Destination Resort Siting in Oregon

Land Conservation and Development Commission Meeting – Prineville

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Presentation Outline

- Quick Chronology
- Review of Goal 8 / DR Statute Provisions
- Planning Status and Key Issues

Long History of Resorts

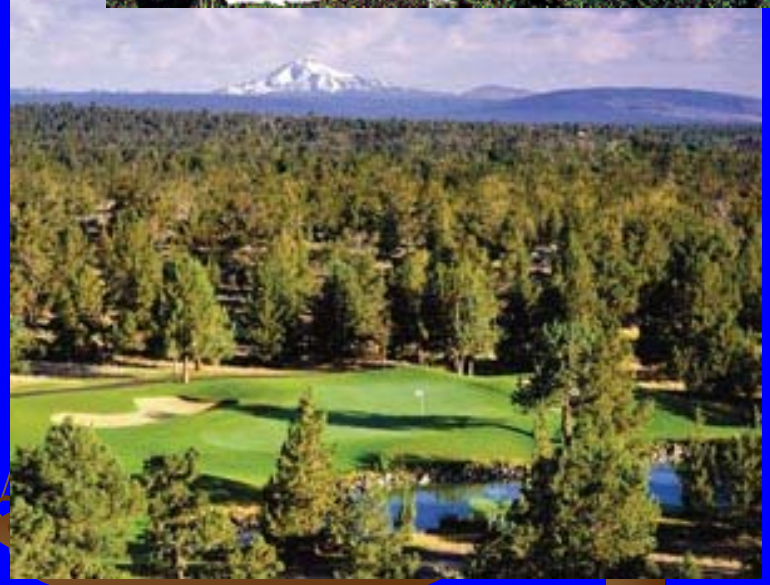
Bayocean - Tillamook

1950s & 1960s

- Recreational Lot Developments
  - "Sagebrush Subdivisions"
    - Graded roads, no services
    - Little or no planning
    - Land development schemes
  - Result: a mix of permanent homesites, vacant lots, seasonal campsites
  - Deschutes County had 15,000 plus lots

1960-70s Planned Resorts

- Salishan
- Sunriver
- Otter Crest
- Kah-nee-tah
- Black Butte



1970-1980 Land Use Laws Emerge

- New development on rural land restricted to protect farm / forest land and avoid urban sprawl
- Destination Resorts require Goal Exceptions
- New resorts proposed in sensitive areas:
  - Hood River Valley
  - Oregon Coast

1982 Hansell Land Use Task Force

- No provision in land use laws or rules for destination resorts
  - A new Sunriver or Salishan?
- Exceptions process is a barrier
  - Case-by-case decision-making results in protracted legal battles between developers and resort opponents
- Recommends state land use laws more clearly provide for resort siting

1983-84 Joint Task Subcommittee of LCDC & EDC

- What is a "destination resort"?
  - Critical mass of accommodations & natural and developed amenities:
  - Visitor accommodations
    - Overnight lodging
    - Restaurants, meeting facilities
  - Developed recreational facilities
    - Multiple developed on-site attractions, golf, swimming tennis
  - Outstanding natural setting
    - Open space, views
    - Away from it all feeling
- Together requires a large, rural site

New Rules: Goal 8 (1984)
Destination Resort Statute (1987)

We can have it all

- Allow "true" destination resorts
- In appropriate areas
- Clear planning and approval process

Resort Siting Process under ORS 197.455 & Goal 8

- County option
- Participating counties adopt:
  - map of eligible areas
  - plan and ordinance provisions to allow resorts
- Counties review and approve on case-by-case basis using county ordinances

Key Objectives: Get Real Resorts

Resorts serving visitors

- Attract visitors for longer stays, spend more money
- Generates taxes with low demand for public services
- Serve destination tourism

"Destination Resort" minimums:

- 160 acres
- 50% open space
- $7 million in visitor accommodations, developed recreational facilities
- 150 units of overnight lodging
- Limit on non-overnight lodging units
  - 2:1 ratio (2.5 to 1 Eastern Oregon)
- Limited commercial services

  (to serve visitors at the resort)

