

## **La Pine Comprehensive Plan and Urban Growth Boundary Proposed Findings**

### **Overview**

The City of La Pine, incorporated in 2006, is Oregon's newest City. In an effort to fulfill all obligations of incorporation, La Pine is now on its way to fulfilling the land use planning requirements adopted by the State and administered by the Department of Land Conservation and Development. First in this effort is the creation of La Pine's first Comprehensive Land Use Plan and the establishment of an Urban Growth Boundary (UGB). Over the last half of 2008 and throughout 2009 the City has worked with a consultant team, local and regional agencies, and, most importantly, the citizens of La Pine to develop a direction for land uses in the community for the next 20 years. Because this is the first Comprehensive Plan and UGB for La Pine as an incorporated City (previous land use planning was done under the jurisdiction of Deschutes County and the State Unincorporated Community Rules), the citizen involvement portion of the process was emphasized – self-direction was an overriding theme expressed by citizens throughout the planning process.

Since this is the first Comprehensive Plan and UGB for La Pine, the planning process was targeted at meeting the basic requirements of the applicable Oregon Statutes and Administrative Rules, and implementing the State Land use Planning Goals at the local level. The key components on which the Plan and UGB were based include the Deschutes County Coordinated Population Forecast which included the City of La Pine, a Buildable Lands Inventory for the area within the City limits and an Economic Opportunities Analysis. Additionally, because many of the public facilities and services within La Pine are provided by special districts and not the City, coordination with the master plans of those groups was essential. Additionally, transition from County jurisdiction was taken into consideration – it assumed that many services will still be provided by Deschutes County for the near future until the City has the capability to take over those roles.

The following findings are offered in support of the Comprehensive Plan and the establishment of an Urban Growth Boundary for the City of La Pine. They serve as a summary of the technical data included in the Plan and describe the correlation between such data and the development of the goals and policies.

### **Basic Findings of Fact**

1. In 2009 Deschutes County amended its coordinated population forecast to include the City of La Pine. The population projection for La Pine for the year 2029 is 2,566 persons. This is an increase in the population of approximately 1,000 persons over the 20-year planning period. The increase is based on a conservative average annual growth rate of 2.2%.
2. A Buildable Lands Inventory was completed for La Pine to determine the amount of land available and necessary for housing. Additionally, this inventory aided in determining the amount of land available for economic use. The inventory

- examined vacant lands as well as lands that were only partially developed or that were potentially redevelopable. The basis for determining what was redevelopable depended on the age and condition of the structures on the site as qualified by the Deschutes County Tax Assessor. The inventory also took into account lands that were otherwise encumbered by physical factors such as floodplain or lack of public services. It was determined that 945.67 net acres of land were available for residential development inside the La Pine City limits.
3. The assumption of 2.8-3.0 persons per household was used in determining residential land need. Additionally, an average residential density of 3.0 units per acre was used. It was also assumed that housing would be split according to a 60% single family residential to 40% multiple family residential housing ratio (although La Pine is far from this ratio currently). In combination, these factors indicate that 945.67 acres of land area will be needed as residential lands to accommodate the projected population growth over the 20-year planning period.
  4. The primary economic lands in La Pine are the industrial lands in the southeast portion of the City and the commercial lands which generally follow the Highway 97 corridor in the southernmost and northernmost portions of the City. Much of the industrial land is vacant and available for new development. The majority of the commercial lands have existing development that serves both the citizens and traveling public. Overall, La Pine has 482.80 gross acres of economic lands, with 449.00 net acres being available for development. It is projected that the city limits currently provides for all acreage needed during the planning period expect for large industrial development and potential recreational lands.
  5. The Comprehensive Planning process was done in accordance with and in order to fulfill the requirements of Oregon’s Statewide Planning Goals. Goal 1, which mandates citizen involvement in the process was a key component in understanding the desires of the community and embodying them into the Plan. A series of public meetings were held throughout the process at which public comment was taken. A Technical Advisory Committee was created which included representatives from various public agencies, private groups and special interest all of which provide services to the community of La Pine. The work with the Technical Advisory Committee included coordination with Deschutes County officials for assistance in gathering information appurtenant to the project. Near the end of the planning process a Planning Commission was appointed – the Planning Commission is now the official public involvement body for the City. Lastly, the La Pine City Council was regularly updated and involved throughout the planning process. Formal public hearings were held before the Planning Commission and City Council whereby public testimony was heard.
  6. Many of the public facilities and services in La Pine (such as water, sewer, fire, law enforcement, recreation) are provided and administered by separate districts and public agencies. The City of La Pine does not yet have the capability to provide these services. Many of the Goals and Policies contained in the Comprehensive Plan require continued coordination with such agencies and districts, and direct City endeavors to align with those of the service providers to the greatest degree possible.

