

**EXHIBIT A**  
**to**  
**Council Public Hearing Memorandum – February 10, 2010**

**A. Section 1 – General Changes**

These General Changes address the Planning Commission and City Council comments in response to the most recent draft of the Plan.

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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.

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Establish design protocol for new development/buildings in La Pine by focusing on the “Complete Community” and “Complete Neighborhoods” concepts.

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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,

...

**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 contain the urban growth boundary which is the same 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.

## **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.

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

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

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

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

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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.

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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.

...

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.

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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.

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- 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 for long term sewer expansions. Moreover, because the City is interested in encouraging multiple uses/transitional uses on vacant lands there are greater efficiencies that can be derived from the large 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.

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Develop methods to support the addition of alternate energy sources within the community.

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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.

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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.

General Changes to accommodate LIGI – text changes to remove economic barriers

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- Addition of mixed-use areas to buffer incompatible uses from one another

1. 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.

**B. Section 2 – Specific Changes**

1. Insert the draft “Transition Area Section” into the Comprehensive Plan, Chapter 12.
2. Add a clear statement in the Transition Area Section that the Transition Area on the northern portion of the County owned master planned neighborhood would allow for a transfer of desired densities from the widened open space corridor across the central portion of the property.

Recommended Transition Area Text – Items 1 and 2 above (To be added to Chapter 12, Urbanization – Goal 14)

**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 due to the fact that 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 respective of all sides of the surrounding uses.

## 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.
3. Better explain in the text of the Plan what is intended in the Wickiup Junction Improvement Area as shown on the Plan map. This should include a policy saying that further map changes may occur as more definitive plans for the Wickiup Junction/Highway 97 interchange are approved

Recommended explanation to Wickiup Jct. Improvement Area – Item 3 listed above (To be added to Chapter 8, Transportation – Goal 12 and Chapter 12, Urbanization – Goal 14).

### **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.

### **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.
  
4. Provide a better and more accurate reference to the Transit Service that is provided to citizens of La Pine.

Recommended description of Transit Service Available to Citizens of La Pine – Item 4 listed above (To be added to Chapter 8, Transportation – Goal 14)

### **Alternative Modes of Transportation**

*Transit:* (Amend the existing draft text for this subsection to read as follows)  
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.

5. Better explain in the Plan the densities and development pattern for the residential districts shown on the Plan map.

Recommended description of the desired residential densities for the Residential Districts shown on the Comprehensive Plan Map – Item 5 listed above (To be added to Chapter 10, Housing – Goal 10).

## **Residential Types and Values**

***Residential Districts:*** (This is a new subsection to be added)

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. Additionally, the overall density range within La Pine is expected to increase from 1.34 units per acre as it is today to 3.0 units per acre over the 20-year planning horizon. The Plan provides various strategies to meet this goal.

**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 primary transportation corridors and in areas where service commercial and employment opportunities will be convenient to residents. Such areas should be respective 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 40.0 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.

6. Add new text to Chapter 12 to describe the Mixed Use Commercial Residential designation that the Planning Commission directed to be added back into the map.

Recommended description of the Mixed Use Commercial Residential District shown on the Comprehensive Plan Map – Item 6 listed above (To be added to Chapter 9, Economy – Goal 9 and Chapter 12, Urbanization – Goal 14).

### **Existing and Proposed Commercial/Mixed-use Opportunities**

***Mixed Use Commercial Residential District:*** (This is a new subsection to be added) 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.

7. Add new policies related to:
  - a. Indicate that the City will participate in discussions related to future Airport creation as part of the Transportation Advisory Group;
  - b. Indicate that the City desires inclusion of the BLM/Rodeo Grounds land transfer within the City limits
  - c. Indicate that the City of La Pine should be considered as a regional sewer treatment area if land use laws would permit.
  - d. Indicating that an airport would serve as a strong economic driver in the La Pine area.
  - e. State that the UGB and need for new lands/annexation should be reviewed every 2-years.
  - f. Provide stronger protection for Historic Resources.
  - g. An indication that further map changes may occur for the Wickiup Junction Improvement Area as more definitive plans for the Wickiup Junction/Highway 97 interchange are approved.
  - h. Adding new mixed use areas within the City on an as needed basis for the purpose of furthering complete neighborhoods.

Recommended New Policies – Text Changes 7. a-h listed above:

Chapter 8, Transportation, under Goal 1

- a. 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.

Chapter 12, Urbanization, under Goal 2

- b. 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.

Chapter 7, Public Facilities and Services, under Goal 1

- c. 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.

Chapter 8, Transportation, under Goal 1 and Chapter 9, Economy, under Goal 2

- d. 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.

Chapter 14, Urbanization, under Goal 2

- e. 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.

Chapter 5, Natural Resources and Environment, under Goal 1

- f. 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.

Chapter 8, Transportation, under Goal 1 and Chapter 12, Urbanization, under Goal 2

- g. 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.

Chapter 12, Urbanization, under Goal 2

- h. 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.