

City of La Pine Buildable Land Analysis and Housing Needs Assessment 2012



A SMALL TOWN WITH A BRIGHT FUTURE

Introduction and Purpose

La Pine, like many cities, is shaped by its place in history and the Central Oregon region. The Cascade Lakes region of Central Oregon surrounds La Pine. La Pine is in the valley of the Little Deschutes River, a tributary of the Deschutes River. La Pine is also the gateway to the Newberry National Volcanic Monument and Central Oregon's most beautiful geological showcase. Tourists are attracted to the region by recreational activities that include hunting, fishing, swimming, sailing, canoeing, water skiing, wind surfing, backpacking, camping, golfing, mountain biking, white water rafting, spelunking, downhill skiing, cross country skiing, and snowmobiling. The community motto is "*The Outdoors at Your Front Door*" and this is richly deserved. The residents are proud of their rural lifestyle and are concerned about maintaining that way of life.

Though Native Americans have lived and traveled throughout Central Oregon since ancient times, the first European visitors were trappers and fur traders who came to the area in the 1830s. The La Pine area was formally explored in 1843, when John C. Fremont's exploration party passed through the area on the way south to Klamath Marsh. In 1885, members of a railroad survey party under the direction of the U.S. Army Corps of Engineers came north near where Rosland Road is now located. Plated in 1910, La Pine was built next to and originally overtook the abutting, tiny town of Rosland. The name, La Pine, was suggested by Alfred A. Aya and was in reference to the abundance of pine trees in its vicinity.

Until 2006, La Pine held the distinction of being the only unincorporated town in the State of Oregon, meaning it had no governing body other than Deschutes County. Voters finally approved incorporation in 2006.

Representing what was once the largest unincorporated area of Deschutes County (meaning they relied upon Deschutes County to provide their emergency services and government) La Pine's population is comprised of retirees and young working families with a median age of 44.7, most of whom commute to Bend for work.

During the recent era (before the 2008 economic crisis) La Pine was one of the fastest growing communities in Central Oregon. The housing boom in La Pine was driven by lower prices for real estate. New residents, and even transplant residents from the neighboring cities of Bend, Redmond and Sisters, have been fleeing to La Pine for not only the lower cost of living and the ability to get more for your money, but also for the "front door" access to the area's mountains, lakes, rivers, hiking trails, ATV and off road vehicle trails, and the National Newberry Volcanic Monument.

The enduring allure La Pine offers is wrapped around a central theme - a small hometown feel that residents and visitors alike can take pride in. With its natural beauty, close proximity to recreation, transportation, and relatively low cost of land acquisition continue to make La Pine an attractive and desirable alternative to costlier areas such as nearby Bend.

Fast Facts About La Pine

- La Pine is part of the Bend, Oregon Metropolitan Statistical Area. La Pine is in an isolated area of Central Oregon, consisting of a loose collection of homes and businesses along U.S. Highway 97 about 30 miles southeast of Bend.
- Much of the data used to analyze La Pine comes from the 2000 Census where the current City limits **and the surrounding area, a total of 29 square miles**, were listed as the La Pine CDP, Census Designated Place. La Pine was incorporated in 2006 with a much smaller area than the CDP – **only 7 square miles**. While the 2000 Census data has been updated and verified by the Claritas Inc. data sets, the overall factors that came out of the 2000 census are still mostly relevant for comparison and for use in the overall planning of La Pine. New data from the 2010 Census has been utilized when appropriate and when available.
- La Pine will update its planning documents on a regular basis as new information becomes available or as land uses change.
- Most of the residential development is concealed from the highway itself given the dense vegetation and pre-zoning land development patterns that created residential lots far away from urban areas.
- The population of the CDP was 5,799 at the 2000 census, at which time it was a census-designated place (CDP) containing 5,799 people, 2,331 households, and 1,699 families over 23 square miles.
- The City of La Pine occupies approximately 7 square miles, and at the time of incorporation, had 1,585 residents as of December 2006.
- La Pine is within Deschutes County - once one of the fastest growing counties in America.
- The population density of the CDP was 197.7 people per square mile (76.3/km²) – very low by American standards.
- The 2000 Census also shows the CDP contained 2,975 housing units at an average density of 101.4/sq mi (39.2/km²). 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.
- The CDP had 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 CDP included average households of 2.47 persons and the average family size was 2.82 persons.
- 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.

- 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 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 are age 65 or over.
- La Pine is classified as a Severely Distressed Community. The severely distressed designation refers to the area inside the city limits. Made by the state, it is an official designation meaning that La Pine falls below certain levels of income and socio-economic data. To determine whether an incorporated city is distressed the State uses four factors: Poverty rate (i.e., percent of the population in poverty), per capita personal income, percent of population aged 25+ with college education, and unemployment rate. If three or more of these factors were worse than a threshold value, then a city is identified as distressed.
- The City is not squarely shaped and is elongated stretching along Hwy 97. From the downtown core area, it covers a distance of approximately ten miles to the north and six miles to the south along Highway 97.
- La Pine is located 15 miles south of Sunriver, 31 miles south of Bend, 104 miles north of Klamath Falls and 107 miles east of Eugene. It is commercial and retail business district stretches along U.S. Hwy 97 in the core area, and at the northern end called "Wickiup Junction."

Why is the background and history of La Pine important to consider within in the Buildable Lands Analysis?

The citizens of La Pine vigorously participated in the public process and commented about how they want to retain the best characteristics of their community, including small town feel, respect for the environment and open spaces, community spirit and history, and to carefully manage all resources to foster the concept of a Complete Community. These community attributes will shape the decisions made in the studies that support the Comprehensive Plan including but not limited to this Buildable Lands Analysis and the Economic Opportunities Analysis.

Complete Community means a City that is comprised of various *complete neighborhoods* that have been designed and planned to support land uses that help to reduce vehicle miles travelled from home to work, shopping/services, and recreation. La Pine is made up of three primary neighborhoods that need various land uses and zones to become a fully complete. Over the planning period, and with adherence to the complete neighborhood concepts, La Pine will achieve its goals and become a fully functioning "Complete Community."

The Comprehensive Plan includes three primary areas within the City as "Neighborhoods." The "Neighborhoods" have been planned to be as sustainable as possible with a variety of housing, employment, recreation, open space, public facilities, and other amenities that support alternate modes of transportation. The City held a naming contest and the winning names the public chose for the three City neighborhoods are:

- Rosland Crossing – this area is at the northernmost part of the City and includes Wickiup Junction
- Ranchside Neighborhood – this area is south of Rosland Crossing beginning south of Burgess Road and ending at 1st Street
- Prairie Meadow – this area is the southern part of the City and the oldest part of the community.

Key Concepts Stated by La Pine’s Citizens

- *Small town feel is important but growth must be accommodated*
- *Citizens realize that the majority of homes in La Pine are single family dwellings on larger lots*
- *Citizens realize that not everyone can afford traditional single family homes on larger lots*
- *Citizens realize that infrastructure and utility costs will go up unless efficient land uses are planned for the long term*
- *Citizens expressed concern about infill development and how to manage new growth and denser housing over the planning period*
- *Control over land use decisions is critical for shaping La Pine, Zoning needs to be customized for La Pine as soon as possible*
- *People should be able to have many housing choices and La Pine needs to plan this carefully but respect current densities and determine how to reach a higher density in balance with other community objectives*
- *Respect for privacy and environment is a top reason why people live in La Pine*
- *Housing density must be appropriate and higher density projects address the Complete Neighborhood concept*
- *Higher density projects and infill development must consider transition and buffer areas from lower density uses*
- *Creative mixed use projects will help provide more housing choices*
- *Commercial areas need to serve a variety of areas throughout the community.*
- *Commercial areas will need to address mixed use concepts and Form Based Development techniques*
- *New Commercial designations will be needed throughout the community*
- *Currently, there are too many zoning designations; performance zoning is preferred to a rigid zoning system that reduces flexibility and economic development*
- *Industrial development and a focus on economic development is needed to provide La Pine with more jobs and overall stability*
- *La Pine’s citizens clearly want a bright future and are ready to take on the challenge of land use planning to accomplish these goals. It is important to note that a careful approach to increasing density and housing choices is a critical component to accomplishing the concepts stated above which are really livability goals and concepts. Thus, while this study shows there are adequate supplies of*

land to accomplish the development and growth needs of the community, it will be the design of those various zones that will determine if the community's desires have been met.