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7. An important factor for the community is the Highway 97 corridor. Highway 97 bisects the City and serves not only as the primary transportation link to/through the City, but it is also an obstacle that must be overcome for practical land use planning. Continuing work with the Oregon Department of Transportation, including transportation improvement projects are critical for the economic health of the community.
8. The Comprehensive Plan includes separate chapters which address all applicable Statewide Planning Goals. Included within each chapter is data sufficient to analyze the city's ability to provide the necessary land area and services to accommodate the projected population growth. Goals and policies have been established to give direction to the City Council and to let citizens know how their community will develop over the planning period.
9. Through the Comprehensive Planning process, it was determined that there are adequate lands within the existing City limits to meet housing and economic land need for the next 20 years. Thus, the Urban Growth Boundary will be commensurate with the incorporated area. Future urban reserves planning will occur at an undesignated time in the future.
10. A Comprehensive Plan Map which identifies existing and future land uses has been developed to correspond with the text of the Plan. The map includes land use designations for residential uses (single family and multiple family), commercial, and industrial lands. Additionally, special areas were identified where on-going planning projects (Wickiup Junction Improvement Area) will affect the land uses in a yet to be determined fashion. Unlike many communities, La Pine will retain a large expanse of land with a Forest designation. Much of this land lies on the east side of the City where there is practical difficulty in providing adequate access and services in the near term.

### **Conformance with Statewide Planning Goals**

#### **Goal 1: Citizen Involvement**

**To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

**Findings:** The public involvement efforts associated with the Comprehensive Planning process included mailed public notice, notices posted in conspicuous places throughout the community and formal notice printed in the "Bulletin" newspaper for public meetings and hearings. A variety of public information meetings were held at which citizens gave input on the vision for their community and were educated about the Oregon planning requirements. A Technical Advisory Committee that included representatives from service districts, private business organizations and partner agencies met a variety of times to discuss specifically targeted topics related to their expertise. Toward the end of the planning process a Planning Commission was appointed as the formal public involvement body for the City. Work sessions and public hearings were held before the Planning Commission and City Council to receive input on the goals, policies and direction of the Plan. In addition to the meetings and hearings, all materials generated throughout the planning process were posted to the City web site and were available in hard copy at City Hall.

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Based on this course of action the City has complied with the Citizen Involvement requirements of the Goal and made additional efforts to obtain public input in the planning process.

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

**To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

**Findings:** The City of La Pine Comprehensive Plan and establishment of an Urban Growth Boundary are the initial steps toward implementing the Oregon planning requirements at the local level. As part of this process the City and their consultant prepared a Buildable Land Inventory and Economic Opportunities Analysis to establish a basis for future urban land needs. Additionally, the master plans and comprehensive plans from service districts and partner agencies were utilized to ensure that City goals and policies were aligned with those service providers. The districts and agencies included: the La Pine water and sewer district; the La Pine Park and Recreation District; the La Pine Rural Fire Protection District; Deschutes County; ODOT; and, the Bend-La Pine School District. All goals and policies of the Plan and the Urban Growth Boundary were designed to be consistent with the direction of the existing service providers and to meet future needs based on the coordinated population forecast and area employment forecasts.

Based on the fact that this is the initial Comprehensive Plan and designation of an Urban Growth Boundary for La Pine, and both the Plan and UGB were coordinated with service providers, the City of La Pine has complied with Land Use Planning requirements of the Statewide Planning Goals.

### **Goal 3: Agricultural Lands**

**To preserve and maintain agricultural lands.**

**Findings:** Small pockets of land designated as Agriculture on the previous Deschutes County Comprehensive Plan exist along the floodplain and riparian areas associated with the Little Deschutes River as it runs through La Pine. Although the City is not required to plan for agricultural lands within the UGB, the Comprehensive Plan contains goals and policies indicating that such lands should be preserved and incorporated into future development as open space as practicable. Additionally, the right to continue agricultural practices on such lands until such time as they further developed is included in the policies of the Plan.

### **Goal 4: Forest Lands**

**To preserve and maintain forest lands.**

**Findings:** Large areas of undeveloped land designated as Forest on the previous Deschutes County Comprehensive Plan exist along the west side of the City, generally west of Highway 97. Although the City is not required to plan for forest lands within the UGB, the Comprehensive Plan contains goals and policies indicating that such lands should be preserved and incorporated into future development as open space and wildlife corridors as practicable. Additionally, the right to continue forest practices on such lands

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until such time as they further developed is included in the policies of the Plan. Lastly, a wildfire protection overlay designation has been placed on such lands to ensure that such lands do not become a hazard to the community.

