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ROSEMARY PATTERSON, CO. CLERK

ORDINANCE NO. PL- 20

The Map referred to herein shall be maintained by the County Clerk, and any quasi-judicial amendments thereto shall contain legal descriptions of the affected areas, be filed in the Journal of the Board of County Commissioners, and shall become effective upon the date signed by The Board. The Planning Director shall maintain a true copy of the original map and draw thereon all quasi-judicial amendments to The Plan, as they are made by The Board.

Failure so to revise said Map shall not affect the validity of any Plan amendment. The Board may, from time to time, direct the Planning Director by order to replace Exhibit "B" or a portion thereof with a map which includes all lawful amendments to The Plan to the date of said order. Such map, or portion thereof, shall bear the dated, authenticating signature of The Board, and shall be filed as a replacement superseding Exhibit "B" with the County Clerk. Any map or portion thereof thereby replaced shall be retained in a separate file by the County Clerk.

3. In that the Land Conservation and Development Commission of the State of Oregon has required Deschutes County to adopt a Comprehensive Plan for Deschutes County by November 1, 1979, in order to be in compliance with Statewide planning goals affecting the health, safety and general welfare of the public, an emergency is declared to exist, and this ordinance, pursuant to ORS 203.045(9) shall take effect upon adoption.

ADOPTED this 1st day of November, 1979.

BOARD OF COUNTY COMMISSIONERS

  
CHAIRMAN

  
COMMISSIONER

\_\_\_\_\_  
COMMISSIONER

ATTEST:

  
County Clerk

FILED

NOV 1 1979

ROSEMARY PATTERSON, CO. CLERK

F I N A L

D E S C H U T E S   C O U N T Y

G O A L   E X C E P T I O N   S T A T E M E N T

The purpose of this document is to identify the lands where Deschutes County shall request the Oregon Land Conservation and Development Commission grant an exception to meeting the requirements of either Planning Goal 3 (Agricultural Lands) or Goal 4 (Forest Lands). Further, this statement shall also explain, the findings and reasoning which justifies such an exception be granted.

During the preparation of the Deschutes County Comprehensive Plan it became apparent that many of the rural areas in the County had already received substantial development. These lands have largely been sold and become committed to non-resource uses. The County's plan is to restrict future division of the resource lands while recognizing that development which exists, and establishing a more efficient development pattern.

Because of the rural development there have been created rural service centers to provide necessary public (i.e. schools) and private services to the rural population. These service centers reduce transportation requirements and serve as a focus for social and some economic activities. Deschutes County has chosen to emphasize the rural service centers as the appropriate location for the services and facilities needed by the rural residents and to encourage most additional rural residences to be constructed in the rural service centers. This development of the service centers would then permit some limited rural living opportunities, while ensuring they occur in areas of existing development at higher densities, compatible with the rural environment and consistent with future transportation and utility networks. To accommodate the rural service centers some of the less productive resource lands are being committed to non-resource uses. The commercial areas are those

lands already developed or committed to commercial use, while the residential areas are relatively small surrounding areas where some development has already occurred.

The other areas being used for non-resource uses are those lands included within the urban growth boundaries. Each of the three urban areas has identified an urban growth boundary (UGB). Inside the UGB the ultimate use of the land is to be of an urban nature. Each urban area plan contains the findings and reasoning which justifies the lands contained within that UGB; therefore, this statement will not address resource lands which are included in the urban areas.

The flexibility which the exceptions process permits will allow Deschutes County to accommodate the existing and future needs of the County's ever-growing population, while serving as a base upon which the County can construct its plans for the protection of the resource lands which are so important to the local economy and environment.

## METHODOLOGY

To determine where an exception to the state goals is required it was first necessary to obtain adequate data as to the location of the lands with agricultural and timber capabilities. The Resource Element of the Deschutes County Comprehensive Plan contains maps which reflect the information that was gathered, and serves as much of the basis by which the County has determined what lands have agricultural and/or forest capabilities.

## Agricultural Lands

One of the most hotly debated issues in the preparation of the Deschutes County Plan was agricultural lands. Considerable testimony and evidence was submitted which indicated that the County is a relatively marginal agricultural producer. Other information pointed to the livestock capability of the area and the stability of agricultural production locally.

Complicating the issue further was (and is) a lack of detailed soils information, which would have permitted the identification of lands with agricultural capability Classes I - VI. The General Soil Map that was available for the county-wide area did not reflect the character of the soils locally. Much of the soil in the western and southern areas of the County is derived from pumice and ash that has been deposited in depressions in the underlying basalt. The result is pockets of soil with adequate rooting depth intermixed with some very low productivity areas. The result is certain areas, such as Lower Bridge, Terrebonne, Cloverdale, Alfalfa, Tumalo and Redmond have a mixture of cropland, rangeland and non-productive land. Other areas do not have the cropland and may find the rangeland varying in its ability to support livestock.

An example of the difficulty in using the General Soils Map is the Deschutes-Deskamp Association which has the best agricultural capabilities in the County. Of that association six percent of the soils have "good" irrigation capability (the rating system uses excellent, good, fair, poor and very poor). "Fair" soils constituted 89 percent of the soils and the rest are poor or very poor. Yet a look at the topsoil capabilities of the soil indicate 50 percent is "good", "fair" is 12 percent, while "poor" is 38 percent. A look at the U.S. Soil Conservation Service data indicates the Deschutes Soils are generally class VI but can be classed as II and III when irrigated, while Deskamp Soils are classes III and IV when irrigated and otherwise class VI. Some other less productive soils also are part of this association. What this seems to indicate is that even in the "best" County soils the agricultural capability is limited, there is considerable mixing with poor soils and that without irrigation water the land is only suitable for livestock. Obviously, what was needed was more detailed soils mapping.

The local SCS office was able to furnish the County Planning Department with detailed soils mapping and agricultural capability maps for only that portion of the County near Terrebonne, Redmond, Bend and Tumalo. This small area constituting only a portion of the known agricultural lands. To supplement the soils information the County obtained high altitude infra-red photography of the County, which clearly revealed the irrigated lands. Since crops require irrigation in Central Oregon this information could be relied upon to have identified the cropland areas. To determine the rangeland areas the County Assessor's records were surveyed to obtain all lands on farm tax deferral. Because the County had an active deferral program it was determined that combining the soils, irrigated lands and farm deferral information would produce a reasonable representation of all the private agricultural lands in the County. Public lands in agricultural areas were assumed to be agricultural.

for purposes of zoning while public lands in forested areas were assumed to be timber areas, unless some other use was known to exist on a particular site.

Using the preceding information and assumptions, the County was finally able to determine the local agricultural lands in an objective and empirical manner.

#### Forest Lands

The identification of lands with timber producing capabilities was not characterized by as much controversy. Working with the Oregon Department of Forestry, the County Planning Staff utilized a document entitled, A Technique for Mapping Forest Land by Site Productivity Using Soil Survey Information. The techniques supplied by this document, coupled with the experience of local ODOF foresters, permitted the drafting of the Timber Productivity Map, which can be found on page 86 of the Comprehensive Plan's Resource Element. Utilizing this map, it was possible to determine the lands with commercial timber potential (High-site Class 4 through Moderate-site Class 6). It was immediately apparent that the Lapine and Black Butte areas, which have received significant recreational and rural development, were going to be in conflict with the requirements of the Forest Lands Goal. However, before taking any formal action, it was necessary to determine the extent of the lands already developed, and what remained to be utilized for timber.



## EXCEPTIONS ANALYSIS

To determine which lands are already committed to development, aerial photography at a scale of 2" = 1 mile was obtained and used as a base map. Areas of concern not covered by the aerial photography were few and in these instances, other maps were obtained.

Lapine - First the public lands were identified. Since these areas are to be zoned for timber, they were excluded from consideration.

Next private agricultural and timber lands were identified and marked for an appropriate zone complying with the state goals. Thirdly, all lands upon which a house had been constructed, were identified. And, finally, all lands which had been subdivided or partitioned into parcels less than 10 acres in size, were added to the map. The result was a series of overlays indicating which areas are substantially committed to residential development; committed to timber or agriculture; and, uncommitted. In the Lapine area these categories amount to the following:

|                                 |              |
|---------------------------------|--------------|
| Residential Committed . . . . . | 13,048 acres |
| Resource Committed . . . . .    | 18,232 acres |
| Uncommitted . . . . .           | 4,860 acres  |

Redmond - The major concern in the northern portions of the County was compatibility with the Agricultural Lands Goal. Again, on the aerial photo base map, the private and public lands were identified. The public lands were marked for agricultural (or other resource) use. Lands which met the agricultural definition (SCS Class I -VI soils, or where detailed soils information was unavailable, identification as having obtained Farm Tax Deferral in the five years preceding the plan or found under irrigation as shown on the County's Irrigated Lands Map) were determined. Then the houses which had been constructed and the

lands which had been subdivided were added. From the resulting map, it was possible to determine those areas where substantial

development had taken place, and therefore, to be identified as committed lands. In areas where agriculture continued to be the predominant use, the development was seen as not committing the area to further division and the area was to be zoned as an agricultural district.

In addition to the agricultural and forest lands, there is in addition, a 56 acre parcel containing aggregate deposits which is being excepted in the Tumalo area. This parcel is surrounded on three sides by existing residential development which would be incompatible with mining the resource, particularly when alternative aggregate sites exist.

The Redmond Map reflects the following figures:

|                               |              |
|-------------------------------|--------------|
| Residential Committed . . . . | 16,868 acres |
| Resource Committed . . . . .  | 71,059 acres |
| Uncommitted . . . . .         | 14,780 acres |

Bend - The process followed in the Bend area was the same as that for the Redmond area and the results were very similar, although even more residential development has occurred because of proximity to the City of Bend:

|                               |              |
|-------------------------------|--------------|
| Residential Committed . . . . | 9,894 acres  |
| Resource Committed . . . . .  | 46,718 acres |
| Uncommitted . . . . .         | 7,815 acres  |

In addition to the preceeding, 95,227 acres East of Horse Ridge are being designated for Exclusive Farm Use. The remainder of the private lands in the County are either in private forest lands being protected for timber production or within one of the three urban growth boundaries.

Near the Bend Urban Growth Boundary an additional 360 acre area originally identified as Surface Mining Reserve has been changed to agricultural because of testimony indicating incompatibility with surrounding development. There also existed testimony that other sites were available which would not be so offensive.

## EXCEPTION AREA PLAN

It is apparent that Deschutes County has had significant rural development in the past. From the perspective of the state land use goals, perhaps this rural area growth is unfortunate, however, it is an existing reality. The County's efforts shall be aimed at recognizing those areas that are committed and servicing them in the most efficient and equitable manner possible. On the other hand, there are also policies in several sections of the Comprehensive Plan (particularly the Rural Development Agriculture, Forest Lands and Public Facilities chapters) which seek to prevent further losses of resource lands. Each of the three areas is dealt with separately and a program drafted to fit that area's particular needs. The major differences in the programs largely result from whether they involve agriculture or forest land.

## LaPine

The subdivisions in Lapine are characterized by small lots (one acre or less) and to a great extent have already been sold. Some have been purchased for retirement, others for speculation and some for an immediate permanent residence. In those areas where subdivision, construction and existing rural services have largely committed the land to residential use (see Lapine Map) Deschutes County proposes to zone the area for rural residential, rather than forest lands. The rural residential zone would permit the construction of homes, but the new 10 acre minimum lot size would prevent further significant division. These areas would then satisfy the need for recreational and lower cost rural lots in the County. Other County actions to encourage clustering, foster adequate public facilities and prevent development

in hazardous or resource areas, would ensure the growth of the area is consistent with appropriate economic, social, environmental and energy considerations (see the Rural Development chapter of the Comprehensive Plan).

Resource areas would be committed to resource use, as would be the uncommitted lands. The encouragement of small-forest land management for the smaller acreage timber lands that can be found between the residential and large-ownership timber areas shall be a County policy. In this way the small timber owners are compatible with each adjoining use, while buffering the residential and timber areas from each other.

#### Redmond

On the committed lands the County will establish a Multiple Use Agricultural (MUA) Zone which will encourage the use of these lands as agricultural, although at a "hobby farm" or non-commercial level which requires a subsidy of the agricultural operation by employment elsewhere. Here again the County seeks to supply the need for rural living opportunities and the need to subsidize more marginal farm land by non-agricultural employment to maintain the area's farm production (see Agricultural chapter of the Comprehensive Plan). But equally important is the recognition that the development and services exist already and must be dealt with. County policies shall seek to encourage clustering of housing and to otherwise improve the efficiency of supplying services to these existing areas while preventing substantial increases in the rural population. Better review of proposed development

is also established with the new plan and ordinances to assure the long-range economic, social, environmental and energy effects are acceptable.

The MUA areas also serve to provide a buffer between residential and agricultural lands, while permitting some people to enjoy a rural lifestyle. More stringent enforcement of the goal would save little agricultural land and would not make farming more viable than will the proposed course of action. A stricter policy would certainly adversely effect a large segment of the population and raise serious questions in regard to the County's ability to satisfy state Land Use Goal 10 (housing), which requires the County to provide a variety of housing opportunities to meet the needs of the area's population.

#### Bend

The conditions in the area covered by the Bend map are the same as those in the Redmond area. Actions proposed for the Bend area are the same as the Redmond area.

#### Rural Service Centers

Rural service centers are a special situation. Originally established to provide needed public and commercial services to rural areas thereby increasing public services while receiving transportation costs, these centers have had mixed results. Some have been very useful in providing necessary facilities, while others have been used to foster sprawl.

One of the purposes of the new County Comprehensive Plan is to identify which of the existing rural service centers should be continued and where new ones shall be established. The plan identifies nine RSC's and leaves the possibility of another in the future as an option if needed. The nine

identified were; Alfalfa, Brothers, Hampton, LaPine, Millican, Terrebonne, Tumalo, Whistlestop and Wickiup Junction. Of these only Brothers, Hampton and Millican are not on the three aerial photo base maps. All the others except Alfalfa, are within the areas identified as having significant existing development and are designated as already committed to development.

Alfalfa is a special case in that existing development consists of a small store, a public school and a few nearby farm and non-farm residences. The land identified for the center is that containing the store and lands owned by the Central Oregon Irrigation District and Alfalfa Water Users Association. The expectation is that these lands will be needed for facilities necessary to the continued existence of Alfalfa, which may include some limited commercial use and residences (at a five acre density three houses would be permitted). No other sites exist for the location of the center and the land is not presently creating agricultural products. The proposed development would certainly be compatible with existing and proposed uses and consistent with the County's long-range environmental, economic, social and energy policies.

Brothers, Hampton and Millican are small communities along Highway 20, in the eastern portion of the County. Each community has small existing commercial and residential areas. These uses serve important functions for the residents of the area and transients through the area. Without these centers local residents would have a long (sometimes impossible) drive into Bend for gasoline, groceries, etc. The areas identified in the plan are those already in existence. Once again the County is simply recognizing that which exists. The centers are also important public service and social activity focal points. No alternative sites are available or desirable, and their anticipated environmental, social, economic and energy consequences are seen as beneficial.

## TOTAL AREA

The total area to be excepted from the State Land Use Planning Goals is 39,810 acres. These lands are those residentially developed, committed to development or needed for rural service centers. Once again the County's purpose here is to recognize that which exists, while attempting to foster an efficient and equitable plan for the County's growth.

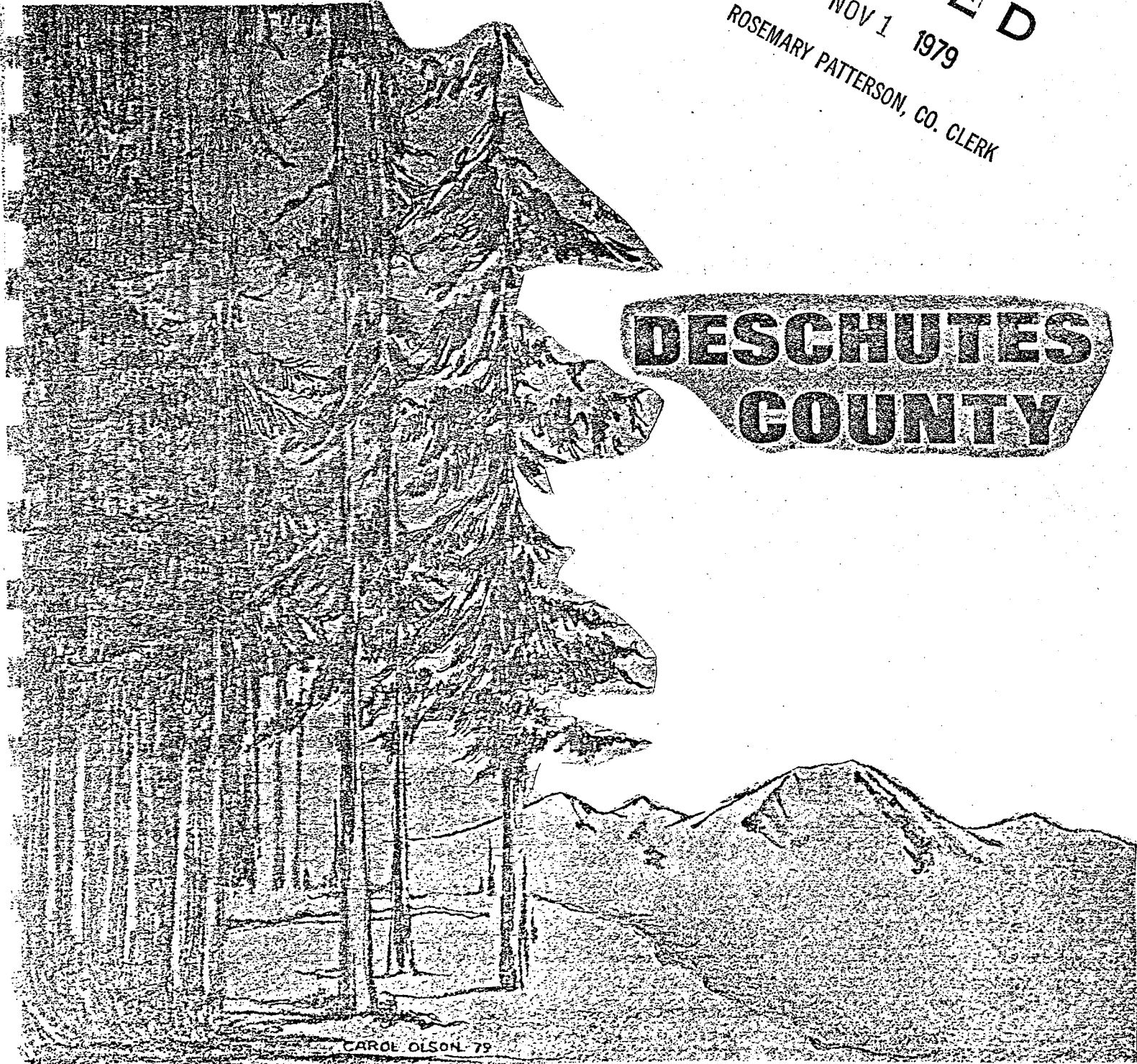


## CONCLUDING REMARKS

This exceptions statement is not meant to be an elaborate document. Deschutes County is not proposing large new areas for rural development. The primary concern is simply to acknowledge the development which exists, and to seek reasonable ways to deal with those committed lands. Many areas which have some development, but not enough to justify identification as committed lands, have been placed in resource zones which will permit non-resource uses only by conditional use on non-productive sites. Only those areas with significant amounts of development have been identified and the County has developed policies to promote greater efficiency in the growth of those areas. In light of County policies encouraging other alternatives (i.e rural service centers and urban plans) when combined with increasing service and energy costs, it is anticipated actual development will not actually use all the excepted areas. To obtain approval of any future rural development will be more difficult than in the past, and shall be compatible with County needs and state planning goals.

