



# Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

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February 10, 2011

Ken Mulenex, Mayor  
City of La Pine  
PO Box 3055  
La Pine, OR 97739

**Subject: Department of Land Conservation and Development Report and Recommendations for the Draft City of La Pine Comprehensive Plan**

Dear Mayor Mulenex:

The Land Conservation and Development Commission is scheduled to review La Pine's draft Comprehensive Plan at its regular meeting in Salem on **March 3, 2011**. The process for acknowledging a new city's comprehensive plan is outlined in [OAR 660-003](#); Procedure for review and approval of compliance acknowledgement request.

The attached report details the department's review of the draft Comprehensive Plan and its recommendations to the commission for acknowledgement and/or further action. Attachments to the report are posted on the department's website at [http://www.oregon.gov/LCD/la\\_pine\\_acknowledgement.shtml#La\\_Pine\\_Acknowledgement\\_Director\\_s\\_Report](http://www.oregon.gov/LCD/la_pine_acknowledgement.shtml#La_Pine_Acknowledgement_Director_s_Report)

Following its March 2011 hearing, the commission will decide whether La Pine's comprehensive plan complies with, partially complies with, or does not comply with Oregon's statewide planning goals. If the city's plan partially complies with (or does not comply with) the statewide goals, the city will have an opportunity to submit a revised plan for further consideration.

For more information about the report, its recommendations, or the upcoming commission meeting, please contact DLCD's Community Services Specialist Jon Jinings at [Jon.Jinings@state.or.us](mailto:Jon.Jinings@state.or.us) or (541)318-2890.

Sincerely,

Richard Whitman, Director

cc:

George Endicott, Mayor, City of Redmond  
Dan Cram, Chair, La Pine Parks and Recreation District  
John Thomas, Chair, La Pine Planning Commission  
Rick Allen, City of La Pine  
Barbeann Nelson-Dodson, La Pine Water District  
Dennis Carter, La Pine Water/Sewer District  
Nick Lelack, Deschutes County  
Jan Hanf, Bureau of Land Management

Mark Devoney, Oregon Department of Transportation  
Anne Glaze, Citizen Involvement Advisory Committee



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February 10, 2011

TO: Land Conservation and Development Commission

FROM: Richard Whitman, Director  
Jon Jinings, Community Services Specialist  
Karen Swirsky, Central Oregon Regional Representative

SUBJECT: Agenda **Item x**, March 3-4, 2011 LCDC Meeting

**DEPARTMENT REPORT AND RECOMMENDATION: REQUEST FOR ACKNOWLEDGMENT OF THE CITY OF LA PINE COMPREHENSIVE PLAN**

**I. AGENDA ITEM SUMMARY**

**A. Type of Action and Commission Role**

The matter before the Land Conservation and Development Commission (LCDC or commission) is a request from the City of La Pine for the commission's acknowledgment of its comprehensive plan, plan map, and urban growth boundary. Acknowledgment review is governed by the procedures in ORS 197.251, Oregon Administrative Rules (OAR) that implement ORS 197.251, and OAR Chapter 660, Division 003 *Procedure for Review and Approval of Compliance Acknowledgment Request*.

This report provides a review of the record submitted by the City of La Pine. The purpose of the commission hearing is to review the department's analysis and recommendations, to hear testimony from persons who submitted comments or objections to the city's submittal, and to decide what actions to take in response to the request.

The commission may do one of the following pursuant to ORS 197.251(1):

- (a) Grant acknowledgment of the request as submitted;
- (b) Deny acknowledgment of the request as submitted; or
- (c) Grant acknowledgement of part of the request and continue acknowledgment of the remainder subject to a compliance schedule approved by the commission.

## **B. Staff Contact Information**

If you have questions about this report or the city's request for acknowledgment compliance, please contact DLCDC Community Services Specialist Jon Jinings at (541)318-2890 or [jon.jinings@state.or.us](mailto:jon.jinings@state.or.us).

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## **II. SUMMARY OF RECOMMENDED ACTION**

The department recommends that the commission acknowledge the La Pine Comprehensive Plan as being in compliance with the following Statewide Planning Goals:

- Goal 1 – Citizen Involvement
- Goal 3 – Agricultural Lands
- Goal 4 – Forest Lands
- Goal 6 – Air, Water, and Land Resources Quality
- Goal 8 – Recreational Needs
- Goal 9 – Economic Development
- Goal 11 – Public Facilities and Services and
- Goal 13 – Energy Conservation

The department recommends that the commission direct the city and the department to continue to work together to establish a reasonable schedule for compliance with Goals 2, 5, 7, 10, 12, and 14. The department recognizes the tremendous effort that the La Pine community has invested in preparing its first comprehensive plan and recognizes the importance of the plan as a foundation for the city's future. This report outlines the fundamental work remaining for the City of La Pine to fully comply with the Goals and recommends that the city and the department work together toward the commission's acknowledgment of a successful comprehensive plan.

## **III. BACKGROUND**

### **A. Purpose of Acknowledgment**

The overall purpose of acknowledgment review is to determine whether an Oregon community's initial comprehensive plan, land use regulations, and plan or regulation amendments comply with the Goals and with state laws that implement the goals. (ORS 197.251(1) and OAR 660-003-0005(1)). The Goals provide a framework within which to carefully consider the future of each Oregon community and to coordinate investment and development within each community and each region of the state. The acknowledgment process provides a formal opportunity for review of a community's initial comprehensive plan among interested parties at the local, regional and state level.

### **B. Local Actions**

OAR 660-014-0010(4) requires that a city submit its comprehensive plan and implementing land use ordinances to the commission for acknowledgment review within four (4) years of the city's incorporation. Both the city and county must adopt findings supporting the comprehensive plan, the city's initial UGB and its comprehensive plan map. (Goal 14, OAR 660-024-0020(2)). The following provides the timeline of city actions during the four-year window:

- The City of La Pine incorporated on December 7, 2006.

- The city held its first evidentiary hearing on the proposed comprehensive plan on October 13, 2009.
- The city council adopted La Pine’s first comprehensive plan and plan map on March 10, 2010.
- Deschutes County co-adopted the La Pine Comprehensive Plan on April 5, 2010.
- The city submitted its notice of city adoption for the plan and the plan map to the State of Oregon on August 14, 2010.

The city is submitting its comprehensive plan in two-phases. This first phase addresses La Pine’s comprehensive plan, plan map, and urban growth boundary (UGB). La Pine has not yet submitted a complete set of implementing land use regulations. A second phase will address the city’s land use regulations and zoning map.

On January 11, 2010, Deschutes County submitted notice of a post-acknowledgment plan amendment to designate a UGB for the City of La Pine, adopt findings for the comprehensive plan and UGB, and adopt legislative amendments to County Development Code Chapter 23.48 Urbanization. The county adopted the La Pine plan, UGB, and plan amendments on April 5, 2010, and submitted a notice of adoption to the department on April 8, 2010. The city adopted its UGB and plan on March 10, 2010, and submitted a notice of adoption to the department on August 14, 2010.

#### **IV. REVIEW CRITERIA, PROCESS AND RECORD**

##### **A. Standard of Review**

Upon the request of a local government, the commission shall, by order, grant, deny, or continue acknowledgment of compliance of comprehensive plan and land use regulations with the goals. (ORS 197.251(1)) The standard of review for goal compliance is provided in ORS 197.747. A comprehensive plan, or any element thereof, must be acknowledged “in compliance with the goals” if it meets all of the following criteria:

1. It conforms on the whole to the purposes of the goals;
2. It meets the goal requirements, or, if it fails to comply with the requirements of the goal, that failure is technical or minor in nature; and
3. It conforms to the implementing rules for the goals, if there are any, or, if it fails to comply with the rules, that failure is technical or minor in nature.

##### **B. Decision-Making Criteria**

ORS 197.251(2) requires the commission to determine whether the comprehensive plan and land use regulations for which acknowledgment is sought are in compliance with Statewide Planning Goals. The applicable goals for La Pine are Goals 1 through 14. (See Section IV A Standard of Review.)

Commission rules in OAR Chapter 660 that implement and interpret the applicable goals:

- Division 3: Procedure for Review and Approval of Compliance Acknowledgment Request

- Division 6: Forest Lands
- Division 8: Interpretation of Goal 10 Housing
- Division 9: Economic Development
- Division 11: Public Facilities Planning
- Division 12: Transportation Planning
- Division 14: Application of the Goals to Newly Incorporated Cities, Annexation, and Urban Development on Rural Lands
- Division 23: Requirements and Application Procedures for Complying with Statewide Goal 5
- Division 24: Urban Growth Boundaries
- Division 33: Agricultural Lands
- Division 34: State and Local Park Planning

(See Section V: Department Analysis.)

In addition to these statutes, goals, and rules, ORS 197.010(1) and (2) provide additional legislative land use policy objectives:

*197.010 Policy. The Legislative Assembly declares that:*

*(1) In order to ensure the highest possible level of livability in Oregon, it is necessary to provide for properly prepared and coordinated comprehensive plans for cities and counties, regional areas and the state as a whole. These comprehensive plans:*

*(a) Must be adopted by the appropriate governing body at the local and state levels;*  
*(b) Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines;*

*(c) Shall be the basis for more specific rules and land use regulations which implement the policies expressed through the comprehensive plans;*

*(d) Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans; and*

*(e) Shall be regularly reviewed and, if necessary, amended to keep them consistent with the changing needs and desires of the public they are designed to serve.*

*(2)(a) The overarching principles guiding the land use program in the State of Oregon are to:*

*(A) Provide a healthy environment;*

*(B) Sustain a prosperous economy;*

*(C) Ensure a desirable quality of life; and*

*(D) Equitably allocate the benefits and burdens of land use planning.*

*(b) Additionally, the land use program should, but is not required to, help communities achieve sustainable development patterns and manage the effects of climate change.*

*(c) The overarching principles in paragraph (a) of this subsection and the purposes in paragraph (b) of this subsection provide guidance to:*

*(A) The Legislative Assembly when enacting a law regulating land use.*

*(B) A public body, as defined in ORS 174.109, when the public body:*

*(i) Adopts or interprets goals, comprehensive plans and land use regulations imple-*

*menting the plans, or administrative rules implementing a provision of ORS chapter 195, 196, 197, 215 or 227; or*

*(ii) Interprets a law governing land use.*

*(d) Use of the overarching principles in paragraph (a) of this subsection and the purposes in paragraph (b) of this subsection is not a legal requirement for the Legislative Assembly or other public body and is not judicially enforceable (sic).*

### **C. Procedural Requirements and Validity of Objections**

ORS 197.251 and OAR Chapter 660 Division 003 establish the process for acknowledgment review. (OAR 660-014-0010(4)). The local government requests that the commission grant Acknowledgment of Compliance by sending a request to the director (ORS 197.251(1), OAR 660-003-0010). The local government also sends the request to the appropriate local coordination body as defined in ORS 195.025. For the City of La Pine, the local coordination body is Deschutes County (OAR 660-003-0010 (3)).

Upon receipt of the city's request for acknowledgment, the department performs a completeness review to determine whether the acknowledgment request contains all of the required information. If the request is complete, upon submittal or following notice requesting additional documents or information, the department begins review in the manner required by OAR 660-003-0025, and provides the public notice regarding the opportunity to provide objections or comments per OAR 660-003-0015. (OAR 660-003-0010(4)-(6))

After public notice has been mailed, there is a 45 day period to submit written comments or objections, together with any additional evidence, to the department. (OAR 660-003-0020)

Following the deadline for submitting objections, the department completes its review of the request, and any objections, and prepares a report for the commission. The report states whether the comprehensive plan and land use regulations are in compliance with the goals, and responds to any timely objections. (ORS 197.251(2), OAR 660-003-0025(1)) The department may investigate and resolve issues raised in the comments and objections, or upon the department's own review of the comprehensive plan and land use regulations. The department may collect or develop evidence that rebuts any supporting documents, comments, objections or evidence. (OAR 660-003-0025(1))

At least 21 days before the scheduled commission review, the department sends copies of the report to the commission, the city, the county, any party who commented or objected in writing, and any other party who requested in writing to receive a copy of the report. (OAR 660-003-0025(1)).

After the report is mailed, the city, the county, persons who submitted written comments or objections, and persons who own property that is the subject of site specific objections, have ten (10) days to file written exceptions to the report with the department. (ORS 197.251 (3)) The content of the exceptions must comply with OAR 660-003-0025(2)&(3). The director promptly forwards the exceptions to the commission, and may choose to provide his opinion regarding the exceptions. (OAR 660-003-0025(4))

The commission has 90 days after department receipt of the acknowledgment request to grant, deny, or continue acknowledgment, unless the commission finds that, due to extenuating circumstances, a period of time greater than 90 days is required. (ORS 197.251(1))

The commission's review is confined to the record of proceedings before the local government, any submitted comments, objections and exceptions, and the department report. The commission may hear oral argument from the city, the department, and persons who filed written comments, objections or exceptions. The commission may not allow any additional evidence and testimony that could have been presented to the local government or to the department but was not. The commission may consider only those comments and objections that allege that the local government's plan, ordinances or land use regulations do or do not comply with one or more of the goals. (ORS 197.251(4), OAR 660-003-0020(3), and OAR 660-003-0025(1))

Following the hearing, the commission grants, continues, postpones for extenuating circumstances, or denies the acknowledgment request (ORS 197.251(1), OAR 660-003-0025(1)).

## **D. Findings**

Before April 5, 2010<sup>1</sup>, the City of La Pine notified Deschutes County of its intent to adopt a new comprehensive plan and urban growth boundary. On October 4, 2010, the department received by electronic mail a written request for acknowledgment from the City of La Pine. The contents of the request complied with the requirements in ORS 197.251(1) and OAR 660-003-0010. The department performed a completeness check on the request and sent a completeness letter to La Pine Mayor Kitty Shields on September 14, 2010.

On the same date, the department mailed a Notice of Opportunity to Comment and File Objections consistent with OAR 660-003-0015. No timely objections or comments were received by the October 29, 2010 deadline to submit comments and objections. After the deadline had passed, the department completed its review of the comprehensive plan, plan map, and the Urban Growth Boundary (UGB) to determine compliance with the goals, and prepared a report for the commission.

On February 10, 2010, the department sent copies of its report to the commission, the City of La Pine, Deschutes County, and persons who requested a copy of the report in writing. / No other persons requested a copy of the report in writing. All recipients were notified of the opportunity to file written exceptions to the report with the department within ten (10) days after the report was mailed.

The commission hearing is scheduled for more than 90 days after Department receipt of the request. At its meeting on October 20, 2010, the commission, with the city's agreement, found that a period of time longer than 90 days was required to bring the request to hearing. On December 2, 2010, the commission, with the city's agreement, decided to hear the request at its regularly scheduled meeting on March 3-4, 2010. The commission made that decision in part to give both the city and the department adequate time to prepare for the hearing.

## **E. Written Record for this Proceeding**

### **1. The department's staff report**

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<sup>1</sup> April 5, 2010 is the date that Deschutes County adopted Ordinance No. 2010-008, An Ordinance Amending Title 23 of the Deschutes County Code to Establish the City of La Pine Urban Growth Boundary, and declaring an Emergency. The record contains no written document that constitutes city notice to the county.

2. Correspondence:
  - a. September 14, 2010 notice of receipt of request for acknowledgment and opportunity to comment and file objections;
  - b. Master mailing list for September 14, 2010 Notice of Opportunity to Comment and File Objections; and
  - c. Department September 14, 2010 acknowledgment completeness letter addressed to La Pine Mayor Kitty Shields.
3. Deschutes County acknowledgment request submittals:
  - a. April 5, 2010 Deschutes County Notice of Adoption submitted to the Department with Ordinance No. 2010-008, map of La Pine urban growth boundary, findings for La Pine comprehensive plan and Urban Growth UGB, and county plan amendments.
4. City of La Pine acknowledgment request submittals
  - a. Resolution No. 2007-002 dated January 16, 2007 delegating to Deschutes County the authority to continue processing building and septic permits and land use applications;
  - b. Resolution 2009-06 dated June 24, 2009 certifying that the city has the authority and power to provide four or more of the municipal services listed in ORS 221.760;
  - c. June 29, 2009 Intergovernmental Agreement between City of La Pine and Deschutes County for planning and building permitting services;
  - d. Ordinance 2010-02 dated March 10, 2010, adopting the March 2010 comprehensive plan, the plan map, the urban growth boundary, and the Comp Plan and UGB Findings;
  - e. March 2010 Comprehensive Plan;
  - f. Comprehensive Plan Map with urban growth boundary;
  - g. Comp Plan and UGB Findings;
  - h. Comp Plan Contact List;
  - i. Agenda and minutes for July 9, 2009 La Pine City Council/Deschutes County Commissioners Joint Work Session;
  - j. City of La Pine Council meeting agendas and minutes
    - i. 2009: July 8, July 22, August 12, August 26, September 9, September 16, September 23, October 13., October 14, October 28, November 6, November 10, November 24, December 9, and December 15
    - ii. 2010: January 4, January 13, February 24, and March 10;
  - k. City of La Pine Planning Commission meeting agendas and minutes
    - i. 2009: October 21, November 18, and December 16
    - ii. 2010: January 20, February 17, March 17, April 21, May 19, and June 16;
  - l. Town Hall meeting agendas and minutes for October 7, 2009 and April 10, 2010;

- m. Summary of October 21, 2009 Deschutes County Commissioners discussion with staff and consultants;
- n. November 4, 2009 memorandum from consultants McMahon and Lewis to planning commission regarding November 12 meeting and work session;
- o. Agenda and minutes for November 12, 2009 Planning Commission workshop;
- p. Notices of Public Hearing
  - i. October 8, 2009 joint City/County Planning Commissions
  - ii. November 9, 2009 Deschutes County Hearing Officer hearing regarding plan text amendments; and
- q. Comp Plan Contacts List

## **V. DEPARTMENT ANALYSIS**

### **A. Goal 1: Citizen Involvement**

#### **1. Purpose of Goal 1**

The purpose of Goal 1 is: *“To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”*

#### **2. Goal 1 Compliance Findings**

La Pine’s comprehensive plan expressly provides for a broad range of citizen involvement opportunities. The plan calls for the creation of a Committee for Citizen Involvement (CCI) to act as a primary conduit between citizens and decision makers, as well as multiple Citizens Advisory Committees (CAC), including the city planning commission, who are expected to advise the city council on individual land use matters.

The plan details how the CCI and CAC shall be established and implemented. The plan also delegates several important functions of citizen involvement to the city planning director, including providing support to the CCI and CAC. The planning director is responsible for including sufficient financial support to adequately fund the city’s citizen involvement program in each annual budget request to the city council.

The items included in the plan assure compliance with Goal 1 because the city has provided for clear and deliberate opportunities for communication between citizens and decisions makers across all sections of the community at a scale that is appropriate to the planning effort and supported by city staff and financial resources.

#### **3. Goal 1 Recommendation**

The department recommends that the commission acknowledge the La Pine Comprehensive Plan as being in compliance with Statewide Planning Goal 1 – Citizen Involvement.

### **B. Goal 2: Land Use Planning**

#### **1. Purpose of Goal 2**

The purpose of Goal 2 is: *“To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.”*

## **2. Goal 2 Compliance Findings**

The city’s comprehensive plan establishes a legal basis for future land use regulations. The plan identifies important local values and creates overarching principles to guide planning and investment decisions that will influence the city’s future. The city’s desire to balance local interests and state planning law is well described in the introductory portions of the plan and provides valuable context for rest of the document.

Although the plan does not devote an individual plan element to Goal 2, the Goal is specifically identified and described (Page 7) and Goal 2 policy objectives are present throughout the document. The community’s devotion to retaining a strong local sense of place while moving responsibly into the future as a healthy city shapes its policies in nearly all aspects of the plan. In particular, the plan emphasizes the planning process, creating a vision for the future, the importance of complete neighborhoods, and a complete community concept. The plan also identifies a process for future plan amendments.

## **3. Goal 2 Recommendation**

The department believes that the basic structure of the plan will enable compliance with Goal 2 because the plan was developed with significant opportunity for public input through an open public hearings process at the local level. Applicable statewide goals are identified and, except as noted in the following findings, are supported by adequate factual information and inventories, either as text of the plan or incorporated into the plan by attachment.

The department believes, however, that specific sections of the plan, as described below (Goals 2, 5, 7, 10, 12, and 14), require additional support, findings, and conclusions. Once those deficiencies are remedied, the plan will comply with Goal 2. For the other Goals, including Goals 5 and 9, acknowledgment is dependent on La Pine’s adoption of carefully developed land use codes to meet those Goals and the requirements of Goal 2.

## **C. Goal 3: Agricultural Lands**

### **1. Purpose of Goal 3**

The purpose of Goal 3 is: *“To preserve and maintain agricultural lands.”*

Goal 3 does not directly apply to acknowledgment or to the establishment of a UGB. (OAR 660-024-0020(1)(b)). In recognition of the transitional nature of much of its land, the city believes that addressing Goal 3 is appropriate and has requested that the department and commission include Goal 3 in their considerations.

### **2. Goal 3 Compliance Findings**

Goal 3 requires *counties* to maintain an inventory of land suitable for farming and ranching activities. Goal 3 also requires counties to protect commercial agriculture by establishing minimum parcel sizes and limiting the conflicting uses on those lands. Goal 3 does not require cities to

plan for agricultural lands, and lands inside urban growth boundaries are specifically excluded from the definition of agricultural lands found in Goal 3 and OAR Chapter 660, Division 33.

Based on the above, including a Goal 3 element in the city's plan is not required to achieve acknowledgment. However, based on historic settlement patterns and land use practices in the community the department finds it understandable that the city would chose to address Goal 3.

Goal 3 is satisfied because the plan utilizes this particular element to describe traditional and surrounding land use activities and the original zoning arrangement for some lands now included within the city's corporate territory. The plan does not give preference to agriculture over urban uses but the plan provides guidance for the transition from agricultural use to urban use.

### **3. Goal 3 Recommendations**

The department recommends that acknowledgement that the La Pine Comprehensive Plan is in compliance with Statewide Planning Goal 3 – Agricultural Lands.

## **D. Goal 4: Forest Lands**

### **1. Purpose of Goal 4**

The purpose of Goal 4 is *“To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.”*

Goal 4 does not apply when establishing a UGB. (OAR 660-024-0020(1)(b)); however, in recognition of the transitional nature of much of its land, the City believes that addressing Goal 4 is appropriate and has requested that the department and commission include the goal in their considerations.

### **2. Goal 4 Compliance Findings**

Similar to Goal 3, Goal 4 is implemented by counties outside of urban growth boundaries. Demonstrating compliance with Goal 4 is not necessary for a city to achieve acknowledgment. However, forestland has been an important component in the development of the community's economy and culture, as well as an identifying community feature.

The city's plan utilizes its Goal 4 element to describe traditional land use activities and the original zoning arrangement for lands now included within the city's corporate limits. The plan does not give preference to forest practices over urban activities. Instead, the plan provides guidance for the transition from forest use to urban use and recognizes that some areas, particularly public lands inside the city boundary, may serve to buffer the community from threats of wildland fire.

### **3. Goal 4 Recommendations**

The department recommends acknowledgement of the La Pine Comprehensive Plan in compliance with Statewide Planning Goal 4 – Forest Lands.

## **E. Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces**

### **1. Purpose of Goal 5**

The purpose of Statewide Planning Goal 5 is: *“To protect natural resources and conserve scenic and historic areas and open spaces.”*

### **2. Goal 5 Administrative Rules**

OAR-660-023 requires that inventories of riparian corridors, wetlands, and wildlife habitat be conducted by the local jurisdiction. The rule also provides *safe harbors* that may replace the required inventory for riparian areas and wildlife habitat and program protection for riparian corridors, and wetlands. The safe harbor provisions help to streamline local compliance with Goal 5.

For the remaining required inventories, local jurisdictions may rely on inventories compiled by other agencies. For all inventoried significant Goal 5 resources, a local government must develop and implement appropriate protection measures.

### **3. Goal 5 Compliance Findings**

#### Riparian Corridors

The City of La Pine relies on the Deschutes County’s riparian corridors<sup>2</sup> inventory and applies safe harbor provisions for its riparian corridors [(OAR 660-23-0090 (5) and (8))]. In the future, La Pine may chose to replace the safe harbor inventory and protection program with one that also integrates floodplain management, water quality protection, and wildlife habitat protection.

The safe harbor allows La Pine to identify a significant riparian corridor along the approximately 0.25-mile long stretch of the Little Deschutes River as the area within 75 feet of the top of each bank. The safe harbor protection provisions are applied to the significant riparian corridor. Restrictions on structures and impervious surface, the removal of vegetation, and exceptions to these restrictions are specified in OAR 660-23-0090 (8). In discussions with staff, the City proposes to protect riparian resources by applying an overlay zone to protect significant riparian corridors, consistent with the rule. However, the plan does not specify these protections.

If a future Local Wetland Inventory (LWI) (see discussion of Wetlands, below) demonstrates that the riparian corridor of the Little Deschutes River includes all or portions of a significant wetland that is located outside of the 75-foot setback, the distance to the riparian corridor boundary will be measured from, and will include, the upland edge of the wetland.

#### Wetlands

OAR 660-23-0100 requires cities to conduct a local wetland inventory (LWI) using the protocol established by the Oregon Department of State Lands. A LWI for the La Pine and Wickiup Junction area was completed in 1997. The LWI was approved by DSL and adopted by Deschutes County. The 1997 LWI covers the area known as the La Pine Slough in the southeastern portion of the city. The Federal Emergency Management Agency (FEMA) also maps most of this area as flood plain (see Goal 7 discussion, below).

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<sup>2</sup> Deschutes County’s inventory was adopted under OAR 660-16, which has since been replaced by OAR 660-23 for all Goal 5 resource categories except for cultural resources.

For areas not included in the 1997 La Pine/Wickiup Junction LWI, La Pine relies on the National Wetland Inventory (NWI) map ([www.fws.gov/wetlands](http://www.fws.gov/wetlands)) to determine the likely presence of wetlands. On the NWI map, it appears the only wetland area not covered by the 1997 LWI is within the portion of the city that crosses the Little Deschutes River. To comply with Goal 5, the city must prepare a LWI for all areas with its UGB not currently covered by the 1997 inventory. As an interim measure, the city proposes to adopt protection measures consistent with the Goal 5 safe harbor for wetland areas identified on the NWI. However, the plan does not currently specify these protections.

La Pine will seek to develop a LWI for the affected area of the Little Deschutes River as a condition of acknowledgement. In the interim, it is important to note that areas mapped on both the NWI and 1997 LWI maps as wetland are also protected within the flood plain (see Goal 7 discussion, below).

### Wildlife Habitat

The citizens of La Pine have identified wildlife habitat protection, including migration corridors, as an important resource to the community. The City relies on the Deschutes County Comprehensive Plan for wildlife inventories and has chosen to use the safe harbor inventory provision to identify significant wildlife resources. Under the safe harbor local governments may determine that wildlife does not include fish, and that significant wildlife habitat is limited to sites where:

- The habitat has been documented to perform a life support function for a wildlife species listed by the federal government as a threatened or endangered species, or for a species listed by the state of Oregon as a threatened, endangered, or sensitive species;
- The habitat has documented occurrences of more than incidental use by a wildlife species listed by the federal government as a threatened or endangered species, or species listed by the state of Oregon as a threatened, endangered, or sensitive species;
- The habitat has been documented to be essential to achieving policies or population objectives specified in a wildlife species management plan adopted by the Oregon Fish and Wildlife Commission pursuant to ORS Chapter 496; or
- The area is identified and mapped by ODFW as habitat for a wildlife species of concern and/or as a habitat of concern (e.g., big game winter range and migration corridors, golden eagle and prairie falcon nest sites, or pigeon springs).

As noted, La Pine relies on Deschutes County inventories. Under the adopted Deschutes County inventories, there is no habitat within La Pine that meets these criteria. La Pine understands that riparian corridors and wetlands within the UGB potentially include habitat for some species of concern; until information is available through the county's updated Goal 5 inventory process, the city proposes to protect those areas through ordinances that limit development in potentially sensitive areas, specifically for riparian corridors and wetlands. However, the proposed plan does not describe these protections or include policies committing the city to this course of action.

### Other Required Goal 5 Inventories

*Federal Wild and Scenic Rivers:* According to the US Forest Service, there are no Federal Wild and Scenic Rivers within the La Pine urban area.

*State Scenic Waterways:* According to the Oregon Park and Recreation Department, there are no State Scenic Waterways within the La Pine urban area.

*Ground Water Resources:* According to the Oregon Water Resources Department, there are no critical groundwater areas or restrictively classified areas within the La Pine urban area.

*Approved Oregon Recreation Trails:* According to the Oregon Park and Recreation Department, there are no Approved Oregon Recreation Trails within the La Pine urban area.

*Wilderness Areas:* According to the US Forest Service, there are no Wilderness Areas within the La Pine urban area.

*Mineral and Aggregate Resources:* According to Deschutes County, there are no recognized mineral or aggregate resources within the La Pine urban area.

*Energy Sources:* According to Oregon Department of Energy wind maps, La Pine is located within a region with “poor” wind energy development opportunities. There are no known geothermal resources within the City of La Pine. There is no map of solar resources; however, La Pine recognizes the potential for solar energy generation and anticipates at least some solar generation facilities within its boundaries. There are no EFSC or FERC approved sites or applications within the La Pine boundaries.

*Cultural Areas:* The plan includes a placeholder for cultural resources. It is unclear what resources are proposed for inventories and protection.

## **4. Goal 5 Recommendations**

The La Pine comprehensive plan does not comply with OAR 660, Division 23. The plan currently lacks policies committing the city to specific actions (i.e., completing a LWI for the areas not previously mapped; identifying cultural resources). The plan currently lacks specific policies committing the city to interim protection of Goal 5 resources. Pending the city’s completion and submittal of its development code, long-term protection will be addressed in the city’s development standards.

The department recommends that the commission direct the city to amend the Goal 5 element of the comprehensive plan to complete a LWI inventory, to develop a work program to protect significant riparian corridors and wetlands, and to identify how Goal 5 resources will be protected in the interim.

## **F. Goal 6: Air, Land and Water Resources Quality**

### **1. Purpose of Goal 6**

The purpose of Statewide Planning Goal 6 is: *“To maintain and improve the quality of air, water and land resources of the state.”*

### **2. Goal 6 Compliance Findings**

There are no administrative rules to guide compliance with Goal 6. Compliance with state and federal environmental regulations is considered the minimum for compliance with the goal. Population growth and urban development have impacts on land air and water quality that may be the subject of state and federal environmental laws. Goal 6 recognizes that land use planning decisions have environmental consequences and provides an opportunity for local governments to proactively address the environmental impacts of development.

Chapter 5 of the plan addresses air and water quality issues. The plan recognizes that La Pine experiences poor air quality during times of atmospheric inversion but does not include policies related to air quality. The plan also discusses ground water contamination from nitrates and provides a description of the efforts to identify and address the contamination problem. Two plan policies direct the city to protect its drinking water aquifer. Additional policies direct the city to provide adequate area for expansion of the sewage treatment facility.

### **3. Goal 6 Recommendations**

The department recommends that the commission determine that the plan complies with Goal 6 and recommends acknowledgement.

## **G. Goal 7: Natural Hazards**

### **1. Purpose of Goal 7**

The purpose of Goal 7 is: *“To protect people and property from natural hazards.”*

Goal 7 requires that:

- “1. Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards.*
- 2. Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires. Local governments may identify and plan for other natural hazards.”*

### **2. Goal 7 Compliance Findings**

Chapter 5 Natural Resources mentions flooding and wildfire, and the plan map identifies a “Fire Protection Overlay Zone” and floodplain areas. However, the plan does not include policies to reduce risks to people and property from wildfire and flooding hazards. Chapter 4 discusses wild fire hazards generally, but offers no protection policies to implement a community wild fire plan. The plan also fails to address flood hazards and fails to designate floodplain areas on the plan map.

The plan should also consider and, if applicable, should incorporate the application provisions of Deschutes County’s Community Wildfire Protection Plan for Greater La Pine

### **3. Goal 7 Recommendations**

Staff recommends that the commission direct the city to amend the comprehensive plan to include policies committing the city to adopt implementing measures to protect people and property from wild fire and flood hazards.

## **H. Goal 8: Recreational Needs**

### **1. Purpose of Goal 8**

The purpose of Goal 8 is: *“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.”*

### **2. Goal 8 Compliance Findings**

Goal 8 encourages cities and counties to coordinate with other private and public entities to offer outdoor recreation amenities commensurate with the needs and desires of the community. Goal 8 has been satisfied because the proposed comprehensive plan includes a description of local outdoor amenities important to the citizens of La Pine, and discusses the city’s coordination with, and the planning efforts of, the La Pine Park and Recreation District (LPRD). The plan also includes an inventory of existing and planned facilities owned and managed by LPRD, the State of Oregon, the Federal Government, and private property owners.

The framework of policy and programs to implement the plan assure compliance with Goal 8 because they promote outdoor recreational opportunities including, but not limited to, the exploration of a revenue stream to pay for park development, direction for continued cooperation with private parties and public agencies, guidance for park and open space needs, and encouraging new development to integrate existing parks and trails into their design while requiring that park development comply with the American Disabilities Act (ADA).

### **3. Goal 8 Recommendation**

The department recommends that the commission acknowledge the La Pine Comprehensive Plan as being in compliance with Statewide Planning Goal 8 – Recreational Needs.

## **I. Goal 9: Economic Development**

### **1. Purpose of Goal 9**

The purpose of Goal 9 is: *“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.”*

### **2. Goal 9 Administrative Rules**

Applicable legal requirements are found in Goal 9 and Goal 14 and the respective implementing administrative rules, OAR chapter 660, Divisions 9 and 24, and ORS 197.712.

Goal 9 requires that comprehensive plans provide for a variety of economic opportunities, based on inventories of areas suitable for increased economic growth, and taking into consideration current economic factors. The goal requires that comprehensive plans provide for at least an adequate supply of suitable sites, plan for adequate public facilities to serve these sites, and limit incompatible uses to protect those sites for their intended function.

OAR chapter 660, Division 9 implements Goal 9 and directs local governments to “link planning for an adequate land supply to infrastructure planning, community involvement and coordination

among local governments and the state,” and “to assure that comprehensive plans are based on information about state and national economic trends.” (OAR 660-009-0000)

OAR 660-009-0010(5) recognizes that the effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A local government’s planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of the administrative rule.

OAR 660-009-0015 requires that comprehensive plans provide an Employment Opportunities Analysis (EOA) that describes a review of economic trends, required site types for likely future employers in the jurisdiction, an inventory of available lands, and assessment of the community’s economic development potential. OAR 660-009-0015(1) requires that the review of trends be the principal basis for estimating future employment land uses.

OAR 660-009-0020 requires that comprehensive plans include policies to implement the local economic development objectives, provide a competitive short- and long-term supply of sites for employment, ensure those sites are suitable for expected users, and provide necessary public facilities and services.

OAR 660-009-0025 requires that comprehensive plans adopt measures adequate to implement local economic development policies. These include designation of sites for a 20-year supply of employment land and maintenance of a short-term supply of serviceable lands.

OAR 660-009-0030 strongly encourages cities and counties to coordinate when implementing OAR 660-009-0015 to 660-009-0025.

Goal 14 requires that:

*“Establishment and change of urban growth boundaries shall be based on the following: (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2). In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”*

OAR chapter 660, Division 24 provides direction about how to incorporate analysis and findings addressing Goal 9 during a UGB review. OAR 660-024-0040(1), in addition to reiterating the two criteria from Goal 14 quoted in the previous paragraph, states that the 20-year need determinations “are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.”

OAR 660-024-0040(5) states that the determination of 20-year employment land need for an urban area must comply with applicable requirements of Goal 9 and OAR chapter 660, Division 9, and must include a determination of the need for a short-term supply of land for employment uses. Employment land need may be based on an estimate of job growth over the planning period. Local government must provide a reasonable justification for the job growth estimate, but

Goal 14 does not require that job growth estimates necessarily be proportional to population growth.

ORS 197.712(2) authorizes and obligates the commission to apply, interpret or amend existing goals or rules to ensure that comprehensive plans provide for at least an adequate supply of sites of suitable sizes, types, locations and service levels for industrial and commercial uses consistent with plan policies.

### **3. Goal 9 Compliance Findings**

Goal 9 and OAR Chapter 660, Division 9 guide employment land planning in Oregon. Cities must maintain at least an adequate supply of suitable sites for likely opportunities to meet community objectives. The legislative intent is to attract jobs based on market realities and not merely accommodate them in an unrealistic community plan that sits on a shelf. The total land supply<sup>3</sup> that cities are required to plan for is the result of a series of local policy choices. The city's calculation of an adequate employment land supply is not simply a mathematical formula, or a forecast or allocation. The city's work is to explore options and assemble the facts needed to inform the policy choices. There must be findings supported by evidence to explain the policy choices. The policy choices (the findings) must have an adequate factual basis and must be reasonable. This means that there must be reasons or findings that create a logical path from fact through analysis to findings. Local decision makers can choose which evidence they wish to believe, so long as the evidence they rely on is "substantial evidence." Substantial evidence is evidence that a reasonable person could rely on to support a conclusion.

The factual basis for a city's policy choices is provided an economic opportunities analysis (EOA), together with an inventory of buildable land and other supporting analyses. The city uses an EOA to define the community's objectives, likely economic opportunities, and suitable sites and an adequate supply for those opportunities.

Although OAR 660-009-0015(1) requires the review of trends to be the principal basis for estimating future employment land uses, the rule does not specify or limit acceptable methods to determine employment land need. It is up to local governments to assemble an adequate factual basis and select methods of analysis appropriate to its circumstances and community objectives. The resulting documentation required will vary in complexity and clarity based on the city's unique local circumstances. There is no prescribed method; the rules simply provide limits to the required research and analysis.<sup>4</sup> This flexibility is deliberate and necessary to encourage communities to identify and pursue economic opportunities appropriate for the community.

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3 OAR 660-009-0005(13) defines "total land supply" as "the supply of land estimated to be adequate to accommodate industrial and other employment uses for a 20-year planning period. Total land supply includes the short-term supply of land as well as the remaining supply of lands considered suitable and serviceable for the industrial or other employment uses identified in a comprehensive plan. Total land supply includes both vacant and developed land." OAR 660-009-0005(1) defines that "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.

4 OAR 660-009-0010 (5): "The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division."

Cities are encouraged to engage in a variety of regional planning agreements by OAR 660-009-0030. The required employment land coordination is between city and county for UGB amendments unless some other mechanism is provided by law or mutual agreement.

The record contains an Economic Opportunities Analysis in Comprehensive Plan [p 72] that includes an analysis of trends as the principal determinant of the employment land supply, along with an inventory of employment land and a determination of economic development potential.

The following findings, including citations from the plan, provide the city's demonstration of substantial compliance with Goal 9 and the administrative rule requirements:

Analysis of Trends [pp 77, 84, 85, 88] - La Pine conducted an EOA in 2009 to analyze the city's opportunity for economic development. The city relied on professional consultants and on local and regional economic development experts to provide a credible analysis of economic and development trends in La Pine and in the Central Oregon region. The plan includes an analysis of economic trends by industry type and by region, and provides an overview of local efforts to attract industry to the city.

Site suitability [p 100] – The city provides a description of the types and arrangements of sites needed to support industrial development in La Pine. The plan mentions La Pine's existing Enterprise Zone.

Employment land inventory [pp 81, 96] - The plan includes an accounting of available development acreage, including lands available for industrial redevelopment.

Economic development potential [p 87] – The plan includes a description of La Pine's unique advantages in the economic development market. Included among the city's advantages are a ready workforce, direct access and exposure to the Highway 97 freight corridor, and the competitive price of La Pine's industrial lands.

Target industries [p 94] - Based on the EOA and its analyses, the plan identifies several key industries in which La Pine is well-suited to attract development: energy development, distribution related services, high technology, light industrial and manufacturing, recreational equipment manufacturing, tourism related services, research and development firms, secondary wood products, and headquarter firms. The plan also directly acknowledges that its land development and zoning regulations must accommodate these targeted industries in order to realize their development in the community.

Land need, 450 gross acres [p 99] – The plan includes projected land needs for a variety of employment types. The plan also describes the zoning types and quantity of land required to support needed development for each specific projected development type.

Management and implementation policies. [p 104] – The plan lays out a series of general policy statements that recognize the economic development needs of the city and the general factors that support economic development. The city is strongly encouraged to carefully draft implementing land use and development codes that support these plan policies.

Together, these findings establish the city's need for employment land and its commitment to meet La Pine's economic development objectives. The plan provides an adequate factual base for local decision-making and satisfies the requirements of Goal 9. During phase two of the city's acknowledgment, the department is committed to work closely with La Pine to develop implementing codes that substantiate its commitment to provide employment opportunities in the city.

#### 4. Goal 9 Recommendation

The department recommends that the commission find that La Pine's comprehensive plan is in substantial compliance with Goal 9 and the administrative rules implementing the Goal. The department also recommends that the commission acknowledge La Pine's comprehensive plan as being in compliance with Goal 9 Economic Development, pending the city's submittal and commission acknowledgment of suitable land development code and implementing regulations to support and facilitate economic development in La Pine.

### J. Goal 10: Housing

#### 1. Purpose of Goal 10

The purpose of Goal 10 is: *"To provide for the housing needs of citizens of the state."*

The findings regarding compliance with the purpose and requirements of Goal 10, and the Goal 10 rule requirements, follow.

#### 2. Compliance findings for the Residential Buildable Land Inventory (BLI)

Goal 10 requires that:

*"Buildable lands for residential use shall be inventoried . . ."*

OAR 660-008-0010 Allocation of Buildable Land states that:

*". . . The local buildable lands inventory must document the amount of buildable land in each residential plan designation."*

The city's Goal 10 element is based on a local Buildable Lands Inventory (2009 City of La Pine Buildable Land Analysis). The city's Buildable Lands Inventory shows the amount of buildable land in each residential plan designation.

#### 3. Compliance Findings for the Housing Needs Analysis

Goal 10 requires that:

*". . . [P]lans shall encourage the availability of adequate numbers of needed housing units<sup>5</sup> at price ranges and rent levels which are commensurate with the*

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<sup>5</sup> Goal 10:

**Needed Housing Units** – means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

**Government-Assisted Housing** -- means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

**Manufactured Homes** – means structures with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 USC 5401 et seq.), as amended on August 22, 1981.

*financial capabilities of Oregon households<sup>6</sup> and allow for flexibility of housing location, type and density.”*

OAR 660-008-0010 Allocation of Buildable Land states that:

*“The mix and density of needed housing is determined in the housing needs projection<sup>7</sup>. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs<sup>8</sup> by type and density range as determined in the housing needs projection.”*

Chapter 10 Housing of the La Pine comprehensive plan contains a brief summary of a portion of the city’s housing needs analysis (Comp Plan at pp. 109-117), but the analysis itself is on pp. 18-23 of the 2009 City of La Pine Buildable Land Analysis. The department recommends that the commission find that the housing needs analysis is not sufficient to comply with the Goal 10 and the division 8 rule:

- The future housing mix and densities must be “commensurate with the financial capabilities of present and future area residents of all income levels during the planning period.” (OAR 660-008-0005(4) (a)) The plan does not describe the financial capability of future residents, nor does it tie that capability to the projected housing mix, the projected overall average density, and the projected minimum residential zoning densities.
- The plan is missing the total number of needed housing units, the number of units needed for each housing type, the assumed densities for each housing type; and the data, calculations, and analysis for each.

Compliance with Goal 14 requirements regarding housing need is addressed in the Goal 14 section below.

#### **4. Recommendations for Housing Needs Analysis**

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OAR 660-008-0005:

(1): “Attached Single Family Housing” means common-wall dwellings or rowhouses where each dwelling unit occupies a separate lot.

(2) “Multiple Family Housing: means attached housing where each dwelling unit is not located on a separate lot.”

<sup>6</sup> Goal 10: **Household** -- refers to one or more persons occupying a single housing unit.

<sup>7</sup> OAR 660-008-0005(4): “Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types and densities that will be:

(a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;

(b) Consistent with any adopted regional housing standards, state statutes and Land Conservation and Development Commission administrative rules; and

(c) Consistent with Goal 14 requirements.

<sup>8</sup> Goal 10: **Needed Housing Units** – means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

Direct the city to amend the comprehensive in order to:

- A. Update the current housing mix based on building permit data.
- B. Provide the total number of needed housing units, the number of units needed for each housing type, the assumed densities for each housing type; and the data, calculations, and analysis for each.
- C. Provide the financial capability of future residents, and demonstrate how that capability is tied to the projected housing mix, the projected overall average density, and the projected minimum residential zoning densities.

## 5. Compliance findings for Residential Land Needs Analysis

Goal 10 requires that:

*“ . . . [P]lans shall encourage the availability of adequate numbers of needed housing units<sup>9</sup> at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households<sup>10</sup> and allow for flexibility of housing location, type and density.*

OAR 660-008-0010 Allocation of Buildable Land states that:

*“The mix and density of needed housing is determined in the housing needs projection<sup>11</sup>. Sufficient buildable land shall be designated on the comprehensive*

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<sup>9</sup>**Needed Housing Units** – means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

**Government-Assisted Housing** -- means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

**Manufactured Homes** – means structures with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 USC 5401 et seq.), as amended on August 22, 1981.

OAR 660-008-0005:

(1) “Attached Single Family Housing” means common-wall dwellings or rowhouses where each dwelling unit occupies a separate lot.

(2) “Multiple Family Housing: means attached housing where each dwelling unit is not located on a separate lot.”

<sup>10</sup> **Goal 10: Household** -- refers to one or more persons occupying a single housing unit.

<sup>11</sup> OAR 660-008-0005(4): “Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types and densities that will be:

- (a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;
- (b) Consistent with any adopted regional housing standards, state statutes and Land Conservation and Development Commission administrative rules; and
- (c) Consistent with Goal 14 requirements.

*plan map to satisfy housing needs<sup>12</sup> by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation.”*

The Residential Land Needs Analysis is calculated from the conclusions of the housing needs analysis, the projected residential densities of the various needed housing types, the identified future need for non-residential uses permitted in residential zones, and the amount of land needed for those non-residential uses.

Chapter 10 Housing of the La Pine comprehensive plan contains a summary of the city’s residential land needs analysis (Comp Plan at pp. 118-121), but the analysis itself is on pp. 23-26 of the 2009 City of La Pine Buildable Land Analysis.

The department recommends that the commission determine that the city’s Residential Land Needs Analysis does not comply with Goal 10 and its implementing rules for the following reasons:

- The plan does not provide the calculation for the total amount of residential land need, including a sub-total of the amount just for dwelling units.
- The plan does not provide the projected need for non-residential uses permitted in residential zones, and the amount of land required for that need.
- The plan does not demonstrate how the total number of needed housing units, the number of units needed for each housing type, and the assumed densities for each housing type were converted to acres of land need.

## **6. Recommendations for Residential Land Needs Analysis**

The department recommends that the commission direct the city to amend the comprehensive plan in order to:

- A. Provide a housing needs analysis consistent with Goal 10 and OAR 660, division 8;
- B. Demonstrate how the total number of needed housing units, the number of units needed for each housing type, and the assumed densities for each housing type were converted to acres of land need;
- C. Provide the calculation for the total amount of residential land need, including a sub-total of the amount just for dwelling units; and
- D. Provide the projected need for non-residential uses permitted in residential zones, and the amount of land required for that need/

## **7. Regional Coordination**

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<sup>12</sup> **Goal 10: Needed Housing Units** – means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

OAR 660-008-0030 Regional Coordination states that:

*“(1) Each local government shall consider the needs of the relevant region in arriving at a fair allocation of housing types and densities.*

*“(2) The local coordination body shall be responsible for ensuring that the regional housing impacts of restrictive or expansive local government programs are considered. The local coordination body shall ensure that needed housing is provided for on a regional basis through coordinated comprehensive plans.”*

The city and Deschutes County have conducted a coordinated population forecast for the twenty-year planning period as required by ORS 195.036.

## **8. Goal 10 Recommendation**

Most of the plan designations assigned to buildable residential land on the La Pine comprehensive plan map are specific to housing types and densities identified in the local housing needs projection *e.g.* Master Plan Residential, Single-Family Residential, and Multi-Family Residential.

The submittal does not provide sufficient information to determine whether the areas and the acreages designated to allow residential uses are adequate to meet the numbers and types of housing units projected to be needed by La Pine residents during the planning period. The plan does not demonstrate a connection between the housing needs analysis and the comprehensive plan map.

The department recommends that the commission direct the city to amend the comprehensive plan in order to provide a zoning map for the UGB consistent with Goal 10, Goal 14, OAR Chapter 660, Divisions 8 and 24, and the city’s comprehensive plan and plan map and adopt land use regulations consistent with its plan polices, Goal 10, and the needed housing statutes.

## **K. Goal 11: Public Facilities and Services**

### **1. Purpose of Goal 11**

The purpose of Goal 11 (OAR 660-015-0000(11)) is to “plan and develop a timely, orderly and efficient arrangement<sup>13</sup> of public facilities and services<sup>14</sup> to serve as a framework for urban and rural development.”

Goal 11 requires that:

*“Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons.”<sup>15</sup>*

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<sup>13</sup> **Goal 11: A Timely, Orderly, and Efficient Arrangement** – refers to a system or plan that coordinates the type, locations and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

<sup>14</sup> **Goal 11: Urban Facilities and Services** – Refers to key facilities and to appropriate types and levels of at least the following: police protection; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; energy and communication services; and community governmental services.

*“Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. A provision for key facilities shall be included in each plan.”*

*“Local governments shall not allow the establishment or extension of sewer systems<sup>16</sup> outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.”*

OAR Chapter 660, Division 11 contains the LCDC rules that implement Goal 11. These rules cover preparation and adoption of public facilities plans.