**Goal 5: Open Space, Scenic and Historic Areas and Natural Resources**

**To protect natural resources and conserve scenic and historic areas and open space.**

**Findings:** Goal 5 planning for the City and surrounding area was done by Deschutes County as part of their Comprehensive Planning when the community was under their jurisdiction. The acknowledged Goal 5 resources include viewshed corridor protection along the Little Deschutes River and the protection of wildlife (deer) migration corridors through the community. Policies that acknowledge these resources are included in the Plan and it is assumed that similar protection will be afforded when the City develops a development code. Additionally, an inventory of historic and cultural resources was completed during the comprehensive planning process – this inventory was adopted by the City Council and will be the basis for developing a Historic Code to implement the policies for protecting such resources as stated in the Plan. Lastly, the continued designations of agriculture and forest for lands within the City (per previous Deschutes County Comprehensive Plan designation), will result in retention of open space until master planning of these areas can be completed.

Based on these factors, the Open Space, Scenic and Historic Areas and Natural Resources in La Pine will be continually protected and planned for as required by the Goal.

**Goal 6: Air, Water and Land Resources Quality**

**To maintain and improve the quality of the air, water and land resources of the state.**

**Findings:** There are no specifically identified air or land resources that are areas of concern in the La Pine UGB. However, La Pine is within an area that has been identified as a high groundwater area of concern. A study of the La Pine area (including the surrounding rural area) by Deschutes County found high levels of nitrates in the groundwater. A goal of the City is to eliminate septic systems within the community by working with the La Pine sewer district to expand the sewer system to unserved areas within the UGB. Additionally, it will be a requirement of all new development to connect to the sewer system.

Another area of concern is protection of the Little Deschutes River. The Plan includes policies that will protect the riparian corridor and water quality of this resource. Development and encroachment into the corridor will be limited. Additionally, future urban storm water management regulations will be implemented to protect both the river and ground water resources from this potential source of contamination.

Based on these factors, the Air, Water and Land Resources in La Pine will be continually protected and planned for as required by the Goal.

**Goal 7: Areas Subject to Natural Disasters and Hazards**

**To protect people and property from natural hazards.**

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**Findings:** The two areas of concern are the risk of wildfire on forested lands and flooding along the Little Deschutes River. As part of the planning process, the City consulted with the La Pine Rural Fire Protection District and the Deschutes County Forester. The direction was to adopt policies which implement the Greater La Pine Community Wildfire Protection Plan. In this effort, policies were adopted to require the establishment of a Wildfire Protection Overlay Zone for the forested areas within the UGB. The designation of such areas will require lands to be managed to reduce and prevent the risk of wildfire prior to and in conjunction with development.

The floodplain and floodway associated with the Little Deschutes River has been mapped by FEMA. Policies which limit development in these areas, with specific protections for all development that is allowed, will be implemented in a manner similar to the previous requirements imposed by Deschutes County.

Based on policies associated with fire protection (including a fire protection overlay zone) and limiting development in the floodplain, the people and property of La Pine will be protected from natural hazards.

#### **Goal 8: Recreational Needs**

**To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

**Findings:** The recreational needs of the citizens and visitors to the community are met in both formal and informal ways. The La Pine Park and Recreation District provides and administers the formal recreational opportunities within the community – these include parks and recreational programs. The District has an adopted Comprehensive Plan which specifies park and program needs; necessary facilities and improvements; aspirational goals and policies; and, funding methods. This plan gives direction to the formal recreational needs of the community for the next 20-years. The City of La Pine Comprehensive Plan requires coordination with the Park and Recreation District and includes policies that will require all new development to consider the recreational needs of citizens as outlined in the District Comprehensive Plan.

The informal recreational needs of the community are met primarily by the surrounding public lands, including the national forests, national recreation areas and state parks. It is anticipated that the tight controls over such lands will ensure that development in such areas will be limited and that the recreational opportunities will be retained. The City Plan requires continued coordination with the BLM, National Forest and Oregon Department of Parks and Recreation as any changes to such areas are proposed or when more land is needed.

