



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

10/22/2012

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Sisters Plan Amendment
DLCD File Number 003-12

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, November 02, 2012

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. **NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.**

Cc: Eric Porter, City of Sisters
Gordon Howard, DLCD Urban Planning Specialist
Karen Swirsky, DLCD Regional Representative
Gary Fish, DLCD Transportation Planner

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FORM **2**

DLCD

Notice of Adoption

In person electronic mailed

DEPT OF

OCT 15 2012

**LAND CONSERVATION
AND DEVELOPMENT**

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For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Sisters**

Local file number: **CP 12-01, Ord. No. 415**

Date of Adoption: **10/11/2012**

Date Mailed: **10/12/2012**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: **7/5/2012**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Added three concept plans for 53 acre USFS property; plans were prepared using ODOT quick fix grant overseen by DLCD in 2011. Also made minor text changes to Comp Plan to update land area calculations by land use district, and updated text for Sisters School District, Sisters Airport, new Enterprise Zone, and other minor text and data updates.

Does the Adoption differ from proposal? Please select one

Yes - initial proposal also included text regarding improvements to Cascade Avenue (Highway 20/126), however the details for Cascade are not ripe for inclusion into the Comprehensive Plan at present.

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1 **2** **3** **4** **5** **6** **7** **8** **9** **10** **11** **12** **13** **14** **15** **16** **17** **18** **19**

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. 003-12 (19402) [17209]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

DLCD

Local Contact: **Eric Porter, Principal Planner**

Phone: (541) 323-5219 Extension:

Address: **PO Box 39**

Fax Number: **541-549-0561**

City: **Sisters**

Zip: **97759-**

E-mail Address: **eporter@ci.sisters.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS [197.615](#) and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light **green paper if available**.
3. **Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.**
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information ([ORS 197.615](#)).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption ([ORS 197.830 to 197.845](#)).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. ([ORS 197.615](#)).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on **8½ -1/2x11 green paper only if available**. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.



DEPT OF

OCT 15 2012

LAND CONSERVATION
AND DEVELOPMENT

City of Sisters – Community Development Department

Memorandum

To: Larry French, Karen Swirsky

From: Eric Porter 

Date: October 12, 2012

Re: Post-Acknowledgement Plan Amendment – Sisters Comprehensive Plan

The Sisters City Council adopted Ordinance No. 415 last night (October 11, 2012) by unanimous vote. The Ordinance primarily acknowledges the three Concept Plans developed for the U.S. Forest Service property in 2011 through an ODOT 'Quick Fix' grant, which was administered by Matt Crall, DLCD. The Three Concept Plans were accompanied by a Market Analysis and a Traffic Impact Study, and were accepted by the Sisters City Council by Resolution.

The final step for acknowledging these plans is to bring them into the Comprehensive Plan, which occurred by the adoption of Ordinance No. 415 as stated.

Other minor changes to the Comprehensive Plan occurred, primarily as house-keeping measures to make the land areas described in the Comprehensive Plan consistent with the actual acreage by land use category, and to provide basic updated information, such as the current location of City Hall and the Library, both of which were elsewhere when the 2005 Comprehensive Plan update occurred.

Included in this packet of information are the following:

1. This Cover Memo
2. Ordinance No. 415 (signed)
3. DLCD Notice No. 2
4. Amended Comprehensive Plan text
5. Planning Commission Resolution No. PC 2012-06, including Exhibit A, Findings

Thanks to both of you for providing your expert guidance and assistance!

ORDINANCE NO. 415

AN ORDINANCE OF THE CITY OF SISTERS, OREGON ADOPTING CHANGES TO THE URBAN AREA COMPREHENSIVE PLAN AFFECTING THREE PROPERTIES WITHIN THE CITY OF SISTERS OWNED BY THE UNITED STATES FOREST SERVICE AND UPDATING CERTAIN DATA AND TEXT WITHIN THE COMPREHENSIVE PLAN.

WHEREAS, the City of Sisters proposes to amend the Comprehensive Plan (Goals 5, 9, 10, 12 and 14) to memorialize the three Concept Plans developed by OTAK for the 65 acre Forest Service Property, and ‘Design Option D’ for the Forest Service property, which would cause 5 to 47 acres of the Forest Service property to be publicly acquired and used as a public park; and,

WHEREAS, the Sisters Comprehensive Plan contains some out of date information that is causing some factual inaccuracies that would be corrected and clarified by this action; and,

WHEREAS, in accordance to the provisions found in the Sisters Development Code Table 4.1.200 and Section 4.1.600, the proposed adoption of the Comprehensive Plan amendments are processed as a Type IV application; and,

WHEREAS, the findings presented within City file number CP 12-01 have determined that the changes proposed to the Comprehensive Plan will not adversely impact the City’s sewer, water and/or road infrastructure; and,

WHEREAS, staff has made findings that this request is consistent with the applicable Statewide Planning Goals, the City’s adopted Comprehensive Plan, and the City’s adopted Development Code; and,

WHEREAS, the Department of Land Conservation and Development (DLCD) received the Notice of Proposed Amendment on July 5, 2012 at least 35 days prior to the first evidentiary hearing; and,

WHEREAS, after due notice, a public hearing on the proposed project was held before the Sisters Planning Commission at the City of Sisters Council Chambers (520 E Cascade Avenue, Sisters, 97759) on August 16, 2012 and at which time findings were reviewed (Exhibit A), witnesses were heard and evidence was received by the Planning Commission and at which time the Planning Commission recommended that the City Council adopt Comprehensive Plan Amendment 12-01 as proposed; and,

WHEREAS, the City has prepared text to modify and update the Sisters Urban Area Comprehensive Plan, identified as “Exhibit B”; and

WHEREAS, The Plan language shows changes to the adopted and acknowledged Sisters Urban Area Comprehensive Plan as strikethrough for deletions or in bold / underlined font for additions, and that the text presented in Exhibit B that is not strikethrough is considered the text of the Plan; and,

WHEREAS, adopting the changes proposed to the Comprehensive Plan are in the best interest of the City of Sisters

NOW, THEREFORE, the City of Sisters does hereby ordain as follows:

SECTION 1. The Sisters Comprehensive Plan is hereby amended as provided in Exhibit B to this Ordinance, and herein after referred to as the updated 2012 Sisters Comprehensive Plan.

SECTION 2. In support of the Comprehensive Plan text amendment in Section One, the City Council hereby adopts the findings attached hereto as Exhibit A to this Ordinance, which demonstrate compliance with the Sisters Development Code, the City's Comprehensive Plan, and the applicable statewide planning goals, statutes and administrative rules.

PASSED by the Common Council of the City of Sisters this 11th day of October, 2012 and APPROVED by the Mayor of the City of Sisters.



Lon Kellstrom, Mayor

ATTEST:



Kathy Nelson, City Recorder

Goal 5 summary of proposed changes: Pg. 6 – 2 lists new tasks 3 l and m, which refer to the ESA Risk Mitigation Plan and to USFS Design Option D, known as the ‘Park option’.

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

5.1 GOAL

“To protect natural resources and conserve scenic and historic areas and open spaces.”

5.2 BACKGROUND

The City of Sisters is virtually surrounded by National Forest Service and agricultural land. The surrounding open spaces separate Sisters from neighboring communities and provide much of the unique character and identity found in the City. In addition, the rural and forest setting of the Sisters area is important to the quality of life and economic development of the community.

Goal 5 requires local government to adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon’s and Sister’s livability. The City’s inventory of existing natural resources and the data is contained within this Chapter. The inventories could be updated in accordance with OAR 660-023 if the city finds that updated inventory information would be valuable. However, the City is not required to amend its inventories since cities with a population less than 10,000 are exempt from periodic review. Further direction on protecting these resources is provided in Oregon Administrative rule (OAR) 660-023.

In compliance with State Goal #5, Deschutes County has worked towards providing programs that serve to inventory, protect, and manage historic and cultural resources. In 1980, the Deschutes County Board of Commissioners established the Historical Landmarks Commission. This Commission serves as a review body and Planning Commission for issues concerning historic and cultural resources inside Deschutes County (including the City), reviews development applications for alterations to designated historic sites, and reviews the exterior treatments of buildings applying the Western Frontier Architectural Design Theme.

Also, in compliance with Goal #5, the City of Sisters and the Upper Deschutes Watershed Council (UDWC) partnered to develop the Whychus Creek Restoration and Management Plan, June 2009, in order to address concerns including the creek’s natural dynamic system, development patterns that have put properties at risk and decades of “fixes” that have made the problems worse. The City has a long-term interest in the management of Whychus Creek to protect property from excessive stream bank erosion, provide recreational and aesthetic community benefits, enhance the natural resource values, and comply with the federal Endangered Species Act and other natural resource regulations.

Therefore, the City is adopting the Whychus Creek Restoration and Management Plan as a Resource Element to the Comprehensive Plan.

The overall goal of the Whychus Creek Restoration and Management Plan, June 2009, is to identify opportunities for the enhancement and restoration of the developed reaches of Whychus Creek throughout the project area. The objects for the project are to develop restoration, management, and policy-level actions that protect properties while restoring the proper function of the creek system.

In August, 2011 the City adopted the City of Sisters Parks Master Plan. Sisters contains several designated open space or natural areas and the plan identifies additional priority areas for open space and natural area conservation.

5.3 FINDINGS

1. Open space within the Urban Growth Boundary (UGB) consists of forested land, land used for low-intensity agricultural uses (irrigation, growing feed grasses, and grazing), flood plain and parks.
2. The protection and inclusion of natural areas and open space is critical to establishing and maintaining a balanced park system. The Sisters park system is comprised of two mini parks, one neighborhood park, two community parks, three special use parks, five trails, and several open space areas. Chapter 8 provides details of each park.
3. Land that is undeveloped and is expected to remain so within the UGB includes:
 - a. Whychus Creek Flood Plain - 26 acres within the City limits.
 - b. Open Space (OS) zoned property, 69 acres within City limits.
4. National Forest lands within the City Limits are currently zoned Public Facility (PF) and Urban Area Reserve (UAR). The approximately 77 gross acres of National Forest lands within the City limits are allocated as scenic views in the 1990 Deschutes National Forest Land and Resource Management Plan. Approximately 40 acres of this site are developed with the Sisters Ranger District complex and the Oregon Department of Transportation (ODOT) Highway Department Maintenance Station. Approximately 23 acres of U.S. National Forest lands are zoned Urban Area Reserve and are a holding zone for future urban uses.
5. Other forested lands adjacent to the Urban Growth Boundary may be suitable for urban development. At such time, the extension of urban facilities will be needed to facilitate orderly urban expansion.
6. The Sisters City Council approved the following sites on June 25, 1985, for inclusion on the Inventory of Historic Sites:
 - Leithauser Store, Commercial, 120 E. Cascade (“The Sisters Bakery”)
 - Aitken Drugstore, Commercial, 158 W. Cascade (“The Palace”)
 - Hotel Sisters, Commercial, 105 W. Cascade (“Bronco Billy’s Ranch Grill & Saloon”)
 - Hardy Allen House, Commercial, 310 E. Main (“Nettie’s”)

7. Within the City's UGB there are no museums or historical landmarks.
8. There is a heritage marker on the McKenzie Hwy 242 just west of downtown. Another heritage marker is located along Hwy 20 NW of town.
9. Approximately ten percent of houses in the City were constructed in the decade prior to 1950 and eight percent prior to 1940. This group of structures is most likely to contain candidates for future historical designation. In 2003, the City completed an inventory of all structures built prior to 1960 and therefore potentially eligible for historical landmark designation. The inventory is kept at City Hall, the Public Library, and Deschutes County Historic Landmarks Commission office. All owners of properties on this list have been notified.
10. In 1999, City voters approved maximum SDC fees in part for the creation and implementation of a Master Parks Plan for the City.
11. There are 26 gross acres of land in the 100-year flood plain determined by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps #41017C0040 and #41017C0105 C dated August 16, 1998. This area constitutes the total possible area for riparian resources in the UGB. Resources include the soils, plants, insects, and animals common to riparian areas in the Sisters area. The 100-year flood plain is designated FP (Flood Plain) by the Sisters Development Code and uses requiring development of structures are not allowed in the FP District. No cut, fill, construction, or disturbance to the landscape within the FP District shall occur without permits from the Army Corps of Engineers, Department of State Lands and the City of Sisters. These measures protect the riparian and wetland areas inside the Sisters UGB.
12. The City does not have a riparian enhancement plan to protect Whychus Creek.
13. Whychus Creek and its associated riparian vegetation community contribute to the health, safety, and general welfare in the City of Sisters UGB area. The stability of the natural systems and the vitality of the community depend on the excellent water quality and habitat provided by Whychus Creek.
14. Natural drainage ways such as Whychus are significant natural resources that provide protection from flooding, treatment of stormwater, and help maintain stream morphology important for resident fish and macroinvertebrates.
15. Local fish and wildlife, some of which are endangered or threatened, depend on the excellent water quality and habitat function that is provided by Whychus Creek.
16. The ability for native soils to absorb and filter stormwater is essential to maintaining high quality ground and surface water resources. These functions must be preserved or their loss mitigated by future development.
17. Open space includes areas designated for protection or preservation through conservation easements, acquisition, or dedication. The following open space lands are left primarily in their natural state and managed to provide limited passive recreation opportunities, as appropriate:

a. **Whychus Creek**

The City owns 11.21 acres of open space along Whychus Creek south of Highway 126. The open space is accessed by a pedestrian connection from Timber Creek Drive. The open space spans both sides of Whychus Creek, with only the north side currently accessible to the public.

a. **East Portal**

The 7.73 acre East Portal is located at the intersection of Highways 20 and 126. Owned by the U.S. Forest Service, the wooded, natural area includes public parking, restrooms, and a shelter with public art and interpretive information about the area and the City of Sisters.

b. **Other Open Space Areas**

Additional open space areas are located throughout Sisters, with the majority held in conservation easements or dedicated to the City as part of the subdivision process. The Pine Meadow subdivision contains 2.97 acres of public open, The Saddlestone contains 2.11 acres of open space located in the vicinity of Saddlestone Park, and the Sun Ranch subdivision contains 4.63 acres of open space located south of Sun Ranch Drive.

5.4 POLICIES

1. The City shall promote a harmonious relationship between residential, commercial, and industrial development.

Tasks –

- a. The City shall balance quantities of land to ensure land is available for a variety of uses, classified in a manner consistent with the carrying capacity of the land.
 - b. The City’s Development Code shall contain provisions to include open space as a part of a Master Planned Development.
2. The City shall identify and protect historical sites within the UGB.