- *In a nutshell, while the acres appear to be adequate now, the real test is whether lands will be utilized in an efficient manner while addressing the community's desire for livability.*

City of La Pine Buildable Land Analysis Overview

This document provides the Residential and Commercial/Industrial Buildable Land Inventory analysis for La Pine City Limits/ Urban Growth Boundary and the resultant Housing Needs Assessment. Citizens felt it was essential to review commercial and industrial lands too given the emphasis upon the Complete Communities Concept. Additional Employment and economic data can be found in the La Pine Economic and Opportunities Analysis. This document addresses commercial/industrial lands as far as creating an inventory and forward looking approach given community livability standards.

This study addresses State Planning Goal 10, "To provide for the housing needs of citizens of the state." Goal 10 and its administrative rules set out a process to estimate future housing needs and to analyze the supply and demand for residential land needed to accommodate future growth. Cities are required to provide a 20-year supply of residential and within their UGB at periodic review and legislative review, based on housing needs assessment.

This document also addresses Commercial/Industrial lands as far as creating a baseline inventory of existing uses. This is essential to provide context and a more holistic approach to buildable lands analysis. However, the primary focus of this document is to produce a housing needs assessment, an analysis of existing buildable land and a comparison of the supply of buildable residential land with forecasted housing demand.

The housing need assessment forecasts housing demand to 2029. The is based on buildable land as of 2008 and as updated in 2011 by Deschutes County GIS. In reviewing the future needs for land and the current supply within the current city limits (and urban growth boundary or UGB), it has been determined that the 20-year supply of buildable residential land can be met within the proposed UGB.

The future land needs of a community are determined by comparing the existing supply of land with the expected demand. This chapter summarizes the methodology, assumptions, and results of La Pine's Buildable Lands Inventory (BLI). The inventory of buildable lands includes residential, commercial and open space land inside the city limits which is also the proposed urban growth boundary (UGB).

Buildable land includes both vacant land and developed land that is likely to be redeveloped, and excludes land that is determined unbuildable by federal, state or local regulations. The inventory is important for several reasons:

- It helps determine the quantity and quality of vacant lands,
- It helps identify how actual development patterns have been occurring, and
- It helps determine the capacity of the incorporated area to accommodate residential and job growth.

Land Use Designations

The City of La Pine has a variety of land use designations. The Comprehensive Plan designations and associated zoning includes:

- **Commercial:** Intended to provide convenience goods, personal services, and commercial goods to support the local economy and provide tourist commercial services. Accessible to La Pine residents; Located on major street; should not be scattered, Not located on land with several development constraints; and avoid strip commercial development on Highway 97.
- **Residential:** Intended to provide a variety of housing opportunities to meet housing needs for the current and future residents of the community.
- **Open Space and Park District Lands:** Those lands not suited for development because of natural development constraints or publicly owned lands designated as open space or City Park.
- **Public Facilities:** Public and quasi-public land, including state and county parks and other city facilities. Highway expansion areas, schools, sewer expansion areas, energy production areas, and cemetery expansion areas dominate this zoning.

1. Methodology

The methodology and assumptions for the La Pine Buildable Lands Inventory were reviewed by the public, City Council, Technical Advisory Committee, and Planning Commission. It is anticipated that minor adjustments may occur via the final adoption process. There are six general steps or tasks in the methodology protocol that serve as a guide to the analyses used to estimate the amount of buildable land in La Pine’s incorporated area.

- Quantify the land uses, acreages, and zoning in the Deschutes County computer geographic information system (GIS)
- Determine gross vacant acres, including whole or partial tax lots for land within the city limits and outward ¼ mile
- Determine vacant, redevelopable, constrained, and unbuildable land
- Determine percentage of acres needed for parks facilities, open spaces, trails, right of way, sub-stations, etc. This is also known as the “Dedication Factor”
- Determine residential infill potential

2. Collect Data for Land Use and Zoning via Deschutes County GIS and other field methods.

La Pine's geographic data, as well as the most recent land use data were plotted out and verified with assessor data and field checking. The resource materials include extensive spreadsheets that identify each lot within the City and its associated data sets. These data sets include identification of the following real time factors:

- Tax Lot Number
- Real Market Land Value
- Real Market Improvement Value
- Assessed Value
- Subdivision Name/Subdivision Block Number/Subdivision Lot Number
- Situs Address/Year Built/ % value and life of improvements
- Acres of land
- Location in City of La Pine
- Location within ¼ mile of La Pine City Limits
- FEMA Status/FP/NWI/Wetland
- Public Property
- Zoning
- Building codes data and age of structures, etc.
- Development Status/Development Type/Existing Housing/Units/Potential Units
- Total Future Housing Units
- Owner Names

Field checking helped verify the actual use of the property, the presence of unknown uses, open spaces, flood ways, resources uses, the location of private roads and public right-of-ways. Assessor data also included data sets on factor book codes to detail and identify site uses and tax structure analyses. Various mapping tools were used to visual the uses and how they were impacted by wildlife overlay zones, flood plains, proximity to lifestyle impediments such as railroad tracks, sewage treatment plants, industrial areas, and highways.

Updated Census data sets purchased from Claritas Inc. were useful in verifying demographic data and project growth areas. These issues are discussed in greater detail below.

The Technical and Citizen Advisory Committee also supported the creation of additional tasks to create the data:

- Analyze lands within City out to ¼ mile of City boundary
- Review Floodway, Flood plain, Wetlands, Other Goal 5,6,7, and 8 resources i.e. historic areas, fire zones, buffers, etc.

- Review School areas and proposed new school areas – there are no planned new schools
- Review Utility areas- Sewage Treatment/Storm Water Retention/Power Plants and expansion areas/ communication facilities and expansion areas, and energy production potential.
- Review CCR’s and Development Restrictions
- Examine Railroad easements and spur areas, ODOT projects, and Local projects
- Examine Park Lands /public or private/ and linkages and future areas
- Identify government buildings and government facilities except for BLM
- Examine the need for buffer areas between incompatible uses (farm/forest)
- Examine any areas that can’t be served with public facilities
- Examine areas and structures with historic significance
- Examine areas that are fully eligible for development within the current City area
- Examine areas that are generally eligible for re-development and can be classified as “Redevelopable” within the current zoning area
- Examine updated building permit data from 2009 to 2012 per Remand

The proposed Comprehensive Plan map outlines where a variety of land uses can be accommodated to facilitate the complete neighborhood concept.

3. Determine Vacant, Redevelopable, Unbuildable, and Developed Acreages

Vacant: La Pine’s vacant lands include all fully vacant tax lots as well as land uses that are assessor coded as agricultural, timber, or vacant unless utilized for public parks, public utilities, and similar uses not likely to change over the next 20 years. Redevelopable lands may contain structures with very low assessed values and significant age factors that support redevelopment. Partially developed or vacant tax lots usually have improvements but also have enough undeveloped land to accommodate additional development.

Redevelopable: Redevelopable Lands include such features as:

- Those lands containing dilapidated structures that are non-habitable
- Those lands with structures that have a 40-50% life or less, (via Co. Tax Assessor data/depreciation schedule), are considered redevelopable
- Those lands that have structures *without* suitable foundations are considered redevelopable unless on “historic” list or register
- Those lands that have adequate space for additional units per zone or future zone. Residentially zoned property with a home, 1 acre in size or greater, with current septic sewer will be considered as potentially redevelopable. 1/2 acre lots with community sewer service, not on septic, are redevelopable.
- All industrial and commercial properties are redevelopable if they contain structures older than 30 years.
- Further details and calculations are found below.

