

# Sisters Urban Area Comprehensive Plan

Sisters, Oregon  
Deschutes County

Adopted July, 2005  
Updated February, 2011

## Foreword

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The Sisters Urban Area Comprehensive Plan (Plan) consists of seven parts which are designed for easy reference, clarity and convenience to the general public. The seven parts are:

Part I	Introduction
Part II	Citizen Involvement
Part III	General Goals and Objectives
Part IV	Background
Part V	Comprehensive Plan Goals Findings and Policies
Part VI	Implementation Programs and Policies
Part VII	Appendices

Parts I and II of the Plan includes a statement of public purpose, planning background information and citizen involvement program.

Part III includes a statement of general goals and objectives as they apply to the Sisters Urban Area consistent with past goal setting efforts, the most current goals for the City, and statewide Planning Goals.

Part IV includes an inventory of the historical, environmental, and urban assets and setting of Sisters.

Part V includes the goals, background, findings, policies, and tasks of the Plan.

Part VI describes implementation programs and policies for carrying out and enforcing the Plan.

Part VII includes appendices.

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# Part I

## Introduction

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The Sisters Urban Area Comprehensive Plan includes the City of Sisters and an area surrounding the city which is expected to become urbanized by the year 2025. It is the official planning document for the Sisters Urban Growth Area comprised of the existing City Limits and proposed Unincorporated Urban Growth Area within the Urban Growth Boundary. Background information for the “planning area” which consists of approximately six square miles surrounding the City of Sisters is also included.

### Statement of Purpose

The basic purpose of the Comprehensive Plan (Plan) is to guide future development of the area within a framework of goals and policies which are consistent with the physical characteristics, attitudes, and resources of the Sisters community and to organize and coordinate complex interrelationships between people, land, resources and facilities in a manner which will protect the health, safety, welfare and convenience of its citizens.

The Plan provides a basis for coordinated action by enabling various public and private interests to undertake specific projects with a consistent understanding of community goals and objectives. The plan functions as a working frame of reference for government officials and administrators by establishing community policies and by specifying methods and standards for implementation of these policies. Public facilities, such as schools, parks, streets, civic areas, libraries, and fire stations, can be planned, and a program for land acquisition and construction can be prepared in advance of need so that the services will be available when and where they are needed.

These same community policies serve individual property owners and private interest groups as a means of evaluating their individual decisions in light of community objectives. They are able to determine how their individual interests can best be served in a manner which is consistent with the Plan. They are assured by the Plan that once they commit their investment to the land, there will be a reasonable continuity of land policies which will protect their interest. The Plan also provides a guide to the various public and private utilities charged with the responsibility of providing services to the community. Future service demands can be anticipated and facilities planned so that development can take place in the most economical and timely manner.

Individuals and organizations have a role in the planning process. The community planning process is the continuing effort to coordinate short-range and long-range private and public actions towards the fulfillment of generally accepted overall community goals. The Comprehensive Plan provides the foundation for the planning process by establishing long-range goals and objectives and by providing, through its various elements, an integrated view of future public and private development patterns in the community. It is not the last word, nor is it the first. Rather, it is an important tool to help the community identify problems and to take steps necessary to solve them before

the cost of desirable solutions is beyond the community's economic capabilities to achieve.

The planning process is in itself a means of constantly evaluating the Plan. It is essential that the Plan be adaptable but this must not be interpreted to permit piecemeal amendments that disregard the basic relationships established by the original effort. Proposed changes must be carefully considered in terms of possible overall effects on the entire community. Accommodation of a proposed development which appears very desirable on the surface may, under a thorough investigation with reference to the Plan, prove costly to both the future public interests and to committed private investments. Adherence to the policies developed in the Plan provides a means of protecting existing public and private investments and values.

The Comprehensive Plan is not a zoning plan. However, zoning is one of the important legislative tools required to implement the plan. Any changes in zoning which occur are subject to a public hearing and a specific decision by the governing body. The greatest single problem between the plan and zoning activity is timing. Some areas suggested in the Plan for different kinds of land uses can only be justified at some time in the future when sufficient population growth has occurred to warrant the development or when public facilities are available to support that development. All zone changes should be considered in relation to the Plan and this serves as one of the continuing means of evaluating the plan. If zone changes are contemplated which are contrary to the Plan, the community should first evaluate the policies and concepts in the Plan. This process insures that each petition for rezoning is considered in light of the best interests of the entire community.

The Plan recommends appropriate uses for various areas and attempts to provide a maximum range of choice in the urban area within the limits of community living. If there is to be a choice, various areas must be guarded against intrusion of other uses which will limit or destroy the privacy of homes or the proper economic functioning of areas of commerce or other special values.