# COMPREHENSIVE PLAN

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DESCHUTES  
COUNTY

~~XXXXXXXXXX~~  
DESCHUTES COUNTY  
YEAR 2000  
COMPREHENSIVE PLAN  
OCTOBER 1979

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## DESCHUTES COUNTY COMPREHENSIVE PLAN

INTRODUCTION

Recent years have witnessed dramatic growth and change in Deschutes County. A rapidly increasing population causes ever greater pressures on the land as well as the economic, governmental and social structures of the area. These pressures require many adjustments. Unfortunately, in the past, many of these public decisions on land use and related matters were made without adequate consideration of alternatives or consequences. To provide part of the answer, the comprehensive planning process has been developed. This process provides for the gathering of information, the prudent review of alternatives and the final development of reasonable policies. In the present case, the local need for planning is also spurred by the requirements of the people of Oregon, as manifested through the Legislature and the Land Conservation and Development Commission, which require all local jurisdictions to prepare adequate plans and planning programs.

PURPOSE

The purpose of the Comprehensive Plan for Deschutes County is not to provide a site-specific identification of the appropriate land uses which may take place on a particular piece of land but rather it is to consider the significant factors which affect or are affected by development in the County and provide a general guide to the various decisions which must be made to promote the greatest efficiency and equity possible, while managing the continuing growth and change of the area. Part of that process is identification of an appropriate land use plan, which is then interpreted to make decisions about specific sites (most often in zoning and subdivision administration) but the plan must also consider the sociological, economic

## THE PLAN

The Deschutes County Comprehensive Plan is a reflection of the needs and desires of the people now and for the future. Important resources, such as agriculture, wildlife and forest lands, have been identified and marked for protection. The inefficient, expensive development pattern which has characterized the County's growth in recent years is being restricted. Emphasis is being placed on accommodating development in urban areas, while providing areas in and around Rural Service Centers and on the urban fringes for those who wish to live in a rural area. This growth pattern is considerably more efficient, as far as energy and public facilities are concerned, as well as less environmentally damaging than the present land use pattern. Further, this polynucleated pattern will lend itself to the future transportation, public service, energy, housing and urban expansion needs of the County during and beyond the present 20 year planning period, while preserving as much as possible, the rural character and environmental quality of the area. By maintaining large open spaces and keeping development clustered together along transportation/energy corridors not only is sprawl reduced but services may be provided more efficiently and air pollution may be kept at lower levels.

Naturally, the plan must be a compromise between the need for protecting existing resources and the demand to accommodate a growing population. Intermixed in this situation are also the complexities of individual rights and the public's needs. Difficult decisions have been made. More will yet be required. However, the County Comprehensive Plan will serve as a appropriate and useful basis for making those decisions and will serve the needs of the people of Deschutes County well, especially as long as the people stay involved - working toward the goals they have set in this plan.

Buffer Zone: a strip of land created to separate and protect one type of land use from another; for example, as a screen of planting or fencing to insulate the surrounding area from the noise, smoke, or visual aspects of an industrial zone or junkyard. In other instances, a greater width of land to separate and protect farm production from more dense, urban land use.

Capital Improvements Program: a timetable of public improvements budgeted to fit the jurisdiction's fiscal capability some years into the future.

Cluster Development: is intended to concentrate residential improvements and to preserve and protect open land; should be consistent with the public facilities and services policies; should require a minimum of 65 percent open land and a maximum of 35 percent for improvements (excluding fencing) of the contiguous land under the same ownership.

Community Facilities: public or privately owned facilities used by the public, such as streets, schools, libraries, parks, and playgrounds; also facilities owned and operated by non-profit private agencies such as churches, settlement houses and neighborhood associations.

Commuter: a person who travels regularly from one place to another, as from a suburb to city and back.

Comprehensive Plan: a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county or special district that inter-relates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water, transportation, educational and recreational systems and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in

equitably and by allowing purchase of sites at the best locations rather than merely in places where the development is large enough to be required to dedicate a school or park.

Density: the number of residential dwelling units per acre of land and/or the amount of land area expressed in square feet of land assignable to each dwelling unit in a residential development, including but not limited to, one house on one lot. It is computed as follows the gross area of land within the development, less the total aggregate area dedicated for streets, schools or other public facilities, but not including public or private parks and recreation facilities dedicated or created as an integral part of the development; divided by the total number of dwelling units in the proposed development, equals the density.

Density Transfer: a technique of retaining open space by concentrating residential densities, usually in compact areas adjacent to existing urbanization and utilities, where outlying areas are being left open, so that the residential density of the entire community will average out at the same number of dwelling units as if the community were developed from end to end with large lots. A variation of this involves allowing density transfers by private developers who buy the development rights of outlying properties that are publicly desirable for open space and adding the additional density to the base number of units permitted in the zone in which they propose to develop.

Destination Resort: is a resort which is basically self-contained; provides most or all services and facilities including but not limited to fire and police protection, water and sewer; provides a variety of recreation facilities, is comprised of privately-owned residential units, lots intended for residential uses and general use facilities (such as a lodge or a recreation facility) intended and



exemption from compliance with the terms of conditions or a building or zoning regulation by a local board or administrator vested with the power to authorize it. It is usually granted if there are practical difficulties in meeting the existing requirements literally, or if the deviation or exception would not have a detrimental impact on adjacent properties or affect substantial compliance with the regulations. While an exception (or variance or special use) is a departure from the standard application of the zoning ordinance, it is provided for within the ordinance.

Goals: in terms of land use planning, the mandatory statewide planning standards adopted by the Land Conservation and Development Commission pursuant to ORS 197.005 to 197.430 and the goals adopted in this plan.

Groundwater: water beneath the earth's surface between saturated soil and rock that supplies wells and springs.

Improved Land: raw land that has been improved with basic facilities such as roads, sewers, water lines and other public infrastructure facilities in preparation for meeting development standards. It sometimes refers to land with buildings as well, but usually land with buildings and utilities would be called a developed area, while the term "improved land" more often describes vacant land with utilities only.

the basic amenities of a conventional home (bath, kitchen, electricity), which can be moved to its site by attaching it whole or in sections to an automobile or truck. (A trailer is a much smaller mobile shelter, usually used for camping and outings rather than as a permanent dwelling). Prefabricated modular units currently come complete with built-in furnishings, appliances, porches and other extras. "Double-wides" and "triple-wides" are units connected together to form a single structure of size and roof design similar to that of a conventional home built on a foundation on site. Mobile home parks rent spaces with utility hookups to mobile home owners; sometimes they also rent the mobile homes. The parks range in size from a few parking spaces equipped with plumbing and electrical connections to elaborate mobile-home communities with swimming pools and community centers. About a quarter of the single-family home sales since 1968 have been captured by mobile homes.

Moratorium: in planning, a freeze on the approval of all new development pending the completion and adoption of a comprehensive plan. In recent years, building moratoriums have also been instituted by water and sewer agencies when sewage treatment facilities are inadequate or when water shortages are threatened. They have also been voted into being by residents of communities whose schools and other public facilities have been overwhelmed by rapid growth.

Multiplier Effect: an economic base multiplier is a mathematical device used to estimate the number of jobs that will be created in service or nonbasic industries which will provide needed goods and services to the new community residents (such as retail stores, professional services, entertainment facilities, etc.) because of new employment in basic industries, such as manufacturing. An example might be as follows:

h. Promote orderly urban development.

Parcel: a unit of land that is created by a partitioning of land.

Partition: either an act of partitioning land or an area or tract of land partitioned as defined below:

"Partitioned land" means to divide an area or tract of land into two or three parcels within a calendar year when such area or tract of land exists as a unit or contiguous units of land under single ownership at the beginning of such year (ORS 92.010).

Performance Standards: Zoning regulations providing specific criteria limiting the operations of certain industries, land uses, and buildings to acceptable levels of noise, air pollution emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic generation and visual impact. This type of zoning may not bar an industry or use by specified type, but rather admits any use that can meet the particular standards of operation set for admission. Instead of classifying industries in districts under the headings "light", "heavy" or "unrestricted", it establishes measurable technical standards and classifies the industries in terms of their probable environmental impact. Terms such as "limited", "substantial" and "objectionable" determine the overall acceptability rating of a particular use.

Planned Community: a fully self-contained complex of residential, commercial and industrial areas, transportation facilities, utilities, public facilities and recreation areas.

Planned Development: (PD) a self-contained development, often with a mixture of housing types and densities, in which the subdivision and zoning controls are applied to the project as a whole rather than to individual lots as in most subdivisions. Therefore, densities are calculated for the entire development, usually permitting a trade-off between clustering of houses and provision of common open space.

Rural Lands: those lands outside recognized urban growth boundaries which are necessary and suitable for such uses as:

- a. exclusive farm use
- b. general agriculture
- c. forest
- d. rural residential
- e. rural service center
- f. destination resort, dude ranch, planned community
- g. landscape management
- h. special-interest areas
- i. open space
- j. fish and wildlife protective area
- k. recreation
- l. surface mining

Industrial, commercial and urban and suburban residential uses are not generally appropriate on rural lands.

Rural Service Center: an unincorporated convenience-commercial and residential center of a nature and size only as required to serve the convenience-commercial needs of the surrounding rural lands. Planning area boundaries are not the boundaries for rural service centers.

Scabland: level and undulating upland plains where blisterlike outcrops of basalt occur. Scabland consists of areas in which the bedrock, stony shallow soil and soil-forming material predominate. The natural vegetation consists mainly of big sagebrush, open stands of juniper, rabbit-brush bunchgrass and annual grasses and associated herbs. Level areas can be suitable for irrigated pasture.

Septic Tank: a tank plus a leaching field or trenches in which the sewage is purified by bacterial action. It is distinct from a

Strip Zone: a melange of development, usually commercial, extending along both sides of a major street leading out of the center of a city. Usually a strip zone is a mixture of auto-oriented enterprises (e.g., gas stations, motels and food stands), truck-dependent wholesaling and light industrial enterprises, along with the once-rural homes and farms overtaken by the haphazard leapfrogging of unplanned sprawl. Strip development, with its incessant turning movements in and out of each enterprise's driveway, has so reduced the traffic-carrying capacity of major highways leading out of urban centers, that the postwar limited-access freeway networks have become a necessity. In zoning terms, a strip zone may refer to a district consisting of a ribbon of highway commercial uses fronting both sides of a major arterial road.

Subdivide: to divide a part or parts of land parcels into at least four smaller parts or lots. A subdivision is the result of laying out a parcel of raw land into lots, blocks, streets, and public areas. Its purpose is the transformation of raw land into building sites.

Urban Fringe: an area at the edge of an urban area usually made up of mixed agricultural and urban land uses. Where leapfrogging or sprawl is the predominant pattern, this mixture of urban and rural may persist for some time until the process of urbanization is completed.

Urban Growth Boundary (UGB): is an established line identifying an area which contains land lying within and adjacent to an incorporated city and which is determined to be necessary and suitable for future urban uses capable of being served by urban facilities and services.

Urbanizable Lands: those lands within the urban growth boundaries which can be served by urban services and facilities and are necessary and suitable for future expansion or an urban area.

existing population centers, Bend and Redmond. Somewhat slower growth is expected elsewhere, except in LaPine.

LaPine is an exceptional situation. Original appraisals of two percent annual growth have been questioned and estimates as high as 12-15 percent have been suggested. Certainly the higher growth rate would help to explain the growing problems the community has had with poor water quality, loss of forest and agricultural lands, increasing strip commercial development and logging public facilities and services.

As important as the number of people, is some knowledge of the age distribution of people moving here. A comparison of the estimated populations for the County and the State made in Socio-Economic Indicators - 1978 revealed that Deschutes County has a higher percentage of people 17 years and younger and 65 years and older than is characteristic statewide. Apparently, the area is attracting numerous retirees, as well as young families with children. Characteristically, these groups make demands on a variety of services, particularly schools and health care. Young families tend to seek single family residences, while the retirees seem to find a variety of housing styles acceptable (depending on income) but are usually attracted by lower maintenance facilities such as apartments and mobile home parks. Apparently, both of these groups are being attracted by what is seen as the higher quality of life, whether for raising children or for retirement activities, which may be found locally.

#### ECONOMY

Equally important in understanding the local area is the economic base of the community. Presently the timber and wood products sector is the major manufacturing employer locally, with 2,720 employees

many jobs for the young and second incomes for families.

Wholesale and retail trade has also witnessed rapid growth, up 96.9 percent and is probably tied to a burgeoning population and a growing importance for Bend as a regional shopping center. Agriculture, once a major factor in the local economy, has continued to decline. Only livestock areas and some of the better cropland areas, which have remained largely undivided, have continued to produce significant amounts of agricultural products. Many small farms exist in the County but their agricultural production is largely subsidized by off-farm employment. The definition of marginal farm land and how much is marginal is a major issue in this area.

It appears Deschutes County is shifting from a rural economy to one more characteristic of a growing urban area. Growth in trade and services seems likely to continue with a growing interest in manufacturing employment, presently not evident, probable once an adequate pool of labor exists.

Unemployment has consistently been higher in Deschutes County for many years. To some extent, this situation is related to the seasonal fluctuations of such industries as tourism, logging and agriculture. Most recently, the major reason is probably the rapid influx of new residents. Many of these people are young skilled individuals who have moved here for the higher quality of life available locally and are willing to accept jobs for which they are overqualified or to create their own employment. Given the rapid influx of people, which likely hides a large out-migration of people unable to find adequate employment (in-migration is still faster than the out-migration so the population increases), it is

In the LaPine area, recreational subdivisions once seen as a boon to the County taxpayer, have slowly been changing to more permanent occupancies that demand schools, buses, sheriff and fire patrol, as well as a variety of other expensive services that must be delivered over a large area.

Historic structures and sites, so important to the preservation of the County's history and the education of the community, have been lost to the dictates of unregulated change.

Strip commercial development has continued to stretch out from the urban areas along the highways, often obliterating scenic views and natural lands while promoting inefficient energy consumption and traffic patterns.

Rural Service Centers have not been used as originally intended. Often the land uses constructed have little or nothing to do with the servicing of the rural population but instead are just further examples of the spread of commercial uses along the highways or the use of loopholes to avoid planned development (i.e., Deschutes Junction).

#### PUBLIC FACILITIES

As has been mentioned previously, the sprawling pattern of development which has been characteristic locally has resulted in extensions of increasingly expensive public services. Further, growth has been so rapid that even in urban areas services have lagged behind the population growth, although not so seriously as in LaPine. Occasionally, the lack of services has even created the potential for serious problems, such as the lack of sheriff's protection in LaPine and the use of irrigation water for drinking in the Bend-Tumalo areas.

Many people have expressed concern over rising tax rates and the



and the availability of wind is likely to prevent serious air pollution problems in the near future.

Concern has been expressed over the loss of wildlife habitat, such as the subdivision of deer winter ranges and the blockage of deer migration corridors in the LaPine Area. The Oregon Fish and Wildlife Department has been outspoken in its concern and has, upon occasion, sued to protect the dwindling habitat.

Problems with water quality have been found to exist in LaPine and septic tanks have failed in Terrebonne. Increasingly the major environmental damage has been the loss of scenic vistas and sensitive environmental areas along highways, rivers and other areas where development has occurred. Often the resources lost have been irreplaceable locally.

Fortunately, Deschutes County still has many scenic and natural resources available. Public ownership constitutes over 78 percent of the land in the County. Proper management of both public and private lands can assure the area's primary resource - its natural beauty and diversity is maintained for future residents.

#### OTHER

Energy usage has been growing dramatically in Deschutes County; not only because of the population growth but also due to the low-density sprawled-out pattern, construction of energy consumptive commercial uses and a general unconcern about energy by many citizens. Interestingly, the heavy use of wood heat locally does seem to have saved a significant amount of electrical energy. Problems with coordinating activities and regulations between the various federal, state and local agencies have often created unnecessary delays and expenses. Often this has been expressed in comments about excessive government regulation, at the same time

PLANNING ORGANIZATION

In order to actually prepare a comprehensive plan, it is necessary to develop an organizational framework which outlines tasks and assigns responsibilities within the bounds set by the available time and the applicable state laws. Deschutes County chose to develop an organization that relied heavily upon citizen involvement and initiative to complete the necessary plan.

Citizen involvement in land use planning has been mandatory statewide since 1973. Senate Bill 100 (ORS 197.160) required each county governing body to submit a program for citizen involvement in preparing, adopting and revising comprehensive plans within each county. Each program must at least contain provision for a citizen advisory committee broadly representative of geographic areas and interests relating to land use. All jurisdictions must develop, publicize and adopt a program appropriate to the local level of planning and containing the following:

1. Provision for widespread citizen involvement
2. Assurance of effective two-way communication with citizens
3. Provision of opportunities for citizens to be involved in all phases of the planning process
4. Assurance that technical information is available in an understandable form
5. Assurance that citizens will receive a response from policy makers
6. Assurance that there will be funding for the citizen involvement process.

Further, the law requires that federal, state and local agencies, as well as special districts, coordinate their planning efforts and make use of existing local citizen involvement programs.

The program began with a well-publicized educational meeting at the local college to acquaint Deschutes County residents with citizen involvement in land use planning and the upcoming opportunities for participation. One hundred and fifty persons attended to view a slide show on the goals, hear an explanation of the program, fill-out an attitude survey (later compiled by college students) and receive several handouts. For a month thereafter, people volunteered for advisory committee membership and were accepted without restriction.

The Board of County Commissioners, acting as the committee to evaluate the citizen involvement program, appointed seventeen technical and area advisory committees and an Overall Citizens Advisory Committee with a total of 326 officially appointed members. Up to 300 additional persons also were indirectly involved.

The technical committees functioned as a panel of experts (often including federal, state, local and district agency personnel) and interested citizens. These committees covered the following topics; minerals and aggregates, agriculture, forest lands, fish and wildlife, historic and cultural, economy, transportation, public facilities and services, recreation, housing and energy. Each committee was given a general work program to collect information, identify needs and problems and prepare justified recommendations. Committees meet two to four times per month and ten to twenty times totally. Each group prepared a detailed and factual preliminary report which was then submitted to the Overall Citizens Advisory Committee (OCAC) for comment. Revisions to each report were made and submitted as a final report to the OCAC and planning staff. The initially weak data base as well as the demanding time schedule for plan completion were handicaps the committee had to

In this period the County Planning Staff also wrote several reports to provide information to the OCAC. These papers covered geology, geomorphology, soils, areas of special interest, climate, hydrology, history and population. The OCAC also considered this information in their deliberations.