Tasks –

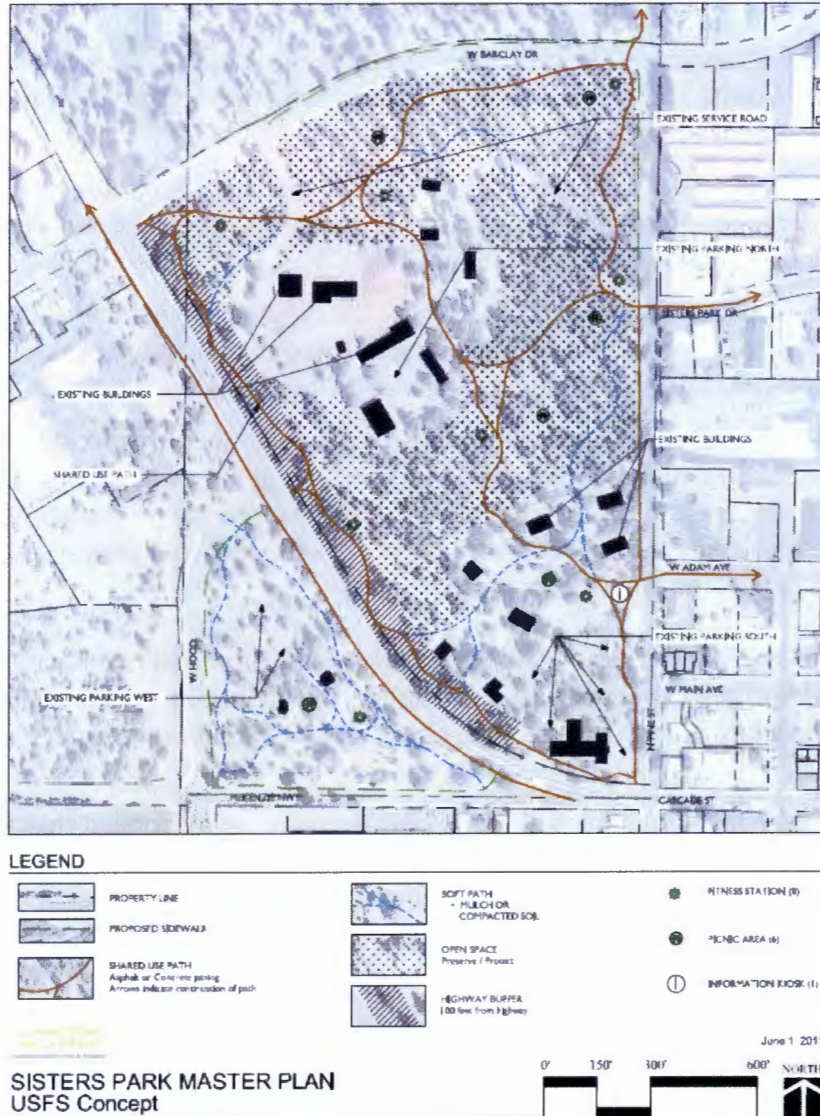
- a. The Sisters City Council has entered into an agreement with the Deschutes County Landmarks Commission to periodically investigate and identify historic sites within the City Limits and study various means of interpreting local history.
- b. The Sisters City Council should review the policy relating to historical signs and plaques per City Council action of October 9, 1980 (ORD. 138)
- c. The City should encourage the placement of heritage markers on historical buildings for identification through the Development Code.

- d. Residential renovations and/or historic building designations (National Register of Historic Places) should be promoted and encouraged by the City to help upgrade and preserve older housing stock
3. The City shall identify and protect natural, riparian, and scenic resources within the UGB.

Tasks –

- a. The City shall develop a riparian protection program for Whychus Creek consistent with State Planning Goal 5.
- b. The approximate 23 gross acres of Deschutes National Forest lands within the City Limits zoned UAR shall be held as urban reserve areas until such time as needed for urban expansion.
- c. The Whychus Creek Flood Plain shall be managed according to Federal Emergency Management Agency (FEMA) regulations, as incorporated into the City of Sisters Development Code.
- d. Open space and forested lands along the highways outside the UGB should be protected as scenic corridors with landscape management programs implemented by the County, State, and United States Forest Service.
- e. All City Parks shall serve as public parks under the jurisdiction of the City of Sisters. In collaboration with SPRD, explore the feasibility of expanding district functions to include parks operations, maintenance, and development. When the City Limits expand, adequate park resources to serve the expansion shall be included.
- f. Site-specific buffering, setback requirements, and best management practices (BMPs) may be required, as necessary, to enhance and protect stream-side properties as well as Whychus Creek riparian areas and channel migration zone.
- g. Pursue development of a riparian protection overlay zone, a riparian setback ordinance, a stream protection overlay zone, or a habitat protection ordinance for the Whychus Creek riparian corridor (see *Whychus Creek Restoration and Management Plan* – June 2009 analysis of riparian/stream protection options in Section 4.5.1).
- h. The parks system shall be managed and maintained to ensure its health, safety, and efficiency in accordance to the 2011 City of Sisters Parks Master Plan.
- i. Improve the existing access to the Whychus Creek open space area from Timber Creek Drive.
- j. Protect property identified in the 2011 City of Sisters Parks Master Plan to conserve open space along Whychus Creek in order to provide creek access, limited passive recreation opportunities and trail development.
- k. Protect the East Portal Triangle property as open space and parkland.

- l. The City shall implement the tasks within the adopted ESA Risk Mitigation Plan.
- m. Retain ‘Design Option D’ by establishing a goal of acquiring and developing between 5 and 47 acres of the U.S. Forest Service property located between Pine Street and U.S. 20 for future community or regional park. This is in addition to retaining OTAK Design Options A, B and C as development goals for the same United States Forest Service property.



Park ‘Design Option D’ for US Forest Service Property

Goal 9 summary of proposed changes:

1. **General - Goal 9 chapter – minor edits to reflect 2010 changes in Dev Code.**
 2. **Pg 10 – discussion of Economic Development Analysis for USFS property. Prepared by Leland Group, 2010.**
 3. **Pg 11 – text clarifications reflecting current Conklin guest house land status.**
 4. **Pg. 17 – update status of TSP; minor text changes to reflect current status of properties.**
 5. **Pg. 18 – update TSP finding; add finding for Sisters airport and Enterprise Zone**
-

Goal 9: Economic Development

9.1 GOAL

“To provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of the City’s citizens.”

9.2 BACKGROUND

Historic Employment and Recent Trends

Sisters originated as an overnight stop for travelers of early-day wagon roads and for sheepherders in the area. From the 1920's through the early 1950's, the town was also a center for local logging and sawmills.

After the sawmills closed, the town's population decreased until recreational developers came to the area in the late 1960's and started subdividing lands for recreational homes. The area was discovered by a new generation of Oregonians and visitors, and tourism became the new economic base. Tourism has continued to be the main attraction for Sisters, but in recent years there have also been light industrial businesses that have located in town. The City of Sisters is becoming a service center for the growing year-round population.

Local Businesses and Employment by Sector

The City of Sisters issues business licenses for all businesses located in Sisters and firms or individuals doing business in the City. These licenses include brief descriptions of the types of business activities taking place. Table 9.1 below, describes recent business licenses by type and number, not including transient business licenses.

Table 9.1: Business Licenses Issued in City of Sisters, 1999-2003

Years	Number of Business Licenses Issued	Most Frequent Business Types
1999-2000	290	Retail, Real Estate
2000-2001	299	Construction, Real Estate
2001-2002	364	Businesses, Restaurant
2002-2003	360	

Source: City of Sisters Business Licenses, 1999-2003

As shown, the number of business licenses issued in the City since 1999 has been steadily growing. Year 2002-2003 is the current year and additional licenses are expected to be issued, slightly exceeding 364 business licenses. The column titled “Most Frequent General Business Types” refers to the type of employers, not employees, and is intended to demonstrate the most common types of businesses in Sisters. The spike in the Number of Business Licenses Issued between year 2000-2001 and 2001-2002 is likely due to a surge of construction activities during that time associated with completion of the sewer and adoption of a new Development Code.

Another indicator of local employment is the number of employees in Sisters and the top employers. The *Technical Report, City of Sisters Commercial and Industrial Future Land Needs Analysis*, February 2, 2003 (see Appendix B) describes existing and anticipated employment by sector in Sisters. This report is incorporated herein by reference and is adopted with the adoption of this Plan. Table 9.2 describes the differences between employment by sector in Deschutes County and Sisters. The data for the column “2002 Estimated Employment by Sector in Sisters” was obtained by analyzing business licenses and interviews with local businesses. Business licenses describe the type of business and number of employees. This information was then used to determine the businesses sector, resulting in the number of employees by sector for business located in Sisters for the year 2002.

Table 9.2: Sector Comparisons between Deschutes County and the City of Sisters

Industry	Deschutes County (1)	City of Sisters (2)	2002 Estimated Employment Sector in Sisters (3)
Total Non-Farm Payroll Employment	100%	100%	1,633
Goods Producing (4)	19%	19%	307
Services Producing (4)	81%	81%	1,326
Manufacturing, Total	11%	12%	198
Non-Manufacturing Total	89%	88%	1,435
Construction & Mining	8%	7%	109
Transportation, Communication, Utilities	4%	1%	15
Wholesale and Retail Trade	27%	40%	656
Finance Insurance Real Estate	6%	7%	119
Services	30%	18%	298
Government	14%	15%	238
(subset) Federal	2%	4%	65
(subset) State	1%	1%	22
(subset) Local	11%	9%	151

(1) Source: Oregon Employment Department, Workforce Analysis, November 2002

(2) Source: Based on 2002 Estimated Employment by Sector in Sisters

(3) Source: City of Sisters analysis of number of employees by business type from business licenses in 2002-2003

- (4) Goods producing and durable and non-durable goods include all manufacturing sector plus construction and mining portion of the non-manufacturing sector. Service producing represents all non-manufacturing minus construction and mining sectors.

Table 9.2 illustrates the similarities between the sector distribution in Deschutes County and the City of Sisters. The most notable differences between Sisters and Deschutes County is that Sisters has fewer businesses in the Service, Construction and Mining, and Transportation, Communications, Utilities sectors, and more dependence upon the Wholesale and Retail Trade sector. Wholesale and Retail Trade is the sector that employs the most people in Sisters.

Table 9.3 shows the results of a review of 2002 City of Sisters’ business licenses and interviews with local businesses.

Table 9.3: Five Largest Employers in Sisters in 2002-2003 (by number of employees)

Employer	Number of Employees
Sisters School District	140
Multnomah Publishers, Inc.	131
U.S. Forest Service	65
Gallery Restaurant	45
Ray’s Food Place	45

Source: City of Sisters Business Licenses, 2003-2003

Anticipated Population and Employment Growth

Since the early 1990’s Central Oregon and the areas around Sisters have experienced rapid population growth. The majority of growth in the Sisters planning area has occurred in rural residential subdivisions beyond the city limits and the Urban Growth Boundary (UGB). Historically, the lack of a municipal sewer system, small lot sizes unable to support on-site sewage systems and lack of mountain view properties discouraged development within the City.

As described in the *Technical Report, City of Sisters Commercial and Industrial Future Land Needs Analysis (LNA)*, February 2, 2003 (see Appendix B), the rate of population growth in the City of Sisters is expected to outpace Bend, Redmond, and the rural areas in Deschutes County. The primary factor driving this growth is the completion of a municipal sewer system (as described in Goal 11). Development of this sewerage system will continue to provide opportunities for population and economic growth in the City. As the City’s population increases, economic growth is also expected.

The LNA used a gravity model to predict economic growth. Such models assume that a city will attract employment relative to a given region based on its relative size. The analysis predicted the City will grow by an additional 1,083 non-farm jobs over the period from 2000 to 2025 in addition to the current 1,636 employees in 2000. This indicates that the City will create and provide for nearly double the number of current jobs in the City.

Assuming the same distribution of jobs between sectors in 2002, of 1,083 new jobs, 880 jobs are expected to be in Service Producing and 203 in Goods Producing sectors. Within the

Service Producing category, 40% of the jobs or approximately 435 new jobs are anticipated to be in the Wholesale and Retail Trade sector. After Wholesale and Retail Trade, the Services, Government, and Construction and Mining Sectors are expected to be significant contributors to new job growth.

If the City is successful in diversifying its economic base as discussed later in the Findings portion of this chapter, then the distribution of jobs within non-manufacturing will be more evenly distributed than in 2002. In particular, the percentage of employees in the Wholesale and Retail Trade sector may decrease, and increases are sought in the Construction and Mining, Finance Insurance Real Estate, and Services sectors. The City is also undertaking efforts to maintain and increase employment in the sectors identified in the “*Sisters Strategic Action Plan for Economic Development*”, in particular, light industrial employment opportunities.

In September 2010, the Leland Consulting Group prepared a memorandum identifying potential development that could occur on the 67+ (net) acre Forest Service property – this occurred in conjunction with the development of three ‘Design Options’, referred to as Design Options A, B and C (discussed at length in Chapter 14). Note: also added is “Design Option D”, the Park option, which would use between 5 and 47 acres of the same Forest Service land as a public park.

The Leland memorandum summarized key market and demographic information to produce a Development Option Summary, which highlighted the feasibility of developing the land with varieties of mixed-use development, such as retail / commercial (12 to 15 acres), light industrial (18 to 22 acres), and some housing (10 to 14 acres).

Lands for New Employment

Through the Development Code, the City established zoning or land use districts that will accommodate a range of businesses. As discussed in detail below, the pertinent zoning districts for economic development in Sisters include the Commercial and Highway Commercial Sub-Districts, and Light Industrial District. Additional zoning districts may be adopted during the planning period to fulfill the goals and policies of the Comprehensive Plan.

Commercial Lands

The Commercial District (C District) is located along Hood, Cascade, and Main Avenues. In addition, Adams Avenue, and land to the immediate west of North Locust Street and south of Barclay Drive is zoned Commercial. The Commercial District establishes locations for the continuation and development of a center for commerce and provides for the shopping, consumer and service requirements for area residents and visitors. Retail and commercial service areas for Sisters residents and visitors are primarily concentrated within Sisters along Cascade/Highway 20, Main and Hood Streets. The community believes that enhancing the pedestrian environment in this District will establish long-term economic vitality for the downtown core. To achieve this end, public works, parks, trails, urban renewal, and roadway projects have all been planned for this area to enhance the pedestrian environment.

The Highway-Commercial ~~Sub~~-Districts (~~C~~-HC Districts) are located at the entrances to Sisters along U.S. Highway 20 and U.S. Highway 20/ Oregon Highway 126. This District is intended to provide areas for commercial uses and services primarily oriented to automobile traffic.

An 1880's Western Architectural Design Theme applies to the **Downtown** Commercial District (DC District) and Highway Commercial ~~Sub~~-District (~~C~~-HC District). This design theme creates an appealing and distinctive appearance that separates the commercial areas of Sisters from all other commercial areas in Deschutes County.

Land developed as the Conklin Guest House on Camp Polk Road has been ~~approved by City voters for annexed into the City Limits~~ **ation**. The guest house property is developed as a bed and breakfast Inn. It is used as a site for local events and provides lodging for visitors to Sisters. The Inn is a landmark building at the north entrance to the City on Camp Polk Road. The Inn is located close to the Sisters Eagle Airport and adjacent to the City's light industrial zoning district. In this location, the Inn can provide lodging, restaurant and event services to serve businesses that locate in the light industrial zone, while continuing to serve tourists.

The Conklin Guest House property was included in the City's UGB for tourist commercial uses with the adoption of the 2005 Sisters Urban Area Comprehensive Plan. Initially the property was zoned Urban Area Reserve. Later in 2005, the property was annexed to the City and a commercial zoning district with special use limitations was applied to the property. In 2007, the City adopted the Sun Ranch Tourist Commercial zoning district for the property. It also added 0.8 acres of land that included the Conklin Guest House barn to the district.