## **2. Goal 11 Compliance Findings**

Because the population within La Pine’s adopted UGB is less than 2,500, the city is not required to adopt a public facility plan at this time. There are no other provisions of OAR Chapter 660, Division 011 that apply to the acknowledgment of La Pine’s comprehensive plan and UGB.

Even though a public facility plan is not required, acknowledgment still requires the city to demonstrate that it has adequately planned for urban public facilities and services within its UGB for the next 20 years. The city’s Goal 11 element describes in detail the public facilities and services available to city residents with particular emphases on transportation, water, and sewer. The facility plan includes anticipated facility needs for the next twenty years. The accompanying plan policies and implementing programs direct the city to plan for needed infrastructure while considering funding sources like Systems Development Charges (SDCs) or conservation measures and utilizing sustainability practices.

## **3. Goal 11 Recommendations**

The department recommends that the commission acknowledge the La Pine Comprehensive Plan as being in compliance with Statewide Planning Goal 11 – Public Facilities and Services.

## **L. Goal 12: Transportation**

### **1. Purpose of Goal 12**

The purpose of Goal 12 is: “To provide and encourage a safe, convenient and economic transportation system.” The goal includes criteria under which to judge the compliance of a jurisdiction’s planning efforts with Goal 12. These are:

- (1) *consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian;*

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<sup>15</sup> The procedure and criteria for a public facilities plan are set out in the LCDC rules at OAR Chapter 660, Division 011.

<sup>16</sup> **Goal 11: “Extension of a sewer or water system** – means the extension of a pipe, conduit, pipeline, main, or other physical component from or to an existing sewer or water system, as defined by commission rules.”

- (2) *be based upon an inventory of local, regional and state transportation needs;*
  - (3) *consider the differences in social consequences that would result from utilizing differing combinations of transportation modes;*
  - (4) *avoid principal reliance upon any one mode of transportation;*
  - (5) *minimize adverse social, economic and environmental impacts and costs;*
  - (6) *conserve energy;*
  - (7) *meet the needs of the transportation disadvantaged by improving transportation services;*
  - (8) *facilitate the flow of goods and services so as to strengthen the local and regional economy; and*
  - (9) *conform with local and regional comprehensive land use plans.*
- Each plan shall include a provision for transportation as a key facility”*

## **2. Goal 12 Administrative Rules**

OAR 660, Division 12, implements Statewide Planning Goal 12 to provide and encourage a safe, convenient and economic transportation system. The Division also implements provisions of other Goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development.

OAR 660-024-0020(1) Adoption or Amendment of a UGB requires that:

*“All statewide goals and related administrative rules are applicable when establishing or amending a UGB, except as follows: (d) The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary.”*

## **3. Goal 12 Compliance Findings**

The proposed comprehensive plan includes a transportation element that treats the transportation needs of the city as a key facility for which it is obligated to plan; therefore, this requirement of Goal 12 is met.<sup>17</sup>

OAR Chapter 660, Division 12 does not apply at this time because only the Goal 12 comprehensive plan element has been completed and submitted for acknowledgment. The city has not yet prepared or submitted a transportation system plan (TSP). The city’s Transportation Element and findings indicate that it plans and has committed budget to preparing a TSP in the

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<sup>17</sup> Key facilities are defined for the goals as basic facilities that are primarily planned for by local government, but which also may be provided by private enterprise and are essential to the support of more intensive development, including public schools, transportation, water supply, sewage and solid waste disposal.

immediate future, at which time the requirements of the TPR will apply. Division 12 will apply to the review of La Pine's TSP and land use regulations at a later date, during Phase 2 of acknowledgment review.

The draft comprehensive plan map indicates areas of proposed urban levels of development within the proposed UGB on land that was previously outside of the La Pine Urban Unincorporated Community (UUC), as well as continued existing urban levels of development on the land that was within the old UUC boundary. There is no indication that the zoning and plan designations that existed prior to inclusion in the UGB will stay in place, or that interim zoning that does not allow development with additional vehicle trips will be assigned. OAR 660-012-0060 applies to the UGB proposal. No findings related to compliance with OAR 660-012-0060 are included in the proposal. Therefore, the transportation element and the UGB proposal as currently presented do not comply with this requirement.

ORS 197.712, which addresses public facilities plans, does not apply to La Pine's comprehensive Plan because the city's UGB population is less than 2,500.

#### **4. Goal 12 Recommendations**

The Goal 12 plan element of the comprehensive plan does not meet the requirements of Goal 12. The department recommends that a work program require the city to provide findings for compliance with OAR 660-012-0060 for the lands that were not within the La Pine UUC prior to incorporation.

These lands can be shown as "future urbanizable lands" on the comprehensive plan but must retain current County zoning or have an interim "non-urban" zoning applied unless compliance with OAR 660-012-0060 is demonstrated. When the TSP is adopted, the City may also rezone these lands.

### **M. Goal 13: Energy Conservation**

#### **1. Purpose of Goal 13**

The purpose of Statewide planning Goal 13 is: "*To conserve energy.*" There are no administrative rules to guide compliance with the goal. The methods prescribed by the goal are to conserve energy resources through land use planning measures.

#### **2. Goal 13 Compliance Findings**

Chapter 11 of the La Pine comprehensive plan, Energy Conservation, provides a comprehensive discussion of energy conservation relevant to current and long range planning for the city. In particular, Chapter 11 focuses on the relationship between energy use, development patterns, transportation needs and construction practices. Policy and program statements direct actions to, increase the density of development to make walking, biking and public transit more practical, work with the county to develop and maintain efficient transportation systems; increase development of sidewalks and trails; and promote more energy efficient construction practices.

In the discussion on travel requirements, it is recognized that the city lacks some essential services such as health care facilities and higher education facilities. It is also stated that improvements to mass transit opportunities for people and goods between La Pine and the larger service

centers to the north are needed. It should be noted that these issues are not reflected in the plan policies or program commitments.

### 3. Goal 13 Recommendations

The Goal 13 plan element of the comprehensive plan meets the requirements of the Goal; therefore, it is recommended that the Goal 13 element of the comprehensive plan be acknowledged.

## N. Goal 14: Urbanization

### 1. Purpose of Goal 14

The purpose of Goal 14 is: *“To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”*

Goal 14 has three general requirements for Urban Growth Boundaries:

*Urban growth boundaries shall be established and maintained by cities, counties and regional governments to provide land for urban development needs and to identify and separate urban<sup>18</sup> and urbanizable land<sup>19</sup> from rural land<sup>20</sup>.*

*Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments.”*

*An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements . . . .”*

### 2. Goal 14 Compliance Findings for Purpose and General Requirements

OAR 660-024-0000(1) Purpose and Applicability states:

*“The rules in this division clarify procedures and requirements of Goal 14 regarding a local government adoption or amendment of an urban growth boundary (UGB).”*

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<sup>18</sup> From the definitions for the Statewide Planning Goals and Guidelines: **“URBAN LAND:** Land inside an urban growth boundary.”

OAR 660-024-0010(10): **“Urban area’** means the land within a UGB.”

<sup>19</sup> From the definitions for the Statewide Planning Goals and Guidelines: **URBANIZABLE LAND.** Urban land that, due to the present unavailability of urban facilities and services, or for other reasons, either:

(a) Retains the zone designations assigned prior to inclusion in the boundary, or  
(b) Is subject to interim zone designations intended to maintain the land’s potential for planned urban development until appropriate public facilities and services are available or planned.

<sup>20</sup> From the definitions for the Statewide Planning Goals and Guidelines: **RURAL LAND.** Land outside urban growth boundaries that is:

(a) Non-urban agricultural, forest or open space,  
(b) Suitable for sparse settlement, small farms or acreage homesites with no or minimal public services, and not suitable, necessary or intended for urban use, or  
(c) In an unincorporated community.

OAR 660-024-0020(1) governs the Adoption or Amendment of a UGB:<sup>21</sup> (See the text of this rule in the endnote).

OAR 660-024-0020(2) Adoption or Amendment of a UGB requires that:

*“The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB.”*

A UGB for the City of La Pine has been adopted to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Both Goal 14 and the Division 24 rules apply to establishment of La Pine’s UGB.

The City of La Pine is the only city within the La Pine UGB. Deschutes County is the only county within which the La Pine UGB is located. The City of La Pine adopted the City of La Pine UGB on March 10, 2010. Deschutes County adopted the City of La Pine UGB on April 5, 2010.

### **3. Goal 14 Findings on 20-Year Coordinated Population Forecast**

Goal 14 states:

*“Land Need. Establishment and change of urban growth boundaries shall be based on the following:*

*(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments.”*

OAR 660-024-0030 Population Forecasts<sup>22</sup> states that:

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<sup>21</sup> OAR 660-024-0020(1): “All statewide goals and related administrative rules are applicable when establishing or amending a UGB, except as follows:

(a) The exceptions process in Goal 2 and OAR chapter 660, division 4, is not applicable unless a local government chooses to take an exception to a particular goal requirement, for example, as provided in OAR 660-004-0010(1);

(b) Goals 3 and 4 are not applicable;

(c) Goal 5 and related rules under OAR chapter 660, division 23, apply only in areas added to the UGB, except as required under OAR 660-023-0070 and 660-023-0250;

(d) The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary;

(e) Goal 15 is not applicable to land added to the UGB unless the land is within the Willamette River Greenway Boundary;

(f) Goals 16 to 18 are not applicable to land added to the UGB unless the land is within a coastal shorelands boundary;

(g) Goal 19 is not applicable to a UGB amendment.”

(2) The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location.”

<sup>22</sup> OAR 660-024-0030(4) and ORS 195.034 provide safe harbors for developing a 20-year population forecast, but they apply only to UGB amendments and therefore do not apply to establishment of La Pine’s original UGB.

*“(1) Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast, except that a metropolitan service district must adopt and maintain a 20-year population forecast for the area within its jurisdiction. In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.*

*“(2) The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.*

*“(3) For a population forecast used as a basis for a decision adopting or amending a UGB submitted under ORS 197.626, the director or commission may approve the forecast if they determine that a failure to meet a particular requirement of section (2) of this rule is insignificant in nature and is unlikely to have a significant effect on the needs determined under OAR 660-024-0040.”*

The assumptions, data, analysis, findings, and evidence of adoption by both the city and county for the 20-year population forecast used to establish the La Pine UGB are not in the submitted comprehensive plan. The department recommends that the commission take official notice of the department’s record for Deschutes County PAPA 002-09, in which the county adopted a 2029 population projection of 2,566 for La Pine. The county’s plan amendment is deemed acknowledged because it was not appealed. To comply with Goal 14 and OAR 660-024-0030(1), La Pine must also adopt this forecast. Although the forecast is mentioned in other submitted documents,<sup>23</sup> Chapter 12 – Urbanization (pp. 135-138) in the city’s adopted comprehensive plan does not include the 20-year population forecast and its supportive findings.

#### **4. Recommendations Regarding 20-Year Coordinated Population Forecast**

Direct the city to amend the comprehensive plan to add the data, findings and conclusions that establish La Pine’s 20-year population projection.

#### **5. Goal 14 Compliance Findings on 20-Year Urban Land Needs**

Goal 14 states:

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<sup>23</sup> For example, at pp. 18 and 21 of the 2009 City of La Pine Buildable Land Analysis. Note that Buildable Land Analysis <sup>24</sup> **ORS 197.298 Priority of land to be included within urban growth boundary.**

*“Land Need. Establishment and change of urban growth boundaries shall be based on the following:*

*(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).”*

*“In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”*

OAR 660-024-0040 Land Need states:

*“(1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.”*

Goal 14 and its rules are explicit that a UGB provides a 20-year land supply. The La Pine comprehensive plan states that the UGB provides a supply of land for more than 20 years (Comp Plan at p. 18; Buildable Land Analysis at pp. 12, 18 & 23). The department respects that identifying the appropriate location for the city’s first UGB is complicated by multiple factors, including a dispersed settlement pattern. However, state law does not authorize cities to include more land within their UGB than is needed during the planning period.

Findings regarding compliance with the requirements of Goal 14 and OAR 660-024-0040 are addressed for each urban land use category below.

## **6. Goal 14 Compliance Findings on Residential Land Need**

Goal 14 requires that:

*“Land Need. Establishment and change of urban growth boundaries shall be based on the following:*

*(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).”*

*“In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”*

*“Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.”*

OAR 660-008-0005 provides the following definitions:

*(4)(c) "Housing Needs Projection" refers to a local determination, justified in the plan, of the mix of housing types and densities that will be: Consistent with Goal 14 requirements."*

OAR 660-024-0040 Land Need requires that:

*"(1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.*

*"(4) The determination of 20-year residential land needs for an urban area must be consistent with the adopted 20-year coordinated population forecast for the urban area, and with the requirements for determining housing needs in Goals 10 and 14, OAR chapter 660, division 7 or 8, and applicable provisions of ORS 197.295 to 197.314 and 197.475 to 197.490."*

The department is unable to determine if the La Pine 20-year residential needs analysis is based on the adopted 20-year population forecast. The assumptions, data, analysis, and findings for the 20-year population forecast used to establish the La Pine UGB are not in the submitted comprehensive plan. Because the department cannot determine the basis for the population forecast, the department is unable to determine whether the residential land needs in the comprehensive plan are based on a coordinated 20-year population forecast.

Residential lands in the City of La Pine may be classified in three basic categories. The first category is located near the city core at its southern edge, which includes a majority of the city's multi-family residential land supply. This area has been the location of urban subdivision projects in recent years. The second category is "New Neighborhood", nearly 400-acres located along the city's western edge established through Regional Problem Solving (RPS) and acknowledged by the commission as eligible for urban services and urban levels of development to serve as a receiving area for the South Deschutes County Transfer of Development Credit (TDC) Program. The third category is three (3) rural residential neighborhoods along the west side of the city. These lands were not included in the La Pine Urban Unincorporated Community Boundary.

The presence and arrangement of these residential areas make calculating land supply difficult. At present, based on the city's submittal, the department is unable to connect the city's analysis of housing needs with its inventory of buildable lands and documentation of existing development.

## **7. Recommendations on Residential Land Need**

Direct the city to amend its comprehensive plan to:

- A. Demonstrate with findings supported by an adequate factual base that the determination of 20-year residential land needs is based on the adopted 20-year population forecast. If

a 20-year residential lands need based on the adopted 20-year population forecast requires less land than is currently included in the proposed UGB the city must:

- a. Remove a sufficient amount of residential land from the proposed UGB to ensure consistency with the adopted 20-year population forecast; or
- b. Work with staff to develop findings to justify exceptions from the applicable provisions for Goal 14 and OAR Chapter 660, Division 24.

## **8. Goal 14 Compliance Findings on Employment Land Need**

The department recommends that the commission find that the La Pine comprehensive plan adequately establishes the city's 20-year employment land needs, consistent with state law. See the analysis and findings for Goal 9, above.

## **9. Goal 14 Compliance Findings on Public Facilities and other Land needs**

Goal 14 requires that:

*“Land Need. Establishment and change of urban growth boundaries shall be based on the following:*

*(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).”*

*“In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”*

OAR 660-024-0040(7) Land Need states that:

*“The determination of 20-year land needs for transportation and public facilities for an urban area must comply with applicable requirements of Goals 11 and 12, rules in OAR chapter 660, divisions 11 and 12, and public facilities requirements in ORS 197.712 and 197.768. The determination of school facility needs must also comply with ORS 195.110 and 197.296 for local governments specified in those statutes.”*

ORS 197.712 (2) (e is identical to the Goal 11 and OAR Chapter 660, Division 11 requirements for public facilities plans. As mentioned in the findings for Goal 11 above, La Pine is not required to adopt a public facilities plan because the population in its UGB is under 2,500.

ORS 197.768 establishes the requirements for a public facilities strategy, which is a tool available to local governments and special districts to deal with an unanticipated capacity shortage. This statute doesn't apply to acknowledgment of La Pine's comprehensive plan.

The city's comprehensive plan submittal (in particular, Chapter 7 Public Facilities and Services) does not address land need for these facilities. Therefore, the department recommends that the commission find that the submittal does not comply with Goal 14 with respect to this urban land use at this time.

The city's comprehensive plan submittal, in particular, Chapter 8 Transportation, does not address a land need for transportation facilities. Therefore, the department recommends that the

commission find that the submittal does not comply with Goal 14 with respect to the transportation land needs required by Goal 12.

ORS 197.768, which establishes the requirements for a public facilities strategy, does not apply to acknowledgment of La Pine's comprehensive plan.

ORS 197.712, which addresses public facilities plans, does not apply to La Pine's comprehensive Plan because the city's UGB population is less than 2,500.

The department recommends that the commission find that the plan does not comply with Goal 14 with respect to transportation land needs required by Goal 12 and OAR chapter 660, division 12, because the comprehensive plan submittal does not address the land need for this specific land use.

The comprehensive plan findings regarding public schools in Chapter 7 Public Facilities and Services of La Pine's comprehensive plan do not address land need for future school facilities. Therefore, the department recommends that the commission determine that the submittal does not comply with Goal 14 with regard to the amount of land provided for school needs for the 20-year planning period.

The Bend-La Pine School District and the City of La Pine are subject to ORS 195.110 because the school district's student enrollment exceeds 2,500. (ORS 195.110(1)) Cities and school districts subject to ORS 195.110 are required to cooperatively prepare school facility plans that satisfy the requirements in the statute. (ORS 195.110(2) - (8)). Cities subject to ORS 195.110 are required to adopt such plans into their comprehensive plans. (ORS 195.110(2) (a)) The list of Appendices on page 139 of the plan refers to Bend-La Pine Schools' 2005 Sites and Facilities Plan. That plan indicates that the Bend-La Pine district does not anticipate a need for additional schools in La Pine within the next 20 years. The department recommends that the commission determine that the city's plan is consistent with ORS 195.110.

## **10. Combined Recommendations for All Public Facility Land Needs, Under Goal 14**

Direct the city to amend the comprehensive plan in order to:

- A. Provide the data, assumptions, findings, and conclusions regarding land need for water, sanitary sewer, and storm drainage facilities for the 20-year planning period, including a demonstration that the UGB includes the amount of land needed for this urban use;
- B. Provide the data, assumptions, findings, and conclusions regarding the amount of land needed for school facilities for the 20-year planning period, including a demonstration that the UGB includes the amount of land needed for this urban use;
- C. Adopt a school facility plan consistent with ORS 195.110 If that facility plan is not the same as the 2005 Bend-La Pine Schools Sites and Facilities Plan listed as an appendix to the city's comprehensive plan, then the city shall amend the comprehensive plan to incorporate or refer to the compliant school facilities plan; and
- D. Determine land need for transportation facilities for the 20-year planning period consistent with Goal 12, Goal 14, OAR 660-024-0040, and OAR chapter 660, division 12.
- E. Demonstrate with findings supported by an adequate factual base that the determination of 20-year land need for urban uses other than residential and employment lands is based

on A-D above. If a 20-year lands need based on A-D above requires less land than is currently included in the proposed UGB the city shall:

- a. Remove a sufficient amount of residential land from the proposed UGB to ensure consistency with A-E above; or
- b. Work with the department to develop findings to justify exceptions from the applicable provisions for Goal 14 and OAR Chapter 660, Division 24.

Recreation and Open Space Land Need: The department recommends acknowledgment of the Goal 8 elements of the plan. See the findings under Goal 8, above.

## **11. Goal 14 Compliance Findings for Urban Growth Boundary Location**

Goal 14 states:

*“Boundary Location. The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298<sup>24</sup> and with consideration of the following factors:*

- (1) Efficient accommodation of identified land needs;*
- (2) Orderly and economic provision of public facilities and services<sup>25</sup>;*
- (3) Comparative environmental, energy, economic and social consequences; and*
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.”*

OAR 660-024-0060 Boundary Location Alternatives Analysis states:

*“(1) When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:*

*(a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under OAR 660-024-0050.*

*(b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.*

*(c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.*

*(d) Notwithstanding subsection (a) to (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).*

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<sup>25</sup> “Public facilities and services” for Goal 14 purposes are water, sanitary sewer, storm water management, and transportation facilities. OAR 660-024-0060(7).

*(e) For purposes of this rule, the determination of suitable land to accommodate land needs must include consideration of any suitability characteristics specified under section (5) of this rule, as well as other provisions of law applicable in determining whether land is buildable or suitable.*

*“(3) The boundary location factors of Goal 14 are not independent criteria. When the factors are applied to compare alternative boundary locations and to determine the UGB location, a local government must show that all the factors were considered and balanced.*

*“(4) In determining alternative land for evaluation under ORS 197.298, "land adjacent to the UGB" is not limited to those lots or parcels that abut the UGB, but also includes land in the vicinity of the UGB that has a reasonable potential to satisfy the identified need deficiency.*

*“(5) If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.*

*“(8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:*

*(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;*

*(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and*

*(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.”*

The City of La Pine determined the UGB location by making it co-terminus with the city limits. (Comp Plan at p. 135) The comprehensive plan does not contain a boundary location analysis, with the data, assumptions, findings and conclusion that support it, consistent with Goal 14 and OAR Chapter 660, Division 24. Therefore, the department recommends that the commission find that the city’s submittal cannot be acknowledged for compliance with Goal 14 and related statutes and rules concerning the location of the UGB at this time.

## **12. Recommendation Regarding the UGB Location Analysis**

Direct the city to amend the comprehensive plan in order to provide a boundary location analysis consistent with Goal 14, ORS 197.298, OAR Chapter 660, Division 24, and OAR Chapter 660, Division 9, which results in a UGB that contains a supply of land that meets the city's 20-year needs, no more and no less.

### **13. Goal 14 Compliance Findings on Comprehensive Plan Map, Zoning Map, and Management of Urbanizable Land**

Goal 14 requires that:

#### *“Urbanizable Land”<sup>26</sup>*

*Land within urban growth boundaries shall be considered available for urban development consistent with plans for the provision of urban facilities and services<sup>27</sup>. Comprehensive plans and implementing measures shall manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate public facilities and services are available or planned.”*

OAR 660-024-0050 (6) states that:

*“When land is added to the UGB, the local government must assign appropriate urban plan designations to the added land, consistent with the need determination. The local government must also apply appropriate zoning to the added land consistent with the plan designation or may maintain the land as urbanizable land until the land is rezoned for the planned urban uses, either by retaining the zoning that was assigned prior to inclusion in the boundary or by applying other interim zoning that maintains the land's potential for planned urban development. The requirements of ORS 197.296 regarding planning and zoning also apply when local governments specified in that statute add land to the UGB.”*

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<sup>26</sup> From the definitions for the Statewide Planning Goals and Guidelines:

**URBANIZABLE LAND.** Urban land that, due to the present unavailability of urban facilities and services, or for other reasons, either:

- (a) Retains the zone designations assigned prior to inclusion in the boundary, or
- (b) Is subject to interim zone designations intended to maintain the land's potential for planned urban development until appropriate public facilities and services are available or planned.

<sup>27</sup> For Goal 14 purposes, “urban facilities and services” and “public facilities and services” are water, sanitary sewer, storm water management, and transportation facilities. OAR 660-024-0060(7).

#### **14. Compliance Findings for Comprehensive Plan Map and Management of Urbanizable Land**

The plan designations within the urbanizable area must be urban, and the urbanizable land must either retain its rural zoning or receive a holding zone until the land is rezoned for its planned urban use when public facilities and services are available or planned. (Goal 14, OAR 660-024-0050(6)) The La Pine plan and zoning maps do not comply with the goal and rule. Both maps contain the following designations, which appear to be zones and not plan designations: Master Plan Residential, Residential – Single-Family, Residential – Multi-Family, Traditional Commercial, Mixed-Use Commercial, Neighborhood Commercial, Industrial, Public Facilities, Open Space & Parks, Forest, and Sewage Treatment. The zoning map adds one zone: Commercial/Residential Mixed Use.<sup>28</sup>

There are two areas totaling 1,271 acres east of Highway 97 that are designated and zoned “Forest.” The city’s Findings state: “Unlike many communities, La Pine will retain a large expanse of land with a Forest designation until these lands are rezoned for employment land and recreational purposes.”<sup>29</sup> A note on the proposed plan map states that this land will “potentially serve as large lot employment lands.” At the time land is included in a UGB, it must receive an urban plan designation.<sup>30</sup> Commercial forestry is a rural use and designation, not an urban use and designation. If the city demonstrates that this land is needed for urban employment and/or recreational uses during the 20-year planning period, then the city must designate it for those uses on the plan map, consistent with the EOA, and with the Parks Master Plan or other demonstration of recreation land need. If this land or any portion of it is not expected to develop with needed urban uses within 20 years, it may not be included in the UGB (but it can stay in the city limits).

The plan characterizes the intended use of this land as “transitional uses ... until needed for urbanization or employment,” including “recreation, large lot industrial development, sewer expansion, energy production sites, and wildfire management areas.” The UGB is established to accommodate the amount and location of land needed for urban uses for the next 20 years. Need must be established for recreation, large lot industrial development, sewer expansion, and energy production, and the land must be planned for those purposes.<sup>31</sup> The city may, and is encouraged to, revisit its UGB needs and land supply in the future, at which time it may re-zone lands and add lands based on changes in need. Land needed during the 20-year planning period must be provided and designated at the time the UGB is established.

#### **15. Recommendations Regarding Comprehensive Plan Map and Management of Urbanizable Land**

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<sup>28</sup> Although it is not stated in the acknowledgment submittal, part of the city (and the co-terminus UGB) may already have urban zoning from its previous designation as an urban unincorporated community. If this is true, then the applicable parcels are not required to be re-zoned to rural zones or an urban holding zone upon acknowledgment; they may retain their urban zoning.

<sup>29</sup> Findings, p. 4, #11.

<sup>30</sup> OAR 660-024-0050(6).

<sup>31</sup> “Wildfire management” is not a land use, so land may not be designated or zoned for that purpose. The city may adopt zoning, development, and design standards and criteria intended to assist in wildfire management.

Direct the city to amend the comprehensive plan in order to:

- A. Revise the plan map so that all parcels in the UGB have an urban plan designation;
- B. Revise the zoning map so that all parcels within the UGB that are not in an area previously designated as an unincorporated urban community on the Deschutes County comprehensive plan map either retain rural zoning or receive a holding zone that manages the use and division of urbanizable land to maintain its potential for planned urban development until appropriate public facilities and services are available or planned.
- C. Regarding the large area east of Highway 97 that is labeled as “BLM transfer to County” on the plan map and designated “Sewage Treatment”: Consider re-designating and re-zoning this land for consistency with on a sanitary sewer facilities plan that is compliant with Goal 11 and Goal 14;
- D. Explain the applicability of the following designations on the plan and zoning maps located outside the city and the UGB: “Future Employment Lands,” “Neighborhood 1,” “Neighborhood 2,” “Neighborhood 3,” “Rosland Crossing neighborhood,” “Ranchside Neighborhood,” and “Prairie Meadow Neighborhood”; or, in the alternative, delete these designations from the maps.
- E. Regarding the area east of Highway 97 that is currently designated and zoned “Forest”: Designate this land for urban use on the plan map to the extent justified by the city’s land need determinations. Either retain the rural resource zoning for this land or apply an interim urban holding zone.

## **16. Goal 14 Comprehensive Plan Policies**

Goal 2 requires that:

*“All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. ... The plans shall be the basis for specific implementation measures.”*

## **17. Compliance Findings for Goal 14 Comprehensive Plan Policies**

Compliance Findings for Goal 1 Comprehensive Plan Policies are addressed in the findings for Goal 1 compliance, above.

Compliance Findings for Goal 2 Comprehensive Plan Policies are addressed in the findings for Goal 2 compliance, above.

Compliance Findings for Goal 5 Comprehensive Plan Policies are addressed in the findings for Goal 5 compliance, above.

Compliance Findings for Goal 6 Comprehensive Plan Policies are addressed in the findings for Goal 6 compliance, above.

Compliance Findings for Goal 7 Comprehensive Plan Policies are addressed in the findings for Goal 7 compliance, above.

Compliance Findings for Goal 8 Comprehensive Plan Policies are addressed in the findings for Goal 8 compliance, above.

Compliance Findings for Goal 9 Comprehensive Plan Policies are addressed in the findings for Goal 9 compliance, above.

Compliance Findings for Goal 11 Comprehensive Plan Policies are addressed in the findings for Goal 11 compliance, above.

Compliance Findings for Goal 12 Comprehensive Plan Policies are addressed in the findings for Goal 12 compliance, above.

Compliance Findings for Goal 13 Comprehensive Plan Policies are addressed in the findings for Goal 13 compliance, above.

## **O. Goal 15: Willamette River Greenway**

This goal is not applicable because no land in the UGB is within the Willamette River Greenway Boundary. (OAR 660-024-0020(1)(e)).

## **P. Goal 16: Estuarine Resources**

These goals are not applicable because no land in the UGB is within a coastal shorelands boundary. (OAR 660-024-0020(1)(f)).

## **Q. Goal 17: Coastal Shorelands**

These goals are not applicable because no land in the UGB is within a coastal shorelands boundary. (OAR 660-024-0020(1)(f)).

## **R. Goal 18: Beaches and Dunes**

These goals are not applicable because no land in the UGB is within a coastal shorelands boundary. (OAR 660-024-0020(1)(f)).

**S. Goal 19: Ocean Resources**

This goal is not applicable because no land in the UGB abuts the coast of the Pacific Ocean.

**VI. OBJECTIONS**

**A. Valid Objections Received**

Following the department notice that it has received an acknowledgment request is a 45-day period for interested parties to submit comments to the commission for its consideration. (ORS 197.251(2), OAR 660-003-0005(3), OAR 660-003-0020(1))

The Department mailed notice of receipt of the acknowledgment request and opportunity to submit comments and objections on September 14, 2010. The deadline for submission of objections was October 29, 2010. The Department received no timely objections.

**B. Response to Objections**

The commission considers all valid objections and decides whether each objection is granted or denied. The department may investigate the objections and resolve issues raised in the comments and objections in its report to the commission. (ORS 197.251(2)(b) & (4), OAR 660-003-0020 (3) & (4))

The department received no timely objections; therefore, no response is required.

**VII. DEPARTMENT RECOMMENDATION AND DRAFT MOTIONS**

The department recommends that the commission accept its recommendation as it is proposed in this report. The department further recommends that the commission adopt the motion proposed in Alternative 1 below.

Alternative 1:

*“I move that the Land Conservation and Development Commission accept the recommendations of the department, and direct the department to develop an order acknowledging the City of La Pine comprehensive plan for compliance with Goal 1, Goal 3, Goal 4, Goal 6, Goal 8, Goal 9, Goal 11, and Goal 13; and directing the department to work directly with the city to develop a compliance schedule that will bring the La Pine comprehensive plan into compliance with the remaining Goals.”*

Alternative 2:

*“I move that the Land Conservation and Development Commission direct the city and the department to develop an order acknowledging the City of La Pine comprehensive plan for compliance with Goal \_\_\_ and Goal \_\_\_, and Goal \_\_\_, and . . . ; and direct the department to work with the city to develop a compliance schedule that will bring the La Pine plan into compliance with the remaining Goals.”*

## VIII. ACRONYMS, ABBREVIATIONS, AND TERMS

BLI	Buildable Lands Inventory
CCI	Citizen Involvement Committee
CAC	Citizen Advisory Committee
(The) city	The City of La Pine
(The) commission or LCDC: Comp Plan at p. 3	The Oregon Land Conservation and Development Commission Example of a citation to a page number in a particular document in the record.
(The) county	Deschutes County
DEQ	Department of Environmental Quality
The department:	The Oregon Department of Land Conservation and Development
EOA	Economic Opportunity Analysis
The goal(s)	One or more of the 19 Statewide Planning Goals
LPRD	La Pine Park and Recreation District
LWI	Local Wetland Inventory
MPR	Master Plan Residential
MFR	Multi-Family Housing
NWI	National Wetland Inventory
OAR:	Oregon Administrative Rules
ORS:	Oregon Revised Statutes
SFR	Single Family Residential
TPR	Transportation Planning Rule
TSP	Transportation System Plan
UGB:	Urban growth boundary. As used in this report, it refers to the urban growth boundary adopted for the City of La Pine.
UUC	Urban Unincorporated Community (Deschutes County designation)

## **IX. ATTACHMENTS**

1. Correspondence:
  - a. Department September 14, 2010 notice of receipt of request for acknowledgment and opportunity to comment and file objections;
  - b. Department September 14, 2010 acknowledgment completeness letter addressed to La Pine Mayor Kitty Shields.
2. La Pine acknowledgment request submittal from Deschutes County
  - a. April 5, 2010 Deschutes County Notice of Adoption submitted to the Department with Ordinance No. 2010-008, map of La Pine urban growth boundary, findings for La Pine comprehensive plan and Urban Growth UGB, and county plan amendments.
3. La Pine acknowledgment request submittals from City of La Pine
  - a. March 2010 Comprehensive Plan;
  - b. Comprehensive Plan Map with urban growth boundary;
  - c. Comp Plan and UGB Findings; and
  - d. Comp Plan Contact List.

## **Exhibits**

### **Oregon Revised Statutes (ORS)**

**ORS 195.025 Regional coordination of planning activities; alternatives.** (1) In addition to the responsibilities stated in ORS 197.175, each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, including planning activities of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county. In addition to being subject to the provisions of ORS chapters 195, 196 and 197 with respect to city or special district boundary changes, as defined by ORS 197.175 (1), the governing body of the Metropolitan Service District shall be considered the county review, advisory and coordinative body for Multnomah, Clackamas and Washington Counties for the areas within that district.

(2) For the purposes of carrying out ORS chapters 195, 196 and 197, counties may voluntarily join together with adjacent counties as authorized in ORS 190.003 to 190.620.

(3) Whenever counties and cities representing 51 percent of the population in their area petition the Land Conservation and Development Commission for an election in their area to form a regional planning agency to exercise the authority of the counties under subsection (1) of this section in the area, the commission shall review the petition. If it finds that the area described in the petition forms a reasonable planning unit, it shall call an election in the area on a date specified in ORS 203.085, to form a regional planning agency. The election shall be conducted in the manner provided in ORS chapter 255. The county clerk shall be considered the elections officer and the commission shall be considered the district elections authority. The agency shall be considered established if the majority of votes favor the establishment.

(4) If a voluntary association of local governments adopts a resolution ratified by each participating county and a majority of the participating cities therein which authorizes the association to perform the review, advisory and coordination functions assigned to the counties under subsection (1) of this section, the association may perform such duties. [Formerly 197.190]

**ORS 195.036 Area population forecast; coordination.** The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary. [1995 c.547 §7 (enacted in lieu of 195.035)]

**ORS 197.251 Compliance acknowledgment; commission review; rules; limited acknowledgment; compliance schedule.** (1) Upon the request of a local government, the Land Conservation and Development Commission shall by order grant, deny or continue acknowledgment of compliance of comprehensive plan and land use regulations with the goals. A commission order granting, denying or continuing acknowledgment shall be entered within 90 days of the date of the request by the local government unless the commission finds that due to extenuating circumstances a period of time greater than 90 days is required.

(2) In accordance with rules of the commission, the Director of the Department of Land Conservation and Development shall prepare a report for the commission stating whether the comprehensive plan and land use regulations for which acknowledgment is sought are in compliance with the goals. The rules of the commission shall:

(a) Provide a reasonable opportunity for persons to prepare and to submit to the director written comments and objections to the acknowledgment request; and

(b) Authorize the director to investigate and in the report to resolve issues raised in the comments and objections or by the director's own review of the comprehensive plan and land use regulations.

(3) Upon completion of the report and before the commission meeting at which the director's report is to be considered, the director shall afford the local government and persons who submitted written comments or objections a reasonable opportunity to file written exceptions to the report.

(4) The commission's review of the acknowledgment request shall be confined to the record of proceedings before the local government, any comments, objections and exceptions filed under subsections (2) and (3) of this section and the report of the director. Upon its consideration of an acknowledgment request, the commission may entertain oral argument from the director and from persons who filed written comments, objections or exceptions. However, the commission shall not allow additional evidence or testimony that could have been presented to the local government or to the director but was not.

(5) A commission order granting, denying or continuing acknowledgment shall include a clear statement of findings which sets forth the basis for the approval, denial or continuance of acknowledgment. The findings shall:

(a) Identify the goals applicable to the comprehensive plan and land use regulations; and

(b) Include a clear statement of findings in support of the determinations of compliance and noncompliance.

(6) A commission order granting acknowledgment shall be limited to an identifiable geographic area described in the order if:

(a) Only the identified geographic area is the subject of the acknowledgment request; or

(b) Specific geographic areas do not comply with the applicable goals, and the goal requirements are not technical or minor in nature.

(7) The commission may issue a limited acknowledgment order when a previously issued acknowledgment order is reversed or remanded by the Court of Appeals or the Oregon Supreme Court. Such a limited acknowledgment order may deny or continue acknowledgment of that part of the comprehensive plan or land use regulations that the court found not in compliance or not consistent with the goals and grant acknowledgment of all other parts of the comprehensive plan and land use regulations.

(8) A limited acknowledgment order shall be considered an acknowledgment for all purposes and shall be a final order for purposes of judicial review with respect to the acknowledged geographic area. A limited order may be adopted in conjunction with a continuance or denial order.

(9) The director shall notify the Real Estate Agency, the local government and all persons who filed comments or objections with the director of any grant, denial or continuance of acknowledgment.

(10) The commission may grant a planning extension, which shall be a grant of additional time for a local government to comply with the goals in accordance with a compliance schedule. A compliance schedule shall be a listing of the tasks which the local government must complete in order to bring its comprehensive plan, land use regulations, land use decisions and limited land use decisions into initial compliance with the goals, including a generalized time schedule showing when the tasks are estimated to be completed and when a comprehensive plan or land use regulations which comply with the goals are estimated to be adopted. In developing a com-

pliance schedule, the commission shall consider the population, geographic area, resources and capabilities of the city or county.

(11) As used in this section:

(a) “Continuance” means a commission order that:

(A) Certifies that all or part of a comprehensive plan, land use regulations or both a comprehensive plan and land use regulations do not comply with one or more goals;

(B) Specifies amendments or other action that must be completed within a specified time period for acknowledgment to occur; and

(C) Is a final order for purposes of judicial review of the comprehensive plan, land use regulations or both the comprehensive plan and land use regulations as to the parts found consistent or in compliance with the goals.

(b) “Denial” means a commission order that:

(A) Certifies that a comprehensive plan, land use regulations or both a comprehensive plan and land use regulations do not comply with one or more goals;

(B) Specifies amendments or other action that must be completed for acknowledgment to occur; and

(C) Is used when the amendments or other changes required in the comprehensive plan, land use regulations or both the comprehensive plan and land use regulations affect many goals and are likely to take a substantial period of time to complete. [1977 c.766 §18; 1979 c.242 §3; 1981 c.748 §7; 1983 c.827 §5; 1985 c.811 §13; 1991 c.817 §23; 1993 c.438 §2]





FORM 2

DLCD

# Notice of Adoption

This Form 2 must be mailed to DLCD and all other requirements of ORS 197.615 and OAR 660-018-000

DATE STAMP	<input type="checkbox"/> In person	<input type="checkbox"/> electronic	<input type="checkbox"/> mailed
	For Office Use Only		

Jurisdiction: **La Pine**

Local file number: 2010-02

Date of Adoption: **March 10, 2010**

Date Mailed: **Per Grant – August 14, 2010**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD?  Yes  No Date: January 2010

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other: First Comprehensive Plan

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

No Amendment. New La Pine Comprehensive Plan.

The City of La Pine was incorporated in 2006 and in 2009 began to develop its first Comprehensive Plan, which has been completed and now adopted. The subsequent grant work under City of La Pine Grant Agreement TA-R-11-154; Compliance with Special Awards Condition Table, Items 2-4 requires submittal of the Plan text and map pursuant to the acknowledgment review process set forth in ORS 197.251 and OAR 660, Division 3. Deschutes County has previously submitted their forms for the adoption of the La Pine Urban Growth Boundary and changes to their County Plan to recognize La Pine's newly adopted Plan.

Does the Adoption differ from proposal? Please select one

N/A

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals: 1-14

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

---

**DLCD file No. City of La Pine Grant Agreement TA-R-11-154**

Please list all affected State or Federal Agencies, Local Governments or Special Districts: Deschutes

County, State of Oregon, La Pine Sewer and Water District

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Local Contact: **Deborah McMahon**

Phone: (541) 318-8330 Extension:

Address: **60352 Arnold Market Road**

Fax Number: **541-318-8330**

City: **Bend**

Zip: 97702

E-mail Address: **dlts55@yahoo.com**

---

## **ADOPTION SUBMITTAL REQUIREMENTS**

**This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)**

per ORS [197.615](#) and [OAR Chapter 660, Division 18](#)

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this **Form 2** on light **green paper if available**.
3. Send this Form 2 and **One (1) Complete Paper Copy and One (1) Electronic Digital CD** (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see [ORS 197.615](#) ).

8. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (see [ORS 197.830 to 197.845](#)).
9. In addition to sending the Form 2 - Notice of Adoption to DLCD, please notify persons who participated in the local hearing and requested notice of the final decision at the same time the adoption packet is mailed to DLCD (see [ORS 197.615](#)).
- 10. Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518.

Updated December 22, 2009

VOID FORM



# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2524

Phone: (503) 373-0050

First Floor/Coastal Fax: (503) 378-6033

Second Floor/Director's Office Fax: (503) 378-5518

Third Floor/Measure 37 Fax: (503) 378-5318

Web Address: <http://www.oregon.gov/LCD>

September 14, 2010

Kitty Shields, Mayor  
City of La Pine  
51340 Highway 97  
P.O. Box 3055  
La Pine, Oregon 97739



RE: La Pine Comprehensive Plan and Map, Acknowledgment Request Submittal

Dear Mayor Shields:

This letter is to inform you that the Department of Land Conservation and Development (DLCD) has determined that the City of La Pine Comprehensive Plan and Map submittal for acknowledgement is complete. DLCD anticipates that its review and recommendation on the comprehensive plan and documents will be completed by December 3, 2010, following the required 45-day period for comments. DLCD anticipates that the request will be heard by the Land Conservation and Development Commission (LCDC) at its regular meeting in Salem, Oregon on January 20<sup>th</sup> and 21<sup>st</sup>, 2011.

If you have questions about the review process, please do not hesitate to contact Jon Jinings, DLCD's Community Services Specialist, at 541.318.2890, or by e-mail at [jon.jinings@state.or.us](mailto:jon.jinings@state.or.us).

Best regards,

Richard Whitman  
Director

CC: Deborah McMahon (by email),  
DLCD: Darren Nichols, Jon Jinings, Larry French (all by email)



# **City of La Pine**

# **Comprehensive Plan**

**March 2010**

## **Special Thanks & Acknowledgements**

The City of La Pine Comprehensive Plan could not have been completed without the assistance of our citizens. Their participation was invaluable to the success of the document and was instrumental to developing the values, goals, and policies that are needed to shape the future of La Pine. Various public bodies and agencies also participated in the process and deserve special recognition for their efforts to refine the document. They are listed as follows:

### **City of La Pine:**

City Council  
City Planning Commission  
City Staff

### **Deschutes County:**

Board of County Commissioners  
County Planning Commission  
County Staff

### **State of Oregon:**

Department of Land Conservation and Development  
Department of Transportation  
Department of Fish and Wildlife  
Department of Community Development and Economic Development  
Department of Employment and Analysis

### **Federal Government:**

Bureau of Land Management  
US Forest Service  
Corps of Engineers

### **Agencies:**

Central Oregon Intergovernmental Council  
La Pine Water and Sewer District  
La Pine Park District  
La Pine Rural Fire Protection District  
Rural Community Assistance Corporation

### **Private Groups:**

Economic Development for Central Oregon  
La Pine Chamber of Commerce  
Housing Works  
La Pine Industrial Group

### **Special Recognition:**

Special recognition and gratitude goes to DLCD Representative Mark Radabaugh for his continued assistance in providing guidance to the City on urban and rural interface

issues. The dedication, professionalism, and overall helpfulness was essential in the development of our first, independent, Comprehensive Plan implementing the Statewide Planning Goals. Small cities, like La Pine, could not effectively complete comprehensive land use planning without assistance from DLCD. To that end, we are also thankful for the grant assistance and consideration of the Salem DLCD staff, Larry French, from which funding was provided for this task, and several other key projects.

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# City of La Pine – Comprehensive Plan

## I. Introduction

### **Incorporation:**

The City of La Pine was incorporated in 2006 after a vote of citizens acknowledged the desire for La Pine to become a self governing community. Population growth, challenging development issues, and a strong sense of personal independence of residents of the region led to the community making a governmental break from Deschutes County. Although brand new in its self-governance, the community is meeting the challenges of being a newly incorporated municipality head on. Aside from fulfilling the day to day obligations of managing City business affairs, this Comprehensive Plan is the first effort at directing long term community growth according to the vision of the City residents.

### **What is a Comprehensive Plan?**

- **A Comprehensive Plan is a blueprint for community land use decision making to ensure that the needs of the community are met as growth occurs over the term of the planning period**
  - During the creation of the Comprehensive Plan, three fundamental questions were kept in mind, these are: *Where are we now? Where do we want to be? How will we get there?*
  - Although the document is primarily intended to provide a basis of how land will be utilized and developed, it has far reaching affects on many day to day issues such as: provision of public/emergency services (police/fire); economic development/jobs; land values; schools; parks; and, transportation.
  - A Comprehensive Plan helps define a community and puts into a single document the goals and policies that ensure that the desired character and quality of life within the community is maintained as the community grows.
- **Elements of a Comprehensive Plan**
  - A Comprehensive Plan is comprised of separate chapters each addressing fundamental factors in community development. In Oregon the basis for the Plan is established by the Statewide Planning Goals – these Goals require that the following issues be addressed and planned for:
    - agricultural and forest lands
    - natural resources/historic resources
    - the quality of air, water and land resources
    - natural hazards
    - recreational needs
    - economic development
    - housing needs

- public facilities and services
- transportation
- energy conservation
- Comprehensive Plans must also include provisions for regular updating to allow for changes in community direction and needs over time.
- Provisions for implementation of the goals and policies contained within the Plan must be established. These include defining “programs” to fulfill tasks and meet obligations, the adoption of a Zoning Code, and adoption of subsequent specialized Code texts that have the effect of law.
- A corresponding map identifies long term land use designations and accompanies the textual document.

- **Reasons for a Comprehensive Plan**

- Compliance with State of Oregon Land Use requirements for all municipal jurisdictions.
- Provides the legal basis for the communities land use regulations (laws) and land use decisions.
- Helps identify and prioritize issues that are important to the community and plan for change.
- Ensures that adequate public facilities and services are provided and maintained to meet citizen needs
- Provides a degree of certainty and protection for citizens regarding land uses, values and rights in their community.
- And, most importantly, a Comprehensive Plan ensures that the citizens of the La Pine have a say in the development of their community.

**Summary of Oregon’s Statewide Planning Goals:**

Oregon’s statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the Statewide Planning Goals. The State’s Land Conservation and Development Commission (LCDC) review plans for such consistency. When the State Department of Land Conservation and Development officially approves a local government’s plan, the plan is said to be ‘acknowledged.’ After acknowledgement, the Plan becomes the controlling guide for implementing ordinances – the laws that bring the plan to life. Oregon’s planning laws apply not only to local governments but also to special districts and state agencies. The laws strongly emphasize coordination between such agencies and special districts - keeping plans and programs consistent with each other, with the goals, and with acknowledged local plans. The following is a summary of the Oregon Statewide Planning Goals and the issues that must be addressed in the Plan.

**GOAL 1**

**CITIZEN INVOLVEMENT** Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also

requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

## **GOAL 2**

**LAND USE PLANNING** Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

## **GOAL 3**

**AGRICULTURAL LANDS** Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, and Division 33.

## **GOAL 4**

**FOREST LANDS** This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

## **GOAL 5**

### **OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL**

**RESOURCES** Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

## **GOAL 6**

**AIR, WATER AND LAND RESOURCES QUALITY** This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

## **GOAL 7**

**AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

## **GOAL 8**

**RECREATION NEEDS** This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting of destination resorts.

## **GOAL 9**

**ECONOMY OF THE STATE** Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

## **GOAL 10**

**HOUSING** This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

## **GOAL 11**

**PUBLIC FACILITIES AND SERVICES** Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should to be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

## **GOAL 12**

**TRANSPORTATION** The goal aims to provide "a safe, convenient and economic transportation system." It requires communities to address the needs of the "transportation disadvantaged."

## **GOAL 13**

**ENERGY** Goal 13 requires that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

## **GOAL 14**

**URBANIZATION** This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land." It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses.

## **GOAL 15**

**WILLAMETTE GREENWAY** Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River. *This goal does not apply to land within the La Pine UGB.*

## **GOAL 16**

**ESTUARINE RESOURCES** This goal requires local governments to classify Oregon's 22 major estuaries in four categories: natural, conservation, shallow-draft development and deep-draft development. It then describes types of land uses and activities that are permissible in those "management units." *This goal does not apply to land within the La Pine UGB.*

## **GOAL 17**

**COASTAL SHORELANDS** The goal defines a planning area bounded by the ocean beaches on the west and the coast highway (State Route 101) on the east. It specifies how certain types of land and resources there are to be managed: major marshes, for example, are to be protected. Sites best suited for unique coastal land uses (port facilities, for example) are reserved for "water-dependent" or "water related" uses. *This goal does not apply to land within the La Pine UGB.*

## **GOAL 18**

**BEACHES AND DUNES** Goal 18 sets planning standards for development on various types of dunes. It prohibits residential development on beaches and active foredunes, but allows some other types of development if they meet key criteria. The goal also deals with dune grading, groundwater drawdown in dunal aquifers and the breaching of foredunes. *This goal does not apply to land within the La Pine UGB.*

## **GOAL 19**

**OCEAN RESOURCES** Goal 19 aims "to conserve the long-term values, benefits, and natural resources of the near shore, ocean and the continental shelf." It deals with matters such as dumping of dredge spoils and discharging of waste products into the open sea. Goal 19's main requirements are for state agencies rather than cities and counties. *This goal does not apply to land within the La Pine UGB.*

Throughout the course of the 20-year planning period that comprises the Comprehensive Plan timeline, the La Pine City Council and Planning Commission, as well as the citizens of La Pine, will use the Plan to guide decisions about La Pine's physical, social, and economic development.