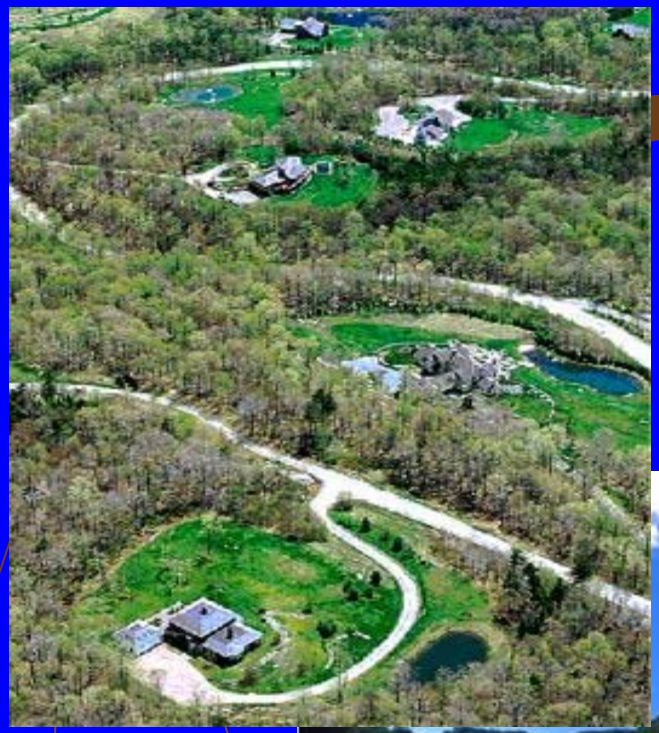
Key Objectives: Protect Most Valuable Resource Land

Excluded Areas

- Areas within 3 miles of high value crop land
- Sites with prime or unique agricultural soils
- Class 1 & 2 Forest land
- "Especially sensitive big game habitat" as mapped by ODFW
- Other areas at county discretion

Rural Conflicts

- Increases demand for rural lots
- Bid up land prices, undermines expansion of commercial farm and forest operations
- Complaints, opposition to accepted farm/forest practices
- Disrupts rural character and environment

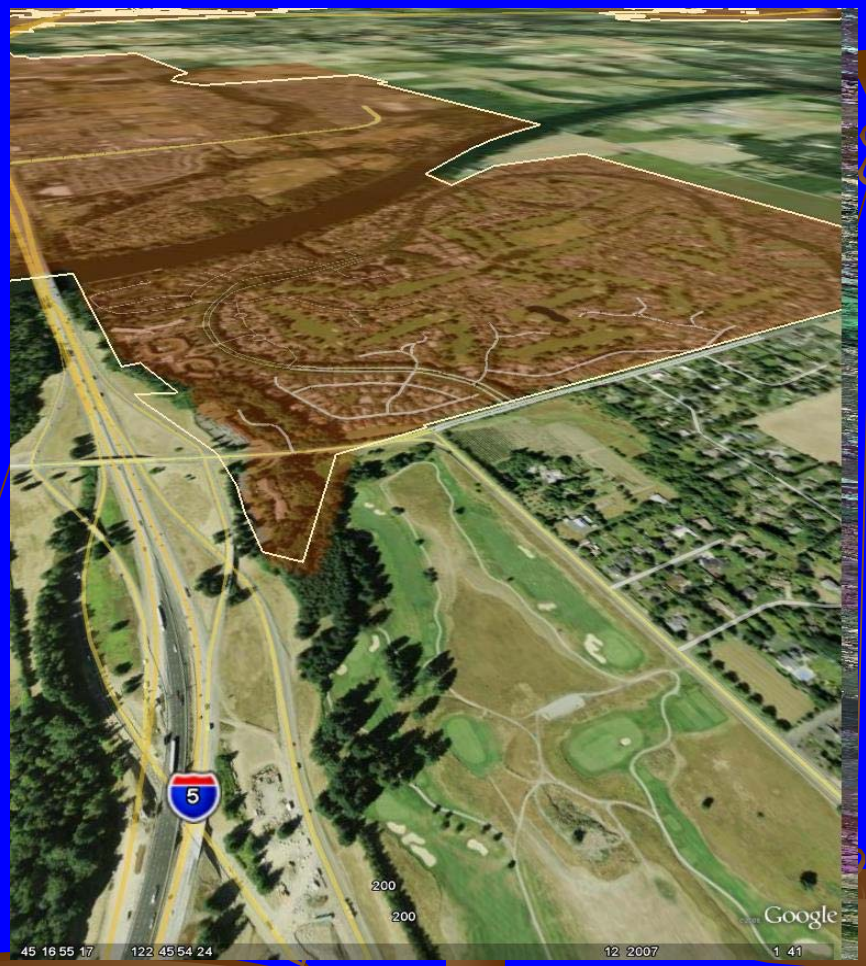


Key Objective: Predictability

- County-wide map
  - A "bright line" to identify eligible areas
  - May be amended every 30 months
- Destination Resort Ordinance
  - Typically Overlay Zone
  - Based on Goal/Statute

Key Objective: Avoid urban sprawl

- No resorts within 24 air miles of large urban areas
- Limit on individually owned lots & units
  - 2:1 ratio
  - 2.5 to 1 in Eastern Oregon



Planning Status

- Eight counties have adopted resort mapping and ordinances
  - Deschutes, Douglas, Crook, Klamath, Jefferson, Jackson, Josephine, Tillamook
- Others have used goal exceptions:
  - Coos County for Bandon Dunes