- **Residential Land:** In some cases, partially vacant lots were field-checked to determine the extent and location of the residential improvements. Assumptions about future redevelopment of large lots and undeveloped portions of lots were then added to the gross vacant acreage.
- Further details and calculations are found below.
- **Commercial/Industrial:** Partially vacant lots were field-checked to determine what, if any, portion of the tax lot should be assigned a vacant use code. All improvements such as landscaped and paved areas were considered developed. Further details and calculations are found below.
- **Current Lands Preserved for Public Facilities:** i.e. Lands south of Rosland Road and east of Hwy 97, Sewer Treatment, Water Facilities, Energy Production, Wildfire/Wildlife Interface, Parks, OHV, Gas, Cemetery, Schools, Public Shelter, ODOT ROW area for Overpass Project (140 acres) Forest Lands Preserved for Public Facilities including parks = 287.15 Sewer Plant and expansion, and BLM Land Transfer to City for Sewer and Energy uses = 1,071.90 Gas Main = 37.8 acres (white strip on Plan map) Cemetery and Schools = 195.3 acres Open Spaces and Parks = 320.68 acres

Total Public Facilities = 1912.83 acres - 140 acres for ODOT project¹ = 1772.83 acres

Unbuildable and Constrained Lands: The lands that are determined to be unbuildable and/or constrained are subtracted from the inventory as shown below.

- The topography of La Pine is generally flat thus reducing a need to eliminate properties based on slope factors.
- The age and construction of various structures permitted redevelopment assumptions to be made in a logical fashion using Deschutes County Assessor/Appraiser data.
- The numbers of small lots, generally thought to be unbuildable alone, were minimal and thus, calculated together with other developable lands given the potential for lot consolidation potential and compact design techniques.
- Current street ROW was calculated by Deschutes County GIS
- Future street ROW was determined by a Dedication Factor per zone
- The proposed ODOT Overpass consumes lands within the UGB, mostly on proposed Public Facility lands
- A small portion of the Little Deschutes River is within the UGB

Constrained Lands: Development of constrained land could affect the building cost, density, or other site-specific development factors. State policy gives jurisdictions the right to decide what is unbuildable based on local development policies. La Pine has determined what policies and implementing ordinances are needed to permit development on other lands that could be considered constrained such as:

- Flood Plain Areas *outside of the floodway* The flood plain² and wetlands are limited within the city limits and are currently regulated by the FIRM or other development standards that permit various levels of development.
- Floodway – the Little Deschutes River affects approximately 5 acres of land.
- Hazard Areas – wildfire areas have been designated by zone overlay
- Riparian Areas including sensitive lands that support riparian areas
- Delineated Wetlands from Local Wetland Inventory - TBD
- Designated Historic Areas and properties – only 2 structures have been identified
- Public Facility lands are designated by zone.
- Areas that are not yet served with community sewer and water
- A number of homes in La Pine do not yet have a connection to community sewer and water systems. However, more than 50% of La Pine is served by community sewer and water service. The La Pine Sewer and Water District provides services and is planning on future expansion to serve all of La Pine’s citizens over the planning period. Because of this, the primary residential areas on septic were not considered constrained for the planning period of 20 years.
- Lands needed for buffer areas for wildlife corridors
- Other hazard areas that would not logically permit urbanization or redevelopment

Summary

- **General Unbuildable /Constrained Acres – 349.97 Acres**
 Street Right of Way existing³ = 344.97 acres
Little Deschutes River = 5 acres
Total General Unbuildable as of 2011 = 349.97 acres

The total land mass within the City limits of La Pine is 4474.00 Acres per Deschutes County GIS and the total number of tax lots is 4028 tax lots per Deschutes County Assessors Office.

5. Dedication Factor for Residential, Commercial, and Industrial Lands & Percentage of Acres Needed for Public Facilities, Open Space, and other Public Uses

When development occurs, a portion of the undeveloped parcel will be needed for future roads, rights-of-way, public sewer, public water, storm water retention, buffers, parks, open spaces, and other public or semi-public facilities.

Residential Lands: In general, there are more public facilities, such as the need for new roads⁴, trails, parks, open spaces, storm management, landscape preservation, and other public land uses associated with residential land than commercial land. Because of these

² The Flood Insurance Rate Map designates areas subject to a 1% or 100-year flood. Current regulations manage development in the floodplain through adoption by reference the most recent Flood Insurance Rate Maps. Development in the flood hazard areas identified on FEMA maps must meet the requirements of floor elevation, anchoring, construction materials and methods, and utilities.

³ Future ROW needs are part of the dedication factor.

⁴ Many of La Pine’s existing large lot neighborhoods do not have a proper grid of streets which redevelopment will need to correct. Vacant residential lands naturally will require a grid of street and trails connections.

factors, and because La Pine is a new city with many urban needs that have yet to be addressed, the vacant and redevelopable residential lands had a dedication factor of 30% applied to them. This results in 433.66 acres of land needed for new ROW and other public land uses as described above. The Residential dedication factor of 30% is based upon the following features unique to La Pine. This data was derived by examining a range of existing developments in La Pine and the following special factors unique to La Pine. These include:

- The City of La Pine has a very poor and incomplete street grid, which means that new development, partitions, subdivisions, etc. will likely need to contribute a significant amount of land for new roads, sewer/water (and their easements etc.), buffers, pedestrian, bicycle, and storm drainage elements. The City does not yet have a TSP in place. Once this is approved (later 2012) adjustments to the dedication factor can be further analyzed.
- The City of La Pine citizens desire to retain the natural characteristics of the land as much as possible. This means preservation of various stands of trees, landscape areas, buffer areas, and other open spaces that connect to existing parks. Natural areas where portions of the area is often used to drain sites from snow melt and these areas will be required to be dedicated or preserved at the time of development. La Pine typically has snow on the ground for 6 months out of the year.
- The City of La Pine is committed to developing a complete and sustainable community with access to alternate modes of travel such as sidewalks, trails, bus stops, and other methods of encouraging alternatives to single occupant vehicle travel. This means that at the time of development land may be required to be dedicated to alternate mode use.
- Railroad rights of ways require increased setbacks. The BNSF railway runs north and south through the entire community.
- The City of La Pine is committed to compatible energy conservation and production in the form of solar cell usage, biomass, hydro, and other forms of energy production including energy conservation. These uses will occur in the PF, Public Facilities zone. Lands in the PF zone that are held for sewer expansions that may not occur for 30 years could easily be used for solar arrays, etc. A good example of this is the BLM lands just east and north of the current sewer treatment plant. In this situation, the BLM is intending to dedicate over 300 acres of land to the local jurisdiction for sewer treatment and/or compatible energy production uses. This area contains many trees and can serve to provide fuels for future biomass plants. This example portrays how lands within La Pine may be preserved for other uses until fully needed for long-term public facility uses.

- Other transitional uses include recognition that lands in the northern and eastern parts of the City serve as a buffer protection for the City from wildfires. The eastern area of the community, in particular, has been identified as an area that must be managed to keep wildfires from reaching the city limits. The trees in this area may be removed for biomass use. Clearing the land will benefit the community by providing a larger buffer from wildfire prone areas and future sewer expansion, which relies upon large pasturelands to recycle gray water.

Quick Summary of Residential Lands Needs

The city has a 20 year population forecast that has been coordinated with Deschutes County and acknowledged by the State of Oregon. The city's population forecast predicts that La Pine will grow from 1697 in 2009 to 2566 in 2029, which would be an increase of 869 citizens. Based on an assumed 1.98 persons per home across all housing types it will take 439 housing units to accommodate the forecasted population growth. Some of the needed housing will be accommodated through occupancy of units that are currently vacant while the majority will need to be constructed. If an expected 15% residential vacancy rate is applied the total number of new housing units needed is increased to 548.

The city's residential lands need is calculated by dividing the number of additional housing units needed by the expected average units per acre. The residential lands needs are then further refined by applying a dedication factor to project the portion of each acre that will be not available for residential development due to the presence of infrastructure and other community services. The resulting figure is known as "net" acres.

The city's historic settlement pattern combined with more recent development activity, the presence of city services and an assumed increase in attached housing indicate that a reasonable expected development pattern is 3 units per gross acre or 4.3 units per net acre. This figure reflects new construction and redevelopment on larger, pre-existing lots and parcels generally of 1-2.5 acres in size for an average density of one dwelling per acre, future subdivision activity 5- units per net acre and the projection of 25% of the city's housing stock being multifamily at an estimated 12 units per acre. If 548 new housing units are needed it will take a total of 182 gross acres or 126 net acres. Since the mixed use commercial designation is expected to absorb about 23 net acres (about 32 gross acres) of housing opportunity the city's total residential lands need is approximately 149 gross acres (about 104 net acres) of undeveloped or re-developable land.