## **II. Purpose and Intent**

As a newly incorporated city, La Pine is required by State Law to develop a Comprehensive Plan that is consistent with the Statewide Planning Goals – the Goals express the State's policies on land use and planning for community growth. The La Pine Comprehensive Plan was developed for the purpose of providing a guide to incorporating the specific community direction concerning future growth with the State mandated programs to the greatest degree practicable. The intent was to allow for as much local control and guidance concerning future growth as possible, while maintaining efficiencies and effective delivery of public facilities and services and future use of land. Overall, it is a generalized long-range policy guide and land use map that provides the

basis for decisions on the physical, social, and economic development of La Pine. The goals and policies included in this plan are based on coordination with local and regional agencies that provide public services to the community, and the best information available. The Plan strives to address the interrelationship between all factors which influence community growth and not isolate them as unique facets to be looked individually. The connections between all elements inherent in community development are taken into consideration in all regards from public facilities planning to the arrangement of land uses to avoid conflict. The main objectives of this Comprehensive Plan are:

- To respect the past land use patterns in the community while preventing future conflicts with and between new land use activities;
- To provide elected officials, public agencies, and citizens of La Pine with an objective basis for participation in land use decisions;
- To provide an information document which serves as benchmark for the existing conditions and characteristics of the community;
- To identify the direction and nature of changes and future development which may be expected within the community; and,
- To provide a better understanding of specific goals, policies, actions, programs and regulations which affect the future growth of the community.

### **III. Process and Methodology**

#### **Planning Process**

Planning is a continual, ongoing process that requires extensive public input to accurately capture the desires of the community. Over the past 10-years in central Oregon we have heard about growth creating unwelcome or unanticipated changes that cause anger and frustration within the community. This has been especially true for La Pine, which, until its recent incorporation, had many of the characteristics of a full-fledged municipality, but little of the local control. Many of the residents felt that they were under-represented by the Deschutes County government and that their individual concerns were being ignored. This Plan seeks to resolve some of those issues and the inevitable issues related to growth by providing clear policies on what the built environment should look like and how it should operate, and incorporating the wishes of the local Citizens. In order to accomplish these tasks, a significant amount of meaningful public involvement is required.

Goal 1 of the Statewide Planning Goals requires a strong commitment to Public Involvement at all levels of land use planning. Thus, since the Comprehensive Plan is the basis for all future land use decisions and provides direction for growth of the community through the 20-year planning period, it was not only a necessity from a legal standpoint to make sure the public was involved in its creation, but it was also a necessity from a community ownership standpoint. Without the Citizen input into the Plan, the Plan is lifeless and does not ensure that the local community desires are met. It was with the help of the Citizens of La Pine, including their long-term vision, that this document was

created. To those ends, all of the citizens of La Pine who participated in the Comprehensive Planning process are to be thanked – especially City Councilors, Planning Commissioners, City Staff, agency participants and those members of the general public who diligently participated in the public meetings. The on-going participation of the local citizenry will be an important part of the community development process to ensure that the Plan is fulfilled and ultimately leads to the community that the citizens have envisioned.

### **Local Values**

An overall sentiment that became apparent early in the planning process was that the Citizens wanted to maintain their small-town feel and retain the rural lifestyle, while at the same time increasing the degree of basic public services and amenities for their everyday needs. These include better access to health care/hospital, increased employment opportunities, enhancement of recreational opportunities, and other elements common to everyday life. The desire was for slow, graduated change that respected the ideals of the current Citizens and historical lifestyle of the area. The focus of this Plan is to make sure that the growth and redevelopment of the community adheres to these ideals and values, and that the vision as expressed by the Citizens.

In April, 2000 the La Pine Community Action Team sponsored the La Pine Community Design Charrette – with the help of professional at the Rocky Mountain Institute, a charrette process was completed and a report identifying the desires of the community was produced. The primary accomplishments of the charrette were the identification of specific projects that the citizens of La Pine see as desirable and beneficial to their community, as well as considering specific design, size and locational requirements for each. The previous Design Charrette was utilized as a basis for discussion to help identify and create the Vision for La Pine.

The following are the primary projects identified by participants in the process (with a brief description of what was desired). However, there was an acknowledgment that the prospective projects may not be built for a variety of reasons. Nonetheless, these items were deemed by citizens to be of future importance to the fabric of the community.

1. Performing Arts Center – An auditorium of 12,000 square feet with 400 seats
2. Community Health Center – A 24-hour emergency facility and rural hospital of 10,000 to 20,000 square feet.
3. Skate Park – Would require about 9,000 square feet of land
4. Safe House – A short-term residence for 1 to 5 victims of domestic violence.
5. Civic Center – A 5,000 square foot building to provide a variety of City and County services.
6. Senior Center – A 9,500 square foot building on 4-acres with parking for 100 vehicles. This would provide a variety of senior services.
7. Community Park – Large enough to accommodate many large scale recreational needs for the community and region.

8. Community Fairgrounds – A multi-use recreational and educational facility requiring 40 to 50 acres consisting of rodeo grounds, community building, administrative offices, etc.
9. Airport – On approximately 300 acres, this facility would include hangars, light industrial businesses, RV park, etc.

The following projects were also identified during the charrette process, but were less specific as to size, location and design.

- Central Oregon Community College south campus
- New schools and school expansions
- Neighborhood parks
- Senior Housing
- Swimming pool
- Information kiosks
- Affordable housing
- City, County and State public works yard
- Open space
- Trails for equestrians, bikers, snowmobilers and skiers

Another major discussion point of the process was the opportunity to create an identifiable Town Center as a hub of community activity. The Town Center would be a compact area that is centrally located and planned for easy walking access. The uses would be comprised of a mixture of commercial businesses, civic buildings and other community uses.

### **Visioning as an overview**

“Visioning” (as a planning term) is a process by which community values are weighed and a community identity is created. Key elements that need to be understood and defined in any community visioning process are:

- Where are we now?
- Where are we going?
- Where do we want to be?
- How do we get there?

Community involvement and participation from a broad spectrum is necessary to create a true community identity. A full scale, independent Visioning process results in a plan that does the following:

- Identifies primary community issues and desires
- Investigates the physical, cultural, economic and social fabric of a community
- Establishes community goals
- Develops strategies for meeting goals

- Creates an implementation plan

A key understanding of participants in the process is that not all desires of individual citizens will be viewed by others as a “community” need – there must be prioritization during the Visioning process. Key factors that must be kept in mind during the Visioning process are:

- What are the necessities versus aspirations?
- Fiscal, legal and procedural requirements to achieve the goals
- Who is responsible for moving goals forward (i.e. government, private business, other agencies)?
- Is the plan sustainable over the long term?

The intended result is a definitive community direction that is aimed at empowering citizens to work in a cohesive fashion to build a better community. Successful implementation of a Vision plan requires the establishment of benchmarks so that successes and accomplishments of the plan can be weighed. Ultimately, the plan should be used to guide decisions on issues that have community wide implications.

### **Creating a Vision for the Future**

In developing a vision for the future and creating this Comprehensive Plan the following steps were taken and questions were asked:

- Define what “makes up” the community – Is the community of La Pine comprised of only those properties and residents within the City boundary, or does the “community” also include outlying residents who rely of City services and businesses for their everyday needs?
- Identification of available community resources – This process was both quantitative and qualitative in its efforts. It consisted of documenting the availability of public facilities and services, service agencies, private businesses and all other community resources that provide everyday service needs to the community.
- Creation of an Action Plan – An action plan is a prioritized set of specific tasks (these are the Programs listed within each chapter of the Comprehensive Plan) aimed at meeting the long term goals of the community. Other agencies, special districts and groups who have participated in the development of the community vision have been encouraged to develop individual operation plans that contribute to the overall community vision and action plan for La Pine.
- Implementation – The tasks identified in the action plan should be assigned to individuals, groups, civic organizations and local government entities as appropriate. Completion of tasks should be lauded in a public fashion with benchmarks established.

### **Visioning for La Pine**

Visioning for La Pine occurred throughout the Comprehensive Planning process – the visioning included continual development of Goals and Policies for the operation and direction of the City as a jurisdictional organization (as listed throughout this Plan), as well as creating an action plan (the Programs listed throughout this Plan). After review of the points identified in the past charrette process, the discussions with the community opened up toward new ideas. The primary points raised by citizens were:

- Economy – how to create and generate jobs in La Pine
- Desire to maintain the “rural feel” of the community
- Transportation – Highway 97 bisects the city and creates physical and perceivable obstacles – need for a traffic signal at 1<sup>st</sup> Street
- Livability – a “slow degree of change” – not aggressive tactics to change the community quickly
- Establish design protocol for new development/buildings in La Pine by focusing on the “Complete Community” and “Complete Neighborhoods” concepts.
- Concern over the newest residential neighborhood within City boundaries that was reviewed/approved by Deschutes County under County development standards

### **Desired Outcome of Visioning Process**

At the end of any visioning process there is a document that includes goals, policies and programs all aimed at fulfilling the community visioning statement – in this case, it is this Comprehensive Plan. This Plan is the document that can be looked to by the community to provide direction to all groups who provide services to community member. Notwithstanding, the Plan is a dynamic document and must include a process for updating – it must be realized that the planning process is continual. As the community and surrounding influential circumstances change, the community must review the Plan for accuracy toward community desires. Continual adaptation of the plan to current circumstances is important in maintaining its relevance as guidance to community livability.

## **IV. Summary of the Plan and Recommendations**

The La Pine Comprehensive Plan is a compilation of the vision and existing needs of the Citizens of La Pine, with goals, policies and programs that give direction to bringing the vision to fruition and meeting the identified needs. Ultimately, this Plan is a useful planning tool that will help shape the City’s development regulations, capital improvement programming and budgeting, and other legal and regulatory actions necessary to manage La Pine’s physical, social, and environmental character. Aside from acting as a guide for the aspirations and current needs identified by Citizens, the Plan also includes goals and polices aimed at meeting State initiated programs – such as preservation of natural resources; providing a multi-modal transportation system; providing a variety of housing types; establishing an Urban Growth Boundary (UGB);

and, planning for future UGB expansion. The challenge in developing this plan was to balance the needs and vision identified by the Citizens of La Pine with the State mandated planning requirements – in some instances these were in conflict. In trying to achieve the balance, the overarching goal was to embody as much of the local sentiment into the State requirements as was legally possible – all in all, the plan must strike this balance so that it is consistent with State law.

The primary direction of the Plan includes:

- Continual coordination with partner agencies and service districts for the effective and efficient delivery of services that are consistent with the community direction for future growth as outlined in the goals and policies of this Plan;
- Efficient utilization of land resources within the City to provide a variety of housing types, employment opportunities, transportation options and recreational activities for citizens;
- Increasing opportunities for the transition of the provision of public facilities and services to the City when economically feasible;
- Meeting the near term requirements for basic citizen needs;
- Improving opportunities for business development and creation of new jobs;
- Preservation of the local lifestyle and character of the community including the designation of the Complete Neighborhoods and Complete Community concepts;

**Complete Neighborhoods** is a concept whereby neighborhoods should be designed to have adequate lands for the development of a full range of housing choices, schools, transportation, open spaces, areas for energy production, commercial services, and employment lands. The goal is that if a neighborhood is complete it will create a more walkable and sustainable community that reduces reliance limited energy sources.

In La Pine, there are 3 primary neighborhood areas. Each need various zones and other land use elements over the planning period to make them complete. The Comprehensive Plan shows how the proposed land uses will help to encourage complete neighborhoods.

**The Complete Community** concept is the collection of the La Pine Complete Neighborhoods. Thus, a Complete Community includes a system of complete neighborhoods by interlinking all components.

- Creating new methods for funding necessary public services and infrastructure other than new taxes – such as the adoption of System Development Charges for transportation, etc<sup>1</sup>;
- Recognizing that La Pine as a large number of acres within the incorporated city limits and this permits creative opportunities for the transition of lands from rural to urban uses, and,

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<sup>1</sup> The Special Districts already utilize SDC's for water and sewer facilities

- Furthering the ability for the City to become successful at creating its own destiny through prioritization of issues important to La Pine and local decision making in this regard.

## **Proposed Comprehensive Plan Map and How it Relates to the Current Deschutes County Zoning/Comprehensive Plan Map**

The text of this Comprehensive Plan is accompanied by a land use map showing how La Pine’s land uses will be arranged for the 20-year planning period. This will be La Pine’s Comprehensive Plan Map and the map will include the urban growth boundary, which is the same boundary as the current city limits. The new La Pine Comprehensive Plan Map will replace the County Comprehensive Plan Map designations for La Pine.

After adoption of the La Pine Comprehensive Plan, the City will have its own Comprehensive Plan map but the current County zoning map will remain the same until the City adopts its own zoning regulations and a new zoning map. It is a goal of this plan that La Pine will develop a one-map system using the proposed Comprehensive Plan Map. This approach will require a future legislative process and will support economic development objectives to reduce barriers to development.

## **V. Amendments to the Plan**

Amendments to the La Pine Comprehensive Plan may be necessary from time to time to reflect changing community conditions, needs and desires, to correct mistakes, add newer information, or to address changes in the law. An amendment or revision to the Plan may be initiated by the La Pine City Council, the La Pine Planning Commission, or the owner of the land which is the subject of the proposed amendment or revision. In the case of a Council or Planning Commission initiated change, the change must be found to be consistent with all applicable State of Oregon requirements, including Oregon Revised Statutes and Oregon Administrative Rules. In the case of an owner initiated amendment to the Plan, the owner must, in addition to compliance with State laws, demonstrate that:

1. There was a mistake when the Plan designation was applied to the subject property; or,
2. The proposed change would result in a public need and benefit, and/or would result in a more efficient use of land.

## **VII. Aspirational Goals and Directives**

The word “Shall” occurs frequently in this Plan. The wording is intended to direct intensity of effort when planning for La Pine’s future. However, all tasks directed by this Plan are subject to the availability of City funding. Such funding will vary from year to year and in response to City Council priorities.

# City of La Pine – Comprehensive Plan, Chapter 1

## Community Characteristics

### I. Community History

La Pine was originally founded in the mid-1800s and was formally designated as a town site around 1900. The history of the original settlement was based on the fur trapping trade when trappers headed through the area from the Willamette and Columbia River valleys and followed the Deschutes River. Here they found rich trapping grounds and natural resources from which money could be made. Prior to settlement and influence from outside explorers to the region, the area was historically occupied by Native American Indian tribes. Much of the settlement of the area, by either Native Americans or European settlers, was based on the proximity to the natural resources of the area – rivers, lakes, forests and what is now called the Newberry Crater.

In the early 1900's the area became more heavily populated due to the logging industry and the national demand for timber. The resulting development led to a variety of everyday services – banks, school, hardware store, livery, newspaper, etc, to support the burgeoning population. The logging industry and services related thereto were aided by the recognition of the surrounding natural resources which made the area ripe for tourism even in the early part of the 20<sup>th</sup> century.

The past century has seen the development of US Highway 97 through the community – this has opened up access to the area from points north to Washington and south to California. Recently though, the area has seen growth related to the tourism and second home industry – primarily in areas outlying what currently comprises the incorporated community. The development and population growth has aided the service industry of the area – typical businesses such as retail stores and services to the traveling public are common. After the decline of the timber industry over the last 20 years, the area has experienced economic stagnation with very few new industries locating in the community.

Over the past 10-15 years, progressive changes have come to La Pine. The City was incorporated by vote in 2006. Additionally, separate Park and Recreation, and Water and Sewer Districts have been created. These have brought an increased sense of awareness to La Pine as a community that has appropriate public facilities and services and is ripe for new economic development and thus, greater sustainability.

Future challenges will include increasing economic development in the community, job creation and providing additional services to meet everyday needs. Some of these will come naturally and will develop according to market demand. Others will take cooperation among agency and community groups. Increased citizen participation in these as well as governmental efforts will bring a greater independence and identity to La Pine over the next 20-years.

The community-based La Pine Industrial Group (LIGI) benefits the community. Efforts by LIGI have helped to provide land to develop three county-owned parcels east of the highway into industrial and business park sites. This is opening eyes in the Central Oregon business community. As development spreads from rapidly growing Bend outward, the newly incorporated La Pine is high on the list of communities ripe for investment and development opportunities. Water and sewer districts have brought municipal services to the community core. In 2008 the City of La Pine was designated as an enterprise zone by the State of Oregon. This allows qualified companies to forego paying property taxes for 3 to 5 years.

The City was recently incorporated and by vote of the people contains an abundant supply of land need to support planned growth for more than 20 years. While the capacity of the City in terms of acreage is large, the land is planned to be filled with a variety of uses including a significant amount of industrial/employment land infill. Transitional uses for some of the employment lands is a necessary technique for proper management of lands within the city limits. The city limits is also the proposed urban growth boundary.

Existing land uses within the city are characterized with strip commercial development along the highway and major streets with residential development scattered across the community; a significant portion of this is in the outlying areas of the city. Industrial development areas are located at the northeast and southeast corners of the City. Most residential areas contain detached single family homes and multi-family homes as a percentage of all residential units is very low, approximately 3 percent. Today, access to most employment and commercial services requires vehicular travel – even for quick services and grocery shopping. Pedestrian opportunities and multi-modal travel options are limited. These historic types of land uses are do not currently support sustainability and reduction of vehicular travel. During the citizen meetings that were instrumental in shaping the Plan, it became clear that the community has 3 neighborhood areas that have various supplies of employment, commercial service, industrial, parks/open space and residential lands. None of the 3 neighborhood areas contain adequate supplies or balance of uses to qualify as a Complete Neighborhood now. Citizens want to correct this imbalance and improve their neighborhoods with features that include:

- Better access and pedestrian ways that connect people to open spaces, parks, and recreational lands closer to where they live
- Additional employment and commercial service nodes closer within neighborhood areas so that people do not have to drive long distances to get “a gallon of milk” or other daily consumable items.
- Schools that are within shorter walking distances from residential areas
- Improved information technologies closer to neighborhoods
- Better access to medical care including a critical need for 24 hour emergency care
- Planned growth with commensurate infill policies that permit increased density but recognize that compatibility is an essential feature of maintaining and improving La Pine’s livability

- Opportunities for additional tourism support services and activities
- Reduce reliance on energy consumption in an effort to make the community energy neutral.
- Improve alternate energy options such as use of solar, bio-mass, high efficiency building techniques, and other forms of alternate energy as they are developed.
- Opportunities for using large acreages within the City limits as transition areas accommodating: alternate energy production, wildfire interface and natural resource protection areas, temporary employment lands, recreational uses, etc. until needed for urbanization or employment.

# **City of La Pine – Comprehensive Plan, Chapter 2 Citizen Involvement Program**

## **I. State Planning Goal 1, Citizen Involvement**

Oregon State Planning Goal 1 requires a citizen involvement program to be inherent in all aspects of land use planning, and that insures the opportunity for all citizens to be involved in all phases of the planning process. Local governing bodies must clearly define the public involvement process and develop a process that is appropriate to the scale of the planning effort being undertaken. Additionally, all information must be presented in a manner that enable citizens to identify and comprehend the issues. Each local government must create a citizen based committee, typically the Planning Commission, which is comprised of broad based representation. Not only does the citizen involvement process have to disseminate information to the public, it must also be available to receive comment and weigh public testimony appropriately. In conjunction with his Comprehensive Planning process, a series of public meetings were held, a Technical Advisory Committee was created, and City Council input was sought. A formal Planning Commission was not available until the end of the initial planning process, but was available for review of the final draft document and to take public testimony before making a recommendation to the City Council.

## **II. Purpose and Intent**

The provisions of this chapter provide a citizen involvement program to insure the opportunity for citizens to be involved in all phases of the planning process. This chapter defines the procedures by which the public will be involved in the ongoing land use process and to provide for a continuity of citizen participation and transmittal of information.

## **III. Issues and Goals**

City leaders have made it a goal to improve communications and, a new City like La Pine, will benefit a formal public involvement program.

## **IV. Policies and Programs**

It will be necessary to develop a program that includes effective two-way communication with all citizens of La Pine. The basic elements of the program should include the following tasks:

The City shall:

1. Establish a process to involve a cross section of affected citizens, ensure effective communication between citizens and elected officials, and assure citizens will receive a response from policy makers.
2. Assure compliance with all state requirements for open meetings and open records, as well as defining the process for standing for advisory committees in La Pine land use actions.
3. Provide two bodies for assisting in citizen involvement in La Pine:
  - a. The Committee for Citizen Involvement (CCI) shall be an advisory body to the City Council to assure that the intent and purposes of this chapter are met.
  - b. Citizen Advisory Committees (CAC's) shall insure plan amendments are developed in accordance with an overall City plan and advise the Council on individual land use matters. The La Pine Planning Commission is one example of such an advisory committee.

## **The Committee for Citizen Involvement (CCI)**

### **1. Creation and Composition**

The Committee for Citizen Involvement will act as a liaison between the City Council and the various Citizen Advisory Committees and citizens of La Pine. The Committee shall be composed of a member from each active CAC including one representative of the La Pine Planning Commission. The Planning Commission shall designate one of their members to serve as the Planning Commission Representative on the Committee for Citizen Involvement. The Planning Commission Representative shall serve on the Committee for a term of one year. With the exception of the Planning Commission representative, members shall also be appointed to serve on a Citizen Advisory Committee. Members shall represent a cross section of affected citizens, as well as all geographic areas and interests related to land use and land use decisions, and chosen by the City Council after a publicized and open selection process. Members of the Committee for Citizen Involvement will receive no compensation.

### **2. Tenure and Removal**

- a. Members shall serve for terms of three years; provided, however, that the initial membership of the Committee shall be on staggered terms so that each year no less than two, nor more than three, members may be appointed.
- b. A member of the Committee may be reappointed by the City Council to serve additional terms.

- c. Members of the Committee may be removed by the City Council for cause, which include, but is not limited to, neglect or inattention to duty, failure to attend meetings and failure to implement the policy and purpose of this program.
- d. A member of the Committee may resign at any time by submitting such resignation to the City Council.

### **3. Responsibilities**

- a. The Committee for Citizen Involvement shall be responsible to the City Council City Council for implementing and revising the La Pine Citizen Involvement Program, to promote and enhance citizen involvement in land use planning, further assisting in implementation of that Citizen Involvement Program and evaluation of the process used for citizen involvement.
- b. The Committee for Citizen Involvement shall be the designated agency for receipt and evaluation of communications from citizens regarding the citizen involvement process in La Pine and shall report periodically to the Council on the state of the program.
- c. The CCI shall be authorized to designate alternate members of their respective CAC's to attend CCI meetings in their absence.

## **The Citizen Advisory Committees (CAC's)**

- 1. The City Council shall have the authority to establish and dissolve Citizen Advisory Committees, subject to the provisions of this chapter.
- 2. The City Council shall have the authority to establish, modify and abolish the boundaries in which Citizen Advisory Committees shall exercise their functions.
- 3. The City Council may undertake the activities listed in this section by City Council order only after consultation with the Committee for Citizen Involvement. Until such time, however, the Citizen Advisory Committees as composed on the effective date of this ordinance and the boundaries of each Citizen Advisory Committee are hereby ratified and affirmed.

### **Membership Requirements**

- 1. Each Citizen Advisory Committee shall have five, seven or nine positions as designated by the City Council upon an order creating or modifying such committee. A CAC may exceed the designated positions temporarily, because of CAC boundary or issue change.
- 2. Members of each Citizen Advisory Committee shall be residents of the area served by such committee or a represent an issue connected to the subject matter.
- 3. Membership of each Citizen Advisory Committee shall be representative of a broad cross section of the citizens living in the area served by the Citizen Advisory Committee or represent an issue that relates to the committee function.

### **Applications and Appointments**

- 1. All persons residing in each Citizen Advisory Committee Area are eligible to apply for membership on the committee of that district or in the case of special issues, be representative on that issue.

2. Applications for appointments to Citizen Advisory Committees shall be submitted to the City Council, Committee for Citizen Involvement or the Planning Director on forms provided by the Director.

3. Applications received for committee membership shall be treated as follows:

a. If no vacancy exists on a Citizen Advisory Committee, such application shall be held by the Planning Director for at least one year for consideration by the Committee for Citizen Involvement and the City Council when vacancies occur. The applicant shall be notified of the fact that no vacancy exists and that the application will be held for one year.

b. Where a vacancy on a Citizen Advisory Committee does exist, the application shall be referred to the Committee for Citizen Involvement for review. The Committee shall advise the City Council as to their recommendations on disposition of outstanding applications according to the following criteria:

(1) Whether there is sufficient number of applications to provide a reasonable choice among applicants, consistent with the overall goal of providing for an effective cross section of citizen involvement in the Advisory Committee area. If the Committee does not feel that there are a sufficient number of applications, it may recommend to the City Council that action be deferred until the Committee has undertaken to seek out an additional number of applicants. The City Council may, on its own motion, also undertake such recruitment.

(2) If the Committee be satisfied that appointment of one or more applicants would provide for a balance of representation on a Citizen Advisory Committee, based upon interests, occupation and geographic location, it shall recommend to the City Council that one or more of the applicants be appointed.

c. Applications for Citizen Advisory Committee membership shall be forwarded to the City Council, together with recommendations from the Committee, not less than 30 days after the Committee is notified of an existing vacancy, unless the Committee or the City Council undertakes additional active recruiting.

d. From the list of applicants submitted to the Committee for its recommendations, the City Council shall consider the recommendations of the Committee and fill the vacancy or vacancies from a list supplied by the Committee. If the City Council finds all names submitted by the Committee unacceptable, it shall return the list to the Committee with their reason for rejection and request additional lists of selections. The Committee shall, within a reasonable time of return of the list, submit to the City Council a new list for action by the City Council.

### **Term of Appointment**

1. The term of membership on a Citizen Advisory Committee shall be three years from the date of appointment, except as otherwise provided for in this chapter.

2. A member may be reappointed by the City Council for additional terms.

3. When a vacancy occurs prior to the end of the three-year term, the City Council shall appoint a member to serve the portions of a Citizen Advisory Committee member's term.

### **Removal and Resignation**

1. The City Council may remove a member of a Citizen Advisory Committee only after receiving a recommendation from the Committee for Citizen Involvement, if the City Council finds that the policies of this chapter or the Comprehensive Plan are not met, or for the particular reasons set forth in this section. The City Council will also request that the Committee for Citizen Involvement undertake an investigation with respect to the grounds for removal or to respond to any complaints brought against any member of any Citizen Advisory Committee, or any Committee as a whole. The investigation shall include a Fact Finding Meeting to which all involved parties will receive a written invitation at least ten (10) days prior to the meeting. Statements will be taken, findings prepared and a recommendation for action made to the City Council.
2. The City Council may remove a member of a Citizen Advisory Committee for failure to participate actively or failure to perform adequately the duties and responsibilities of such membership. A CAC member's failure to attend three or more consecutive meetings, without explanation, shall be considered justification for removal. In all cases, the City Council shall request the recommendation of the Committee for Citizen Involvement prior to taking action.
3. A member of a Citizen Advisory Committee may resign at any time by submitting such resignation to the City.

### **Liability**

1. Citizen Advisory Committee members shall be considered agents of the City within the coverage of ORS 30.260 to 30.330 in any actions taken by a Citizen Advisory Committee in performance of the duties, responsibilities and functions as set forth in this chapter.
2. La Pine shall not indemnify CAC members for legal fees, judgments or other costs associated with legal suits or actions filed against any Citizen Advisory Committee or members thereof for any action taken outside of the scope of the duties, responsibilities, and functions of the Citizen Advisory Committee.
3. Upon recommendation from the Committee for Citizen Involvement, the City Council may waive the provisions of this section if the City Council finds it is necessary to undertake such action to protect citizen involvement in La Pine and the action is consistent with ORS 30.287(1).
4. No provision of this section shall be construed to diminish or deny any rights of CAC members under ORS 30.260 to 30.330, when such CAC members are acting as agents of the City.

### **Duties, Responsibilities and Functions of Citizen Advisory Committee Members**

1. Each Citizen Advisory Committee shall elect a chairperson, vice chairperson and secretary at the first regular meeting of the calendar year.
  - a. The chairperson shall call meetings of the Citizen Advisory Committee as necessary and appropriate to discuss and respond to planning program issues.
  - b. The vice chairperson shall act as chairperson pro-tem in the absence of the chairperson.
  - c. The secretary shall take minutes of such Committee meetings.
2. Each Committee shall comply with all provisions of the Oregon Public

Meeting Law (ORS 192.610 to 192.990).

a. All meetings of the advisory committees shall be open to the public and all persons shall be permitted to attend any such meeting. A committee shall have no authority to conduct executive sessions under ORS 192.660.

b. Each Citizen Advisory Committee shall provide notice of the time, place and subject matter of its meetings either to the Planning Director or to the Citizen Involvement Coordinator during business hours at the Planning Department. The Citizen Involvement Coordinator shall be responsible for providing notice to the media in time for them to publish the notice at least 24 hours prior to the meeting.

c. The CAC secretary shall take minutes which shall include:

1. the names of all CAC members present;
2. all motions and their disposition;
3. the results of all votes and the vote of each member, by name;
4. the substance of any document discussed;
5. reference to any document discussed.

CAC minutes should also contain the date, time, and location of the meeting, the names of any guests present, and land use application references such as the applicant's name and the Planning Department file number.

The CAC minutes shall be submitted to the Planning Director no more than ten days after the meeting.

3. The Citizen Advisory Committees shall participate in the development of the La Pine Comprehensive Plan, and amendments and revisions thereto, and shall advise the City Council with regard to any concerns or comments the advisory committee may have with respect to such Plan, amendments or revisions.

a. The Planning Director shall submit proposals for Comprehensive Plans, or amendments or revisions thereto, at least 15 days in advance of the expected date of Citizen Advisory Committee comments; provided, however, that this paragraph shall not apply to amendments or revisions to Comprehensive Plans changed at public hearings before the Planning Commission or the City Council, if the subject matter of such plans, amendments or revisions were submitted previously to the Planning Advisory Committees.

b. Each Citizen Advisory Committee shall have the authority to conduct meetings to review and evaluate such Plans, or amendments or revisions thereto, and may comment in writing by submitting their responses to the Planning Director, Planning Commission or City Council, or comment orally at hearings held on such Plans, revisions or amendments.

c. Each Citizen Advisory Committee shall allow interested persons to participate in the review and evaluation of such Plans, revisions or amendments thereto, by means of oral or written testimony.

d. Citizen Advisory Committee members are encouraged to participate in the workshops and regional meetings held on Comprehensive Plans or revisions thereto.

e. Upon completion of Comprehensive Plan Elements, or revisions thereto, each Citizen Advisory Committee shall participate in the review of land use maps for its area or region of the City.

f. Citizen Advisory Committee members shall be entitled to participate in regional workshop meetings dealing with selection of preferred map alternatives to be submitted to the Planning Commission and City Council in conjunction with the adoption or revision of a Comprehensive Plan.

4. Each Citizen Advisory Committee may participate in advising the Hearings Officer, Commission, or City Council with respect to quasi-judicial land use applications which lie within, or immediately affect land within, territory of the Citizen Advisory Committee.

a. Each Citizen Advisory Committee is entitled to become a party at hearings involving quasijudicial land use applications.

b. The Planning Director shall provide notice of hearings to the appropriate Citizen Advisory Committee, within the time limitations as provided. The CAC may respond to the notice as it deems appropriate.

c. No response to such notices shall be transmitted to the Planning Director, Hearings Officer, Commission or City Council except after a properly conducted meeting and affirmative vote of a quorum of such committee.

d. All such responses shall be in written form and shall contain the following information:

(1) Name of the Citizen Advisory Committee;

(2) A statement as to whether such committee desires standing as a party;

(3) A statement as to the reason for supporting or opposing the proposal; and

(4) A statement indicating whether the Citizen Advisory Committee wishes to be heard further, i.e., other than such written notice.

5. Citizen Advisory Committees may also advise the City on areas of community interests or concerns which the advisory committee feels are of importance to their area, the City, or planning activities.

### **Implementation Measures**

Citizen Advisory Committees shall be entitled to participate in the formulation, amendment, revision or repeal of all measures implementing Comprehensive Plans for La Pine in the same manner as that provided for in the adoption, amendment or revision of Comprehensive Plans for the City.

### **Planning Director Responsibilities for Citizen Participation and Coordination**

1. The Planning Director shall be responsible for assuring that the citizen involvement provisions of this chapter are implemented. To that end, the Director shall consult periodically with the Committee for Citizen Involvement and may make such recommendations as are necessary to implement the purposes of this chapter and LCDC Goal 1. The Planning Director may delegate his duties to a Citizen Involvement Coordinator; however, he/she shall reserve the authority to overrule such coordinator to assure compliance with the provisions of this chapter.

2. The Planning Director shall assure coordination between federal, state and regional agencies and special purpose districts to coordinate their planning efforts with La Pine

and shall make use of local citizen involvement programs established by other entities, where such programs affect La Pine.

3. The Planning Director shall provide such information to the Planning Advisory Committees as is necessary for those Committees, and the general public, to identify and comprehend planning and plan implementation issues. All information supplied by any department or agency of La Pine in planning or plan implementation matters shall be in simplified, understandable form and shall be coordinated through the Planning Director.

4. The Planning Director shall act as liaison between the citizens of La Pine and the City Council and shall respond to citizen comments on planning or plan implementation issues directly, or by referring the same to the appropriate agency for response. All departments and agencies of La Pine shall cooperate with the Planning Director in assuring effective two-way communication between citizens and their government.

5. The Planning Director shall make available to all Citizen Advisory Committees a copy of all proposed elements of any La Pine Comprehensive Plan, or amendments or revisions thereto, all implementing ordinances, or amendments or revisions thereto, and any studies, reports or background information, if any, necessary to understand such proposal, at least ten days prior to action by the City Council. Such proposals and background information shall be provided to the La Pine City Hall and at such other facilities the Planning Director may deem necessary to provide for an informed citizenry.

6. The Planning Director shall provide, in each annual budget request to the City Council, for sufficient financial support to insure adequate funding of a citizen involvement program to meet the purposes of this chapter.

7. The responsibilities of the Planning Director, under this section, shall continue, even after acknowledgement of the La Pine Comprehensive Plan and Implementing Ordinances by the Land Conservation and Development Commission.

### **Proposed CAC's**

1. Planning Commission
2. Public Utility/Infrastructure Committee
3. Economic Development Committee
4. Public Service/Volunteer Committee
5. Code Enforcement Committee
6. Residential Committee
7. Industrial/Commercial Committee

# **City of La Pine – Comprehensive Plan, Chapter 3 Agricultural Lands**

## **I. State Planning Goal 3, Agricultural Lands**

Oregon State Planning Goal 3 defines “agricultural lands” and requires Counties to inventory such lands. Counties are required “to preserve and maintain agricultural lands” by comprehensively planning and applying implementing zoning regulations. However, pursuant to ORS Chapter 215 and OAR, Chapter 660, Division 33, the planning for agricultural lands within cities is not required. Nonetheless, the Deschutes County Comprehensive Plan and zoning regulations have historically applied agricultural designations and zoning regulations to areas identified as Agricultural lands prior to their inclusion within the area incorporated as the City of La Pine. Because the Deschutes County comprehensive plan and zoning designations applied within the city limits (by intergovernmental agreement between Deschutes County and the City of La Pine during the transition of governmental responsibility), there are still areas within the incorporated City of La Pine that are designated Agriculture and Exclusive Farm Use on the County Comprehensive Plan and Zoning maps.

## **II. Purpose and Intent**

As stated above, the City of La Pine is not required to plan for Agricultural lands within the City limits. However, there have been and continue to be agricultural uses of some areas within the City Limits. Historically, such uses have been limited in activity and have been concentrated in areas along the wetlands and floodplain of the Little Deschutes River. These have been the only areas where there has been ample moisture in the soils to allow forage growth that would sustain cattle grazing. Due to climatological conditions, the growing season in La Pine is too short to sustain active crop production. Overall, the areas historically used for agricultural purposes in La Pine have resulted from the limited physical ability to use the land for other purposes.

It is expected that as the City grows, the wetland and flood plain factors will limit the use of the agriculturally used lands for many other urban purposes. Nonetheless, it is the intent of this plan to recognize then potential transition of such lands to other uses more appropriate within an incorporated community. Such uses may include residential or economic lands (traditional land use designations within Cities) as land needs dictate and public facilities and services allow. However, agricultural lands may also transition to designated natural areas, open spaces, wilderness areas and wildlife habitat due to the limited uses that could be accommodated in the wetlands and flood plains. The link between agricultural lands and the natural environment will be important to define and plan for as La Pine transitions to an urban environment. This element is explored in greater detail in the Natural Resources Chapter of the Comprehensive Plan.

### III. Issues

The City of La Pine is heavily influenced by the Little Deschutes River and areas of high ground water resulting in wetlands and flood plains – particularly along the city’s western and southern edges. These areas have historically remained undeveloped and were used for cattle grazing by early residents. The agricultural/farming uses of these areas has declined in past years as the land uses within the City limits (even prior to incorporation) have transitioned from rural to urban as La Pine became the service area for the southern portion of Deschutes County. Although the use of such areas is receiving pressure from surrounding land uses, such as residential and commercial development adjacent to such lands, there has been very little change to the physical properties of the agriculturally designated areas. It is expected that the transition for uses of many of the agricultural lands will be best planned for as natural resources (State Planning Goal 5) to serve as natural areas, wetlands, wildlife habitat, parklands and buffer areas to development. These are addressed in Chapter 5, Natural Resources.

### IV. Goals and Policies

**Goal #1:** To plan for the appropriate transition of Agricultural lands within La Pine to urban uses (residential, commercial and industrial uses).

#### Policies

- Owners of lands that have been historically employed in agricultural uses or that remain designated for agricultural uses through this Comprehensive Planning process, shall not be prevented from using such lands for farming purposes; such rights shall be protected until such lands are re-designated for urban uses through future amendments to the Comprehensive Plan or zoning code.
- All lands designated Agriculture shall be reviewed for their potential to be utilized for urban land uses – including the ability to be utilized in conjunction with adjacent residential, commercial and industrial land uses, as well as the ability to provide urban services and facilities to such lands.

**Goal #2:** Recognize the unique physical characteristics and development limitations of Agricultural lands within La Pine and plan for the enhancement of those elements within the surrounding urban environment.

#### Policies

- All lands with historic use for agricultural purposes, whether designated Agriculture or not, that have wetlands or flood plain, shall be reviewed for their

potential to be utilized as natural areas, parklands and buffers between and among areas designated for traditional urban development.

- For the purpose of identifying wetlands, flood plain and historic agricultural use, the City shall rely upon the Federal Emergency management Agency’s adopted floodplain maps and the National Wetlands Inventory maps, and Deschutes County Tax Assessors data unless more specific data can be supplied.
- Encourage property owner protection and enhancement of environmentally sensitive areas that have been and continue to be used for agricultural purposes such as livestock grazing, including the implementation of specific zoning regulations for such purposes.
- The City shall work with the La Pine Park and Recreation Department to look for opportunities to acquire agricultural lands that can be utilized for recreational purposes.
- The City shall work with the Bureau of Land Management and other federal agencies to seek transfers of federally owned agricultural lands within and adjacent t the City to be utilized as open space, buffer lands and other amenities to serve the urban environment.

## **V. Programs**

The City shall complete the following:

1. Create an inventory of flood plain and wetland areas for all lands designated Agriculture.
2. Work with local, State and Federal Agencies in identifying long term land uses for lands under their ownership within the City limits that are designated as Agricultural lands.
3. Coordinate and map the current park and open space system with potential or proposed open space linkages on current agricultural lands.

# **City of La Pine – Comprehensive Plan, Chapter 4 Forest Lands**

## **I. State Planning Goal 4, Forest Lands**

Oregon State Planning Goal 4 defines “forest lands” and requires Counties to inventory such lands. Counties are required “to conserve forest lands by maintaining the forest land base and to protect the state’s forest economy” through efficient use of forest lands that balance forest practices with sound environmental practices. However, pursuant to Oregon Revised Statutes and Administrative Rules, the planning for forest lands within cities is not required. Nonetheless, the Deschutes County Comprehensive Plan and zoning regulations have historically applied forest designations and zoning regulations to areas identified as Forest lands prior to their inclusion within the area incorporated as the City of La Pine. Because the Deschutes County comprehensive plan and zoning designations applied within the city limits (by intergovernmental agreement between Deschutes County and the City of La Pine during the transition of governmental responsibility), there are still areas within the incorporated City of La Pine that are designated Forest on the County Comprehensive Plan and Zoning maps. This will change upon completion of the implementing ordinances for the Plan.

## **II. Purpose and Intent**

As stated above, the City of La Pine is not required to plan for Forest lands within the City limits. However, there have been and continue to be Forest uses of some areas within the City Limits. Historically, such uses have been the basis for the surrounding economy, with lands currently inside the City limits used for actual timber harvest, as well as timber processing to varying degrees. However, in the recent past, forest/timber activities have been limited on those lands designated as Forest within the City due to the immaturity of the existing timber stands and the availability of Industrial lands for processing operations. The areas designated as Forest include large tracts along the entire eastern edge of the city, in the area east of Highway 97 between what was historically referred to as Wickiup Junction and La Pine.

Although some of the lands designated Forest within La Pine are privately owned, the majority of Forest designated lands are under federal (Bureau of Land Management - BLM) ownership. Through the Upper Deschutes Resource Management Plan adopted by the BLM, it is recognized that the forest lands within the City limits will someday be subject to community expansion. Thus, there is an acknowledgment by the BLM that such lands will most likely transfer ownership at some point in the future and that the long term use of the property will transition from forest to other urban uses.

It is expected that as the City grows, the forest lands will be converted to many other urban purposes. It is the intent of this plan to recognize then potential transition of such

lands to other uses more appropriate within an incorporated community. Such uses may include residential or economic lands (traditional land use designations within Cities) as land needs dictate and public facilities and services allow. However, due to the rural nature of the community, and the desire for the residents to retain this character, forest lands may also transition to designated natural areas, open spaces, wilderness areas and wildlife habitat. The link between forest lands and the natural environment will be important to define and plan for as La Pine transitions to an urban environment. This element is explored in greater detail in the Natural Resources Chapter of the Comprehensive Plan.

### **III. Issues**

The City of La Pine is heavily influenced by the thick coniferous forest that extends from inside City limits to areas surrounding the community in all directions. These areas have historically remained undeveloped where federal ownership is in place - large tracts of private land have been continuously used for forest practices, as prospective yields will allow. It is assumed that forest practices will continue to be an important part of the economy and lifestyle of the La Pine area, and will influence the overall land development pattern, especially in transition areas along the community edge. Although the use of such areas is receiving pressure from urbanizing land uses, such as residential, commercial and industrial development adjacent to such lands, there has been very little change to the physical properties of the designated forest areas. It is expected that the transition of use for some of the forest lands will be best planned for as natural resources (State Planning Goal 5) to serve as natural areas, wildlife habitat, parklands and buffer areas in and among planned development, while some areas are designated specifically for conversion to urban uses. However, the timing of such conversion will be dependent upon the land need within La Pine and the ability to access the designated forest areas with transportation facilities and utilities.

### **IV. Goals and Policies**

**Goal #1:** To plan for the appropriate transition of Forest lands within La Pine to urban uses (residential, commercial and industrial uses).

#### **Policies**

- Owners of lands that have been historically employed in forest uses or that remain designated for forest uses through this Comprehensive Planning process, shall not be prevented from using such lands for forest and timber harvest purposes; such rights shall be protected until such lands are re-designated for urban uses through future amendments to the Comprehensive Plan or zoning code.
  
- All lands designated Forest shall be reviewed for their potential to be utilized for urban land uses – including the ability to be utilized in conjunction with adjacent

residential, commercial and industrial land uses, as well as the ability to provide urban services and facilities to such lands.

- The Forest lands east of the BNSF railroad tracks shall be reviewed for transition to urban uses dependent upon and at such time as the ability to provide adequate transportation connections.
- The City of La Pine shall coordinate any transition of Forest lands to urban uses with the BLM, U.S. Forest Service, State Department of Forestry and La Pine Fire District as applicable to ensure adherence with the forest practices act and the adopted management plans of each agency.

**Goal #2:** Recognize the unique physical characteristics and cultural importance of Forest lands within La Pine and plan for the enhancement of those elements within the surrounding urban environment.

### **Policies**

- Forest lands within the City, shall be reviewed for their potential to be utilized as large lot employment or industrial uses, natural areas, parklands and buffers between and among areas designated for traditional urban development.
- Encourage property owner protection and enhancement of environmentally sensitive areas that have been and continue to be used for forest practices, including the implementation of specific zoning regulations for such purposes.
- Recognize the importance of the forested areas as crucial migration corridors and winter range for wildlife; forested areas shall be reviewed for the retention of such corridors as urbanization occurs.
- The City shall work with the La Pine Park and Recreation Department to look for opportunities to acquire forest lands that can be utilized for recreational purposes.
- The City shall work with the Bureau of Land Management and other federal agencies to seek transfers of federally owned forest lands within and adjacent to the City to be utilized as large lot employment or industrial uses, open space, buffer lands and other amenities to serve the urban environment.

**Goal #3:** To reduce wildfire hazard on forested lands within the City and coordinate wildfire hazard reduction with adjacent federal forested lands.

### **Policies**

- Implement the Greater La Pine Community Wildfire Protection Plan within the City of La Pine through local development codes and regulations – work with all

appropriate local, state and federal agencies to coordinate efforts in wildfire hazard reduction through local regulations.

- Create a Fire Protection Overlay Zone on the forested lands at the City edges to implement fire protection standards.

## **V. Programs**

The City shall complete the following:

1. Work with local, State and Federal Agencies in identifying long term land uses for lands under their ownership within the City limits that are designated as Forest lands.
2. Continually participate with local, State and Federal Agencies on developing and implementing management plans (i.e. use, fire protection, etc.) for forest lands inside City limits, as well as the transition areas along the City boundary.
3. Coordinate with emergency services agencies and plan for the development and recognition of fire zone interface areas and supportive land management techniques.

## **City of La Pine – Comprehensive Plan - Chapter 5 Natural Resources and Environment**

### **I. State Planning Goals 5, Natural Resources, Scenic and Historic Areas, and Open Spaces; 6, Air, Water and Land Resources Quality; and, 7, Natural Hazards.**

Oregon State Planning Goals 5, 6 and 7 are interrelated in their intent to protect the important natural resource and environmental elements intrinsic to Oregon’s heritage. The three separate purpose statements of these Goals are:

Goal 5: To protect natural resources and conserve scenic and historic areas and open spaces;

Goal 6: To maintain and improve the quality of the air, water and land resources of the state; and,

Goal 7: To protect people and property from natural hazards.

These goals together protect the basic fabric of what the citizens of La Pine have deemed the underlying foundation of the community. Clean air, water and the forest environment within the urban area have been long standing attractions for residents of the community. The preservation of the natural environment within the urban area to the greatest extent practicable and its ties to the future growth of the community is of the utmost importance in long range planning for La Pine.

### **II. Purpose and Intent**

The future of La Pine will be shaped by how the community decides to accommodate growth and balance that against preservation of various elements of the natural environment. The State of Oregon Goal 5 Guidelines require the following resources to be inventoried:

- Riparian Corridors, including water and riparian areas and fish habitat;
- Wetlands;
- Wildlife Habitat;
- Federal Wild and Scenic Rivers;
- State Scenic Waterways;
- Groundwater Resources;
- Approved Oregon Recreation Trails;
- Natural Areas;
- Wilderness Areas;
- Mineral and Aggregate Resources;
- Energy Sources; and,
- Cultural Areas.

Local governments and state agencies are encouraged but not required to maintain current inventories of the following resources:

- Historic Resources;
- Open Space; and,
- Scenic Views and Sites.

The procedures, standards, and definitions contained in State Department of Land Conservation and Development rules, provide that local governments shall determine significant sites for inventoried resources as listed above, and develop programs to achieve the goals for protection. Many of the resources listed above do not occur within the urban area of La Pine, but do occur nearby in the outlying rural area. Also, since La Pine was just recently incorporated (2006), many of the inventories and subsequent policies and programs to protect the resources were prepared by Deschutes County when La Pine was under their jurisdiction. Those inventories, policies and programs are utilized herein as a basis for identifying appropriate policies and programs within the La Pine urban area.

### **III. Issues**

The City of La Pine and the surrounding area lie in an arid plateau of thick coniferous forests, volcanic geological formations and forest resource lands. Area residents have quick and convenient vehicle access to a variety of rural areas, forests, reservoirs, recreational areas, rivers, creeks, and other open spaces. Some of these areas, such as the Deschutes River, the Little Deschutes River, the Cascade Mountains, high lakes, and State and Federal public lands are close by, but do not extend within the city limits. Nonetheless, the forested areas within the City limits have been identified by residents as a primary source of community identity and important to preserve as the city grows - preservation and enhancement of the surrounding natural environmental system is a vital aspect of the community. Providing trails and alternate mode access to these special areas is necessary to avoid capacity issues, encourage healthy lifestyles, and to encourage safe access by children and adults. Protection of these special areas offers more than just aesthetic benefits; they can preserve the community's natural beauty without sacrificing economic development.

