

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
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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)¹ must use 20-year growth estimates when their transportation plans are updated.² 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.

The Urban Growth Boundary (UGB) planning and analysis was based on a future year of 2028. The land use assumptions for the TSP update will extend to 2040 and be broadly consistent with the land use planning completed for the UGB and integrated into the Regional Travel Demand Model. 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.³ 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

¹ 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.

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

³ 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.⁴ 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 2028.⁵ 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

	2014 (Estimated)	2028 (Projected)	2040 (Projected)
Population	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>
Employment	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 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.

⁴ 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)

⁵ 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.

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:⁶

- 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)⁷ 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.⁸

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:

- **Core mixed-use “opportunity areas”** that were identified as part of the UGB process:

⁶ These assumptions and strategies are also reflected in the adopted ILUTP.

⁷ 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).

⁸ 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.**

- Bend Central District, between the US 97 and 4th 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 4th St to NE 10th 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)

Error! Reference source not found. illustrates the relative intensity of housing growth in different areas, while Figure 3: Heat map of projected employment growth (2014-2040)

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 1% of employment growth between 2014 and 2040 is assumed to occur outside the current UGB.

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

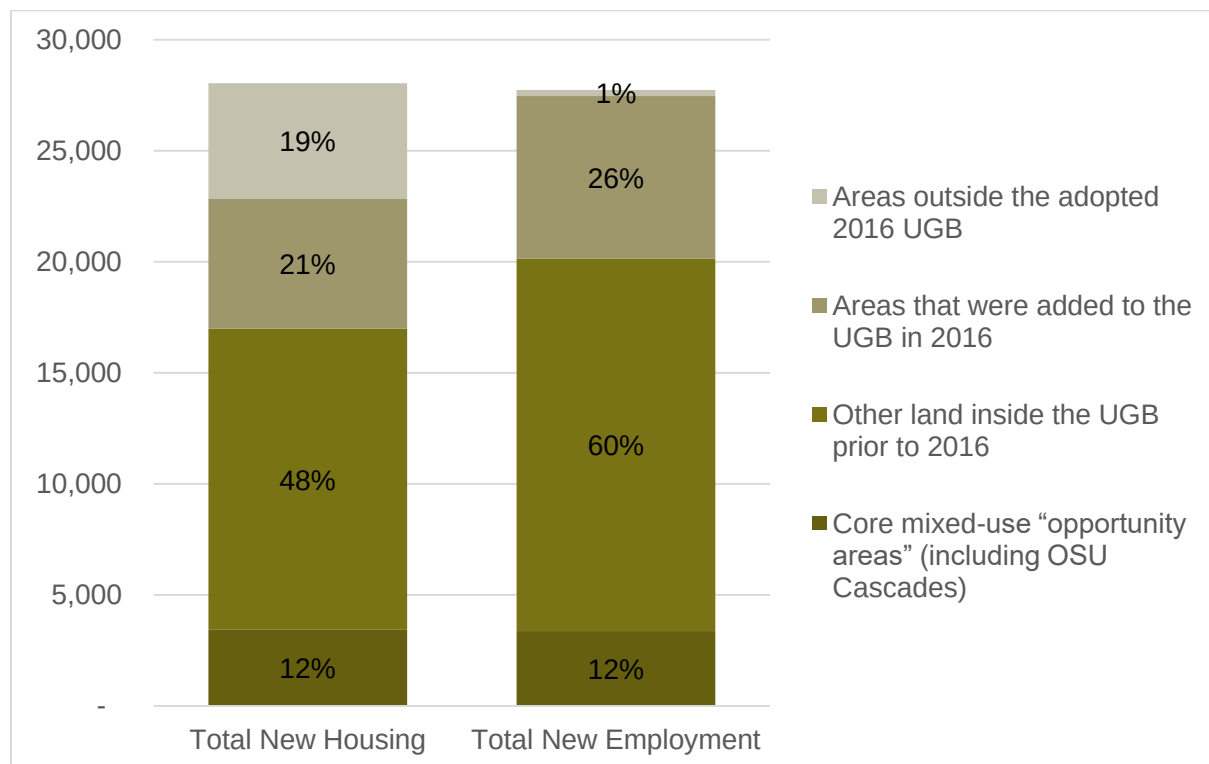


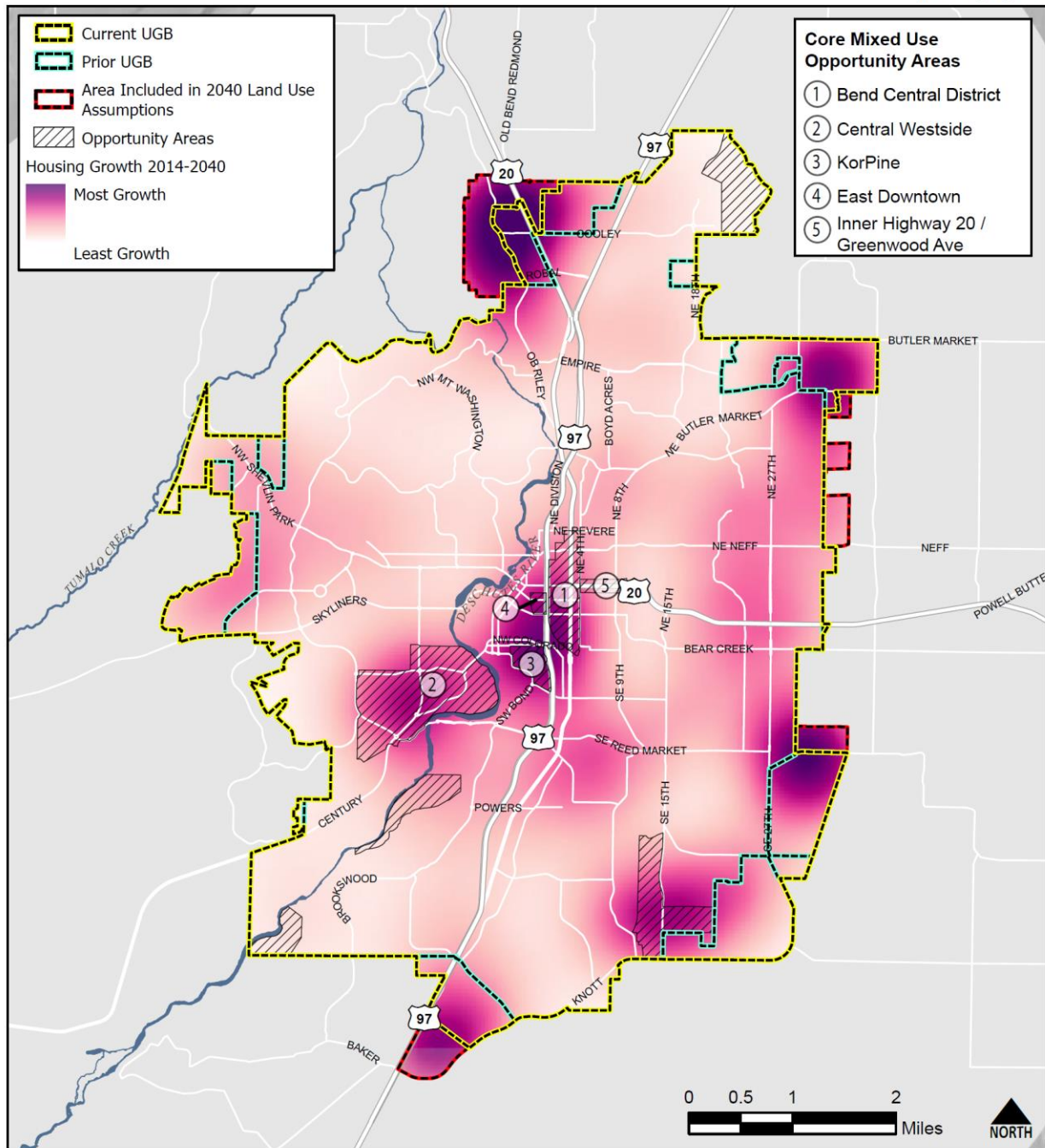
Table 2: New Housing and Employment (2014-2040) by Area

Type of Area	New Housing	New Employment
Core mixed-use “opportunity areas” (including OSU Cascades)	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 2016 UGB	5,190 (19%)	280 (1%)
Total	28,045 (100%)	27,743 (100%)

Figure 2: Heat map of projected housing growth (2014-2040)

Land Use Assumptions for Growth through 2040 Residential 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.