The 1880's Western Architectural Design Theme provisions of the Comprehensive Plan and City's zoning ordinance shall not be applied to the Sun Ranch Tourist Commercial zoning district. The design of the Sun Ranch Tourist Commercial zoning district shall be allowed greater flexibility to match the design of the historic Conklin Guest House and existing barn to provide a first-quality lodging experience for guests. As the Sun Ranch Tourist Commercial district is located outside the downtown and highway areas of the community, this variation will not detract from the unique downtown experience offered by the City of Sisters. A 1900s Rural Farm/Ranch House design theme is required for buildings within the Sun Ranch Tourist Commercial district. This theme is consistent with the history of the property and is compatible with and provides a good transition from the 1880s Western Design Theme.

Light-Industrial Lands

The Light Industrial District (LI) is located in the northern portion of the UGB, west of Locust Street and east of Pine Street, and north of Adams Street. The District provides for business parks and a mix of industrial and commercial uses. The LI District presents industrial opportunities for non-offensive industrial activities that do not cause noise, light, water, or air pollution.

There are currently four industrial subdivisions in the City; the Sisters Industrial Park containing 28 lots, the Mountain View Industrial Park containing 17 lots, the Sun Ranch, Phase I containing 20 lots and the Three Sisters Business Park containing 19 lots. The four industrial subdivisions encompass approximately 54 acres and two expansion areas. All of these subdivisions are designated Light Industrial by this Comprehensive Plan.

The North Sisters Business Park Sub-district, adopted in 2007, is an innovative mixed-use zoning district that provides additional opportunities for employment. The North Sisters Business Park Sub-district provides for ground floor light industrial uses with the flexibility to build second story loft apartments above industrial operations, and can be applied under the Light Industrial Comprehensive Plan designation. The second story loft units may be utilized as employee or workforce housing or provide additional rental revenues to support the underlying industrial operations.

1880's Design Theme for Commercial Areas

The concept of a central architectural and sign theme based on Western and/or Frontier building styles of the 1880's has been initiated in the Commercial Districts of the City. This is presently expressed through several store fronts remodeled in this style and many new commercial developments in the downtown area.

The result of this interest and endeavor has been adoption of a community development objective to “encourage the development of a central architectural and sign theme based on Western and/or Frontier building styles of the 1880's.” This particular goal originally was formed in the 1979 Plan and continues today to improve the City's image, visual appearance, a tourist oriented economy. It has also been prompted by the desire to establish city identity, interest and attraction of visitors and tourists in support of a significant community economic activity.

A legislative mandate for this architectural design and construction is in the City's Development Code. Additional encouragement and results may also be fostered through the local Chamber of Commerce by the business community and a continuing program of business community education and support.

The following information and illustrations in Appendix D of this Plan concern the architectural styles, materials, methods of construction, color and miscellaneous features of the 1880's. It is not intended as a precise interpretation of the architectural design and building philosophy in its purest form, but as a methodology of approaching an overall period expression of architectural style.

Principal features of the period's architectural style revolve around the renaissance or rebirth of the elements of classical architectural orders, expressed in period building materials and methods of construction, with the presentation of an impressive rectangular false store front. In relation to Western and/or Frontier towns, with their explosive boom and usual economic “bust”, this was principally carried out in light wood frame and bearing wall masonry (brick) construction. Light wood frame construction predominates construction in the majority of Western towns in this category; however there are substantial exceptions as exemplified by Jacksonville, Oregon, Virginia City, Nevada and Granite City, Montana.

The following sections are keyed to subsequent illustrations to exemplify methodology of use of materials and construction techniques.

Materials

Structure

Light wood framing, post and beam and masonry bearing walls are typical structural systems. Light wood framing may be achieved through current construction practices utilizing Balloon Framing and/or Western or Platform Framing with light wood framing details, up to two and three stories in height. Here attention will have to be given to building code requirements for fire resistive construction and building separation. Masonry bearing wall construction, particularly I brick, provides an alternative with inherent fire protective benefits.

Roof

Roof systems may be supported by a standard rafter system or pre-fabricated light wood trusses. Typical roof coverings may be realized with shingles or shakes at a minimum slope of four inches in one foot. Alternative coverings are metal with standing or batten/ribbed seams or asphaltic shingles.

Exterior Finishes

Typical materials are varieties of horizontal wood drop siding, vertical board and batten (rough sawn or surfaced four sides) and cedar shingles, with the later particularly applicable to ornamental patterns on residential structures and brick masonry. Modern composite materials such as T-111, vinyl siding, and the like are not appropriate exterior finishes.

Windows

Wood sash windows are typical, to include double hung, casement, horizontal sliding and fixed sash. Availability of currently manufactured stock in styles keeping with the period is limited as to capturing the period window style. This is particularly true for large expanses of glass in commercial store fronts and will undoubtedly require special fabrication.

Doors

Combination glass and wood panel doors are typical and are available in certain standard types in single and divided glass lights. To approach the variety of period door styles will require modification of standard door types, particularly in arrangement of glass lights or necessitate special manufacture.

Ornamentation and Trim

The principal features of period ornamentation are concerned with the revival of elements of classical architectural orders. This primarily concerns the entablature or the upper section of wall or story that is usually supported on columns or pilasters and consists of the architrave, the lowest division of the entablature resting immediately on the capital or top of the column and the molding around a door or other rectangular wall opening; frieze or the part of the entablature between the architrave and cornice (top), the richly ornamented band; and the cornice or the molding and projecting horizontal member that crowns the architectural

composition. In addition, this revival was manifest in the use of wood columns supporting the porch or covered entrance along the front of a building, reminiscent of the classical portico or colonnaded building entrance. This architectural embellishment also embraced the use of balustrade or “fence” between columns and at the periphery of second story porches.

Exterior Surface Finishes

Depending upon the intended longevity of a particular structure and the quality of exterior finish materials, period structures present variety within the basic construction practices of the era.

Rough sawn or milled board and batten surfaces were unfinished to oiled and/or stained to protect the surface materials. This is practical with the use of Cedar or Redwood which both contain natural oils that protect the wood. As a practical matter for extended protection of any board and batten surface, the use of a sealer or oil base or solid color stain is warranted. The same is true of vertical surfaces finished with Cedar shingles.

Horizontal wood drop siding was normally finished with paint; however in many instances, no finish applied. Here a sealer or stain would be appropriate, in lieu of a painted surface.

In consideration of providing boardwalks in lieu of concrete sidewalks, only pressure treated wood members should be used.

Color

Rough sawn or milled board and batten, particularly Cedar and Redwood, may be retained in a natural finish which ultimately weathers to silver-gray in color.

During the period, there was a lack of high gloss finishes; therefore color applications were generally flat in nature. To duplicate this character, flat or low gloss products currently on the market should be utilized.

Applied surface colors were predominantly flat white for most buildings, particularly the exposed surfaces of porches or covered walkways and ornamentation attached to brick masonry buildings. Large area surface colors other than white were primarily flat earthy ochres, yellows, browns and reds. These colors are generally contrasted with white trim at the cornice, vertical corner trim of the building, windows and doors, porch and balustrade.

Modern interpretation of color application has tended toward a broader color selection in keeping with the white-dark contrast, by adding deep blues, blue-greens and red-oranges.

Color availability and selection for stains is readily obtained from product manufacturers. One example of such product used extensively in the Northwest is Olympic stain, particularly the solid color stains. These stains offer a fairly broad range of color selection and provide a flat, deep colored finish in keeping with the period.

Latex base paints also produce a flat finish color and low-gloss oil base enamels offer additional applications for colored finishes. Color selection samples are readily available

from local paint suppliers manufactures such as Glidden, Sherman-Williams, Fuller or Pittsburg.

The City Council has adopted an approved color pallet recommended by the Deschutes Landmarks Commission to represent typical 1880's colors. This makes color selection and matching easy for applicants.

Methods of Construction

General

Adherence to presently accepted methods of construction and compliance with applicable building codes and development ordinances is recommended as the minimum standards. Fire and life safety are of particular concern.

As the majority of new construction and existing building renovation is adjacent to public walkways, attention to good construction safety practices is necessary. This is particularly true in the more congested commercial areas.

Standard False Front Commercial Structure

The following graphic illustrations keyed to this sub-section illustrate standard approaches to the construction of this element.

Miscellaneous

See the graphic illustrations in Appendix D for various details for:

- Construction Details
- Ornamentation
- Fences
- Gates

Signs

Signing was generally handled by painting the sign directly on the façade of the building, either directly on the finish material or on a sign board which was subsequently affixed to the building. Ornamentation is achieved at the edge of the sign board by its particular shape and the application of edge molding or individually cut raised letters utilized for relief and contrast.

Other signing methods include projecting double faced boards affixed high on the façade of the building and structurally supported by wires.

Free hanging sign boards attached under covered porches were also utilized.

Lettering was generally ornamental and/or shaded and pained in contrasting colors on flat white surfaces. Examples of lettering are provided in the following graphic illustrations keyed to this sub-section. Individual cut-out letters applied to the sign surface and routed lettering provides additional acceptable techniques for signing.

The City's sign code in the Development Code requires adherence to these standards and regulates all signs in the City Limits.

9.3 FINDINGS

Anticipated Demand for Economic Lands and Inventory of Economic Lands

In the greater Sisters area, most of the industrial and commercial activity takes place within the City limits. Land is needed for these activities and an adequate supply of economic lands is needed for expansion of the City's economic base. The *Technical Report, City of Sisters Commercial and Industrial Future Land Needs Analysis* (LNA) was completed to compare the supply and demand of industrial and commercial land until the year 2025 (See Appendix B).

Commercial Land

The LNA identified that there are approximately 37 net buildable acres of vacant DC and C-HC designated lands inside the Sisters UGB. The term "net" refers to the amount of land after subtracting approximately 20% for roads and other infrastructure. Adding approximately 12 net buildable acres of re-developable and 40 net buildable acres of developable acreage of partially developed lands, a total of 89 net buildable acres of buildable DC and C-HC lands are inside the Sisters UGB. Since the projected future demand is 28 net buildable acres, there is a surplus of commercial land of approximately 61 acres. Even without considering the re-development of partially developed lands, there is sufficient vacant and re-developable land in the existing UGB to accommodate demand for commercial lands within the next 20 years.

As part of the LNA needs, the City has determined that it needs to include five acres of tourist commercial land in the UGB. This property is needed by the City to better serve the needs of tourists and local business in the City's light industrial district adjacent to the airport. The Conklin Guest House was included in the UGB in 2005 to encourage the retention and expansion of this important business as a part of the Sisters Community to meet the needs of nearby existing and future businesses. The Sun Ranch Tourist Commercial zoning district has been written and applied to this property. The new zoning district assures conformance with the goals, policies, and findings of the Comprehensive Plan by limiting uses to lodging, restaurants, and other uses that serve the Industrial Park businesses and tourists alike.

Industrial Land

There are approximately 44 net buildable acres of vacant LI designated lands inside the Sisters UGB. Adding 3 net buildable acres of re-developable and 17 acres of developable acreage of partially developed lands, a total of 64 acres of buildable light industrial (LI) lands are available inside the Sisters UGB. The 2005 Sisters Urban Area Comprehensive Plan added approximately 3.07 net buildable acres of industrial land to the UGB (Carpenter property). This land was not included in Table 9.4 in the 2005 Comprehensive Plan Update. In 2007, the City removed 4.9548 net buildable acres of land (approximately 11.684 gross acres) located in the Sun Ranch Mixed Use Community from the industrial land supply of the

City. Also in 2007, the City re-zoned a 7.62 net buildable acre (12.58 gross acre) parcel from Light Industrial to Residential and Multi-Family Sub-district for residential purposes. Therefore, the City’s existing vacant land and surplus of light industrial land has decreased by a total of 9.5 net buildable acres. The LNA projects a demand for 34 net buildable acres of industrial land inside the Sisters UGB until the year 2025. A surplus of approximately 24.5 acres of net buildable industrial land is predicted based on anticipated supply and demand of undeveloped industrial lands until the year 2025. There is a sufficient supply of vacant acreage alone to satisfy anticipated demand, without considering re-developable and partially developed lots. Table 9.4 illustrates that with re-developable and existing vacant land, there is still a surplus of 20.5 net buildable acres of industrial land with the two rezones from 2007.

Table 9.4: Summary of Commercial and Industrial Future Land Needs until Year 2025 (net acres)

Land Designation	Existing Land	Vacant	Re-developable Partially Developed Land	Total Available Land	Projected Land Demand	Surplus
Commercial	37		52	89	28	61
Industrial	34.59		20	54.59	34	20.59

Source: Technical Report, City of Sisters Commercial and Industrial Future Land Needs Analysis, February 2, 2002, as amended by files CP06-01/02 and Z06-01, and files C06-04 and Z06-02.

In addition, there is a ~~22.8~~17.54 acre parcel of land zoned UAR intended for future urban use. That is in addition to the acreages indicated in Table 9.4.

Lastly, there is a 4.34 acre tract of land north of Barclay Drive and ~~adjacent to west of~~ the Conklin Guest House intended for development with adjacent light industrial zoned land. ~~This property was annexed into the City Limits in 2007. is in addition to the acreages indicated in Table 9.4. There is a need to include the 4.34 acre “Carpenter” parcel in the UGB as it is surrounded by land in the UGB. The development of agriculture uses on this small island property would create noise, odors, and pesticide drifts that would make it difficult for the adjacent industrial and commercial lands to be developed with urban uses as intended by the Comprehensive Plan. This property is located north of Barclay Drive and west of the Conklin Guest House property.~~

Public Infrastructure and Economic Development

As addressed in Goal 11, Public Facilities, the City ~~has~~ developed a ~~new~~ public sewerage system within the City, ~~which was completed in 2001~~. The construction of this system ~~will~~ enabled the City to meet the demands for new commercial and industrial development. Adoption of System Development Charges for water and sewer systems provides a mechanism to ensure that systems can be expanded to accommodate increased demands over time.

Goal 3 of the City’s Transportation System Plan (~~adopted~~ January, 2010) calls for promoting the development of the City, Region, and State economies through the efficient movement of people, goods, and services and through the distribution of information. This goal is supported by a policy that states “Ensure a safe and efficient freight system that facilitates the

movement of goods to, from, and through the City, Region, and State while minimizing conflicts with other travel modes.” Efficient truck movement through Sisters plays a vital role in maintaining and developing Central Oregon’s economic base as Highway 20 is a key freight corridor for the region. As identified within the City’s TSP, high levels of truck traffic likely affect highway performance. Therefore, as part of the TSP update, Barclay Drive and Camp Polk Road/Locust Street from Highway 20 to Barclay Drive are upgraded from collectors to arterials. These arterials are also identified in the TSP as proposed truck routes with the completion of the Alternate Route. The Alternate Route will provide relief to Highway 20 and consists of 3-lane arterial streets on Barclay Drive and Locust Street, adequate traffic control devices (**preferably either traffic signals or** multilane roundabouts), at either end of the route where it intersects with the state highway, a roundabout at the Barclay Drive/Locust Street intersection, and, possibly, intelligent transportation system (ITS) technology that detects congestion on the highway and directs traffic onto the alternate route. These improvements will provide for the economical movement of raw materials, finished products and services while enhancing public safety and the pedestrian-friendly quality of the City’s downtown core.