#### **Natural Resources:**

A historic and primary natural resource of the region has been timber. The forested lands of Lodgepole Pine within and around La Pine have been a direct source of the regions economy through timber production, as well as a draw for tourism. The U.S. Forest Service and the Bureau of Land Management have responsibility for regulating use of federally-owned forest lands pursuant to their own respective management plans. The BLM currently owns large tracts of forested land on the City's east side – the BLM has recently been in discussions with the City of La Pine and Deschutes County regarding transfer of some of these lands for future expansion of the La Pine Sewer District's sewage treatment facility. The US Forest Service maintains jurisdiction over much of the forested lands surrounding the City (Deschutes National Forest). Continued coordination

with these agencies regarding decisions and actions they take regarding forested lands will continue to have, major effects on the economic, social and natural environment of the City of La Pine. Specific goals and policies related to management of urban forested lands are contained in Chapter 4.

Wildlife is another primary natural resource of the region. The citizens of La Pine have identified wildlife protection, including trails for migration corridors, as a primary component of the community. Within the urban area, the primary habitat is located within the floodplain/riparian corridor along the Little Deschutes River to the west of the City, and the large tracts of forested land to the east. Such areas provide year-round habitat for big game, such as deer and elk, as well as for smaller animals and game, and birds. Various routes have been identified through La Pine as deer and elk migration corridors between summer grounds to the west and winter grounds to the east. Deschutes County has created an inventory of wildlife native to the region, including La Pine, as well as habitat and special protection areas. As state above, such areas have been mapped and migration corridors run through the City.

There have not been any aggregate or other resources natural resources identified within the urban area.

**Scenic Resources:**

Scenic resources common to all areas of La Pine are related to the natural environment – views of the Three Sisters and surrounding mountains; the Little Deschutes River and associated riparian areas; and the surrounding National Forest. There are no canyons, rimrock or other significant geologic formations within the urban area that have been identified for scenic protection

**Historic Resources:**

Add in Pat's data and community comments

**Air Quality:**

Air quality within the area is generally very good. La Pine is not within an air quality maintenance area as designated by the EPA – such areas exceed established State and Federal air quality standards. Notwithstanding the above factor, air quality can become a concern on rare occasions of atmospheric inversion during winter months where smoke from domestic wood burning fireplaces and stoves can trap smoke at the surface in a stagnant situation.

**Water Quality:**

Although La Pine has a domestic water system, many residences still utilize wells constructed prior to the establishment of the water system. Some wells are very shallow and draw water from an aquifer that is associated with evidence of contamination in the recent past. Over the past 10 years, through their Regional Problem Solving effort, Deschutes County has found that groundwater in and around the La Pine area is at risk for groundwater contamination due to the amount of nitrates found in samples taken from around the region – the cause it thought to be from the large number of on-site septic

systems that discharge to the ground, in combination with the high water table. Typically, wells from shallow sources have shown such evidence of contamination while deeper wells have not. As a result of the concern Deschutes County has worked jointly with the US Environmental Protection Agency, the Oregon Department of Environmental Quality and the US Geological Survey to study, map and find solutions to this problem – this effort is called the La Pine Demonstration Project. Overall, the primary solution to such contamination and the provision of clean water within the urban area will be the expansion of the La Pine Water and Sewer Systems (the water and Sewer Systems are discussed in the Public Facilities and Services Chapter).

### **Land Resources:**

The primary concern for land resources is the preservation of adequate land on the City’s east side for an expansion of the La Pine Sewer Districts sewage treatment facility. A goal of the City of La Pine is to have all residences within the City eventually connect to the sewer system, including a requirement for all new construction to connect to the sewer system. Thus, based on the information provided in the La Pine Sewer Districts Capital Facilities Plan, a major expansion will be necessary in order to provide capacity for the anticipated growth. For cost effectiveness and efficiency, expansion on vacant land adjacent to the existing treatment facility will be necessary. For this reason, the City of La Pine and Deschutes County have been working with the BLM to acquire and preserve land (via a land transfer) for such expansion.

### **Natural Hazards:**

The two most prominent natural hazard threats in La Pine are wildfire and flooding – a floodplain of the Little Deschutes River runs partially within the western boundary of the City.

Each year, multiple forest fires occur in the southern portion of Deschutes County. Some are nature-caused (lightning) but many are man-caused. The subdivisions scattered throughout the timbered areas, particularly in the Lodgepole Pine area of southern Deschutes County, increase not only the risk of people being hurt or killed but also increase the likelihood of a fire. Many of these rural development areas lie on the northeast side of La Pine and pose threats for expansion into the City if fire should occur.

Flooding along the Little Deschutes River has caused damage in the past where development has been allowed to occur within the established 100-year floodplain. However, past controls by Deschutes County over development within the floodplain have limited such occurrences.

### **Summary:**

Overall, La Pine’s tie to the natural environment and small town charm are inseparably linked with the surrounding forests, mountains, river corridors, flora and fauna, and their extension across city limit boundaries. This has been continually restated by residents of the community. Thus, La Pine will need to adopt development regulations to protect critical areas, including wildlife habitat, flood plains, urban forests and groundwater quality. Policies and regulations should be balanced with local values and in

conformance with state law. Efforts to protect the natural environment should focus on maintaining a balance between the economy and ecology of the area while enhancing the aesthetic and livability ideals of the community.

Local area livability can be enhanced and growth can occur in and around special areas if development regulations take the following issues into consideration:

- Preservation of the natural environment in open space protection areas and requiring preservation of natural features with new development when and where appropriate
- Opportunities for trail connections between existing and planned development areas and open space/natural areas, and other recreational activities
- Implementing development ordinance regulations related to natural hazards such as flooding, wildfire, etc.
- Inventory and analysis of important wildlife habitat and migration areas
- Enhancement of the urban forest
- Work with County, State, Federal agencies and La Pine Water and Sewer District's to monitor water quality
- Protection of local values regarding the social and ecological benefits of maintaining the natural environment

#### **IV. Goals and Policies**

**Goal # 1:** Protect and enhance identified Goal 5 resources and other features of the natural environment using a variety of methods and strategies.

##### **Policies**

- The City shall coordinate with the BLM and Forest Service for the preservation of the natural forest environment on lands under their respective jurisdictions that are within and adjacent to the City, including transitions from urban to rural environments.
- Programs are needed to address the protection of the natural environment in a balanced and fair fashion given the urban development goals of the City.
- The City shall coordinate efforts with and among the La Pine Water and Sewer District, and Deschutes County to ensure appropriate provisions for connections to the La Pine sewer system for new and existing development in order to maintain safe groundwater.
- Riparian, floodplain and wetland areas along the Little Deschutes River support important wildlife and ecological habitat and should be retained and enhanced to the greatest extent possible. Wildlife habitat associated with rivers, creeks and wetlands will be protected by maintaining and enhancing riparian vegetation

within significant riparian corridors.

- As part of creating zoning and development regulations, the City shall delineate wildlife migration corridors standards to allow migrating deer and elk to safely cross US Highway 97.
- The City shall coordinate with Deschutes County for the protection of Historic Resources.
- The City shall adopt floodplain protection regulations to incorporate a “no net loss of flood storage capacity” standard. Significant riparian corridors and wetlands within the 100-year floodplain will have a high level of protection.
- The City shall coordinate wildfire protection plans with the La Pine Rural Fire protection District and shall implement wildfire protection regulations for new development.
- Because the local water table is high in the La Pine urban area the City shall coordinate efforts, as needed, with the La Pine Water District to protect inventoried groundwater resources. The District is currently working on a well-head protection program with the Oregon Association of Water Utilities (OAWU).
- The open spaces and natural areas within the community need to be inventoried and networks of open space within the community shall be maintained and enhanced, including wildlife habitat corridors, storm water management areas, trails and other sensitive areas. La Pine will maintain updated inventories of Goal 5 natural resource and Goal 7 hazard areas.
- Because the local urban forest helps to create shade, improve respite areas, enhance drainage ways, and beautiful the community, the City shall develop regulations that promote the retention of trees and natural landscapes with all new development.
- Citizens should have convenient access to natural areas when practical and as long as sensitive areas are not diminished by such access.
- Children and other citizens will benefit from learning about and understanding the special characteristics of urban wildlife and natural habitats.
- The City desires continual review and expansion of the Historic Resources program, including additional historic resource designation and protection for qualifying sites within the City.

## V. Programs

The City shall:

1. Create an inventory of Goal 5 resources and natural areas that require special protection and new regulations and zoning regulations are developed.
2. Coordinate with the La Pine Park and Recreation District to develop an inventory of open spaces that can complement the system of parks and other recreational spaces.
3. Develop a system of linking open spaces, cultural/historic areas, natural areas, recreational areas, and public parks in coordination with the La Pine Park and Recreation District and other affected agencies.
4. Create an educational program that better informs the community about the importance of natural systems, cultural/historic areas, and open spaces.
5. Support and collaborate with the La Pine Park and Recreation District to keep the community Parks and Recreation Plan comprehensive and updated, regarding current and future requirements for open space and related Goal 5 resources within the City limits.
6. Work with surrounding jurisdictions, including Deschutes County, the BLM and Forest Service, to develop and implement a regional system of Goal 5 and open space corridors.
7. Develop new regulations (as part of the Zoning/Development Code) regarding riparian setbacks, flood plain protection, enhancement and development mitigation.
8. Encourage corridor development for riparian protection, pedestrian use, and wildlife routes.
9. Re-evaluate street design guidelines to include provisions for street trees, paths as alternatives to sidewalks, and plantings that provide shade and a variety of drainage controls.
10. Encourage revenue-producing activities in sensitive areas, resource land, and park and recreation development opportunities if they help protect natural features.
11. Leverage funding for habitat improvements by applying for grants to develop and protect natural areas, build trails, and sustain wildlife as appropriate.

12. Develop focused donation programs to help manage identified sensitive areas, naming of open spaces, riparian corridors, respite areas, waysides, trail segments, and other programs that can count toward grant match programs.
13. Encourage provision of open space with new development by providing developer incentives in addition to minimum standards in regulations.
14. Create design guidelines to include provisions for critical areas and natural resource lands that minimize fragmentation of species and habitat due to development.

## **City of La Pine – Comprehensive Plan - Chapter 6 Parks, Recreation and Open Space**

### **I. State Planning Goal 8, Recreational Needs**

Oregon State Planning Goal 8 intends to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The requirement for meeting these needs fall to local governmental agencies, in coordination with private enterprise, and must be done so in appropriate proportions and in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. In doing so, the local and regional recreational needs must be coordinated with state and federal recreation plans. Included in recreational planning needs are developed recreational facilities as well as open space, including the retention of natural areas and linkages between developed and natural areas where appropriate.

### **II. Purpose and Intent**

As stated above, the State of Oregon requires that local governments manage and operate adequate facilities for recreation and open space. Open space responsibilities also overlap with Goal 5 issues (as discussed in Chapter 5 of this Comprehensive Plan) but the emphasis for utilization and preservation remains the same. Thus, this chapter discusses how the City of La Pine intends to recognize and strengthen the City's parks and recreation opportunities through land use strategies and inter-agency cooperation with the La Pine Park and Recreation District, as well as Deschutes County, and state and federal agencies who own open space lands within and surrounding La Pine. An important element to the quality of life to citizens in the community is based upon the location and function of the area parks, natural areas, and open space. The opportunity for multiple forms of and interconnectivity between passive and active recreation creates solid community connections and promotes healthier lifestyles for residents.

### **III. Issues**

The City of La Pine, within the City limits has not seen rapid growth in the recent past. However, the surrounding area, primarily to the north and west, has seen rapid growth as existing rural residential lots have been developed en masse over the last 15 years. Citizens and visitors alike are attracted to La Pine's forested character and rural setting. The community is also very close to many other recreational activities and open spaces in the nearby forests, lakes and rivers. Fishing, hunting, camping, boating, ATV riding and wildlife observation in the surrounding rural areas are the primary activities that are enjoyed by many of the residents (much of the reason why they moved to the area) visitors alike. Much of these activities occur on the surrounding undeveloped county, state, and federal lands.

The specific goals and objectives for meeting the City’s open space and recreational requirements are based on identified needs, desires, and other issues as specified by the citizens and conveyed through the La Pine Park and Recreation District (LPRD). The chapter also strives to identify the services, programs, and future preservation and enhancement of recreational and community facilities, including parks, ball fields, trails, community centers and historic places as development occurs within the city, all coordinated with the LPRD. However, the LPRD jurisdiction and responsibility goes beyond the La Pine city limits. This chapter will focus on those amenities within the city, but will also address the transition between urban and rural areas, as well as surrounding County, State and Federal programs.

The La Pine community is fortunate to have existing natural and manmade features that provide open space and recreational opportunities within and adjacent to the urban area. Some of these are under the control of the City, County, State and Federal Government and others are under the control of the LPRD. The policies and programs contained in this chapter are a “guide” for the City and local agencies, and provide a basis for helping to resolve issues and set a strategic course for physical improvements.

#### **LPRD PLANNING:**

The LPRD, which was established as a special service district in 1990, has a Comprehensive Plan for the area within their district boundary (which extends beyond the La Pine City limits) which identifies the primary services, facilities, programs and direction provided by the District. The Plan was adopted in 2005 and is intended to focus on the operation, planning and management for a five-year period (Five Year Action Plan), as well as a master plan to guide the acquisition and development of park and recreation facilities for the next 20-years (Park and Facility Master Plan).

Notwithstanding, since the inception of the District, the District has struggled financially with six failed tax measures for a fixed tax base. Thus, the Districts ability to provide facilities and services has been severely limited in past years. However, in May, 2009, the voters approved a tax rate of \$0.30 for every \$1000 of assessed value for properties within the District. This reliable source of funding will allow the LPRD to move forward the goals identified in their Comprehensive Plan.

Per the 2005 Comprehensive Plan, the primary mission of the LPRD is to: find reliable funding sources; maintain existing parks and facilities; plan for future parks and facilities; improve existing recreation programs; and, plan for future recreation programs. At this time, the LPRD manages a number of facilities designed to provide varied recreational opportunities for the community. Although they are all within the District boundary, those located within the City of La Pine include:

#### **LPRD FACILITIES:**

**White School Park Complex:** This site is home to the District office. It includes a variety of uses such as the White School Park Building (Gymnasium), John C. Johnson Center, etc. Greater detail can be found in the LPRD Comprehensive Plan.

**Finley Butte Road Park Complex:** This 10 acre park site is developed with a recreation meeting hall, three baseball fields, t-ball field, undeveloped athletic fields/open areas,

bathrooms and associated recreational; facilities. This facility is the focal area for active sports within the community and future formal skate park.

**Vacant Land:** The District also owns a vacant, unimproved 5-acre parcel near the La Pine High School. There are currently no formal plans for the use of this site although the district plans include a future swimming pool.

**Planned:** Although not yet developed, the master plan for the Newberry Neighborhood in central La Pine, west of Huntington Road, includes areas for the development of formal parks to serve residents within near/walking distance of the planned residences. A timeline for establishment of these parks is not yet known and will be dependent upon development of the surrounding residential subdivision.

Rosland Park contains day use areas, 11 campsites, historical Forest Service Ranger Station, river frontages and play grounds. The Park will need to be zoned specifically for park uses and related facilities. There has been a desire to develop a nature center and other uses here and this should be permitted outright.

#### **LPRD PROGRAMS:**

With limited funding and resources since its inception, the type and number of programs provided by LPRD has been limited. The primary focus of programs that are offered has been oriented toward children's activities and community/holiday events and tourism. These include joint efforts with the South Central Little League and youth sports such as baseball, softball, soccer and flag/tackle football, and community events such as Frontier Days (4<sup>th</sup> of July), Holiday Bazaar and Crab Feed. The LPRD comprehensive plan contains greater detail on each activity, etc.

#### **PRIVATE RECREATION PROGRAMS:**

There are various sources of private recreation programs in La Pine that provided by churches, youth organizations and special purpose organizations. These include: La Pine Little League; the La Pine Rodeo Association; 4-H; Boy/Girl Scouts; an, the La Pine Senior Center.

Other open space and recreation areas include local schools, public areas such as riparian areas/floodplain areas in public ownership, public facilities and surrounding BLM/Forest Service properties, etc. Additionally, there several private campgrounds in the areas surrounding La Pine. The LPPRD, City, County, and State are collaborating on a new rodeo and Frontier Days activity area. This may be located on BLM land that is slated for potential transfer to the City of La Pine.

#### **STATE AMENITIES:**

Although not included within the City limits, the La Pine State Park is a large campground and recreation area approximately 5 miles north of La Pine, adjacent to the Deschutes River. The Park provides camping (both tent and RV) opportunities as well as access to the River for boating and fishing opportunities. Although not within the City of La Pine (access/entrance road is approximately 5 miles north of La Pine on US Highway

97), the monument is a large attraction for visitors to the region. Thus, it has a great affect of the local tourism economy of La Pine.

**FEDERAL AMENITIES:**

The BLM manages a large number of acres within and around the UGB. Additionally, much of the land surrounding La Pine is within the Deschutes National Forest. These public lands have historically been a primary attraction for residents living in and moving to the community. The opportunities for hunting, fishing, camping, hiking, nature watching and ATV and snowmobile use are convenient for all residents. At public meetings held for the Comprehensive Planning process, some residents explained that hunting is currently taking place on the BLM lands on the City’s east side; they expressed an interest in maintaining these opportunities within the City limits. While some of the aforementioned activities may be appropriate, hunting and discharge of firearms within City limits is typically not compatible with urban development and is prohibited by State law.

The BLM lands, located within the city limits, may be transferred to the City for public uses. This action would improve the City’s desire for cohesive planning and control of urban land uses. The size of the BLM lands is quite large and abuts the City’s waste water treatment plant on the east side of the community. The BLM lands would provide needed area for long term treatment capacity. Opportunities for other transitional uses are likely to occur until the land is actually needed for treatment purposes. Current recreational uses (not hunting), industrial infill, and opportunities for alternate energy production (solar fields, bio-mass storage, etc. )are appropriate uses on these large acreages. The large number of acres of the BLM parcels helps to provide good buffers between rural and urban uses including wildfire/wildlife control areas too.

Newberry Crater National Monument – Paulina and East Lakes: The Newberry National Monument is a federally designated recreation area that preserves a key local component of Oregon’s volcanic history. The monument contains two large lakes, campgrounds, a lodge and amenity rentals. Although not within the City of La Pine (access/entrance road is approximately 5 miles north of La Pine on US Highway 97), the monument is a large attraction for visitors to the region. Thus, it has a great affect of the local tourism economy of La Pine.

Further away, but also having a direct affect on the quality of life in La Pine are the Cascade Mountains and the high lakes approximately 25 miles to the west. The mountains and lakes within the Deschutes National Forest provide a variety of recreational opportunities such as skiing, hunting, fishing hiking, snowmobiling and wildlife watching. Since La Pine is one of the closest centers where urban services are provided, residents, recreationists and tourists regularly utilize La Pine as a point of gathering for such activities.

**FUTURE:**

The biggest challenge for the City will be to coordinate and sustain a beneficial strategy for parks, open space, and recreation for the urban area. While the primary responsibility

to develop parks will be with LPRD, the City must work hand in hand with the District to implement an overall plan for determining actual need and key linkages between the various open space and recreational uses. The existing and future demand by citizens and visitors for recreations areas, facilities and opportunities must be continually refined within the District's Comprehensive Plan and implementation strategy that is based upon continuing analysis of public need and desires.

#### **IV. Goals and Policies**

**Goal # 1:** Create a system of parks, recreational facilities, and open space areas that provide quality active and passive recreational experiences for all urban area residents.

##### **Policies**

- The City shall coordinate the development of new parks and recreation opportunities, and programs with the La Pine Park and Recreation District.
- The City shall explore the creation of Park System Development Charges (SDC's) as a means of providing a funding base for new park and recreation facilities to serve anticipated growth.
- The City shall encourage the continual involvement of private recreation providers to citizens.
- The City shall acknowledge the importance of the ties between the recreational opportunities provided by the natural environment and the developed portion of the community.
- The City shall encourage recreational opportunities within the community to acknowledge and encourage use by visitors and tourists to the community.
- The City shall continue its coordination with County, State and Federal agencies to seek land and recreation opportunities (both active and passive) within the City limits.
- Given the various agencies involved in providing open space, parks, trails, and recreational opportunities – a high level of coordination and planning will be required in order to maximize efficiency and reduce duplication.
- The addition of new parks and recreational opportunities shall be sought in the most cost effective way possible, including land grants from County, State and Federal agencies.

- Continual updating of the LPRD Comprehensive Plan will allow the City and the District to determine if the recreation needs of the community are being met.
- Local parks and recreational opportunities tend to be distributed throughout the community without connecting links other than streets; La Pine's citizens desire to connect existing and future parks and recreation facilities by sidewalks, trails, and other mechanisms. Such connections provide greater opportunities for citizens, particularly children, to safely access parks without vehicle use.
- Open space and/or recreational areas should be available to residents within ¼ mile of their homes unless an exception is granted by the City as new development occurs.
- New parks, linkages, and recreational facilities should be incorporated into new developments as a way to distribute resources throughout the community and reduce vehicle miles traveled.
- Older neighborhoods and redevelopment areas should consider incorporating parks, trails, and other recreational facilities as a way to enhance the community.
- New parks to serve new residents should be developed without community subsidy, while new trails and regional community recreational facilities may require additional funding through those sources available to the City and LPRD.
- The Bend-La Pine School District should participate in the discussion about new parks and be willing to link school resources to the community/LPRD park system as a way to leverage open space opportunities.
- When adopted, local development codes should require an analysis of new resident impacts as it relates to the need for parks and recreation facilities beyond the collection of LPRD SDC's (if and when SDC's are adopted). Such codes should require open space, parks, and recreational opportunities where justifiable and appropriate.
- New trails are important elements that link open spaces and parks.
- Riparian habitats and other natural areas may be used for recreational and open space opportunities.
- Land use processes for the development of parks and related facilities shall be expedited and any costs for application processing not greater than actual cost of service or free whenever possible.

## **V. Programs**

The City shall:

1. Develop a mechanism to coordinate the efforts of local (public and private) and other agency groups as it relates to the development of open spaces, parks, and recreation opportunities within the UGB and develop intra-agency agreements as necessary to further foster and control the acquisition and development of such elements.
2. The City shall work with the Parks and Recreation District, as appropriate to stabilize and increase its tax base to include all potential users of LPRD facilities.
3. Defer the parks and recreation Comprehensive Planning efforts to the LPRD as appropriate.
4. Inventory all current open space, trail, active and passive recreational opportunities.
5. Develop land use regulations to better manage the acquisition, development, and maintenance of open spaces, parks, and recreation opportunities within the UGB, as coordinated with the LPRD.
6. Encourage the LPRD to upgrade existing parks, as necessary, through renovation to provide quality services as designated for that particular park space.
7. Encourage new residential development to provide additional resources to satisfy additional recreational demand generated by growth.
8. Require that compliance with the Americans with Disabilities Act (ADA) accessibility requirements be part of new and upgraded facilities where appropriate. Law requires that ADA accessibility deficiencies be rectified whenever a LPRD facility is substantially upgraded. If suitable funding becomes available sooner, any existing ADA deficiencies must be rectified.

### **References:**

1. La Pine Park and Recreation District Comprehensive Plan, Summer 2005 – (GEL Oregon and J.T. Atkins & Company PC)

## **City of La Pine – Comprehensive Plan, Chapter 7 Public Facilities and Services**

### **I. State Planning Goal 11, Public Facilities and Services**

Oregon State Planning Goal 11 requires local governments “to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” As defined in the Goal, “*A Timely, Orderly, and Efficient Arrangement* – refers to a system or plan that coordinates the type, locations and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.” As part of the Comprehensive Planning process for La Pine, the existing public facilities and services will be assessed in order to evaluate the necessary improvements required to support the anticipated population growth over the 20-year planning period.

### **II. Purpose and Intent**

As Oregon’s newest City, La Pine does not provide a full array of public services and facilities under its own jurisdiction. Although such services and facilities are available to residents, they are typically provided by Deschutes County (through inter-governmental agreement/contract), private businesses, or Special Districts, which are government entities formed under and authorized by state statute. This chapter catalogs the existing facilities and utilities that serve the businesses and residents of La Pine. The intent of the chapter is to identify the current service and facilities, the provider of such services and facilities, and any future improvements, projects, costs, and sources for funding in order to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. The public services currently available within the city limits and UGB include:

- Community governmental services
- Emergency response services (Deschutes County Sheriff/La Pine Fire District)
- Land use planning and zoning control (Deschutes County Community Development Department))
- Health services (Deschutes County Health Department)
- Recreation facilities and services (La Pine Park and Recreation District)
- Public streets and maintenance (City of La Pine, ODOT and Deschutes County)
- Public water source, distribution, and maintenance (La Pine Water District)
- Public sewer treatment, delivery, and maintenance (La Pine Sewer District)

- Public Schools – Bend-La Pine School District
- Library - Deschutes County
- Solid waste collection and disposal – Deschutes County
- Electric power (Mid-State Electric Co-op)
- Natural gas (Cascade natural Gas)
- Telephone and internet services
- Television, radio, cable and fiber-optic services

### **Community Governmental Services**

La Pine operates through a City Manager-Council form of government. The City Council hires the City Manager, creates policy and programs, and adopts a city budget supporting various municipal functions. The City Manager is responsible for hiring staff, responds to Council requirements, and manages the day-to-day functions of the local government and services, and plans for the future needs of the community. However, the City does contract with Deschutes County, and outside consultants and service providers for some basic and required community functions – such as planning/zoning, law enforcement, administration and legal counsel. This is due to the newness of the City and the limited staffing/resources currently available.

### **Emergency Response Services**

The City of La Pine contracts for law enforcement with the Deschutes County Sheriffs Department. Fire protection is funded by a separate Fire District budget – the La Pine Fire District. Services are provided to citizens throughout the urban area. The departments are consulted on new land use applications (via Deschutes County Community Development Department), which are examined in the context of services needed to support new development.

### **Land Use Planning, Building and Zoning Control**

The City of La Pine does not have its own Community Development Department that serves the incorporated area and UGB. Rather, the City coordinates planning and building activities in the City through an intergovernmental agreement with Deschutes County. Thus, the County Zoning Map will serve as the City map until such time as a Zoning Code and corresponding map are adopted by the City.

### **Health Services**

The City of La Pine is served by a satellite office of the Deschutes County health Department, primarily mental health and children’s and community services, as well as a private clinic. The City and surrounding area do not have a hospital or emergency medical services – the nearest such services are in Bend, approximately 30-miles to the north. Medical uses are permitted in the local commercial zones.

### **Recreation Facilities and Services**

The City of La Pine is served by the La Pine Park and Recreation District. The District provides services to the City of La Pine and surrounding rural residential area. The District has an adopted Comprehensive Plan that anticipates community needs and

anticipated growth of the area. The District is funded by a newly voter approved tax base, as well as grants and other sources of private funding.

### **Public Street Systems**

The City of La Pine, Deschutes County and the State of Oregon Department of Transportation (ODOT) provide and maintain various streets throughout the City and outlying area (as such streets interconnect). However, the City of La Pine currently has limited funds for street improvements and/or maintenance. Deschutes County maintains some streets via intergovernmental agreement with the City and ODOT maintains U.S. Highway 97 that bisects the City. La Pine does not have a Transportation System Plans (TSP). The Deschutes County TSP, which includes the area within City limits, currently serves as the City Transportation Plan and will continue to do so until the City adopts a separate TSP.

### **Public Water Systems**

The City of La Pine does not provide a municipal owned and run water system. Rather, the La Pine Water District provides water source, disinfection, distribution and maintenance of a water delivery system to approximately 650 customers. The service area includes most, but not all of the area within the City limits. The District does have plans for expansion of the system to serve all of the urban area, dependent upon adequate funding sources. Their plan identifies existing community needs, how to accommodate anticipated growth, reduction in private well heads, aquifer protection, land acquisition for new municipal well heads, reservoir siting and land needed for treatment and storage. Additional resource information from the Oregon Department of Environmental Quality can be found in the appendix. This information shows the City source in relationship to distance from other sources and the relationship of water compared to time travel from the source and/or other influences.

### **Public Sewer Systems**

The City of La Pine does not provide a municipal owned and run sewer system. Rather, the La Pine Sewer District provides collection and treatment to more than 650 customers. The service area includes most, but not all of the area within the City limits. The District does have plans for expansion of the system to serve all of the urban area, dependent upon adequate funding sources. Their plan identifies existing community needs, necessary capital improvements, funding and implementation, accommodation of new growth, reduction in septic fields, new connections and future land needs for the community treatment plant. Many developed residential lots outside of the City limits and UGB surround the City. It is anticipated that these lots, (more than 3,000) will need to be connected to municipal sewer services. Because La Pine has the closest treatment plant and anticipates obtaining additional lands from the BLM, it is likely that collections lines will need to be extended to the outlying areas. This action, when determined to be needed, may require special approval from the State of Oregon.

Note: The City is currently investigating the ways and means of incorporating the water and sewer district into the local government operations.

### **Public Schools – Bend-La Pine School District**

The Bend-La Pine School District currently operates La Pine High School, La Pine Middle School and La Pine Elementary. There are plans for a new elementary school to be built on the south side of Burgess Road in the Newberry Neighborhood as the develops over time (this was anticipated to be built for half enrollment (300 students) in 2010, with completion for a total enrollment of 600 students by 2015. Overall, the enrollment of the La Pine schools has grown, mostly as a result of residential development and growth in the outlying rural area between La Pine and Sunriver to the north. La Pine Elementary serves kindergarten through 4<sup>th</sup> grade with an enrollment of approximately 475 students. La Pine Middle School serves 5<sup>th</sup> through 8<sup>th</sup> grades with an enrollment of approximately 520 students. La Pine High School serves 9<sup>th</sup> through 12<sup>th</sup> grades with an enrollment of approximately 540 students.

### **Library**

The La Pine Public Library is a relatively new structure, which opened in November, 2000. This is a full service library with on-site book collections ranging from children's through adult sources. The library also has internet connection with on-site PC's available to the public. The library is part of the Deschutes Public Library System

### **Solid Waste Collection and Disposal**

La Pine's citizens have access to waste disposal service via Wilderness Garbage Company or self service at the Deschutes County Transfer Station, north of the city limits.

### **Storm Water Collection and Distribution**

The City of La Pine does not have any municipally maintained storm water facilities. Storm runoff, including significant snowmelt, is accommodated in roadside drainage ditches and allowed to percolate into the soil. However, new development on private property is required to meet all DEQ standards for storm water retention, treatment, and dispersal. The development of new, paved streets in new subdivisions are required to install storm water retention facilities in the form of drywells that also meet DEQ standards.

### **Electric Power**

Electric power in La Pine is provided by Mid-State Electric Co-op. The City provides access to right of way and franchise availability to these service providers. Mid-State utilizes a master plan for determining new substation areas and other elements necessary to accommodate anticipated growth.

### **Natural Gas**

Natural gas is provided to urban area residents by Cascade Natural Gas. The City provides access to right of way and franchise availability for new extensions. Cascade Natural Gas utilizes a master plan for determining new substation areas and other elements necessary to accommodate anticipated growth. Propane is supplied by multiple private entities that serve Central Oregon.

### **Telecommunications, Phone and Internet Services**

Qwest and a variety of private wireless phone and internet providers primarily serve the community. Deregulation of the telephone service, satellite access and other advances in telecommunications allow La Pine residents a wide range of phone and Internet connection choices. Wireless access will also be expanding to serve local citizens.

### **Television, Radio, Cable and Fiber Optic Services**

Cable TV service provides access to premium and nationwide broadcasts. Radio stations include a variety of local AM/FM stations that provide news and entertainment. Fiber optic access is expanding throughout the community and of particular importance for public, commercial and industrial users.

## **III. Issues**

State law and Goal 11, Public Facilities and Services, requires that cities plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

### **Excerpt from Oregon's Statewide Planning Goals & Guidelines GOAL 11:**

*“Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. A provision for key facilities shall be included in each plan. Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.”*

The City of La Pine does not currently have a population exceeding 2,500 persons (current population is approximately 1,662). However, during the 20-year comprehensive planning period La Pine's population growth is expected to result in an urban area population that exceeds the 2,500 threshold requiring a public facility plan. Thus, even though a formal public facility plan is not required, extensive planning for the provision of such services has been considered as part of the Comprehensive Planning effort.

As described herein, key public facilities are typically described as transportation systems; water supply; emergency services; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; solid waste collection and processing; energy and communication services; schools; and, community governmental services. While the City and other local providers offer a wide range of services, the key elements are essential to accommodating growth and maintaining public health and safety. Likewise, the City is preparing and maintaining planning tools that make sure adequate levels of key services are available and not stressed beyond their carrying capacities.

As described above, the City of La Pine does not manage many of the key facilities that will affect the overall growth and development of the community – a primary goal of the City though is to acquire the responsibility for such services and facilities over time. Services such as planning/zoning, law enforcement, fire protection, health, certain elements of recreation, solid waste collection and processing, building permitting, schools, energy, and communication services are provided by other entities. Other City services are funded through a combination of resources and General Fund programs. The City budget process occurs every fiscal year and describes how services will be funded.

### ***The basics... transportation, water and sewer***

Basic infrastructure - transportation, water and sewer systems - are carefully planned, monitored, studied, and provided to citizens by the City or the Special Districts. The City Planning Commission and City Council will eventually review and approve public facility plans (The La Pine Water and Sewer Districts retain control over their programs at this time) that are developed to support and accommodate growth. These documents, in addition to local regulations, implement the goals of the Plan.

The appendix of the Plan contains the public facility plans and current implementing regulations. The facility plans describe the water, sewer and transportation facilities, which support the land uses designated in the UGB. Likewise, capital facilities funding is included in the plans to ensure that implementation keeps pace with growth, and that such growth can be accommodated as required by law. The development patterns envisioned by the Plan and the commensurate level of maintenance necessary for each system is also part of each facility plan. The overall goal is to maintain and improve the quality of life for existing and future development by establishing and maintaining standards for the level-of-service of facilities.

### **Transportation**

The City of La Pine currently does not have a Transportation Systems Plan (TSP). As a new City, a TSP that identifies long term needs and recommends a priority system for implementation of new streets and possible funding sources will be created soon after the adoption of this Comprehensive Plan. The TSP elements will be master planned to match the land needs of the community over the planning horizon; typically 20 years to match the Comprehensive Plan. The State requires cities to provide adequate lands for growth matched with adequate supporting transportation facilities over the planning horizon.

Currently the City of La Pine has streets classified by type and function under the Deschutes County TSP. The existing street system, to a great degree, is based on previous subdivision design and has local streets that are oriented in a grid fashion. However, some arterials and collectors, such as Huntington Road, are influenced by topography and geographic influences – such as wetlands and the Little Deschutes River to the west.

U.S. Highway 97, which bisects the community, is under the jurisdiction of the Oregon Department of Transportation (ODOT). Efforts to signalize the highway/arterial intersections to provide access to the City's industrial and commercial areas are currently

in the discussion stages. The City and the La Pine Industrial Group are working with ODOT to fund and sponsor a highway corridor study that will lay the groundwork for the necessary intersection improvements over the planning period. Once this work is complete, it will be a major component of the future La Pine Transportation System Plan.

Future funding for new streets, street upgrades and street maintenance comes from a variety of sources. A primary source for new street needs that is being explored by the City is the collection of system development charges (SDC's). The establishment of SDC's is an adopted goal of the City council for 2009-2010. Other street needs, maintenance, and operation are funded from the General Fund and/or a combination of alternate funding (grants, etc.) if and when available. In very limited instances, new development has instigated street improvements necessary to mitigate the impact of that development. However, new streets have been limited to those within recently developed residential subdivisions. Because demands upon the General Fund are expected to increase as a variety of City needs all compete for scarce dollars, it is expected that new streets and street maintenance will rely on new development for funding and actual construction.

### **Water**

The La Pine Water District has a water system capital facilities and water management and conservation plan adopted in 2009. The plan identifies the current status of water service in La Pine and also addresses needs for the next 20-years. Currently the District maintains two wells, a 1.2 million gallon reservoir, a 250k gallon reservoir and pump stations. The series of service lines provide service to 446 residential connections, 168 commercial connections and 17 industrial connections within the service area boundary. However, this does not include connections to all potential users within the boundary.

The District utilizes groundwater to serve residents and maintains a system of water rights and permits necessary for additional sources. Future growth needs are identified to the 2033 horizon. It is anticipated that additional water rights, wells and water storage facilities will be necessary to provide service to all existing unserved properties, as well as to meet projected growth for planned development areas within the City. The HGE Inc. study includes three levels of prioritized capital improvements necessary to provide adequate water service to the community for the next 20-years and slightly beyond.

Currently user rates are charged to those who affect the water system and these fees are used to maintain and upgrade the water system. System Development Charges (SDC's) are collected and help offset the cost of master planned improvements. Lastly, loans could be made available from a variety of sources and can be paid back from the fees and SDC payments. However, such sources of funding can be limited and should not be relied upon for all necessary improvements.

### **Sewer**

The sewer collection system in La Pine was initiated in the 1980's with a significant expansion in 2004 to serve the areas of Wickiup Junction and the Newberry neighborhood (now both within the boundaries of La Pine) The system is comprised of a

combination of gravity and pressure lines that deliver sewage to the treatment plant on the City's east side. Storm drainage is not collected in the sewer system.

In a wastewater system capital facilities plan adopted in 2006, the primary needs for expansion and adequate operation of the system were identified. The primary need was for an area to develop additional treatment facilities, including an area for effluent disposal, adjacent to the existing wastewater treatment plant. Such plans were based on projected growth of the community for the next 20-years.

Currently, user rates are charged to those who use the sewer system and these fees are used to maintain and upgrade the system as necessary. The collection of water SDC charges help offset the cost of master planned capital improvements. Lastly, loans and grants could be possible to obtain from a variety of sources and can be paid back from the fees and SDC payments. However, such sources of funding can be limited and should not be relied upon for all necessary improvements.

### **Growth and Facility Demand**

The anticipated growth in La Pine is approximately 1,000 persons over the next 20-years. Existing water and sewer within the community will require expansion of facilities as stated in the above referenced studies provided by the Special Districts. Based on those studies though, it appears that the necessary improvements will not be outpaced by growth demands in the community. However, new funding sources for the water and sewer districts may be necessary. Additionally, it is essential that growth pay its own way in order to avoid unnecessary impacts upon existing residents and quality of life. Existing residents and those lands reserved and designated for public, commercial and industrial development should be given priority for service over new residential uses. This means that new development may need to supply an array of services ahead of the City/County/State/Special District schedule and at their own cost, subject to City approval and authorization before development.

## **IV. Goals and Policies**

**Goal # 1:** Coordinate intra-agency efforts, including coordination with private service and Special District providers, and create a system of public facilities for the planning horizon.

### **Policies**

- Continued coordination with Deschutes County for the provision of certain public services, such as law enforcement, waste management and zoning/building services, shall continue until such time as services can be converted to City jurisdiction.
- The La Pine Rural Fire Protection District shall continue to provide fire protection service within the City of La Pine.

- The City of La Pine shall actively coordinate with the Bend La Pine School District and Central Oregon Community College on the need and options for providing locations for new school facilities. Such coordination shall be a high priority. This includes potential for reservation of public/private lands for future school sites, and active coordination regarding the impact of new development upon school capacity. The land use process for the development approval of public schools shall be a priority and expedited to the greatest extent possible.
- Local public and private plans for providing urban levels of services to all land within the UGB must be comprehensive.
- Although many of the public facilities and services are not currently provided by the City, the City shall take an active role in coordinating and ensuring that such services are adequate for existing residents and businesses without adverse effects from anticipated future growth.
- The City shall explore the creation of water, sewer, and street Systems Development Charges to help fund necessary master planned capital improvements. This will require in-depth review and coordination with the Special Districts as it relates to water and sewer SDC's.
- Schools shall not be charged City System Development Charges for any new or expanded school or college construction.
- The City shall explore the conversion of privately owned services and facilities to public ownership as necessary and economically viable to ensure long term service and availability to the community.
- Providing needed services in an economically viable and effective manner is good business and a good growth management tool.
- Plans providing for public facilities and services should be coordinated with plans for designation of urban boundaries, land use and zoning designations, surrounding urbanizable land and rural uses, and for the transition of rural land to urban uses.
- Service providers other than the City of La Pine may be allowed to use the surface, subsurface and air above City right of ways to provide necessary public services provided that all applicable rules and regulations are adhered to. In no event, shall these entities create a situation whereby the City must subsidize activity or repair damage caused by other service providers.
- Public facility and service plans in the urban area should be developed to meet the projected growth levels for the community.

- Public facilities and services should be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services should be based upon: (1) the time required to provide the service; (2) reliability of service; (3) financial cost; (4) levels of service needed and desired; and (5) economic benefit to the community.
- All utility lines and facilities should be located on or adjacent to existing public or private rights-of-way. Other locations may be approved if they are part of a planned development or master plan.
- Plans providing for public facilities and services should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development action provided for by such plans should not exceed the carrying capacity of such resources.
- Because the area surrounding the City of La Pine is densely populated and without sewer services, the expansion and use of the La Pine Sewer District sewer collection and treatment facilities for such areas shall be pursued when State law so permits.

<p><b>Goal # 2:</b> Create a system of conservation practices for public resources, services, and related facilities.</p>
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### Policies

- Conservation practices and other techniques for sustaining limited resources and facilities are good for the community.
- Natural resources, such as clean air and water, energy sources, timber sources, aggregate sources are limited in quality and supply.
- Alternative energy sources should be explored as a complement to existing resources and industries and as a way for the City to reach an energy consumption neutral status. Alternate energy sources may be developed on lots that are already developed or on vacant lands that are being planned for other future purposes such as the BLM land that is expected to be transferred to the City. This land is anticipated to be used for wastewater treatment as the community grows. La Pine is in an advantageous position as compared to other cities that do not have an opportunity to plan long term for sewer expansion. Moreover, because the City is interested in encouraging multiple uses/transitional uses on lands there are greater efficiencies that can be derived from the large vacant acreages until it is needed for wastewater treatment. For example, the BLM transfer land adjacent to the wastewater plant could accommodate solar field arrays that create energy

for the community. And, because the land would need to be cleared anyway, this also provides fuel reductions in the wildfire interface zone and needed materials for bio-mass plants or other wood-based industries.

- Services such as public sewer collection facilities, public water sources, solid waste disposal, other point of contact public services, and services related to emergency response will need to be carefully managed to ensure supply and duration.
- In order to sustain local services and resources over the life of the Plan, and beyond, there should be a continued focus on improving efficiency.
- Land use regulations for new development and long range land use planning have a direct connection to preserving and enhancing livability and the efficient delivery of all public facilities and services.
- The La Pine community understands that making growth pay its own way is one of many techniques that can sustain limited resources without resulting in unnecessary subsidy from tax dollars.
- Local government and other agencies should set examples for the community by adopting and utilizing sustainability practices.
- The La Pine community expects the local school and or college district and City Planning officials will coordinate the location of new school/college sites and implement strategies for multiple use spaces. The opportunity for reduced vehicle usage at school/college campuses should be evaluated and implemented.
- Even with prudent management and careful sustainability of resources, the La Pine community understands that property taxes and current service fees (including private district fees) may not be sufficient to provide the service levels desired by the community. In some cases, new funding strategies, including the establishment of new System Development Charges (the Special Districts already implement water and sewer SDC programs) may be necessary.

## **V. PROGRAMS**

### **The City shall:**

1. Work with partner agencies in regularly updating the primary transportation, sewer, and water master plans within the City. These master plans must examine the desired service levels, infrastructure needs of the urban area, funding, and implementation strategies. Additionally, the City shall work with public and private agencies as applicable to establish and maintain level of service standards for the following areas:

- Law Enforcement
- Fire Protection
- Emergency Medical Service
- Transportation
- Parks and Recreation
- Natural Open Space
- Public Buildings
- Water System
- Sewer System
- Storm water System
- Solid Waste Management
- Schools/Colleges
- Utilities
- Libraries

2. Provide the leadership in coordination efforts among the various agencies and entities that provide public services to the community. This may require the imposition of franchise agreements and special protocols and fees for using public right of ways.
3. Identify specific capital facilities projects for the City and for other agencies that may benefit from coordinating with the City. Prioritize capital improvement projects based on a series of criteria; identify project costs and likely funding sources; relate projected improvements to forecast demand on services; identify current and proposed levels of service for each public service; and, establish a siting process for the location of essential public facilities, including property acquisition needs.
4. Develop a concurrency requirement that new development demonstrate the adequate provision of public services or provide for impact mitigation, including providing appropriate infrastructure and public services as a condition of development.
5. Encourage communication and cooperation between the school/college district, developers, and the public. The local development codes and regulations shall require the development of neighborhoods in close proximity to school locations.
6. Develop methods to support the addition of alternate energy sources within the community.

**Conservation:**

1. Develop a sustainability program for all City functions, services, and products. The plan shall identify goals and levels of conservation necessary for the planning

- horizon. Such goals shall have measurable outcomes and be monitored on a regular basis to insure proper management and effectiveness.
2. Adopt land use regulations (with a new Development Code) that require citizens to conserve water and reduce excessive irrigation of plant materials.
  3. Develop air quality standards and monitor all air emissions into the community.
  4. Develop an energy source and use evaluation plan. Implement measures to reduce energy consumption and unnecessary lighting.
  5. Promote the creation of energy efficient structures and sustainable building practices. Requirements on specific architectural styles and materials may be necessary in order to reduce heating and cooling costs; a major part of local energy output.
  6. Coordinate with Deschutes County on the supply and anticipated life of aggregate resources necessary to support development. Regulations to permit onsite rock crushing and extraction may be necessary to properly implement such programs.
  7. Develop a study to monitor non-sewage infiltration of the community sewage system. Industrial discharge permits may be needed to adequately reduce negative effects of large volume discharges into the sewer system.
  8. Storm drainage plans shall not permit drainage to enter the sewage system to the greatest extent practical.
  9. Institute recycling program requirements aimed at reuse and reduction of solid waste. This may require implementation of, and changes to local garbage hauler franchise or license agreements.
  10. Coordinate landfill needs and other operations with Deschutes County.
  11. Examine and develop strategies for maximizing capacity of transportation systems before street widening.
  12. Examine the actual cost of service for each service provided to the public. A cost/benefit analysis shall be developed in order to ascertain proper allocation of funding resources and or reduction/expansion of City services and programs.
  13. Examine emergency service needs and funding necessary to provide adequate services levels throughout the community over the planning horizon. Land use regulations that examine potential for efficient delivery of emergency services will need to be incorporated into implementation codes.

14. Recognize that community development services are necessary to implement local land use regulations and long term planning needs. The City shall examine the potential for a partially fee supported current development department and General Fund support for long range planning functions.

References:

1. Wastewater System capital Facilities Plan, La Pine Special Sewer District, Deschutes County, Oregon - January 2006 (HGE Inc.)
2. Water System Capital facilities Plan and Water Management and Conservation Plan, La Pine Water District, Deschutes County, Oregon – January 2009 – Draft (HGE Inc.)
3. La Pine Park and Recreation District Comprehensive Plan - Summer 2005 (GEL Oregon Inc.; J.T Atkins & Company PC)
4. Bend-La Pine Schools 2005 Sites and Facilities Plan – December 5, 2005
5. Greater La Pine Community Wildfire Protection Plan – December 13, 2005 (Kate Lighthall)

## **City of La Pine – Comprehensive Plan, Chapter 8 Transportation**

### **I. State Planning Goal 12, Transportation**

Oregon State Planning Goal 12 requires local governments “to provide and encourage a safe, convenient and economic transportation system.” When referring to “transportation system” the goal requires that all modes of transportation be considered – including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian. Further, the goal requires that the local, regional and state transportation needs be considered and that they be done so through appropriate combinations of the modes listed above rather than reliance on any one particular method of transportation. Transportation systems must be coordinated with local Comprehensive Plans – including the development of a specific Transportation System Plan (TSP) that is in conformance with the State Transportation Planning Rule (TPR) – Oregon Administrative Rule 660-012. As part of the transportation planning process for La Pine, all modes listed above will be considered and addressed, but not all are applicable at this time. Eventually, a separate TSP which goes beyond the goals and policies listed herein and addresses all requirements of the TPR will be developed and added to this Comprehensive Plan. The TSP will more specifically address the requirements of capital facilities planning for transportation amenities and funding.

### **II. Purpose and Intent**

This Chapter addresses the existing conditions of La Pine roads, as well as the short and long-term transportation needs of all types within the community for the next 20 years. Overall, the road system is the backbone of the overall transportation system in La Pine and will be the basis for much of the transportation planning discussed herein. Nonetheless, the goals and policies are intended to determine how to accommodate the projected growth of the community and coordinate all of the transportation needs with the land use patterns. The overall strategy will result in a plan that efficiently moves people and goods throughout the community. At the same time, the emerging transportation needs of La Pine will be coordinated with the Oregon Department of Transportation and Deschutes County to ensure an efficient and smooth transition of transportation facilities between the rural to urban areas, as well as accommodating ODOT’s jurisdiction over US Highway 97 within the urban area. Thus, in addition to local needs, this plan will also consider regional and state needs at the same time to achieve a balanced transportation system that includes automobile, bicycle, rail, transit, air, pedestrian and pipeline facilities.

This chapter also addresses issues and ideas related to circulation and the interaction between transportation and land use. Bike lanes, sidewalks, trail connections, future transit expansions, transportation demand management, and transportation system management are meant to be considered for all new and enhanced transportation systems.

Each new development must consider the impact of the development upon these systems and provide incremental mitigation for impacts as deemed warranted through the review process. The arrangement of land uses and desired development patterns should focus on supporting and increasing alternate modes of transportation, especially as complete neighborhoods are developed (neighborhoods containing a mix of residential and employment lands, with public services such as schools and parks) and more services become available in the community. The goal is to move the city toward alternate mode use as an alternative for those who do not wish to drive a car and as an alternative to excessive vehicle miles traveled as a way to deter sprawl.