During this Citizen's Committee stage of the process, over 200 meetings were held and in excess of over 10,000 hours of time were spent by volunteers working on the plan. More than 5,000 newsletters were mailed to interested citizens and thousands of letters, mailings, posters and flyers were also distributed. Radio, television and newspaper coverage was extensive. The largest local newspaper printed an explanatory article on each of the committee and staff's reports. This was to ensure that everyone, whether involved directly in the process or not, was kept up-to-date as to where the plan was heading.

Once in the preliminary plan stage, the document was brought to the County Planning Commission for review. A newspaper supplement describing the major elements of the plan was placed in the major newspaper in Deschutes County and the local news media were very cooperative in disseminating information about the plan. The planning staff also spoke to various groups in the community. Copies of the plan were placed in local libraries and made available to everyone interested. The Planning Commission held a number of hearings on the preliminary plan and then provided a series of recommendations to the Board of County Commissioners.

The County Commissioners also held hearings on the plan. These hearings seemed to be emotion-packed events which generated large turn-outs and spirited testimony. Using the public testimony (both

Choosing a course into the future is a difficult task. To help in making adequate decisions, it is often most desirable to consider a number of alternatives. In the preparation of the Deschutes County Plan, a number of different options were considered at several levels. First, each of the citizen advisory committees reviewed and discussed a variety of different policies, each with varying impacts and chose the recommendations most likely to achieve the desired result. After their deliberations, the policies were sent on to the Overall Citizen's Advisory Committee, where decisions had to be made about tying the various elements of the plan together into a cohesive document. To do that it was necessary for the membership to determine a consistent philosophy and direction for development in Deschutes County.

The initial decision which had to be reached was which population projection to use in preparing for the future. The Center for Population Research and Census at Portland State University had prepared a population estimate indicating Deschutes County would grow at an approximate rate of 2.8 percent annually. A study by the Economic CAC indicated the present growth rate (1970-1977) was 6.3 percent annually. The committees felt that CPRC's estimate was too far off and should not be used but that use of the present growth rate would certainly exceed the actual growth because of economic fluctuations and a declining percentage gain near the end of the planning period.\* The preferred alternative was one which would use a 4.5 percent annual growth rate to yield 128,200 people in Deschutes County by the year 2000.

\*Planning Period = present to the year 2000.

Underlying all of the alternatives were a number of basic assumptions:

1. LCDC will require some protection and coordination
2. Energy will become increasingly expensive and relatively more scarce
3. Much of the area's growth is tied to amenities
4. Federal agencies will continue to use their lands for multiple public uses.

#### Alternative One - CURRENT TRENDS

Land Uses: Continue with the present trends without modification of the dispersed housing pattern that was developing in Deschutes County. Anticipate that most people would live in the urban areas but that many would choose to scatter throughout rural areas. Recognize that much of the agricultural and forest lands of the County would be lost or replaced by hobby farms. And expect a less than stringent enforcement of regulations to protect unique historic and environmental areas. Environmental: Anticipate the loss of additional scenic and natural amenities. Recognize that the deer winter ranges would almost certainly be developed and the wildlife lost. And prepare for increasing problems with air and water quality.

Social and Economic: Continue the strong economic growth of the area particularly in the service, trade and construction industries. Expect more cultural amenities. Anticipate increasing social problems such as crime.

Public Services and Facilities: Expect to see an expanding road system and a growing demand for other public services. Recognize that these services will continue to lag behind demand and taxes are rising rapidly to provide the necessary services. Other:

development. Finally an expensive mass transit system must be constructed to bring people into the urban centers as the gasoline prices continue to climb. Other: Energy costs locally continue to increase finally leading some people to begin leaving. There is little effective coordination or local authority to control unnecessary subdivision and construction. Increasingly, the state intercedes in Deschutes County to assure state interests and people's lives and safety are protected.

Alternative Three - STRICT GROWTH CONTROLS

Land Uses: No further residential, commercial or industrial construction is permitted in rural areas and ultimately the rural population begins to decline. Urban areas grow rapidly but the restrictiveness of the regulations results in a slower growth rate. Historic and environmental sites receive strict protection. Increasingly apartments and higher densities are common.

Environmental: Pollution levels rise only slightly and the natural amenities are protected. Public lands receive heavy use but are protected from the more serious effects of development.

Social and Economic: Housing and land costs rise rapidly because of the relative shortage of buildable land. Lower and Middle-Income families find themselves effectively excluded from the community.

Cultural amenities rise. Employment suffers to some extent and much of the higher paying construction jobs are replaced by lower paying service employment. This situation leads to considerable social and economic dissatisfaction.

Public Facilities and Services: Few new roads are constructed and an emphasis on alternative transportation methods provides effective local people and freight movement. Public facilities, such as sewer and water, catch-up and keep pace but may be somewhat more

Energy costs rise but within the capabilities of the area's residents. Most public facilities catch-up with the growth and provide adequate services.

Other: Continuing controversy over how much control to use but general acceptance of local ordinances and little state intervention. Coordination is mandated and controls are strict but oriented to achieving a specified result rather than being a routine and/or arbitrary mechanism.

The process by which the final alternative was chosen was not a smooth one. Many meetings were required and the alternatives are certainly more clearly identified here than was true during their discussion by the committees. Yet, as the process continued, it became increasingly clear that the people wanted to see growth guided but not stopped, except where development was proceeding too rapidly and needed to be slowed, or where important natural or cultural resources needed to be protected. They were convinced that the inefficient sprawled pattern of development must be curtailed in a way to restrict additional subdivision while permitting existing development to be utilized. To do that, the philosophy of Alternative Four was used to develop the goals and policies that are contained within this plan.



by the year 2000. These new County residents will need over 35,600 homes and 29,000 (perhaps as high as 35,000) new jobs. Sufficient land must be allocated and managed to serve these new local citizens.

The Economy chapter discusses the need to protect our existing timber, agriculture, mining and scenic resources for our future prosperity. It also provides policies to help Deschutes County in its metamorphosis from a rural resource economy to a more commercial/industrial orientation as an urban center, perhaps providing between 7700 and 16,000 new manufacturing jobs and 27,000 to 32,000 new non-manufacturing positions.

Housing emphasizes the need for flexibility in housing styles and costs so as to provide adequate homes for all segments of the community. Also fostered are programs to help rehabilitate existing homes and to accommodate low and moderate-income families through government programs and efforts to reduce development costs.

The Transportation chapter seeks to aid movement to and between the communities and to improve the ability of the communities to efficiently deal with the new residential, commercial and industrial uses which are anticipated. Greater public safety is promoted, as is preparation for a shift from automobile-dependence to public transit and other transportation alternatives.

To accommodate existing and anticipated populations and land uses the Public Facilities and Services chapter provides basic guidelines for the construction of new facilities, while again fostering urban rather than

and to determine how they may be utilized, while agricultural production is preserved, is mandated for future updates of the plan.

Forest Lands seeks to protect existing areas with timber capability, while permitting compatible development on non-productive lands that will foster other aspects of the local economy. The loss of much of LaPine to development is recognized (see Exceptions Statement) but in those areas where larger lots exist small woodlot management is encouraged and commercial timber is protected where it remains feasible (primarily the national forest and on timber company ownerships).

The local economy and environment is very dependent on the protection of this County's scenic and natural areas. Because of that the Open Spaces chapter identifies the policies required to protect those resources for the area's tourism, recreation and quality-of-life needs, while recognizing the appropriateness of flexibility when dealing with individual property owners.

The Surface Mining chapter seeks to preserve known mining resource sites for ultimate mining activity and to permit mining as it is needed in the County. There is also recognition of the County's responsibility to protect adjoining residents (safety and health hazards) and the general public (excessive construction costs and hazards created by a shortage of building materials as well as loss of scenic qualities and pollution).

Fish and Wildlife seeks to balance the wildlife needs of the area against the requirements of a growing population. The important economic

G R O W T H   M A N A G E M E N T

Rural Development  
Urbanization  
Economy  
Housing  
Transportation  
Public Facilities & Services  
Recreation  
Energy  
Natural Hazards

wide there is in excess of 14,000 lots beyond the public's housing needs until the year 2000. That does not preclude the possibility of certain areas needing new lots, since the vast majority of those existing lots are in the LaPine Area, but it does indicate the County must give serious review before approving any further rural development.

Much of the development which has occurred locally has been the standard parcelization of land into small (less than 10 acres) lots. This dispersed pattern is often the most costly to serve; the most wasteful of energy, land and resources; the least esthetic; and the most destructive to rural character. Planned Developments, such as Indian Ford Planned Development, often provide a more efficient and beneficial manner in which to serve the public demand for a rural recreational or residential experience. Destination resorts, such as Black Butte Ranch and dude ranches have been found locally to be economically and socially desirable land uses, when located and developed consistent with the capabilities of the land and the abilities of various public and private agencies to serve that area.

Recreational subdivision was originally seen as a benefit to the County as the non-resident landowners would be contributing to the County tax base. This probably resulted in areas like LaPine subsidizing other portions of the County. Now the recreational subdivisions are filling-up with retirees and younger people seeking less expensive building lots. The result is a call for more services in areas far from existing service facilities and in subdivisions where roads and other improvements were meant only for seasonal and limited use. As demand continues to grow, to provide adequate service levels it will be necessary for other areas to subsidize the recreational areas for many years. Studies by Oregon State University indicate that Deschutes County is likely faced with such a situation presently.

## GOALS:

1. To preserve and enhance the open spaces, rural character, scenic values and natural resources of the County.
2. To guide the location and design of rural development so as to minimize the public costs of facilities and services, to avoid unnecessary expansion of service boundaries, and to preserve and enhance the safety and viability of rural land uses.
3. To provide for the possible long-term expansion of urban areas while protecting the distinction between urban (urbanizing) lands and rural lands.

## POLICIES:

The policies needed to accomplish the identified goals were largely developed by the Overall CAC during its deliberations on the preliminary plan. It was obvious that some policies were needed to pull the various resource and management chapters together and to fill-in some gaps so that an integrated and cohesive plan was available.

Rural Development policies are meant to pertain to all non-urban areas (areas outside urban growth boundaries) and are the basic policies to be followed in guiding rural growth. Specific resource or management policies from other chapters shall augment these policies so that the plan must be viewed as an integrated whole rather than a series of individual chapters.

## Residential/Recreational Development

1. Because 91 percent of the new County population will live inside an urban area, with only 3,039 new rural lots required, and in light of the 17,377 undeveloped rural tracts and lots as well as the energy, environmental and public service costs, all future rural development will be stringently

and only under certain conditions in forest districts (see Forest Lands Chapter). They may be allowed in other rural areas if compatible with the environmental capabilities of the site, near existing transportation and utility facilities, consistent with the rural character of the area, and unlikely to create undue public service burdens.

6. Other than as outlined in policy 5, no further recreational (seasonal) subdivision will be approved in rural areas.
7. Parcels legally existing at the time of this plan's adoption shall continue to function as legal lots and will not be unduly affected by the new lot size. The County will develop mechanisms to encourage the re-platting of existing rural subdivisions to cluster the dwellings in a more efficient manner; this shall apply primarily in the LaPine and Sisters.

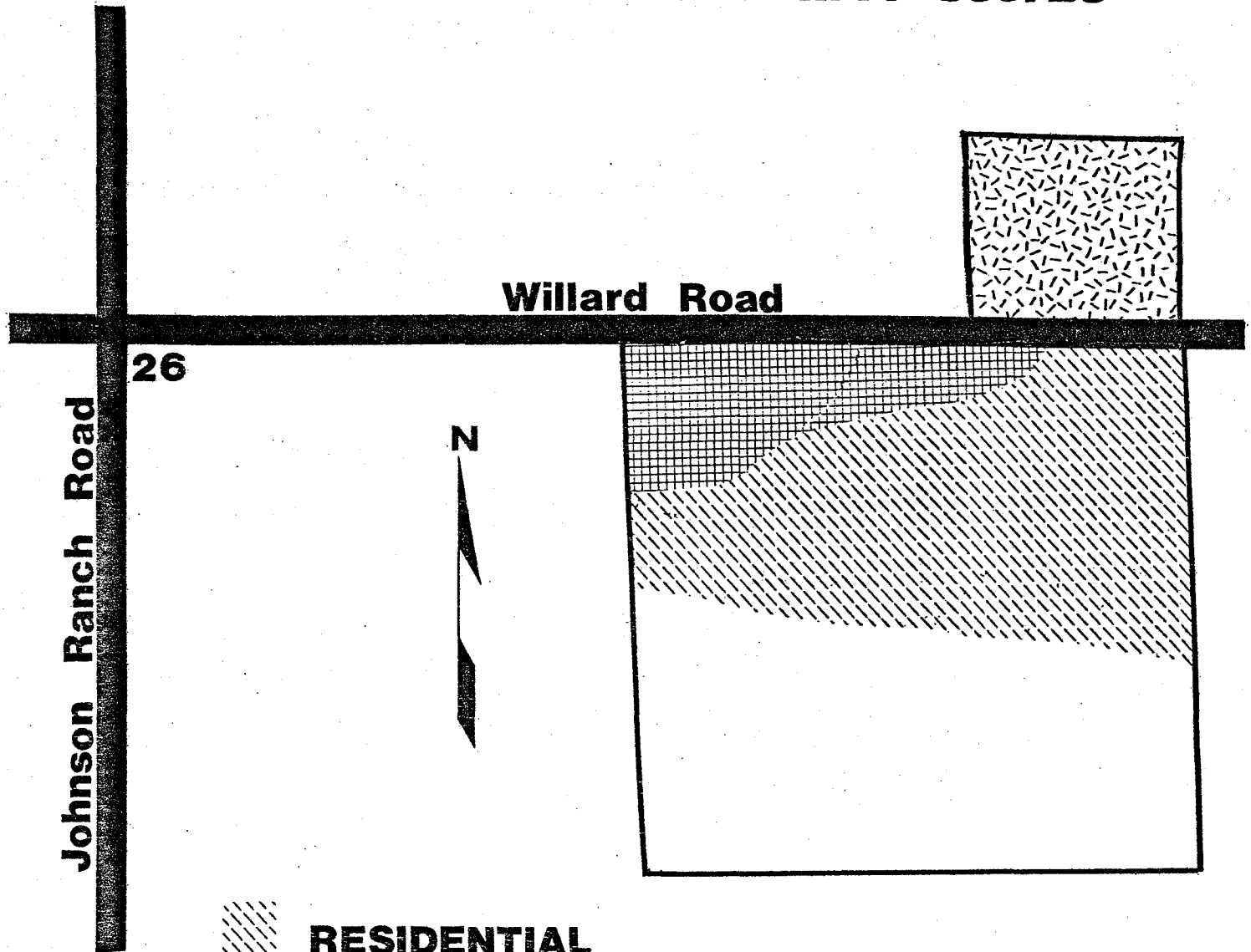
#### Commercial and Industrial Development

8. Within one mile of acknowledged urban growth boundaries, use of the planned or cluster development concepts shall permit to an increase of 100 percent in density for developments in Multiple Use Agriculture or Rural Residential zones (not under a combining zone which would prevent such) resulting in a density of one unit per five acres.
9. Temporary on-site processing and storage of either mineral and aggregate materials or agricultural products shall be permitted as appropriate, in order to support the continued productivity of the County's natural resources.
10. Certain industrial uses, such as research and development facilities (requiring quiet and open surroundings) and manufacturers of hazardous materials (requiring long distances between the plant and neighbors) are more suitably located in rural areas. The County shall consider making provision for such uses as the need is found to exist (see Tumalo).
11. Certain industrial uses, such as research and development facilities (requiring

16. Because there have been problems in obtaining community centers in some areas, centers approved on the original subdivision plat or development plan shall be permitted uses in rural residential zones.
  17. Due to the more dispersed pattern of dwellings in rural areas the notice requirement area for public hearings on quasi-judicial land use actions shall be larger than in urban areas.
  18. More effective dog control programs should be considered by the County to counter existing problems.
  19. Pre-existing status shall be granted to subdivisions and partitions with at least preliminary approval and buildings with at least an issued building permit, at the time of plan adoption by the Board of County Commissioners.
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# ALFALFA