**Goal 9: Economic Development**

**To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens**

**Findings:** Goal 9 requires that Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements. In determining the proper data collection and approach for the Economic Opportunities Analysis data from National, State, and Local resources were utilized. The overall result of such data shows that La Pine has adequate lands for economic development purposes and that the current city limits can serve as the primary urban growth boundary for the 20 year planning period unless new factors arise that show additional land is needed for large lot industrial development and land is needed for specific tourism/recreational needs.

**Goal 10: Housing**

**To provide for the housing needs of citizens of the state.**

**Findings:** Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Goals and policies have been included in the Comprehensive Plan that are aimed at providing a mix of housing types to meet the goal and begin to change the existing pattern of single family dwellings being the primary housing option.

In determining the housing need, the primary basis of information is the buildable lands inventory (BLI) that was done with the creation of the Comprehensive Plan. The BLI contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period.

The Deschutes County coordinated population study indicated that La Pine will grow by approximately 1,000 citizens over the 20-year planning period. The 2029 population projection is 2,566 people within the UGB.

The existing number of housing units and average density within the UGB is very low with a total of 871 single family units and 54 multiple family units, on approximately 572 acres for an overall average density of 1.61 units per acre. What this information reveals is that the overall density within the UGB is relatively low due to the prevalence of single-family dwellings on larger lots.

The BLI found approximately 945.67 acres of buildable (including vacant and redevelopable) acres of land available for residential uses inside the existing incorporated

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boundary. Much of this land is in the central part of the City, west of Highway 97, in a neighborhood master planned by Deschutes County over the past few years.

While doing the planning for the Comprehensive Plan, an average household size of 2.8-3.0 persons was assumed. Additionally, an future average residential density of 3.0 units per acre was used. It was also assumed that housing would be split according to a 60% single family residential to 40% multiple family residential housing ratio (although La Pine is far from this ratio currently). In combination, these factors indicate that no new acres of residential land area will be needed as residential lands to accommodate the projected population growth over the 20-year planning period.

When comparing the amount of acres available for housing of all types within the UGB with the necessary acres and number of housing units, the data shows that there is an excess of acreage available within the UGB to accommodate the projected housing need. Thus, the UGB is commensurate with the existing incorporated boundary. The primary reason for this occurred during incorporation process. The unincorporated rural communities of La Pine and Wickiup Junction were separated by approximately two miles with a large expanse of vacant land that was ripe for development lying in between. Additionally, the need for services (water and sewer) was necessary in both communities. Thus, for planning purposes and economy in providing services to the developed areas, both communities and the undeveloped area in between were all included in the incorporated boundary.

In addition to the land area available for housing, the areas designated as residential on the Plan Map also include enough acreage for ancillary uses such as schools, churches, parks, etc. to serve residents.

The following are the residential land use districts designated by the La Pine Comprehensive Plan Map:

- RS - Standard Density Residential Zone
- RM - Medium Density Residential Zone
- RH - High Density Residential Zone

These three basic districts replace the previous designations on the Deschutes County Comprehensive Plan Map which were specific to a neighborhood master plan design and still reflected the rural residential exception area designation that was in place prior to incorporation.

In addition to the strictly residential zones, the Plan Map also includes some mixed use designations which will allow residential use in combination with a variety of small scale commercial uses.

Overall, the distribution of land designated for housing was coordinated with service commercial areas and employment centers to result in the development of complete neighborhoods. The complete neighborhood concept will allow residents to meet basic

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daily needs in close proximity to their homes and mesh well with other goals and policies of the Plan that encourage and require multi-modal transportation options, less consumption of energy and the economically viable provision of public facilities and services.

Based on the creation of the BLI as a base document for reference, the designation of lands for a variety of housing types and options, and the existing excess of acres necessary for housing to meet the population projects, the City will satisfy the intent of this goal to provide for the housing needs for the citizens of the state.

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

**To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**Findings:** Under the Oregon planning process, Cities with a population of less than 2,500 people are not required to develop a public facility plan – typically water and sewer master plans, and transportation plans. Since La Pine’s current population is approximately 1,600 people and is only projected to grow to 2,600 people in the 20-year planning period, it will be some time before this is a requirement that must be fulfilled by the City. Notwithstanding this fact, the water and sewer services in the City are provided and administered by the La Pine Water and Sewer Districts.

The La Pine Water and Sewer Districts are quasi-governmental agencies that provide water and sewer service within the community. These districts have management and capital facilities master plans which guide future expansion of the facilities in the community. These plans have been adopted by the governing boards of those agencies and have been formally put into action. The goals and policies of the City’s Comprehensive Plan require continued coordination between the City and the districts to determine the carrying capacity of lands within the City, the expansion of the system to serve those areas projected to develop first and eventual development of system development charges to aid in funding capital improvements. The acknowledgement of the districts adopted plans and required coordination with City land use patterns will ensure that there will be a timely, orderly and efficient arrangement of public facilities and services to serve the projected urban development.