### III. Issues

The issues explored herein are not intended to serve as a complete Transportation System Plan (TSP) as required by the Transportation Planning Rule (TPR) – OAR 660-012. Rather, the issues addressed in the Comprehensive Plan provide a concise snapshot of existing conditions and identify future needs, with goals and policies aimed at directing transportation planning activities to bring the 20-year needs to fruition.

#### Existing Road System:

Until the recent incorporation of La Pine, Deschutes County was responsible for road maintenance, construction and design within what is now the urban area. Many of the primary roads within the community extend beyond the City limits and become rural county roads still under the jurisdiction of Deschutes County. Thus, the County Comprehensive Plan and Transportation System Plan all address the road network in La Pine and have designated streets by general classification to include: Highway/Principal Arterial, Arterial, Collector and Local Street. The street classifications are described in the following chart (as listed in the Deschutes County Comprehensive Plan).

Urban Street Types	
Principal Arterial:	Serves the major activity centers in a metropolitan area, and also serves the highest traffic corridors and satisfies the longest trip desires; and
	Carries the major portion of trips entering and leaving the urban area, as well as the majority of the through traffic desiring to bypass the city
Arterial:	Provides service to trips of moderate length at a somewhat lower level of travel mobility than principal arterials; and
	Distributes travel to geographic areas smaller than those served by principal arterials, while not penetrating specific neighborhoods; and
	Spacing varies from 1/2 to 1 mile in downtown areas, to 2 to 3 miles in areas outside downtown.
Collector:	Provides both land access and traffic circulation within residential neighborhoods, commercial, and industrial areas; and
	Distributes trips from arterials through these areas to their final destination, and conversely, collects traffic from local streets and channels it onto arterials
Local:	Provides access to adjacent land and access to higher classified roads; and
	Provides lowest level of travel mobility including no bus routes; and
	Normally carries less than 1,700 vehicles per day.

The foundation of the La Pine transportation system is a product of the existing roads and highways that cross the community. The basic grid is framed by the following primary

roadways (with the street designation listed) which provide access among various parts of the community:

#### East-West Alignments

- Cagle Road - Local
- Burgess Road - Arterial
- Rosland Road - Local
- 1<sup>st</sup> Street/Reed Road - Collector
- 3<sup>rd</sup> Street - Local
- 4<sup>th</sup> Street/William Foss Road – Local
- Finley Butte Road - Collector
- 6<sup>th</sup> Street - Local

#### North-South Alignments

- US Highway 97 (The Dalles-California Highway) – Highway/Principal Arterial
- Huntington Road - Collector
- Mitts Way - Local

Although not all the streets listed above are Arterial or Collector streets, all of these streets provide the basic alignments and primary connectivity throughout the community. Other local roads aid in forming the internal grid serving the existing neighborhoods and outer areas. Overall, the historic development pattern for neighborhoods in La Pine is comprised of gridded streets. The relatively level topography presents the opportunity for a continuation of this pattern, building from the primary streets listed above. However, as is evident from the list of primary streets included above, additional north/south running streets, including arterials and collectors will be needed in the future. Currently, only Highway 97 and Huntington Road provide the sole north/south access from one end of town to the other.

The primary streets listed above are paved, some with sidewalks (in the area around Huntington Road and 1<sup>st</sup> Street), but few with curbs and drainage facilities. Delineated bike lanes also do not exist. Rather, in most areas pedestrians and bicyclists share the roadway or shoulder with automobiles.

U.S. Highway 97 bisects the City from north to south and, while serving as a direct transportation link between northern and southern portions of the City, it also creates an obstacle to east-west travel by any mode. Currently, intersections of Highway 97 at Burgess Road (Wickiup Junction); 1<sup>st</sup> Street/Reed Road; 4<sup>th</sup> Street/William Foss Road; and Finley Butte Road are all heavily congested and experience failure during certain segments of the day. Improvements to these intersections to increase capacity, improve safety and, most importantly, allow east-west crossing, are necessary in the near future. Because Highway 97 is under the jurisdiction of ODOT, all improvements must be

coordinated with that agency. Potential improvements and solutions to existing problems are discussed in the “Road Improvements” section below.

Many of the existing streets in the residential neighborhoods (Local Streets) in the northern part of La Pine have unimproved (not paved) streets. Such streets are graded gravel and/or compacted dirt – there are no curbs, sidewalks or drainage facilities. Maintenance of these streets, such as filling potholes and dust control measures, have been lacking in the past as Deschutes County does not typically maintain streets built to these standards and the City of La Pine has had limited funds for such maintenance. Such streets are not conducive to effective pedestrian and bicycle travel.

### **Road Improvements:**

Public health and safety, as well as efficiency, are the primary design goals of all transportation elements. This design goal is imperative as emergency services personnel measure success in the minutes it takes to get to a fire, injured or sick person, crime scene, or other catastrophe. Although, the average citizen wants safe and efficient street design to meet the needs of everyday life. As street design standards are developed in the future, requirements for bicycle lanes, drainage facilities and pedestrian amenities must be included, especially along Arterial and Collector Streets. Such designs will improve street capacity and encourage use of alternate modes by all citizens. As discussed above, the primary vehicular transportation problems in La Pine are associated with Highway 97. Over the past few years ODOT has been working with the community on developing plans for an improved interchange at the Highway 97/Burgess Road intersection (Wickiup Junction). Such improvements will alleviate safety and access issues in that immediate area. Also, ODOT has stated their support for a “Highway 97 Corridor Study” for the southern central business district of La Pine. This study will examine all of the primary intersections with Highway 97 and suggest necessary improvements, including the timing for such improvements. All of this is in an effort to correct problems of failure at intersections such as 1<sup>st</sup> Street/Reed Road, and allow better east/west travel and connectivity between residential and employment areas.

### **Maintenance:**

A primary concern for many of La Pines residents is street maintenance – particularly maintenance of unimproved/unpaved streets. During the wet winter months these streets can become pot-holed and muddy – which leads to hazardous travel conditions. During the dry summer months, dust generated from vehicular travel can impact the livability of neighboring properties. The City should institute a regular street maintenance program that will eventually result in more permanent surfaces (such as a chip sealed or oil mat surface, with asphalt paving as a long term goal).

### **Alternative Modes of Transportation:**

The availability of adequate transportation facilities and resources are major factors in determining proper land uses and acceptable development patterns. The various zones and intensity of development influences the need and location for new transportation facilities, as well as the necessity for ongoing repair and maintenance of existing transportation facilities. Therefore, it is critical that modern planning techniques are

employed that will ensure the highest level of coordination between land uses and transportation needs as a way to create an effective and efficient integrated urban system. In this effort, an understanding of the existing and potential for alternative modes of transportation, including amenities to facilitate alternative modes, must be known.

*Bicycles:*

A lack of developed marked routes and long block lengths where there are gridded streets prevent the full utilization of safe and efficient bicycle and pedestrian routes. There are currently no specifically designated bicycle lanes along the Arterial or Collector streets in La Pine. Bicyclists must share the vehicular travel lands with automobiles. New development standards which require bicycle lanes along the curb of Arterial Streets and certain collector streets that provide access to public services and facilities must be developed.

*Pedestrians:*

Sidewalks have been developed in and around the area of the intersection of 1<sup>st</sup> Street and Huntington Road. These amenities provide a separate pedestrian refuge and allow safe access to the businesses, schools and public facilities in that immediate area. However, due to the lack of extension of sidewalks or trails in other parts of the community, safe and efficient access between residential areas and other employment areas is not encouraged. The lack of pedestrian crossings along major streets, particularly near schools, and activity centers, present hazards to citizens. New development standards which require sidewalks along streets and trails where appropriate must be developed.

*Transit:*

A public transit (bus) system provides service in and around the urban area. Residents can be picked up at designated locations and transported within the urban area. This same service is also a regional bus service operated by the Central Oregon Intergovernmental Council that provides an alternative to driving for residents of LaPine that travel north for work and shopping in Bend and beyond. Additionally, there is a park and ride lot at Wickiup Junction from which the transit service is available.

*Ride Sharing:*

Although not a formally developed program, there is a great degree of ride sharing that exists among residents of La Pine due to the long commute distance between La Pine and the major employment and service centers of Bend and Redmond to the north.

**Long Range Transportation Planning:**

The City of La Pine has not yet developed its own long-term master plan addressing transportation needs throughout the community. A requirement of the State Planning System is the development of a Transportation System Plan (TSP) as a guide for helping the City make rational choices about the locations and type of needed transportation facilities. The TSP will be based upon the individual needs of the community and the requirements to meet the State of Oregon Transportation Planning Rule. Elements of the TSP include: developing functional classifications of roads; road and street design

standards; establishing levels of service; developing alternative modes; transportation demand management, capital facilities planning; and, funding for improvements.

**Air and Rail:**

There are currently no air travel facilities in La Pine. The closest private airstrip is located in the community of Sunriver, approximately 15 miles to the north. The closest commercial airport is Roberts Field in Redmond, approximately 50 miles to the north. The idea of a local airport providing service to small, privately owned aircraft has been discussed by community members, but formal plans have not been developed. It has been acknowledged that an airstrip in La Pine would increase accessibility to the area and could make the community more attractive for businesses and recreationists.

A Burlington Northern Santa Fe rail line runs on the east side of and parallel to Highway 97 through most of the community. However, there are no stops or passenger service provided directly to/from La Pine. The closest passenger rail stop is in the community of Chemult, approximately 30 miles to the south.

**Pipelines:**

A primary natural gas pipeline that runs from Washington to California, which provides gas service to many areas all along the west coast, runs north/south through La Pine, east of and parallel to Highway 97. The pipeline lies within an easement that is generally 100 to 200 feet wide so as to prevent damage a major disruption. There are no plans for removal or alteration of this pipeline.

**Transportation Facility Funding:**

Local community leaders and citizens expect that new growth pay its way and this means that the existing residents should not have to subsidize new development projects, particularly with regard to needed transportation improvements. Transportation remedies or “mitigation” programs must be established before authorizing development and new trips on the transportation system. The universal goal is to make sure that needed transportation facilities are in place, funded, or other acceptable mitigation provided before development is authorized to proceed. This type of “concurrency” reinforces the interdependence between land use and transportation. The community also accepts that there are many different types of transportation problems and will accept creative mitigation solutions that benefit the community as a whole.

Besides the difficulty in expanding the system to meet a variety of needs, the cost of developing and improving such facilities is very high and requires substantial capital to develop. The City’s budget is not adequate to resolve all transportation project needs and other sources of money will be required in order to build the system as necessary to support future growth. The adoption and imposition of System Development Charges (SDC’s) is an option that should be explored for La Pine to help pay for needed street infrastructure to add capacity to the system. The increasing operational and material costs for facility improvements, limited construction time periods, and the conflicting demands of regional versus local traffic (on Highway 97) will make La Pine more heavily reliant on developers to solve problems that are directly tied to new growth. Existing problems create complex funding issues since the State of Oregon mandates certain

limitations on the expenditure of SDC's - existing problems not directly related to growth will require funding that is not solely obtained from SDC's. Thus, the community may have to explore and/or rely on special levies, limited general fund revenues, the State's funding for highway maintenance and other revenue sources for improvements to address local needs.

### **Wickiup Junction Improvement Area**

The area identified on the Comprehensive Plan map as the Wickiup Junction Improvement Area is in a state of transition as major improvements to this existing Highway/Arterial intersection are planned. The potential improvements include a complete grade separated interchange aimed at improving the overall long-term function and safety of the junction. The surrounding land uses include a variety of primarily service commercial uses, with residential uses close by. Because of the incomplete designs for the eventual improvements, and the unknown effects on surrounding properties (meaning just which properties will be physically affected by the road alignment, as well as by the changes to the traffic pattern), the area is identified as an area in which future land use designation may change. Once the final alignment is known, a re-examination of the highest and best land uses within the designated area, including possible master planning, should be completed.

### **Specific Wickiup Junction Improvement Area Policies**

1. Upon final design and adoption of the Highway 97/Burgess Road interchange design within the area labeled Wickiup Junction Improvement Area on the Comprehensive Plan Map, planning efforts shall ensue to review the highest and best land uses (designations) on the properties within the boundary.
2. Planning efforts within the Wickiup Junction Improvement Area shall coordinate access to surrounding properties with local, state and county transportation facilities as appropriate, and may include a master planning process.

## **IV. General Transportation Goals and Policies**

Goal # 1: Create a safe, convenient, balanced, functional and economical transportation system to maximize and extend the life of transportation facilities and improve livability throughout the La Pine community.

### **Policies**

#### **General Street Transportation Network Policies**

- Vehicle use is the primary and most important form of transportation for the majority of La Pines citizens, but increased alternate mode use is essential to the livability of the community and to preserve valuable resources.

- The street system shall be fully functional for the safe and efficient delivery of emergency services.
- Continue coordination with Deschutes County and ODOT for transportation planning services in order to monitor street capacity and service levels needed for a safe and efficient transportation system until such time as a TSP is developed and planning services are provided by the City. Such coordination shall create a supportable method for determining adequate and consistent transportation impact analyses, mitigation procedures, and improvement options to transportation facilities.
- Alternate mode use is essential for providing a full complement of transportation choices and that land use regulations need to require an analysis of transportation impacts, needs, and mitigation options.
- The proper function and increased mobility of Highway 97 to and through the community contributes to the local economy and bring goods and services into the community bolstering local commerce and tourism.
- Balancing the needs of the local community with regional transportation needs must include open dialogue with citizens, state agencies/ODOT, Deschutes County, local business interests, special interest groups, and tourism professionals.
- Continue participation with regional partners (Cities and Counties) through organizations such as COACT and COCO to find solutions to regional transportation issues.
- Continue efforts to complete the Highway 97 Corridor Study through La Pine to determine future improvements at key intersections to facilitate acceptable intersection function, safe and efficient highway crossings, and increased access to the industrial area on the east side.
- Traffic calming measures in core commercial areas and residential neighborhoods can reduce vehicular speeds on roadways and create a safe pedestrian/bicycle environment.
- Transportation problems will require comprehensive planning, regular monitoring and analysis, a systematic approach to problem solving.
- The community, as a whole, will benefit from transportation systems that provide sidewalks, trails, bike lanes and transit amenities to encourage alternate mode use and promote a high level of livability.
- The City is required, by law, to design and implement a transportation system that meets the applicable TSP and TPR requirements for the 20-year planning period.

The TSP shall include all applicable requirements of the TPR and, when completed, shall serve as the primary transportation system tool for the community.

- The community will benefit from streets that are designed to permit emergency service vehicles to access all parts of the community in an efficient manner.
- The City has limited funds to use for the maintenance of public streets, however the community will benefit from increased street maintenance, including resurfacing as necessary of unpaved streets.
- The ability to require the development of private streets systems, where appropriate and where they are guaranteed to be maintained by parties other than the City, will reduce the overall funding need for street maintenance and the need to seek additional tax revenues from citizens. Private streets are legitimate components of the transportation system when designed properly and maintained to at least City standards.
- Transportation demand management (TDM) and transportation system management (TSM) techniques are useful tools in the design of the transportation system.
- Street trees, pedestrian amenities, separated sidewalks; curb extensions, traffic calming, and other related devices can be useful design elements especially when supported by a cost benefit analysis showing they are appropriate.
- The La Pine community desires to balance the highway needs of regional users with the local users in order to avoid creating highway improvements that sacrifice local values and damage economic interests.
- A transportation system that includes alternate modes in addition to vehicle needs is a State requirement. The term “Alternate Mode” includes anything, besides single occupant vehicles, capable of moving people and goods such as rail, pedestrian facilities, bike lanes, air transport, transit, and the like.
- The City of La Pine believes that a City representative should participate with the Transportation Advisory Group for the specific purpose of analyzing the need for an airport in the La Pine Area. The representative shall be appointed by the City Council and will have specific knowledge of airport needs and operations.
- Because the final designs and plans for the Wickiup Junction interchange (Highway 97 and Burgess Road intersection) have not been completed, designations for lands within the area labeled Wickiup Junction Improvement Area on the Plan map may need to be changed when final plans are adopted. Such changes to land use designations shall be for the purpose of better coordination between the transportation facilities and adjacent land uses.

### **Transit Policies**

- Encourage private efforts to supply forms of inter and intra city transit to the commuter.
- Look for areas and methods to increase opportunities for access to transit, park and ride lots and ride share facilities.
- Ensure proper facilities are in place to allow for safe operation of mass transportation vehicles when and where appropriate.

### **Bicycle and Pedestrian Policies**

- Encourage pedestrian and bicycle movement as a safe, feasible alternative to the automobile.
- Require that all proposed subdivisions consider bicycle and pedestrian paths, integrated with other bicycle and pedestrian path systems within the City.
- Insure that bicycle and pedestrian paths, not along street right-of-ways are well lit and provide visual surveillance from the street.
- Preserve space along existing and proposed Arterial streets and require at least one combined bicycle and pedestrian path.
- Require all proposed activity centers generating large amounts of traffic to provide safe and convenient off-street bicycle parking space and routes in their design.
- Insure neighborhoods and activity centers, including public loading and pickup areas, are served by pedestrian and bicycle routes.
- Provide curb cuts at all corners, intersections, or locations where bicycle and pedestrian routes and paths intersect with streets.
- Provide for paving of pedestrian and bicycle ways where appropriate.
- Improve signs, markings, and safety features on existing bicycle and pedestrian paths.
- The City recognizes that an airport (privately owned or public) would be a strong economic driver for the la Pine area. Efforts to explore the creation of an airport shall be supported by the City, but shall not be the obligation of the City.

Goal # 2: Develop a supportable and sustainable financing method for funding necessary transportation system master plan improvements over the life of the Plan

## **Policies:**

### **Funding Policies**

- It is important to develop a financing plan, including a funding analysis of the recommended transportation projects and their funding needs, funding resources, and a multiple-year financing plan that can support the development of needed TSP facilities for the life of the plan.
- If the required funding analysis reveals an unrealistic plan, the City should discuss how additional funds will be raised or how land use assumptions will be re-evaluated to make the transportation plan affordable and achievable.
- Transportation funding is limited and SDC's will not be the sole source of the City funding package.
- Alternate funding sources may need to be explored to enable the community to receive grants, implement a CIP, and maintain existing infrastructure.
- Alternate funding sources may include levies, increased taxes, local improvement districts, grants, franchise fees, tax increment financing, bonds, and other typical and atypical sources necessary for the full implementation of the TSP and maintenance functions.

## **V. Programs**

The City shall:

1. Develop and adopt a Transportation System Plan (TSP), which inventories and analyzes the existing transportation system, and recommends capital improvements to the entire transportation system as required by Oregon Administrative Rules.
2. Develop Transportation System Development Charges (SDC's) aimed at providing funding for capital improvements projects to add capacity to the transportation system.
3. Inventory and prioritize needed alternate mode improvements and project timing of implementation.
4. Inventory and prioritize funding alternatives (other than SDC's) necessary to implement the needed capital improvements.
5. Work with Deschutes County and ODOT to monitor the transportation system for effectiveness and describe any needed improvements for the upcoming fiscal year to the City Council every 12 months, prior to the budgeting process.

6. Coordinate discussions with local and state agencies, Deschutes County, local business interests, special interest groups, and tourism professionals about the performance of the transportation system and collect feedback for use in TSP development, capital improvement prioritization and budgeting programs.
7. Coordinate all transportation projects with emergency service and special district providers, such as, Fire, Sheriff, Water and Sewer Districts.
8. Establish a SDC methodology that generates fees and refund programs for individuals and entities that construct a TSP master planned transportation improvement
9. Add a financing element to the TSP and develop a listing of priorities for the anticipated transportation improvement projects for the transportation systems. The financing element shall highlight these improvement projects by giving project descriptions, anticipated year of project initiation, and associated costs and funding sources. In many instances, additional funding sources are possible and there is a potential to work with other service districts to complete multiple projects in tandem. i.e. street, water and sewer as one project.
10. Develop mitigation strategies aimed at resolving the impact of new development impacts upon the transportation system. This should include the application of SDC's and/or other techniques to make sure development "pays its own way." Incremental mitigation strategies that include a pro rata share of needed improvements are a preferred method to ensure fairness.

# City of La Pine – Comprehensive Plan, Chapter 9 Economy

## I. State Planning Goal 9, Economic Development

Oregon State Planning Goal 9 requires local jurisdictions to plan for and provide adequate opportunities for a variety of economic activities vital to the health, welfare and prosperity of its citizens. In doing so, an analysis of the local economy must be generated. The analysis is based on the current economic conditions and trends of the community, combined with the physical capabilities of the community to support a variety of businesses and industries. The analysis provides a snapshot of the current state of the local economy and a prediction of what is needed and can be supported in the future. The overall intent is to ensure that there are adequate lands and infrastructure for new business and industry, as well as identifying any obstacles. The end result is an economic planning tool that aids the local governing body in creating incentives and opportunities for businesses to thrive, and to enable the private sector plan for economic and efficient growth.

## II. Purpose and Intent

La Pine’s focus on economic development is a key component of its vision to be a “complete” community. As previously discussed in other Plan chapters, the concept of creating a complete community begins with providing enough jobs, education, services, and industry to sustain the community without heavy reliance upon other nearby cities such as Bend and Redmond.

Goal 9 of Oregon’s Statewide Planning Goals and Guidelines pertains to economic development. This goal calls for diversification and improvement of the economy. It requires La Pine to inventory its supply of commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs. La Pine is required, by law, to provide at least a 20-year supply of commercial and industrial land and commensurate infrastructure. The goal also requires that comprehensive plans shall “include an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends.”



Aerial view of the Highway 97 La Pine commercial corridor

### III. Issues

**Inventory Snapshot** - Overall assessments of the current inventories suggest that while La Pine has vacant industrial lands in 2010 there is a need to plan for additional expansion to the industrial area. Likewise, with the emphasis on creating “complete neighborhoods” it is necessary to define additional commercial service centers that can serve the three primary neighborhoods that define the La Pine community. It is generally understood that when the supply of economic lands are constrained, land prices unnecessarily increase and this could reduce La Pine’s chances at attracting business. Thus, a healthy supply of industrial, commercial, and mixed-use lands is necessary for to meet employment demand over the 20-year planning period. The city’s own studies and other agency data show that most of the 20 year supply of land can be derived from lands *within* the current City limits by conversion of Farm and Forest lands and mixed-use development techniques. This is an important feature and recognizes that La Pine’s recently incorporated city limits contains vacant land that can serve in various capacities until needed for full urbanization. The ability to use vacant lands for energy production until improved and needed for full urbanization is one example.

## La Pine Stats at a Glance

La Pine, Oregon	
Elevation:	4300'
Population (July 2009)	1,662
Median Resident Age	44.7
Estimated Median Hh Income (2007)	\$21,000
Median single family home price (YTD thru Dec 2008)	\$120,000
Average household size	2.57
Property Tax Rate 2007/2008	\$13.8339 per \$1000 assessed value (for the industrial park)
Assessed Value 2008	\$126,232,993
Telecommunications Infrastructure	BendBroadband, Qwest, Crestview Cable, Chambers Cable
Major Employers	Rays Grocery Stores, MidState Electric Coop, Utilities, Sunriver Resort, Governmental Agencies
Top 5 Deschutes County Taxpayers in 2008-09 (in order)	Cascade Natural Gas Corp., Qwest Corp., Gas Transmission Northwest Corp., PacifiCorp (PP&L), Pronghorn Investors LLC

In conformance with Goal 9, the City conducted and updated a Buildable Lands Analysis<sup>2</sup> in order to evaluate land availability and market trends. Other studies/data were also used to determine land supply and long-term land needs. These, along with the updated buildable lands inventory, provide good data sets from which to derive assumptions about economic land needs. Local and regional experts have also supplied the city with information about other economic factors that affect La Pine. The findings derived from the Buildable Lands Analysis and other studies were used to address the key factors of Goal 9 identified above. The bulk of these data sets are located in the appendix.

*The City and private groups should continue their efforts to implement programs to help new businesses easily locate in La Pine.*

Understanding the City's economic assets will also be a key task in analyzing the existing and future economy. Land use planning, permitting processes, infrastructure development and related efforts of the City will influence future business development. Coordination with local business groups such as LIGI<sup>3</sup>, the Chamber of Commerce, ODOT, Economic development For Central Oregon, and the La Pine Sewer and Water

<sup>2</sup>

The analysis has been updated as needed to reflect actual land absorption, City Council policy, and other relevant inventory monitoring factors.

<sup>3</sup> The La Pine Industrial Park is 327-acres owned by Deschutes County, Oregon, developed and managed by the non-profit La Pine Industrial Group, Inc. (LIGI)

Districts will be essential to identifying what type of development enhancement and infrastructure is necessary to support desired industries.

#### **IV. La Pine’s Key Economic Features**

<b>Top reasons why La Pine is desirable for economic development</b>
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##### **Access, Location, Supply, and Leadership**

The City of La Pine is a small community 35 minutes south of Bend, along the Highway 97 corridor, a vital link to the Willamette Valley and other metropolitan areas. The location of the community and proximity/distance from other urban areas will continue to be somewhat of an obstacle for new businesses and industries that rely on speedy shipping and proximity to support services in Bend, Redmond, Portland-Metro and the I-5 Corridor. However, the charm of the area, quality of life, progressive industrial and commercial development strategies, supportive business and government leadership along with **a ready supply of available land and labor at lower costs**, will continue to be the key elements that can help overcome the business advantages that larger urban areas provide.

##### **Labor Force**

La Pine offers a pleasing alternative for people and businesses looking to locate in places other than Bend, Sunriver, and Redmond. With many ready-to-go commercial and development sites available at prices that are very competitive, La Pine also provides a variety of home site options, typically with larger acreages on flat, wooded areas. A majority of new residential building permits in unincorporated Deschutes County have been issued in the La Pine area. Estimates for the greater La Pine area (south of Sunriver and north of the Klamath County line) are between 15,000 and 16,000 residents – making it potentially the second largest population “center” in the Central Oregon region. The population estimate for zip code 97739 in 2007 was 9,421 residents. Portland State University's Population Research Center estimated in July 2008 that the incorporated town of La Pine had 1,610 residents. Thus, there is a large labor pool within the community of La Pine. Companies in the La Pine area draw from the labor force of Deschutes County and northern Klamath County, which includes more than 60,000 workers. Work force training is available locally in most occupation specialties. Local economic development efforts are available to assist firms in obtaining qualified workers through contacts with labor training agencies.

##### **Taxes and Rates**

Oregon does not have a sales tax. The Worker’s Compensation rate is below the national average. The state income tax ranges from 5-9%, depending on the level of taxable income. La Pine enjoys the lowest property tax rates in Central Oregon and the lowest electric power rates.

### **Regional Incentives**

Several incentive programs are available from state and local governments, as well as federal loan and grant programs for qualified companies. The La Pine Industrial Park is 327-acres owned by Deschutes County, Oregon, developed and managed by the non-profit La Pine Industrial Group, Inc. (LIGI). The 1st phase of 130 acres was sold out in 2001.

### **Natural Gas**

Cascade Natural Gas Company supplies the La Pine Industrial Park. The main transmission line of Pacific Gas Transmission Pipeline Company runs along the eastern boundary of the industrial park, carrying natural gas from production fields in Alberta, Canada, to California.

### **Water**

The La Pine Industrial Park is fully serviced by water provided by the La Pine Water District. The District's wells are located in the foothills of the Paulina Mountains and produce high quality water at pressures to meet fire codes.

### **Wastewater**

The La Pine Sewer District services the industrial park. Its primary treatment and distribution facility is located just north of Reed Road, the northern boundary of the industrial park.

### **Telecommunications**

Qwest provides telephone services to the industrial park. Fiber optic lines and digital switching assure modern, high-speed data transmission capabilities as well as voice communications. There are several Internet service providers with local access connections.

### **Air Service**

La Pine is 45 miles south of the Redmond Airport, an all-weather facility with control tower and multiple instrument approaches. Horizon Air and United Express offer non-stop service between Redmond and Portland, Seattle, and San Francisco. Sunriver Airport, 15 miles north of La Pine, has a 5,500-ft. runway with an instrument approach, accommodating private aircraft up to medium-sized corporate jets. Citizens and City Council have discussed the need for a local airport. Early studies reviewed placement of a facility within the City limits. However, through the public process that occurred during the formation of the Comprehensive Plan it was determined that a local airport should be outside of the City limits. Issues that lead to this decision included potential conflict with the wastewater treatment plant, wildlife conflicts, and urban expansion needs over the 20 year planning horizon. The City Council agreed that a citizen committee should be developed to further research the issue on alternate airport locations.

### **Railroad**

A main north/south line of the Burlington Northern-Santa Fe Railroad runs through the La Pine Industrial Park, with service to individual sites and common loading facilities.

## **Recent Development – an excerpt from EDCO – Economic Development for Central Oregon**

*Fitting with its pioneering spirit, La Pine and its surrounding area has become a hub of activity for the renewable energy industry. The city boasts the first gold LEED certified building east of the Cascade Mountains, Midstate Electric Cooperative, and with the completion of Little Deschutes Lodge Retirement Center, will have the first platinum LEED building – the highest certification available. Recent interest and implementation of renewable energy projects including geothermal, biomass and solar have made La Pine the potential hub for renewable energy technology.*

*The commercial area of La Pine has several sizeable developments underway or recently completed including a new multi-million dollar senior/assisted living facility, elementary school, and several new commercial/retail businesses. Community leaders in the La Pine area have also been working diligently on development of municipal services including a community water and sewer system. As a result, the area's new industrial park and surrounding areas have water provided by a new well, distribution system and 250,000 gallon storage reservoir managed by La Pine Water District. Sewer services are also available, provided by the La Pine Sewer District.*

*These efforts have been well timed with the development of the area's business "drawing card," the [La Pine Industrial Park](#). This newer, fully serviced park offers flat and "rock-less" buildable lots from ¼ acre to 40 + acres. The park also has the advantage of easy access to both the Burlington Northern – Santa Fe Railroad mainline as well as U.S. Hwy 97, which connects with I-5 to the south in California, I-84 in northern Oregon, and I-90 in central Washington.*

*Currently available are several 0.43-acre lots in the Newberry Business Park on Reed Road, and 17 lots ranging from 1 - 3 acres in the Finley Butte Industrial Park south of the new Midstate Electric Coop headquarters. There is also a 78-acre parcel certified by the State of Oregon as "shovel ready" that is being reserved for a large rail user.*

*LIGI – La Pine Industrial Group, Inc. - can provide a range of site options including fully-serviced ready-to-build lots, build-to-suit facilities for purchase or lease, and multi-tenant space for lease. Financing can also be arranged for qualified companies.*

### **Key Industrial Areas –The vision of LIGI**

Led by community-based LIGI – the La Pine Industrial Group, Inc., efforts to develop three county-owned parcels east of the highway into industrial and business park sites are opening eyes in the Central Oregon business community. As development spreads from rapidly growing Bend outward, newly incorporated La Pine is high on the list of communities ripe for investment and development opportunities. Water and sewer districts have brought municipal services to the community core. In 2008, the City of La Pine was designated as an enterprise zone by the State of Oregon. This allows qualified companies to forego paying property taxes for 3 to 5 years. La Pine is located on US Hwy 97, the primary route between California and the Canadian border on the east side of the Cascades. Hwy 97 has been designated as an Expressway by the Oregon Department of Transportation and will be upgraded to four lanes between California and Washington. It connects with I-5 in northern California, I-84 in northern Oregon, and I-90 in central Washington. Three major highway routes link La Pine with Eugene, Salem, Portland, and other Willamette Valley cities. Electricity is provided by Midstate Electric Cooperative headquartered in La Pine. Midstate is a preferred customer of the Bonneville Power

Administration, giving it first right to low cost, federally owned hydro-electric resources and a significant cost advantage to new firms locating in its service area.

### **The La Pine Industrial Park**

The La Pine Industrial Park consists of three segments: The Newberry Business Park, Finley Butte Industrial Park and an 80-acre, shovel-ready, certified site. Development of the 327-acre La Pine Industrial Park is a cooperative effort undertaken by the land-owner Deschutes County and the La Pine Industrial Group, Inc. a non-profit organization. LIGI can provide a range of site options including fully-serviced ready-to-build lots, build-to-suit facilities for purchase or lease, and multi-tenant space for lease. Financing can also be arranged for qualified companies.

#### *Newberry Business Park*

Newberry Business Park is owned by Deschutes County and is developed and marketed by the La Pine Industrial Group, Inc., a 501(c)(3) non-profit civic organization in La Pine. Newberry Business Park opened in 2002 with 40 acres of developed sites. All utilities are installed underground. NBP is designed to provide an attractive environment for light industrial firms and protection of property values. It has its own zoning ordinance and CC&R's. Lot sizes range from 0.4 acres (18,760 sq. ft.) to 0.6 acres (25,000 sq. ft.). Lots can be combined for larger requirements. Generous building standards allow maximum site coverage. The La Pine Industrial Group also provides assistance to arrange build-to-suit construction and financing for qualified companies. Newberry Business Park has been designed with higher development standards than the older areas of the industrial park. It is intended to provide an attractive and functional environment for smaller companies that provide services and supplies to other industries, commercial businesses, and the public. LIGI's objective in developing Newberry Business Park is to generate family-wage job opportunities for workers in La Pine and the surrounding area. Minimum employment standards will be imposed, making these lots unsuitable for uses that provide minimal or no employment such as self-storage units. Remaining lots range from 9,000 square feet to 25,200 square feet. Lots can be combined for larger requirements. Streets, curbs, and underground utilities are included. Current pricing is at \$2.50 per square foot with higher premium for corner lots.

#### *The 80-acre Rail Site*

This key parcel is located on the east side of La Pine abutting the main line of BNSF Railroad and approved for rail siding or drill track to interior of site. The parcel is certified as "shovel ready"<sup>4</sup> by the State of Oregon and is available for a single rail user or can be subdivided. The current pricing is at \$1.50 per square foot depending on level of employment.

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<sup>4</sup> Governor Kulongoski unveiled the 11 shovel-ready sites in May following months of searching statewide for available industrial land. The parcels - located in Portland, Hillsboro, The Dalles, Hermiston, Pendleton, Springfield, Eugene and Central Point - are guaranteed developable in six months or less. To make the list, each site was evaluated to make sure there is a willing owner, adequate access to major roadways, onsite utilities such as water and electricity, and no environmental issues like wetlands or contamination. The site was recently re-certified under authority of ORS 284.565 and 285B.283 until September of 2009.

### *Finley Butte Industrial Park*

Finley Butte Industrial Park is 90 acres subdivided into one-acre to three-acre lots<sup>5</sup>. Larger lots are available by combining the sites shown on this map. Rail access is planned using two easements to common loading docks. Lots are available and include water, sewer, and underground electric power, natural gas, telephone, DSL and other broadband communications. Initial prices have been set at \$108,900 per acre or about \$2.50 per square foot.

### **La Pine's Commercial Areas**

Like many cities that historically grew up around a key transportation corridor, the City of La Pine contains established strip development along Highway 97. This commercial area is a product of direct access to Hwy 97 and currently serves as a central feature in the community serving both tourists and local citizens. However, direct access to the highway will eventually be limited as traffic counts increase over time. The predicted increase in traffic, a boon to business, also creates increased traffic conflicts and reduced mobility for through traffic. ODOT will require corridor management techniques to improve transportation mobility on its system and this will require the use of frontage roads and other alternatives to limit direct access. La Pine has been progressive in realizing this issue and has encouraged commercial center development in other areas of the community to reduce sole reliance on highway commercial areas. Additional planning techniques can be used to improve other service commercial opportunities that help to create complete neighborhoods, improve efficiency, reduce energy consumption, and reduce vehicle miles traveled.

The negative effects of such strip development include:

- poor access control, conflict with ODOT, and undesirable access for commercial developments;
- shallow lot depth limiting future business or center-type development;
- poor sign control and limited aesthetic options;
- longer vehicle trips to reach needed shopping services; and, reduced opportunities for buffering between land uses.

Strip commercial areas on the edges of the community force shoppers to travel by cars along the primary access ways. Pedestrian and alternate mode opportunities are lost when commercial zones are located great distances from population centers and neighborhoods. In addition, sole reliance upon vehicle travel to reach strip shopping areas can lead to unnecessary vehicle travel and expensive widening improvements along major roads. The synergy of commercial activities is lessened when commercial uses are not located in centers or downtown. Mixed-use zoning and rezoning of certain parcels to provide enough land in sizes necessary to accommodate commercial centers, rather than a

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<sup>5</sup> A 20-acre parcel was sold to Midstate Electric Cooperative and is now the home of their new headquarters and operations center.

continuation of additional shallow-depth strip commercial, will be necessary to provide a better balance of commercial development and reduce unnecessary vehicle trips.

Various data sets and research studies show that La Pine needs a broader range of commercial mixed-use services within the community. This is where the maximum effort should be expended to improve the retail and service business climate. The highway strip area could benefit from the addition of commercially zoned lands as necessary to deepen lots and broaden redevelopment opportunities.

### **Assumptions and Trends**

The City of La Pine can play an active role in helping to support the local economy by continuing to enhance LIGI, existing businesses, avoid creating obstacles, and provide incentives that help generate new activity. The local economy of La Pine is directly tied to land zoning and available supply, historical land uses, local and regional demographics, labor pool, suitable housing, public services and transportation facilities. Future City regulations will have a direct impact on the ability of existing business to expand and attraction of new business – they should carefully crafted and they should not create barriers to economic development.

Private and public economic development efforts should focus on strategies that increase opportunities for existing businesses to succeed and flourish. Likewise, efforts should also focus on expanding the possibilities for future workers and entrepreneurs by offering opportunities for local citizens to stay in the community and obtain nationally competitive jobs.

The national economy, society, and environment are key factors that will influence the local economic climate of La Pine. This chapter illustrates La Pine’s existing economic patterns and potential economic opportunities. The analysis begins with a review of the current economic state of economic development in La Pine and Deschutes County. It also is necessary to identify any local, State, and national obstacles to future enterprise. This type of analysis approach can strengthen the community’s position as a unique, established, and attractive place to work, live, shop, and recreate. In other words, become a “Complete Community.”

### **Mixed Use Commercial Residential District**

The Comprehensive Plan map includes a Mixed Use Commercial Residential area in the southern part of the city, along a traditional hard-line, prescriptive boundary between standard Commercial and single-family Residential. Most of the land along on either side of this boundary is either undeveloped or under-developed. The Mixed Use Commercial Residential District is intended primarily as a smaller scale, service and office commercial district, with associated residential that may consist of upper level apartments. A live-work design concept within the mixed use district would serve as an appropriate buffer between the formal commercial and residential districts, which abut. Although, stand alone commercial and residential uses that are designed to be compatible with abutting uses would also be appropriate. It is desirable for the development within the mixed use district to be master planned, but that may not be possible in all properties

due to the small to medium size of the parcels. Some assemblage of properties will be necessary for proper master planning.

## V. **Critical Drivers of La Pine's Economy**

Many factors drive an economy. Some are influenced by the global economy, others by federal and state policies, and still others by regional elements. Some factors are within the control of the community and others are not, yet they all interrelate. One of the first steps in developing sound economic development plans is to understand what drives the local economy. The factors identified as those most directly affecting La Pine's economy include:

### **Local Development Factors:**

- Available infrastructure & transportation services
- Supportive business and government climate
- Livable community standards
- Reasonable tax structure
- Land availability and competitive cost factors – must be less than Bend or Redmond
- Affordable housing and a range of housing choices
- Access to post-secondary education system
- Access to retail, service and medical facilities
- Diverse labor force
- Access to financing and capital resources
- Transportation options
- Access to leisure activities and recreation

### **Existing Types of Businesses:**

- Traditional manufacturing businesses: products, components, machines, farm and construction equipment, woods, metals, glass, stone, fertilizer and chemicals, and composite materials.
- Emerging businesses: knowledge based industries, energy, high tech, Internet, e-commerce, creative services, manufacturing and, mixed-use developments providing jobs and workforce housing to reduce employee commute time/highway congestion.
- Support businesses: Suppliers, retail, services and repair, personal, health, and business services. A variety of company sizes: from small to large - commensurate with growth trends.

It is essential that La Pine's community leaders examine how these drivers, whether they are strengths or weaknesses, affect economic development planning. Businesses, industry groups, the Chamber of Commerce, city staff, community development

representatives and others involved in the adoption of the Plan identified the following as *key issues* that will likely influence the future economy.

1. The ability to capture the growth in emerging industries such as manufacturing, high tech, software, bioscience, and e-commerce.
2. The ability to redevelop areas to meet density and employment goals while keeping a sense of place.
3. The need to consider small business and local services as part of the overall economic picture.
4. The ability to promote an image for La Pine that will support and retain existing businesses and attract new ones.
5. The ability to evaluate the link between La Pine's economy and that of the broader Central Oregon region.
6. How to identify, improve, and pay for the basic transportation and infrastructure needs necessary to facilitate business development.
7. How to develop and retain quality workforce housing.

**Existing Economic Conditions: National, State, and Local Trends**

The community will need to monitor and consider the importance of local and national trends and related economic activities as part of local growth management. For example, the *2000 Census*, *Claritas studies*, *Oregon Employment Department data sets*, *Economic Development for Central Oregon (EDCO)* and other local experts have provided data used to forecast certain features of the local economy. This data is utilized in the subsequent economic evaluation detailed below.

**Labor Statistics and Trends:**

The current unemployment rate is at 16% and is a result of a dramatic downswing in economy and construction industry. This rate and other factors are serious issues that affect La Pine and the local economy.

Car commuting in La Pine is higher than other places in Central Oregon. This is typical given the rural setting and distance from other employment areas in Bend and Redmond. This situation will not change until the local population can support more industry, service and retail choices in the La Pine community. Full scale transit is not anticipated in the short term due to cost and the need for sort headway times to meet employer demand. The primary means of transportation for the local workforce was private vehicles where 69.3% of the workers drove alone while commuting to their jobs. Interestingly, 13% of La Pine's commuters carpooled to places of employment and only 3.3% walked to work.

**Availability of Products and Services:**

Competition for products and services currently provided by Bend and Redmond will typically continue until there is an adequate demographic base in La Pine to support additional shopping, employment and service needs of the community. The large commute has certain disadvantages in that it tends to over-utilize existing road capacities at peak hours and this creates a high subsidy for City and State transportation projects,

etc. However, the ability for business owners to draw from a wide labor pool is an advantage and helps to broaden job choices for residents. As the community diversifies and moves further away from a farm and forest based economy the opportunities for more variety in employment *and* shopping choices is expected to increase. The Comprehensive Plan shows where new employment areas are to be located. The future zoning ordinances will regulate the details of development and other factors.

**Employment Changes:**

The Oregon Employment Department releases updated ten year employment forecasts every two years at the regional level. The most recent forecast (2004-2014) indicates an anticipated 17,520 job increase for Region 10. Historical industry growth was led by Transportation and Warehouse (11.6%), Financial Activities (9.1%), Retail Trade (8.8%), and Leisure and Hospitality (8.5%). Manufacturing was the only industry that had a net loss of jobs between October 2005 and 2006. The manufacturing industry lost 150 jobs for a decrease of 13.3%. This decrease is attributable to a decrease in wood product manufacturing.

Future employment gains are expected to be realized largely through service sector growth. Roughly, 50.3% of anticipated employment growth is projected to originate from Professional & Business Services, Education & Health Services, Leisure & Hospitality Services, and Other Services.

La Pine and Deschutes County lie within State of Oregon Assessment Region 10. The Region 10 data indicate that non-farm income is dramatically increasing. These regional reports show that manufacturing, lumber remanufacturing production and service sectors are expanding as population growth occurs.

**Primary Industries and Employers:**

The primary industries in Deschutes County and Central Oregon are listed in the table below.

<b>PRIMARY INDUSTRIES IN CENTRAL OREGON</b>		
<b>County</b>	<b>Industry</b>	<b>Total Employment</b>
<b>Deschutes</b>	Computer & Electronic Manufacturing	362
	Distribution & Warehousing	862
	Health & Social Assistance	5,908
	Professional, Scientific & Technical Services	1,889
	Recreational & Transportation Equipment	1,110
	Tourism	7,652
	Wood Product Manufacturing	1,920

Local occupations are distributed among several areas and are consistent with the recently updated Census data. Management, professional, and related occupations cover about 21% of the employed individuals in La Pine; 26.7% in production, transportation, and material moving; while another 37% work in the sales, service and offices

occupations. Farming accounts for only 2.5% of city occupations and less than 1% of total revenue generated in Deschutes County.

Even with the current economic crisis, the Oregon Office of Economic Analysis fully expects regional and County-level population to resume continue a healthy growth pattern. Recent coordinated population projections show that La Pine reaches a population of 2,566 persons by 2029. This may not seem substantial, but it is critical to take into consideration that the outlying area of La Pine contains a large amount of developed and undeveloped lots. Growth in this area will affect La Pine. This factor must be combined with the growth needs within the UGB. Thus, it is essential to recognize that the employment and commercial service needs of the broader community will affect the urban community of La Pine. Efforts to address economic issues related to incorporated city *and* outlying areas will be essential to developing effective long range planning strategies. Over time, and as the population increases, the trend appears to be for more diversification in job choices trending away from construction and related activities. According to the Oregon Employment Department report, Employment Projections by Occupation<sup>6</sup> the community can expect to see the greatest job growth in the following occupational areas:

- Health Care
- Professional and Technical, including education and government
- Service and Retail including hospitality services

The increase in health care jobs is much different from the current local situation and is primarily due to an expected increase in young families with children, and an older population made up of retirees and baby-boomers. As the older population and general population increase so does the need for more choices in medical services. Health care professionals are in current demand and this is expected to continue as the largest growth area. The City will need to provide the proper amount of developable and adequately zoned lands to accommodate the expected increase in healthcare businesses and medical services.

La Pine's small town charm and high level of livability will continue to attract young professionals and entrepreneurs. The retail and service markets will need to respond to this influx in order to meet demands of the growing population, particularly as housing choices increase. Likewise, the recreational nature of the La Pine area will continue demand for hospitality services. The City will need to provide the proper amount of developable and adequately zoned lands to accommodate the expected increase in professional, technical, service, education, retail, and hospitality professions.

### **Specific Employment and Industry Projections**

The 'snapshot' of data tables below provide a more precise projection detail for a period of 10 years beginning in 2004. This data is derived from the 2000 Census and information prepared by the Oregon Employment Department (OED). This type of

projection is useful for analyzing the current land use ordinances to make sure the community can adapt to the projected needs. Generally, the current ordinances are adequate, although a few modifications are needed to better support desired outcomes.