The Plan must be implemented if it is to be of value to the community. It requires public awareness and involves extensive daily contact with public groups and individual citizens, the administration of appropriate codes and ordinances which influence development, capital improvement programming for the expenditure of local governmental funds, and the continuing refinement of the Plan in special circumstances such as the central business district, park and recreation, community appearance, etc. The efforts applied in the continuing planning process extend the Plan from the present to the future accomplishment of its goals and tasks. The Comprehensive Plan provides basic guidelines with which the community can chart a course for change with some assurance that the result will be progress. The benefits of community living that we enjoy today are the result of what was done yesterday, and the benefits for future generations will result from what we do today.

Background Regarding the Local Planning Process and Citizen Involvement

Planning first began in 1966 following the repeal of county zoning, subdivision and building codes. These ordinances were repealed primarily because there was no Comprehensive Plan which would have set up public policies on land use matters and how to implement them. In 1966, Deschutes County along with the cities of Sisters, Redmond and Bend, undertook a massive effort to reinstate the planning program and develop a Comprehensive Plan. Since that time, planning has been a joint effort and the county's first Comprehensive Plan also included an urban area plan for the Sisters area. After the adoption of that plan in 1970, the city and county elected to update the Plan with more detail in 1973. During the final stages of updating the Plan, statewide planning legislation was enacted (ORS 197-SB 100) and the Oregon Land Conservation Development Commission was created. Statewide Planning Goals had not yet been adopted before completion of the Sisters Comprehensive Plan update and therefore making it necessary to update the plan again to comply with the statewide planning goals.

This process resulted in the adopted and acknowledged Sisters Urban Area Comprehensive Plan, completed July 1979, adopted by City Ordinance 118 in September of 1979. The Plan was acknowledged by the Oregon Land Conservation and Development Commission in February of 1982. Since then, it has been revised by City Ordinance 141 and 151. The Plan was the state-acknowledged planning tool for the City of Sisters until 2005. In 2005 updates will be adopted to reflect changes since 1982. The long process of updating the Plan is summarized below.

The Comprehensive Plan review process began in 1990 in response to zone change requests. In October 1990, the Sisters Urban Area Planning Committee was formed, and the update of the Sisters Comprehensive plan was undertaken. The Committee, with the assistance of the University of Oregon Planning Workshop, developed a list of five characteristics of the City of Sisters (City) community it wished to retain, and five characteristics it wished to improve. This list was, in large part, the basis for evaluation of the various Comprehensive Plan elements.

Characteristics to retain:

1. The benefits of a small town
2. Clean, controlled growth
3. Aesthetic qualities
4. Clean air and water
5. Western Frontier theme

Opportunities for improvement:

1. Public Sewer System
2. Traffic flow
3. Affordable housing with adequate off-street parking
4. Improved drinking water quality
5. Develop a city core area to accommodate visitors

Elements were assigned to various subcommittees comprised of concerned citizens and Planning Commissioners for review. After these subcommittees reviewed the existing Plan, updated elements were brought back to the larger committee for review, comment and revisions.

The draft Plan was approved by the Planning Commission and City Council, and was given to the County Planning Department for review. The County expressed some concerns about several points within the Draft pertaining to Urban Growth Boundary (UGB) land beyond the City limits under county control.

In 1998, an agreement was reached between the City and County regarding land in the UGB; the agreement allowed the City to control planning efforts within UGB land without County intervention. This agreement is the “Agreement Between the City of Sisters, Oregon And Deschutes County, Oregon, For The Joint Management of The Urban Growth Boundary And the Sisters Growth Area”. Also, the City Council voted to amend the City limits to include virtually all of the UGB land. As of 2003, the City limits and UGB are the same. This Comprehensive Plan uses the terms City and UGB interchangeably, and they both refer to the same area. The City is responsible for administering the development within the UGB. Areas immediately outside the City are under the jurisdiction of Deschutes County. However, with the expansion of the UGB contemplated by this updated Plan, new areas will be added to the Sisters UGB that are not inside the City Limits. These lands are regulated by the Joint Management Agreement and Title 21 of the Deschutes County Code.

Again in 1999, the draft Plan update went through additional public meeting sessions including Planning Commission meetings and City Council meetings for discussion and input.

The process beginning in 2001 and culminating in this document involved additional public involvement consisting of an Advisory Committee meeting more than 12 times and an Open House. As part of the adoption process, public hearings were held by the Planning Commission and City Council.