Table 1.

Development Type	Estimated Percentage of New Housing Stock	Estimated Residential Density
New Homes on & Re-Development of Existing Large Lots	10%	1 units/acre
Future Subdivision Activity	65%	5 units/acre
Future Multi-Family Development	25%	12 units/acre

Residential Lands Supply

The city’s Buildable Lands Inventory and the Goal 10 element of its comprehensive plan show that the existing city limits and proposed urban growth boundary contain about 1284.4-acres of vacant or re-developable land to respond to a calculation of about 182 – acres of need.

After a 30% dedication factor is applied to account for public infrastructure and other services that would need to be provided a net amount of about 922-acres, including about 23-acres included in a Commercial Mixed Use designation, remains to respond to about 127 net acres of need.

The figures above indicate that the city’s existing supply of residentially designated land results in surplus of about 1,135 gross acres once the Commercial Mixed Use lands have been deducted from the needs category.

Surplus of Residential Lands and Size of City Limits and UGB

As noted above, the Residential Land Need is accommodated within the proposed UGB. However, there is a surplus. As mentioned earlier the citizens voted to incorporate the city limits and the proposed UGB follows the same line. It is important to note under the Complete Community data in the Comprehensive Plan that La Pine is a complete community by virtue of its isolation which enhances its interaction between its members to the extent the members can discern their physical boundaries - similarly as citizens in Chicago can distinguish a neighborhood boundary to a house. Thus, the boundary the citizens have chosen for La Pine is on that basis and should not be impaired by some artificial boundary or time element that would disassociate its membership. The City’s rural settlement pattern that evolved over a century and was based on larger lots and larger family sizes and it is hard now to attenuate that framework as a means to increase density composition because it is based on generational acculturation;

- La Pine’s high ground water table and the presence of nitrates without the availability of public sewer necessities larger lot construction [or the condoning of large lots] as a means to minimize water quality impacts. Additionally, there should be a minimum 100 feet between a potable water source and a septic field and depending on where a preexisting house is placed on a lot complemented with this sewer/water distance separation - it is often difficult to later divide the land further and particularly where

during the course of property ownership any number of easements [or prescriptive easements] have been allowed across the land that also impair its further delineation;

- La Pine’s lifestyle patterns and limited incomes necessitate more land per person for gardens, extra income ventures, and, in general, to reconcile income statuses.

- La Pine’s long-time settlement pattern includes a variety of housing and neighborhood types. The newest master planned neighborhood, the Newberry Neighborhood (Developed by Deschutes County), connects the northern part of the community with the southern part of the community. The neighborhood was designed before incorporation and was the result of an intensive public process. Removing 211 acres from any of these neighborhoods creates a fractured community and confusion for citizens. The advantage to not removing 211 acres is that a piecemeal jurisdiction is avoided and all parts of the community voted on for incorporation will be under City jurisdiction. This has been a City and Council goal since 2006. If the 211 acres were removed from the Newberry neighborhood, the master planned elements, such as transportation, open space, service nodes, and trails would not function as a sustainable neighborhood. In addition, the County sewer transfer credit (TDC) program would have fewer lots upon which to locate. Without the cohesiveness originally built into the neighborhood master plan, the city would be left with a piecemealed subdivision.

The neighborhood north of the Newberry Neighborhood, known as the Cagle Subdivision has been platted for many years. Cagle is closely connected to the commercial service area east of it across Hwy 97. Cagle is expected to densify over time and is planned to be served by the Sewer and Water District. Removing 211 acres of land from Cagle would create less efficiency for the extension of sewer and water services and put a larger burden upon other lot owners.

The neighborhood west of Newberry contains a small commercial service node, housing, and a Rosland Park. There is no logical lot pattern that would justify removal of 211 acres from this area.

The neighborhood south of the Newberry Neighborhood is the extension of the original City plat and contains an urban lot pattern and public facility lands utilized by the schools, County Mental Health, and County emergency services. Elimination of 211 acres here would imbalance the surrounding neighborhood and create jurisdictional confusion.

- La Pine’s goal is to make sure that each of the City’s residential areas are close to schools, open space/parks/trails and employment opportunities. Overall, removal of 211 acres would potentially require longer distance drives to jobs, recreation, schools, and services. La Pine is uniquely shaped by its historical settlement patterns and transportation elements.

•La Pine has a long history in Oregon and this has shaped the settlement patterns within the proposed UGB. Removing 211 acres would reduce the sustainability and unnecessarily weaken each neighborhood area within the City limits and UGB.

Commercial Mixed Use Land: While there are fewer public facilities associated with commercial Mixed Use lands compared with residential land, there is a need to accommodate new public roadways and other public facilities to support the mix of uses.. Because the mix of uses generally results in compact development and a more efficient use of the land, a dedication factor of 25% applied to them. This results in 30.2 acres of land needed for new ROW and other public land uses as described above.

- **Commercial Mixed-Use 168.40 Gross Acres**
Commercial/Residential - Improved (47.6 Acres)
Commercial/Residential - Improved, Redevelopable (48.5 Acres)
Commercial/Residential - Vacant (72.3 Acres)
Total Commercial Mixed-Use Improved = 47.6 acres
Total Commercial Mixed-use Vacant/Redevelopable = 120.8 acres less
dedication factor of 25% = 90.6 acres where 75% is Commercial = 67.95 Net
Acres and 25% is Residential = 22.65 Net Acres

Traditional Commercial and Neighborhood Commercial: Similar to commercial mixed-use lands, there are typically fewer public facilities associated with traditional commercial lands compared with residential land, there needs to be some accommodation for roadways and other facilities to support the mix of uses and residential needs. Because traditional commercial lands are in or near the city core and are consist of more compact development resulting in a more efficient use of the land, a dedication factor of 15% applied to them. This results in 18.25 acres of land needed for new ROW and other public land uses as described above

- **Traditional Commercial and Neighborhood Commercial – 260.3 Gross Acres**
Commercial Improved (138.6 Acres)
Commercial Improved, Redevelopable (55.2 Acres)
Commercial - Vacant (66.5 Acres)
Total Commercial Developed = 138.60 acres
Total Commercial Vacant/Redevelopable = 121.7 acres less dedication factor
of 15% = 103.44 Net Acres

Traditional Industrial: The bulk of La Pine’s Industrial lands are generally located in the southeastern area of the community. A smaller industrial site is located at the northern part of the community. The location of each area includes some public roadways. The industrial areas do not require as many buffers and facilities that serve the general public. Land will be needed for extensions of sewer, water, and internal road connectivity, but it is not necessary to reduce the overall amount industrial lands by a large percentage to provide for public service needs. Thus, a dedication factor of 10% was applied to vacant

and redevelopable parcels. This results in 26 acres of land needed for new ROW and other public land uses as described above.

- **Traditional Industrial - 508.5 Gross Acres**
 Industrial - Improved (248.5 Acres)
 Industrial - Improved, Redevelopable (5.0 Acres)
Industrial - Vacant (255.0 Acres)
Total Industrial Developed = 248.5 acres
Total Industrial Vacant/Redevelopable = 260.0 acres less dedication factor of 10% = 234.00 Net Acres

Summary of Gross Acreages Including General Non-Buildable

Residential	= 1414.0
Commercial/Mixed Use	= 168.40
Traditional Commercial	= 260.30
Industrial	= 508.50
Public Facilities	= <u>1772.83</u>
<u>General Non-Buildable</u>	= <u>349.97</u>
Total = 4474.00 acres per Deschutes County Data	

Summary of Net Vacant/Redevelopable Acreages

Residential	= 1135.00
Commercial/Mixed Use	= 67.95
Traditional Commercial	= 103.44
<u>Industrial</u>	= <u>234.00</u>
Total = 1540.39 acres	

6. Determine Residential Infill Potential on Existing Lots

Residential infill can occur when a lot with a single-family residence may be large enough to divide, creating one or more new lots. This second process is called a partition if three or fewer lots are created out of the original lot - a subdivision if four or more lots are created. This analysis focuses on infill occurring through the land division process. To determine the potential for infill, the number of lots on which partitioning or subdividing could occur were identified from the land inventory data sets. The minimum lot size for single-family residences in La Pine will vary depending upon sewer service or septic requirements. Overall there were 360 lots that could be subdivided to support additional family units. To develop an assumption as to how many infill lots will be created in the 20-year period, partition activity was reviewed between 2000 and 2008. During that period, there were 26 approved partitions on residential tax lots an acre or more in size. These partitions created 56 new lots. There was an average of seven new lots created per year. If this historical trend were projected into the future, there would be approximately 140 additional buildable residential lots created through the infill process by 2029.