**T. 17 R. 14 Sec. 26**



**RESIDENTIAL**



**COMMERCIAL**



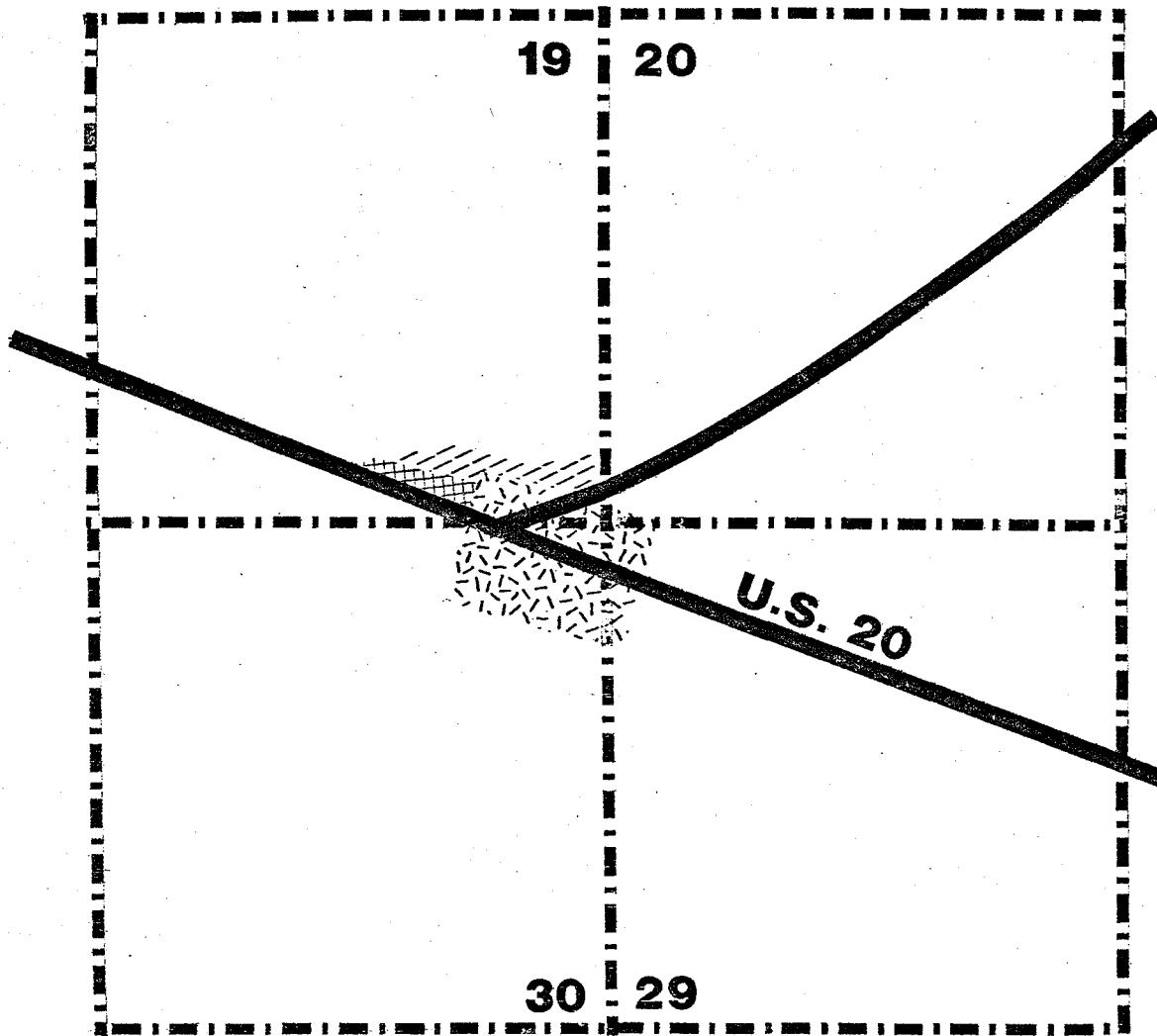
**PUBLIC**

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# BROTHERS

T. 20 R. 18

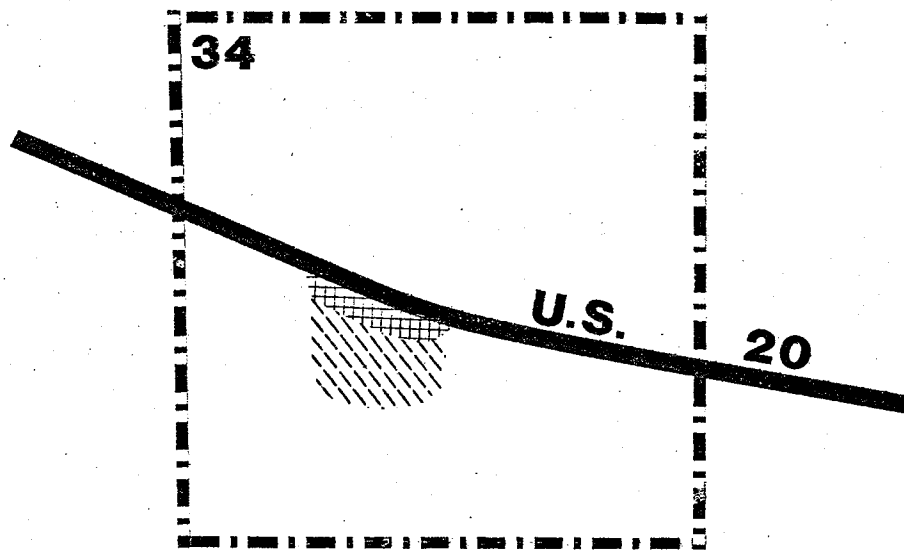


**PUBLIC**  
**RESIDENTIAL**  
**COMMERCIAL**

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# MILLICAN

**T. 19 R. 15 Sec. 34**

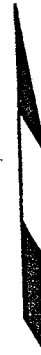


**RESIDENTIAL**



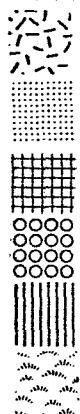
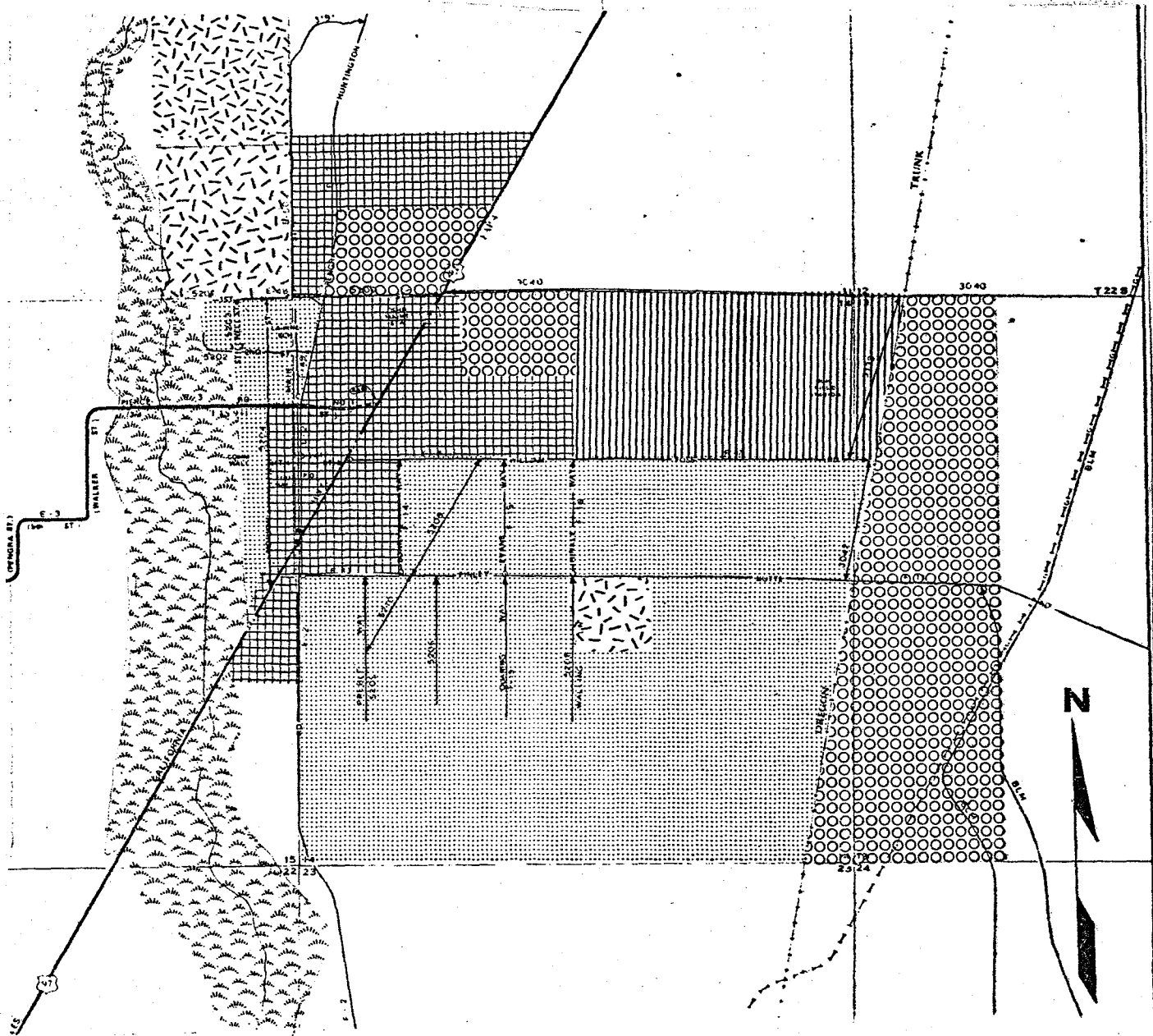
**COMMERCIAL**

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**scale: 1" = 2000'**

# LAPINE



**PUBLIC**  
**MEDIUM DENSITY RESIDENTIAL**  
**COMMERCIAL**  
**LIMITED RURAL INDUSTRIAL**  
**LIMITED RURAL INDUSTRIAL RESERVE**  
**FLOOD PLAIN**

scale: 1" = 1000'

miles is creating serious problems and is in conflict with LCDC Goals 11, 13 and 14 (public facilities and services, Energy Conservation and Urbanization).

While there are problems there are also opportunities. The community is on the verge of becoming an incorporated town and evolving into a useful service and local trade center. Action now to properly guide the community's growth could solve existing problems and avoid future difficulties.

Preparation of the plan has been very controversial in LaPine. Later controversy erupted over the Overall CAC's changes to the Lapine CAC's recommendations because the Overall CAC felt the suggestions failed to comply with state goals and were inconsistent with other committee's recommendations. The County has sought to include as much of the original Lapine ideas as possible while meeting the requirements of the state goals.

#### POLICIES:

Policies affecting LaPine may also be found in the Forest Lands, Agricultural, Open Spaces, Natural Hazards and other sections of the Rural Development Chapters.

#### Core Area Development

26. The LaPine Core Area shall be the community center for the area and the County shall seek to improve the core area ownership pattern by cooperation with state and federal agencies, including the exchange of County land for other public lands if necessary to facilitate a better ownership pattern for community development.

## Other

36. Because of existing and potential problems with water quality all wells shall be lined, appropriately sited and logged, and septic tank and community systems shall be properly installed. Strict enforcement of existing state and County regulations shall be required.
37. Recreational use areas should be set-aside near Dorrance Bridge and on the Little Deschutes River near Burgess, but recreational facilities should be connected to school facilities to reduce energy and public costs as much as possible.
38. Exhausted open pit mines, where non-polluting, should be considered for industrial and sludge wastes, as well as sanitary landfills in the immediate LaPine area.
39. Transportation facilities are often major problems in rural areas and the County, state and federal agencies shall consider: A. re-evaluating the Core Area speed limit; B. alternative transport facilities such as bike paths along Huntington Road and South Century Drive, and a shuttle bus for recreational and/or commuting purposes; C. widening Highway 97 to three lanes, where feasible, to allow turn lanes at Burgess, Vandever and Paulina-East Lake Roads; D. moving the intersection of Burgess Road with Highway 97 to a safer location; E. improving access and circulation in and around Day Road, Fall River Road and LaPine State Park areas (this includes consideration by Deschutes County of accepting maintenance responsibility for the LaPine State Park Road); F. encouraging road maintenance districts in appropriate areas of LaPine; and G. permit the development of a landing field or airport to serve the local needs for air transport.
40. Because the deer migration corridors in LaPine have been so controversial the County shall cooperate with the State Department of Fish and Wildlife to study the corridors and develop a plan for protecting those areas which

# WHISTLE STOP

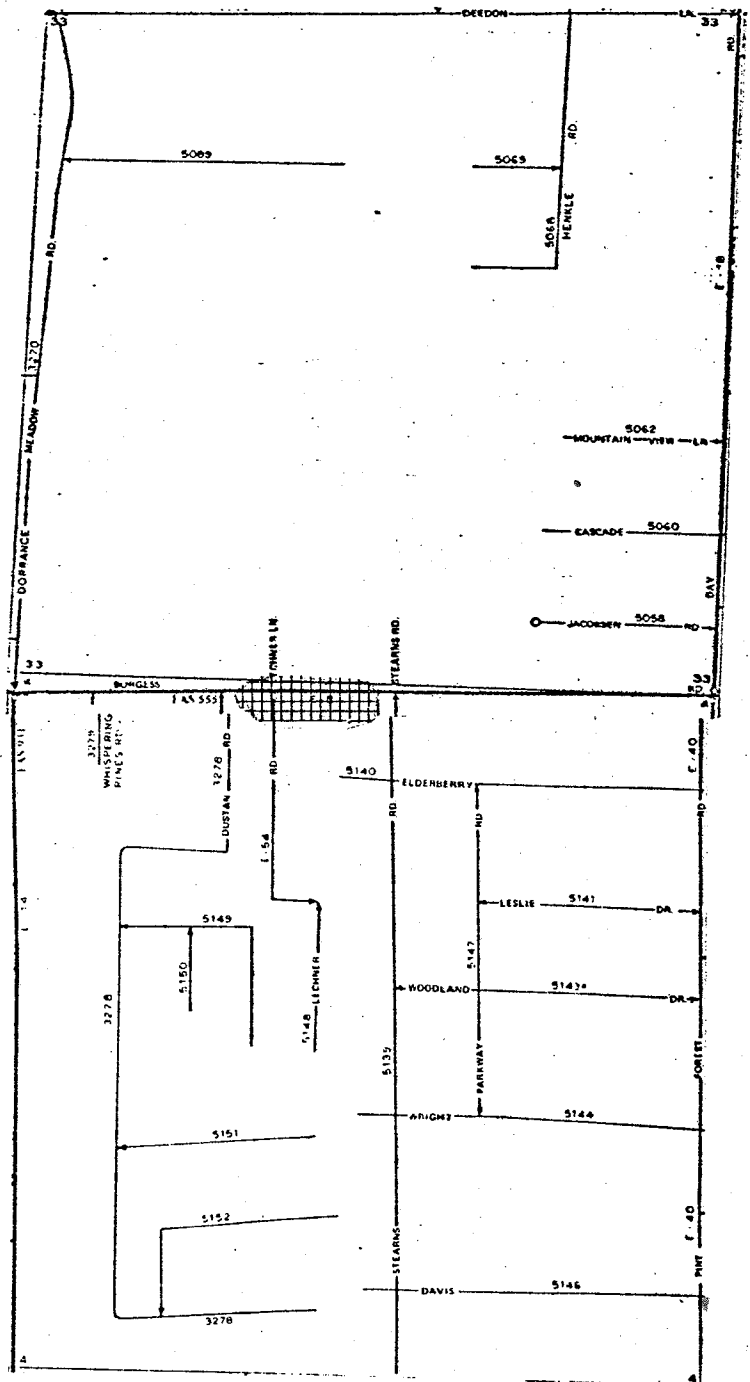
**T. 22 R. 10 Sec. 4**



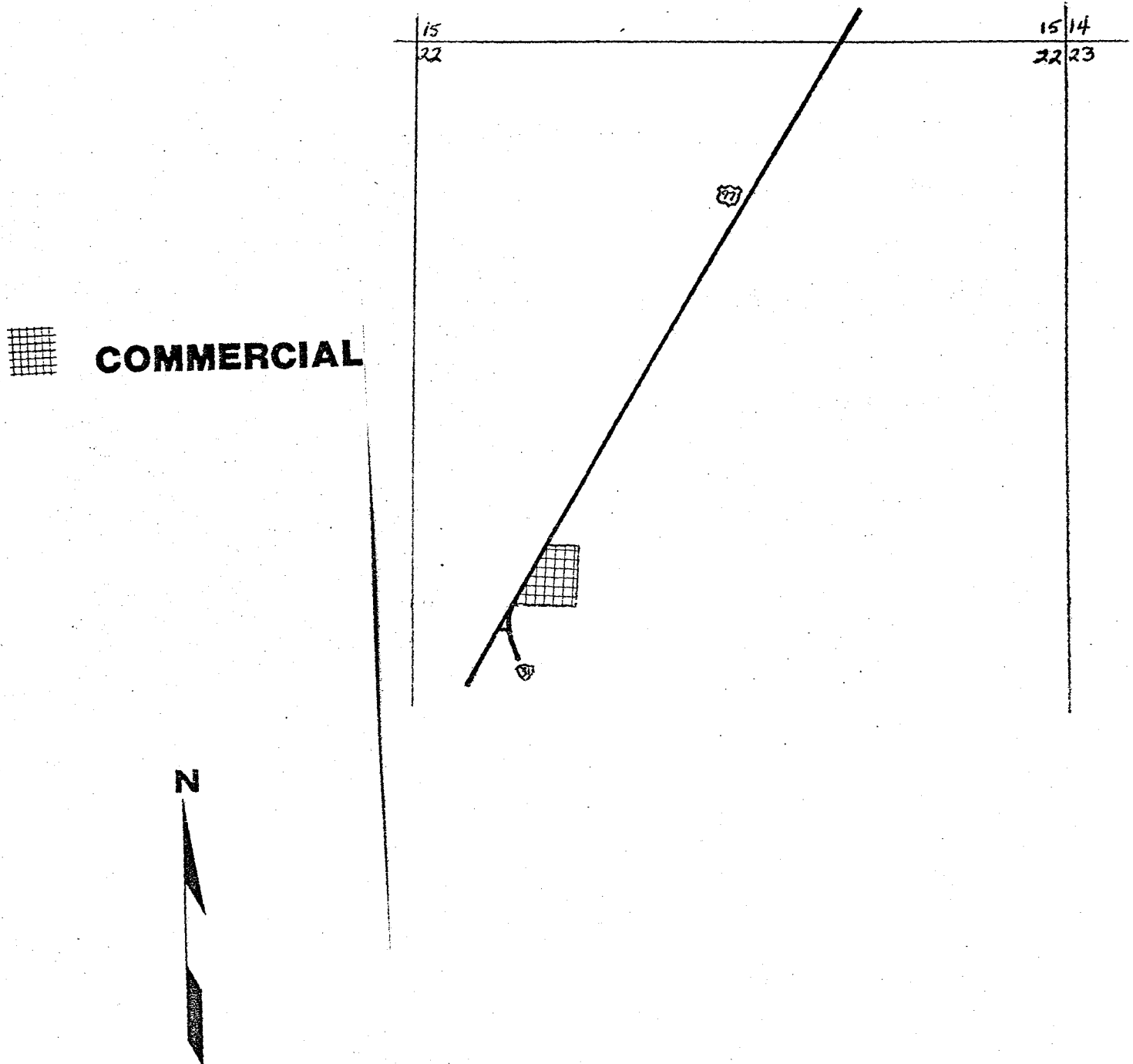
**COMMERCIAL**



**scale: 1" = 1000'**



# WILD HUNT



Terrebonne has had a number of incompatible land uses mixed together because of the unrestrictive nature of rural service center zoning. The Terrebonne CAC felt that some growth was to be expected but that the rural character of the community should be protected, and therefore more stringent control would have to be exercised in the area's development. Concern was expressed that high density encroachment could seriously hamper the surrounding agricultural uses.

Problems with inadequate septic tank systems on 10,000 square foot lots indicated to the committee that a larger lot size was needed. Phasing of the communities growth and allowing some small acreage rural homesites could be accomplished by providing some areas on the edges of the community.

The combination of school and recreation facilities was felt to be appropriate for the community.