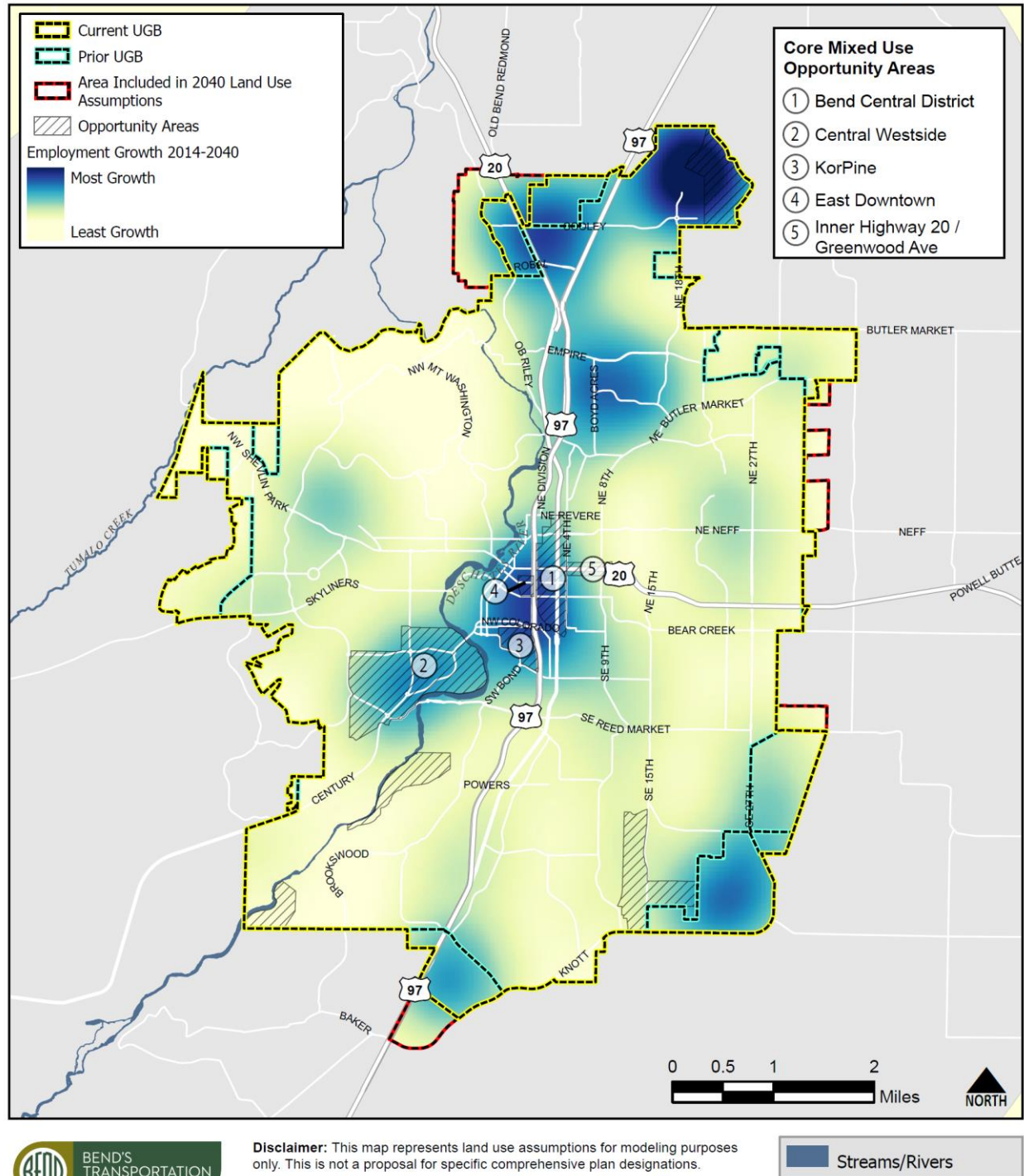


Figure 3: Heat map of projected employment growth (2014-2040)

Land Use Assumptions for Growth through 2040

Employment Growth

Prepared 2/21/2018



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.