The airport, Sisters Eagle Airfield, does have an impact on the development of industrial uses, as the Runway Protection Zone overlays a portion of a few lots in the industrial area. The Runway Protection Zone precludes uses including structures and water features. However, the airfield also creates opportunities by enabling corporate aircraft to use the facility as well as encouraging aviation-related businesses. An Airport Overlay District has been adopted in conformance with the Land Conservation and Development Commission Transportation Planning Rule.

The owner of the Sisters Eagle Airfield has begun the process of annexing the Airport property into the Sisters city limits.

Enterprise Zone.

The City of Sisters has partnered with the City of Redmond and Deschutes County to expand the ‘Greater Redmond Enterprise Zone’ to include portions of the City of Sisters. The City is currently looking to amend the zone boundary to include the Sisters Eagle Airfield within this zone, which is expected to occur following annexation of the land.

The Enterprise Zone offers benefits to qualifying business, and is administered by Economic Development of Central Oregon (Bend office). Qualifying businesses receive tax incentives on the portions of their facilities that are upgraded to provide additional employees, and receive other benefits such as reduced fees to building permits, monthly utility payments and land use reviews.

Downtown Sisters Urban Renewal Plan

The City recognizes that tourism will continue to be important to the economic development of the City of Sisters. *The Downtown Sisters Urban Renewal Plan*, adopted in July of 2003 (Urban Renewal Plan), is intended to promote the development of downtown as the commercial and cultural center of the Sisters community. The Urban Renewal Plan is incorporated herein, by reference by this Plan.

The Urban Renewal Plan’s goals are stated below.

1. Strengthen Downtown Sisters’ Role as the Heart of the Community
2. Improve Vehicular and Pedestrian Circulation Through and Within the Downtown to Accommodate Through Traffic and Downtown Patrons
3. Promote a Mix of Commercial and Residential Uses Oriented to Pedestrians
4. Enhance the Pedestrian Environment On Streets and In Public Parks, a Town Square and Public Gathering Places
5. Promote High-Quality Design and Development Compatible with the Sisters Western Frontier Architectural Theme
6. Encourage Intensive Development of Downtown Properties
7. Promote Employment Uses to Generate Year-Round Jobs

These goals are met by forming an Urban Renewal District overseen by the Sisters Development Commission. Within the boundaries of the Urban Renewal District, tax increment financing, grants, loans, developer contributions, and donations will generate funds to use for improvement projects. The Sisters Development Commission, which is the urban renewal agency of the City, will implement the Urban Renewal Plan. The implementation will involve public improvements; assistance to property owners/lessees for rehabilitation, redevelopment or development; and the creation of civic and community facilities. Overall, the improvements are intended to enhance the vitality of the downtown area by improving streetscapes, reinforcing the existing design theme, and creating community amenities.

Business Recruitment and Outreach Activities

The Sisters Area Chamber of Commerce is a non-profit corporation founded in 1974 to “unify and coordinate the efforts of businesses and residents in promoting the civic, industrial, commercial, agricultural, environmental and general welfare of the City of Sisters, Oregon and its economic area.”

The Sisters Chamber promotes economic development in the City as well as the outlying area. The Chamber assists visitors, answers inquiries, and promotes business relocations to the Sisters area. It also sponsors community events throughout the year that encourage people to visit and support local businesses.

The Sisters Chamber of Commerce with the assistance of the Community Action Team of Sisters (CATS) sponsored the *Sisters Strategic Action Plan for Economic Development*, 2002. This plan identifies overall goals for local businesses and the community as well as specific sector strategies for retail, agribusiness, light industrial/manufacturing, entrepreneurial/professional services, and tourism. Overall, these strategies focus on maintaining and promoting the uniqueness of Sisters’ natural, clean, and friendly environment as the City’s economic base diversifies and grows. The plan seeks to reinforce the existing strengths of the local economy (tourism/retail, traditional agricultural economy,

light industrial) by improving the City's infrastructure (pedestrian environment, roadway function) and promoting and collaborating business-related activities.

The *Sisters Strategic Action Plan for Economic Development* also focuses economic development efforts on targeted industries:

- Light Industry/Manufacturing
- Entrepreneurial/Small Office Home Office/Professional Services
- Tourism
- Retail
- Culture and the Arts
- Real Estate Development
- Agribusiness

Efforts to recruit and relocate businesses will be concentrated on these industries. To this end, a business relocation brochure was created by the Sisters Chambers and CATS. This effort involved many businesses, City Council members, and City staff. The purpose of this document is to encourage targeted industries to relocate to Sisters. These industries are expected to provide the types of economic opportunities appropriate for, and a benefit to, the local economy, while also being compatible with the environment and character of the City. This relocation guide describes the Sisters area, lifestyle, location and climate, community, a calendar of events, the school district, housing, local businesses, and other local resources.

The City of Sisters should focus on attracting the types of industries that will choose to locate in the City. Traditional industrial uses may not find the City attractive for their needs due to the relative isolation. Focusing on ideas such as creating and attracting better jobs and boosting incomes is a better approach than focusing on attracting more jobs. Providing a better place for business versus a cheaper place for business is also pertinent.

Companies the City hopes will be attracted to the area will tend to be smaller companies with educated workers and relatively high pay scales. The demographics of the Sisters area (affluent, well educated) will also draw companies to the area. Innovative regulations geared towards attracting the desired industries, mixed use zoning, etc. will provide a competitive advantage to help attract businesses that will contribute to Sisters' long term economic health.

Although the City hopes to attract smaller companies and industry to the area, the City acknowledges that rising land values, increasing rents, and the shortage of affordable workforce housing will continue to impact the City's ability to recruit and attract new businesses to Sisters. In recognition of these factors, as further outlined in the findings in *Chapter 10, Housing*, the North Sisters Business Park Sub-district allows the development of second story residential units above industrial operations. The additional flexibility created by this zoning district provides numerous advantages to industrial operators and will assist the City in its efforts to recruit and attract new business opportunities. The second story residential units can be utilized by industrial land owners who want/need to reside above operating industrial facilities. The units can also be utilized to provide employee housing, either as a compensation incentive or as an additional source of revenue for the industrial

operator. If the units are not utilized by the industrial operator, they can serve as low-cost rental units that provide additional rental income to help offset the cost of industrial operations. By allowing limited housing with industrial uses, these low cost housing units will provide the type of workforce housing that is needed to support existing commercial and industrial operations within the City limits.

Two light-industrial subdivisions in the northern portion of the city (Sun Ranch and Three Sisters Business Parks) are unique and must be developed sensibly to achieve economic prosperity while respecting their surrounding uses. These two subdivisions are appropriate for live-work mixed use development for a number of reasons. First, both subdivisions are vacant so new policies guiding development will create a consistent and well functioning built environment. To the east of both parcels is the Sisters Eagle Airport, providing convenient small engine aircraft service. Adjacent to the north of both parcels are existing low-density rural residential uses, creating potential conflicts with intensive industrial development. To the south of both parcels lie existing light-industrial subdivisions which are ripe for more intensive development and redevelopment. The Sun Ranch Business Park is unique as it borders a commercial area to the southeast and is a gateway to downtown Sisters from the rural areas to the north. Three Sisters Business park is also unique as it is adjacent to UAR-zoned lands to the west that may be subject to future redevelopment ~~as a Forest Service administrative site.~~

The Sun Ranch and Three Sisters industrial parks are in transition areas between typically conflicting uses (residential and light industrial). The transition is also from increasingly rural areas to the north and more intensive development to the south. The development of these parcels should reflect the unique role these business parks play in adding value to the community while also protecting existing property values in the surrounding areas.

The unique location and site characteristics of the Sun Ranch and Three Sisters business parks require the city to create specific policies and development codes for these properties accomplishing the following goals:

1. Decrease opportunities for highly intensive polluting and hazardous industrial uses to protect the natural beauty of the Sisters area, city, and neighboring residents
2. Encourage economic growth in the city by making the primary uses in the business parks a combination of light manufacturing and professional services
3. Allow secondary and accessory uses such as retail and dwelling units to foster a more lively and unique development and provide an incentive for new businesses to locate in Sisters
4. Create design standards that favor the economic uses while creating attractive, healthy, and stable living environments
5. Protect the long-term economic uses of the land and prevent a reversion to intensive residential uses

9.4 POLICIES

1. The City shall guide growth in a manner that will result in a balance between economic and environmental interests.

Tasks -

- a. The City shall maintain and enhance the appearance and function of the Commercial Districts by providing a safe and aesthetically pleasing pedestrian environment, mixed use development, and requiring adherence to the Sisters Western Frontier Architectural Design for all types of development and signage. The Sisters Western Frontier Architectural Design Theme does not apply to the Sun Ranch Tourist Commercial District. In its place a more historically accurate 1900s Rural Farm/Ranch House design standard applies. The City shall establish standards for this design theme in the Development Code.
 - b. Auto Oriented developments such as restaurants with drive-up windows are not appropriate in the downtown area or Commercial District. Auto oriented uses shall only be permitted in the Highway Commercial ~~Sub~~-District, Light Industrial District, and North Sisters Business Park ~~Sub~~-District, and shall be limited and managed based on their impacts.
 - c. The City shall assure development contiguous to commercial and residential zones is designed and built in a manner that is consistent and integrates with the character and quality of those zones.
 - d. The City's Development Code should continue to allow mixed-use development within the Commercial Districts, and in transitional light-industrial areas such as the Sun Ranch and Three Sisters Business Parks (as previously noted in the findings), and small commercial uses and home occupation mixed with residential uses.
 - e. Commercial and Industrial uses shall minimize their impacts on residential areas by being subject to additional development standards, i.e. buffers, setbacks, landscaping, sign regulation and building height restrictions.
 - f. The City has adopted the ~~new~~ Sun Ranch Tourist Commercial District to apply to the Conklin Guest House property. This property is intended to provide commercial uses that will serve the needs of the nearby light industrial uses and visitors to the area. Drive-through facilities are not appropriate for this zoning district.
 - g. Development standards shall be added to the City's Development Code for unique light-industrial parks in transition areas. Standards shall be developed to accomplish the goals outlined in the Business Recruitment and Outreach Activities findings of this chapter.
2. The City shall support the tourist industry and special events that have a positive year-round economic impact on the community.
 3. The City shall continue to partner with the Community Action Team of Sisters, the Chamber of Commerce, Economic Development for Central Oregon, and other economic development agencies, to improve local and regional economic development efforts, attract businesses, and enhance and diversify the City's economic base. The City will

participate with these agencies in periodic updating of the *Sisters Strategic Action Plan for Economic Development*.

4. The City should support efforts to attract businesses providing family-wage employment opportunities.
5. The City should work with area educational institutions to maintain high standards of educational opportunity.
6. The City shall ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial purposes.

Goal 14 summary of proposed changes:

1. Chapter – update text to reflect 2010 code update changes, and current land status
 2. Table 14.1 – update land areas.
 3. Pg 46 – update Sisters School District data (information from Jim Golden).
 4. Pg 47 to 51 – update Sisters School District data (provided by Superintendent Golden)
 5. Pg 29 – 34 – provide findings and maps for USFS property concept plans
-

Goal 14: Urbanization

14.1 Urbanization Goal:

"To provide for an orderly and efficient transition from rural to urban land use."

14.2 BACKGROUND

Definitions

Urban Lands: Lands inside the City of Sisters Urban Growth Boundary (UGB) for which sewer and water services are available and capable of supporting planned levels of development, including associated open space and unbuildable land.

Urbanizable Lands: Land inside the City of Sisters UGB that is designated for urban development for which sewer and water services capable of supporting planned development are not available.

Urban Services: Key facilities to support urban types and levels of development and to include at least the following: City water and sewer services, storm drainage facilities, and transportation infrastructure.

The City of Sisters' City Limits coincide with the City's adopted Urban Growth Boundary (UGB). The current (2007) city limits contains approximately 1176 gross acres. Table 14.1 below shows the approximate gross acres of lands in the Sisters UGB by land use district. The data is approximate, includes public roadways, and is based on engineering estimates and public records available to the City.

Table 14.1: Gross Acreage of Areas in Urban Growth Boundary by Land Use District

Land Use District	Approx. Gross Acre
Public Facility District (PF District)	
<i>School District Properties</i>	144.00 144.30
<i>Forest Service Property</i>	36.00 42.58
<i>Middle and Elementary School Properties</i>	19.00
<i>Wastewater Treatment Facility and Fire Training Facility</i>	58.80 62.80
PF District Total	257.80 268.68
Open Space District (OS District)	
<i>Forest Service Property</i>	49.00 7.56
<i>City and State Parks including the unplatted McKenzie Meadow Park</i>	43.00 44.80
OS Total	62.00 52.36
Flood Plain District (FP District) Total (not including area in City and State Parks in the OS District)	24.00
Commercial Districts (C District)	
<i>Downtown Commercial District (DC) & Tourist Commercial</i>	134.41
<i>Highway Commercial Sub-District (C-HC)</i>	66.00
C and C-HC Districts Total	200.41
Light Industrial District (LI District) Total	109.67
Residential (R District)	
<i>Residential District (R District)</i>	279.68
<i>Residential Multi-Family Sub-District (R-MFSL) District</i>	161.00 188.90
R Districts Total	440.68 468.58
Urban Area Reserve District (UAR District)	
<i>UAR (Residential 2.5-acre Minimum)</i>	30.00
<i>UAR (Business Park 5-acre Minimum owned by the U.S. Forest Service)</i>	23.00 17.54
<i>Fire Training Facility</i>	4.00
UAR-10 (Residential—McKenzie Meadows) Total	30.00
UAR Districts Total	87.00 51.54
Total Area in Urban Growth Boundary	1181.66 1176.24

Source: City of Sisters GIS based on Deschutes County GIS tax lots, and as amended by files CP06-01/02, Z06-01 and CP 08-02. Recalculated on 6/28/11 following the survey of the Forest Service property in 2008, and the annexation of the McKenzie Meadow Village and Fire Training Properties in 2010 - 2011.

The Conklin Guest House property was included in the UGB in 2005 with a commercial zoning designation. In 2007, the Sun Ranch Tourist Commercial zoning district was adopted and applied to the property and an additional area of 0.8 acres was added to the district. The Sun Ranch Tourist Commercial District allows uses that serve tourists and the Light Industrial areas to the west.

14.3 FINDINGS

Population Forecast

The ~~official July 1, 2004~~ population used in the 2005 Comprehensive Plan update ~~estimated for the City of Sisters is~~ was for year 2004, which was estimated at 1,490 persons (Portland State University, PRC July 1, 2004 estimates). ~~Year 2010 census numbers showed a total population of 2038 persons. This statistic is~~ These statistics are for the Sisters City limits and Urban Growth Boundary, which are coincident. The City of Sisters (hereafter referred to as Sisters or City) population is forecast to remain small compared to the other jurisdictions, but will experience consistent growth over the long-term. Sisters uses the population forecast numbers for long-range planning purposes, including the residential buildable lands supply and demand analysis. Refer to Appendix A for City of Sisters 2004 coordinated population forecast.

Summary of Population Forecast

Table 14.2 is a summary of the City’s 20-year population forecast. The expected population growth rate between 2000 and 2005 is 12.54% per year. This rate is expected to decrease during the 20-year planning period to above 3 percent per year. The year 2025 population is expected to be 3,747 people.