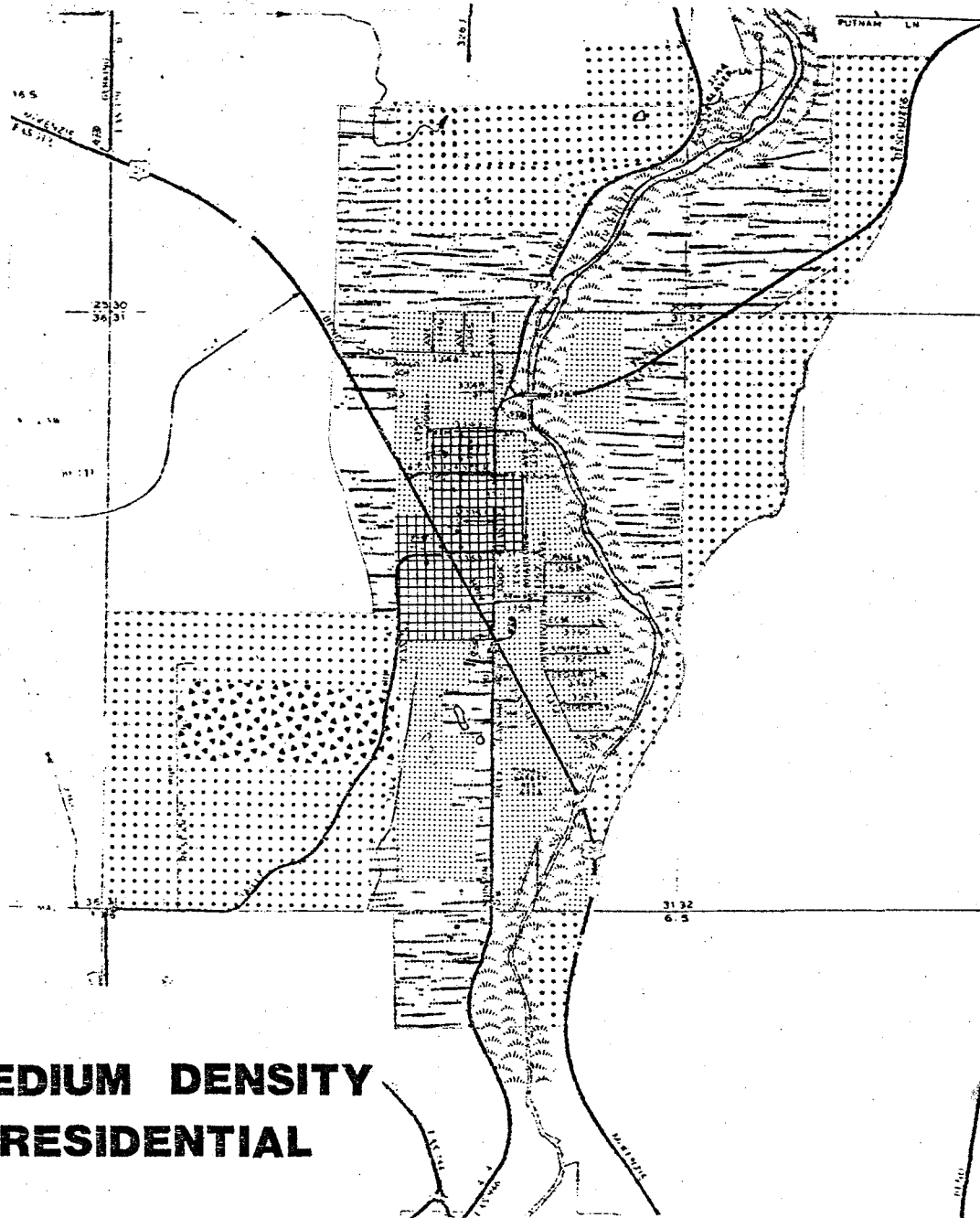
#### POLICIES:







41. To provide more consistency in land uses within the boundaries of Terrebonne and to assure controlled growth the County shall:
  - A. Designate that area outside the Hillman plat, but inside the existing A-S zone, as a five acre minimum because that area and the area to the south presently has no adequate water (if adequate water supplies and sewage facilities are obtained further development at a greater density may be allowed as needed);
  - B. establish a commercial area three blocks long and two blocks wide with "C" Avenue as the northern boundary, the south boundary being the present A-S boundary, the west limit being Highway 97 and bounded on the east by a line one block east of Old Highway 97;
  - C. Temporary warehousing and permanent loading facilities for mineral and



# TUMALO

scale: 1" = 1000'



- |   |                                       |   |                       |
|---|---------------------------------------|---|-----------------------|
|  | <b>MEDIUM DENSITY<br/>RESIDENTIAL</b> |  | <b>COMMERCIAL</b>     |
|  | <b>RESEARCH AND<br/>DEVELOPMENT</b>   |  | <b>SURFACE MINING</b> |
|  | <b>LOW DENSITY<br/>RESIDENTIAL</b>    |  | <b>FLOOD PLAIN</b>    |

47. To protect the scenic views from the community adequate setbacks shall be required for homes built along the Tumalo rim.
48. Surface mining areas where the material has been extracted shall be reclaimed and used for residential uses, including mobile homes.
49. Temporary storage and permanent loading facilities for surface mining materials and agricultural products shall be so zoned when adequate public need exists.
50. The water ditch and its easement in Tumalo must be protected for the health and safety of Tumalo's residents.
51. Hazardous areas, such as the 100 year flood plain, shall be protected from development. Uses such as parks and open space shall be encouraged and if necessary the County may purchase the land to keep it open.
52. Public access to the river at such places as where the Tumalo Deschutes Market Road crosses the river, as well as other places, shall be preserved.
53. The state should consider a turning lane on Highway 20 for access to Tumalo, so as to reduce an existing safety hazard.
54. Because of the present, and likely increased future need, a bike path should be constructed from Tumalo State Park to Tumalo School.

A major emphasis on Oregon's land use planning is locating the majority of new development in urban areas. The rural areas are primarily to be protected for natural resource utilization. Between the urban areas (incorporated cities) and the rural areas lies what is referred to as the urbanizing area. Usually under the jurisdiction of the County this is the area where the future population will be located and where the city's services must be extended.

In Deschutes County the three incorporated cities have been given the authority, by the County, to prepare plans for their respective urban areas. These plans are coordinated with the County's planning effort and will eventually be adopted as part of the County's comprehensive plan. In addition to a plan each city also prepares an urban area zoning ordinance and a cooperative agreement for mutually administering the urbanizing area.

Bend, Redmond and Sisters are all presently growing at a rapid rate. The rates of growth are higher in Redmond and Sisters but Bends's numbers far exceed the other two cities. Presently Bend's urban area contains about 33,000 residents while Redmond has an estimated 7,500 and Sisters approximately 900. All of these communities are expected to continue their growth to the year 2000. At that time, Bend, Redmond and Sisters should have populations of 84,000, 23,093 and 2,135, respectively. They will probably be joined by a new city, LaPine, which will probably have a population of about 3,620. Over 88 percent of the County's population will reside in urban areas, up from 83 percent presently.

It is the urban areas which must accommodate 91 percent of the new people that will be living in Deschutes County by the year 2000. These 71,450 people will require 35,643 new housing units and over 29,700 new jobs. In addition, many of the 7,050 new rural residents will require jobs in the urban areas, probably adding

consistent with the best interest of both urban and urbanizing area residents.

3. To retain and enhance the character and quality of the urban areas as growth occurs. To recognize and respect the unusual natural beauty and character of the area.
4. To provide a sound basis for urbanization by: establishing proper relationships between residential, commercial, industrial and open land uses; fostering intergovernmental cooperation; and providing an efficient transportation system.
5. To retain and enhance desirable existing areas and to revitalize, rehabilitate and redevelop less desirable existing areas. To encourage and promote innovations in development techniques in order to obtain maximum livability and excellence in planning and design for development.

#### POLICIES :

##### Urban Boundaries

1. Urbanization policies refer to urban areas and are intended to assist in the decision making about the conversion of rural to urban uses, and to help in the development of consistent urban area plans. More detailed policies for the urban areas of Bend, Redmond and Sisters are specified in the urban area plans and they shall be the primary documents for coordination and land use decisions in their respective areas.
2. Urban growth boundaries identify and separate urbanizable land from rural land. Conversion of urbanizable land to urban uses shall be based on consideration of; (1) orderly and economic provision for public facilities and services; (2) availability of sufficient land for the various uses to insure choices in the marketplace; and (3) encouragement of development within urban areas before conversion of urbanizable areas.
3. Urban growth boundaries shall be established or expanded based upon the

in locations best suited to each.

7. Residential densities indicated on general plans should be respected and reflected in city and county codes, ordinances and development policies.
8. In residential areas, development should be encouraged which have side yards or rear yards along arterial streets as a means of reducing congestion through turning movements in and out of driveways.
9. Higher density residential areas should be concentrated near commercial services and public open space.

#### Commercial

10. Commercial facilities should be allocated in a reasonable amount and in a planned relationship to the people they will serve. Any future expansion of commercial uses, should be developed as centers rather than strips and very carefully considered so that they do not cause unnecessary traffic congestion and do not detract from the appearance of the community.
11. Neighborhood commercial shopping areas, parks, schools and public uses may be located within residential districts and should have development standards which recognize the residential area. Development standards should be established for these commercial uses which will provide off-street parking, landscaping, access control, sign regulations, and design review.
12. Strip commercial developments along highways should not be extended. Commercial uses along major streets and highways shall be subject to special development standards relating to landscaping, setbacks, signs and median strips. No further commercial development outside urban growth boundaries, rural service centers, planned developments, or destination resorts shall be permitted.
13. All commercial shopping centers shall be subject to special development standards relating to setbacks, landscaping, physical buffers, screening, access, signs, building heights and design review. Care shall be taken to control the size

21. Attempts by each community to identify those characteristics which give the community its individual identity and to preserve and expand those characteristics as growth occurs shall be encouraged by the County.
22. Sign regulations shall be adopted which limit the size, location and number of signs in commercial and industrial areas and have amortization provisions to remove existing signs within a reasonable period of time which do not conform with the regulations.

#### Urban Transportation

23. Expressways and arterial streets should have landscaped median strips wherever possible together with left-turn refuge lanes . Public transportation routes should be encouraged throughout the area and, if necessary, special provisions made in street design to accommodate ways.
24. Streets and highways should be located and constructed in a manner which will accommodate both current and future traffic needs. Implementation of arterial and collector road systems should be a joint county and city effort with strict time schedules and priorities.
25. Inter-urban transportation facilities should be located in or near the central business district or main highway. Special consideration will be needed to evaluate public transportation needs and possibilities within the urban area.
26. Except for major arterial and collector streets, street patterns in residential areas should be designed to provide convenience access to each living unit but not encourage thru-traffic. Major and collector streets, should be secured and developed under a strict time frame so that a reasonable circulation pattern will result.
27. Provisions should be considered which will permit mass transit vehicles on

and/or redevelopment of older residential areas shall be encouraged.

Tourism and recreation rank second to timber as an income producer for the County. Recently questions about gasoline availability, loss of scenic attractiveness due to development and the desirability of an industry with relatively low wage rates have raised serious doubts about tourism's future locally.

The most dramatic changes occurring in Deschutes County's economic picture seem to be related to the growth taking place locally, contract construction plus services and miscellaneous have grown dramatically. Wholesale and retail trade, as well as Fire-Insurance-Real Estate, are also growing significantly. The only service industry not increasing it's relative importance is government, which is declining as a percentage of those employed.

Manufacturing has been growing in the County but at a slower rate than non-manufacturing. Part of the problem has been the relative isolation of the area from major markets but this may change in the future as Redmond's industrial park is completed. If Redmond is successful in attracting significant new industrial employment it is possible that manufacturing could become a much more important part of the local economic situation. Usually manufacturing employment does provide significant improvements in local incomes, although the resulting rise in the cost of living can adversely effect those on low or fixed incomes.

In addition to the attraction of non-transportation-dependent industries, there is also interest in attracting more tourism, particularly conventions. Also, the increasing number of new shopping centers is expected to somewhat enlarge Bend's market area and perhaps improve the community's position as a regional trade center. Bend is already the major service center in Central Oregon.



The population is likely to continue growing, although the present 6.3 percent annual growth is expected to slow to an average of 4.5 percent annually, until the year 2000. Interestingly, even though the population growth rate is the highest in the state, the labor force has been growing even faster. Some people speculate this is due to the number of seasonal employees attracted, while other believe it demonstrates the inadequacy of present population estimates. Even with the high unemployment characteristic of rapidly growing areas, it appears Deschutes County is increasing its employment at an amazing rate. This probably also implies considerable local under-employment as people take whatever job is available. People apparently are somewhat willing to sacrifice employment for improved livability.

To see the people of Deschutes County to the year 2000 the following goals have been prepared:

#### GOALS:

1. To diversify and improve the economy of the area.
2. To enhance and maintain the existing natural resource, commercial and industrial segments of the local economy.

#### POLICIES:

##### Tourism

1. The importance of tourism to the local economy is well-known, but there also exists considerable potential for strengthening and improving this segment of the economy. The County shall assist in the development of a long-range plan to encourage tourism (including destination resorts) and recreation locally (see Recreation Chapter for additional information). This study will include consideration of the impacts likely to be created by increasingly expensive gasoline.
2. Private commercial activities consistent with other county policies which enhance tourism shall be encouraged by the County.

Land

10. Adequate lands for commercial and industrial requirements shall be set-aside (see Rural Development and Urbanization chapters).
11. In order that local residents have adequate employment the County shall encourage programs that appropriately increase employment opportunities and assist, where feasible, public plans and programs to develop industrial land.
12. While medium and heavy industry which meets state and federal pollution standards shall be accommodated , the County shall seek and encourage only non-polluting (most likely light industry) manufacturers which are compatible with existing air and water quality.
13. Deschutes County and the City of Bend will explore the feasibility of using the BLM land adjacent to the northern boundary of the original Bend Urban Growth Boundary, and fronting on the east side of Highway 97, as future industrial land. The County shall work with the BLM to protect this land for possible industrial use until a final land use determination is made.
14. Publicly owned land is a community resource that should be used as trading stock and otherwise to implement this plan thereby assisting and meeting the community's future needs.
15. Where there is a demonstrated public need for conversion of public land to private use, the County should continue to sell such land at public auction.
16. Deschutes County shall cooperate with other local agencies in the preparation of a county-wide economic development plan and as an interim plan shall adopt as part of this plan the Deschutes County Overall Economic Development Plan.

price range, it is apparent that except for mobile homes serious housing shortages exist locally.

Given that the population is expected to continue to grow to an estimated 128,200 by the year 2000, and in light of the continuing trend toward smaller households, it appears that an additional 38,682 housing units will be needed in the next 20 years. Given the likelihood of few major shifts in housing preference in coming years this would indicate a need for: 25,492 new single-family homes ; 5,682 new multi-family units; and 7,508 new mobile homes.

It is possible that increasing fuel costs and governmental incentives for higher densities could increase the multi-family unit needs while lowering single-family home requirements. Sufficient flexibility in County plans and zoning to accommodate such a shift may be necessary.

#### GOALS:

1. To provide adequate numbers of housing units at price ranges and rent levels commensurate with the financial capabilities of local households.
2. To allow flexibility of housing location, type and density in Deschutes County.

#### POLICIES:

Because housing is one of the most important issues with which a comprehensive plan deals, many of their other chapters (i.e., rural development, urbanization, energy, public facilities ) also directly or indirectly affect housing.

The preparation of the policies in this chapter were generally accepted throughout the process, and changed little. The only exception was mobile homes.

5. In order that the most efficient housing pattern may be obtained the County shall encourage the in-filling of existing subdivisions before additional land division occurs.
6. Subdivision approval shall be dependent upon adequate provision of public facilities and services, which may require phased construction of the development; and to further reduce costs and provide amenities such as open space and esthetics the clustering of housing is to be encouraged.
7. To reduce costs and to encourage variety in design, County standards shall permit a variety of housing styles and setbacks, as well as appropriate reductions in road widths and other requirements.
8. Because clustering development can minimize the cost of land and services, as well as provide more amenities, clustered housing for all income brackets shall be encouraged.
9. In order to reduce costs for initial construction, as well as for maintenance, new construction of low-income housing shall be located in urban areas or rural service centers.
10. To develop adequate amounts of low-income housing the regional housing authority shall be responsible for coordinating and implementing housing assistance programs in Deschutes County. The County shall maintain an on-going study of all income levels of housing in order to provide information on local housing needs.
11. Because of the relatively high need for housing rehabilitation locally the County shall study local and state programs to assist housing rehabilitation and, in conjunction with other local governments take appropriate action to encourage necessary rehabilitation.

transportation will increase their proportion of the total transportation volume. The effects of funding changes for transportation are difficult to assess presently.

#### Highways and Roads

There are three primary roles for a road network: land access (access to property); traffic mobility; and provision for utility service lines (water, sewer, electricity, etc.).

There are three basic classifications of routes used for County roads, based on the type of service they provide:

- A) Arterials - Roads designed for through access between major traffic generators. Arterials should provide the traffic mobility needs.
- B) Collectors - Roads which gather the traffic from the local roads between arterials. These roads should provide a balance between the needs of land access and traffic mobility.
- C) Local - Roads designed for land access.

Deschutes County contains 199 miles of primary state highways and 36 miles of secondary state highways (1978). Currently none of the local cities have highway bypasses. Since the top funding priority of the Oregon Department of Transportation (ODOT) is maintenance, rather than new construction, major new state highways locally appear unlikely.

Of the 971 miles of roads in the County road system only 297 miles are eligible for federal funds. The County maintains 543 miles of paved roads, 147 bridges, 169 miles of graded roads, and gives no maintenance to 259 miles of roadway. These 259 miles of unmaintained roads serve few people and no broad

after adequate roads is the proliferation of access points along roads and highways. The many turning movements create serious safety hazards, remove the ability of the road to function and cause expensive highway improvements. By limiting access it has been found that traffic can be moved faster, safer and more efficiently. Also controlling access fosters the useability of adjoining land uses. This is particularly true in commercial areas, but is also evident in residential districts as well.

As Deschutes County continues to grow so does the number of registered vehicles. Interestingly, the number of vehicles seems to be growing even faster than the number of people.

Table 1

Registered Vehicle Growth  
in Deschutes County

| <u>Year</u> | <u>County Population</u> | <u>Registered<br/>Passenger Vehicles</u> | <u>People<br/>per Vehicle</u> |
|-------------|--------------------------|--|-------------------------------|
| 1967        | 27,630                   | 17,121                                   | 1.61                          |
| 1972        | 33,800                   | 24,808                                   | 1.36                          |
| 1977        | 46,800                   | 42,071                                   | 1.11                          |

Problems are also created by tourist traffic which increases the traffic load, although the Oregon State Highway Division studies indicate most of the traffic on Bend's Third Street is local. Perhaps even more surprising is that most Highway 97 traffic has Bend as its destination.

Given the coming increases in population and vehicle registrations, increasingly restrictive amounts of money for road improvements, growing concern over the ecological effects of automobiles and a need to provide alternative transportation modes, increased coordinated planning and encouragement of more efficient development patterns (i.e. cluster development) will become much

Sunriver and Sisters. Only Redmond and Sunriver have scheduled commercial passenger service. There are many other private landing fields in the County, as well.

Although most goods produced locally do not lend themselves to economical air transport there are some businesses which require a location near an airport, and much of the type of industry the County wishes to attract are of that nature. Currently aircraft operations are increasing at a 20 percent annual rate at the Bend and Redmond airports, with Redmond recording a 75 percent increase in passengers during 1977. Redmond's Roberts Field is expected to remain the major commercial aviation facility while Bend Municipal Airport will continue and expand its general aviation abilities.

Because residential, and most commercial, uses are incompatible with airport use (noise and hazard from aircraft flight paths), planning to prevent conflicting uses and hazards is important at the two major airports as well as the other airports and landing fields. At Bend and Redmond where master plans have been recently prepared this protection will be much easier to provide than the other aircraft facilities.

#### Public Transit

Present inter-state bus service is inappropriate to serve local transit needs. The local governments have been reluctant to become involved with public transit because of costs and little public interest.