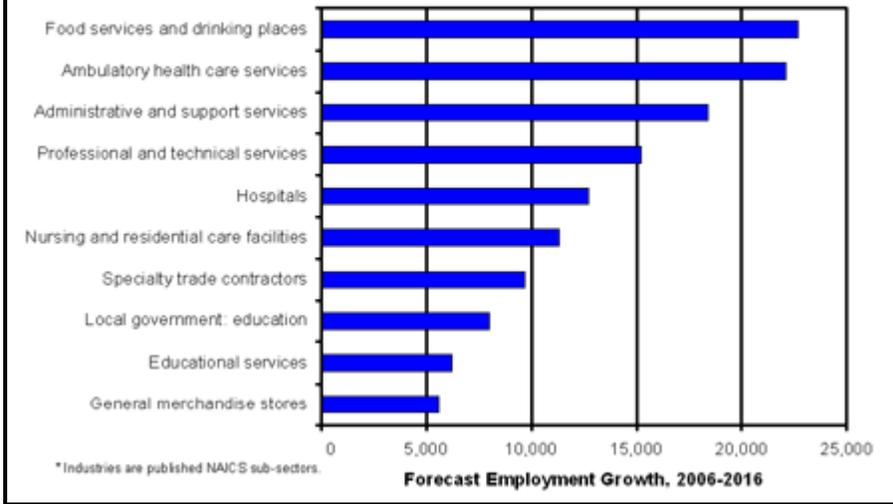
**Oregon: Employment Forecast  
By Broad Industry, 2006-2016**

<b>Broad Industry</b>	<b>2006</b>	<b>2016</b>	<b>Change</b>	<b>Percent Change</b>
Total nonfarm employment	1,702,500	1,943,600	241,100	14%
Educational and health services	205,200	262,700	57,500	28%
Professional and business services	193,100	232,800	39,700	21%
Leisure and hospitality	165,300	197,500	32,200	19%
Construction	100,300	115,000	14,700	15%
Trade, transportation, and utilities	336,200	379,800	43,600	13%
Other services	59,000	66,500	7,500	13%
Financial activities	105,800	117,900	12,100	11%
Information	35,000	38,800	3,800	11%
Government	286,500	314,200	27,700	10%
Manufacturing	206,800	209,100	2,300	1%
Natural resources and mining	9,200	9,300	100	1%

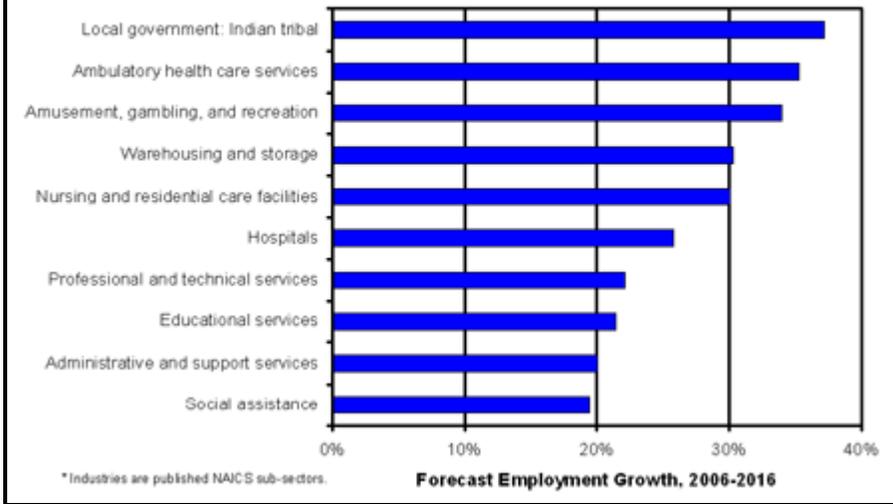
**Oregon Industry Employment: Forecasts by Region, 2006-2016**

<b>Workforce</b>		<b>2006</b>	<b>2016</b>	<b>Change</b>	<b>Percent Change</b>
<b>Region</b>	<b>Counties</b>				
10	Crook, Deschutes, Jefferson	82,780	103,670	20,890	25%
9	Gilliam, Hood River, Sherman, Wasco, Wheeler	20,860	25,130	4,270	20%
8	Jackson, Josephine	108,880	126,080	17,200	16%
15	Clackamas	144,200	165,300	21,100	15%
5	Lane	153,400	176,100	22,700	15%
3	Marion, Polk, Yamhill	179,800	205,600	25,800	14%
2	Multnomah, Washington	692,700	792,200	99,500	14%
1	Clatsop, Columbia, Tillamook	36,140	40,900	4,760	13%
13	Baker, Union, Wallowa	18,080	20,210	2,130	12%
6	Douglas	39,840	44,530	4,690	12%
14	Grant, Harney, Malheur	16,790	18,610	1,820	11%
11	Klamath, Lake	26,790	29,650	2,860	11%
4	Benton, Lincoln, Linn	98,480	108,500	10,020	10%
7	Coos, Curry	30,620	33,610	2,990	10%
12	Morrow, Umatilla	30,940	34,150	3,210	10%

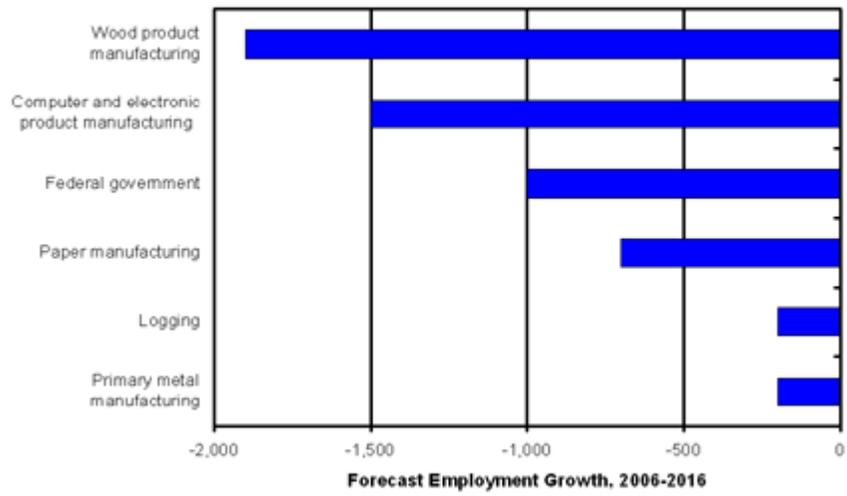
### Oregon: Industries Adding Most Jobs\*, 2006-2016



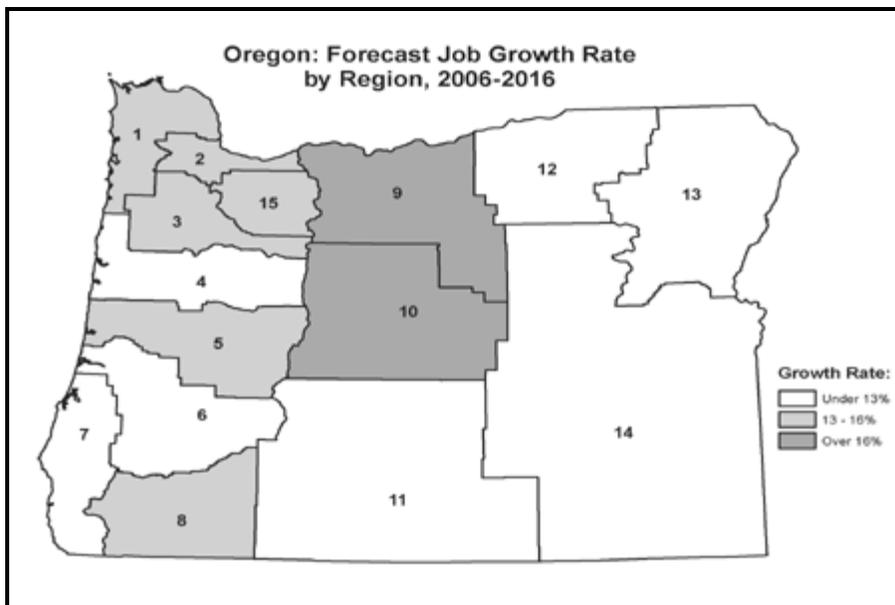
### Oregon: Fastest-Growing Industries\*, 2006-2016



### Oregon: Industries Losing Jobs, 2006-2016



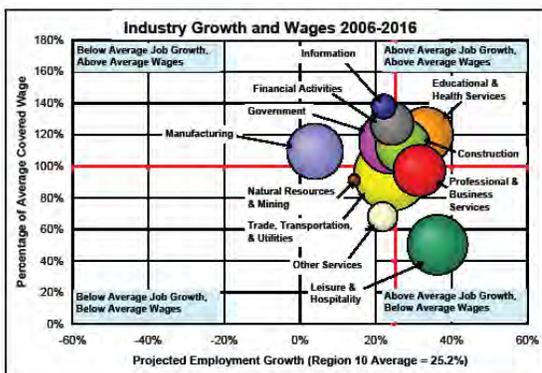
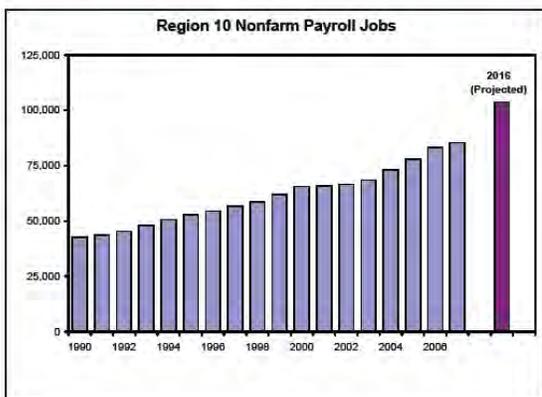
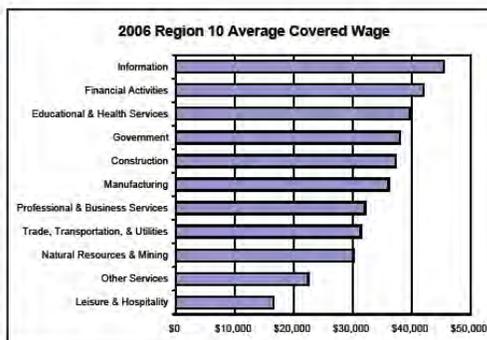
### Oregon: Forecast Job Growth Rate by Region, 2006-2016



# Region 10 Industries At A Glance ...



Industry	2006	2016	Change	Percent Change
Total Nonfarm Payroll Employment	82,780	103,670	20,890	25.2%
Natural Resources & Mining	420	480	60	14.3%
Construction	8,560	10,880	2,320	27.1%
Manufacturing	9,080	9,440	360	4.0%
Trade, Transportation, & Utilities	15,970	19,810	3,840	24.0%
Information	1,720	2,100	380	22.1%
Financial Activities	5,490	6,820	1,330	24.2%
Professional & Business Services	7,840	10,310	2,470	31.5%
Educational & Health Services	8,920	11,870	2,950	33.1%
Leisure & Hospitality	10,510	14,320	3,810	36.3%
Other Services	2,570	3,130	560	21.8%
Government	11,720	14,530	2,810	24.0%



For additional information, contact Steve Williams at:  
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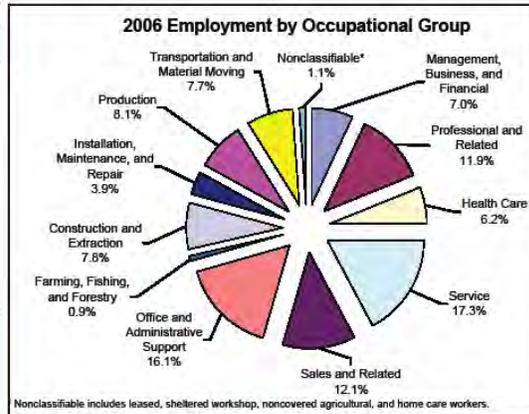


# Region 10 Occupations At A Glance ...



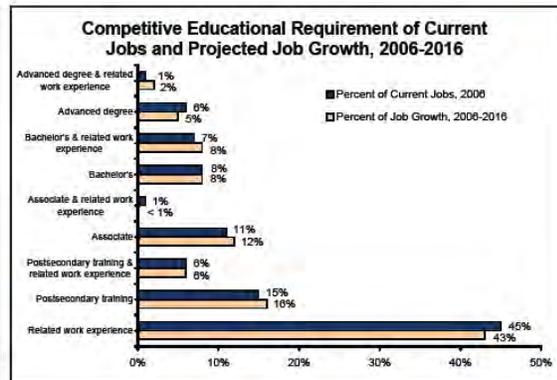
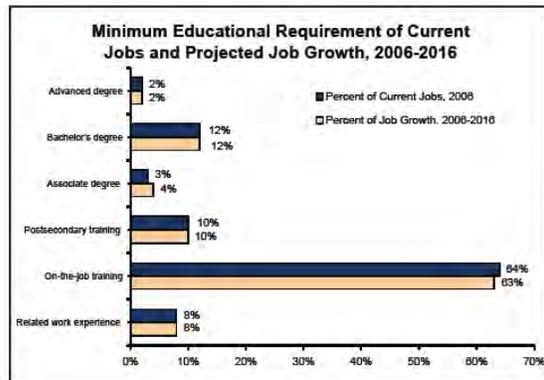
2006 Employment by Occupational Group			
Occupational Group	2006 Employment	Percent of Total	Statewide % of Total
<b>Total Payroll Employment</b>	<b>83,611</b>	<b>100%</b>	<b>100%</b>
Management, Business, and Financial	5,830	7.0%	8.6%
Professional and Related	9,929	11.9%	15.2%
Health Care	5,156	6.2%	6.5%
Service	14,436	17.3%	15.2%
Sales and Related	10,084	12.1%	10.6%
Office and Administrative Support	13,489	16.1%	16.5%
Farming, Fishing, and Forestry	775	0.9%	2.0%
Construction and Extraction	6,544	7.8%	4.8%
Installation, Maintenance, and Repair	3,267	3.9%	3.9%
Production	6,773	8.1%	7.6%
Transportation and Material Moving	6,445	7.7%	7.6%
Nonclassifiable*	883	1.1%	1.5%

\* Leased, sheltered workshop, noncovered agricultural, and home care workers.



Top Performing Occupations					
Occupations With the Most Jobs	2006 Employment	2016 Employment	2006-2016 Percent Change	2006-2016 Growth Openings	2006-2016 Total Openings*
Retail Salespersons	3,452	4,510	30.6%	1,058	2,505
Combined Food Preparation & Serving Workers, Including Fast Food	1,782	2,213	24.2%	431	1,297
Office Clerks, General	1,780	2,230	25.3%	450	894
Waiters & Waitresses	1,679	2,183	30.0%	504	1,498
Cashiers	1,637	1,968	20.2%	331	1,208
Occupations Adding the Most Jobs, 2006-2016					
Retail Salespersons	3,452	4,510	30.6%	1,058	2,505
Waiters & Waitresses	1,679	2,183	30.0%	504	1,498
Maids & Housekeeping Cleaners	938	1,440	53.5%	502	752
Office Clerks, General	1,780	2,230	25.3%	450	894
Customer Service Representatives	1,602	2,044	27.6%	442	713
Occupations Growing the Fastest**, 2006-2016					
Correctional Officers	125	439	251.2%	314	373
Hotel, Motel, & Resort Desk Clerks	250	421	68.4%	171	322
Amusement & Recreation Attendants	259	409	57.9%	150	246
Entertainment Attendants & Related Workers, All Other	44	69	56.8%	25	42
Lodging Managers	55	85	54.5%	30	42

\*Total Openings include openings resulting from growth and from workers leaving the occupation. \*\* Limited to occupations with a minimum 2006 employment of more than 40.



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The State and National prediction data for commerce and industry growth do not show a large increase in the type of high employment, large manufacturing industrial development that La Pine and EDCO hope to attract to the community and region. However, the current economic incentives, limited land supply in other nearby communities, and the level of commitment shown by local leaders may dispel the predicted trend and lure additional large manufacturing, industrial, and technologically-based businesses to the community.

### **Alternatives to Access Difficulties – A Focus on Technology:**

Difficulty in reaching convenient access to regional transportation corridors, like I-5, can be partially overcome by transitioning to a technology and knowledge-based economy. Jobs that rely upon the development of technology and the transfer of knowledge products do not necessarily rely upon trucking to access regional highway systems. Information and technology markets influence and support all types of industries from retail to wholesale to manufacturing and service firms. Such industry is changing the speed and efficiency of business operations, the skills of workers, and the expectations of consumers. As a result, business owners and employees in the technology industries do not need to solely rely on ground shipping to deliver products to customers. Linking economic development strategies to a technological based economy is a trend that will be critical to enhancing the local job market.

### **Local Efforts to Target Desired Industries**

LIGI, City of La Pine, and Economic Development for Central Oregon (EDCO) have focused their efforts in attracting new business and industry by targeting specific types of development. These include:

#### *General Industry Cluster Targets*

- Energy development
- Distribution related services
- High Technology (includes software, hardware and biotechnology)
- Light Industrial and Manufacturing (Plastics, assembly, printing, misc.)
- Recreational Equipment Manufacturing
- Tourism related services
- Research and Development Firms
- Secondary Wood Products
- Headquarter Firms

All of the above targets are suitable uses in the La Pine community. The City will need to make sure that the upcoming industrial, commercial, and mixed-use zoning regulations can accommodate the future development industries identified above.

As mentioned above, the identified target industries do not necessarily match the forecasted local trends. However, this does not mean the desired industries are unsuitable for La Pine. On the contrary, the local desires, and State/National trends are **all** to be

considered when developing the assumptions used to support this economic opportunities analysis.

### **Existing Economic Conditions Conclusion**

La Pine’s local leaders encourage quality development and job creation. Retail, service, and health care industries will continue to grow and expand consistent with regional, State and National projections. Community leaders will continue to aggressively focus efforts on attracting large industrial development and reducing barriers to all economic development. It is anticipated that these efforts will bring forth industries that rely on a large number of employees and create additional family-wage jobs in the community. Community leaders have made it clear that large industrial development is needed in addition to the sectors identified in the predicted trend data. Likewise, there is a companion goal to reduce the daily commute for local residents by the creation of additional family wage jobs within the community.

According to Economic Development for Central Oregon -EDCO staff

*“Central Oregon has steadily diversified its employment and economic base. For the past decade, Deschutes County has lead Oregon in high technology growth (over 270%). Numerous companies from the Silicon Valley, Portland-Vancouver Metro, and Puget Sound have relocated or expanded here - escaping skyrocketing costs, electricity shortages and tight labor markets. Many of these firms are small but extremely innovative, producing niche-market products from semiconductors to software, medical instruments to recreational equipment.”*

Competitive wages, relatively lower housing costs, and high quality of life features will continue to attract businesses and companies to the region. La Pine will need to supply adequate levels of skilled labor force, developable lands and increased housing choices to continue to be attractive to new business development and competitive with other nearby cities.

Overall, Central Oregon is a desirable place to locate businesses and, while the region is not on the I-5 corridor, there are certain advantages to the area given the labor rate comparisons, livability factors, and other positive demographic features.

## VI. Employment Land Inventory Analysis

### Overview of La Pine Land Inventory Data

Total acres within the City limits	4474.33 acres <sup>7</sup>
Total vacant acres within City limits	3031 acres
Number of City parcels	1520 parcels
Current ROW	446 acres
Future ROW – ODOT purchases/Wickiup re-route	37 acres
Resource lands – vacant Forest and Ag.	1814 acres
Parks	47 acres

### Employment Land (Comm./Industrial) Inventory and Needs Analysis

La Pine has a total area of 4474.33 acres<sup>8</sup> within the City limits. Currently zoned employment lands comprise approximately 450.0 gross acres of this total.

*As of January 2009, the specific zoned land is calculated as:*

- 270.90 net acres of industrial land is available for new development
- 5 gross acres of industrial land are available for redevelopment.
- 178.14 acres of commercial land are available for new/redevelopment (*verify before adoption*)

The combination of commercial and industrial lands is known as “employment” land because together, they are where the most jobs can be created. La Pine would like to provide jobs for all of its citizens and not suffer the continued negative impacts of the daily commute made by citizens to other cities. However, the City of La Pine cannot meet this goal at present; most jobs are located outside of the community.

Efforts to induce additional local job creation are underway and were given a boost by the recent incorporation in 2006, LIGI’s efforts, Deschutes County TDC program, and the creation of the water and sewer districts. These basic building blocks will provide the foundation for a solid economic strategy.

The responsibility to maintain a supply of adequate industrial lands, and provide a sound industrial climate to support additional job creation is a continuing responsibility of the City as part of the Goal 9 requirements and City Council policy. The City intends to preserve existing industrial areas for predominantly industrial uses.

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<sup>7</sup> Per boundary survey

<sup>8</sup> Per boundary survey

### **Short Term Supply of Serviceable Employment Lands**

La Pine has a ready supply of serviceable employment lands. 450 acres are available within the combined commercial areas and La Pine Industrial Park (LIGI). These lands have direct access to street, water, sewer, and other utility services or are within ¼ mile of such services. The LIGI lands make up the majority of serviceable employment lands with 327 acres of ready to go land. Each new development, no matter where it is located, will be analyzed on its own merits to determine if any additional improvements need to be made to any portion of La Pine's or other utility providers infrastructure elements.

### **Commercial and Industrial Land Needs 2009- 2029 – *Creating a 20-year supply***

Yearly absorption rate data describes what lands actually are developed over time. This data is not sufficient to use alone for determining future employment land needs over a 20-year period. Other issues must be taken into consideration. The development of the "Complete Neighborhoods" concept, making large lots available for energy production, the need for buffers between land uses, mixed-use needs for healthy sustainability are just a few of the factors that shape a future land needs analysis. Thus, the City has chosen to use a variety of forecasting factors and those are listed below. Identifying a 20-year supply of land is really an estimate using a combination of data sets and forecasting factors. These estimates are used as a basis for making land use decisions; as new data or new predictive models become available, the estimates will be revised.

### ***Land Need Considerations and Forecasting Factors***

- Demand for services and job creation
- Availability of infrastructure and transportation access
- Physical features that enable easy development; including infrastructure capacity
- Features that restrict or limit development – open space, natural resource protection, buffers, and lot size
- Location and proximity to labor force
- Absorption patterns and other factors that affect land usability
- Growth management goals and compliance with State law
- Community employment needs, niche development, emerging markets
- Complete Neighborhood development techniques

- Private or public ownership land transfers – BLM, DSL, Deschutes County, State of Oregon, etc.
- Special areas for railroad-dependent industrial development
- Opportunities for transitional/temporary industrial development
- Opportunities for energy development
- Flexibility to accommodate unforeseen needs

The land need and forecasting factors can be used to formulate assumptions about economic trends and determine commercial and industrial land needs. These factors form assumptions and when combined with local planning and economic development goals, are intended to provide a foundation for assessing any changes in the Plan. As of the date of approval of this plan, the basic assumptions are as follows:

- The National, State and Local trend shows that the highest economic growth will be in Health, Retail, Energy, Service, and Professional fields.
- The goals of the community and those of local economic development experts focus on high technology, manufacturing, and production as desired industries. These goals may conflict with the predicted trends.
- Public facilities that serve industrial lands must be complete and adequate to support community economic development goal. The most recent geological data shows the Deschutes Aquifer serves the La Pine community.
- Lands that have appropriate infrastructure in place and are competitively priced will be easier to market to prospective developers. Lease-only lands may be more difficult to market because of bank financing conditions.
- Commercial and Industrial lands must be attractive and include local support services and workforce housing options for employees.
- Industrial lands that contain natural resource areas and other areas that require special protection will reduce the overall inventory of developable industrial land.

### **Commercial and Industrial Lands Located Near Residential Lands**

The City has also studied the potential negative impacts of commercial and industrial land designations that abut established or future residential areas within the city. Over time, there may be a need to buffer expanding industrial and commercial uses from residential areas. The proposed zoning map shows various areas proposed to be either open space or mixed-use areas that can serve as a “buffer.” This type of buffering technique also serves to better establish the “Complete Neighborhood” concept.

**Land Supply and Needed Acres**

Study and analysis of the above factors shows that La Pine has an adequate amount of land within its city limits/UGB to supply a 20-year inventory of employment lands, but not enough large industrial and recreation parcels to satisfy identified needs. This is further described below.

Overall, a total acreage of 342.00 acres of employment land is required to sustain the community over the 20-year period without the need for the large industrial parcels and large recreational land. The 342.00 acre figure is derived from a combination of historical absorption, needed employment and service nodes in deficient neighborhood areas, needed shopping centers capable of supplying a greater choice in services, lands upon which to develop smaller incubator/light industrial developments, and mixed-use buffer areas to supply needed transitional lands. This land need projection breaks down as follows:

<b>Employment Land Breakdown and Projection of Needed Acres Over 20-year Period<sup>9</sup></b>		
<b>Employment Land Type</b>	<b>Zoning Required</b>	<b>Acres</b>
Neighborhood Commercial and Service Nodes	Mixed Use, Industrial, Commercial	12
Middle sized, 20-acre minimum parcels	Industrial	200
Smaller sized incubator/light industrial type parcels	Mixed-use, Industrial, Commercial	50
Shopping Centers	Mixed-use or Commercial	80
	Total Land Needed Net	342.0
	Total Employment Land in UGB Gross	450.0
	Reserve	108.0

The projected breakdown of needed employment lands is 342.0 gross acres which is less than the 450 gross acres available within the current UGB, leaving 108 gross acres as a reserve over the 20- year period. This figure is a total of all employment lands and does not mean that all lands are organized as a composite or abutting one another. Thus, assemblage of parcels, re-zonings, etc. may be necessary. When large Industrial parcels are needed, and the actual availability does not support the need, an UGB expansion may be required. This type of development forecast may seem aggressive but it is appropriate over the 20 year planning horizon. The City of La Pine can accommodate this need within its current city limits/UGB unless unique factors warrant UGB expansion. For example, large industrial developments with large acreage requirements may not be able to find suitable land within the current UGB and close to other employment lands – this situation may necessitate expansion.

<sup>9</sup> Approximately 3 new commercial nodes 4 acres each, 1 mid-size 20 acre industrial project every 2 years, 5, ½ acre projects every year, 2 40- acre shopping centers

**Large Industrial Acreages**

The community supports targeting of specific industrial uses that can provide many jobs at one location. These industries tend to require large acreages from 50 to 120 acres to support large buildings in a “campus” arrangement or buffer adjacent areas from the negative effects of large manufacturing plants. The community intends to provide for and reserve large tracts for these types of developments. The existing Enterprise Zone was created to entice large industrial developments to La Pine. UGB expansion to supply the larger acreage lots, 50 to 120 acre parcels should be located adjacent to the current bulk of industrial lands or in areas that have supportive infrastructure.

It is anticipated that there should be an inventory of large “for purchase” industrial lots. This allows for a variety of industrial development on the lands required for industrial development. This assumption is based upon local data and the demonstrated goal of targeting specific industries beyond the current trends. It is important to do this since the trend information does not necessarily reflect all of the needs of a growing community like La Pine, where supporting a broader range of employment and industrial choices to reduce historical jobs/housing imbalances is a community goal.

**Estimated 20-year Industrial Land Absorption  
Over the Planning Period 2009-2029**

Type of Industrial Lands	Years 2009-2014	Years 2015-2020	Years 2020-2025	Years 2025-2029	Total Acres*
Leased Only	Varies	Varies	Varies	Varies	200
Typical Industrial Lands	10 acres dev./year	20 acres dev./year	20 acres dev./year	20 acres dev./year	90
Large Industrial Parcels	50 acres	120 acres	100 acres	50 acres	320
Other Mixed-employment	Varies	Varies	Varies	Varies	<u>50</u>
					660

The above chart looks out 20 years and takes into consideration proposed absorption of all types of industrial and mixed-use lands, including large industrial parcels. This does not take into consideration commercial land needs, just industrial and The result is a need of 660 acres of industrial and mixed –employment land. As noted earlier in this chapter, the current land need derived from using a variety of factors, not just absorption, shows a need for 342.0 acres of employment lands. However, it is important to realize that forecasting is not a precise science and that large industrial parcels and large recreational

parcels will be need by the community and these are likely to require an UGB expansion at some point over the next 20 years.

Industrial service, energy, manufacturing, contractor operations, assembly, and repair businesses look to La Pine’s available industrial lands for development opportunities. This trend is expected to continue. As commercial lands increase in cost, lower priced industrial lands become more attractive to developers for service uses. It is appropriate to assume that industrial projects requiring less than 15 acres of land each will develop the quickest during the planning period. The evidence to support this conclusion includes the past historical data showing that industrial development has been occurring on parcels less than 15 acres in size. The lack of easy to develop industrial lands in both Bend and Redmond will help attract industrial uses to La Pine where land is plentiful, serviceable, and available at a competitive cost. Likewise, it is anticipated demand for low cost developable residential land in Bend and Redmond will help attract more people to La Pine where such lands are available.

Specialized employment lands that have a dual purpose (recreational *and* employment), such as the future La Pine Rodeo grounds, may also require expansion due to its unique locational factors, special siting needs, or the other factors listed below. Revisions to the Plan can occur at any time, once supporting evidence shows a need for a change or update. Thus, the community can be assured that careful monitoring of all predictive data will be the best method for addressing the economic land needs of the community.

## **VII. Urban Growth Boundary and UGB Expansion Options**

At this time, the land within the City limits can generally serve the community’s long-term land use needs. Land use control and cohesive government jurisdiction over the City limits is a strong factor for keeping the City limits and the proposed UGB boundary the same. Significant confusion can occur when the city limits and UGB boundary are not the same line. Citizens have expressed a strong desire, as evidenced in the public meetings that shaped this plan, to retain land use control over all of the City limits. Thus, for these and other reasons, the UGB should match the City limits. This means that the City Limits can serve as the La Pine Urban Growth Boundary supplying most if not all of the needed residential, commercial, industrial and other land uses over the 2009-2029 growth period. The exceptions to this are listed below.

Unique Factors that may require UGB expansion before 2029:

- Studies show that land use inventories are reduced below the 20-year supply
- Educational, recreational, or open space opportunities requiring urban services
- Large site needs for unanticipated industrial and employment technologies requiring urban services and supporting creation of local jobs

- Disaster planning needs that require large areas of carefully managed lands
- Emergency services facilities that require inclusion into the UGB
- Tourism services and Rodeo facilities that require urban services, but need to be buffered from residential areas
- Rail or other transportation facilities on lands that would benefit the community by being located within the UGB
- Federal or State facilities
- Utility facilities, including telecommunications and energy producing facilities

Future UGB expansion for purposes of providing additional employment land should focus expansion areas near existing industrial areas and existing population centers. This will further help La Pine address the current jobs/housing imbalance. As previously stated, Bend currently has a greater number of employment and service opportunities, which results in a significant number of La Pine’s residents commuting<sup>10</sup> on a daily basis. Such commutes have the effect of over utilizing limited energy and natural resources, creating unnecessary business expenses, and increased infrastructure costs for community. Any restriction on the ability to expand the UGB to include more land, when justified, would have a harmful effect on La Pine’s economy. The community should be able to expand the UGB when needed to remedy absorption of employment lands and address unique or unanticipated factors/situations.

### **VIII. Existing and Proposed Commercial/Mixed-use Opportunities**

The City of La Pine contains a variety of commercial zones located throughout the community that are either located in the highway strip or in other scattered areas. There are many opportunities to add commercial or mixed-use zone designations to various areas throughout the community in an effort to balance neighborhoods and improve mixed-uses as well as deepen existing areas so re-development can easily accommodate new commercial centers. Because there are many opportunities to rezone and revitalize various areas with mixed-use development techniques, it has been concluded that there is adequate land within the current city limits to satisfy the long-term commercial needs of the community. New commercial or mixed-use designations within the City limits will occur as a result of the following actions:

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<sup>10</sup> Commuting has been found to reduce effectiveness of business operations due to increased employee travel time and increased absences related to weather and road conditions. Likewise, La Pine has lower housing prices, which attract employees who cannot afford to live in Bend or Redmond. Additional supplies of appropriately located commercial and industrial land will help to provide quality jobs in the La Pine community thus, reducing the need for citizens to seek employment and services in other cities.

- Addition of new commercial/mixed-use lands to deepen the strip commercial areas
- Addition of commercial/mixed lands to serve neighborhoods and employment areas
- Addition of commercial/mixed-use lands in other areas where industrial, residential, or open space opportunities are inappropriate.
- Addition of mixed-use areas to buffer incompatible uses from one another

The City will need to encourage the additional of new commercial centers to areas near expanding residential areas and avoid lengthening shallow strip development. This is sound land use planning and allows for flexibility to respond to market forces while recognizing that mixed-use planning and the “Complete Neighborhood” concept can meet the future economic development demand for any needed commercial development in the urban area. The downtown core of the community is likely to be the focus of future revitalization efforts. Several studies have been completed to provide guidelines for improved aesthetics and other development strategies intended to attract and retain businesses to the downtown area.

### **Main Street Concepts**

A new technique that builds on an old concept, “Main Street” type development, is a successful land use technique that can correct and improve commercial vitality by encouraging pedestrian access. “Main Street” development techniques provide for a more walkable shopping experience without excessive vehicle trips. The storefronts face a local access street that is perpendicular to the primary access street. Future development codes should enable this development technique.

### **Challenges to Compact Development Goals**

The 2006 incorporation took in the area known as Wickiup Junction. This peninsula-like area is located at the northern most tip of the community. The result is that the City, as a whole, is forced to grow in a less-than-compact form. However, the development pattern *within* the new areas can be compact and designed to serve as many citizen needs as possible. This means that mixed-uses, including convenience commercial service centers, open space, and some employment areas will be required to develop in older neighborhoods to encourage reduce vehicle miles traveled and improve efficiency for all residents. The community will benefit from adding small commercial areas to new and revitalized neighborhoods as the community grows. Citizens have expressed a need for additional neighborhood and local shopping opportunities that do not require excessive vehicle trips or vehicle trips to other communities.

## **IX. Community Neighborhoods**

The La Pine community is made up of 3 primary neighborhoods. Some of these neighborhoods are located in areas that are not served with adequate commercial or employment lands. The broadly applied mixed-use and/ or improved land use development practices advocated in other parts of this Plan could not be achieved if the new commercial lands were limited to existing strip areas. Thus, La Pine’s economy will

benefit by being flexible with the placement and variety of new mixed-use and commercial lands over the 20-year period rather than restrict itself to only a few areas. It should be noted that the primary growth industry and target areas described earlier in this chapter also apply to the commercial analysis. Again, as the trend information suggests, the primary growth sectors will be health care and commercial activities, particularly service, education, and retail. The EDCO target areas are mostly industrial but could have a retail/commercial component that would be a secondary use to the primary industrial development.

The community is poised to respond to the need for additional mixed-use and commercial designations. The current city limits/UGB contains adequate lands upon which to develop needed commercial uses as long as the needed rezonings are timely and planned to respond to mixed-use and other development techniques that can enhance the urban community. Performance standards and the planned unit development (PUD) section of the future implementing land use ordinances will likely provide for a more integrated and balanced development pattern, particularly with new commercial areas.

## **X. Goals and Policies**

**Goal # 1:** Provide adequate industrial and commercial land inventories to satisfy the urban development needs of La Pine for the 20-year planning horizon.

### **Policies**

- The current city limits is adequate for serving as the Urban Growth Boundary, although special circumstances may necessitate expansion before 2029.
- Updates to inventories and analysis of needed industrial and commercial land types, existing land supplies, and economic development strategies for meeting the requirements of the community are essential. It is necessary to provide adequate buildable industrial and commercial land for the 20 years planning horizon.
- Frequent updates to the inventories may be required in response to redevelopment, proposed zone changes, mixed-use development techniques and planned unit developments that enable “Complete Neighborhood” concepts and economic development opportunities.
- State, local, and nationwide trends are not adequate to properly estimate needed industrial and commercial lands. Other local information and economic development targeting goals must be used to properly evaluate future land needs.
- Adequate public facilities must be planned, funded, and installed to serve industrial sites and commercial areas.

- Preservation of large industrial parcels over 30 acres in size will attract target industries and new manufacturing businesses.
- Planning for workforce housing will also attract target industries.
- Urban reserve planning will be needed to project growth beyond the 20-year period.
- Additional land may be needed to support large scale recreational and industrial uses. Where there are particular locational requirements for certain activities, amendments to the Comprehensive Plan may be necessary too. Amendments should be evaluated in relation to all applicable policies of the Comprehensive Plan.

<p><b>Goal # 2:</b> Develop an “Economic Development Strategic Plan” and other mechanisms necessary for supporting and enhancing the local economy.</p>
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## Policies

- Successful economic development strategies require cooperation with a variety of agencies and other groups to develop a plan that best meets the requirements of a growing community.
- Successful economic opportunities rely upon the communities’ ability to support and connect various elements of the economic development into an integrated framework.
- Promoting an entrepreneurial climate for existing and new businesses is a key factor in strategic planning.
- Providing a strong public partnership with local businesses is key to successful economic development.
- Ensuring a high quality of life and the small town atmosphere is essential to addressing citizen concerns about growth and economic development.
- SDC charges must be carefully developed and monitored. This will ensure that development pays its own way while not creating obstacles to desired development or educational needs.
- The State of Oregon transportation system (ODOT) has a significant effect upon the local community. Local groups and City decisions makers will need to establish good working relationships with ODOT to ensure coordination and adequate capacity.

- The City recognizes that an airport (privately owned or public) would be a strong economic driver for the la Pine area. Efforts to explore the creation of an airport shall be supported by the City, but shall not be the obligation of the City.

## **XI. Programs**

The City shall:

1. Adopt the City Limits as the urban growth boundary - UGB.
2. Regularly monitor and analyze commercial and industrial land inventories. When new lands are needed, the City Council shall authorize expansion of the UGB or other methods to ensure that at least a 20-year inventory of land for each category is available within the urban area.
3. Coordinate growth needs with the various utility providers within the community.
4. Explore and initiate methods for preserving large industrial parcels to meet projected demand.
5. Initiate and complete urban reserve planning consistent with the other provisions previously listed in this Plan.
6. Any correction amendments and needed legislative changes for rezoning shall be processed immediately upon City Council directive.
7. Develop a community entrance plan that fosters improved aesthetic treatments and buffering along the entrances to the community
8. Organize and staff an economic development committee whose purpose is to monitor the economy and manage local infrastructure needs. The committee shall include three members of the City Council, two members of the Planning Commission, and two ad hoc members of the community experienced in economic development and any staff members deemed appropriate by the City Manager.
9. Continue to refine which commercial and industrial activities are lacking in the community. The City shall identify needed commercial and industrial areas on an overlay map. The overlay map is a general framework plan that represents where certain areas of the community could benefit from additional commercial or industrial designations.
10. Develop strategies to capture the opportunities of a technology and knowledge-based economy.

11. Develop land use development codes to address economic development objectives and encourage appropriate mixed-uses in commercial and industrial zones.
12. Develop and monitor a SDC methodology/program to assure appropriate charges to new development, excepting public schools and colleges.
13. Develop other methods of funding that can be used for economic development purposes and supplement tax funds.

# **City of La Pine – Comprehensive Plan, Chapter 10 Housing**

## **I. State Planning Goal 10, Housing**

Oregon State Planning Goal 10 is very straightforward in its statement that each local jurisdiction must provide for the housing needs of its existing citizens and the anticipated population growth. Essential in this planning effort is the creation of a buildable lands inventory (BLI). The BLI assesses vacant lands, developed lands and re-developable lands and makes an overall determination of the amount of land available in the community to accommodate the future population. It is this determination that enables a community to assess whether or not lands within the Urban Growth Boundary (UGB) are adequate for the projected growth or if the UGB needs to be expanded. Notwithstanding the need for the raw land area data is the need to provide a variety of housing types (i.e. single family homes versus multi-family dwellings) and price ranges (i.e. owner occupied versus rentals). These factors must be weighed against the desired density and affordability of housing. Overall, the intent is to provide opportunities for housing to serve all socio-economic strata within the community.

## **II. Purpose and Intent**

The purpose of this chapter is to ensure the provision of appropriate types and amounts of land within the La Pine urban growth boundary - UGB (city limits in this case) to support a range of housing types necessary to meet current and future needs. These lands should support suitable housing for all income levels for maximum sustainability. Likewise, the Plan must also ensure the appropriate type, location and phasing of public facilities and services are sufficient to support housing development in areas presently developed or undergoing development, or redevelopment.

In addition to inventories of buildable lands, this chapter of the Plan includes: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated.

The La Pine community contains a variety of housing choices and vacant and redevelopable lands. Single-family homes are the dominant housing type. However, the City Housing Model data shows that additional lands for mixed-use and multi-family housing need to be addressed. This chapter examines housing supply, condition, occupancy, affordability, and available land supply to meet community needs over the 20

year planning horizon. Implementation programs for meeting future housing demand are also included in this chapter.

### **III. Issues**

#### **Affordability**

The affordability of housing is a significant determinant to the livability and sustainability of the La Pine community. Housing affordability affects all segments of the local population including business viability and commerce. According to federal housing guidelines, no more than 30% of a family's gross monthly income should be spent on housing, including heating and other bills.

Available, affordable, safe housing are critical ingredients to the success of how a community accommodates population growth. The attractiveness of La Pine to new residents relies upon the availability of many housing choices to accommodate varied citizen demands and pricing thresholds.

To understand the future of housing needs in La Pine, it is important to assess and analyze the existing characteristics of the community's housing stock. Various factors must be taken into consideration to obtain a clear picture of the situation. The following elements should be examined:

- Trends in housing types;
- Age of structures;
- Condition and value of structures;
- Household demographics;
- Income levels of households;
- Percentage of income spent for housing;
- Occupancy patterns;
- Vacancy rates;
- Ownership and rental trends

The tables in this section include data from the recent census and local economic development agencies, and other experts. Information was also obtained from other resources including DLCD, Deschutes County, EDCO, and personal interviews with Central Oregon Regional Housing Authority CORHA staff, local bank representatives, housing service providers, and others as noted. The data helps local decision makers understand the various aspects of housing and population change.

This chapter also takes into account the effects of utilizing financial incentives and resources to (a) stimulate the rehabilitation of substandard housing without regard to the financial capacity of the owner so long as benefits accrue to the occupants; and (b) bring into compliance with codes adopted to assure safe and sanitary housing the dwellings of individuals who cannot on their own afford to meet such codes.

## Historical Housing

La Pine has been a community for over 100 years and some of the current housing choices reflect the historical nature of the City. La Pine's history as a small town with recreation, retirement, timber and agricultural community attributes has shaped the stock of existing housing. Over the years, and as the community economic situation diversified, so has the variety of detached housing stock. A quick visual tour of La Pine shows a range of housing from older mill worker residences, Victorian-era homes to more modern homes developed post WWII. A recent influx of bedroom-community homes and recreational/retirement housing is evident throughout the community. A striking lack of multi-family housing is evident but not uncommon for a community with less than 2000 people. However, this is beginning to change as a few, well-designed subsidized housing projects have developed within the incorporated City area.

## Effects of Growth – Past and Present

The incorporated area of La Pine includes a large number of developed and undeveloped residential lots. However, the vicinity surrounding the incorporated area has a greater number of lots and a population higher than the current population of incorporated area. This situation creates a significant impact upon the interrelationship of land uses and service needs of the entire community.

## Households

Deschutes County and 2000 Census<sup>11</sup> data show that there were 5,799 people, 2,331 households, and 1,699 families residing in the CDP<sup>12</sup>. The population density was 197.7 people per square mile (76.3/km<sup>2</sup>). There were 2,975 housing units at an average density of 101.4/sq mi (39.2/km<sup>2</sup>). The racial makeup of the CDP was 95.84% White, 0.09% African American, 1.28% Native American, 0.24% Asian, 0.10% Pacific Islander, 0.55% from other races, and 1.90% from two or more races. Hispanic or Latino of any race was 2.22% of the population. Data shows that there were 2,331 households out of which 26.6% had children under the age of 18 living with them, 61.3% were married couples living together, 7.3% had a female householder with no husband present, and 27.1% were non-families. 20.8% of all households were made up of individuals and 10.3% had someone living alone who was 65 years of age or older. **The average household size was 2.47 and the average family size was 2.82.**

## Population Ranges

In the CDP the population was spread out with 23.0% under the age of 18, 4.9% from 18 to 24, 22.5% from 25 to 44, 28.8% from 45 to 64, and 20.7% who were 65 years of age or older. The median age was 45 years. For every 100 females, there were 99.8 males. For every 100 females age 18 and over, there were 98.7 males.

## Household Incomes

The median income for a household in the CDP was \$29,859, and the median income for a family was \$33,938. Males had a median income of \$30,457 versus \$20,186 for

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<sup>11</sup> The 2000 Census data has been updated, by projection, via the Claritas research data found in the Appendix.

<sup>12</sup> Before the 2006 incorporation the Census recognized the broader community of La Pine as a CDP or Census Designated Place.

females. The per capita income for the CDP was \$15,543. About 9.5% of families and 13.2% of the population were below the poverty line, including 13.4% of those under age 18 and 11.5% of those age 65 or over. La Pine is classified as a Severely Distress Community.

### **Snapshot of the Housing Market**

The housing market in Central Oregon is changing. Even with the current downward economy, a greater share of families/households is fundamentally “priced out” of Bend and Redmond thus, buyers are considering alternative options in La Pine. Over the past six years, Deschutes County has experienced robust population growth, which was more than doubled the State’s five-year forecast. Much of this growth occurred in the areas outlying the City of La Pine. However, the incentives provided by the County’s TDC –

**La Pine will need an additional 400 or more housing units over the next 20 years to support a population of 2566 persons versus the current population of 1662.**

Transfer Development Credit - program are having a positive effect on encouraging more people to live within the incorporated area where community services are available.

Even though the Oregon Office of Economic Analysis expects regional and county level population to continue a healthy, but slower growth pattern over the next 20 years there clearly is a need to provide additional incentives for attracting urban growth and promoting policies and programs for a full range of housing types. Through 2025, State forecasts estimate an additional 91,382 individuals are expected to permanently reside within Region 10.

The total demand profile by age indicates sizable demand from existing households among middle age and pre-retirees. Approximately 34% of all ownership demand is expected to be derived from households of 35-54 years. In other words, turnover demand from existing younger household will likely combine with demand from elderly households to provide a diverse range of qualified buyers within the primary market area over the next five to ten years.

### **Building Permit Data**

Residential construction, as measured by building permits, has been brisk in the central Oregon region for over 5 years until the recent economic crisis. Driven largely by growth in the Bend/Redmond Market, the three-city region has averaged over 2,416 permits annually since 2000 and in 2005 displayed a 12.8% increase over the previous year. However, 2006 year to date figures for La Pine, Bend, and Redmond indicate that residential permits have slowed significantly from the record levels of 2005. Nearly all of the residential growth in La Pine has been detached, single-family residential.

A considerable proportion of growth, roughly 37%, will be derived from households earning less than \$25,000 annually, indicating a significant number of smaller less-advantaged families, senior and retired buyers with non-income wealth.

## Profile of General Demographic Characteristics: 2009 Chart

Geographic Area: La Pine city, Oregon

Source: U.S. Census Bureau, Census 2000.

### QT-H1. General Housing Characteristics: 2000

Data Set: [Census 2000 Summary File 1 \(SF 1\) 100-Percent Data](#)

Geographic Area: **La Pine CDP, Oregon**

Subject	Number	Percent
<b>OCCUPANCY STATUS</b>		
<b>Total housing units</b>	<b>2,975</b>	<b>100.0</b>
Occupied housing units	2,331	78.4
Vacant housing units	644	21.6
<b>TENURE</b>		
<b>Occupied housing units</b>	<b>2,331</b>	<b>100.0</b>
Owner-occupied housing units	1,883	80.8
Renter-occupied housing units	448	19.2
<b>VACANCY STATUS</b>		
<b>Vacant housing units</b>	<b>644</b>	<b>100.0</b>
For rent	49	7.6
For sale only	61	9.5
Rented or sold, not occupied	17	2.6
For seasonal, recreational, or occasional use	448	69.6
For migratory workers	0	0.0
Other vacant	69	10.7
<b>RACE OF HOUSEHOLDER</b>		
<b>Occupied housing units</b>	<b>2,331</b>	<b>100.0</b>
One race	2,284	98.0
White	2,252	96.6
Black or African American	0	0.0
American Indian and Alaska Native	24	1.0
Asian	4	0.2
Native Hawaiian and Other Pacific Islander	1	0.0
Some other race	3	0.1
Two or more races	47	2.0
<b>HISPANIC OR LATINO HOUSEHOLDER AND RACE OF HOUSEHOLDER</b>		
<b>Occupied housing units</b>	<b>2,331</b>	<b>100.0</b>
Hispanic or Latino (of any race)	26	1.1
Not Hispanic or Latino	2,305	98.9
White alone	2,234	95.8
<b>AGE OF HOUSEHOLDER</b>		
<b>Occupied housing units</b>	<b>2,331</b>	<b>100.0</b>
15 to 24 years	57	2.4
25 to 34 years	239	10.3
35 to 44 years	404	17.3
45 to 54 years	487	20.9
55 to 64 years	400	17.2
65 years and over	744	31.9
65 to 74 years	426	18.3
75 to 84 years	257	11.0
85 years and over	61	2.6
<b>Subject</b>	<b>Number</b>	<b>Percent</b>

## Population Snapshot

Between 1990 and 2000, the Central Oregon population grew by an incredible 49% as compared to the State as a whole at 5.9%. Most of this growth is due to in-migration. Other areas of the nation, especially in the Southwestern states, also have high in-migration rates, but the demographics of those new residents vary greatly from Central Oregon.

*US Census Bureau*

Counties & Cities	Actual					
	2003	2002	2001	2000*	1995	1990*
<b>Deschutes County</b>	<b>20,300</b>	<b>20,200</b>	<b>19,850</b>	<b>19,182</b>	<b>15,700</b>	<b>14,111</b>
La Pine CDP	8,500	8,150	7,750	7,356	7,205	5,355
Unincorporated	11,800	12,050	12,100	11,826	9,947	8,756
<b>Deschutes County</b>	<b>130,500</b>	<b>126,500</b>	<b>122,050</b>	<b>115,367</b>	<b>89,500</b>	<b>74,958</b>
Bend	62,900	57,750	55,080	52,029	29,425	20,469
Redmond	17,450	16,110	14,960	13,481	9,650	7,163
Sisters	1,430	1,080	960	959	765	679
Unincorporated	48,720	51,560	51,050	48,898	49,660	46,647
<b>Jefferson County</b>	<b>19,900</b>	<b>19,850</b>	<b>19,400</b>	<b>19,009</b>	<b>15,400</b>	<b>13,676</b>
Culver	840	840	800	802	600	570
Madras	5,370	5,290	5,200	5,078	4,290	3,443
Metolius	780	770	660	635	540	450
Warm Springs	NA	NA	NA	5,727	NA	NA
Unincorporated	12,910	12,950	12,740	6,767	9,905	9,213
<b>Total Area Population</b>	<b>170,700</b>	<b>166,550</b>	<b>161,300</b>	<b>153,558</b>	<b>120,600</b>	<b>102,745</b>

### County Population Projections As Noted By Oregon Bureau of Economic Analysis

County	2000	2003	2005	2010	2015	2020	2025	2030	2035	2040
<b>Crook</b>	<b>19,300</b>	<b>20,300</b>	<b>21,035</b>	<b>23,051</b>	<b>25,249</b>	<b>27,590</b>	<b>30,125</b>	<b>32,796</b>	<b>35,569</b>	<b>38,553</b>
<b>Deschutes</b>	<b>116,600</b>	<b>130,500</b>	<b>139,994</b>	<b>158,792</b>	<b>178,418</b>	<b>197,150</b>	<b>214,479</b>	<b>229,933</b>	<b>244,069</b>	<b>257,088</b>
<b>Jefferson</b>	<b>19,150</b>	<b>19,900</b>	<b>20,491</b>	<b>22,168</b>	<b>24,079</b>	<b>26,065</b>	<b>28,298</b>	<b>30,831</b>	<b>33,390</b>	<b>36,094</b>
<b>Tri-County Total</b>	<b>155,050</b>	<b>170,700</b>	<b>181,520</b>	<b>204,011</b>	<b>227,746</b>	<b>250,805</b>	<b>272,902</b>	<b>293,560</b>	<b>313,028</b>	<b>331,735</b>

**Deschutes County and La Pine Coordinated Population Forecast Data**

The City and County have agreed to accept that in 2009 there was a population of 1,661 persons within the city limits. In 2029, the population within the City limits of La Pine is expected to be 2,566 persons. The appendix contains the entire text of the coordinated population study; also acknowledged by DLCDC.

**Residential Types and Values**

While the community appears to have adequate affordable housing supplies, the inventory of a full range of housing is virtually non-existent. *The current housing mix is 97% single family detached and 3% attached.*

**Current Housing Mix**

The total number of housing units in La Pine is approximately 904 housing units. Of this, the predominant housing type in La Pine is single family detached, 871 units. These also include manufactured homes on individual lots. There are 21 existing duplexes, 3 existing fourplexes, and one new multi-family complex is under construction as of 2009. It is assumed that the demand for traditional single-family housing will remain relatively strong over the planning period given the rural nature of La Pine and the current base of existing single-family homes. However, La Pine will need to plan for a mix of housing choices over the 20-year planning period.