14.2 Population Forecast Summary

Year	City of Sisters Population ²	5-year Average Annual Growth Rate (previous to current year)
2000	975 ¹	NA
2005	1,768	12.64%
2010	2,306	5.46%
2015	2,694	3.16%
2020	3,166	3.28%
2025	3,747	3.43%

¹ Source: PRC July 1, Official Population Estimate for City of Sisters.

² Source: Population Estimates by City of Sisters.

The City of Sisters’ methodology for determining population is based on the current estimates of the City’s population (from PRC) plus estimates of population growth based on the number of new residential building permits that will be issued in the city between 2004 and 2025. The housing unit method approximates population for the city based on the number of occupied housing units in the city multiplied by the city’s average household size. Based on the number of building permits issued each year, and the number of people per household (considering vacancy rate and local demographics) it is possible to forecast how many people will be “added” to the City in the future. For years beyond 2004, the number of building permits for residential units was estimated based on past and recent building trends, then population was estimated from the growth in housing represented by residential building permit issuance.

This technique is one of the most feasible, accurate, and cost-effective among the major methods of population estimation available for small geographies such as Sisters. Using the number of building permits coupled with other demographic information to estimate population is commonly used to estimate populations for small geographic areas. Different versions of the housing unit model are used by the US Census Bureau to estimate sub-County populations and by a wide variety of cities, counties, states and special districts. The official yearly estimates of the City’s population determined by Portland State University’s Center for Population Research and Census are based on a housing unit method.

14.3 Housing Units and Building Permit Issuance, 1990-2000

Period	Number of Total Housing Units In City of Sisters	Average Annual Growth Rate of Building Permit Issuance
1990-2000 ¹	354 to 482 housing units	3.13%

¹ Source: 1990 and 2000 U.S. Census, Summary File 1 (SF-1) 100-Percent Data

Between 1990 and 2000, the number of housing units increased 3.13 percent/year as shown in Table 14.3. Note in Table 14.4, using the exact same source of data (U.S. Census data), the rate of population growth was 3.51 percent per year. These two rates of average annual growth are very similar. This information demonstrates why it is appropriate to use the number of new dwelling units to predict population in combination with other important data.

14.4 Population Growth, 1990-2000

Period	Population by Year, City of Sisters	Average Annual Growth Rates of Population
1990-2000 ¹	679 to 959 people	3.51%

¹ Source: 1990 and 2000 U.S. Census, Summary File 1 (SF-1) 100-Percent Data

The factual information presented in tables 14.3 and 14.4 supports the City’s assumption that using residential building permits to approximate the growth of housing units and to predict population is appropriate when used with other information such as the number of people per dwelling unit. The rates of growth of the City’s housing units and population mirror each other over a decade between 1990 and 2000 as well as during a short period such as 2001-2003. Increases in housing unit construction are mirrored by the increases in the official population estimates by PRC. Multiple sources of public data verify these conclusions.

Table 14.5 *below*, shows how many building permits for residential units after subtracting demolitions were issued by year in the City between 1990 and 2003. This demonstrates the slow rate of building in the early 1990’s, the acceleration in anticipation of construction of the municipal sewer in 1996, the dramatic and sustained increases in issuance of building permits as the sewer became operational, and the continued rate of building permit issuance since the sewer’s completion.

Table 14.5 Housing Unit Growth Rates, 1990-2003

Exhibit B - City of Sisters Comprehensive Plan – Proposed Text Amendments

Period	Number of Total Housing Units	Average Annual Growth Rate of Housing Construction
1990-2000 ¹	354 to 482 housing units	3.13%
2001-2003 ²	482 to 725 housing units	14.57%

¹ Source: 1990 and 2000 U.S. Censuses, Summary File 1 (SF-1) 100-Percent Data

² Source: City of Sisters Building Permits for Residential Units, after subtracting demolitions.

In years 1990 through 2000, no municipal sewer was available and residential development was limited to single-family development on large (1/2 acre) lots. The relatively low average annual population growth rate of 3.68 percent per year between 1990 and 2000 reflects this when compared to the rate of population growth after the municipal sewer installation in 2001. In years 2001 to 2003 the average annual rate of population growth in the City was 13.62 percent per year, nearly four times the rate during the 1990s. In addition, the City's development codes were dramatically updated in 2001, facilitating infill development and smaller lot sizes. Thus, the conditions (new sewer and code) present in 2004 and beyond are significantly different than in the 1990's.

The population forecast assumes that the high rate of growth seen after the installation of the municipal sewer will slowly decrease and long-term growth for the remainder of the planning period will be at rates slightly higher than population and housing growth rates during the 1990s. The yearly population forecast, which is part of the Deschutes County Coordinated Population Forecast 2000-2025, is presented in Table 14.6. For a detailed discussion of the population forecast and methodology, please refer to Appendix 1.

Table 14.6: Population Forecast for City of Sisters, 2003-2025

Forecast Year	Forecasted Rate of Building Permit Growth ¹	Forecasted Residential Housing Units ²	Forecasted New Residential Building Permits Issued/Yr. ³	Persons per Dwelling Unit ⁴	Population Forecast ⁵
2003	NA	725	104	NA	1,430
2004	11.10%	805	80	1.99	1,590
2005	11.10%	895	89	1.99	1,768
2006	8.90%	Declining 975	80	1.99	1,927
2007	5.40%	Influence of 1,027	53	1.99	2,031
2008	4.30%	New Sewer 1,071	44	1.99	2,119
2009	4.30%	1,117	46	1.99	2,211
2010	4.30%	1,165	48	1.99	2,306
2011	3.13%	1,202	36	1.99	2,379
2012	3.13%	1,240	38	2.00	2,454
2013	3.13%	1,278	39	2.00	2,532
2014	3.13%	1,318	40	2.00	2,612
2015	3.13%	Rate of 1,360	41	2.00	2,694
2016	3.13%	Building Permit 1,402	43	2.00	2,780
2017	3.13%	Permit Growth 1,446	44	2.10	2,872
2018	3.13%	same rate as 1990 1,491	45	2.10	2,967
2019	3.13%	through 1,538	47	2.10	3,065
2020	3.13%	2000 1,586	48	2.10	3,166
2021	3.13%	1,636	50	2.20	3,275
2022	3.13%	1,687	51	2.20	3,388
2023	3.13%	1,740	53	2.20	3,504
2024	3.13%	1,794	54	2.20	3,624
2025	3.13%	1,850	56	2.20	3,747

¹ Source: Rates between 2004 through 2010 based on weighted average of growth rates before and after the construction of the municipal sewer. Rates of Building Permit Growth between 2011 and 2025 based on rate of housing unit growth between 1990-2000 as determined by the U.S. Census.

² Source: "Forecasted Residential Housing Units" based on "Forecasted Rate of Building Permit Growth" applied to base of 725 Residential Housing Units in 2003, and grown by the applicable rate per year.

³ Source: Current year minus previous years "Forecasted Residential Housing Units", for example in 2004, 805 Forecasted Residential Units in 2004 minus 725 Forecasted Housing Units in 2003 equals 80.

⁴ Source: Persons per Dwelling Unit of 1.99 is from the 2000 U. S. Census, SF-1. This statistic accounts for vacancy rates and second homes. The statistic increases over time as estimated here by the City of Sisters Planning Department based on the assumption that the City will approach the State of Oregon statistic of 2.4 Persons Per Dwelling Unit as determined by the 2000 U.S. Census, SF-1. In other words, the City of Sisters will become more like the state in terms of persons per household in the future.

⁵ Source: Calculated by adding the total of (Total Res. Permits/Yr. in Sisters UGB x Persons Per Dwelling Unit) to previous year's Population Forecast.

Infrastructure

The City has community facilities plans for water, wastewater, parks and transportation. A voter mandated Charter amendment that Systems Development Charges be paid as development permits are issued ensures there will be adequate capacity in those systems to accommodate growth. As more building permits are issued, the amount of SDCs collected increases directly. If additional land is needed to accommodate anticipated housing, industrial, or commercial growth, the City will comply with State of Oregon requirements to provide the necessary land base. Water, sewer, and transportation facility plans will be updated to reflect anticipated population growth, necessary infrastructure will be planned, and SDCs updated and required to fund needed improvements.

The Sisters School District has three schools, all of which are rated as excellent. Sisters High School has one of the highest average SAT scores for graduating seniors, which attracts families to the district. Sisters schools offer full educational experiences including arts and music. The District uses a place-based environmental education model called 'IEE', which teaches and promotes education by locale, and good stewardship of natural resources. The School District has recently created many public and private partnerships which help us to maintain adequate funding in challenging budgetary times

Sisters school capacities and current enrollments are as follows**;

<u>School:</u>	<u>Capacity:</u>	<u>Current Enrollment*:</u>	<u>Percent:</u>
Sisters Elementary School	525	310	59%
Sisters Middle School	459	390	85%
Sisters High School	750	504	67%

*school year 2011-2012...

**source: Jim Golden, Sisters School District Superintendent, via email on 12-16-2011.

~~has adequate facilities to accept increased enrollment and their reputation for quality (as defined as being a public school with one of the highest average SAT scores for graduating seniors) attracts families to the district. The Sisters School District recently completed building a new high school, enabling the high school, middle school, and elementary school to all have enrollment at approximately half of the facilities total student capacity. In addition, the Sisters School District owns a large campus with sufficient room for an additional elementary school if needed.~~

Future Land Needs

Public Facility and Landscape Management Districts (PF and LM Districts)

Additional lands for Public Facilities are not anticipated within the planning period with the possible exception of land needed for a public works shop and additional surface dispersal of treated effluent and the training facility for the Sisters / Camp Sherman Fire District.

The Sisters School District completed its new school campus including a new high school, fields, and recreation facilities for the Sisters Organization for Athletics and Recreation on the 98-acre parcel. The site is not fully utilized and could accommodate additional development. ~~The existing high school facility will house the middle school, and the middle school facility will likely convert to a library, city hall, and school administration use.~~

The United States Forest Service (USFS) Properties.

~~The United States Forest Service (U.S.F.S.) USFS owns several properties in Sisters, one of which is a roughly including a 48 42.58 acre property designated and zoned PF (Public Facilities), and which is commonly referred to as the ‘South Barclay Parcel’; a 7.56 acre property designated and zoned Open Space that is commonly referred to as the ‘East Portal Triangle’, and a 17.54 acre parcel that is designated and zoned Urban Area Reserve and is commonly referred to as the ‘North Barclay’ property. The properties property-is are generally located on the south side of Barclay Drive; east of along the east side of Highway 20, and west of Pine Street.~~

~~It is anticipated that the U.S.F.S. USFS will seek to sell most of these three parcels in order to fund a new headquarters building in Sisters. In 2008, the USFS attempted to sell the land but received no bids. Feedback received by the USFS and the City was that there were too many uncertainties associated with future zone changes and the likely application of the Transportation Planning Rule (TPR). This, in combination with a suddenly volatile economy, appeared to be the reason that the property did not sell in 2008.~~

~~In 2010, the City, ODOT, DLCD and the USFS coordinated efforts, and through a \$74,900 Transportation and Growth Management grant, agreed to produce two design options (Options A and B) that would establish density thresholds and land use types without triggering the TPR. A third design option (Option C) was also developed at the request of the City of Sisters. A fourth option, Option D which is referred to herein as the ‘Park Option’, was developed by the Technical Advisory Committee who provided input on the Park Master Plan update. ODOT Region 4 reviewed the methodology used for each of these design options, and found the methodology and street placements to be acceptable. These options, and their associated development densities, are as follows;~~

Option A

Retail / Commercial:	7 ac. (gross)	80,000 s.f. (maximum)
Highway Commercial:	5 ac. (gross)	60,000 s.f. (maximum)
Residential:	10 ac. (gross)	70 dwelling units (max.)
Light Industrial:	20 ac. (gross)	
Park:	6.3 ac. (gross; the ‘East Portal Triangle’)	
Add'l Park:	min. 5 ac. (gross; can be required open space)	

USFS Property – Design Option A



Design Option B

Retail / Commercial:	7 ac. (gross)	80,000 s.f. (maximum)
Resort Commercial:	10 ac. (gross)	up to 12,000 s.f. + 20 vacation units
Residential:	10 ac. (gross)	up to 160 dwelling units (max.)
Light Industrial:	15 ac. (gross)	
Park:	6.3 ac. (gross; the 'East Portal Triangle')	
Add'l Park:	min. 5 ac. (gross; can be required open space)	

USFS Property – Design Option B



Design Option C

Retail / Commercial:	6 ac. (gross)	50,000 s.f. (maximum)
Resort Commercial:	9 ac. (gross)	up to 60,000 s.f. + 25 vacation units
Residential:	10 ac. (gross)	up to 85 dwelling units (max.)
Light Industrial:	12 ac. (gross)	
Park:	6.3 ac. (gross; the 'East Portal Triangle')	
Add'l Park:	min. 5 ac. (gross; can be required open space)	

USFS Property: Design Option C



~~the South Barelay Parcel, along with a 14.82 acre property known as the East Portal Triangle (referred to herein as the Forest Service Triangle) which is located west of the South Barelay Parcel / Highway 20, and bounded by Highway 20, Highway 26 and Hood Street. The East Portal parcel is designated and zoned LM Landscaped Management, and is identified within Chapter 5 of this Plan as future park land.~~

The location of ~~these parcels, and in particular~~ the South Barclay Parcel is strategic to the city's downtown ~~and entry on~~ as a gateway into Sisters from ~~the west side~~. The City ~~intends the South Barelay Parcel to~~ anticipates that some or most of the land will be developed for urban uses related to its downtown planning theme under mixed use principals. ~~There is a possibility that some or most of this land could be purchased through public and/or private funding for use as a park; this possibility is addressed further in Goal 5 of this document.~~

~~Therefore,~~ In the event that this land is purchased with the intent of developing the land with either commercial, residential or light industrial uses, then it is the policy of the City of Sisters that any comprehensive plan and/or zoning amendment that affects the future development of the ~~South Barelay Parcel properties~~ must meet specific criteria in order for the City to be able to support a potential plan amendment for the property. These criteria are as follows:

1. The amendment shall be based on a 20-year land need analysis for both employment and housing needs, including for affordable housing. The analysis shall include an updated buildable lands inventory for employment and housing needs as part of the 20-year land need analysis. The analysis shall be consistent with statewide planning Goal 9 (Economic Development) and Goal 10 (Housing).
2. The amendment shall demonstrate consistency and integration with the city's 2008-09 update of its Transportation System Plan, as well as the state's Transportation Planning Rule as found in OAR 660-012.
3. The amendment shall demonstrate that it has maximized urban efficiency consistent with city and state planning requirements, quality in urban design, and complies with the city's Western Theme design standards.
4. The amendment shall include a development plan for the South Barclay Parcel which integrates proposed land uses, transportation and building layout and design in a manner that meets the overall community needs. The development plan shall provide detailed commitments to design context, energy efficiency and public and private financing of public improvements.
5. The amendment shall demonstrate consistency and integration with the 2011 City of Sisters Parks Master Plan which recommends between 5 and 47 acres to be dedicated for a future community or regional park.

