

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 1st 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, etc¹;
- 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,

¹ 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 20th 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 livablilty

- 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

<p>Goal # 1: Protect and enhance identified Goal 5 resources and other features of the natural environment using a variety of methods and strategies.</p>
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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 (4th 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 4th grade with an enrollment of approximately 475 students. La Pine Middle School serves 5th through 8th grades with an enrollment of approximately 520 students. La Pine High School serves 9th through 12th 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>Goal # 2: Create a system of conservation practices for public resources, services, and related facilities.</p>

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
- 1st Street/Reed Road - Collector
- 3rd Street - Local
- 4th Street/William Foss Road – Local
- Finley Butte Road - Collector
- 6th 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 1st 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); 1st Street/Reed Road; 4th 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 1st 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 1st 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.
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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 Analysis² 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 LIGI³, the Chamber of Commerce, ODOT, Economic development For Central Oregon, and the La Pine Sewer and Water

²

The analysis has been updated as needed to reflect actual land absorption, City Council policy, and other relevant inventory monitoring factors.

³ 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

Top reasons why La Pine is desirable for economic development

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"⁴ 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.

⁴ 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 lots⁵. 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

⁵ 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.

PRIMARY INDUSTRIES IN CENTRAL OREGON		
County	Industry	Total Employment
Deschutes	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 Occupation⁶ 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.

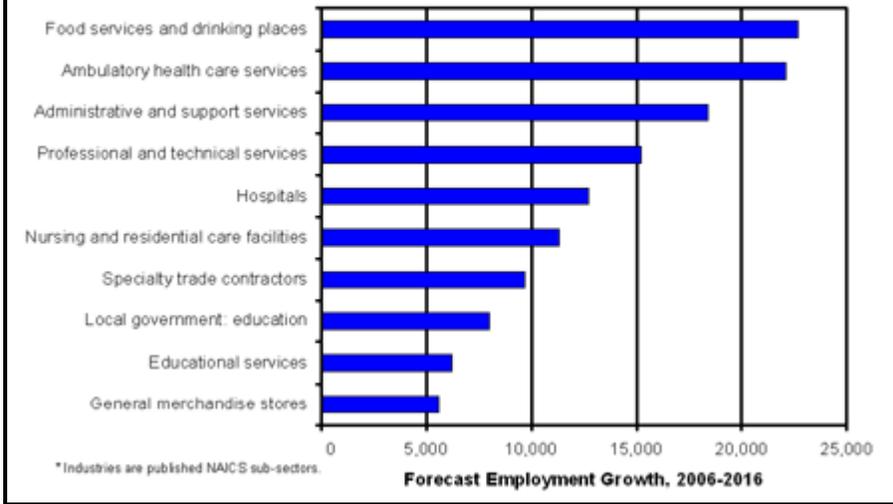
**Oregon: Employment Forecast
By Broad Industry, 2006-2016**

Broad Industry	2006	2016	Change	Percent Change
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%

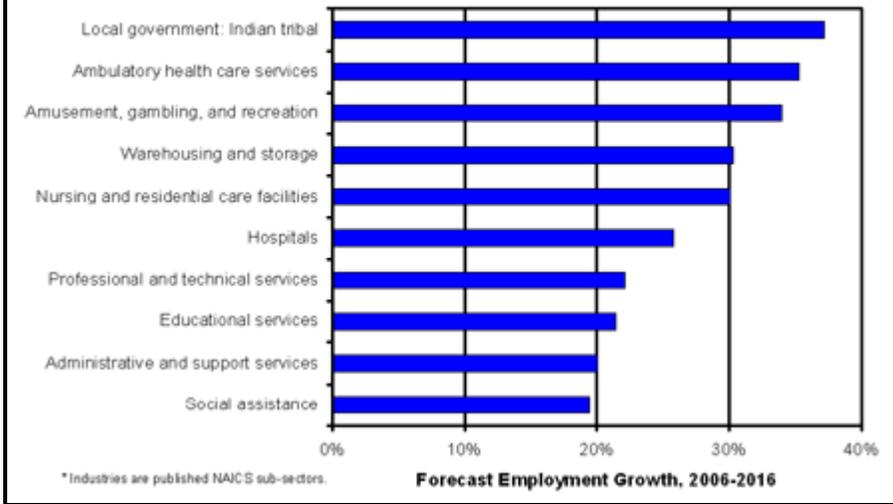
Oregon Industry Employment: Forecasts by Region, 2006-2016