Presently, local public transit is limited to two demand-response systems in

attractive roadway network.

3. To provide opportunities for rail transportation for people and goods.
4. To provide air transportation opportunities for General Aviation and Air Carrier Aviation within a balanced transportation network.
5. To provide opportunities for the development of public transit systems.
6. To provide a system of safe and efficient transportation and recreation routes for pedestrians, bicyclists and equestrians.
7. To decrease the adverse effects of the automobile domination of existing transportation systems.

#### POLICIES:

##### General

1. A county-wide study shall be undertaken to develop an integrated comprehensive transportation plan which addresses all levels of transportation needs and is responsible to the changing character of the community. This study shall also consider inter and intra-county movement as well as inter-state relationships. Public hearings and citizen involvement shall be an important part of this study (see Citizen Involvement chapter).
2. To facilitate coordination, transportation plans within urban growth boundaries shall be coordinated with, and adopted by the County.
3. A permanent County Transportation Advisory Committee should be formed to assist in transportation planning.

##### Highways and Roads

4. To assure the greatest possible efficiency in road improvements, the County shall establish an improvement schedule based on the County Road Departments traffic safety study, and coordinate construction with local, state and federal road programs.
5. Transportation system improvements shall be consistent with other pertinent



owners the major portion of local street improvements (within the rights-of-way), such as sidewalks and curbs, shall be financed by abutting property owners.

12. Subdivision of properties not on roads constructed to County standards and not accepted for maintenance responsibility by a unit of local or state government shall not be permitted. A subdivision road shall be public and maintained by a public agency, unless they are part of a road district; or a destination resort, planned community or planned development where homeowners associations or private corporations shall be acceptable alternatives.
13. Because uncontrolled access can constitute a threat to public health and welfare, as well as create excessive public expense, access onto existing collectors, arterials and highways shall be limited, consolidated and otherwise controlled as much as is feasible. Restrictions on the number of new driveways from a new subdivision is an example.
14. In order to insure minimal interruption of traffic flow and to promote safety; the clustering of all types of development shall be encouraged, minimum setbacks of 50 feet on arterials shall be required, and along arterials inside urban growth boundaries critical transportation corridors shall be identified.
15. Critical transportation corridors shall have specific criteria for development established for each corridor.
16. Access control shall emphasize coordination of traffic and land use patterns to minimize negative effects. Frontage roads and access collection points (see ODOT, Access Control Guidebook) shall be used wherever feasible. Area-wide needs must supercede site-specific needs.
17. The County shall seek ways to finance needed transportation capital improvements and transit system development, such as through a county-wide gas tax.

26. Any land use decisions regarding airports in Deschutes County without adopted master plans shall be based on Airport Compatibility Planning, Recommended for Airport Land Use Planning and Zoning, ODOT Aeronautics Division, 1978.
27. The County shall participate in, and encourage, adopted master plans and appropriate federal, state and local funding for airport improvements at publicly owned airports.
28. Future development of private landing fields shall be discouraged when they are in close proximity to one-another or public airports, or overall density and/or use in a relatively small area would cause hazards. State standards shall be met.
29. Because of potential hazards from waterfowl land uses beneath designated approach surfaces within one-half mile from the ends of all runways shall not create water impoundments, sanitary landfills or sewer treatment ponds. Screens or nets for water or sewage ponds may be required up to 12,000 feet from the end of the runway.
30. To avoid danger to the public safety by potential aircraft accidents, commercial uses resulting in/concentrations of people shall not be permitted within airport approach surfaces and an area within 500 feet parallel from the runway centerline.

#### Public Transit

31. Public transit planning responsibility should be jointly recognized by the County and all incorporated municipalities, and they should work with the Central Oregon Intergovernmental Council to develop public transit plans.
32. The County and cities should mutually decide where and how monies for public transit should be spent. Alternatives such as carpooling and a public transit district should be considered.
33. Deschutes County, in conjunction with the City of Bend, shall continue

In a county growing as fast as Deschutes County the provision of public services is a major issue. Adequate services at the right locations are the result of planning, hard work and money. The present growth rate has exceeded the previous plans and hard work by local governments has not always been able to keep up with the demand, especially since there is a growing reluctance to pay the higher taxes it takes to obtain the public services. In addition, the scattered low density development that has occurred in some places is so inefficient in supplying services that the needed facilities are excessively expensive or completely unprovidable.

#### Utilities

Utility services are more easily, and less expensively, provided when development occurs in and around areas with existing utility lines. Large lots require long lines resulting in higher costs, and often discourage later redivision into smaller lots.

Small community sewage systems often have problems because of isolated peak use resulting in a discontinuity of waste. Often these systems are not properly operated or maintained. Once a breakdown occurs correction of the problem is difficult or uncertain. However, places such as Black Butte, Sunriver and Juniper Utilities have worked well because many homesites were served and the expense was acceptable to the families involved.

Because water is crucial to public health and safety it must be protected from contamination by waste discharge, poor well construction and high concentration of septic tank systems. This protection has not always occurred in the past. And small water systems often have difficulty with maintenance and operation.

funds for new buildings and more teachers. In addition, since many of the new residences are in rural areas requiring ever-more-expensive busing the costs have risen even faster than expected. In School District 1 students bused increased from 26.5 percent in 1970 to 41 percent in 1977 and in one year (1977-78) jumped to 46.6 percent. This busing requires approximately seven percent of the total District budget. In School District 2J about 60 percent of the students are bused. In both districts the operating cost for busing (not including bus purchase) is nearly \$1.00 per mile.

#### Fire (See Natural Hazards Chapter also)

Perhaps the public service most often forgotten is fire protection. In many areas of the County no fire agency is responsible for fires which occur. To solve this problem fire districts are often formed in rural areas or fire protection contracts signed with fire protection agencies. However, even when fire districts exist the annexation of new developments may take over a year and in the past the Bend Fire District has had to put a moratorium on any new annexations because of facilities shortages.

Many people assume protection is available from federal or state agencies, but these offices have no authority or responsibility on private lands. Usually they are not trained to fight structure fires, and in the winter their fire-fighting equipment is drained and stored away.

As the County continues to grow many firefighting agencies are becoming increasingly concerned about: the lack of proper controls to reduce fires in subdivisions; the inadequacy of firefighting equipment and training; and the need for more cooperation and mutual aid agreements between the various agencies. Proper planning and subdivision control is seen as critical in dealing with the situation.

## POLICIES:

## General

1. Public facilities and services shall be provided at levels and in areas appropriate for such uses based upon the carrying capacity of the land, air and water, as well as the important distinction that must be made between urban and rural services. In this way public services may guide development while remaining in concert with the public's needs.
2. While clear distinctions are not always possible between urban and rural services those facilities, such as sewage treatment plants, water systems, schools and fire stations, which are necessary to serve concentrations of people shall be known as key facilities and shall be located in urban areas or in rural service centers if necessary to meet the needs of existing rural residents. Key facilities shall be built to encourage urban, rather than increased rural, residential development. Rural services such as sheriff's patrol, snowplowing, schools, and school busing shall be kept at levels adequate to meet public needs but not in excess to encourage additional development. Rural service centers are a logical location for future rural key facilities so that services may be used and constructed in as efficient a manner as possible (see Rural Development chapter). Key facilities outside urban areas or rural service centers shall be discouraged unless the facility is needed to serve existing development, is at the most efficient and economic location, and is consistent with the capabilities of the land and the planned growth of the County.
3. Future development shall depend on the availability of adequate local services in close proximity to the proposed site. Higher densities may permit the construction of more adequate services than might otherwise be true. Cluster and planned development shall be encouraged.
4. The County shall prepare a Capital Improvements Plan which considers the

as part of the conditional use applications.

12. Electrical substations shall be a permitted use in all appropriate zones with final approval based upon County Planning Department acceptance of a detailed site plan. Minimum lot sizes shall not apply to substations, but adequate area for equipment, storage, buffer and potential expansion shall be required.
13. All new development shall be consistent with adopted sewerage plans, and new community systems in urban areas shall be designed to fit into the municipal system. Also, in urban areas, where connection to a sewer system is not appropriate now but will be required in the future, dry sewer lines may be required for future use (this does not apply in large-lot subdivisions where no future sewers are anticipated).
14. Mutual agreements between the County and the cities shall assure sewer and water systems are extended in a planned manner.
15. Sewage treatment plants offer both problems and opportunities. To decrease the impact of noise and odor a large buffer area shall be required. The treated sewage (both septic tank sludge and municipal waste) should be used as a resource and drill hole disposal discouraged.
16. Well-marked recreational vehicle dump stations are needed locally and the County shall encourage such facilities in parks, service stations and other appropriate locations.
17. The capability for County land to be annexed into a city shall depend upon the availability of adequate services, such as water.
18. Metering of existing and future water systems shall be fostered.

#### Solid Waste

19. Existing solid waste sites should be protected and either expansion areas or new sites found. The Solid Waste Management Plan shall serve as the major document for site determinations.
20. In order to discourage open burning and to encourage recycling the

are located shall be six inches.

29. Hydrants spacing should not exceed 1000 feet width with minimum fire flow of 500 gallons per minute on subdivisions or developments with a population density of 2 or less single family units per acre, on subdivisions or developments where population density exceeds two single family dwellings per acre, hydrant spacing should not exceed 500 feet with a minimum fire flow of 750 gallons per minute. Where structural considerations warrant, additional requirements should be considered. Urbanizing area standards shall be those of the incorporated city. In rural fire protection districts final determination of standards will be made after discussion with the R.F.P.D.
30. Water source or storage shall have a capacity to support the required fire flow for a period of two hours in addition to maximum daily flow requirements for other consumer uses. Refer to "Water Supply Systems for Rural Fire Protection, " NFPA Pamphlet #1231, 1975.
31. Fire protection and law enforcement agencies should strictly enforce solid waste disposal ordinances.
32. Fire stations should be built in an architectural style that will blend into the area of location.

#### Health

33. Assured health care for Deschutes County residents is an important public and private service. The County shall encourage and support public health programs for low-income families and regular school health programs, as well as services like Home Health Care, and services to the elderly, disabled, blind and juveniles such as day care and foster homes. County support may be in the form of allocations from the County budget, political support, appropriate zoning or other useful action.
34. Adequate hospital and medical facilities shall be encouraged and County plans will consider the effect of incompatible land uses, noise, pollutants, as well as transportation and other factors, on these services.

Recreation holds a prominent position in the minds of the people of Deschutes County. Not only because tourist-recreation contributed \$68 million to the County's economy in 1977, but also because to so many of the people who were born locally , and even more so for those who have moved here, it is the recreational opportunities that make the quality of life in the county so high. As the population continues to grow so will the demand for recreational facilities and services. Without proper protection of our recreational resources and planning to accommodate more people, local citizens could lose not only livability but tourist dollars as well.

Often in the past, duplication or conflicting developments by governmental agencies and private groups have resulted in fragmentation and inefficiency in the recreational system. With ever-growing funding problems, it is becoming increasingly important that a well-defined and coordinated recreation system be developed. This plan is not meant to be that detailed plan, but it is meant to serve as an analysis of local needs and to set into motion activities aimed at fulfilling those needs and protecting those resources which will be required.

Urban and urbanizing areas are particularly in need of parks. Often by planning ahead, better parks may be obtained for considerably less cost than that which would have been required otherwise. Also, it is often possible to combine parks with other public facilities, such as schools and fire stations, which permits even greater savings in land, personnel and maintenance.

To provide a common basis of understanding the following park definitions were developed for use by the Recreation CAC:



knowledge of the environment.

One type of recreation which deserves special recognition is the winter sports activities of the area. Known for its good skiing, Deschutes County attracts many thousands of visitors each winter. Facilities for these people are rapidly becoming inadequate and new areas and services can be anticipated in the future.

Presently, the County is not involved with providing recreation facilities. No change in that situation is anticipated, however, the County's help in obtaining land dedications for parks, in regulating off-road vehicles (such as have caused considerable damage when used inappropriately east of Horse Ridge), and in other ways, could assist existing recreation providers meet the anticipated needs.

Because of the preceding findings the following goals have been established:

GOALS:

1. To satisfy the recreational needs of the residents of and visitors to Deschutes County.
2. To maximize utilization of economic and personnel resources through increasing inter-governmental and public/private cooperation in the provision of recreation facilities and services.
3. To provide, concomitant with growth, sufficient uniformly distributed land and facilities for park purposes throughout the County.

activities locally, including hiking, biking, off-road vehicles, skiing, dog sleds, camping and picnicing. A special County Committee should be established which includes representatives from public and private agencies as well as local clubs such as the 4 Wheel Drive Club. Costs should be included in the study analysis.

6. The County shall work with private and public agencies to develop a plan to provide needed warming, restroom and parking facilities for existing winter sports areas, as well as encouraging the designation of additional area. The plan should seek to combine cross-country skiing and snow play areas, while separating these uses from snow-mobiling areas. Private and public provision for additional downhill skiing areas compatible with the environment should be sought and adequate transportation to ski areas, utilizing methods other than automobiles, should be developed.
7. The County shall assist state and federal efforts to protect Oregon Natural Areas and the U.S.F.S. Research and Experimental Areas.

#### Facilities

8. The following guidelines for assessing the adequacy of available parks shall be established:
 

|   |   |                               |
|---|---|-------------------------------|
| Park Passive Areas and Neighborhood Parks | = | 2.5 acres per 1000 population |
| Community Parks                           | = | 2.5 acres per 1000 population |
| Regional Parks                            | = | 5.0 acres per 1000 population |
9. The County shall require the dedication of land or fees for park purposes, consistent with the preceding standards, as a condition of subdivision

13. While some flexibility is required, once a park plan has been prepared and adopted by local regulatory agencies, it shall remain as the controlling document for guiding development of that park.
14. Depending on the determination of each community, the County shall support local efforts for a public pool for each County incorporated community.
15. Unincorporated communities shall be encouraged to assess their recreational needs and to identify lands required to serve those needs. The County shall encourage civic organizations and public agencies attempting to meet those identified needs.
16. Trails and pathways are expected to become increasingly important as local growth continues and gasoline increases in price. Efforts to incorporate bike and multi-purpose paths between schools, residential areas, parks and shopping areas, should be encouraged county-wide. Existing trails should be reconstructed as necessary to prevent damage and to facilitate use and maintenance.
17. Because gasoline supply is a growing issue, the use of mass transit, carpooling, trails and other alternative transportation methods shall be encouraged to serve and foster recreation use.
18. The State Parks Department shall be encouraged to include trailer dumps and sanitary facilities in their development of the Juniper Waysides between Bend and Redmond.
19. Public outdoor recreation facilities such as outdoor theaters are needed to accommodate gatherings and other uses in each of the County's major

Deschutes County is presently an importer of energy. After 1983 the Bonneville Power Administration will no longer assure 100 percent distribution of electrical power. As with the rest of the nation Deschutes County can anticipate increasingly expensive, and possibly even shortages of, gasoline. Therefore, it is likely that the County will face serious problems in the near future unless precautions are taken in time.

Hydropower generation in the County is limited to two sites, which are operating at capacity. There is another potential site at Wickiup Dam.

There is a possibility for fossil fuel development in the eastern portion of the County, but it is presently unfeasible. Local natural gas supplies could increase in the mid-1980's with the construction of a second natural gas pipeline through Central Oregon. There also exists a possibility for a third gas line in the future.

There is presently some geothermal investigation occurring in the County near Newberry Crater and also near the Three Sisters Mountains. Environmental impact statements to permit appropriate exploration in the Cascades have already been prepared. Problems with objectionable smells from released gases, possible groundwater contamination, earth subsidence or quakes are all hazards to be considered in geothermal energy use. Loss of recreational lands and esthetic qualities are also possibilities.

It appears Deschutes County would have few, if any, appropriate sites for coal or natural gas thermal generation plants, according to the State-wide Siting Task Force Report.

housing with a solar orientation can permit critical sunlight access.

Passive solar methods, such as proper window placement and seasonal shading, can have significant impact. Presently, a property owner with passive or active solar units can be thwarted by construction on adjacent property.

Certainly one of the biggest energy issues to face Deschutes County is transportation. State-wide transportation consumes 36 percent of total state-wide energy use, and it constitutes 56 percent of an average household's energy use. As a rural area Deschutes County is heavily dependent on automobiles and thereby consumes considerable gasoline. Efforts to reduce motorized vehicles would be difficult but the effect would be lower energy use, pollution levels and expenses. Just the reduction of road construction and maintenance (resealing, snowplowing, etc.) would save considerable energy.

In light of local conditions and trends the following goals were chosen:

#### GOALS:

1. To protect local natural energy sources.
2. To managed land uses to maximize the conservation of all forms of energy.
3. To assist, as appropriate, in the provision for adequate local energy supplies.

#### POLICIES:

##### General

1. The County shall review and promote the development and use of local alternative energy sources in order to prepare for future shortages and to reduce the outflow of local dollars to buy energy.

alternative solar access means may be permitted);

- B. providing avenues for establishing solar property rights (see ORS 215.110) by such methods as a solar sky space protective covenants in new developments and creating standard methodology for adjacent properties to establish solar sky space easements; and
- C. allowing for future centralized solar generation of electricity in the large vacant areas in the eastern portions of the County (particularly on BLM lands).

#### Recycling

- 8. Because recycling is an effective method for energy saving the County shall adopt by January 1, 1981 a recycling program which:
  - A. provides specific recycling goals for 1985 and 1990;
  - B. Identifies projects and methods to achieve the specified goals; and
  - C. requires an annual review of program status.
- 9. The County shall consider the designation of a County employee as Recycling Coordinator who is responsible for:
  - A. encouraging recycling throughout the County;
  - B. fostering communications about recycling among local governmental agencies, organizations and the public; and
  - C. providing assistance to the County Solid Waste Advisory Committee in considering and implementing ways to increase local recycling activities.
- 10. The County shall also consider recycling when enacting ordinances, issuing contracts and franchises and when purchasing supplies.
- 11. The County shall study the possibility of initiating pilot projects regarding source separation of recyclables and their collection in existing or new garbage franchises.

transportation system which accesses educational, recreational, employment and shopping areas as well as connects to new development.

19. As much as possible non-motorized systems should be favored over motorized transportation systems.
20. New major consumers of energy, such as commerce and industry, shall be located whenever possible near established energy distribution centers.
21. The County should set an example by weatherizing its buildings and considering passive or active solar heat, perhaps with assistance from retrofit grants.
22. To promote public awareness of the reasons and need for energy conservation the County shall develop an educational program for use county-wide.

consider the effects of these dry years could create serious problems. Further discussion of water occurs in the Water Resources Chapter of the Plan.

The states goal is seen as appropriate for this area:

GOAL:

To protect life and property from natural disasters and hazards. In order to accommodate the new population anticipated for Deschutes County in a safe and beneficial manner, a number of policies have been prepared for implementation.

POLICIES:

Review

1. Provision shall be made in County land use regulations to assure proposed developments will receive a review of potential natural hazards (stream flooding, flash flooding, landslides, wildfire, etc.), and that sufficient authority exists to modify or deny applications where such hazards exist.