The 2011 City of Sisters Parks Master Plan identifies service area needs within the City. To serve the needs of a diverse population, it is important that a parks system contain parks of different types and sizes distributed throughout the community. It is also important that residents have convenient access to a developed public park within their neighborhood (defined as a ¼ mile or less walking distance). Map 3-2 of the 2011 City of Sisters Parks Master Plan illustrates park service areas. Service areas of 1-mile for community parks, ½ mile for neighborhood parks, and ¼ mile for mini parks are used as a measurement to analyze how well Sisters residents are served by their parks system. Although a number of parks exist throughout Sisters, the service area analysis in the 2011 Parks Master Plan indicates that sections of the City are currently underserved or not served at all by developed parks.

The 2011 City of Sisters Parks Master Plan identifies that the central core of Sisters is well serviced by parks, with Barclay Park, Creekside Park, and Cliff Clemens Park all contributing in this area. The north-central portion of Sisters (north of Black Butte Avenue) is entirely serviced by Cliff Clemens Park and the south-central portion of Sisters (south of St. Helens Avenue) is entirely serviced by Creekside Park. Although these parks are geographically located in appropriate locations to serve these areas, both parks currently contain minimal amenities and do not provide the full range of features typically found in a neighborhood park. Outside of the central core, three general areas of Sisters are underserved by park facilities:

- Northeast – east of Cowboy Street and north of Whychus Creek;
- South – south of St. Helens Avenue and north of the southern City limits; and
- West – west of Pine Street and east of Sisters High School.

The service area analysis also indicates that the southwest portion of Sisters, south of Highway 242 and west of Pine Street, is underserved. However, this area benefits from private facilities in the Pine Meadow subdivision. The underserved areas described above consist predominately of single-family residential properties or undeveloped properties zoned for residential use. The service area analysis supports land acquisition and parkland development in the northeast, south, and west portions of Sisters, with the stated goal of establishing park facilities that serve residents and residential areas within ¼ mile. By promoting parks that are within walking distance, and within underserved areas, the City of Sisters can better serve its residents.

In addition, Sisters does not have an adopted Level of Service (LOS) standard. The basic function of the LOS is to ensure quality of service delivery and equity. It is a needs-driven, facility based, and land measured formula; expressed as the ratio of developed parkland per 1,000 residents. The City's current LOS is 3.47 acres of parkland per 1,000 residents. This is based on the estimated 2010 population of 1,935 residents. Compared to other communities of similar size, Sisters' LOS is slightly lower than average. As Sister's population increases, it will be necessary to develop additional parkland in order to maintain or increase the current LOS. In order to better serve the residents of Sisters, the 2011 Parks Master Plan recommends adopting a LOS standard of 5.0 acres per 1,000 residents.

The City of Sisters anticipates needing new land for wastewater treatment facilities above their current holdings. The City currently owns 160 acres designated for use as a wastewater treatment facility. The City will require additional land, possibly as much as 80 acres adjacent to the current site, for future treatment capacity. As additional land for facilities is required, land will be annexed into the City and UGB consistent with State and local UGB expansion policies, requirements, and laws.

A UGB expansion of 13.8 acres of Public Facility land for the wastewater treatment facility occurred in 2005 during the Comprehensive Plan update. This expansion is for the area adjacent to the shop at the wastewater treatment facility and may be used for equipment storage and a public works headquarters. This expansion is discussed in greater detail in the UGB Findings Document, incorporated herein by reference and available from the Planning Department.

A UGB expansion of 4 acres of future Public Facility land for the Sisters – Camp Sherman Fire District ~~is proposed at this time~~ occurred in 2009. This ~~expansion affected land located is proposed for the area~~ immediately east of S. Locust Street leading to the city's sewage percolation ponds. This expansion is discussed in greater detail in the UGB Findings Document (2008), incorporated herein by reference and available from the Planning Department.

Flood Plain Lands (FP District)

The FP District and 100-year flood plain are not expected to change in the planning period. If improved maps of the 100-year flood plain are made available by FEMA or local survey efforts, the City will make the appropriate changes in the boundaries of this district.

Residential Lands (R and R-MFSD Districts)

As found in the 2010 Sisters Housing Plan, given anticipated population growth, the existing supply of residential land by district, number of platted and planned units in subdivisions, and current density ranges, a surplus of 'R' zoned residential land to meet the 20-year demand is predicted in the planning period. This surplus was evidenced after supplies of vacant residential land were developed, as existing platted subdivisions were developed, and as infill occurred, which increased the average density in the 'R' District to nearly 9 units per acre between 2005 and 2009. As a consequence, there is not a demand for additional 'R' zoned land through the planning period. However, there are insufficient R-MFSD lands to meet anticipated needs during the planning period, as described in Chapter 10 of the Comprehensive Plan. As a consequence of Sisters' tourist and service-based economy, and economic forecasts which indicate slow job growth into the future, there is a need for additional multi-family units, units targeted specifically at workforce and lower-income populations. Additionally, there is a need for housing for special needs and elderly populations, due to Sisters' higher-than-average median age. In 2005, the City included a UGB expansion of 30 acres and designated it as 'R' land, in order meet the demand for 'R' zoned land that was anticipated at the time. In 2010, the City reevaluated this demand, and found this land was better-suited as R-MFSD, in order to meet the demand for multi-family, low-income and workforce housing, and housing targeted specifically at senior populations.

Commercial and Light Industrial Lands (DC, ~~HC~~, LI Districts)

Given anticipated population growth, the existing supply of economic lands by district and anticipated employment by sector there are approximately 37 net buildable acres of vacant DC and ~~HC~~ designated lands inside the Sisters UGB. Adding approximately 12 net buildable acres of re-developable and 40 net buildable acres of developable acreage of partially developed lands, a total of 89 net buildable acres of buildable DC and ~~HC~~ lands are inside the Sisters UGB. Since the projected future demand is 28 net buildable acres, there is a surplus of commercial land of approximately 61 acres. Even without considering the re-development of partially developed lands, there is sufficient vacant and re-developable land in the existing UGB to accommodate demand for commercial lands within the next 20 years. For more information see Appendix B, *Technical Report, City of Sisters Commercial and Industrial Land Needs Analysis*.

There are approximately 44 net buildable acres of vacant LI designated lands inside the Sisters UGB. Adding 3 net buildable acres of re-developable and 17 acres of developable acreage of partially developed lands, a total of 64 acres of buildable light industrial (LI) lands are available inside the Sisters UGB. There is a projected demand for 34 net buildable acres of industrial land inside the Sisters UGB by the year 2025. A surplus of 30 acres of net buildable industrial land is predicted based on anticipated supply and demand of industrial lands until the year 2025. There is a sufficient supply of vacant acreage alone to satisfy anticipated demand, without considering re-developable and partially developed lots. For more information see Appendix B.

Urban Area Reserve (UAR District)

The City has adopted and mapped the Urban Area Reserve (UAR) Sub-District which contains a minimum lot size of 2.5 acres to preserve land for future development at urban densities. There are a total of ~~70.8~~ 51.54 acres of UAR inside the current UGB. Of this, 30 acres are intended as a holding zone for future residential development re-zoning to residential uses. As part of the UGB Site Evaluation process, the UAR properties were examined for use as residential properties since the UAR is a holding zone for residential uses. City staff estimates that 8.8 gross acres of R-MFSD can be obtained from the re-zoning and re-development of these properties. ~~A total of 4 acres of UAR land is intended to be rezoned as PF Public Facility land for purposes of establishing a fire training facility for the Sisters—Camp Sherman Fire District. 30 acres of UAR-zoned land was removed from the inventory in 2010 when McKenzie Meadow Village annexed into the city limits and was subsequently re-zoned from UAR 10 to R-MFD, PF and OS.~~

The Needs Assessment and Site Selection findings are found separately from this Comprehensive Plan in the 2008 burden of proof statement incorporated herein by reference, and available from the Planning Department.

~~23~~ 17.54 acres of UAR inside the City Limits/UGB are owned by the U.S. Forest Service and are intended as a holding zone for the future development of a business park. While this parcel is zoned UAR, a holding zone for residential development, it is intended as a holding zone for light industrial/business park uses. If this parcel is rezoned it would be for light industrial/business park uses or for a relocated Forest Service Ranger Station.

The remaining 13.8 acres of UAR land are owned by the City (described earlier herein) as possible future use for equipment storage and a Public Works warehouse / maintenance building.

Urban Growth Management

Any proposal to annex new areas to the City must demonstrate that sufficient public facilities (including water, sewerage and transportation) are available or will be installed in conjunction with any land development. In Sisters, the annexation must also be approved by a majority of voters in an election. New policies included in the section below also guide urban growth consistent with State of Oregon laws.

State of Oregon laws require sufficient supplies of buildable lands inside the UGB to accommodate anticipated demand, provide choices in the marketplace, and livability. Some factors influencing the need for land include population growth, required development densities, economic development goals, land needs of public institutions, and market forces. Some specific ways to accommodate the 20-year need for residential land include expanding the UGB, re-zoning UAR lands to urban zoning designations, increasing residential densities, and converting non-residential lands to residential use.

UGB Expansion

The City of Sisters completed a modest Urban Growth Boundary expansion during the 2005 Comprehensive Plan update process to implement its amended Sisters Urban Area Comprehensive Plan policies and tasks. This expansion and its compliance with applicable state and local requirements is presented in greater detail in a UGB Expansion Findings document, incorporated herein by reference. The Urban Growth Boundary (UGB) expansion occurred for number of purposes, including:

1. accommodating anticipated 20-year demand for residential uses such as single-family housing
2. adding additional land for Public Facility uses, specifically a new City Public Works Department headquarters building (office, maintenance, and storage facility) adjacent to the existing City of Sisters wastewater treatment facility,
3. bringing a small existing developed urban use on an Exclusive Farm Use parcel adjacent and outside the City of Sisters (City) UGB inside the UGB,
4. bringing a small Exclusive Farm Use parcel entirely surrounded by the City UGB into the UGB.

The 2005 Plan update brought a total of approximately 53 acres of land into the City of Sisters Urban Growth Boundary (UGB). ~~Of this, 30 acres were added to the UGB, re-designated and rezoned to Urban Area Reserve (10-acre minimum) to satisfy an estimated 20-year need for residential, associated park and church uses.~~ 8.9 acres is intended for commercial and light industrial uses – reflecting an existing commercial use and a parcel surrounded by the city. The 2005 Plan update also brought approximately 13.8 acres of land into the City of Sisters UGB and rezoning the property from F1 to Public Facility as a site for a new Public Works Department headquarters adjacent to the existing wastewater treatment facility.

The need for additional residential land use is not until 2010-2020. Since the need is later in the 20-year planning period the land is proposed to be added to the UGB as Urban Area Reserve-10 acre minimum, outside the City Limits. As land is needed it would be annexed by the land owners, rezoned, and then developed for the urban use. Until then, uses would be limited outside the City Limits and would be subject to the development standards of Title 21 of the Deschutes County Code. When rezoned inside the City Limits, the site would be designated as Residential, or other zoning district based on documented need at the time of rezoning and redesignation.

A four-acre portion of land ~~was brought into~~ ~~is now being considered for inclusion into~~ the UGB and subsequently the City limits for purposes of providing a training facility for the Sisters – Camp Sherman Fire District. The Needs Analysis and all accompanying Site Alternative Study documentation are found in a separate burden of proof document referenced herein and available at the Planning Department.

Determining Need and Comprehensive Plan Designation

Residential Uses (lands zoned UAR-10 with Plan designation Residential)

The Residential Buildable Land Supply and Demand Analysis (see Appendix C) predicted the amount of residential land needed until year 2025 based on anticipated population growth, historic and anticipated building trends, housing needs by income group, existing zoning, and the current supply of buildable residential land. This report estimated a need for additional land to be added to the Sisters UGB to meet anticipated demand. Specifically, 25 gross acres of land zoned for residential (predominately single-family) development (Residential-R District) were needed to accommodate 20-year demand. To meet the need for residential land, a single parcel of 30 acres (McKenzie Meadows parcel) was included in the UGB as a result of the Comprehensive Plan, ~~and has since annexed into the city limits.~~ Because the density in the single-family ‘R’ District increased so substantially between the period of 2005 and 2010, when the McKenzie Meadows parcel was annexed to the City, there was no longer a demand for ‘R’ zoned land, but a demand for multi-family, workforce and low-income housing, and housing targeted at the senior population. Eventual urban development of this parcel will be in the form of a Master Plan, so any area subject to restrictions can be used to fulfill open space and access requirements.

Public Facility Uses (Land zoned Public Facility (PF) with PF Plan designation)

The City’s ~~old~~ Public Works Department facility ~~had been~~ located at 175 W. Washington Avenue, ~~and has since has~~ been sold to the Sisters Camp Sherman Rural Fire Department. ~~and a~~ ~~A new facility is needed for a~~ ~~for the~~ Public Works headquarter: ~~has been constructed adjacent to the sewage treatment plant percolation ponds.~~ Uses at the ~~current~~ new headquarters include a centralized office and repair shop, storage for garbage trucks, tractors, back hoes, street sweepers, solid waste dumpsters, and rooms and structures holding equipment and supplies such as sand, gravel, pilings, pipes, and other associated uses. ~~This headquarters is in a residential area where site operations are not compatible with~~

~~surrounding uses and there are few sites in existing industrial areas where such a facility can be sited for the long run.~~

~~For these and other reasons, a 13.8-acre expansion of the existing City wastewater treatment facility site occurred during the 2005 Comprehensive Plan update process. The 160-acre parcel is owned by the City and contains Public Facility zoned lands inside the Sisters UGB as well as rural Forest (F1) land outside the UGB. The expansion would increase the amount of the site inside the UGB, enabling the area to be used for a new Public Works Department headquarters in the same area as the existing wastewater treatment facility and vehicle storage areas.~~

The Sisters – Camp Sherman Fire District entered into an Agreement with the City of Sisters. The purpose of this Agreement is for the Fire District to allow the City to use a property owned by the Fire District for a new recycle center, which has subsequently been constructed. The City then became obligated to provide 4 acres of land for a Fire Training Facility, ~~which occurred in year 2010~~. This Comprehensive Plan amendment followed.

The site has been fully evaluated for soil suitability, and comparable sites have been evaluated as is required by Oregon Administrative Rules. The Deschutes County Hearings Officer had made a formal recommendation to approve the 4 acre UGB expansion request, and the Board of County Commissioners voted unanimously to allow Sisters to amend its UGB by vote that occurred in April 2009. The support documentation referenced herein is found at the Planning Department, City Hall, 520 E. Cascade Avenue, Sisters.

Commercial and Industrial Uses (Lands zoned UAR-10 with Plan designations Commercial and Light Industrial)

In 2000, City voters approved the annexation of a 4.6-acre parcel of Exclusive Farm Use land adjacent to the northern portion of the Sisters UGB. The site is developed as the Conklin Guest House and has a bed and breakfast, small water feature, a barn, landscaping, and other improvements. This parcel is irrevocably converted to urban uses and so no loss of farm land would occur.

The proposal is to include the parcel in the UGB with a zoning designation of Urban Area Reserve UAR-10 (10-acre minimum, hereafter referred to as UAR-10) and a Plan designation of Commercial. This would preserve the use at current levels until a time when it applies for a zone change and annexation. Adding the site to the UGB would also enable the owner to intensify the development consistent with the Airport Height, Commercial District, and other land use guidelines in place in the Sisters Development Code. This parcel of land is also surrounded by the Sisters UGB to the north, west, and south, creating a gap in the urban area that will result in less efficient extension of utilities to the parcels inside the current UGB to the north.