7. Determine Total Vacant Land and Redevelopable Land Potential

Vacant lands and redevelopable lands have been determined to be where new growth can be accommodated. Generally for redevelopable land, these include lands upon which development has already occurred but due to market forces or city policies, there is a strong likelihood that the existing development will be converted to, or replaced by, a new or more intensive use. Redevelopment can occur if improvements, renovation, infill, or development of a more intensive use are feasible options. The concept behind redevelopment is that it would add jobs or housing in an area that is already developed. For example, an older residence could be removed or converted to newer housing units or a warehouse could be converted to an office building. The residential units or office jobs would be added without development of vacant lot inventory. The number of office jobs would be greater than the jobs provided by the warehouse. Another example is a dilapidated house on a corner lot that is torn down and replaced by a duplex. Through redevelopment, an additional dwelling unit can be added without requiring additional vacant land. Property that is identified as having redevelopment potential, and is likely to be redeveloped, can be added to the inventory as buildable land. Please note that we are examining redevelopment *potential*. The methodology identifies the quantity of redevelopment potential. It does not identify any specific properties, nor *require* redevelopment on any particular property.

Residential: From the data listed above, there are 1135.00 acres of vacant or redevelopable residential lands available to accommodate future housing needs.

La Pine has a population of 1653 persons as of 2009 with an expected population of 2566 person in 2029. Thus, La Pine must plan to accommodate approximately 913 people over the planning period, which it can easily accomplish. For example, most of the 913 people will be living in family units of 1-2.3 persons per unit and in this study an assumed 1.98 persons per household was used.

- . Even if each unit was on 1 acre of land with only one person per unit the amount of acreage used would not exceed 913 acres of land which is less than the 1135.00 available acres.

8. Projected Housing Needs

To project future housing demand, it is necessary to project the demand for a forecasted population. As noted above the 2009 population have been estimated at 1653 people and projected to 2566 in 2029. This means 913 people need to be accommodated within the proposed UGB. The brief analysis above shows that La Pine has more than adequate lands within its City limits to accommodate the population projection. However, what type of housing demand occurs today? In this study, housing demand was projected by reviewing and making assumptions about the trends in population, average household size, group quarter population, structure type mix, and household income.

The predominant housing type recently constructed in La Pine is the single-family detached house followed by manufactured homes on individual lots. La Pine has very few existing multi-family housing units, although a new, subsidized multifamily housing project is underway, such as the Little Deschutes Lodge (26 current units built and 26 more planned for 2012).

The housing needs analysis is a relatively complex task. The complexity of determining housing needs comes from consideration of current public desires for livability, past trends, projecting these trends into the future, and then trying to predict housing needs for La Pine's future population. The following four steps outline the process:

- Project the number of new housing units needed in the next 20 years
- Project the housing mix needed in the next twenty years
- Estimate the number of additional housing units needed by type and the projected financial capability of residents to afford various units.
- Estimate the expected net density

Project the number of new housing units needed in the next 20 years.

The population projections for 2029 were described earlier in this chapter. The methodology for converting population to housing units is described below.

- ***Number of Households***

To determine the number of households requiring housing in 2029, the projected average person per household must be determined. Group quarters were included as Health Homes. Senior Housing is expanding in La Pine and is primarily grant funded. La Pine does not currently have mental health housing, student housing, or a jail.

- ***Average Household Size***

Average household size has been declining both nationally and locally over the past 30 years. However, with the current economic crisis, multiple family households on the rise, and the desire to raise families in small communities it is expected that La Pine's current household size of 1.0 to 2.3 persons per household, on average, would be about the same per household and in this study an assumed 1.98 persons per household was used.

- ***Number and Types of Housing Units***

Determining the number of housing units needed in 2029, requires assumptions about vacancy rates and non-resident/recreation housing. Based on 2010 Census adjusted data, the vacancy rate for occupied units was 35 percent (or a 65 percent occupancy rate). The significant number of vacant and vacation units are taken into consideration as being unseasonable high due to foreclosures and possible Census errors or small sampling group numbers. La Pine's current vacancy rate is likely less than Census rate and thus a 15% rate will be used for this study.

The best indicators of housing needs are household characteristics such as income, household size, age of head of household and household types. These factors are important because certain household types tend to choose certain housing types. The changing composition of households will affect the demand for the quantity, type, and cost of housing. For example, households with young heads of household tend to be apartment renters or first time homeowners. Households with older heads of household and higher incomes tend to live in smaller rentals, senior housing, or own single-family homes. La Pine, as noted above, is a “Severely Distressed” community where there is significant poverty, incomes are low, and housing costs a large percentage of the total monthly expenses.

While the population base is broad and includes a variety of household types, there are too few housing choices available. Single-family homes dominate at 84% of the total. The current economic crisis has illuminated the need for alternatives to single-family housing especially as families are forced to leave single-family homes they can no longer afford and try to find jobs that are closer to home. Multiple-family housing choices and subsidized housing are limited in La Pine. Thus, La Pine needs to plan for and provide a wider range of housing types to address the changing needs of the community and to encourage sustainability and to meet the Complete Community objectives advocated by the Comprehensive Plan.

2011

The total number of housing units in La Pine for 2011 is approximately 942 housing units. Of this, the predominant housing type in La Pine is single family detached, 795 units. These also include manufactured homes on individual lots, 244 vacant homes, and a significant number of vacation homes. There are 21 existing duplexes, 3 existing fourplexes, 9 miscellaneous attached, 62 units in a group quarters/health home, and one new (over 55 only) 26 unit apartment. It is assumed that the demand for traditional single-family housing and additional senior housing will remain relatively strong over the planning period given the rural nature of La Pine and the current demand and population mix. However, La Pine has put policies and regulations in place to facilitate a greater range of housing choices over the 20-year planning period.

**Existing 2008 Units and New Permits Approved by Deschutes County 2009 through 2011
and Forecast through 2013 Using 2010 Census La Pine Population of 1653**

Existing Units in 2008 - 914 households – total

789 detached Single Family Dwellings -SFD's
 21 duplexes – 42 households
 3 fourplexes – 12 households
 9 other – 7 over garage apts., 2 caretaker residences – 9 households
 62 unit Health Home/Group Quarters – Prairie House - 62 households

2009 - 937 households – total

1 Church
 26 Unit Little Deschutes Lodge – Over 55 Affordable - 26 households
 1 detached SFD – 1 household
 1 Sheet Metal Shop
 1, .90-acre new commercial/retail business

2010 – 941 households – total

4, detached SFD's – 4 households

2011 – 942 households - total

1, 1-bedroom cabin – 1 households

Totals 2008 through 2011

Percent of total for each housing type:

791 detached SFD's – 791 households	84.00%
21 duplexes – 42 households	4.46%
3 fourplexes – 12 households	1.27%
26 unit attached-over 55 -LDLodge - 26 households	2.76%
62 unit Health Home/Group Quarters – Prairie House	6.58%
9 other –7 over garage apts, 2 caretakers residences	0.95%
942 household – total	100.00%
244 vacant	
Total = 1654 persons	

2012 Forecast – based on 2011 Census, projections, and verified development data

3, Single Family Residences – running total 794	794 units x 2.3 persons/unit - 244 = 1582 persons
26 units - Over 55 project (LDLodge) running total 52	52 units x 1.50 persons/unit = 78 persons
29 households added to 942 = 971 households	1% growth rate Total = 1670 persons

Estimated Forecast for 2013 based on above data and assumptions for improved growth

5 SFD units 5 x 2.3/unit = 11.5 persons
 26 unit – Senior apts.26 x1.5/unit = 39 persons
 9 other units 9 x 1/unit = 9 persons
 50 unit group quarters 50 x 1/unit = 50 persons
20 unit attached apt. 1.5 persons per unit = 30 persons
 110 units Total persons = 139

110 household units +971 household units = 1081 units Total Population in 2013 = 1809 persons

Average Household Size 1.0 – 2.3 persons

Housing Ratios

The table above shows that the housing ratio between single-family (detached) and multi-family (attached) for the year 2011 was 85/15; 2012 is projected to be 82.7/17.3 and 2013 is projected to be a ratio of 75.8/24.2. If only one single-family detached structure was built then the 2013 projection ratio would be 82.7/17.28, a more likely scenario.