Workforce		2006	2016	Change	Percent Change
Region	Counties				
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%

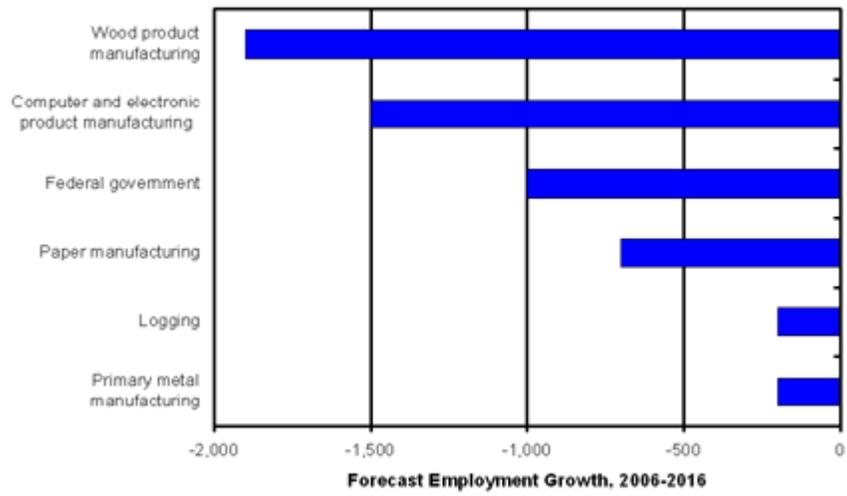
Oregon: Industries Adding Most Jobs*, 2006-2016



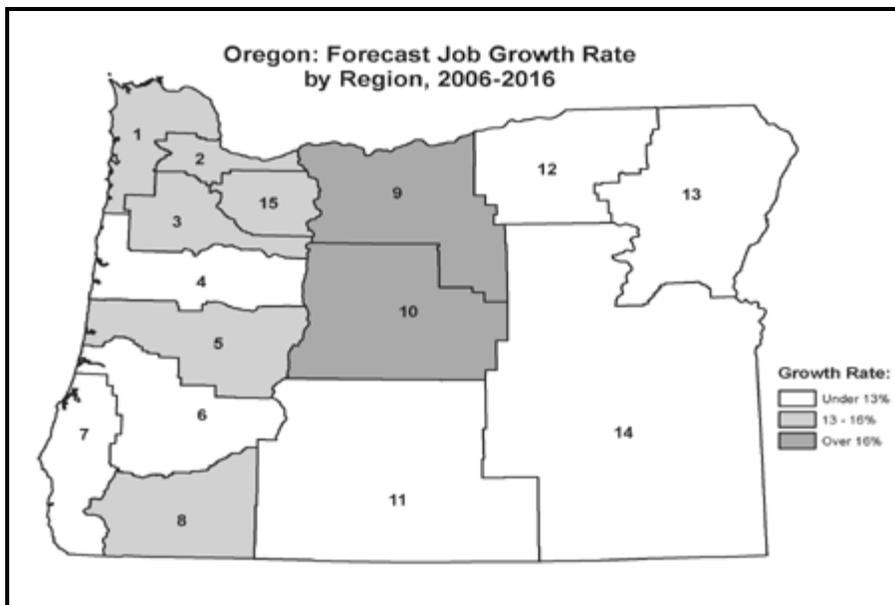
Oregon: Fastest-Growing Industries*, 2006-2016