With the Conklin Guest House parcel included in the UGB, the parcel adjacent to the west would be an Exclusive Farm Use Parcel that would be entirely surrounded by Urban Lands. This parcel has no water rights, is only 4.3 acres, and is currently a vacant dry parcel.

The proposal is to include the parcel in the Sisters UGB zoned UAR-10 with a Plan designation of Light Industrial. This preserves the use at current levels or would allow the development of a single-family house, or other low intensity developments until the site successfully annexes and rezones consistent with City Development Codes. After rezoned, the use could be intensified consistent with the Airport Height, and Light Industrial guidelines in place in the Sisters Development Code.

Overview of Site Selection Process

After the need for additional land was determined and new Plan policies developed, the 2005 and 2009 UGB expansion was determined through a methodology implementing State of Oregon statute and rule as well as the City’s Plan policies. As mentioned previously, the site selection process for the 4 acre expansion occurred through a separate set of documents which are available at the Sisters Planning Department, and are referenced as file no. CP 08-2 / ZC 08-1.

A site evaluation strategy was developed to determine the best sites to be included in the UGB to meet the need for additional residential land. Generally, all properties surrounding the current coincident UGB and city limits that were determined to have significant developable lands were rated according to 17 criteria that implemented State of Oregon statutes and rules and local policies. All parcels were evaluated as either Good (3 points), Fair (2 points), or Poor (1 point) in each criterion and the total points were added to a total score and weighted total score. The best parcels (ones with the highest point totals) were considered to meet anticipated needs. Refer to the UGB Site Evaluation Matrix and Maps (Appendix 5) of the Findings for UGB Expansion document for the resulting evaluation matrix.

This matrix is referred to many times in the Findings document. The methodology resulting in parcels selected for inclusion in the UGB is as follows:

1. Parcels adjacent to the UGB determined to have developable lands were identified and are shown in the Productivity Spreadsheet
2. Only developable parcels that were not in public ownership were selected to be evaluated further
3. Criteria were developed to implement the “seven factors” of Goal 14 as well as Plan policies and ORS 197.298 prioritization criteria
4. Parcels were evaluated based on the criteria and each received a score according to the parcels characteristics
5. Scores were 3 points for a “Good” evaluation, 2 points for a “Fair” evaluation, and 1 point for a “Poor” evaluation
6. Scores were added together to arrive at the overall score for the parcel (see Appendix 2 column named “Overall Score” in the UGB Expansion Findings document)
7. Scores for criteria under the column headings “ORS 197.298 Priority of Lands for UGB” and “Factor 3” were doubled and added to the rest of the criteria to arrive at the “Overall Weighted Score” column. The purpose of this was to evaluate how a parcel’s score might change compared to the non-weighted “Overall Score”. This demonstrates possible differences in the overall scores when placing more importance on two factors.

8. “Overall Rank” and “Weighted Rank” were calculated based on the parcels scores on “Overall Score” and “Overall Weighted Scores”, respectively. This shows the ordinal rank of parcel according to these scores and a snapshot of a best to worst evaluation for all parcels evaluated.
9. A parcel had to score “Fair” on average in both the “Overall Rank” and “Weighted Rank” to be considered further. Those parcels that scored “Fair” on average in both categories were scored with a “Yes” in this column.
10. The top ranked sites in the “Overall Rank” and “Weighted Rank” category were considered for addition to the Sisters UGB.

The 30 acre parcel that was considered to best meet the needs of the City and ranked highly in the UGB Site Evaluation Matrix is the McKenzie Meadows parcel. The City decided that it best met the need because it is virtually surrounded by urban uses where the other highly ranked parcels weren't. In addition, it was sited closer to the majority of schools in the City. Lastly, it has more potential to be developed for needed residential uses within the planning period.

Location and Designation of New Lands Brought Into UGB

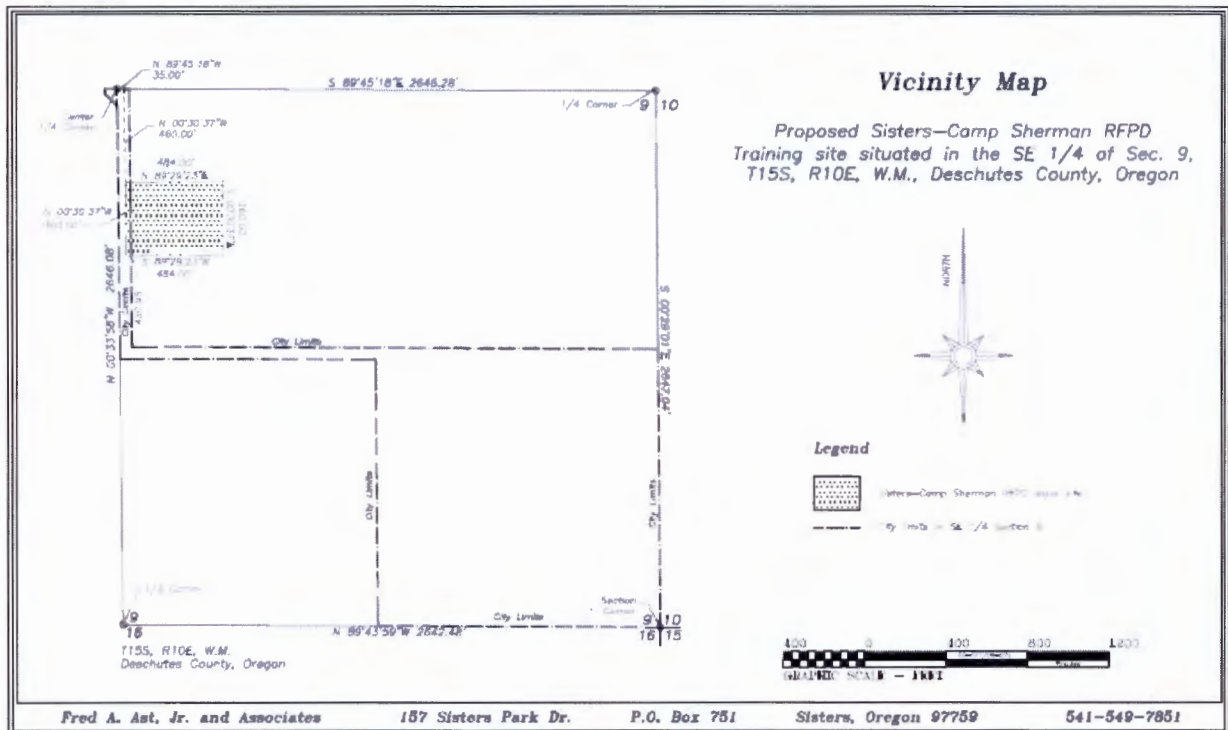
The locations of the properties selected for inclusion in the Sisters UGB are shown in figures 14 -1, 14-2, 14-3, and 14-4. Each figure shows different information. *Figure 14-1: City of Sisters Proposed Additions to the UGB*, shows parcels that were added to the City's UGB in 2005. *Figure 14-2: City of Sisters Zoning Map*, shows the zoning of lands within the UGB following adoption of the 2005 Comprehensive Plan update. *Figure 14-3: City of Sisters: Comprehensive Plan Map* shows the Comprehensive Plan designation for lands within the UGB, including the 4 acre portion of land to be used by the Sisters – Camp Sherman Fire District which is under consideration at this time. *Figure 14-4* is the survey map of the 4 acre portion of land mentioned herein. Land uses shall be consistent with the Comprehensive Plan map. As parcels are added to the City limits, the Urban Area Reserve designation would be changed to match the Comprehensive Plan Map.

Figure 14-1: Proposed Additions to UGB

Figure 14-2: City of Sisters: Zoning Map

Figure 14-3: City of Sisters Comprehensive Plan Map

Figure 14-4: Survey Map of the Sisters – Camp Sherman Fire Training Facility land



Compliance with Goal 14

Statewide Planning Goal 14 provides for “orderly and efficient transition from rural to urban uses”. The goal requires cities and counties to cooperatively establish urban growth boundaries and outlines the procedure for amending the boundaries. If an applicant wishes to establish an urban use on rural land, it must either take an exception to Goal 14 or amend the UGB consistent with Goal 14. This UGB expansion is consistent with Goal 14 as discussed in the UGB Expansion Findings document.

Exceptions to State Goals

The proposed 4 acre UGB expansion will not require taking exceptions to any of the statewide planning goals. Compliance is demonstrated in the UGB Expansion Findings document.

14.4 POLICIES

1. The City shall promote development within the UGB to minimize the cost of providing public services and infrastructure and to protect resource land outside the UGB.
2. The City shall support adequate public safety services.

Task -

- a. The City shall assist public Fire safety providers in supplying land for fire training.

3. The Urban Growth Boundary is the official area for which to plan all land uses, public facilities, and annexations.
4. The City shall provide for an orderly and efficient conversion of urbanizable land to urban land, the City will manage the UGB to maintain the potential for planned urban development on urbanizable lands.
5. The establishment and change of the Urban Growth Boundary shall be based upon considerations of the following factors:
 - a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
 - b. Orderly and economic provision for public facilities and services;
 - c. Maximum efficiency of land uses within and on the fringe of the existing urban area;
 - d. Environmental, energy, economic and social consequences;
 - e. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
 - f. Compatibility of the proposed urban uses with nearby agricultural activities.

Tasks –

- a. The 160 acres of land currently used as a wastewater treatment facility shall be protected from development in order to ensure adequate land supply for the sewer treatment system.
 - b. The UGB shall be expanded by approximately 4 acres to add Public Facility land ~~to~~ near the existing wastewater treatment facility site for a future Fire Training facility.
6. The following policies apply to the conversion of urbanizable land to urban land:
 - a. Orderly economic provision for public facilities and services;
 - b. Availability of sufficient land for the various uses to insure choices in the market place;
 - c. Statewide planning goals and LCDC administrative rules; and
 - d. Encouragement of development within the urban areas before conversion of urbanizable areas.

Tasks-

- a. Lands inside the UGB but outside the City Limits intended for public facility use shall be rezoned to PF Public Facilities consistent with the Comprehensive Plan at the time of annexation.
7. Providing City services is an integral part of the City's growth management strategy. Extension of City services are guided by the following:
 - a. The City shall require annexation prior to extending water or sanitary sewer services to any property within the unincorporated portion of the UGB.

- b. The City shall not authorize urban levels of development without the provision of the all necessary urban service (see definition) to support planned levels of development. The City will require provision of urban services as lands are converted to urban lands.
 - c. Rural levels of development (authorized in the Urban Area Reserves), sited without services on urbanizable land, shall be sited in such a way as to not interfere with urban levels of development and services when conversion from urbanizable land to urban land occurs.
 - d. The City and Deschutes County shall require property owners and/or developers to pay their fair and proportionate share of the costs to extend community services to their properties and to pay for or build necessary on- and off-site public improvements.
8. Implement a system-wide level of service (LOS) standard of 5.0 acres of developed parkland per 1,000 residents.



STAFF REPORT

Exhibit A

File #: CP12-01

Applicant: City of Sisters

Request: Amend the Comprehensive Plan to (1) include four Concept Plans for the three U.S. Forest Service properties located within Sisters, (2) include information on the upcoming Cascade Avenue / US 20 Streetscape Plan, and (3) do some minor updating of data within the Comprehensive Plan that is out of date.

Hearing Date: August 16, 2012, 5:30 pm, Sisters City Council Chambers, 520 E. Cascade Avenue, Sisters, Oregon

Location: City wide; Cascade Avenue / US 20, and the Forest Service properties.

Planner: Eric Porter, Principal Planner

I. Staff Recommendation

Planning Commission recommendation to City Council to adopt changes to the City's Comprehensive Plan. Adoption of proposed Comprehensive Plan amendments and the associated findings will amend the City's Comprehensive Plan to conform to Statewide Planning Goals including goals 1, 2, 5, 9, 10, 12 and 14.

II. Background

Cascade Avenue / US 20 Streetscape Plan. On January 14, 2010, the City of Sisters adopted its Transportation System Plan (TSP). Included within this Plan were improvements to Cascade Avenue / US 20 between Larch Street and Pine Street, which were intended on making the downtown corridor more pedestrian-friendly, and ultimately to channel truck traffic through town on the future Alternate Route.

Following the adoption of the Transportation System Plan, the City of Sisters began working jointly with ODOT, SERA Architects, Greenworks and Kittelson on the Cascade Avenue streetscape design beginning November 2010. The Streetscape Plan design was funded by a Quick Response grant through ODOT, and was adopted by the City Council on December 8, 2011. This Plan was the product of multiple meetings with property owners, business owners, community workshops, and planning commission/city council workshops. In addition, several surveys were conducted to receive community input.

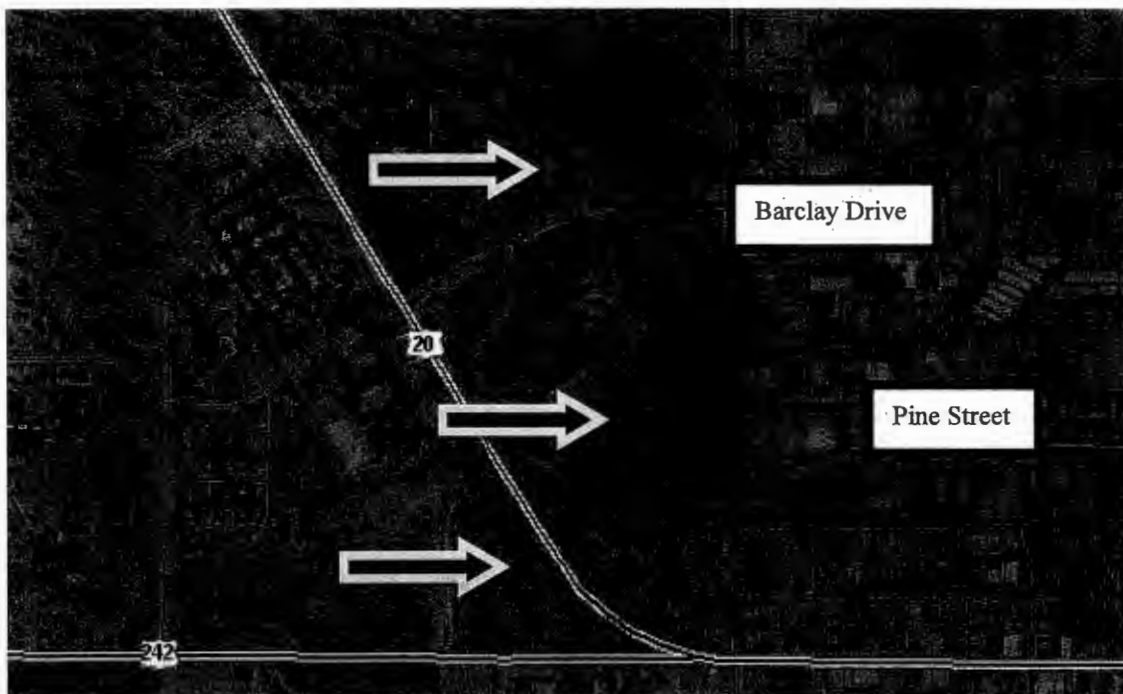
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The Planning Commission and City Council held separate workshops on November 17th, 2011 to review the draft document. The Council recommended adding metal as an optional material for the benches and light fixtures, increasing the number of bike racks and eliminating the bike shelter, and adding parking to the way finding signage. In addition, Council directed staff to add language to the parking chart stating that the City intends to mitigate the lost parking stalls in the downtown core.