<u>Housing Ratio Between Single-Family (Detached) And Multi-Family (Attached)</u>	
<u>Year</u>	<u>Ratio</u>
2011 Actual Unit Counts	85/15
2012 Proposed Units, some Confirmed	83/17
2013 Forecast with Improved Growth	76/24
2013 Forecast with only 1 SFD Increase	83//17
2029 Forecast with 2566 population cap	75/25

Depending upon how many new permits are issued per year the ratios will change. The trend seems to indicate a ratio where more multi-family (attached) units are being built. This may be true for 2012 where it is known that the Little Deschutes Lodge will receive funding for its new 26 units. It is also known that the funding that supported the Little Deschutes Lodge project is exhausted and may not be reissued for further projects. The economy is highly unpredictable in 2012 and further projections are too variable to provide any real guidance. The more modest approach used in 2013 is a conservative, but more realistic scenario. Thus, regular monitoring of new permits and known/funded projects will be the best way to forecast. The Comprehensive Plan contains a variety of zones to encourage multi-family development. The implementing ordinances provide for flexibility and encourage many housing choices.

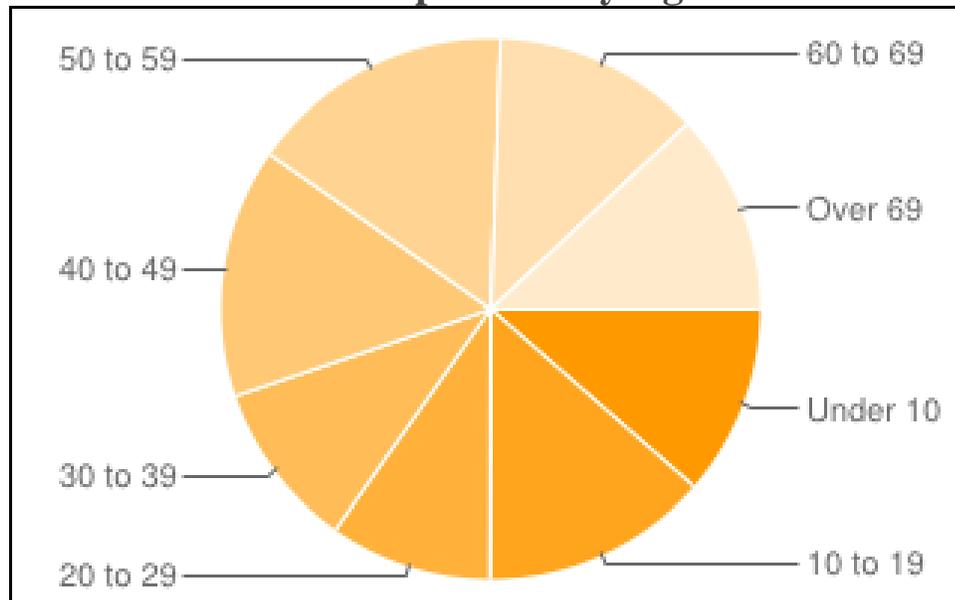
Vacant Housing Units

	Count	%
For Rent	69	28.3%
Rented, Not Occupied	1	0.4%
For Sale Only	33	13.5%
Sold, Not Occupied	5	2.0%
Occasional Use	92	37.7%
Migrant Workers	0	0.0%
Other Vacant	44	18.0%
TOTAL VACANT HOUSING UNITS	244	-

A housing unit is classified as vacant if no one is living in it on Census Day, unless its occupants are only temporarily absent—such as away on vacation, in the hospital for a short stay, or on a business trip—and will be returning.

2010 Census Summary File 1—Oregon[machine-readable data files]/prepared by the U.S. Census Bureau, 2011. Table H5.

2010 Population by Age



Proposed Housing Mix

While a city with 84% (2011) of its housing in single-family dwellings is not desirable, there are various factors to take into consideration.

- La Pine is recently incorporated after having a long and continued history as a recreational community – predominant use of single family homes and vacation homes is the pattern of settlement and not unusual for the community.
- The relative size of La Pine is small at 1653 and is not expected to exceed 2566 persons over the next 20 years, thus, change will be fairly slow.
- A focus on “complete neighborhood” planning concepts will introduce housing changes at a pace the community can accept
- The long-term goal for La Pine’s housing split is 75/25; 75 % single- family and 25% attached dwellings or better. This will require an improved economy and a more sustained growth rate. La Pine plans to implement a pragmatic approach that includes strong incentives and flexibility in zoning to encourage developers to invest in attached housing.
- The anticipated growth rate is up to 2.2 percent average annual growth rate. This rate comes from the DLCDC Approved Coordinated Deschutes County Population forecast, which shows 1,585 people at the date of incorporation and 2,566 people in 2029. The economic crisis will likely keep the growth rate down for a few years until the crisis abates.
- The coordinated 2029 population is 2566 persons. This creates a cap on growth particularly when La Pine has so many existing single-family structures.
- The average rate of new attached housing over the past 20 years is 1.65 units per year. This average is not expected to continue but until new data is available it is the only projection that is verified.

Deschutes County DLCDC Approved 2000-2025 Coordinated Population Forecast						
Year	Bend UGB	Redmond UGB	Sisters UGB	La Pine UGB	Unincorporated County	Total County
2000	52,800	15,505	975	-	47,320	116,600
2005	69,004	19,249	1,768	-	53,032	143,053
2010	81,242	23,897	2,306	1,697	57,430	166,572
2015	91,158	29,667	2,694	1,892	64,032	189,443
2020	100,646	36,831	3,166	2,110	71,392	214,145
2025	109,389	45,724	3,747	2,352	79,599	240,811

Population and Growth

Year Incorporation November 7, 2006	Population	Average Annual Growth Rate
2007	1585	2.20
2010	1697	2.20
2015	1892	2.20
2020	2110	2.20
2025	2352	2.20
2029	2566	2.20

DLCD Approved Coordinated Deschutes County Population Forecast, which shows 1,585 people at the date of incorporation and using the 2.2% growth rate, provides 2,566 people in 2029.

Estimate the number of additional housing units needed by type and the projected financial capability of residents to afford various units.

All Existing Housing Units in La Pine City Limits through 2011

Totals All Units Plus Growth 2008 through 2011	Percent of total for each housing type:
791 detached SFD's	84.00%
21 duplexes – 42 housing units	4.46%
3 fourplexes – 12 housing units	1.27%
26 unit attached-over 55 -LDLodge	2.76%
62 unit Health Home/Group Quarters – Prairie House	6.58%
9 other –7 apts, 2 caretakers residences	0.95%
942 household units – total	100.00%
244 vacant	

La Pine's land use policies do encourage greater investment and development of attached housing units, but it will take until 2029 to improve the housing ratio and reach the longer-term goal of a 75/25 split. In La Pine's case, there is adequate residential land throughout the community to support attached and detached housing.

The adopted zoning ordinance supports greater numbers of attached units in appropriate areas of the community. The Complete Community concept supports a range of housing units in each complete neighborhood. All categories of housing from group homes, duplexes, triplexes, fourplexes, townhomes, apartments, and mixed-use housing are needed within the community to increase housing choices. It is likely that new jobs will be commensurate with greater housing choices given the labor pool and variety in wage types.