On the Ground Results

Bandon Dunes – Coos County

- 10+ new destination resorts
- Most in Central Oregon
- Several coastal resorts approved but unbuilt

Unbuilt Resorts

- Big Creek – Lane County Coast (1985)
- Elkhorn Valley - Marion County (1985)
- Newport – Wolf Tree (1987)
- Tillamook – Beltz Farm (1990)
- Waldport – Naples (2007)

Factors in Central Oregon Success

- Critical mass of high quality attractions
  - Summer / winter recreation
  - Multiple resorts / golf courses
  - High level of support services in Bend
  - Growing national reputation
- Accessibility
  - 3-5 drive time to metro areas
  - Very good regional air service - Redmond

Destination Tourism Elsewhere

- Destination Resorts are only one product
- Communities and regions attract & serve destination visitors:
  - Coastal cities
  - Ashland
  - Yamhill County Wineries
  - Portland

Beachfront Condominiums Rockaway Beach

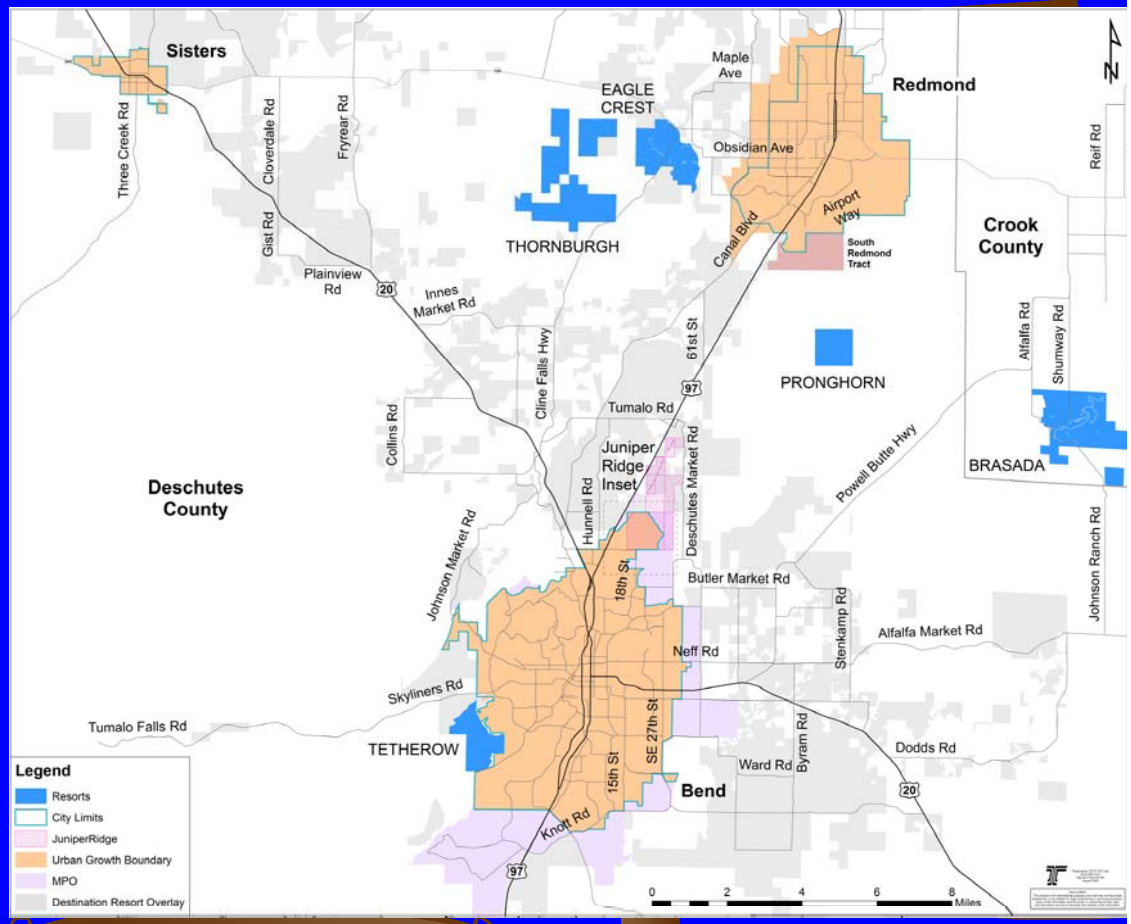
Key Issue:
Are new resorts visitor-oriented?