Staff now seeks to memorialize the Cascade Avenue / US 20 Streetscape Plan by incorporating the design concepts into the Comprehensive Plan.

U.S. Forest Service Concept Plans. In 2008, the U.S. Forest Service attempted to sell three parcels of land. The properties are generally located in the geographic center of Sisters (see vicinity map – next page). No bids were received by the USFS on these properties. Following the attempt to sell these lots, staff met with the Forest Service to discuss what action the city might undertake that would facilitate the future sale of these lots. It was evident that one of the greatest hurdles associated with developing these lots were the unknowns associated with the Transportation Planning Rule (TPR), which ODOT and the Department of Land Conservation and Development (DLCD) applies when trips are increased due to a variety of land use-related actions occurring, including zone changes, which would be necessary to allow for residential, commercial or light industrial development on this land.



U.S. Forest Service Property – Vicinity Map and Aerial Photo

In 2009, staff met with DLCD who informed city staff that they had initiated a joint process called a 'Quick Response' program with ODOT. This process was intended to fund concept

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plan projects for properties that were historically subject to the application of the TPR and which had difficulty developing because of the TPR. DLCD was able to obtain a \$60,000 grant to fund the creation of three concept development plans for the Forest Service properties, and hired the consulting firm OTAK to prepare three concept development plans. The concept plans process included the development of a Traffic Impact Study (DKS and Associates, 2010), which provided an evaluation and mitigation of traffic impacts associated with converting the Forest Service property to residential / commercial / industrially-zoned property. The traffic impact study would give the Forest Service reassurance that ODOT and DLCD would not place parameters on the development of the property that would avoid making the property subject to the application of the TPR in the future. The creation of the concept plans also yielded a market analysis intended to show the most realistic land uses for the property given the current economic climate (Leland Consulting, 2010). The three concept plans were completed on June 16, 2011.

About the same time as the three concept plans were created, a fourth option for the Forest Service property was introduced during the creation of the Park Master Plan. Ultimately the fourth design option, referred to herein as the "Park Option D", was brought to and adopted by the City Council within the Park Master Plan as recommendation no. A-5 (Park Master Plan, pg. 56), and is considered by the City to be a potentially viable plan along with the three 'Concept Plan options' that were developed by OTAK. Option D would cause between 5 and 47 acres of the Forest Service Property to be publicly acquired and used as a Park. The name proposed for the Park should this occur is 'Ponderosa Park'.

The final action needed by the City is to adopt this Comprehensive Plan amendment, which would memorialize the three OTAK Concept Plans for the USFS property along with all of the support data which accompanied the creation of the three OTAK Concept Plans, as well as the fourth 'Park Option' as recommended within the Parks Master Plan.

Other Proposed Changes. The Comprehensive Plan was last thoroughly updated in year 2005. Since that time a number of actions have occurred that has caused some of the Comprehensive Plan text to be out of date; therefore some of the changes proposed would bring certain specific information current.

III. Conclusionary Findings

Chapter 4.1 Types of Reviews and Procedures

Required Findings

Amending the Comprehensive Plan is a Type IV Legislative action. Notice of the August 16, 2012 public hearing was published in the Bulletin newspaper on August 2, 2012, and was posted on the City's web page on July 31, 2012.

4.1.600.E. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals. The proposed

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Comprehensive Plan amendments are consistent with the applicable Statewide Planning Goals as discussed below, and only the applicable Goals are listed. Compliance with statewide planning goals 1 and 2 is not discussed in the body of the proposed text, but is nonetheless met for the reasons stated below.

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.*

The Cascade Avenue Streetscape Plan was developed through a series of public workshops, and included significant public outreach and input throughout the creation of the Streetscape Options beginning in March 2010. In 2011, the City conducted a survey to solicit input on ideal design options, which were ultimately developed by the consultant team, 'SERA Architects'.

The OTAK Forest Service Concepts Plans were similarly developed through a series of public workshops with the Planning Commission and City Council, as well as with stakeholder meetings consisting of business owners, city staff, and interested members of the public.

In 2008, the City conducted a survey to seek input on which land uses the public would like to see on this property; a total of 420 surveys were returned to the City at that time. In 2011, the City and OTAK held a publicly-advertised open house to discuss the concept plans with interested members of the public. The process concludes with the final two public hearings (August 16, 2012 with the Sisters Planning Commission and on September 13, 2012 with the City Council), which are specifically intended to gain final input on the Comprehensive Plan update regarding the Concept Plans.

Notice of the City's intent to amend the Comprehensive Plan was sent to the State Department of Land Conservation and Development (DLCDC) on July 5, 2012, more than the required thirty days prior to the first evidentiary hearing date of Aug. 16, 2012.

Lastly, the Park Master Plan was created through a series of workshops consisting of 8 volunteers who comprised the Technical Advisory Committee (TAC), who worked with staff and the Consultant firm of Cameron McCarthy, who ultimately prepared the Park Master Plan that was adopted in 2011 following two public hearings before the Planning Commission and City Council.

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.*

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. No specific changes of Goal 2 of the

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Comprehensive Plan are being proposed, however a finding can be made that the changes sought to the Comprehensive Plan are consistent with all state statutes, and that the process of amending the Comprehensive Plan is consistent with Sisters Development Code Chapter 4,1 'Applications and Procedures', which has been vetted by DLCDC for consistency with all applicable ORSs and OARs during the 2005 adoption of the Comprehensive Plan update.

GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES: *To protect natural resources and conserve scenic and historic areas and open spaces.*

Goal 5 requires local governments to adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.

The City completed an inventory of existing natural resources with the adoption of the 2005 Comprehensive Plan and the data is contained in Goal of the Comprehensive Plan. Although Sisters inventories are not consistent with the current Goal 5 rule, the city's Comprehensive Plan is compliant with the rule because there is no trigger for the city to update its Goal 5 resource inventories. OAR 660-023 requires specific Goal 5 resources to be reviewed and amended at each periodic review. However, cities with a population less than 10,000 are exempt from periodic review. Further direction on protecting these resources is provided in Oregon Administrative rule (OAR) 660-023.

Amending the proposed Comprehensive Plan amendments to Goal 5 will identify the USFS Concept Plan 'Option D' (the Park option) as a viable design option, and will cause the city's adopted ESA Risk Mitigation Plan's tasks to be implemented.

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.*

The proposed Comprehensive Plan amendments will have a positive effect on economic opportunities in Sisters.

The improvements to Cascade Avenue / US 20 are intended to make the downtown corridor along Cascade more pedestrian-friendly, which in turn would stimulate business interest by tourists and area residents to shop in the downtown corridor, thereby enhancing the prosperity of Sisters vendors and residents.

Three of the four 'Concept Plans' developed by OTAK for the USFS site propose a mixture of residential, commercial and light-industrial development. The fourth concept, the 'Park option', does not contain specific elements that would affect Goal 9 of the Comprehensive Plan as it proposes to use between 5 and 47 acres of the USFS property as a public park.

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In September 2010, the Leland Consulting Group prepared a Market Analysis memorandum identifying potential development that could occur on the Forest Service property. This analysis was developed in conjunction with the creation of three concept plans for the site.

The memorandum summarized key market and demographic information necessary to produce a Development Option Summary, which highlighted the feasibility of developing the land with varieties of mixed-use development, such as retail / commercial (12 to 15 acres), light industrial (18 to 22 acres), and some housing (10 to 14 acres).

Goal 10: HOUSING: *To provide for the housing needs of citizens of the state.*

The proposed Comprehensive Plan amendments affecting the USFS property will have a direct effect on Goal 10, since the three Concept Plans developed by OTAK each include a residential element. The 4th Park option however does not affect Goal 10, since the possible land use is limited to public park use.

The Cascade Avenue / US 20 project does not specifically address Goal 10, however by creating wider sidewalks as proposed in the design concept, it is very possible that one positive benefit will be to increase the desirability of living within the downtown corridor, and upper floor and rear-lot rental units for residences are permitted in the downtown zoning district.

GOAL 12: TRANSPORTATION: *To provide and encourage a safe, convenient and economic transportation system.*

Goal 12 aims to provide "a safe, convenient and economic transportation system." It also is intended to minimize adverse social, economic and environmental impacts and costs. The 2010 Transportation System Plan recognizes the need to decrease reliance on the automobile and increase the use of other modes including walking and bicycling to minimize transportation system impacts on the environment.

The adoption of the Cascade Avenue Streetscape Project and the three OTAK USFS Concept Plans via Comprehensive Plan amendments will have a positive effect on the overall goals established within the Transportation System Plan. The Cascade Avenue project is specifically identified within the TSP as a priority project. ODOT and the City have teamed up to secure approximately 4.6 million dollars of the estimated 5.4 million dollars that the project will require to build to completion.

The OTAK Concept Plans for the Forest Service property required a Traffic Impact Study as one of the products that accompanied the Concept Plan. The TIS was prepared by DKS Associates (Portland office), a licensed Civil Engineering firm who specializes in traffic impacts and mitigation. The TIS was reviewed and ultimately accepted by ODOT, and was determined not to trigger the Transportation Planning Rule established in OAR Chapter 660, Division 12, 'Transportation Planning'.

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.*

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Goal 14 addresses two specific issues that are pertinent to the two main projects included in the Comprehensive Plan amendment – expanding the urbanized area and making sure it is adequately served by infrastructure, and employment potential of changes proposed.

The Forest Service property is an island of marginally developed land in the center of Sisters. The property extends north to the northern edge of the city limits / urban growth boundary. The Concept Plans prepared by OTAK generally show the land re-zoned in a manner that concentrates residential / commercial uses within the 'Barclay' portion (the land located on the south side of Barclay Drive), and the light industrial components located on the northern property. The Forest Service has indicated that they intend on retaining approximately 6 to 10 acres of the northern portion for future USFS use.

One of the unknowns of developing the Forest Service property using Design Options A, B or C is whether there is enough capacity in the system to provide adequate sewer and water service to the site. This issue does not need to be solved at this time, and will be resolved once the property is closer to developing as a function of the land review process, when an 'adequacy analysis' will be required, and any deficiencies would need to be fixed by the purchasers / developer(s) of the site.

The development of the Forest Service property with Design Options A, B or C will create employment opportunities within the Commercial / Industrial portions of land.

The Cascade Avenue Streetscape Project will have an effect on employment, assuming that the changes will increase the amount of tourist traffic that use the downtown corridor. It is the hope of the City that the corridor improvements will stimulate tourism and shopping uses on Cascade, which would positively affect the overall employment data in this area.

The proposed Comprehensive Plan amendments address elements found in this Goal. Some of the land areas by zone found in Table 14.1 have changed due to actions that occurred after the Comprehensive Plan was last updated. More current data has been provided by the Sisters School District's Superintendent, Jim Golden, and has been included in the proposed text. Lastly, policies and tasks that relate to the USFS property have been added at the end of this Goal / Chapter.

2. **Approval of the request is consistent with the Comprehensive Plan.** Since the proposed changes are to the actual Comprehensive Plan document, the issue is whether the proposed changes are consistent with the vision for the City of Sisters. The two primary changes affect the Cascade Avenue Streetscape Project and the destiny of the USFS property. Both sets of changes have been thoroughly vetted by the Planning Commission and City Council, who have given consent to staff to pursue these formal amendments to the Comprehensive Plan. The following findings are intended to demonstrate consistency of the proposed changes with the various applicable portions of the actual Plan document.

Part I
Introduction

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The 2005 Sisters Comprehensive Plan is intended to be an adaptable, living document. The following findings demonstrate that the proposed Plan amendments comply with and implement many of the Plan's existing policies. The Cascade Avenue Streetscape Plan will lead to the construction improvements to Cascade Avenue that are identified in the recently adopted Transportation System Plan.

In 2008, the USFS and the City of Sisters coordinated with the State Department of Land Conservation and Development to make several changes to Comprehensive Plan Chapter 14, 'Urbanization', in a manner that is specific to the USFS property. The changes however were not specific enough to assure any future buyer of this land that no 'system improvements' would be needed in the event of changing the zoning of the property to more traditional residential / commercial / light-industrial zoning, which lead to the creation of the Concept Plans through the ODOT Quick Response grant process.

Part II
Citizen Involvement

As provided under a previous finding addressing compliance with Statewide Planning Goal 1, the Cascade Streetscape Plan; the OTAK Concept Plans for the USFS property, and the Parks Master Plan update (which contains Concept D for the USFS land) were all developed with opportunities for citizen involvement in the Plan through community and neighborhood meetings, through surveys, stakeholder interviews, and ultimately through public hearings taking place to amend the Comprehensive Plan. The Park Master Plan was developed with extensive input from an 8 person Technical Advisory Committee, and ultimately through two public hearings, where community input was provided.

Part III
General Goals and Objectives

The following discusses how the proposed amendments address the General Goals and Objectives of the Comprehensive Plan. More detailed findings addressing specific goals and policies of the Sisters Comprehensive Plan are presented in subsequent areas of this recommendation.

5. To protect natural resources and conserve scenic and historic areas and open spaces.

The two text changes that effect Chapter / Goal 5 include tasks to (1) implement the tasks found within the City's Risk Mitigation Plan for Whychus Creek, and (2) include Concept Plan D (the 'Park' option) as a viable option for the USFS property by referring to the adopted Park Master Plan. The three OTAK Concept Plans do not specifically affect Goal 5 in the manner that the Park Option D affects Goal 5.

Part V
Comprehensive Plan Goals, Findings, & Policies

3. Compliance with 4.7.600, Transportation Planning Rule (TPR) Compliance.

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One of the main purposes of undertaking the Concept Plan processes was to assure that any development that occurred on USFS property would not trigger the TPR. A Traffic Impact Study (TIS) was prepared in conjunction with the Concept Plans (DKS Associates, Portland); the TIS was prepared under using an ODOT funded Quick Response grant, and was vetted and ultimately approved by ODOT and DLCDC.

The improvements to Cascade Avenue are largely funded through state and federal dollars with the assistance of ODOT, and have also been vetted and determined by ODOT to be compliant with the TPR.

//////////////////////////////////////END OF FINDINGS//////////////////////////////////////

IV. Public Comments

DLCDC and ODOT were notified of the changes proposed to the Comprehensive Plan and had no comment. No other comments were received during the comment period.

V. Exhibits

The following exhibits make up the record in this matter (these are contained in file CP12-01 and are available for review at the City of Sisters City Hall):

1. Exhibit B of Resolution – DLCDC Notice #1, submitted to DLCDC on 7/05/12.
2. Exhibit C of Resolution – Proposed Comprehensive Plan text changes

Sisters
Eric Porter
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OR 97759

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OCT 15 2012
LAND CONSERVATION
AND DEVELOPMENT

DUCD Attn: Plan Amendment Specialist
635 Capitol Street NE, #150