2012

If the past actual data, zoning flexibility, growth rate, and the 2012 forecast are taken into consideration, (and used as a basis for looking forward) the estimated population is forecast to be 2566 in 2029, thus a 75/25 housing ratio is likely to be met in 2029 as long as the economy and growth rates improve. However, at this time there is not enough data to formulate further projections until the City has more historical data and the economy stabilizes. According to housing experts, the economy will stabilize by 2014. The City will likely update its Plan in 2015.

Estimates of the expected net density and units per acre.

As described by the Census La Pine's past household size fluctuated between 1.0 and 2.8 persons per household. Actual housing and population data in La Pine suggests that this is too robust and is more likely to be around 1.98-2.3 persons per household for SFD's and 1.0 – 2.5 for MFD's by the end of the planning period, 2029.

La Pine's goal is to obtain a housing ratio of 75% single family and 25% attached housing by the year 2029 if one assumes the Plan will be acknowledged in 2012 and population estimates are regularly studied and revised upward. La Pine has provided a good foundation for change and the use of mixed-use zoning and flexible zoning standards will remove development obstacles. Once the City transfers planning authority from Deschutes County and implements its adopted zoning regulations, better forecasting is likely because of the greater flexibility provided within the new regulations.

Density and Units Per Acre – 75% Detached and 25% Attached

As shown above, the City expects a greater mix of units over the planning horizon of 20 years to 2029. It is projected that 75% of households will be in single-family detached dwellings where there is a 15% vacancy rate, and 30% are vacation/non-resident homes and thus, not counted in the resident population. 25% of households will consist of attached dwellings/multi-family units with a 10% vacancy rate.

Numbers of Units for Each General Type of Housing in 2029 and Population

Number of Structures	Type of Occupied Structures	Units/Structure		Persons/Unit
		75:25 Attached	Detached	
1287	Single-Family detached	900 units x 2.3		=2070 persons
24	Duplexes	48 units x 2.0		= 96 persons
4	4-Plexes	20 units x 3.0		= 60 persons
3	Over 55 Housing	78 units x 2.11		=156 persons
3	Health Home	100 units x 1.0		= 100 persons
50	Other Attached Housing	50 units x 1.48		= 74 persons
Total Occupied Units=1200		Total Persons = 2566		
Total Occupied Detached Units = 900 units 75%				
Total Occupied Attached Units = 300 units 25%				
Population in 2029 is projected to be 2566 persons				
Detached home structures incl. non-occupied at 30% and vacancy 10% percentages				
Attached home structures incl. by 10% vacancy rate				

Needed net acres for Detached housing as projected for 2029

Needed net acres for the proposed 1287 Detached Structures includes the projected detached 1287 structures less the 794 existing detached structures as of 2012 = 493 units to be accommodated until 2029. A portion of these structures will absorb existing and future residentially zoned subdivision lots many of which are 10 acres in size or more, and some lots as small as 6000 square feet in area. While a reasonable approach would be to find an average between 10 acres and 6000 square feet, which is 5 acres - the local trend is to develop more efficient and smaller lots and encourage the Sewer Transfer Development Credit process, thus, a more pragmatic approach is to use 2 acre per lot instead of the 5.0 acre average. Thus, 493 structures x 2 acre/structure = 986 gross acres. 986 gross acres less the 30% dedication factor results in 690 net acres for detached housing land needs.

Financial Capability and Housing Mix

The median income in La Pine for households is approximately \$27,000.00 30% of median income is considered the maximum a household should pay for housing, which equates to about \$675.00 per month. Households available at or below this rate are limited to 2 bedroom, 1 bath apartments, or older mobile homes. Given the current poverty rate at 28% and limited job opportunities it appears that households are spending more than 30% of income on housing and it appears that there are at least two income earners in most households. There are few housing choices in La Pine other than single-family homes, and renting is less expensive than buying a home⁵. As described above, the financial capability for most of La Pine’s citizens is limited to the very bottom of the market - \$675.00 or less for housing.

⁵ The cost of \$675.00 rent for 30 years as compared to buying a home for \$150,000.00 yields a \$37, 641 savings for renters in today’s dollars.

Median Household Income	
Census 2000	\$29,859
American Community Survey (ACS) 2006-2010	\$27,388
Source: U.S. Census 2000 SF3 Table P52, P53. Source: U.S. Census Bureau, 2006-2010 American Community Survey, Tables B11001 and B19013. ACS data are estimates; they are not counts. Income data is provided in 2010 inflation adjusted dollars.	
Income Distribution in thousands.	
2012 Federal Poverty Guideline for a family of 4: \$23,050 (\$28,820 in Alaska/\$26,510 in Hawaii)	
	%
Less than \$10	111
\$10 to \$14.9	68
\$15 to \$19.9	49
\$20 to \$24.9	39
\$25 to \$29.9	85
\$30 to \$34.9	117
\$35 to \$39.9	32
\$40 to \$44.9	13
\$45 to \$49.9	60
\$50 to \$59.9	59
\$60 to \$74.9	7
\$75 to \$99.9	7
\$100 to \$124.9	15
\$125 to \$149.9	0
\$150 to \$199.9	0
\$200K+	0
Source: U.S. Census Bureau, 2006-2010 American Community Survey Table B19001. ACS data are estimates. Current Demographic Report La Pine city, OR	

The current housing mix is shown in the chart below.

Totals 2008 through 2011		Percent of total for each housing type:
791 detached SFD's		84.00%
21 duplexes – 42 units		4.46%
3 fourplexes – 12 units		1.27%
26 unit attached-over 55 -LDLodge		2.76%
62 unit Health Home/Group Quarters – Prairie House		6.58%
9 other –7 over garage apts, 2 caretakers residences		0.95%
942 household units – total	244 vacant	100.00%

According to the Census and Deschutes County records for 2011, there were 344 units rented. 151 of those units were Attached Dwellings and 191 detached homes.

Senior Housing

Limited senior housing is available via grant-funded projects such as the Little Deschutes Lodge. The Lodge offers low rental rates to those over 55. They have 26 units available and 26 more that will be built over the next 2 years. Rates are listed in the chart below.

Annual Household Income Limits		Monthly Rent	
		<i>Includes all utilities</i>	
One Person	Two Person	1 bedroom	2 bedroom
Less than \$17,720*	Less than \$20,240*	\$333	N/A
\$17,720 to \$22,150**	\$20,240 to \$25,300**	\$429	N/A
\$22,150 to \$26,580***	\$25,300 to \$30,360***	\$488	\$596

*40% of Area Media Income for Deschutes County 2010 **50% of Area Median Income for Deschutes County 2010 ***60% of Area Median Income for Deschutes County 2010

Please note that there are 7 (seven) one-bedroom units available at the 40% income qualifying level, there are 7 (seven) one-bedroom units available at the 50% income qualifying level and there are 8 (eight) one-bedroom units and 4 (four) two-bedroom units available at the 60% income qualifying level. The income limits and rental rates are subject to State approval and to change. The income limits and rental rates will vary based on the annual determination of Area Median Income for Deschutes County, Oregon.

Other Housing Assistance

Additional limited housing assistance is available through Housing Works. Housing Works, under contract with the U.S. Department of Housing and Urban Development (HUD), administers a rental assistance program for Crook, Deschutes, and Jefferson counties. This “Section 8” Housing Choice Voucher Program allows low-income families to choose and lease safe, decent, and affordable privately owned rental housing.

The family (or person) selects a rental unit from the open market. They pay approximately 30-49% of their Gross Annual Income towards rent. Housing Works pays the property owner the difference between the fair market rent and the amount the person or family is able to pay. Rental units must pass a Housing Quality Standards inspection before a contract can be written with the property owner. Periodic Inspections ensure both the property owner and residents are properly maintaining the units. Housing Works manages 1,080 vouchers that are issued to eligible individuals and families in the three counties. The vouchers are randomly selected and there is no assurance that a La Pine family will obtain a voucher.

New Zoning Regulations

La Pine has adopted flexible zoning and implementation regulations aimed at introducing attached housing throughout the community. The mixed-use zones and residential zones allow greater choices in housing to build. This zoning permits a wide range of housing types. The following chart describes the types and associated demographic market.

