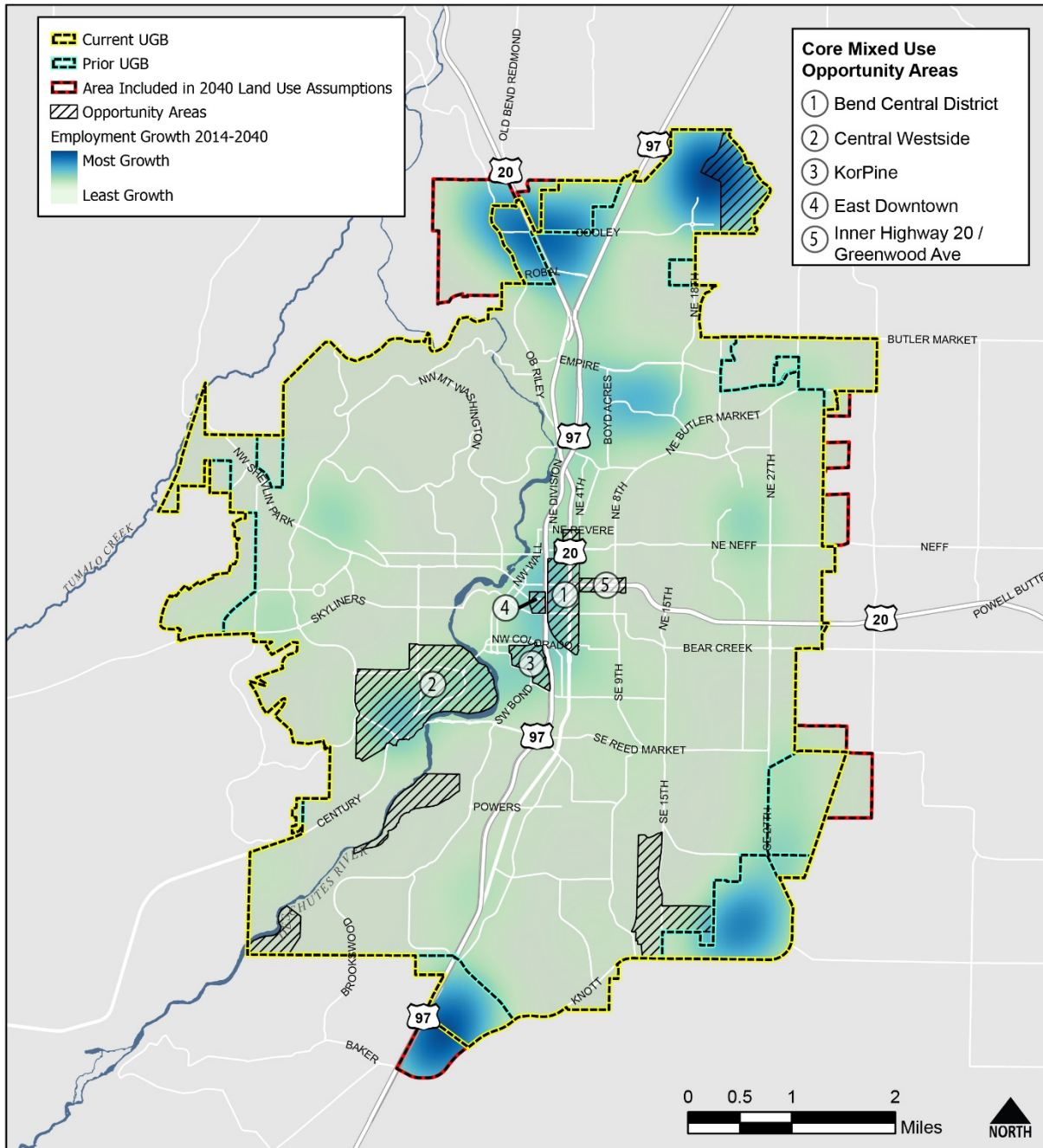




Figure 3: Heat map of projected employment growth (2014-2040)

### Land Use Assumptions for New Growth Between 2014 and 2040 Employment Growth

Prepared 4/25/2018



**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 amount of growth is based on and consistent with the most recent available population forecasts from PSU (March 2018 draft), which the City is required to use.
- The spatial allocations are consistent with Bend's adopted Comprehensive Plan, including the adopted Integrated Land Use and Transportation Plan.
- 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 other than what is already adopted policy.
- 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. The City's Comprehensive Plan and Transportation System Plan are also updated periodically.



# Funding Work Group Charter (draft)

PREPARED FOR: Project Management Team

PREPARED BY: Joe Dills and Emily Eros

UPDATED: April 25, 2018

## Overview

This memo describes the purpose, membership, staffing, meeting guidelines, and preliminary meeting commitment for the Funding Work Group.

## Purpose

The purposes of the Funding Work Group are to:

- Advise the Citywide Transportation Advisory Group (CTAC) on matters regarding transportation funding in Bend
- Working collaboratively with staff, provide guidance to the project team in the preparation of the Bend Transportation Funding Plan
- Recommend a draft Funding Plan to the CTAC

## Membership

The following guidelines were developed:

- 5-7 CTAC members with a high interest and/or background in funding issues.
- A variety of perspectives and background should be included. Examples of expertise include: economic development, land development, infrastructure planning/funding, law, banking and finance.
- At least one of the CTAC co-chairs should be a member of the Work Group

13 CTAC members volunteered for the Work Group and the CTAC co-chairs selected the following people:

### **Funding Work Group co-chairs:**

- Karna Gustafson
- Steve Hultberg
- Mike Riley
- Ruth Williamson

### **Funding Work Group members:**

- Katy Brooks
- Suzanne Johannsen
- Richard Ross
- Nicole Mardell
- Dale Van Valkenburg

## Staffing

Lead for the Funding Work Group – Emily Eros

Lead for funding strategies – Emily Eros

Support – Tyler Deke, Cassie Walling, Susanna Julber, Sharon Wojda, Camilla Sparks, Elizabeth Oshel

Senior staff “at the table” with the Work Group membership: Nick, Eric King, Finance, Legal. These key staff have expertise that should be integrated into the Committee discussions, hence the “at the table” role for them.

Consultants: Bob Parker, lead for deliverables, and Joe Dills, facilitator

Collectively, the staff listed above will work as an Internal Funding Team between Work Group meetings.

## Meeting Guidelines and Protocols

Same as those adopted by the CTAC.

## Work Plan and Meeting Commitment

*Preliminary and subject to change:*

- Meeting 1: Kickoff; committee charge, review of previous funding plans, overview of funding tools (June, 2018)
- Meeting 2: Initial Funding Assessment; detailed review of existing and potential funding tools (July)
- Meeting 3: Overview of funding gaps and preliminary funding alternatives (Sept)
- Meeting 4: Refined funding alternatives/packages (Oct)
- Meeting 5: Draft funding plan and recommendations (April, 2019)
- Meeting 6: Draft funding plan and recommendations (May, 2019)