Flooding

2. Establish flood plain zoning to prohibit construction which would interfere with the passage of floodwaters or endanger the lives or property of individuals or the public generally. The flood plain area shall be the 100 year floodplain, as identified in HUD Flood Hazard Area studies or Corps of Engineer flood plain studies.
3. Review all proposed subdivision and partitions, as well as other



9. Bridges shall be constructed to meet the requirements of the appropriate fire district, as to width and weight standards, so as to assure access for heavy firefighting equipment.
10. All existing roads shall be maintained by either the appropriate public or private agency or by the development residents unless an adequate alternative route is provided, so as to not deny access beyond the subdivision for firefighting equipment.
11. To avoid delays in responding to fire calls all roads, streets and buildings shall be designated by name or number clearly visible from the main travel roadway, before occupants move in. This will include the installation of street and road signs of durable and permanent materials at all intersections in the subdivision.
12. The Uniform Building Code provides adequate fire protection for residential construction but the County should adopt the Uniform Fire Code to assure adequate fire protection for commercial and industrial construction, and support establishment of fire protection facilities in accordance with recommendations of the National Board of the Fire Underwriters in appropriate areas.
13. When subdivision or developments are created in the County, a minimum width for a fuel break, as determined by the local fire authority, shall be required by the County to be constructed and maintained around all buildings or structures, so as to reduce structural exposure to flames and radiant heat.

RESOURCE MANAGEMENT

Agriculture  
Forest Lands  
Open Spaces  
Surface Mining  
Fish & Wildlife  
Historic & Cultural  
Water

it difficult for people to enter into or stay in full-time farming . On the other hand, smaller part-time operations appear to be somewhat successful in maintaining some agricultural production due to a heavy commitment of nonfarm income. Smaller farms have also resulted in smaller losses, in some areas, since a \$100/acre loss is more easily born by a 10 acre owner than a 100 acre owner.

The possibility of additional farm land in the County appears to be small, except for the development of wells (as in Lower Bridge and Cloverdale) or if the lining of irrigation canals should become more economically feasible, because no additional adjudicated water may be expected from the Deschutes River.

However, the grazing of livestock is, and will likely continue to be, an important farm product in all portions of the County. And, much of the crop land production locally is tied to the production of hay for local and Willamette Valley livestock. Particularly in the area of and east of Horse Ridge livestock production is a highly viable agricultural endeavor. Much of Deschutes County's future agricultural production may be associated with the great diversity of livestock presently grown in the County.

Certainly agriculture is an important economic element in the County, directly contributing an estimated \$10,316,000.00 in 1978, which resulted in a \$25,800,000.00 direct and indirect contribution to the local economy. Also important are such secondary benefits as the open space and scenic appearance agriculture lends to County. Benefits which may also pay economic returns in the form of tourist dollars.

A. High desert sagebrush and juniper land: This is dry land with generally inferior soils (somewhat alkaline in places) with rather severe climatic conditions. It is suitable only for grazing of livestock and an occasional planting of dryland rye. Predominant farm ownership size, outside rural service centers, is several hundred to several thousand acres. There are few non-agricultural dwellings. Lands in the vicinity of and east of Horse Ridge are characteristic of this agricultural type.

B. Riparian Meadows:

These meadows (mostly natural) border waterways and are sub-surface irrigated. In spite of a rather severe climate they are suited for the grazing of livestock and the harvesting of a limited tonnage of meadow hay. Lot sizes vary. Due to the groundwater and frequent flooding, there are few residences. Typical lands are along the Upper Deschutes River and the Little Deschutes River.

C. Irrigated Commercial Crop Land:

This land because of more favorable soil characteristics, climate and topography is suitable for raising diversified row crops, grain, etc. , with a yield sufficiently high to make farm operation generally self-sustaining and profitable.

Ownerships are occasionally large. The pattern is a mixture of larger and smaller. Few non-farm dwellings exist in this area. Portions of Lower Bridge are characteristic of this description.

land are some parts of Arnold, Sisters, Terrebonne and Tumalo.

G. Marginal farm land - Developed:

This land is much the same as Type F, but existing residential development and hobby farming activities have reduced the predominantly ownership and tax lot size to less than 20 acres.

The land is suitable for raising and grazing livestock on a small scale. Because people are able to subsidize the farm operation productivity is believed to be higher than might otherwise be the case. Lands typical of these characteristics generally lie close-in to urban areas, such as Bend, Redmond and to some extent, Tumalo. Western Arnold, Plainview and Swalley are also typical areas.

Recognizing the importance of protecting agricultural land the following was chosen to meet state requirements and local needs:

GOAL:

To preserve agricultural land in Deschutes County for the production of farm and forestry products, as well as the public need for open space.

POLICIES:

It has been the policies which have generated the greatest debate. Controversial even before the process began the identification of appropriate mechanisms to protect local agricultural lands has been characterized by heated discussion, polarization of attitudes and occasionally open hostility.

Much of the early debate focused on the Interim Agriculture Ordinance meant to protect agricultural lands until the final plan was prepared. The Agricultural CAC split into two factions with the predominant group (8 of the 15) agreeing

## Zoning

1. All lands meeting the definition of agricultural lands shall be zoned Exclusive Farm Use, unless an exception to state goal 3 is obtained so that the zoning may be Multiple Use Agriculture.
2. No more than 25 percent of a given agricultural district shall be composed of lands not of the same agricultural type. Any agricultural lands not zoned EFU agriculture shall be identified in the County exceptions statement.
3. Zones and lot minimums shall be established to assure the preservation of the existing agricultural character of the area.
4. In order to provide some flexibility in the zoning and to assist farmers who may need to sell an isolated unproductive piece of land in order to assure continued operation of the farm, individual isolated lots in EFU areas shall be permitted consistent with ORS 215.213.
5. So that a farmer who has lived on his land for 10 years or more may retire and sell his property while retaining the use of his existing home, a homestead exception may be permitted which allows the homesteader to retain a life-estate lease on the home and some of the surrounding land.

over which the applicant has no control may serve as adequate justification for granting a parcel (lot) size variance.

11. Normal agricultural practices (i.e. aerial pesticide applications, machinery dust and noise, etc.) should not be restricted by non-agricultural interests in agricultural districts.
12. Coordination between public and private landowners to encourage farm use shall be encouraged. And projects to increase productivity and to bring new land into agricultural production shall be fostered.
13. Control of noxious weeds through educational programs should be continued.
14. Farm and non-farm uses in rural areas shall be consistent with the conservation of soil and water.
15. The County Planning Department shall initiate an on-going study of marginal farm lands to develop information on how and when these lands should be converted to other uses, and to consider alternative methods for compensating landowners for loss of development potential.
16. The County Planning Department shall seek detailed soils information for all areas of the County through cooperation with the Soil Conservation Service, U.S. Forest Service, Bureau of Land Management, and Mid-State Soil and Water Conservation District.
17. Because of the possible adverse effects of EFU zoning to local taxing districts, the Board of County Commissioners shall take such action as is necessary to mitigate undue impacts after one year of experience with EFU zoning or upon sufficient and specific information on the effects of the zoning.

Department of Forestry. The resulting capabilities map may be found in the plan's resource element. Except in the LaPine area, where an exceptions statement will be necessary because of the existing development, most of the land with high (site class 4) through moderate (site class 6) capabilities lies in the Deschutes National Forest.

The U.S. Forest Service has recently approved a Land Management Plan for the Deschutes National Forest and the other major federal land manager, the Bureau of Land Management, is presently evaluating its land for a variety of public purposes which will ultimately become a management plan. The decisions and actions of these agencies have, and will continue to have, major effects on the economic, social and natural environment of Deschutes County.

Because of the importance of local forest lands the following goal has been set:

GOAL:

To conserve forest lands for forest uses.

Policies:

1. In order that a reasonable forest zoning pattern may be established, all forest land shall be assigned to one of three classes:

F-1. . . Restricted Forest Land - lands needed for watershed protection, wildlife and fisheries habitat and



minimum new parcel size for F-3 areas shall be 20 acres.

4. Destination resorts shall be permitted as conditional uses in F-2 and F-3 areas upon showing that the land where the resort is to be established has no significant commercial timber potential and that the resort activities are sufficiently buffered so that they will not adversely effect timber harvesting on adjacent or nearby lands.
5. Except as identified in this plan non-forest uses shall be discouraged in existing forested areas.
6. Forest management in Deschutes County shall be governed by the Oregon State Forest Practices Act, so as to assure continued timber productivity.
7. Better coordination and cooperation between the U.S. Forest Service and Deschutes County shall be fostered, particularly as it relates to restrictive use of such Forest Service lands as Mt. Bachelor Ski Area and the Bend Watershed. As a basis for mutual cooperation and coordination, the Land Management Plan for the Deschutes National Forest shall be used.
8. Deschutes County shall file for an exception to state Land Use Planning Goal 4 on such lands meeting the exceptions criteria. All other forest lands shall be protected for forest uses.

Some water pollution problems have been identified. The LaPine core area has been shown to have significant problems and septic tanks have failed in the Terrebonne area. The two major urban areas are presently developing sanitary sewer systems and treatment facilities.

The Oregon Department of Environmental Quality and Environmental Protection Agency have existing standards and programs affecting air and water quality as well as noise levels. DEQ presently maintains an air and water quality sampling program in Deschutes County which is important to knowledge about existing and changing conditions.

Private lands suitable for open space designation are eligible for special property tax consideration (ORS 308.740-790), because they provide public benefits as regards maintaining scenic environmental quality.

Because open spaces, areas of special interest and environmental quality are so important to the local economy, environment and social well-being of Deschutes County the following goals have been chosen:

GOALS:

1. To conserve open spaces and areas of historic, natural or scenic resources.
2. To maintain and improve the quality of the air, water and land resources of Deschutes County.

However, despite general consensus that the environmental quality and amenities are important to this area's people, as well as to people statewide,

Acceptance of any such development plan will be dependent on site screening by existing natural cover and/or compatibility with scenic vistas. Outdoor advertising signs should be informational only and oversized displays discouraged.

The primary purpose of this review shall be to obtain a structure as compatible with the site and existing scenic vistas as is possible, rather than to establish arbitrary standards for appearance or to otherwise restrict construction of appropriate structures.

A study will be concluded within one year of this plan's acknowledgement which will result in recommendations to the County as regards the permanent size and standards for landscape management areas. This study shall also address the legal issues raised by the Fifth Amendment to the U.S. Constitution, which states, "No person shall be deprived of life, liberty or property, without just compensation". Recommendations for appropriate mechanisms to help compensate landowners severely restricted in the use of their land by the establishment of landscape management rules shall also be included in the report. A citizen's committee to help review areas and standards shall also be a part of this process.

- B. A setback along the rimrocks above the Deschutes and Crooked Rivers shall be established to protect scenic views from the rivers. The depth of the setback shall be determined by the area necessary to preclude view of the structure from the river.

2. Consideration should be given to designation of appropriate

7. Zoning should be established to protect areas of special interest such as eagle nests, endangered species areas or points of geologic interest. A reference book on such areas specifying items to be protected and possible mitigating measures shall be prepared by the Planning Staff.
8. Because of their slow growth and usefulness as a visual and noise buffer and their relationship to air quality, tree removal for utility lines, sewers, roads and other construction shall be minimized by planning for the continued maintenance of the trees in the in the development. All development proposals will be reviewed for this factor by the County Planning Staff before approval of the applicant's development.
9. Loss of riparian areas and other important open spaces because of dam construction for recreation or other purposes, should be minimized.
10. Although DEQ has existing environmental standards with which the County should coordinate, in instances where such standards are inadequate or non-applicable because of local conditions, the County should establish more stringent regulations. Noise regulations are an example of such a program.

## GOAL:

To protect and utilize appropriately the mineral and aggregate resources of Deschutes County.

Although not one of the more controversial segments of the plan, there has been considerable discussion of surface mining in the County. The Surface Mining CAC was one of the first formed and its most active members were mining operators. They originally identified the status of existing mineral and aggregate resources and prepared a series of policies and ordinances (interim and permanent) for use by the County. The interim surface mining ordinance controlled mining until final adoption of the new County Zoning Ordinance. During discussion of the mining policies by the Overall CAC, Planning Commission and Board of County Commissioners some modifications were made in order to more adequately protect the interests of adjacent property owners and residents, as well as the public need to preserve the mineral and aggregate resources. Yet, these groups also recognized that the mining operators needed to have assurance that the resource sites would be available for mining when needed, for both the operator and public's benefit, and that the reduction of incompatible uses was to everyone's advantage.

## POLICIES:

1. In order that there is up-to-date information upon which to make informed decisions about local mineral and aggregate resources, an on-going study of the quality, location, quantity and type of mineral and aggregate resources in the County should be a responsibility of the County Planning Department.
2. Surface mining sites actively being utilized at the time of plan adoption should be zoned SM, so as to permit continued operation.\*However, inactive

site and reclamation plan shall expire.

4. In the approval of mining operations the site shall be first utilized for archeological excavation, timber harvesting or other first-use activities and other nonrenewable resource conflicts resolved (i.e., historic sites), before mining begins.
5. Once mining and/or associated activities (i.e. rock crushing), have begun they shall be in accordance with state standards and any more stringent standards that the County may enact. Further, in areas such as F-1 Forestry, residential, agricultural, wildlife sensitive areas (i.e. nest sites), intensive recreational or other particularly sensitive areas, the mining and associated operations shall be subject to more restrictive standards to keep noise, dust, erosion and other hazards to a level compatible with the adjacent uses. Such standards may include requirements for barrier isolation, setbacks, operating times, concomitant reclamation, limits to active mining area, mining lifetime, water quality and restrictions on on-site processing.
6. Although mining should be considered a temporary land use (interim and second uses such as recreation should be designated in the SM zone), it is important that the resource sites be protected from incompatible development. To reduce this problem timely utilization of the product shall be encouraged.
7. Extraction of mineral and aggregate resources by private landowners for non-commercial use shall conform to the same environmental considerations as commercial operations. The intent of the regulations is to protect the surrounding area not to preclude such operations. Such use shall be a

The protection of fish and wildlife resources has been an on-going controversy in Deschutes County. Both those committed to the protection of the resources and those who wish to subdivide or otherwise develop in sensitive wildlife areas have often pressed their positions, sometimes resulting in court action to resolve the conflict.

It is generally recognized that failure to protect fish and wildlife resources will result in: loss of habitat and declining species populations due to development pressures, increased numbers of endangered species, declining tourist expenditures, loss of recreational opportunities and loss of quality of life. Already, Deschutes County has witnessed the serious degrading of the cold water fishery by irrigation withdrawals, loss of sensitive deer winter range lands to development and the disturbance of deer migration corridors due to residential and recreational construction.

Testimony by representatives of the Oregon Department of Fish and Wildlife indicated that their studies have shown that there is significant deer migration from the Deschutes National Forest west of the Deschutes River to wintering ranges east of the river identified as the North Paulina Devil's Garden and Hole-In-the-Ground Ranges. They further expressed a belief, based on their training and experience, that rural housing at a density of more than one residence per 40 acres can seriously threaten deer winter survival. And, that rural residents often owned dogs which, especially in packs, were a threat to all wildlife.

One type of area of particular concern is the riparian area or wetlands along streams and lakes. These areas not only serve as essential habitat for many species

and Wildlife Resource Maps contained in this plan's resource element. Within the winter ranges the minimum lot size shall be 40 acres. Planned developments (including cluster developments) may be permitted on parcels 160 acres or larger in size. However, man's activities must be limited to 20 percent of the development's lands with 80 percent left as open space. In the case of planned developments the density shall be determined by the underlying zone.

2. In the three deer ranges and along deer migratory routes all dogs shall be leashed or kenneled, and a County leash law shall be established which provides for effective enforcement by requiring fines sufficient to support administration.
3. While the new 10 acre rural minimum lot size will do much to protect the deer migration corridors, in instances where identified deer migration corridors are found to be largely unimpeded by development the minimum lot size shall be 20 acres.
4. Because public access to fish and wildlife areas is so important to the economic and livability aspects of Deschutes County, walking easements and periodic boat access points shall be provided in areas where public river access is limited, as determined appropriate by the County and State Department of Fish and Wildlife.
5. Consistent with Policy #4 and in order to protect the sensitive riparian areas, as well as to protect people and property from flood damage, the zoning ordinance shall prohibit development (except floating docks) within 100 feet of the mean high water mark of a perennial or intermittent stream



Historic and cultural areas are lands with sites, structures or objects that have local, regional, statewide or national historical significance or refers to an area characterized by evidence of an ethnic, religious or social group with distinctive traits, beliefs or social forms. Rapid growth and the subsequent loss of such sites and areas have made the protection of this County's important historic and cultural resources of significance locally. The program and policies recommended by the Historic and Cultural Citizen's Advisory Committee received support and approval throughout the committee reviews and public hearing and changed little during the planning process.

Based upon the following findings:

1. Public awareness of our history and cultural background has been and will continue to be an important source of knowledge, pride, education and enjoyment for this and future generations;
2. Rapid growth and development make it imperative that the county's historic and cultural resources be identified and protected;
3. Lack of private owner incentive for preservation has led to historic site deterioration or loss;
4. Inventorying, assessment and recording of historic and cultural resources is an ongoing process which must be kept current, particularly in the face of rapid growth and development;
5. Properly preserved and utilized historical or cultural resources enhance the economy of the area;
6. There exist state and federal laws which protect cultural resources from disturbance or distraction and in light of the chosen alternative which seeks to enhance cultural amenities as well as housing

- D. Advise and help resolve land use conflicts affecting such resources.
- E. Devise standards for historical markers.
2. Preservation of historical resources of high priority rating should take precedence over most other developmental usages.
  3. Emphasis shall be on preservation of the exterior appearance of historic buildings. Interior modifications and exterior changes compatible with the continued maintenance of the historic appearance of the structure shall be approved upon such finding of compatibility by the Historic Landmarks Commission.
  4. Plans for the protection of an identified historic or cultural site or cultural resource such as petroglyphs shall be submitted to the Historic Landmarks Committee for approval with any application for subdivision or development of such site or area.
  5. Archeological sites shall be appropriately examined prior to designation for other uses. Zoning should protect the sites from other uses until the explorations are completed.
  6. Incentives should be developed to encourage private preservation and utilization of historical resources.
  7. Redevelopment, Neighborhood Improvement Projects and other similar mechanisms shall be encouraged for areas of significant historical or architectural interest.

POLICIES:

In order to achieve the desired results three general policy directions have been determined; each general topic composed of several specific policies.

## Resource Study

To obtain better information than that presently available so as to assure the safe use of the area's water resources the following policies shall be adopted:

1. Obtain funding to conduct a complete county-wide hydrology study. Particular emphasis shall be placed on study of urban areas, irrigation water seepage into local water tables, stream flow and limits to water availability.
2. The County, in conjunction with appropriate state and federal agencies, shall conduct a study on the location, and characteristics of local aquifers and streams emphasizing the LaPine Area first.
3. The County shall conduct a study of the legal, economic and environmental consequences of the use of irrigation water for non-agricultural uses.