**La Pine does not currently have a broad spectrum of housing choices for residents to choose from. The Plan must provide more housing opportunities to correct this situation.**

Many of the older homes are located in areas without access to community water and sewer services. The result is potentials for demonstrated water contamination and extra cost to homeowners who have to take special measures to ensure properly working private well and septic systems. Public health and safety issues are a concern as populations increase. This situation presents a significant problem with regard to community health and redevelopment potential. A number of homes may appear to satisfy affordable housing cost targets but they may have infrastructure problems that are not easy to catalog and identify. Thus, the number of true affordable housing units without serious basic service issues is difficult to assess. Other measures to extend public services to all areas of the community are underway.

The largest percentage of householders are age 65 and older – 32%. Those less than 34 years of age make up less than 13% of householders. However, this trend will change as La Pine improves its economic base and implements the complete community concepts which tend to attract younger families.

[DP-4. Profile of Selected Housing Characteristics: 2000](#)  
 Data Set: [Census 2000 Summary File 3 \(SF 3\) - Sample Data](#)  
 Geographic Area: **La Pine CDP, Oregon**

Subject	Number	Percent
<b>Total housing units</b>	<b>3,008</b>	<b>100.0</b>
<b>UNITS IN STRUCTURE</b>		
1-unit, detached	1,704	56.6

<b>Subject</b>	<b>Number</b>	<b>Percent</b>
1-unit, attached	14	0.5
2 units	0	0.0
3 or 4 units	16	0.5
5 to 9 units	0	0.0
10 to 19 units	0	0.0
20 or more units	7	0.2
Mobile home	1,116	37.1
Boat, RV, van, etc.	151	5.0
<b>YEAR STRUCTURE BUILT</b>		
1999 to March 2000	134	4.5
1995 to 1998	406	13.5
1990 to 1994	364	12.1
1980 to 1989	553	18.4
1970 to 1979	1,003	33.3
1960 to 1969	245	8.1
1940 to 1959	271	9.0
1939 or earlier	32	1.1
<b>ROOMS</b>		
1 room	128	4.3
2 rooms	106	3.5
3 rooms	272	9.0
4 rooms	535	17.8
5 rooms	964	32.0
6 rooms	459	15.3
7 rooms	321	10.7
8 rooms	121	4.0
9 or more rooms	102	3.4
Median (rooms)	5.0	(X)
<b>Occupied Housing Units</b>		<b>2,342</b>
<b>YEAR HOUSEHOLDER MOVED INTO UNIT</b>		
1999 to March 2000	518	22.1
1995 to 1998	634	27.1
1990 to 1994	583	24.9
1980 to 1989	387	16.5
1970 to 1979	217	9.3
1969 or earlier	3	0.1
<b>VEHICLES AVAILABLE</b>		
None	49	2.1
1	493	21.1
2	1,092	46.6
3 or more	708	30.2
<b>HOUSE HEATING FUEL</b>		
Utility gas	42	1.8
Bottled, tank, or LP gas	106	4.5
Electricity	993	42.4
Fuel oil, kerosene, etc.	92	3.9
Coal or coke	0	0.0
Wood	1,062	45.3
Solar energy	0	0.0
Other fuel	47	2.0
No fuel used	0	0.0
<b>SELECTED CHARACTERISTICS</b>		

<b>Subject</b>	<b>Number</b>	<b>Percent</b>
Lacking complete plumbing facilities	18	0.8
Lacking complete kitchen facilities	25	1.1
No telephone service	22	0.9
<b>OCCUPANTS PER ROOM</b>		
<b>Occupied housing units</b>	<b>2,342</b>	<b>100.0</b>
1.00 or less	2,229	95.2
1.01 to 1.50	101	4.3
1.51 or more	12	0.5
<b>Specified owner-occupied units</b>	<b>1,025</b>	<b>100.0</b>
<b>VALUE</b>		
Less than \$50,000	52	5.1
\$50,000 to \$99,999	444	43.3
\$100,000 to \$149,999	319	31.1
\$150,000 to \$199,999	107	10.4
\$200,000 to \$299,999	74	7.2
\$300,000 to \$499,999	20	2.0
\$500,000 to \$999,999	9	0.9
\$1,000,000 or more	0	0.0
Median (dollars)	101,900	(X)
<b>MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS</b>		
With a mortgage	682	66.5
Less than \$300	7	0.7
\$300 to \$499	59	5.8
\$500 to \$699	192	18.7
\$700 to \$999	216	21.1
\$1,000 to \$1,499	161	15.7
\$1,500 to \$1,999	30	2.9
\$2,000 or more	17	1.7
Median (dollars)	787	(X)
Not mortgaged	343	33.5
Median (dollars)	198	(X)
<b>SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999</b>		
Less than 15 percent	384	37.5
15 to 19 percent	129	12.6
20 to 24 percent	156	15.2
25 to 29 percent	107	10.4
30 to 34 percent	92	9.0
35 percent or more	144	14.0
Not computed	13	1.3
<b>Specified renter-occupied units</b>	<b>440</b>	<b>100.0</b>
<b>GROSS RENT</b>		
Less than \$200	0	0.0
\$200 to \$299	14	3.2
\$300 to \$499	109	24.8
\$500 to \$749	223	50.7
\$750 to \$999	51	11.6
\$1,000 to \$1,499	7	1.6
\$1,500 or more	0	0.0
No cash rent	36	8.2
Median (dollars)	558	(X)
<b>GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999</b>		

Subject	Number	Percent
Less than 15 percent	62	14.1
15 to 19 percent	24	5.5
20 to 24 percent	98	22.3
25 to 29 percent	33	7.5
30 to 34 percent	30	6.8
35 percent or more	157	35.7
Not computed	36	8.2
Subject	Number	Percent

### Housing Affordability Details

Housing costs in La Pine, as compared to other Central Oregon cities, has been traditionally very favorable. Federal housing affordability standards recommend that no more than 30 % of household income be dedicated to mortgage payments. However, Census data shows that more than 22% of La Pine homeowners pay more than 30 percent of their income for mortgage payments. Renters tend to pay more than 31% of household income on gross rent. Thus, many La Pine households are spending more for shelter than they should. Alternatives to this situation range from more housing choices such as the development of more affordable housing types - townhouses, zero-lot line homes, multi-family structures, manufactured housing or condominiums, and, of course, a better jobs market.

	Median Home Price				Average Home Price			
	2003	2004	2005	2006	2003	2004	2005	2006
Bend	\$184,984	\$209,750	\$250,880	\$327,500	\$226,725	\$245,006	\$296,817	\$388,607
La Pine	\$90,000	\$116,850	\$129,600	\$154,000	\$90,097	\$118,375	\$136,626	165,170
Madras/Jefferson County	\$89,500	\$93,750	\$114,000	\$154,900	\$91,605	\$65,421	\$111,639	\$150,138
La Pine/Deschutes County	\$96,900	\$108,500	129,240	172,900	\$103,894	\$105,224	\$134,724	\$176,187
Redmond	\$138,500	\$151,897	\$171,685	\$238,000	\$148,926	\$164,031	\$195,021	\$266,057
Sisters	\$292,500	\$265,000	329,500	\$421,500	\$311,048	\$293,474	\$398,724	\$432,508
Sunriver	\$270,000	\$405,000	\$444,500	\$524,950	\$378,510	\$455,002	\$453,204	\$599,801

Source: Central Oregon Association of Realtors

### Aesthetic and Design Characteristics of Housing

La Pine’s citizens have made it clear to local decision-makers that the small town feel of the community should also be a template for future neighborhood development and infill. The “complete neighborhoods” concept mentioned in Chapter 1 is essential for meeting the expectations of the community with regard to residential development. New and redeveloping areas will need to take into consideration the template characteristics needed for constructing housing in “Complete Neighborhoods.” Thus, adequate land for “Complete Neighborhood” components is essential as well as a mix of housing choices and open spaces. Mixed-uses and preservation of natural resources will also be part of the neighborhood design and could increase the need for additional residential land inventories.

## **Residential Land Need**

The current city limits of La Pine contain 4,474.33 acres of land of which 3,031 acres are vacant or redevelopable for either economic purposes, housing, open space, recreation, ROW, etc. The economic land needs for the forecasted period do not exceed 342 acres leaving over 2,689 acres available for residential, open spaces, recreational, park, ROW, and other development. Thus, there is adequate amount of residential lands now or there is access to land that can be converted to residential uses within the current City limits. For these and other reasons the current City limits will also serve as the urban growth boundary UGB for the community.

## **Residential Districts**

The Comprehensive Plan map indicates three distinct Residential Districts – these are: Residential – Single Family; Residential – Multi-Family; and, Master Plan Residential. The Single Family and Master Plan Residential Districts primarily identify an existing development pattern (single family consisting of larger lot, site built homes) and previously planned but not yet built out areas owned by Deschutes County. The multi-family areas are primarily large, vacant undeveloped parcels along major transportation corridors and are close to commercial service/employment areas. Overall, there is a desire through the land use designations to increase the overall density within the La Pine UGB and transition the development pattern from one where single family residential is dominant to one that includes more medium to high density housing options. An overall ratio of 60% single family residential to 40% multi-family residential is desirable. The Plan provides various strategies to meet this goal. Additionally, the overall density range within La Pine is expected to increase from 1.34 units per acre<sup>13</sup> as it is today to 3.0 units per acre over the 20-year planning horizon.

**Single Family Residential:** Due to a desire to preserve the existing character of single-family neighborhoods, no changes to the designations of these areas are proposed. However, upon implementation of zoning regulations, it is desirable to allow accessory housing in some areas where large lots occur and land is under utilized. Such accessory housing units may include studio apartments, above garage units or “granny flats.” In some instances, duplex or triplex development may be appropriate. Any additional increase in densities within the Single family areas must be predicated on the effects to the existing character of the neighborhood as well as the ability for the area to be adequately served with public facilities and services. An overall density range of 1.0 to 7.0 units per acre is desired for the Single Family Residential District.

**Multi-Family Residential:** Currently only 3% of the residential development in La Pine is multi-family (i.e. duplex, four-plex, and apartment) – 33 individual units. This shortage of multi-family residential development is a result of past development patterns based on inexpensive land costs combined with the lack of a municipal sewer system thereby necessitating larger lots to accommodate on-site septic systems. Now that a city wide sewer system is available to serve all areas, it is desirable to develop multi-family residential options for La Pines anticipated growth. Such areas should be located along

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<sup>13</sup> This result where 1,217 gross acres of residential land is divided by the current number of units, 904 to obtain 1.34 units per acre

primary transportation corridors and in areas where service commercial and employment opportunities will be convenient to residents. Such areas should be respectful of surrounding single family residential neighborhoods and be so located to serve as an appropriate buffer between lower density single family neighborhoods and commercial/industrial uses. It is anticipated that the Multi-Family areas will allow a variety of typical multi-family housing options, with some small scale service commercial uses to serve the higher density populations. An overall density range of 5.0 to 40 units per acre is desired for the Multi Family Residential District.

**Master Plan Residential:** The master Plan Residential District includes a large area within the center of the urban area, lying between Highway 97 on the east and Huntington Road on the north. The area is also bounded by the traditional Wickiup Junction community on the north (Burgess Road) and the historically developed portions of La Pine on the south. This large expanse of land is owned by Deschutes County and remains largely undeveloped except for a single family area that was subdivided and developed with homes in the mid 2000's. The County has developed a conceptual master plan for the area and has included internal areas for neighborhood commercial, public facilities/school site, and open space/recreation areas. The overall concept is to allow a development pattern that incorporates a balanced mix of traditional single family residential development with a variety of multi-family residential options. The overall densities are aimed at being a blend of traditional single family and multi family residential development patterns spread out throughout the area. The densities within specific areas of the district are intended to be more dependent on complimentary design elements and arrangements of facilities (i.e. proximity to commercial services, proximity to schools, design of pedestrian amenities, etc.) rather than prescriptive zoning boundaries. An overall density range of 3.0 to 21.0 units per acre is desired for the Master Plan Residential District.

### **Mixed Use Commercial Residential District**

The Comprehensive Plan map includes a Mixed Use Commercial Residential area in the southern part of the city, along a traditional hard-line, prescriptive boundary between standard Commercial and single-family Residential. Most of the land along on either side of this boundary is either undeveloped or under-developed. The Mixed Use Commercial Residential District is intended primarily as a smaller scale, service and office commercial district, with associated residential that may consist of upper level apartments. A live-work design concept within the mixed use district would serve as an appropriate buffer between the formal commercial and residential districts, which abut. Although, stand alone commercial and residential uses that are designed to be compatible with abutting uses would also be appropriate. It is desirable for the development within the mixed use district to be master planned, but that may not be possible in all properties due to the small to medium size of the parcels. Some assemblage of properties will be necessary for proper master planning.

### **Urban To Rural Interface Areas**

Citizens have expressed a need for a Comprehensive Plan Policy and associated implementation program that would help reduce the potential negative effects associated with urban levels of development abutting established lower density area uses inside the

city limits and/or abutting the city limits and future Urban Growth Boundary (UGB). While it is recognized that rural lands in the UGB will likely redevelop and lower density areas will urbanize to their ultimate Plan designations, it is necessary to provide a policy that manages growth in these interface areas.

### **Transition Areas**

The two Transition Areas within the City (as shown on the Comprehensive Plan map) are located along the Burgess Road, Huntington Road and Highway 97 corridors (in the northern part of the City) and on some undeveloped properties in the southern part of the City where single family residential land abuts industrial land. The Transition Areas, which total 212 acres, were so designated because these areas were primarily undeveloped larger lots and are located in areas where adjoining land uses and transportation facilities could cause conflicts between uses. Additionally, these properties are located in areas where increased residential density and/or a mix of residential and commercial uses may be appropriate due to their proximity to major transportation corridors and existing facilities and services.

#### North Transition Area

The Transition Area in the north is approximately 162 acres and includes a large undeveloped area on the north side of Burgess Road, east of Huntington Road and an undeveloped parcel along Highway 97 south of the Burgess/Highway 97 intersection, as well as the majority of the length of the south side of Burgess Road. Although the underlying designations on the Comprehensive Plan map for these areas are shown as Master Planned Residential, Multi-Family Residential and Forest, it is assumed that there may be necessary changes to the land use development pattern in the future as a result of recent and planned transportation system improvements. A traffic signal was recently installed at the intersection of Burgess Road and Huntington Road (two arterial roadways) due to the surrounding development pattern, the presence of a new school, the existing volume of traffic, and the expected increase in volume of traffic in the immediate area. Also, the Oregon Department Transportation has planned a new interchange at the Burgess Road and Highway 97 intersection (Wickiup Junction) – this busy intersection has been a safety hazard in the area for many years as it is a primary access point between the western portions of La Pine and outlying areas, and the north/south Highway 97 corridor.

Because an increase in traffic volume can be expected on the roadways serving these areas, it is assumed that this will have a long term influence on the livability and desired development pattern. Also, because these areas lie adjacent to and between the transportation facilities and areas with existing development (a large area developed with single family residential on large lots north of Burgess Road), it is appropriate that any development within these areas serve as a transitional buffer between the road corridor and the existing and anticipated development. Further, because the Transition Area is in close proximity to existing and planned commercial services, a school and a potential transit corridor, an increase in residential density, especially along the south side of Burgess Road corridor, would be appropriate as more residents can be served efficiently and effectively from these locations.

As the development and improvements to the transportation facilities occurs in the future, a development pattern that includes a mixture of service commercial uses and medium density residential development is desired. Such development should occur in a master planned fashion and should treat all sides of the development in a similar fashion – the development must not be linear in nature and should tie together all sides of the surrounding development.

#### South Transition Area

The Transition Area in the south is approximately 50 acres in area and includes large, undeveloped parcels that lie along the southeastern edge of the City’s Industrial district. This area overlaps land that is currently designated for Single Family Residential uses, but if developed as such, could pose compatibility problems with the anticipated surrounding industrial development. Because of the Transition Area’s location between the main commercial center to the west and the industrial district to the east, it is a prime area for multi-family dwelling development constructed in a fashion where higher densities occur along the industrial edge and lower densities along the single family residential edge.

As development of the industrial and single family residential areas occurs over time, the development of the transition area as a graduated multi-family residential buffer between the uses is desired. It is anticipated that the average density within the transition area will be medium density, but portions along the edges will vary in their densities in a manner that corresponds with the desired development pattern in the adjoining district. Such development should occur in a master planned fashion and should treat all sides of the development in a similar fashion – the development should be done in a manner where it is integrated into the surrounding development pattern and be respectful of all sides of the surrounding uses.

### **IV. Transition Area Goals and Policies**

#### Goals

1. Recognize that future infrastructure development, specifically transportation improvements, will cause a change to the existing and anticipated land use patterns over time.
2. Recognize that buffer and transitional development between potentially incompatible land uses shall be implemented.

#### Policies

1. Transition Area Overlay Zones shall be created and located in portions of the City where anticipated infrastructure development and adjoining land uses may cause a change in the desired underlying land use patterns, and where buffers between potentially incompatible land uses are necessary.

2. Development within Transition Areas shall be master planned to show an inter-relationship between the proposed development, and infrastructure and adjoining land uses.
3. Transition Area development shall allow increased residential densities along primary transportation corridors.
4. A mix of uses, including service commercial uses, may be appropriate as part of a master planned development within the transition areas.
5. Transition Area development shall not be linear in nature and shall be comprised of a pattern that is integrated into and respective of the surrounding development pattern to the greatest extent practicable given parcel size and configuration.
6. Densities may be averaged over the entirety of the parcel, but shall transition from higher densities adjacent to adjoining uses with the highest intensity to lower densities adjacent to adjoining uses with lower intensities.
7. Guidelines for Transition Area development shall be implemented, but such guidelines shall not be so specific as to prevent adaptability over time or to limit good design.

### **Programs**

1. Draft zoning regulations that specify land use guidelines for the Transition Area Overlay Zones. Such regulations shall include provisions for master plan development.
2. Coordinate transportation infrastructure improvements with State and County agencies to ensure compatibility with adjoining land uses within Transition Areas.

## **V. General Housing Goals and Policies**

**Goal # 1:** Encourage a wide range housing types satisfying the urban development needs of the La Pine community.

### **Policies**

- It is essential to develop strategies that increase the variety of housing choices in the community. These strategies must include an inventory and analysis of needed housing types, existing housing supplies, and strategies for meeting the changing community demographic.
- It is necessary to provide adequate buildable residential land for the 20-year planning horizon. The La Pine community needs a full range of housing types to sustain a healthy community

- It is necessary to accommodate growth and provide mechanisms to ensure that a variety of housing options for all income levels are available in both existing neighborhoods and new residential areas.
- It is necessary to encourage development and redevelopment of residential areas to make them safe, convenient, and attractive places to live and located close to schools, services, parks, shopping and employment centers.
- The community should maintain the feel of a small community through careful design of new and redeveloping residential areas. Mixed-use and “Complete Neighborhood” design techniques can accomplish this objective.
- A regular housing analysis shall be the basis for understanding and projecting housing needs. City staff will need to manage the calibration data in order to accommodate local cultural characteristics and anomalies.
- Development code regulations will need to be modified to encourage needed housing types within the UGB.
- La Pine desires to encourage and sustain affordable housing while protecting the physical characteristics of land relating to the carrying capacity of the land, drainage, natural features, and vegetation.

<p><b>Goal # 2:</b> Determine opportunities for housing rehabilitation, redevelopment, and connection to urban infrastructure and services.</p>
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**Policies**

- It is important to inventory existing residences in need of rehabilitation and develop strategies to improve housing stock
- Housing that is in need of rehabilitation, without connections to urban services limits the livability of the community, and diminishes redevelopment potential.
- The La Pine community understands that it is necessary for the public health and safety of the community to identify and remedy situations where residences are not connected to City sewer and water.
- Improved residential structural integrity and weatherproofing will reduce energy consumption levels for those living in older homes and the overall community.

**Goal # 3:** Identify and permit alternatives to traditional stick-built homes, such as manufactured, mobile homes, and accessory dwellings necessary for providing a range of housing choices with in the UGB.

**Policies**

- Manufactured, mobile homes, and accessory dwellings are appropriate in certain residential areas and subject to the same siting requirements and compatibility standards as traditional stick-built homes.
- It is necessary for the public health and safety of the community to allow for a full range of housing types for all income levels.
- The La Pine community contains a significant number of older mobile homes and manufactured homes that need repair or replacement.
- State law requires the City to establish clear and objective criteria and standards for the placement and design of mobile home or manufactured dwelling parks.
- In order to protect the public health and safety of all residents the City, in conjunction with the Deschutes County Building Department, La Pine shall impose safety and inspection requirements for homes, which were not constructed in conformance with the National Manufactured Home Construction and Safety Standards Act of 1974.
- In order to enhance industry and commerce, a mobile home or manufactured dwelling park shall not be established on land zoned for commercial or industrial use unless needed to address workforce-housing needs.
- Accessory dwellings to homes, i.e. “Granny flats”, are necessary to provide a range of housing types in new subdivisions and existing neighborhoods subject to appropriate compatibility standards and siting requirements.
- Temporary housing for medical hardships and the disadvantaged is necessary and shall be permitted in residential areas and subject to special development conditions.

**Goal # 4:** Promote and protect neighborhood qualities that reflect the small town appeal of La Pine and improve compatibility between various uses.

**Policies:**

- Compatibility standards are effective tools for making sure neighborhood uses are consistent with community goals and design standards.

- The La Pine community demands a quality living experience for all residents and multi-family developments. Thus, site plans for multi-family developments or attached single-family housing are required to provide for adequate yard space for residents and play space for children which have distinct area and definite shape, appropriate for the proposed use, and are not just the residue left after buildings are designed and placed on the land. It is necessary for the public health and safety of the community to monitor and manage neighborhood uses.
- The La Pine community desires to preserve, protect, and strengthen the vitality and stability of existing neighborhoods while permitting uses that make neighborhoods more “complete” and reduce vehicle miles traveled.
- Developments that border underdeveloped urban lands and/or rural lands at the edges of the Urban Growth Boundary (UGB) shall include design techniques to reduce the impact of new, denser urban development on abutting lower density lands. Examples of such techniques include the use of buffer areas, designing projects that work with the natural features of the site, shadow plats, and redevelopment plans that extend 300 feet off site, density transition zones, increased landscaping, master planning areas larger than the project site, etc.
- New residential developments in areas without an established character or quality should be permitted maximum flexibility in design and housing type consistent with densities and goals and objectives of this Plan.
- New developments in existing residential areas where there is an established character deemed desirable by community standards should use a variety of compatibility techniques to blend in with surrounding developments, including landscaping, traffic patterns, mass, height, screened parking areas, public facilities, visual impact, architectural styles and lighting.
- “Complete Neighborhoods” include private and public nonresidential uses for the convenience and safety of the neighborhood residents. These uses should be permitted within residential areas. Such facilities shall be compatible with surrounding developments, and their appearance should enhance the area.
- Multi-modal access should be provided internally and to adjacent new and existing neighborhood developments.
- Where alleys are available, garages or parking areas in neighborhoods should be accessed from alleys instead of driveways connecting to public streets.
- Residential units should be permitted above or as an incidental use in conjunction with certain commercial and industrial uses as a way to improve compatibility between uses and zones.

- A range of housing types, including housing for the elderly, disabled, developmentally challenged and low-income citizens of the community should be dispersed throughout those residential neighborhoods, which are close to schools, services, parks, shopping and employment centers rather than concentrating these dwellings in just a few areas.
- A range of lot sizes should be dispersed throughout the community to provide space for a full spectrum of housing types.
- Higher density developments should be in close proximity to schools, services, parks, shopping, employment centers, and public transit.
- Smaller lot sizes may be appropriate and should be encouraged with flexible Planned Unit Development (PUD) ordinances allowing a mix of lot sizes.
- Areas developed or designated for multi-family development should be compatible with adjoining land uses and not detract from the character of existing residential areas.
- The location of most multi-family housing will be best suited near the City core, major transportation corridors, schools, services, parks, shopping, employment centers, and transit corridors.

**Goal # 5:** Promote quality affordable housing and recognize that lack of affordable housing is an economic issue negatively affecting the vitality and sustainability of La Pine

**Policies**

- Affordable housing should be available for all income levels in the community. This issue affects all citizens because the economic health of the community is tied to providing greater choices in housing types.
- It is necessary for the public health, safety, and economic values of the community to improve awareness of affordable housing problems and to encourage affordable housing for all income levels.
- A lack of particular housing choices create traffic congestion as people commute from one community to another, increase costs for businesses related to employee travel time, employee absences, unnecessary street expansions and parking demand, reduced mobility for certain disadvantaged groups, and unnecessary community subsidy to remedy these and other impacts.
- The profit margin on affordable housing projects is very thin. Barriers to affordable housing will need to be removed from local regulations and land use

processes to enable property owners and developers to pursue affordable housing projects.

- The City will be experiencing the same types of demographic forces that currently impact Bend, Redmond, and other communities in Oregon. For example, the population will age and the baby-boomer generation will retire. Households will become smaller. To prepare for this eventuality La Pine must provide for a variety of housing types. The variety will help meet affordability demand, and it will help meet new housing demand in general. Since there will be more single head of households, people will desire units that are smaller and those that will require less maintenance and can be located within walking distances of shopping, houses of worship, parks/recreation, schools, and medical facilities. This dictates development of more compact housing forms and innovations in how structures are designed and arranged to suit a variety of needs.
- The City and County should encourage subsidized housing to be located at a variety of locations in close proximity to support services and/or near transit.
- Residential zones and other neighborhoods should offer a wide variety of compatible housing types and densities.

<b>Goal # 6:</b> Recognize that addressing the housing needs of the community is essential to the successful future of La Pine as desirable place to live, work, shop, and play.
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### **Policies**

- Strategies to improve the type and range of housing choices in the community must be based upon careful examination of demographic data, trends, and local demands.
- Certain development regulations and techniques can influence the market-driven nature of housing development.
- The recent Census data is one of many resources necessary to examine for understanding local and regional demographics.
- The vitality of the City depends not just on the health of one aspect of housing but preferably by taking a systemic approach to growth and development, preservation and continuity.
- The greatest housing needs include a more diverse base of affordable rental opportunities signified by range of rent and housing type, particularly smaller sized structures such as duplexes and triplexes. However, the ability to take advantage of low interest rates has moved many people into homeownership where they are paying more than 30% of income on mortgages.

- The community needs more affordable single-family homes. Some potential homebuyers are being priced out of the market due to insufficient income and escalating real estate prices. For renters, the census data and other information suggests that there is a high demand for units serving people under 80% of median income. It also appears there are very few apartment units affordable to people at median income or less, and yet many households are paying more than 30% of household income for housing.
- There is a need for temporary shelters or transitional housing opportunities for people with special needs, including but not limited to, households experiencing domestic violence issues, or youth homelessness.
- The population projections anticipate more than 400 new units will be needed by 2029. This means that the community will need to provide more living units for new households where families will number 2.80 to 3.00 persons per household. Thus, over the 20-year period the community is expected to grow at 3 % per year on average.

## **VI. Programs**

The City shall:

1. Regularly monitor and analyze residential land inventories each year.
2. Determine housing type demand and encourage mechanisms to permit development of needed housing types.
3. Allocate where the identified needed housing should be developed by using overlay mapping techniques and framework planning.
4. Require the development of “Complete Neighborhoods.” The City may need to update development regulations in order to remove any barriers that restrict quality residential design and/or hinder “complete neighborhood development”.
5. Update the development codes with regard to housing development and natural feature protection.
6. Inventory and determine which types of residential units and neighborhoods would benefit from rehabilitation and connection to urban services.
7. Encourage rehabilitation and maintenance of housing in existing neighborhoods to preserve the housing stock and increase the availability of safe and sanitary living units.

8. Explore funding options such as CDBG, HOME, and other local, State or Federal programs designed to help promote affordable housing and to help disadvantaged property owners rehabilitate their homes.
9. Study and develop a range of incentives and other programs aimed at helping the community understand the value of participating in the rehabilitation of housing units.
10. Revise and update the development codes to ensure that wide ranges of housing types are required and permitted throughout the community.
11. Inventory all manufactured, mobile and accessory dwellings.
12. Provide for mobile home or manufactured dwelling parks within the urban growth boundaries to allow persons and families a choice of residential settings.
13. Update regulations to require development of new mobile home parks and siting of individual mobile homes consistent with State law.
14. Develop special standards for the siting and development of accessory dwellings.
15. Institute fee mechanisms and programs that help to encourage the development of affordable housing.
16. Develop land use regulations to improve compatibility standards between uses in the development of “complete neighborhoods” and redevelopment in existing neighborhoods.
17. Develop the land use regulations to require multi-modal access in new and redeveloping neighborhoods as appropriate.
18. Develop the land use regulations to permit a range of housing types and flexible PUD standards that encourage more efficient use of land.
19. The City shall develop transition zoning/urban to rural interface overlay regulations and implementation ordinances to assist in reducing the potential negative impacts associated with urban development and lower density areas.
20. Participate with Housing Works(formerly Central Oregon Regional Housing Authority), COCAAN and/or other public or private non-profit organizations in the development of a regional housing plan to address issues and to establish programs which address housing affordability, density, home ownership, neighborhoods and location. Such plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

21. Provide funding for affordable housing when feasible and with community consensus.
22. Modify the development review process to expedite affordable housing proposals and reduce development and operating costs when such proposals are in accordance with zoning ordinances and with provisions of comprehensive plans.
23. Determine that SDC payments and other development deposits, fees and taxes for affordable housing projects will be deferred until title transfer or final occupancy of the structure. Additional methods and devices for reducing development barriers should be examined and, after consideration of the impact on lower income households, include, but not be limited to: (1) tax incentives and disincentives; (2) building and construction code revision; (3) zoning and land use controls; (4) subsidies and loans; (5) fee and less-than-fee acquisition techniques; (6) enforcement of local health and safety codes; and (7) coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.
24. Examine any needed changes to local regulations to create incentives for increasing population densities in urban areas taking into consideration (1) key facilities, (2) the economic, environmental, social and energy consequences of the proposed densities and (3) the optimal use of existing urban land particularly in sections containing significant amounts of unsound substandard structures. This may include the promotion and development of institutional and financial mechanisms to provide for affordable housing and the investigation of available federal, state and local programs and private options for financing affordable and special needs housing.
25. Monitor the stability of existing affordable housing options to determine their sustainability and usefulness.
26. Encourage and support social and health service organizations, which offer support programs for those with special needs, particularly those programs that help people remain in the community.
27. Preserve existing affordable housing through adoption of land use regulations that promote affordable housing and examine alternatives for providing services, including transit.
28. Create an inventory of city-owned land that can be set aside for special housing development (TDC credits, low income, etc.) this may include the development of organizational capability to coordinate such efforts.

29. Develop a density bonus program in which developers may receive “credit” in additional units (beyond what zoning allows) if units available and affordable to households under 80% of median income are integrated into new projects.
30. Modify the development regulations to allow housing above retail in the town center/downtown.
31. Develop workforce housing standards and implementation programs.
32. Build understanding and support for affordable housing by instituting a public information program and community forums.
33. Examine the most recent sources of data to determine housing needs and monitor demographic trends.
34. Promote an awareness of housing issues and provide regulatory solutions. This may include changes to development regulations and increased flexibility for those who desire to build affordable housing units.
35. Provide flexible regulations as appropriate for those entities that propose to build temporary shelters and transitional housing opportunities.
36. Monitor and evaluate the population projections as they are amended from time to time. The City shall also inventory all new development and prepare a report of all new activity and housing unit creation, demolitions and expansion.
37. Budget funds for staffing to support a sustainable housing program.

# **City of LaPine – Comprehensive Plan - Chapter 11**

## **Energy Conservation**

### **I. State Planning Goal 13, Energy Conservation**

Oregon State Planning Goal 13 intends that the land itself, the uses and the arrangement of the land and uses be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The methods prescribed by the Goal require maximum efficiency in energy utilization should be achieved through the implementation measures of land use planning. Consideration must also be given to redevelopment of land that is no longer being utilized to its maximum extent, including increased density of housing development along high volume transportation corridors to encourage use of multi-modal transportation systems. Additionally, development should encourage the conservation of natural resources and minimize the depletion of non-renewable resources – when ever possible land use plans should encourage the use of renewable resources. However, in doing so, the local and regional development pattern must be taken into consideration. Rural areas that rely on larger service areas and greater travel distances should initiate programs locally to meet the intent of the goal through greater self reliance.

### **II. Purpose and Intent**

The conservation of energy in every community has a different set of variables that must be evaluated and weighed when developing local rules regarding energy consumption. For La Pine, the large travel distance between the primary employment and service areas of Bend and Redmond to the north must be taken into consideration. Additionally, the very cold, snowy winters and hot, dry summers have implications not only the amount of energy consumed, but also the opportunity to implement local policies to reduce consumption. While there are always methods that can be put into effect, in communities like La Pine with these unique circumstances some methods that may work in other communities may not be practical in La Pine. For instance, in the northern part of Deschutes County, where winters are milder and commute distances are shorter, pure energy consumption in the form of heating and cooling, and automobile fuel consumption, are not as great as they are in La Pine. Thus, while certain energy saving policies toward local development can be implemented, there are certain factors that cannot be ignored. Although, at the local level there are a variety of development patters that can be implemented in La Pine to begin to more efficiently use energy resources.

### **III. Issues**

#### **Travel Requirements**

The City of La Pine serves as a service center for the outlying rural area which has a sprawling residential development pattern that was established in the 1960's, prior to Oregon's current land use planning requirements. The outlying area lacks many urban services, including commercial and service needs necessary for everyday life. Although lacking some services itself, the City of La Pine is the primary source for services such as

grocery shopping, education and medical facilities. Thus, the transportation system is key to the citizens of the area, beyond the La Pine City limits. Most of the outlying residents needing such services from La Pine reside within 10 miles of the city limits.

Notwithstanding the fact that La Pine is the service area for many everyday needs to the surrounding area, La Pine is still today lacking some more specific requirements of everyday life (such as hospital and specialty/emergency medical services, and upper education opportunities) and a variety of employers and employment options. Thus, regional travel, primarily to the City of Bend 35 miles to the north is essential.

The large distance between La Pine, the outlying residents and the larger service areas make vehicular travel the primary method of transportation. This is the most energy consumptive methods of travel in the immediate area. In order to minimize vehicular energy consumption the transportation system must be efficient and economical. A key component in future development will be to work with Deschutes County and ODOT to maintain an efficient and economical transportation system. Additionally, La Pine must seek methods for improving mass transit opportunities to move people and goods between La Pine, the outlying areas and larger service centers to the north in a more efficient manner.

#### **Existing Development Pattern**

The existing development pattern in La Pine was primarily established in the 1950's and 1960's. The commercial pattern is oriented toward US Highway 97 which bisects the community. The residential pattern is removed from the commercial areas and consists of larger lot neighborhoods. This pattern results in difficulty for pedestrians and bicyclists traveling between their homes and service areas. New development patterns which require increased density along primary street corridors, with the development of bike lanes, sidewalks and bike/pedestrian trails that link residential areas to public destinations will encourage alternative travel modes (other than automobiles) and reduce energy consumption.

#### **Energy Suppliers and Opportunities**

La Pine's industrial areas and key location within Central Oregon will attract businesses seeking to develop alternative energy sources. A potential Bio-mass or other similar facility could easily locate to La Pine given the abundance of served industrial sites. Utilities to serve such uses will need to be coordinated with the service providers to ensure capacity availability. Mid-State Electric Co-operative provides electrical services to the community including long-range service and expansion plans. Natural Gas services are available from Cascade Natural Gas and opportunities for expansion are included in their long range capital program plans.

### **IV. Goals and Policies**

**Goal # 1:** Create an arrangement and density of land uses to encourage energy conservation.

## **Policies**

- Land use patterns shall achieve greater density for new residential development, including greater density along primary roadways where multi-modal transportation options are more practical.
- The City will require new construction to meet State standards and all building code requirements for weatherization and energy conservation.
- The land planning and site design shall encourage the positioning of buildings and use of vegetation to regulate the effects of the sun during the winter and summer months to implement passive energy use for heating and reduce the need for supplemental cooling.
- The City shall encourage the development of alternative energy sources such as solar, wind, geothermal and bio-mass.
- Lands that can accommodate energy production as a transitional use shall be encouraged.
- The City will seek ways to require and will encourage the further development of sidewalks, trails and other bike and pedestrian paths.
- The City shall increase the efficiency of all City operations where possible.
- Encourage recycling efforts throughout the community.

## **V. Programs**

The City shall:

1. Collaborate with the Parks and Recreation District to create plans for the development of an efficient pedestrian bike and trail system.
2. Collaborate with Deschutes County and the Oregon Department of Transportation to develop and maintain an economical and efficient transportation system.
3. Develop land use regulations that increase residential densities along primary transportation corridors for new developed areas.
4. Develop land use regulations that require development to be oriented so that the effects of solar energy can be both maximized and minimized during the winter and summer months respectively.

## **City of LaPine – Comprehensive Plan - Chapter 12 Urbanization**

### **I. State Planning Goal 14, Urbanization**

The goal intends that cities provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The Comprehensive Planning Process included an analysis of buildable land within the City limits as established with the 2006 incorporation. Along with the buildable lands determination, such lands were examined for their ability to be provided with necessary public facilities and services – this was coordinated with the master plans and comprehensive plans of the service providers and special districts. Based on this analysis, it was determined that the area within the existing City boundary contains enough (excess) area to meet the projected housing and economic land needs for the projected population growth over the 20-year planning period. Thus, the Urban Growth Boundary is commensurate with the established incorporated boundary. Further, an expansion of the UGB and/or City boundary is not anticipated. Future urban reserves planning will occur at an yet to be determined time.

### **II. Purpose and Intent**

The purpose of the city in meeting this goal is to conform with the laws and statutes for establishing a sufficiency of buildable lands within urban growth boundary and making sure that there is a supportable analysis and determination of needed residential housing patterns. The appendix and other references above indicate that the inventory of buildable lands within the city limits is more than adequate to meet the demand over the 20 year planning period. This in combination with the inventory of economic and needed park, recreation, open space and utility facility lands shows that the current city limits is more than adequate to serve the long terms needs of the community except in the unique situations described in greater detail in the preceding chapters.

When comparing the amount of acres available for housing of all types within the city limits with the necessary acres and number of housing units, the data shows that there is an excess of acreage available within the current city limits to accommodate the projected housing need. Thus, the city limits can serve as the proposed UGB and this is commensurate with the existing incorporated boundary.

### **III. Issues**

**Transition of Resource lands to needed employment, recreation, open space, utility, or housing lands.**

The City of La Pine currently contains a large number of forest and agricultural lands. The sheer number of these acres, 1,814 acres, will be a natural place to preserve or convert land to needed urban uses as the city requires during the planning period. How and when this will occur is the challenge. Notwithstanding the fact that La Pine is the service area for many everyday needs to the surrounding area, La Pine is still today lacking some more specific requirements of everyday life (such as hospital and specialty/emergency medical services, and upper education opportunities) and a variety of employers and employment options. Thus, additional lands may be needed over time to serve the demand.

### **Mixed Use Commercial Residential Districts**

The Comprehensive Plan map includes a Mixed Use Commercial Residential area in the southern part of the city, along a traditional hard-line, prescriptive boundary between standard Commercial and single-family Residential. Most of the land along on either side of this boundary is either undeveloped or under-developed. The Mixed Use Commercial Residential District is intended primarily as a smaller scale, service and office commercial district, with associated residential that may consist of upper level apartments. A live-work design concept within the mixed use district would serve as an appropriate buffer between the formal commercial and residential districts, which abut. Although, stand alone commercial and residential uses that are designed to be compatible with abutting uses would also be appropriate. It is desirable for the development within the mixed use district to be master planned, but that may not be possible in all properties due to the small to medium size of the parcels. Some assemblage of properties will be necessary for proper master planning.

### **Existing Development Pattern**

The existing development pattern in La Pine was primarily established in the 1950's and 1960's. The commercial pattern is oriented toward US Highway 97 which bisects the community. The residential pattern is removed from the commercial areas and consists of larger lot neighborhoods. This pattern results in difficulty for pedestrians and bicyclists traveling between their homes and service areas. New development patterns which require increased density along primary street corridors, with the development of bike lanes, sidewalks and bike/pedestrian trails that link residential areas to public destinations will encourage alternative travel modes (other than automobiles) and improve the concept of complete neighborhoods.

## **IV. Goals and Policies**

**Goal # 1:** It is expected that Forest and Agricultural lands within the City limits will be converted to urban uses.

### **Policies**

- Lands needed for supplementing housing, economic development, or other land uses shall be processed based upon need and balancing the urban form for the benefit of the community in its goal to establish a "Complete Community."

- Lands needed for supplementing housing, economic development, or other land uses shall be processed based upon need and balancing the urban form for the benefit of the community in its goal to establish a “Complete Community.”

**Goal #2:** Land within the City limits is adequate to serve as the La Pine Urban Growth Boundary unless special circumstances are identified and established as reasonable and supportable.

### **Policies**

- Land use patterns shall enhance the development of “Complete Neighborhoods.”
- The City shall create details on the “Complete Neighborhood” concepts and prepare guidelines for implementing the goals. This includes a listing of what elements are missing and how to establish them within the three neighborhoods.
- The land planning and site design shall encourage the positioning of buildings and use of vegetation to promote and encourage the development of the missing elements in each neighborhood.
- The need for new mixed use areas within the City shall be explored on an as needed basis for the purpose of furthering the Complete Neighborhood planning concepts envisioned by the Plan.
- At such time as a transfer of land from the Bureau of Land Management to a government agency (City of La Pine or Deschutes County) occurs along the southwest City boundary, the use of such lands for rodeo facilities shall be examined. The City desires such land to be included within the City limits, with future administration of the lands and facilities used as rodeo grounds to be determined by mutual agreement of the City and the La Pine Park and Recreation District.
- Because the final designs and plans for the Wickiup Junction interchange (Highway 97 and Burgess Road intersection) have not been completed, designations for lands within the area labeled Wickiup Junction Improvement Area on the Plan map may need to be changed when final plans are adopted. Such changes to land use designations shall be for the purpose of better coordination between the transportation facilities and adjacent land uses.
- The Urban Growth Boundary and need for new lands/annexation should be reviewed every 2-years. However, this does not obligate the City to do formal Urban Reserves Planning for such expansion.

## **V. Programs**

The City shall:

1. Hold workshops to further refine the complete neighborhood concepts.
2. Hold hearings to formalize the guidelines and goals for each neighborhood.
3. Develop standards that provide how and when Forest and Agricultural lands are to be converted to other uses.
4. Define special exceptions for expanding the urban growth boundary for special uses, etc. – Rodeo grounds, tourist areas, utility needs, etc.
5. Review the inventory of land needs within the urban growth boundary every two years to determine adequacy and provisions for any needed expansion.

## Appendices

1. Wastewater System capital Facilities Plan, La Pine Special Sewer District, Deschutes County, Oregon 2006 (HGE Inc.)
2. Water System Capital facilities Plan and Water Management and Conservation Plan, La Pine Water District, Deschutes County, Oregon – 2009 – (HGE Inc.)
3. La Pine Park and Recreation District Comprehensive Plan - Summer 2005 (GEL Oregon Inc.; J.T Atkins & Company PC)
4. Bend-La Pine Schools 2005 Sites and Facilities Plan – December 5, 2005
5. Greater La Pine Community Wildfire Protection Plan – December 13, 2005 (Kate Lighthall)
6. Deschutes County Comprehensive Plan – Title 23 of the Deschutes County Code, 2009 Buildable Lands Analysis, 2009 Economic Opportunities Analysis, Historic Lands Inventory – Pat Kliewer, Census and Claritas, Inc., Data sets, Oregon Employment Department Data Sets, Related Resource Data – State of Oregon and Bureau of Economic Analysis



# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2524

Phone: (503) 373-0050

First Floor/Coastal Fax: (503) 378-6033

Second Floor/Director's Office Fax: (503) 378-5518

Third Floor/Measure 37 Fax: (503) 378-5318

Web Address: <http://www.oregon.gov/LCD>

**DATE:** September 14, 2010

**TO:** Affected agencies, Local Officials Advisory Committee members, Citizen Involvement Committee members, Deschutes County, Citizen Involvement Committee Chair, and other interested persons



**RE:** Notice of Opportunity to Comment and to File Objections on the City of La Pine's Request for Acknowledgement of its Comprehensive Land Use Plan and Map and Land Use Regulations, for Acknowledgement with the Statewide Land Use Planning Goals

The Department of Land Conservation and Development (DLCD) has received a complete submittal from the City of La Pine requesting acknowledgment of its Comprehensive Plan and Map, and Implementing Measures for compliance with the statewide land use planning goals. This request is submitted to DLCD for review and a report to the Land Conservation and Development Commission (LCDC), which will make the decision whether to acknowledge the city's comprehensive plan and map, and implementing measures for compliance with the statewide land use planning goals.

This review is occurring as a result of the city's incorporation on December 7, 2006. All cities in Oregon are required to have a Comprehensive Land Use Plan that complies with the statewide goals. You are receiving this notice because you are either an affected agency, a member of the Local Officials Advisory Committee, Citizen Involvement Advisory Committee, Chair of the Community Coordination Committee or another person who has expressed interest in the acknowledgment proceedings for the City of La Pine.

Under LCDC's rules for Acknowledgment of Compliance (OAR 660-03-0015), this is notice that you have the opportunity to review the city's request and comment or file objections to LCDC prior to its action on the request. **To be considered, your comment or objection must be received by DLCD on or before October 29, 2010.** In addition, any person submitting comments or objections must comply with LCDC's rules at OAR 660-003, which include the following requirements:

- Any person(s) commenting or objecting to an acknowledgment request are urged to send written copy of their comments or objection(s) to the local government which has requested acknowledgment. When an objection is based upon site-specific goal requirements as applied to particular properties, the person objecting is urged to send a written copy of the objection to those persons owning the property which is the subject of the objection. State agency and special district comments or objections shall be subject to the requirements of ORS 197.254.
- The Commission shall consider only those comments and objections to an acknowledgment request in which the commentator or objecting person alleges that the local government's plan, ordinances or land use regulations do or do not conform with one or more of the goals.
- Any comments and objections or additional evidence which is not received by the Department on or before October 29, 2010 shall not be considered by the Commission unless the Commission determines that such evidence could not have been presented as required by section (1) of this rule.



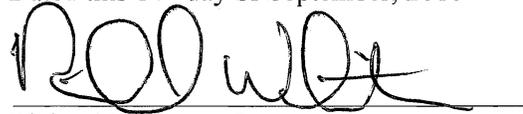
If you would like to provide comments or objections on the request, submit them in writing no later than **October 29, 2010** to: DLCD, c/o Larry French (La Pine Comprehensive Plan), 635 Capitol Street NE, Suite 150, Salem, Oregon 97301. You are encouraged to send a copy of your comments or objections to: City of La Pine, c/o Deborah McMahon (La Pine Comprehensive Plan), 51340 Highway 97, La Pine, Oregon 97739.

If you would like to review the Comprehensive Plan and Map and Implementing Measures and supporting documents, you may view a copy at:

DLCD, Central Office  
635 Capitol Street NE, Suite 150  
Salem, Oregon 97301  
Contact: Larry French  
Phone: 503.373.0050 ext. 283  
Hours: Monday-Friday 8:00-5:00

DLCD, Bend Office  
888 NW Hill Street, Suite 2  
Bend, Oregon 97701  
Contact: Jon Jinings  
Phone: 541.318.2890  
Hours Monday-Friday: By appointment only

Dated this 14<sup>th</sup> day of September, 2010



Richard Whitman, Director  
Department of Land Conservation  
and Development

**ORDINANCE NO. 2010-02**

**AN ORDINANCE ADOPTING THE COMPREHENSIVE PLAN TEXT AND MAP OF THE CITY OF LA PINE AND ADOPTING AN URBAN GROWTH BOUNDARY TO INCLUDE LAND FOR HOUSING, EMPLOYMENT, AND RELATED USES; AND DECLARING AN EMERGENCY.**

WHEREAS, the City of La Pine (the "City") was incorporated in 2006 by a vote of the people;

WHEREAS, the La Pine City Council (the "City Council") initiated a legislative process for the development of the City's first, independent Comprehensive Plan, which Comprehensive Plan includes the establishment of the City's Urban Growth Boundary;

WHEREAS, the City is required under ORS Chapter 197, and certain administrative rules promulgated thereunder, to prepare and adopt a comprehensive plan consistent with statewide planning goals;

WHEREAS, the City Council and City Planning Commission, through widely advertised citizen and coordinative agency involvement programs, and after numerous public meetings, workshops, and at least two public hearings, developed an adequate factual base pursuant to Statewide Planning Goal 2, and refined and improved the factual base through an extensive public involvement process pursuant to Statewide Planning Goal 1;

WHEREAS, the Comprehensive Plan consists of three documents, namely (a) a written text (including appendix data), (b) a Comprehensive Plan map, and (c) a legal description of the City's Urban Growth Boundary, all of which are filed in the office of the City Recorder. Each aforementioned document bears the number of this Ordinance 2010-02 (this "Ordinance") and will be authenticated and endorsed by the signatures of the Mayor and City Recorder at the time this Ordinance is passed and approved. For purposes of this Ordinance, the term "Comprehensive Plan" means the aforementioned written text (including appendix data), the map, the legal description, and certain findings of fact and a statement of policies (described below), all of which are attached hereto as Exhibit A and incorporated herein by reference;

WHEREAS, the Comprehensive Plan (including, without limitation, the Urban Growth Boundary) are supported by certain findings of fact and a statement of policies adopted in aid of the Statewide Planning Goals. Each statement of policy is supported by explanatory text and specific programs needed to implement the proposed local goals and policies. The text includes a statement of policies and procedures to be followed for proposed amendments to the Comprehensive Plan (and policies, provisions, and a map depicting the Urban Growth Boundary);

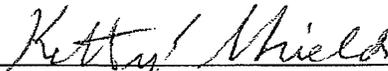
WHEREAS, after receiving the proposed Comprehensive Plan, the City Council and City Planning Commission conducted two public hearings on the Comprehensive Plan. These meetings were noticed in newspapers and media of general circulation within the City and in accordance with applicable Oregon law. In particular, notices were placed in The Bend Bulletin, Wise Buy's, The Eagle, Frontier Advertising, and on the City webpage. A City-wide Measure 56 mailer was placed around the City. There was also a coordinative agency involvement program, including continuing dialogue and discussion with the Deschutes County Board of County Commissioners;

WHEREAS, the City Council has received and considered all matters and information necessary to consider the proposed Comprehensive Plan and determined it conforms to statewide planning goals and hereby takes public notice of all matters produced, and all information necessary to consider the same.