Overall Needed Housing Types by Category and Demographic Market

	<u>Size of Unit</u>	<u>Desired Lot size/density</u>	<u>Demographic/market</u>
Large lot single family	2,000 to 3,000 sf. 3-4 bedrooms 2-3 bath	6,000 sf to 10,000 sf	Families Move-up buyers
Small lot single family	1,500 to 2,500 sf 3-4 bedrooms 2-3 baths	3,000 sf to 5,000 sf	Families First-time buyers Move-down buyers Empty-nesters Retirees
Townhouse, duplex, triplex	1,000 to 2,000 sf 2-3 bedrooms 2 baths	2,000 to 4,000 sf	First-time buyers Move-down buyers Empty-nesters Singles
Cottage cluster	600 to 1,200 sf 1-2 bedrooms 1-2 baths	1,200 sf to 5,000 sf	Singles Couples Empty-nesters Retirees Move-down buyers
6-pack/8-pack condominium (Units			

**on single floor,
direct-entry parking)**

1,000 to 1,500 sf
2-3 bedrooms
2 baths

15 to 25 du/acre net

First-time buyers
Move-down buyers
Empty-nesters
Retirees

**Garden-style
condominium (walk-
up, surface parking)**

700 to 1,500 sf
1-3 bedroom
1-3 bath

15 to 25 du/acre

First-time buyers
Singles
Couples
Moderate income families

**Mid-rise
condominium
(stacked flat,
underground
parking)**

500 to 1000 sf
Studio – 2 bedroom
1-2 bath

50 to 100 du/acre

Singles
Couples
Young professional

Financial Capability of Future Residents

Future residents will have a difficult time finding low-income housing choices until new attached units are developed and such inventoris. This type of housing is stimulated by the City having policies and regulations that encourage attached and varied housing. La Pine has lower commercial and industrial land prices. This should help to produce more jobs stimulating the development of more housing choices as the economy improves.

10. Questions and Answers Snapshot - Comparison of Supply and Demand

Question: Is the existing supply of buildable land in La Pine sufficient to meet the expected demand?

Answer: Yes

Question: To determine if there is enough land within the UGB, buildable and infill land must be compared with the future needed housing units forecasted for 2029. Has this been done and are there adequate supplies of buildable and infill land?

Answer: Yes

Question: Based on the projected demand and need for housing by type, and the expected net densities by type, how many acres of land are needed to address demand over the next 20 years?

Answer: 921.73 acres of residential land are available to meet the demand for housing over the next 20 years and all of this land is within the current City limits.

Question: Based upon the inventory work of all land within the City limits of La Pine are there any land use categories that are deficient and would necessitate a larger city boundary?

Answer: Some recreational uses such as La Pine's desire for 120 acre rodeo ground complex and the potential for large industrial development could require additional lands beyond what the current city limits provides. These uses require large blocks of contiguous land.

10. Conclusion: This document summarizes the Residential and Commercial/Industrial Buildable Land Inventory analysis for La Pine. It primarily addresses State Planning Goal 10, "To provide for the housing needs of citizens of the state." Goal 10 and its administrative rules set out a process to estimate future housing needs and to analyze the supply and demand for residential land needed to accommodate future growth. Cities are required to provide a 20 year supply of residential and within their UGB at periodic review and legislative review, based on housing needs assessment. Citizens felt it was essential to review commercial and industrial lands too given the emphasis upon the Complete Communities Concept. Additional Employment and Economic data can be found in the La Pine Economic and Opportunities Analysis, which addresses Goal 9.

This document addresses commercial/industrial lands as far as creating an inventory and forward looking approach given community livability standards. The focus of this document contains a housing needs analysis, an analysis of existing buildable land and a comparison of the supply of buildable residential land with forecasted housing demand. The housing need analysis forecasts housing demand to 2029. The supply analysis is based on buildable land as of 2008 and as updated. In reviewing the future needs for land and the current supply within the current city limits, it has been determined that there is an adequate 20-year supply of buildable residential land.

11. Commercial/Industrial Lands:

Commercial

In La Pine, the net commercial lands, that are either vacant or have redevelopment potential, total 171.39 acres. Various factors were used to determine redevelopment potential and included age of structure, improvements value, and the percent good factor used by the Deschutes County Assessor. However, the location and size of these commercial lands is not always conducive to the Complete Community/Complete Neighborhood Concepts advocated here and in the Plan. Commercial land needs are directly tied to the complete neighborhood concepts and traditional commercial center development necessary to accommodate citizen's desire for additional community shopping and service needs. Thus, new commercial areas will be needed in places that better support the Plan's desired concepts and this may require rezoning to accomplish the goal. This means that over time an excess inventory of commercial lands may occur. The proposed Comprehensive Plan map outlines where new commercial and mixed-use are proposed to facilitate the complete neighborhood concept. This map will be refined during the final Plan adoption process and hearings. Overall, there is a need for an additional 50 acres of commercial mixed-use areas to support the neighborhood concepts. Through rezoning and other land use overlay methods the needed commercial land can be accommodated within the current City limit/UGB boundary.

Industrial

The net Industrial lands in La Pine, that are vacant and redevelopable, total 234.0 acres. These lands are those that are currently zoned for industrial use and located together in the SE section of the city away from most of the primary residential areas. The same factors used above for commercial lands were used to determine vacant or redevelopable industrial lands. At this time, it appears that there is an adequate amount of industrial lands to support a variety of uses, including large lot developments by lot assemblage. Lands proposed for industrial uses in the Wickiup Junction area will also support light industrial uses and avoid cutting up the SE industrial area. The Wickiup Junction area is oddly shaped and may not be suitable for a large lot industrial user. If several large industrial users were to absorb the SE lands, or the Resource Lands (the Forest/BLM lands south of Rosland Road) within the City are not ready for industrial use, then a boundary expansion may be warranted. However, the Plan requires regular updating and maintenance of land inventories to forestall any shortages.

12. Recreational Lands/Open Spaces

It appears that La Pine has an abundance of open spaces and natural areas mainly because the community is new and includes a large percentage of undeveloped land and public lands. With the Little Deschutes on the west edge of the community and vast amounts of Forest land and the sewer treatment plant on the east it is easy to assume that all recreational and open space needs of the community have been met – but this is not so. Additional planning efforts will need to be made to preserve and incorporate open space and recreational areas into new urban developments. Zoning regulations have been adopted to support open space and recreational needs. The Complete Community concept helps plan for new parks, open space and recreational areas before open space

opportunities are lost. The La Pine Parks and Recreation District continues to manage and expand upon its over 60 acres of open spaces and recreational areas. Other open spaces and private parks will likely be developed within new site plans and proposed new uses within the City. Required landscaping areas and public facilities like schools will also contribute to the total number of open spaces located throughout the community. Even so, the community lacks connecting linkages to these resources. Today, existing publicly owned/improved open spaces/parks designated for public use account for less than 100 acres⁶ in the community or 2.2% of the total land area of the community. Public sentiment and citizen comments reveal that this number is too low and that much of La Pine's beauty could be easily lost as BLM/Forest lands get sold or private river properties change ownership. Citizens are also concerned that greater efforts need to be made to accommodate Deer and Elk migrations through the community. Traditional native animal corridors should be analyzed before development approvals are granted. Thus, it is essential to actively manage needed recreational and open space needs throughout the 20 year planning period. While many of the community's needs for open space and recreation can be accommodated within the City given the large vacant acreages it may be necessary to expand the City limits/UGB to accommodate special needs or access to BLM land transfers. At this time the City is aware of one key need: land for the La Pine Rodeo Grounds.

13. UGB Boundary Issues

The current City limits provides an adequate supply of residential and economic lands, except for the forward looking exceptions described above related to recreational/open spaces and the potential for larger industrial acreages. Citizens have requested consistent jurisdiction and policy decisions for all lands within the City limits. Thus, it is prudent to use the existing City limits as the proposed UGB and rely upon regular land inventory updates to manage the 20-year supply of land uses. Should adjustments need to be made to expand the UGB/City Limits then the appropriate steps should be taken at the time they are warranted. The Comprehensive Plan and related Goal 14 exception and UGB boundary location analysis provide greater detail justifying the proposed UGB.

⁶ Does not include Forestlands or those lands previously designated Forest use.