## Water Supply

The second general topic is the protection, and improvement in efficiency, of local water supplies.

4. The County shall work with local irrigation districts, private and municipal water suppliers as well as adjacent counties and the state to assist water management planning.
5. Consistent with acceptable environmental, social and economic impacts, the County shall cooperate with state and federal agencies in irrigation canal lining, reservoir construction and watershed management.
6. The County shall continue to serve as a sponsor for federal and state grants for water system improvements.

## Water Quality

The final general policy direction is the protection and improvement of the area's water quality so that the County's new population can be safely accommodated without serious public safety, environmental and economic costs.

7. The County shall work with state and federal agencies in planning for water quality (i.e. Section 208 and 303e) and in the enforcement

CITIZEN INVOLVEMENT

to permit effective two-way communication the County shall:

- A. Conduct regular surveys regarding citizen needs, attitudes and characteristics;
  - B. sponsor workshops and presentations by known specialists and experts;
  - C. prepare pamphlets explaining routine planning procedures;
  - D. write and distribute informative newsletters;
  - E. prepare and present slide shows and/or films on such topics as growth vs. conservation, the subdivision process and the usefulness of planning; and
  - F. make presentations to special groups and school children.
2. The Board of County Commissioners will remain as the Citizen Involvement Committee to review, and change as necessary, the County's Citizen Involvement program so as to ensure its continued efficiency and usefulness.
  3. Between updates special committees representative of geographic areas, or possessing special knowledge of certain issues, shall be formed to assist with planning studies.
  4. The County Planning Commission shall be kept aware of the activities and results of the study committees and will be informed of studies and activities of the County Planning Department which will assist them in the role as advisors to the Board of County Commissioners.
  5. Primary responsibility for coordination between the County and the public, and other agencies, shall be the County Local Coordinator. It shall also be the Local Coordinators responsibility to assure that planning department studies are provided to members of the County Planning Commission.
  6. At the time of an update an Update Committee broadly representative of the County's areas and interests shall be formed. The actual make-up of the

There are two questions always asked when a new plan is prepared. First, how flexible will the plan be after it is adopted? Second, how will changing conditions be incorporated into the plan?

The answer to the first question is that all land use plans reduce the flexibility with which land may be used. That is, after all, one of the purposes of preparing a plan. However, considerable study is conducted during the preparation of the plan in order to assure that the needs and desires of the public are accommodated, consistent with the long-term safeguarding of our human and natural resources and the requirements of individual property-owners. In addition, the application of the plan is intended to achieve certain desired results. To accomplish these goals it will be the job of the County's elected and appointed officials, as well as professional staff to make interpretations of the plan with the primary emphasis on the achievement of the goals rather than technicalities. However, that does not mean policies or criteria may be ignored. They are established in order to reach the identified aims and therefore are to be followed unless it can be shown they are inconsistent in this particular instance due to the unique character of the question at issue. Given this unique situation then new regulations may be adopted or exceptions not otherwise granted may be given. If all this sounds like it is rather complex and difficult that is because it is! While the plan will answer many of the questions about development in the County there are bound to arise situations where the answer is not so clear-cut and the appropriate officials will have to use their best judgement based upon the goals of the people, as reflected in the plan, in making a final determination. An example would be where a commercial area is designated on the plan. As with all plans this area is shown as an area of color. No attempt is made on the map to specifically identify the exact limits of that commercial area. Guidelines are written into the plan and they must be interpreted at the time a development is proposed. The result may be that the final commercial area could be a little larger or a little smaller than originally shown, depending on interpretations made as the plan is used. In summary, while the plan will undoubtedly reduce flexibility it will still retain the opportunity for unique situations to be interpreted in a manner most conducive to the public's general welfare, as well as allow for interpretation to occur in places where the exact boundaries for a particular use may require a final evaluation at the time of a specific development proposal. Perhaps most importantly all of this evaluation and review will occur in public view and subject to written guidelines so that the process is open and understandable to all interested persons.

As regards the second question, state regulations specifically require that at least every two years the County review and update its plan in order to assure that the changing character of the people and the land be reflected in appropriate goals and policies. Usually these changes are adjustments to boundaries on the plan map or establishment of new policies. The final goals to be attained rarely change.

THINGS YET TO BE DONE

The completion of a comprehensive plan is never the end of the planning process. There always exist things yet to be done. Not only are there the issues where insufficient time existed for them to be adequately considered during the planning, but also entirely new questions can be raised because of the improved level of understanding about the community which point to issues previously generally unrecognized. All of this results in additional studies that must be performed so that a more accurate reflection of conditions can be obtained and the necessary changes made to better the plan.

In Deschutes County a number of additional studies and reports should be performed. The following lists and gives a short description of each of these suggested reports;

Groundwater - Additional information on the quantity and quality of local groundwater supplies, as well as developing an understanding of the capacity of the resource to accommodate utilization by a variety of uses.

Forest Lands - More indepth data on the species, potential and volumes available, the effects of different uses at increasingly intensive levels, and the alternatives that may exist for local utilization and benefit.

Agricultural Lands - Further study into marginal agricultural lands and when conversion to developed uses is appropriate.

Surface Mining - More precise information about available resources, the impacts of development and the rate of utilization.

Wind Power - Study the feasibility of wind powered generation sites in the County.

Recycling - Create a recycling plan for Deschutes County by January 1, 1981.

Geothermal - Study of the feasibility of exploring local geothermal sites.

Solar - In depth review of the practicality of using solar power locally, with an orientation towards methods presently feasible.

Soils - A detailed identification of local soils to enable better planning and development decisions, utilizing a coordinated study between appropriate governmental agencies.

Historical and Archeologic Sites - An on-going program to continue the identification of significant historical and archeological sites and the preparation of a more detailed protection plan.

Implementation - Study and review of various alternative methods for the implementation of the comprehensive plan by such means as environmental criteria and performance zoning.

Landscape Management - Specific studies and plans for all areas identified in the comprehensive plan as landscape management areas.

County Lands - Study of the capabilities and opportunities provided on county-owned land.

Compensatory Actions - A study of various methods by which private property owners may be compensated for the effects of planning and zoning shall be undertaken.

Many of these subjects have been addressed in this plan, but from a more general county-wide perspective. These studies, when combined with specific, more detailed studies of smaller portions (sub-areas) of the county, would enable a "fine tuning" of the plan so that it even more accurately reflects the needs of the county's people and identifies appropriate means for achieving the necessary results. In addition, the information from these studies would assist in the updating process, thereby assuring a plan reflective of current conditions.



Therefore, it is of critical importance that subdivision and partitioning ordinances be properly formulated, complimentary to the zoning ordinance and strictly adhered to if the community is to benefit from their administration.

In addition many jurisdictions offer an opportunity for planned developments (PD) which permit a less than strict adherence to both zoning and subdivision regulations in order that developments may create a better overall design which still meets the policies established for that particular area. These planned developments most often occur in places where unusual conditions exist such that a conventional development would not be able to most efficiently utilize the site. This may be true because of characteristics such as rock-outcrops or because the area contains deer range, agricultural land, unique historical remains, or the other resources that must be protected from development.

In some areas local governments do not establish all their land use restrictions within the zoning ordinance. Floodplain, mobile home, design review and airport ordinances are often created separately and administered in addition to the requirements of the zoning ordinances. In Deschutes County these regulations will all be joined into the zoning ordinance to provide ease of access and understanding for the public.

Zoning and subdivision ordinances are the most common types of regulation but there are many other means used in implementing a comprehensive plan. Capital Improvement Plans are commonly used. These plans lay-out for a five to six year period how and where streets, sewers, and other public facilities will be constructed. The provision of these services often determines the feasibility of numerous types of community changes and are a powerful tool in controlling community growth patterns.

Conservation easements, or other types of less-than-fee acquisition, are becoming increasingly popular. An easement, lease, or purchase of a certain right can often be obtained from a property-owner and thereby a specific use may be prohibited or some special resource protected. The purchase of this easement is less expensive than the purchase of the property, and for certain uses may even be granted without cost to the public. These arrangements thereby seek to eliminate the charge that the local government has "taken" the property through its zoning ordinance. A "taking" occurs when zoning is so restrictive all or substantially all the value of the land has been removed by the restrictions of the zone established on the property. Zoning has usually been held as a reasonable exercise of the state's police powers unless a "taking" does occur.

Coordination agreements are another common tool for implementing a plan. Often local governments (cities and counties) have overlapping interests within certain areas, such as urban growth areas, as well as overlaps with other public bodies, such as special districts (i.e. school and irrigation districts) and federal agencies. Establishment of cooperative arrangements reduce the probability of conflicts arising and assure that all these public agencies are working towards common goals, thereby increasing efficiency and the likelihood of achieving these goals.

Table 1

## TOLERANCE AND SUITABILITY OF ENVIRONMENTAL FEATURES TO DEVELOPMENT

| Category                           | Feature                | Description  | Tolerance/Suitability  | Development Policies   |   | Methods and Techniques of Implementing Policies  |
|------------------------------------|------------------------|--|--|--|---|--|
|                                    |                        |  |  | Permitted Associated Uses  | Restrictions on Uses  |  |
| <u>Land</u><br>Soil and Topography | Wet Soil               | Soil with a high moisture content because of a high water table or poor drainage; often a seasonal problem.  | Such soils perform an important water storage function; when septic tanks are used, water supply may be contaminated; foundations settle and crack; stagnant pools may exist during certain periods. | "Floating" or other specially constructed structures may be permitted when supplied with public water and sewerage; selective draining or filling may be permitted if it does not interfere with the water supply. | No septic tanks; deep wells permitted but only where development can be tolerated and septic tanks are absent.  | Subdivision and sanitary regulations requiring public water supply and sewage disposal.  |
|                                    | Impervious Soil        | Dense soil inhibiting the free flow of water; such soils usually have a high clay content.   | Impermeability of soil may cause septic tanks to overflow and contaminate water supply; unsuitable for development without public water supply and sewerage.   | No special development limitation with public water supply and sewerage.   |   |  |
|                                    | Poor Load-bearing Soil | Soils unable to support structures such as roads and buildings; usually easily compacted because of moisture content, particle size, or where excessive internal spaces or voids are present; filled lands, or mineral or industrial waste piles often have these characteristics. | Generally unsuitable for intensive development because of difficulty and cost of construction.   | Certain types of light or flexible structures; recreation areas; agriculture.  | Heavy structures must be anchored in bedrock.   | Building code and grading ordinance prescribing development standards.   |
|                                    | Flat Land              | Land with no significant slope.  | Depending on other conditions, flat land is highly suitable for and tolerant to development.   | All uses.  | No restrictions except pollution control (social, economic, technical, etc.), factors may suggest other limitations.  | Pollution control ordinances, land-use controls.   |
|                                    | Low Slope              | Slope generally between 5 and 10 per cent.   | Fairly tolerant to development although excessive removal of ground cover may cause erosion; generally are good sites for residential development.   | Residential development, intensive and extensive recreation, agriculture and grazing.  | Densities may be fairly high with grading controls and limitations on vegetation removal and sedimentation.   | Grading ordinances limiting terracing, topsoil and vegetation removal, etc.; subdivision controls setting appropriate street and utility design standards; zoning to limit density of development.                                     |
|                                    | Moderate Slope         | Slope generally between 10 and 25 per cent (exact percentage may vary).  | Very high construction costs; loss of ground cover may cause erosion and frequently land slippage; often of scenic beauty.   | Limited development, contour agriculture, forest.  | Density of about one house or less per acre; maintenance of vegetative cover; erosion control; retaining walls; roads turned slightly upslope from contour lines; special hillside development zoning controls to minimize grading; drainage control. | Density zoning; grading ordinance requiring sedimentation control; subdivision ordinance requiring maintenance of vegetation and design standards for streets; these may all be incorporated in special hillside development controls. |

| Category                | Feature                         | Description  | Tolerance/Suitability   | Development Policies   |   | Methods and Techniques of Implementing Policies  |
|-------------------------|---------------------------------|--|---|--|---|--|
|                         |                                 |  |   | Permitted Associated Uses  | Restrictions on Uses  |  |
| <u>Land</u><br>Minerals | Mineral Deposit                 | Site currently used or potentially available for extraction of minerals, including sand, gravel, limestone, rock, coal, etc.   | Source of important mineral resources; other development may preclude extractive operations; however, requires special regulations to ensure compatibility with surroundings during and following completion of operations, and prevention of water-supply contamination.   | Reservation for extractive operations.   | Open-pit operations require appropriate screening and performance standards to reduce noise, dust, etc.; cannot interfere with water quality; planned post-mining reclamation for subsequent reuse. | Natural resource zoning including performance standards to prevent encroachment; performance bond to ensure site rehabilitation; preferential assessment.  |
| <u>Water</u><br>Surface | Surface Water and Riparian Land | Any body of water including lakes, streams, rivers, and oceans and their shorelines, estuaries (see below) and tidelands.  | Value for water supply, waste dispersion, transportation, recreation, power generation, source of food, scenic beauty; quality and quantity of water needs to be maintained.  | Harbors, water/sewage treatment plants, recreation, marinas, water-related industry, cluster development, public-access points.  | No polluters (including septic tanks); no nonwater-related development; no development that will produce undesirable changes in surface or subsurface water quality.                                | Planned-unit development controls; sanitary ordinance prohibiting use of septic tanks; water quality standards to restrict discharge of pollutants; water zoning to separate incompatible water users; zoning to restrict shoreline development to water-compatible uses; public works planning. |
|                         | Floodland                       | The land area adjacent to a water body that is covered by excess water during periods of flooding; may be divided into zones based on frequency, e.g., channel, floodway, floodplain, especially for land-use and development controls.  | Essential role in carrying excess water during floods; danger to life and property; provides recreational land; filling, damming or leveeing decrease storage capacity and flood velocity increasing flood potential downstream; soils often very fertile and suitable for agriculture; usually contains substantial groundwater. | Those unharmed or improved by flooding, e.g., those associated with Surface Water and Riparian Land, and forestry, some types of agriculture, extensive recreation, institutional open space, open space for housing and other uses, impoundment basins. | Same restrictions as for Surface Water and Riparian Land; flood-proof development; filling and diking only where essential and where flow is not seriously restricted.                              | Same methods as for Surface Water and Riparian Lands; zoning controls to exclude structures from the channel and floodway; building code requiring flood-proofing of structures; limitations on grading, filling, dredging, and diking.  |
|                         | Wetland: Marsh, Bog, Swamp      | Tracts of low-lying land which are saturated with moisture and usually overgrown with vegetation. (Marsh: general treeless and covered with water; swamp: generally supporting tree vegetation and not permanently covered with water; bog: consists largely of decaying vegetation [distinctions are imprecise].) | Act as sponges to absorb excess runoff; reduces flooding potential; important wildlife habitats; recreational, educational, scientific value; some agricultural value; often have scenic beauty; filling may cause flooding elsewhere.  | Recreation: hunting, fishing, sailing, observing; scientific investigation; certain types of agriculture.  | No on-site or peripheral development which will interfere with maintenance of the ecosystem, especially its water-storage and wildlife-maintenance ability.   | Public purchase or purchase of easements; grading and filling ordinances; agricultural zoning; limitations on surrounding areas to preserve ecological processes, e.g., withdrawal of water, diking, cutting of channels, excessive development; conservation zoning.                            |
|                         | Estuary                         | A water passage where the tide meets a river current, especially an arm of the sea at the lower end of a river; the area where seawater mixes with fresh water; frequently includes marshes and other low-lying wetland.   | As the breeding ground for a great variety of organisms, estuaries are particularly intolerant to waste disposal, dredging, and filling; these activities can destroy important plant and animal communities such as oyster beds and spawning areas.  | Fishing, shell fishing and other harvesting, recreation, limited associated urban development.   | No development which reduces the ability of the estuary to support plant and animal life, e.g., pollutant discharges, dredging, filling, excessive recreation or overharvesting.                    | Increased state control over estuary and coastal zone use; more stringent U.S. Corps of Engineers control over dredging, filling, draining; zoning to restrict development to uses requiring coastal zone locations, pollution controls.   |

| Category                                 | Feature                            | Description   | Tolerance/Suitability   | Development Policies   |  | Methods and Techniques of Implementing Policies   |
|--|------------------------------------|---|---|--|--|---|
|  |                                    |   |   | Permitted Associated Uses  | Restrictions on Uses   |   |
| <u>Vegetation and Wildlife Continued</u> | Prairie                            | A term referring more to vegetation characteristics than to topography; a tract of land, generally flat or gently rolling, containing a great variety of grasses with other low vegetation, with few or no trees; virgin prairies are rare remnants of the past, supporting complex ecological communities. | Highly intolerant to development, or intensive use; virgin prairies have important scientific and educational value; their rarity suggests that no development should be permitted. | Selected plots of prairie, especially virgin prairies, should be preserved on aesthetic, educational, and scientific grounds; peripheral development permitted only where it does not disrupt the ecosystem. |  | Public purchase; zoning and other limitations on surrounding areas.   |
| <u>Cultural and Landscape</u>            | Unique Remnant                     | landscape feature of unusual or rare occurrence, generally associated with previous epochs, such as stands of redwoods, geological outcrops, natural bridges, meteor craters, everglades, geysers, etc.   | While many have no major ecological role, they should be preserved for historic, recreational, educational, and aesthetic reasons.  | Low-density recreation; preservation for natural history, ecological education, and aesthetic purposes.  | No development which would deteriorate the quality of the feature. | Public purchase; zoning and other limitations on surrounding areas.   |
|  | Scenic Vistas                      | An area which has a pleasing aesthetic character; may include both natural and cultural features.   | Suitable for limited development if carefully controlled; some areas may be worth maintaining for aesthetic reasons.  |  |  | Purchase of easements or development rights; very low-density zoning; open space or agricultural zoning.        |
|  | Historical and Archeological Sites | Historical monuments, buildings, forts, towns, battle-grounds, archeological digs and other sites.  | Development may destroy historical character; valuable for educational, recreational, aesthetic reasons.  |  |  | Public purchase or purchase by civic groups; architectural control; historic area zoning; landmarks commission. |

CONCLUDING REMARKS

The plan seeks to protect the important resources in Deschutes County, yet it is not a no-growth plan. Growth is being anticipated and accommodated in urban areas. Rural Service Centers, like Tumalo and Terrebonne, are being adjusted to serve the growing needs of the rural areas. Plans to assist LaPine in becoming a full-service community and eventually leading to incorporation and the ability to serve a better organized rural area are being laid down. And even though rural development is restricted, provision for small farms and rural homes is being included in areas and at densities appropriate for such activity. Also, important areas and sites with unusual characteristics are being identified for protection. And adequate provision is being made to allow, in an appropriate manner, the commercial and industrial areas we will be needing.

Perhaps most importantly this is the beginning of a process that will continue to obtain better, more useful information so that the changing character of the County can be accommodated and regulations sufficiently flexible, but accurately reflecting local conditions and needs, may be promulgated.