Newer resorts seem focused on lot sales

- Dramatic increase in lot prices/values
- Focus is on attracting and serving home-buyers, residents
- Increased use of small, low cost units to meet "overnight lodging" requirements
- $10 million for developed facilities is modest
- Relaxed rules for counting individually-owned units as "overnight lodging" units
- Change in ratio to 2:5 to 1 in Eastern Oregon

Key Issue: Cumulative Impacts

- 10 resorts in Central Oregon
- Vastly exceeds expectations
- Unexpected impacts
  - Water, Wildlife
  - Traffic / Highways
  - Urban Areas



Issue: Future of individually-owned units?

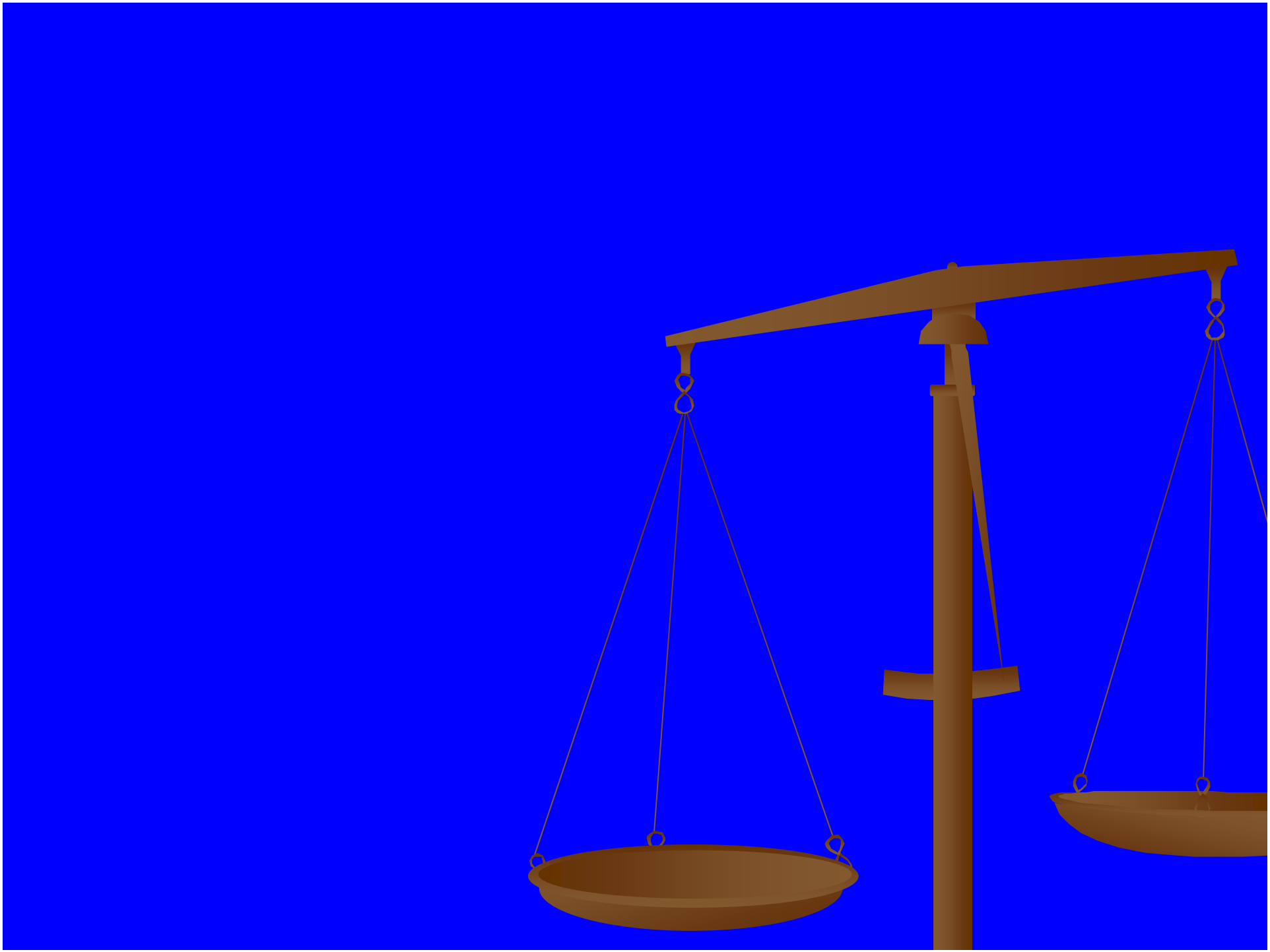
Conventional view: Most individually-owned units function as visitor housing

- Vacation homes, second homes or rentals
- About 20% are used as residences

Alternative view: Residential use may increase

- Close to urban areas
- Retirement Boom

Data and Trends -??

Issue: Economic Trends

- Demand for housing in Oregon is high
  - Baby boom retirement
  - In-migration to Oregon (mostly from California)
- Destination tourism
  - People are attracted to areas with lots of attractions & activities, not just a resort
  - Lots of these attractions are urban – restaurants, art galleries, museums