Oregon: Industries Losing Jobs, 2006-2016



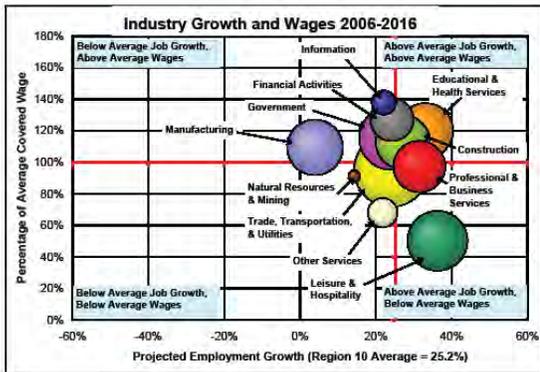
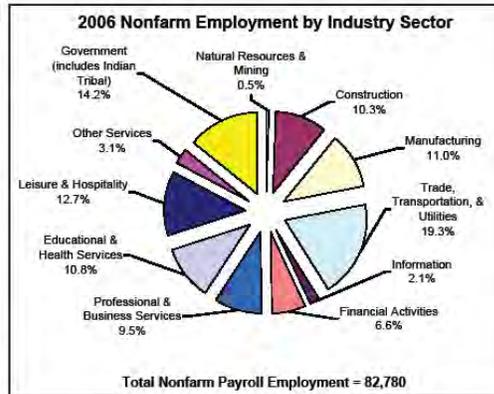
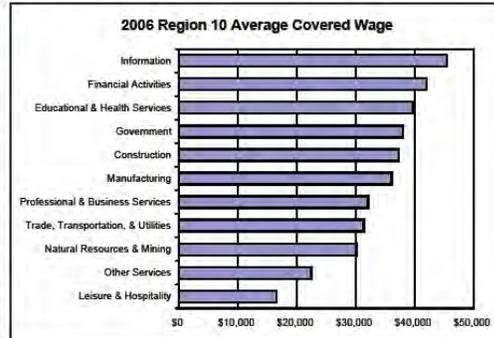
Oregon: Forecast Job Growth Rate by Region, 2006-2016



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:
Stephen.C.Williams@state.or.us or **(541) 388-6442**

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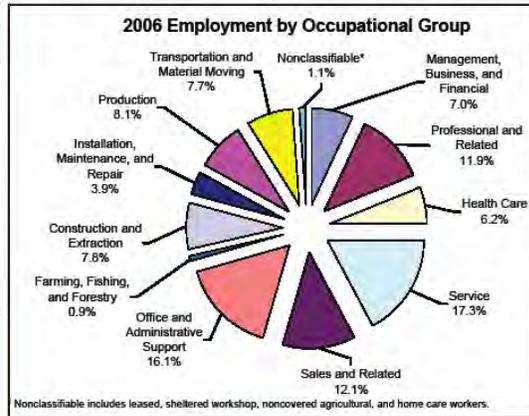


Region 10 Occupations At A Glance ...



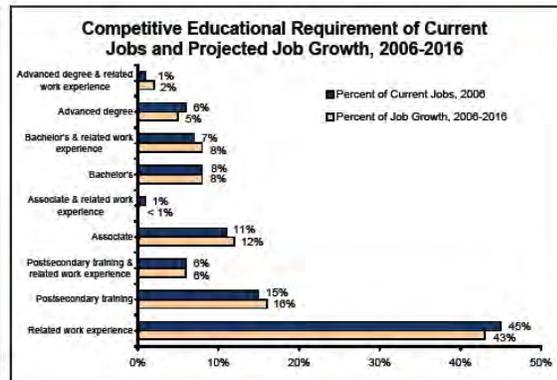
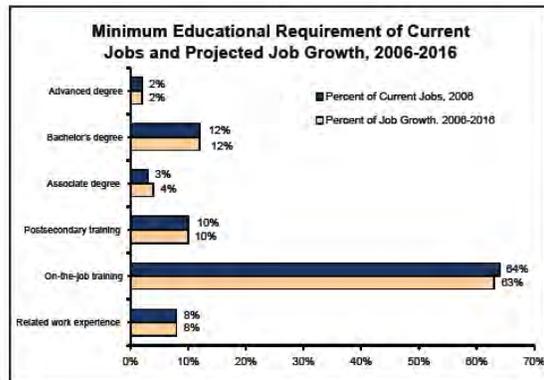
2006 Employment by Occupational Group			
Occupational Group	2006 Employment	Percent of Total	Statewide % of Total
Total Payroll Employment	83,611	100%	100%
Management, Business, and Financial	5,830	7.0%	8.6%
Professional and Related	9,929	11.9%	15.2%
Health Care	5,156	6.2%	6.5%
Service	14,436	17.3%	15.2%
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 ⁷
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 acres⁸ 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.