### **Goal 12: Transportation**

**To provide and encourage a safe, convenient and economic transportation system.**

**Findings:** The City of LaPine is adopting goals and policies aimed at developing a multimodal transportation system as development occurs within the UGB. Ultimately, the City will develop a Transportation System Plan (TSP) that is consistent with the policies of Statewide Planning Goal 12 - Transportation. A key component for the creation of a TSP and capital improvements is funding and revenue – currently La Pine does not have the necessary funds to complete major street maintenance and improvement projects.

The City is currently working with partner agencies, ODOT and Deschutes County, to complete the necessary planning for major improvements such as the Wickiup Junction

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interchange and a Highway 97 corridor study that will examine the need for improvements at key intersections through the City. Other than these major projects, secondary projects within the community include the paving of some unimproved local streets and the construction of sidewalks, bike lanes and a trail system along arterials to encourage less reliance on vehicular travel. However, identification of specific projects, along with prioritization, will have to wait until the City's TSP is developed and a corresponding Capital Improvement Plan is adopted – again, this is contingent on a steady source of funding.

To this end, the City is working internally and with Deschutes County to develop the methodology for adopting System Development Charges for street improvements. Over the past few years, Deschutes County had been charging Transportation SDC's for new development in the area that is now incorporated – those funds are going to be transferred to the City for improvements within the UGB. The Comprehensive Plan contains goals and policies aimed at providing a steady source of revenue that also include the possibility of alternative sources over and above SDC's – these include local improvement districts, grants, levies, taxes, bonds, etc., all of which are dependent upon the funding necessary to complete anticipated projects in the yet to be completed TSP.

Until the TSP is completed and certain funding options are in place, the City will rely on policies that require new development to complete multi-modal transportation improvements as deemed necessary to support the proposed development. This means exactions imposed on new development through the land use planning process will be the primary source of improvements within the community until the TSP is completed and revenue sources are realized, except for any improvements that are done by ODOT along the Highway 97 corridor.

By implementing goals and policies that require multi modal improvements to be constructed, for permanent funding methods to be adopted, for a TSP to be developed and for a Capital Improvement Program to be adopted, the City of La Pine will provide and encourage a safe, convenient and economic transportation system as envisioned by the Goal.

### **Goal 13 Energy Conservation**

#### **To conserve energy.**

**Findings:** The City of La Pine has an existing development patten that consists of low density, large lot, single family residential development. Many of the residents of the neighborhoods within La Pine must travel by automobile for basic everyday needs. Bicycle and walking are not viable options for many residents due to the distances between housing and service areas and the lack of facilities such as bike lanes and sidewalks. Additionally, much of the employment base for residents of La Pine is in Bend, 30 miles to the north. Again, vehicular travel is necessary on Highway 97 to reach jobs. All of these factors contribute to an inefficient use of energy for residents of the community.

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Goals and policies within various chapters of the Plan will all work together to reduce energy consumption within the community. The Comprehensive Plan Map shows that housing, commercial and employment lands have been oriented to create complete neighborhoods with centers that will be characterized by denser development and a mix of uses, including commercial services. Other goals and policies aimed at increasing sidewalks and bike lanes with new development will allow an interaction between areas that does not rely on vehicular travel. Complete neighborhoods will begin to alleviate the need to drive to Highway 97 for access to all parts of the City and to reach all services.

**Goal 14: Urbanization**

**To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.**

**Findings:** The Comprehensive Planning Process included an analysis of buildable land within the City limits as established with the 2006 incorporation. Along with the buildable lands determination, such lands were examined for their ability to be provided with necessary public facilities and services – this was coordinated with the master plans and comprehensive plans of the service providers and special districts. Based on this analysis, it was determined that the area within the existing City boundary contains 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.

**Urban Growth Boundary**

**VI. CONFORMANCE WITH STATE STATUTES**

**ORS 197.296 Factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns.**

**(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and**

**Findings:** In determining the housing need, the primary basis of information is the buildable lands inventory (BLI) that was done with the creation of the Comprehensive Plan. The BLI contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period. Much of the data included in the BLI is contained in the text of the Comprehensive Plan with the BLI serving as an exhibit.

**(b) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.**

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Plan. The BLI contains the population data, land data and housing mix data necessary to determine the overall housing need for the 20-year planning period.

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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.