NOW, THEREFORE, THE CITY OF LA PINE ORDAINS AS FOLLOWS:

1. The City Council adopts the above-stated findings.
2. The Comprehensive Plan is hereby approved and adopted.
3. Each provision contained in this Ordinance will be treated as a separate and independent provision. The unenforceability of any one provision will in no way impair the enforceability of any other provision contained herein. Any reading of a provision causing unenforceability will yield to a construction permitting enforcement to the maximum extent permitted by applicable law.
4. The City Council finds that the passage of this Ordinance is necessary for the immediate preservation of the peace, health, and safety of the City's citizens. The City Council further finds that a delay of thirty (30) days prior to the effective date of the Comprehensive Plan may result in acts, omissions, or conditions detrimental to the public welfare. Therefore, an emergency is declared to exist and this Ordinance will be in full force and effect upon its passage by the City Council and approval of the Mayor.

This Ordinance was PASSED by the City Council by a vote of 5 for and 0 against and APPROVED by the Mayor this 10th day of March, 2010.

  
\_\_\_\_\_  
Kitty Shields, Mayor

ATTEST:

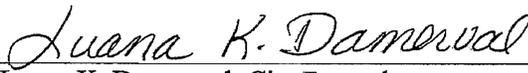
  
\_\_\_\_\_  
Luana K. Damerval, City Recorder

EXHIBIT A  
Comprehensive Plan

(attached)

# **La Pine Comprehensive Plan and Urban Growth Boundary Findings**

## **Overview**

The City of La Pine, incorporated in 2006, is Oregon's newest City. In an effort to fulfill all obligations of incorporation, La Pine is now on its way to fulfilling the land use planning requirements adopted by the State and administered by the Department of Land Conservation and Development. First in this effort is the creation of La Pine's first Comprehensive Land Use Plan and the establishment of an Urban Growth Boundary (UGB). Over the last half of 2008 and throughout 2009 the City has worked with a consultant team, local and regional agencies, and, most importantly, the citizens of La Pine to develop a direction for land uses in the community for the next 20 years. Because this is the first Comprehensive Plan and UGB for La Pine as an incorporated City (previous land use planning was done under the jurisdiction of Deschutes County and the State Unincorporated Community Rules), the citizen involvement portion of the process was emphasized – self-direction was an overriding theme expressed by citizens throughout the planning process.

Since this is the first Comprehensive Plan and UGB for La Pine, the planning process was targeted at meeting the basic requirements of the applicable Oregon Statutes and Administrative Rules, and implementing the State Land Use Planning Goals at the local level. The key components on which the Plan and UGB were based include the Adopted and Acknowledged 2009-2029 Deschutes County Coordinated Population Forecast, which included the City of La Pine, a Buildable Lands Inventory for the area within the City limits and an Economic Opportunities Analysis. Additionally, because many of the public facilities and services within La Pine are provided by Special Districts and not the City, coordination with the master plans of those groups was essential. Additionally, transition from County jurisdiction was taken into consideration – it assumed that a variety of services will still be provided by Deschutes County for the near future until the City has the capability to take over those roles.

The following findings are offered in support of the Comprehensive Plan and the establishment of an Urban Growth Boundary for the City of La Pine. They serve as a summary of the technical data included in the Plan and describe the correlation between such data and the development of the goals and policies.

## **Basic Findings of Fact**

1. In 2009 Deschutes County amended its coordinated population forecast to include the City of La Pine. The population projection for La Pine for the year 2029 is 2,566 persons. This is an increase in the population of approximately 1,000 persons over the 20-year planning period or 50 persons per year on average. The increase is based on a conservative average annual growth rate of 2.2% as agreed upon in the adopted and acknowledged 2009-2029 Deschutes County Coordinated Population Forecast. Although the current economic crisis has severely dampened residential growth in La Pine, it is still important to look out over the

20-year planning period to forecast potential land use needs to accommodate planned growth.

2. A Buildable Lands Inventory was completed for La Pine to determine the amount of land available and necessary for housing. Additionally, this inventory aided in determining the amount of land available for economic use. The inventory examined vacant lands as well as lands that were only partially developed or that were potentially redevelopable. The basis for determining what was redevelopable depended on the age and condition of the structures on the site as qualified by the Deschutes County Tax Assessor. The inventory also took into account lands that were otherwise encumbered by physical factors such as floodplain or lack of public services. It was determined that over 2,700 acres of land were available for residential development inside the La Pine City limits.
3. Based upon available Census/Claritas data and as combined with local trend data, the assumption of 3.0 persons per household was used in determining residential land need for the planning period. Additionally, it was projected that over the planning period an average residential density of 3.0 units per net acre could be achieved. This goal begins with recognizing the current low density of approximately 1.0613 people per the 1,566 gross acres of currently zoned residential land ( $1.0613 \times 1,566$  acres = current population of 1662). Increasing density by nearly 3 times the current rate may be aggressive, but it must be understood that the current range of housing choices is 97% single family residential. Thus, the proposed goals, policies, programs, and proposed land use designations contained in the Plan are designed to help improve the type of housing choices and mixed uses as a way to increase density. It was also projected that over the planning period that housing choices could be split according to a 60% single family residential to 40% multiple family residential housing ratio (although La Pine is far from this ratio currently). In combination, these factors indicate that 945.67 acres of residential land will be needed to accommodate the projected population growth over the 20-year planning period – all of this is available within the proposed UGB. The ultimate goal is to blend the desires of the community to have more choices in housing types while retaining elements that reflect community values. To achieve this goal, the future zoning ordinances that implement the Plan goals and policies will also include livability standards and density allocations per zone.
4. The primary economic lands in La Pine are the industrial lands located in the southeast portion of the City and the commercial lands, which generally follow the Highway 97 corridor in the southernmost and northernmost portions of the City. Much of the industrial land is vacant and available for new development, but there are inadequate amounts of large individual acreages. There is a need and desire for acreages of over 100 acres in size. The City of La Pine has identified other industrial and employment lands areas within the City/UGB that can be converted over time from resource uses to employment lands. The majority of the commercial lands have existing development that serves both the citizens and traveling public. Overall, La Pine has 482.80 gross acres of economic lands, with 449.00 net acres being available for development. It is projected that the city limits currently provides for all acreage needed during the

- planning period except for several “shovel-ready” large industrial development parcels of over 100 acres in size and potential recreational lands.
5. Overall, the UGB is proposed to be the same line as the boundary of the City limits. It is understood that the UGB will likely last longer than 20 years for most residential and commercial development. While the citizens of La Pine will want economic development as soon as possible, the current slow economic recovery will likely keep things from moving as fast as desired. Nonetheless, La Pine is planning for a future that accommodates planned growth. As described in more detail below, it is also understood the intent of having the UGB and City limits be the same line is to - assure the public of consistent jurisdiction for delivery of public services, including consistent land use; cohesion in developing the complete neighborhood concepts; delivery of utility and emergency services; code enforcement; and, allocation of tax dollars. The seamless jurisdiction of local government over the newly incorporated area is a top priority for the citizens of La Pine. The UGB will be filled up and developed with a variety of planned urban uses and holding zones where needed to address phased growth for the term of the Plan. This includes large lot industrial development, which must be available to respond to market desires and trends. It is essential for La Pine to not only have a variety of industrial lands but a ready supply of larger parcels for immediate development. In this way, La Pine can be more sustainable and effectively compete for businesses and industry that have traditionally overlooked La Pine in favor of Bend, Redmond, Prineville, etc.
  6. The Comprehensive Planning process was done in accordance with and in order to fulfill the requirements of Oregon’s Statewide Planning Goals. Goal 1, which mandates citizen involvement in the process was a key component in understanding the desires of the community and embodying them into the Plan. A series of public meetings, workshops, and open houses were held throughout the process at which public comment was taken. A Technical Advisory Committee was created which included representatives from various public agencies, private groups and special interest - all of which provide services to the community of La Pine. The work with the Technical Advisory Committee included coordination with Deschutes County officials for assistance in gathering information appurtenant to the project. During the planning process a Planning Commission was appointed – the Planning Commission is now the official public involvement body for the City. Lastly, the La Pine City Council and Deschutes County Board of County Commissioners were regularly updated and involved throughout the planning process. Formal public hearings were held before the City and County Planning Commissions and City Council whereby public testimony was heard.
  7. Many of the public facilities and services in La Pine (such as water, sewer, fire, law enforcement, recreation) are provided and administered by separate districts and public agencies. The City of La Pine does not yet have the capability to provide these services, but they plan to. The parties are currently in discussions about the future transfer of water and sewer services from the Special Districts. As the City grows, the local City government will expand and absorb other services. Many of the Goals and Policies contained in the Comprehensive Plan require continued coordination with such agencies and districts, and direct City

- endeavors to align with those of the service providers to the greatest degree possible.
8. An important factor for the community is the Highway 97 corridor. Highway 97 bisects the City and serves not only as the primary transportation link to/through the City, but it is also an obstacle that must be overcome for practical land use planning. Continuing work with the Oregon Department of Transportation, including transportation improvement projects, is critical for the economic health of the community.
  9. The Comprehensive Plan includes separate chapters which address all applicable Statewide Planning Goals. Included within each chapter is data sufficient to analyze the city's ability to provide the necessary land area and services to accommodate the projected population growth. Goals and policies have been established to give direction to the City Council and to let citizens know how their community will develop over the planning period.
  10. Through the Comprehensive Planning process, it was determined that there are adequate lands within the existing City limits to meet housing and commercial land needs for the next 20 years. Thus, for this and other reasons described above, the Urban Growth Boundary will be commensurate with the incorporated area. Urban reserves planning will occur at an undesignated time in the future.
  11. A Comprehensive Plan Map which identifies existing and future land uses has been developed to correspond with the text of the Plan. The map includes land use designations for residential uses (single family and multiple family), commercial, and industrial lands. Additionally, special areas were identified where on-going planning projects (Wickiup Junction Improvement Area) will affect the land uses in a yet to be determined fashion. Unlike many communities, La Pine will retain a large expanse of land with a Forest designation until these lands are rezoned for employment land and recreational purposes. The City intends to rezone those resource lands that are within the City limits within the next 24 months. These lands will be urbanized over the planning period and designated for employment and recreation lands as shown on the Comprehensive Plan map. Much of this land lies on the east side of the City where new streets will provide adequate access and services for potential large lot industrial lands and opportunities for large energy production sites. La Pine is fortunate to be able to retain large parcels for economic development and to accommodate transitional uses until such time lands are needed for their ultimate urban development purposes. Such transitional uses include recreation, large lot industrial development, sewer expansion, energy production sites, wildfire management areas, which also include removal of vegetation as necessary to support healthy forest or to potentially provide fuels for biomass plants and other industry.

### **Conformance with Statewide Planning Goals**

#### **Goal 1: Citizen Involvement**

**To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

**Findings:** The public involvement efforts associated with the Comprehensive Planning process included mailed public notice, notices posted in conspicuous places throughout

the community and formal notice printed in local newspapers, the broader community's "Bulletin" newspaper, and other local venues to advertise for public meetings and hearings. A variety of public information meetings were held at which citizens gave input on the vision for their community and were educated about the Oregon planning requirements. A Technical Advisory Committee that included representatives from service districts, private business organizations and partner agencies met a variety of times to discuss specifically targeted topics related to their expertise. Toward the end of the planning process a Planning Commission was appointed as the formal public involvement body for the City. Work sessions and public hearings were held before the Planning Commission and City Council to receive input on the goals, policies and direction of the Plan. In addition to the meetings and hearings, all materials generated throughout the planning process were posted to the City web site and were available in hard copy at City Hall. City staff and consultants were available to the community and this helped those who could not make the meetings and needed to ask questions in person, via email, or phone. The City also provided Braille copies of the Plan to those who requested it.

Based on this course of action the City has complied with the Citizen Involvement requirements of the Goal and made additional efforts to obtain public input in the planning process.

## **Goal 2: Land Use Planning**

**To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

**Findings:** The City of La Pine Comprehensive Plan and establishment of an Urban Growth Boundary are the initial steps toward implementing the Oregon planning requirements at the local level. As part of this process the City and their consultant utilized a variety of studies and trend data from the US Census, Claritas, Oregon Economic and Employment Departments, DLCD, BLM, OEDD; Deschutes County, etc. The City also prepared a Buildable Land Inventory and Economic Opportunities Analysis to establish a basis for future urban land needs. Additionally, the master plans and comprehensive plans from service districts and partner agencies were utilized to ensure that City goals and policies were aligned with those service providers. The districts and agencies included: the La Pine water and sewer district; the La Pine Park and Recreation District; the La Pine Rural Fire Protection District; Deschutes County; USFS; BLM; ODOT; and, the Bend-La Pine School District, etc. All goals and policies of the Plan and the Urban Growth Boundary were designed to be consistent with the direction of the existing service providers and to meet future needs based on the coordinated population forecast and area employment forecasts.

Based on the fact that this is the initial Comprehensive Plan and designation of an Urban Growth Boundary for La Pine, and both the Plan and UGB were coordinated with service providers, the City of La Pine has complied with Land Use Planning requirements of the Statewide Planning Goals.

### **Goal 3: Agricultural Lands**

#### **To preserve and maintain agricultural lands.**

**Findings:** Small pockets of land designated as Agriculture on the previous Deschutes County Comprehensive Plan exist along the floodplain and riparian areas associated with the Little Deschutes River as it runs through La Pine. Although the City is not required to plan for agricultural lands within the UGB, the Comprehensive Plan contains goals and policies indicating that such lands should be preserved and incorporated into future development as open space or in other mixes of uses as practicable. Additionally, the right to continue agricultural practices on such lands until they further developed is included in the policies of the Plan.

### **Goal 4: Forest Lands**

#### **To preserve and maintain forest lands.**

**Findings:** Large areas of undeveloped land designated as Forest on the previous Deschutes County Comprehensive Plan exist along the west side of the City, generally west of Highway 97. Although the City is not required to plan for forestlands within the UGB, the Comprehensive Plan contains goals and policies indicating that such lands should be preserved and incorporated into future development as open space and wildlife corridors as practicable or as large lots for future industrial and employment land needs. Additionally, the right to continue forest practices on such lands until such time as they further developed is included in the policies of the Plan. Lastly, a wildfire protection overlay designation has been placed on such lands to ensure that such lands do not become a hazard to the community.

### **Goal 5: Open Space, Scenic and Historic Areas and Natural Resources**

#### **To protect natural resources and conserve scenic and historic areas and open space.**

**Findings:** Goal 5 planning for the City and surrounding area was done by Deschutes County as part of their Comprehensive Planning when the community was under their jurisdiction. The acknowledged Goal 5 resources include view shed corridor protection along the Little Deschutes River and the protection of wildlife (deer) migration corridors through the community. Policies that acknowledge these resources are included in the Plan and it is assumed that similar protection will be afforded when the City develops a development code. Additionally, an inventory of historic and cultural resources was completed during the comprehensive planning process – this inventory was adopted by the City Council and will be the basis for developing a Historic Code to implement the policies for protecting such resources as stated in the Plan. Lastly, the continued designations of agriculture and forest for lands within the City (per previous Deschutes County Comprehensive Plan designation), will result in retention of open space until master planning of these areas can be completed.

Based on these factors, the Open Space, Scenic and Historic Areas and Natural Resources in La Pine will be continually protected and planned for as required by the Goal.

### **Goal 6: Air, Water and Land Resources Quality**

#### **To maintain and improve the quality of the air, water and land resources of the state.**

**Findings:** There are no specifically identified air or land resources that are areas of concern in the La Pine UGB. However, La Pine is within an area that has been identified as a high groundwater area of concern. A study of the La Pine area (including the surrounding rural area) by Deschutes County found high levels of nitrates in the groundwater. A goal of the City is to eliminate septic systems within the community by working with the La Pine sewer district to expand the sewer system to unserved areas within the UGB. Additionally, it will be a requirement of all new development to connect to the sewer system.

Another area of concern is protection of the Little Deschutes River. The Plan includes policies that will protect the riparian corridor and water quality of this resource. Development and encroachment into the corridor will be limited. Additionally, future urban storm water management regulations will be implemented to protect both the river and ground water resources from this potential source of contamination.

Based on these factors, the Air, Water and Land Resources in La Pine will be continually protected and planned for as required by the Goal.

**Goal 7: Areas Subject to Natural Disasters and Hazards  
To protect people and property from natural hazards.**

**Findings:** The two areas of concern are the risk of wildfire on forested lands and flooding along the Little Deschutes River. As part of the planning process, the City consulted with the La Pine Rural Fire Protection District and the Deschutes County Forester. The direction was to adopt policies which implement the Greater La Pine Community Wildfire Protection Plan. In this effort, policies were adopted to require the establishment of a Wildfire Protection Overlay Zone for the forested areas within the UGB. The designation of such areas will require lands to be managed to reduce and prevent the risk of wildfire prior to and in conjunction with development.

The floodplain and floodway associated with the Little Deschutes River has been mapped by FEMA. Policies which limit development in these areas, with specific protections for all development that is allowed, will be implemented in a manner similar to the previous requirements imposed by Deschutes County.

Based on policies associated with fire protection (including a fire protection overlay zone) and limiting development in the floodplain, the people and property of La Pine will be protected from natural hazards.

**Goal 8: Recreational Needs**

**To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

**Findings:** The recreational needs of the citizens and visitors to the community are met in both formal and informal ways. The La Pine Park and Recreation District provides and administers the formal recreational opportunities within the community – these include parks and recreational programs. The District has an adopted Comprehensive Plan which

specifies park and program needs; necessary facilities and improvements; aspirational goals and policies; and, funding methods. This plan gives direction to the formal recreational needs of the community for the next 20-years. The City of La Pine Comprehensive Plan requires coordination with the Park and Recreation District and includes policies that will require all new development to consider the recreational needs of citizens as outlined in the District Comprehensive Plan.

The informal recreational needs of the community are met primarily by the surrounding public lands, including the national forests, national recreation areas and state parks. It is anticipated that the tight controls over such lands will ensure that development in such areas will be limited and that the recreational opportunities will be retained. The City Plan requires continued coordination with the BLM, National Forest and Oregon Department of Parks and Recreation as any changes to such areas are proposed or when more land is needed.

### **Goal 9: Economic Development**

**To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens**

**Findings:** Goal 9 requires that Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements. In determining the proper data collection and approach for the Economic Opportunities Analysis data from National, State, and Local resources were utilized. The overall result of such data shows that La Pine has adequate lands for economic development purposes and that the current city limits can serve as the primary urban growth boundary for the 20 year planning period unless new factors arise that show additional land is needed for large lot industrial development and/or land is needed for specific tourism/recreational needs such as the proposed Rodeo expansion.

### **Goal 10: Housing**

**To provide for the housing needs of citizens of the state.**

**Findings:** Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Goals and policies have been included in the Comprehensive Plan that are aimed at providing a mix of housing types to meet the goal and begin to change the existing pattern of single family dwellings being the primary housing option.

In determining the housing need, the primary basis of information is the buildable lands inventory (BLI) that was done with the creation of the Comprehensive Plan. The BLI

contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period.

The Deschutes County coordinated population study indicated that La Pine will grow by approximately 1,000 citizens over the 20-year planning period. The 2029 population projection is 2,566 people within the UGB.

The existing number of housing units and average density within the UGB on residential zoned lands is very low. There are a total of 871 single-family units and 54 multiple family units on approximately 572 acres. This results in an average density of 1.61713 units per acre showing that there is prevalence of single-family dwellings on larger lots.

The BLI found that over 2,700 acres of buildable (including vacant and redevelopable) acres of land available for residential uses inside the existing incorporated boundary. Much of this land is in the central part of the City, west of Highway 97, in a neighborhood master planned by Deschutes County over the past few years.

While evaluating the research data for the Comprehensive Plan, an average household size of 3.0 persons was assumed. Additionally, a future average residential density of 3.0 units per net acre was used as a future goal. It was also assumed, as a goal, that housing would be split according to a 60% single family residential to 40% multiple family residential housing ratio (although La Pine is far from this ratio currently). In combination, these factors indicate that no new acres of residential land area will be needed as residential lands to accommodate the projected population growth over the 20-year planning period. When comparing the amount of acres available for housing of all types within the UGB with the necessary acres and number of housing units, the data shows that there is an adequate acreage available within the UGB to accommodate the projected housing need.

The UGB is commensurate with the existing incorporated boundary. The primary reason for this began during incorporation process. The unincorporated rural communities of La Pine and Wickiup Junction were separated by approximately two miles with a large expanse of vacant land that was ripe for development lying in between. Additionally, the need for services (water and sewer) was necessary in both areas of the community. Thus, for planning purposes and economy in providing services to the developed areas, both areas and the undeveloped area in between were all included in the incorporated boundary. For this reason, and other reasons stated above, the proposed UGB is the logical choice.

In addition to the land area available for housing, the areas designated as residential on the Plan Map also include enough acreage for ancillary uses such as schools, churches, parks, other community spaces, and energy production uses, etc. to serve residents.

The following are the residential land use districts designated by the La Pine Comprehensive Plan Map:

RS - Single Family Density Residential Zone  
RM - Multi-Family Density Residential Zone  
MR - Neighborhood Master Plan Residential Zone

These three basic districts will replace the previous designations on the Deschutes County Comprehensive Plan Map, which were specific to a neighborhood master plan design and still reflected the rural residential exception area designation that was in place prior to incorporation.

In addition to the strictly residential zones, the Plan Map also includes some mixed use designations which will allow residential use in combination with a variety of small scale commercial uses.

Overall, the distribution of land designated for housing was coordinated with service commercial areas and employment centers to result in the development of complete neighborhoods. The complete neighborhood concept will allow residents to meet basic daily needs in close proximity to their homes and mesh well with other goals and policies of the Plan that encourage and require multi-modal transportation options, less consumption of energy and the economically viable provision of public facilities and services.

Based on the creation of the BLI as a base document for reference, the designation of lands for a variety of housing types and options, and the existing acreage necessary for housing to meet the population projections, the City will satisfy the intent of this goal to provide for the housing needs for the citizens of the state.

#### **Goal 11: Public Facilities and Services**

**To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**Findings:** Under the Oregon planning process, Cities with a population of less than 2,500 people are not required to develop a public facility plan – typically water and sewer master plans, and transportation plans. Since La Pine’s current population is approximately 1,600 people and is only projected to grow to 2,600 people in the 20-year planning period, it will be some time before this is a requirement that must be fulfilled by the City. Notwithstanding this fact, the water and sewer services in the City are provided and administered by the La Pine Water and Sewer Districts.

The La Pine Water and Sewer Districts are agencies that provide water and sewer service within the community. These districts have management and capital facilities master plans which guide future expansion of the facilities in the community. These plans have been adopted by the governing boards of those agencies and have been formally put into action. The goals and policies of the City’s Comprehensive Plan require continued coordination between the City and the districts to determine the carrying capacity of lands within the City, the expansion of the system to serve those areas projected to develop first and eventual development of system development charges to aid in funding capital improvements. The acknowledgement of the districts adopted plans and required

coordination with City land use patterns will ensure that there will be a timely, orderly and efficient arrangement of public facilities and services to serve the projected urban development.

### **Goal 12: Transportation**

**To provide and encourage a safe, convenient and economic transportation system.**

**Findings:** The City of LaPine is adopting goals and policies aimed at developing a multimodal transportation system as development occurs within the UGB. Ultimately, the City will develop a Transportation System Plan (TSP) that is consistent with the policies of Statewide Planning Goal 12 - Transportation. A key component for the creation of a TSP and capital improvements is funding and revenue – currently La Pine does not have the necessary funds to complete major street maintenance and improvement projects. However, the City in collaboration with other agencies, is working on a transportation corridor plan that will be the basis for a future TSP. The City is currently working with partner agencies, ODOT, LIGI, and Deschutes County, to complete the necessary planning for major improvements such as the Wickiup Junction interchange and a Highway 97 Corridor Study that will examine the need for improvements at key intersections through the City. Other than these major projects, secondary projects within the community include the paving of some unimproved local streets and the construction of sidewalks, bike lanes and a trail system along arterials to encourage less reliance on vehicular travel. However, identification of specific projects, along with prioritization, will have to wait until the City's TSP is developed and a corresponding Capital Improvement Plan is adopted – again, this is contingent on a steady source of funding.

To this end, the City is working internally and with Deschutes County to develop the methodology for adopting System Development Charges for street improvements. Over the past few years, Deschutes County had been charging Transportation SDC's for new development in the City area that is now incorporated – those funds will likely be transferred to the City for improvements within the UGB or the City will create their own SDC program. The Comprehensive Plan contains goals and policies aimed at providing a steady source of revenue that also include the possibility of alternative sources over and above SDC's – these include local improvement districts, grants, levies, taxes, bonds, etc., all of which are dependent upon the funding necessary to complete anticipated projects in the yet to be completed TSP.

Until the TSP is completed and certain funding options are in place, the City will rely on policies that require new development to complete multi-modal transportation improvements as deemed necessary to support the proposed development. This means exactions imposed on new development through the land use planning process will be the primary source of improvements within the community until the TSP is completed and revenue sources are realized, except for any improvements that are done by ODOT along the Highway 97 corridor.

By implementing goals and policies that require multi modal improvements to be constructed, for permanent funding methods to be adopted, for a TSP to be developed and

for a Capital Improvement Program to be adopted, the City of La Pine will provide and encourage a safe, convenient and economic transportation system as envisioned by the Goal.

### **Goal 13 Energy Conservation**

#### **To conserve energy.**

**Findings:** The City of La Pine has an existing development pattern that consists of low density, large lot, and single-family residential development. Many of the residents of the neighborhoods within La Pine must travel by automobile for basic everyday needs. Bicycle and walking are not viable options for many residents due to the distances between housing and service areas and the lack of facilities such as bike lanes and sidewalks. Additionally, much of the employment base for residents of La Pine is in Bend, 30 miles to the north. Again, vehicular travel is necessary on Highway 97 to reach jobs. All of these factors contribute to an inefficient use of energy for residents of the community.

Goals and policies within various chapters of the Plan will all work together to reduce energy consumption within the community. The Comprehensive Plan Map shows that housing, commercial and employment lands have been oriented to create Complete Neighborhoods with centers that will be characterized by denser development and a mix of uses, including commercial services. Other goals and policies aimed at increasing sidewalks and bike lanes with new development will allow an interaction between areas that does not rely on vehicular travel. Complete Neighborhoods will begin to alleviate the need to drive to Highway 97 for access to all parts of the City and to reach all services.

The City of La Pine is also planning to provide for transitional uses of lands that may result in a variety of energy production options. For example, the large acres of BLM land, within the City that lie next to city sewage treatment plant will likely be transferred to the City or County. While these lands may not be needed for sewer purposes for many years, they do provide lands upon which to develop solar arrays and other energy production facilities given their close proximity to the BPA energy lines. This type of energy product will help La Pine with utilization of vacant lands until they are needed for their ultimate urban purpose.

### **Goal 14: Urbanization**

#### **To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.**

**Findings:** The Comprehensive Planning Process included an analysis of buildable land within the City limits as established with the 2006 incorporation. Along with the buildable lands determination, such lands were examined for their ability to be provided with necessary public facilities and services – this was coordinated with the master plans and comprehensive plans of the service providers and special districts. Based on this analysis, it was determined that the area within the existing City boundary contains

adequate lands needed to meet the projected housing and economic land needs for the projected population growth over the 20-year planning period. The Urban Growth Boundary is commensurate with the established incorporated boundary. Further, an expansion of the UGB and/or City boundary is not anticipated for residential uses. Future urban reserves planning will occur at an yet to be determined time.

### **Urban Growth Boundary**

## **VI. CONFORMANCE WITH STATE STATUTES**

### **ORS 197.296 Factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns.**

#### **(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and**

**Findings:** In determining the housing need, the primary basis of information is the buildable lands inventory (BLI) that was done with the creation of the Comprehensive Plan. The BLI contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period. Much of the data included in the BLI is contained in the text of the Comprehensive Plan with the BLI serving as an exhibit.

#### **(b) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.**

**Findings:** In determining the housing need, the primary basis of information is the buildable lands inventory (BLI) that was done with the creation of the Comprehensive Plan. The BLI contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period.

The Deschutes County coordinated population study indicated that La Pine will grow by approximately 1,000 citizens over the 20-year planning period. The 2029 population projection is 2,566 people within the UGB.

The existing number of housing units and average density within the city limits is 871 single-family units and 54 multiple family units, on 572 acres for a density of 1.61713 units per acre. This in combination with the density of units over all residential lands reveals that the overall density within the city limits is relatively low due to the prevalence of single-family dwelling on larger lots.

The BLI found approximately 945.67 buildable (including vacant and redevelopable) acres of land was needed for residential uses inside the existing incorporated boundary. Much of this land is in the central part of the City, west of Highway 97, in a neighborhood master planned by Deschutes County over the past few years.

While preparing the data for the Comprehensive Plan, an average household size of 3.0 persons was assumed. Additionally, an average future residential density of 3.0 units per

acre was used. It was also assumed that housing would be split according to a 60% single family residential to 40% multiple family residential housing ratio (although La Pine is far from this ratio currently). In combination, these factors indicate that there are adequate acres of land area to accommodate future housing units to meet the projected population growth over the 20-year planning period. When comparing the amount of acres available for housing of all types within the city limits with the necessary acres and number of housing units, the data shows that there is adequate acreage available within the current city limits to accommodate the projected housing need. Thus, the city limits can serve as the proposed UGB and this is commensurate with the existing incorporated boundary.

# La Pine Comprehensive Plan Contact List

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Bend	OR	97701 541-749-5151	<a href="mailto:newsdirector@kohd.com">newsdirector@kohd.com</a>
Bend	OR	97708 541-382-5263	<a href="mailto:ryan@kbnd.com">ryan@kbnd.com</a>
Gilchrist	OR	97737 541-433-5482	<a href="mailto:news@kitcfm.com">news@kitcfm.com</a>
La Pine	OR	97739 541-536-2223	<a href="mailto:tony.debone@lapineparks.org">tony.debone@lapineparks.org</a>

## La Pine Comprehensive Plan Contact List

Firstname	Lastname	Title	Agency/Firm	Address1	Address2	City	State	Zip	Telephone	E-mail
Jan	Hanf		Bureau of Land Management	3050 NE 3rd Street		Prineville	OR	97764	541-416-6721	Jan.Hanf@or.blm.gov
Steve	Johnson		Central Or Irrig Distr	1055 SW Lake Court		Redmond	OR	97756	541-548-6047	stevej@cold.org
Christine	Nelson		City of La Pine	PO Box 3055	51340 Hwy 97	La Pine	OR	97739	541-536-1432	cnelson@ci.la-pine.or.us
Mollie	Chaudet		Deschutes National Forest	1001 SW Emkay Drive		Bend	OR	97702	541-5517	mchaudet@fs.fed.us
Tom	Walker		Bend/Ft. Rock Ranger Station	1230 NE 3rd St., Ste. A262		Bend	OR	97701	541-383-4787	twalker@fs.fed.us
Bonnie	Lamb		ODEQ	300 SE Reed Market Rd		Bend	OR	97702	541-388-6146x239	LAMB.Bonnie@deg.state.or.us
Bob	Baggett		ODEQ	300 SE Reed Market Rd		Bend	OR	97702	541-388-6146x230	robert.baggett@state.or.us
Audrey	Hatch		ODFW	3406 Cherry Ave. NE		Salem	OR	97303	503-947-6320	Audrey.C.Hatch@state.or.us
Michael	Pope		ODFW	3406 Cherry Ave. NE		Salem	OR	97303	503-947-6086	michael.d.pope@state.or.us
Ted	Wise		ODFE	61374 Parrell Rd		Bend	OR	97701	541-388-6363	Ted.G.Wise@state.or.us
Glen	Ardt		ODFW	61374 Parrell Rd		Bend	OR	97701	541-388-6444x30	glen.l.ardt@state.or.us
Stu	Otto		ODF	PO Box 670	3501 E. 3rd St	Prineville	OR	97754	541-447-5658x232	Stu.A.Otto@state.or.us
Doug	White		DLCD	888 NW Hill St., Ste 2		Bend	OR	97701-2942	541-318-8193	doug.white@state.or.us
John E.	Lilly		ODSL	775 Summer St., Ste 100		Salem	OR	97301	503-378-3805x281	John.Lilly@state.or.us
Bethany	Harrington		ODSL W & W Conserv Div	1645 NE Forbe Ave., Ste 112		Bend	OR	97701	541-388-6345	bethany.harrington@state.or.us
Mark	DeVoney		ODOT	63085 N. Hwy 97, Ste 107		Bend	OR	97701	541-388-8333	mark.devoney@odot.state.or.us
Jim	Bryant		ODOT, Region 4	63085 N. Hwy 97, Ste 107		Bend	OR	97701	541-388-8437	james.r.bryant@odot.state.or.us
Letha	Crawford		Oregon Parks & Recreation Dept.	1645 NE Forbe Ave., Ste 112		Bend	OR	97701	541-388-8073	letha.crawford@state.or.us
Kyle	Gorman		OWRD, District 11	1340 NW Wall St., Ste 100		Bend	OR	97701	541-388-6669	kyle.g.gorman@state.or.us
Jennifer	O'Reilly		US Fish & Wildlife Service	20310 Empire Ave., Ste A100		Bend	OR	97701	541-312-6426	jennifer.oreilly@fws.gov
Joe	Stutler		Deschutes County Forester	61150 SE 27th St.		Bend	OR	97702	541-382-8102	joest@co.deschutes.or.us
Teresa	Rozic		Deschutes County Prop Specialist	1300 NW Wall St., Ste 200		Bend	OR	97701	541-385-1414	teresaro@co.deschutes.or.us
Rose	Alsbury	Exec. Dir.	La Pine Chamber of Commerce	PO Box 616	51425 Hwy 97, Ste A	La Pine	OR	97739	541-536-9771	director@lapine.org
Dennis	Smeage	Pres & CEO	Sunriver Area Chamber	PO Box 3246	57100 Beaver Dr, Bldg 5	Sunriver	OR	97707	541-593-8149	dsmeage@sunriverchamber.com
Carl	Jansen	President	Upper Deschutes Riv Coalition	PO Box 3042		Sunriver	OR	97707		carlj@searchna.com
Jake	Keller	Secretary	Upper Deschutes Riv Coalition	PO Box 3042		Sunriver	OR	97707		vancellar@msn.com
Randy	Heise	Exec Dir	Newberry Habitat for Humanity	PO Box 3364		Sunriver	OR	97707	541-593-5005	
Christine	Lewis	Housing Affair	Housing Works	405 SW 6th Street		Redmond	OR	97756	541-323-7404	clewis@housing-works.org
			Central Oregon Builders Assoc	61396 S Hwy 97, Ste 203		Bend	OR	97702	541-388-1058	
Eric	Strobel	Business Dev	Econ Devmt for Central Oregon	109 NW Greenwood Ave, Ste 102		Bend	OR	97701	541-388-3236	eric@edcoinfo.com
Lee	Smith	General Mgr	La Pine Industrial Group, Inc.	PO Box 1440		La Pine	OR	97739	541-536-9042	lapineig@ucl.net
John E.	Rexford	Dep. Superin	Bend-La Pine School District	520 NW Wall St.		Bend	OR	97701	541-383-6007	john.rexford@bend.k12.or.us
Peter	Russell	Sr. Transp. P	Deschutes County	117 NW Lafayette Ave		Bend	OR	97701	541-383-6718	peter@co.deschutes.or.us
Peter	Gutowsky	Principal Plan	Deschutes County	117 NW Lafayette Ave		Bend	OR	97701	541-385-1709	peter@co.deschutes.or.us
Tim	Berg	GIS Analyst/p	Deschutes County	117 NW Lafayette Ave		Bend	OR	97701	541-330-4648	timb@co.deschutes.or.us
Kevin	Harrison	Acting PD	Deschutes County	117 NW Lafayette Ave		Bend	OR	97701	541-385-1401	kevinh@co.deschutes.or.us
Jim	Gustafson	Fire Chief	La Pine Rural Fire Protection Distr	PO Box 10		La Pine	OR	97739	541-536-2935	info@lapinefire.org
			KTVZ Television	PO Box 6038	62990 O.B. Riley Rd.	Bend	OR	97708	541-383-2121	publicaffairs@ktvz.com
Nicole	Moye	News Dir.	KOHD Television	63049 Lower Meadow Dr.		Bend	OR	97701	541-749-5151	newsdirector@kohd.com
Ayan	Cambridge	News Dir.	KBND Radio	PO Box 5037	711 NE Butler Mkt Rd	Bend	OR	97708	541-382-5263	ayan@kbnd.com
			KITC 106.5 FM	PO Box 774		Gilchrist	OR	97737	541-433-5482	news@kitcfm.com
Tony	DeBone	Chmn of the	La Pine Park & Recreation Distr	PO Box 664	16405 First Street	La Pine	OR	97739	541-536-2223	tony.debone@lapineparks.org
Scott	Aycock	Program Adm	Central Oregon Intergov Council	2363 SW Glacier Place		Redmond	OR	97756	541-548-9525	scotta@coic.org
Andrew	Spreadbor	Program Adm	Central Oregon Intergov Council	2363 SW Glacier Place		Redmond	OR	97756	541-504-3306	

<b>Project Partner:</b>	<b>Role:</b>
Bend-La Pine School District	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 8.
Central Oregon Intergovernmental Council	Will provide grant writing assistance, procurement assistance
Deschutes County Planning Department	Will provide GIS data, technical assistance, in-kind services to develop coordinated population forecast, serve on Technical Advisory Committee.
Deschutes County Road Department	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 12.
Economic Development for Central Oregon	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 9.
Housing Works (regional housing authority)	Will provide information, data, and technical review. Will serve on Technical Advisory Committee on Goal 10.
La Pine Chamber of Commerce – Economic Development Committee	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 9.
La Pine Sewer District	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 8.
La Pine Water District	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 8.
La Pine Industrial Group	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 9.
La Pine Rural Fire Protection District	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 7.
La Pine Park and Recreation District	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 8.
Newberry Habitat for Humanity	Will serve on Technical Advisory Committee, will provide specific assistance and input on Goal 10.
Oregon Department of Land Conservation and Development	Overall technical assistance
Oregon Housing and Community Services	Technical assistance on Goal 10 Element
Oregon Department of Fish and Wildlife	Technical assistance on Goal 5 Element
Oregon Economic and Community Development Department	Technical assistance on Goal 9 Element
Oregon Employment Department	Technical assistance on Goal 9 Element
Oregon Department of Forestry	Technical assistance on Goal 4 Element
Oregon Department of Transportation	Technical assistance on Goal 12 Element
Governor's Economic Revitalization Team	Overall technical assistance
U.S. Bureau of Land Management	Technical assistance on Goal 4 Element
U.S. Forest Service	Technical assistance on Goal 4 Element

## Christine Nelson

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**From:** Christine Nelson  
**Sent:** Monday, October 27, 2008 12:20 PM  
**To:** 'Larry Epstein'  
**Subject:** RE: Technical Advisory Committee members

**Importance:** High

Larry, I reviewed the list of technical advisory committee members and there are still several changes I would make:

1. Combine your short list of TAC with larger comp plan contact list
2. Then remove 4 media contacts (near bottom of page of larger list)
3. Add the following:
  - a. Charlie Beck, La Pine School District
  - b. Chris Riggs, La Pine Community Action Team/ La Pine Community Kitchen
  - c. Jayne Benner, Chamber of Commerce Econ. Development Committee
  - d. Kathy Canalas, Director of Central Oregon Council on Aging (COCOA)/ Program Coordinator for Senior Center
  - e. Clark Jackson, OECD
  - f. Debbie Price, OHCS
  - g. Roger Olsen and/or Tom Blust, Deschutes County Road Department
  - h. Swede Barber, ODOT Region 10 Maintenance Supervisor (La Pine office)
  - i. Dee Martin, former Deschutes County Road Maintenance supervisor (local resident)
  - j. Janet Brown or other rep from Economic Revitalization Team (ERT)
  - k. Rep from Oregon Employment Department
  - l. Rep from Deschutes County Sheriff Department
  - m. Andy High, COBA
  - n. Rob Roy, Pacific Crest Affordable Housing, LLC
  - o. Mark Radabaugh, DLCD
4. Please invite all to Kick-off with the provision that we will sort out duplicate representation, appropriate contacts, or those not interested in participating prior to the first TAC meeting

Please let me know if you need phone numbers or e-mail addresses and I can help find them. Christine

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**From:** Larry Epstein [mailto:lle@welkinengineering.com]  
**Sent:** Monday, October 20, 2008 5:03 PM  
**To:** Christine Nelson  
**Cc:** Janderassc@aol.com; coluc  
**Subject:** Technical Advisory Committee members

Christine,

Hope your having a good couple of days off. This email is for when you get back.

Please let me know if the City wants to have anyone on the Technical Advisory Committee beyond those listed in the RFP, which are the following:

1. Bend-La Pine School District: John Rexford, Deputy Superintendent
2. COIC: TBD
3. Deschutes County Planning Dept: Peter Russell, Sr. Transportation Planner
4. Deschutes County Road Dept: TBD

5. Economic Development for Central Oregon: Eric Strobel, Economic Development Mgr
6. Housing Works: TBD
7. La Pine Chamber: TBD
8. La Pine Sewer District (please let me know who you recommend)
9. La Pine Water District (please let me know who you recommend)
10. La Pine Industrial Group: Lee Smith, General Mgr.
11. La Pine Rural Fire Protection District: Jim Gustafson, Fire Chief
12. La Pine Park and recreation District: Tony DeBone, Chairman of the Board
13. Newberry Habitat for Humanity: Randy Heise, Executive Director

I am preparing a letter for the city to send out requesting that these persons agree to serve on the TAC for the project and inviting them to the Kick-Off meeting next Wednesday. I will get that to you ASAP.

Larry Epstein, JD, FAICP  
WELKIN ENGINEERING, PC  
7165 SW Fir Loop, Suite 204  
Tigard, OR 97223  
Ph 503-598-1866 x 20  
Fx 503-598-1868  
Cell 503-317-3182  
[lle@welkinengineering.com](mailto:lle@welkinengineering.com)

## Christine Nelson

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**From:** Andrew Spreadborough [ASpreadborough@coic.org]  
**Sent:** Thursday, October 30, 2008 10:20 AM  
**To:** Larry Epstein  
**Cc:** Christine Nelson; Jan Swander  
**Subject:** Technical Committee - Oregon Employment Department

Larry,

I spoke with Jan Swander, Workforce Analyst for the Oregon Employment Department, and she is interested in participating in the comprehensive plan project, either on the technical committee and/or by providing technical assistance. I told her that you would be following up to provide more information on the technical committee process and role. Here is Jan's contact info:

Jan Swander  
Workforce Analyst  
Workforce and Economic Research  
Oregon Employment Department  
Crook, Deschutes, Jefferson  
Klamath and Lake  
541-388-6076  
541-388-6453 [Fax]  
e-mail: [Jan.M.Swander@state.or.us](mailto:Jan.M.Swander@state.or.us)  
Thank you,

Andrew Spreadborough  
Program Administrator  
Central Oregon Intergovernmental Council  
2363 SW Glacier Place  
Redmond, OR 97756

541-504-3306  
fax 541-548-9549  
[aspreadborough@coic.org](mailto:aspreadborough@coic.org)

Printed by: **John Rexford**  
Title:

October 27, 2008 4:31:43 PM  
Page 1 of 1



Message

10/27/08 4:...

**From:** **John Rexford**  
**To:** "Larry Epstein" <lle@welkinengineering.com>  
 "Christine Nelson" <cnelson@ci.la-pine.or.us>  
**Cc:** Charlie Beck Paul Eggleston Sharon Smith  
 Ron Wilkinson Marsha Baro  
**Subject:** Re: La Pine Comprehensive Plan Technical Adv...

Christine,

Thank you for your invitation to participate on the La Pine Comprehensive Plan Technical Advisory Committee. I will be the school district's official representative, and I would appreciate if Charlie Beck, our Chief Academic Officer for South County and Paul Eggleston, our Director of Facilities could be included on your project e-mail list. Their contact information is included by cc above.

Unfortunately, I have a calendar conflict with the meeting scheduled for this Wednesday night. Please feel free to send me any handouts or other materials distributed at the meeting. If the information is bulky, it can be dropped off at the South County Education Center at La Pine High, and someone will forward it to me through our internal distribution system.

Congratulations on starting this important project! We look forward to working as an active partner with the City of La Pine.

Regards,  
-jr

John M. Rexford  
Deputy Superintendent  
Bend- La Pine Schools  
520 NW Wall  
Bend, OR 97701

"Larry Epstein" <lle@welkinengineering.com> on October 27, 2008 at 3:39 PM -0700 wrote:  
Dear Recipient:

Please see the attach invitation to join the Technical Advisory Committee for the Initial La Pine Comprehensive Plan. Thank you.

Larry Epstein, JD, FAICP  
WELKIN ENGINEERING, PC  
7165 SW Fir Loop, Suite 204  
Tigard, OR 97223  
Ph 503-598-1866 x 20  
Fx 503-598-1868  
Cell 503-317-3182  
[lle@welkinengineering.com](mailto:lle@welkinengineering.com)

Comp Plan Technical Advisory Committee

Name	Organization	Phone	E-mail	Address
Jayne Benner	Chamber Econ. Develop. Committee	536-0111	<a href="mailto:jaynebenner@yahoo.com">jaynebenner@yahoo.com</a>	[REDACTED]
Cathy Canalas	COCOA/ Senior Center	536-6237	<a href="mailto:cathy@councilonaging.org">cathy@councilonaging.org</a>	[REDACTED]
Debbie Price	OHCS	541-306-3677	<a href="mailto:debbie.price@hcs.state.or.us">debbie.price@hcs.state.or.us</a>	PO Box 1888 Bend, OR 97709
Clark Jackson	Oregon Econ and Comm Develop	541-388-6266	<a href="mailto:clark.jackson@state.or.us">clark.jackson@state.or.us</a>	109 NW Greenwood, Suite 102 Bend, OR 97701
Chris Riggs	LCAT/ Community Kitchen	536-1312	<a href="mailto:lapinecommunitykitchen@yahoo.com">lapinecommunitykitchen@yahoo.com</a>	PO Box 813 La Pine, OR 97739
Charlie Beck	La Pine School District	541-388-5993	<a href="mailto:charlie.beck@bend.k12.or.us">charlie.beck@bend.k12.or.us</a>	[REDACTED]
Roger Olsen	Deschutes Co. Roads	541-322-7120	<a href="mailto:rogero@co.deschutes.or.us">rogero@co.deschutes.or.us</a>	[REDACTED]
George Kolb	Deschutes Co.	541-322-7113	<a href="mailto:georgek@co.deschutes.or.us">georgek@co.deschutes.or.us</a>	[REDACTED]
Tom Blust	Deschutes Co. Roads	541-322-7105	<a href="mailto:tomb@co.deschutes.or.us">tomb@co.deschutes.or.us</a>	[REDACTED]
Swede Barber	Region 10 ODOT Maintenance Superv	541-480-1449	<a href="mailto:Dewayne.BARBER@odot.state.or.us">Dewayne.BARBER@odot.state.or.us</a>	PO Box 1199 La Pine, OR 97739
Janet Brown	ERT	541-475-0557	<a href="mailto:janet.l.brown@das.state.or.us">janet.l.brown@das.state.or.us</a>	384 SW 5th St. Madras, OR 97741
Rob Roy	Pacific Crest Affordable Housing, LLC	541-382-6373	<a href="mailto:robroy@pacificcrestgroup.org">robroy@pacificcrestgroup.org</a>	[REDACTED]
Mark Radabaugh	DLCD	541-318-2899	<a href="mailto:mark.radabaugh@state.or.us">mark.radabaugh@state.or.us</a>	888 NW Hill St. Suite 2 Bend, OR 97701-2942
Gary Decker	Deschutes Co. Sheriff	541-388-6648	<a href="mailto:Gary_Decker@co.deschutes.or.us">Gary_Decker@co.deschutes.or.us</a>	[REDACTED]
Andy High	COBA	541-389-1058	<a href="mailto:andyh@coba.org">andyh@coba.org</a>	[REDACTED]
Regional Economist	Oregon Employment Dept.	[REDACTED]	[REDACTED]	[REDACTED]
Chris Marko	Rual Community Assistance Corp.	503-228-1780	<a href="mailto:cmarko@rcac.org">cmarko@rcac.org</a>	1020 SW Taylor St. Suilt 380 Portland, OR 97205
Sandy Irwin	La Pine Public Library	541-312-1091	<a href="mailto:sandyi@dpls.us">sandyi@dpls.us</a>	16425 1st Street La Pine, OR 97739
Ryan Houston	Upper Deschutes Watershed Council	541-382-6103 ext 32	[REDACTED]	[REDACTED]

REMOVE	REASON
Steve Johnson	Central Oregon Irrigation Dist. Declined to Participate