⁷ Per boundary survey

⁸ 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:

Employment Land Breakdown and Projection of Needed Acres Over 20-year Period⁹		
Employment Land Type	Zoning Required	Acres
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.

⁹ 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 commuting¹⁰ 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:

¹⁰ 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>Goal # 2: Develop an “Economic Development Strategic Plan” and other mechanisms necessary for supporting and enhancing the local economy.</p>

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 Census¹¹ data show that there were 5,799 people, 2,331 households, and 1,699 families residing in the CDP¹². The population density was 197.7 people per square mile (76.3/km²). There were 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. 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

¹¹ The 2000 Census data has been updated, by projection, via the Claritas research data found in the Appendix.

¹² 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
OCCUPANCY STATUS		
Total housing units	2,975	100.0
Occupied housing units	2,331	78.4
Vacant housing units	644	21.6
TENURE		
Occupied housing units	2,331	100.0
Owner-occupied housing units	1,883	80.8
Renter-occupied housing units	448	19.2
VACANCY STATUS		
Vacant housing units	644	100.0
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
RACE OF HOUSEHOLDER		
Occupied housing units	2,331	100.0
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
HISPANIC OR LATINO HOUSEHOLDER AND RACE OF HOUSEHOLDER		
Occupied housing units	2,331	100.0
Hispanic or Latino (of any race)	26	1.1
Not Hispanic or Latino	2,305	98.9
White alone	2,234	95.8
AGE OF HOUSEHOLDER		
Occupied housing units	2,331	100.0
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
Subject	Number	Percent

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*
Deschutes County	20,300	20,200	19,850	19,182	15,700	14,111
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
Deschutes County	130,500	126,500	122,050	115,367	89,500	74,958
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
Jefferson County	19,900	19,850	19,400	19,009	15,400	13,676
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
Total Area Population	170,700	166,550	161,300	153,558	120,600	102,745

County Population Projections As Noted By Oregon Bureau of Economic Analysis

County	2000	2003	2005	2010	2015	2020	2025	2030	2035	2040
Crook	19,300	20,300	21,035	23,051	25,249	27,590	30,125	32,796	35,569	38,553
Deschutes	116,600	130,500	139,994	158,792	178,418	197,150	214,479	229,933	244,069	257,088
Jefferson	19,150	19,900	20,491	22,168	24,079	26,065	28,298	30,831	33,390	36,094
Tri-County Total	155,050	170,700	181,520	204,011	227,746	250,805	272,902	293,560	313,028	331,735

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
Total housing units	3,008	100.0
UNITS IN STRUCTURE		
1-unit, detached	1,704	56.6

Subject	Number	Percent
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
YEAR STRUCTURE BUILT		
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
ROOMS		
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)
Occupied Housing Units	2,342	100.0
YEAR HOUSEHOLDER MOVED INTO UNIT		
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
VEHICLES AVAILABLE		
None	49	2.1
1	493	21.1
2	1,092	46.6
3 or more	708	30.2
HOUSE HEATING FUEL		
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
SELECTED CHARACTERISTICS		

Subject	Number	Percent
Lacking complete plumbing facilities	18	0.8
Lacking complete kitchen facilities	25	1.1
No telephone service	22	0.9
OCCUPANTS PER ROOM		
Occupied housing units	2,342	100.0
1.00 or less	2,229	95.2
1.01 to 1.50	101	4.3
1.51 or more	12	0.5
Specified owner-occupied units	1,025	100.0
VALUE		
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)
MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS		
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)
SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
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
Specified renter-occupied units	440	100.0
GROSS RENT		
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)
GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		

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 acre¹³ 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

¹³ 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>Goal # 2: Determine opportunities for housing rehabilitation, redevelopment, and connection to urban infrastructure and services.</p>

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.

Goal # 6: 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