The City adopted and then rescinded an earlier version of this Comprehensive Plan in the spring of 2004. The City had a legal challenge to the Plan based on its population forecast. Since then, the City adopted a revised population forecast in the summer of 2004 that was coordinated with Deschutes County and cities. This coordinated forecast is attached and made a part of the Comprehensive Plan as Appendix A.

The result of this process is the following Comprehensive Plan. This plan includes much of the background information from the Plan acknowledged in 1982. It also blends the results of the ongoing public input process between 1990 and 2005 to result in the following findings, policies, and tasks which guide development within the Sisters Urban Area.



## Part II Citizen Involvement

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In order to understand the full perspective of citizen involvement, it is necessary to briefly recite the entire program on a statewide and local level, since both are involved in the Comprehensive Planning process for the urban area.

### Statewide

Citizen involvement in land use planning has been mandatory statewide since 1973. Senate Bill 100 (ORS 197.160) requires each county governing body to submit a program for citizen involvement in preparing, adopting and revising Comprehensive Plans within the county. Each program must at least contain provisions for a citizen advisory committee broadly representative of geographic areas and of interests relating to land use.

Pursuant to Senate Bill 100, the Land Conservation and Development Commission (LCDC) developed a set of statewide planning goals. The number one goal is citizen involvement, and is intended to insure the opportunity for citizens to be involved in all phases of the planning process. Each jurisdiction must develop, publicize and adopt a program appropriate to the local level of planning. Goal one further requires the incorporation into the planning process of the following components in every citizen involvement program.

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

Further, the law requires that Federal, State and local agencies and special districts coordinate their planning efforts with the governing body and make use of existing local citizen involvement programs.

Finally, Oregon law requires a mechanism to be used for an evaluation of the citizen involvement program to:

1. Assist the governing body in developing a citizen involvement program.
2. Assist in implementing the program.
3. Evaluate the success of the program and new approaches.

Local citizens need to be a part of the decisions made about how their unique area and resources are developed. An active program for citizen input in the Comprehensive Plan process is a democratic opportunity to develop an end product reflective of the local resources, activities and people. Oregon law insures that opportunity.

Local

Citizen involvement in planning activities at the local level is established through a variety of local ordinances, codes, and practices. For example, the Sisters Development Code includes many provisions for public notice through mailings to affected land owners and neighboring properties within 250 feet of subject properties, public postings, and published notices for City Planning Commission and City Council Hearings. Type II applications require a process of notice as indicated above. Typical Type II applications include minor or major partitions, site design reviews, modifications to approved plans, and variances. Notices typically provide a 14 day period for submitting written comments before decisions are made, state sufficient information regarding the type of application, applicable standards, contact information, and hearing locations, times, and dates. Appeals of decisions are also subject to notice requirements. Applications that are quasi-judicial and legislative in nature also have notice requirements that are more stringent because those applications have impacts upon multiple properties.

The City of Sisters City Charter requires a majority of city voters to approve annexations of land into the city. This is a direct form of citizen involvement in one of the most important aspects of long-term city growth policies. The City Charter also gives the City Mayor the authority to appoint citizens to advisory committees involved in a variety of planning activities. Advisory committees are very important and commonly used to obtain diverse perspectives on long-range facility plans, current and future policies, and other important projects.

A common practice of community involvement that is effective but not codified is direct communication with City Councilors, Planning Commissioners, Manager, and other staff. One beauty of living in the small town of Sisters is that these people live in the community, are accessible and responsive, and can quickly bring issues from the public into the planning and policy arena.

## Part III

### General Goals and Objectives

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For planning proposals and programs to be meaningful to the Sisters Urban Area, they must be based on fundamental concepts well-founded in the community. To this end, numerous Citizens Advisory Committees have evaluated community resources, examined issues and opportunities and outlined goals and objectives upon which to base planning proposals for attaining the character and quality of community environment expressed as being desirable for the Sisters area. As the community evolves some goals are refined, some continuously sought, others reached, and new goals established. This Plan attempts to maintain ties to the past that are still relevant. The following paragraphs restate goals of past planning exercises as well as current planning goals to demonstrate continuity and progress, as well as new challenges facing Sisters.

The past and current community goals for Sisters are discussed below. There are three groups: goals from 1974, goals from 1990, and current goals from 2005. The goals from 1974 are included as they existed in the acknowledged Plan from 1982. These demonstrate what was important to the community in 1974 and are included here for illustrative and comparative purposes only. Goals from 1990 are included for the same reasons. Goals from the most current planning process completed in 2005 are the goals applicable to this Comprehensive Plan and subsequent policy making and implementation.

#### Goals from 1974

Initial definition of planning goals and objectives was adopted by the Citizens Advisory Group on April 10, 1974. The following includes those goals and the goals and objectives recommended by the Sisters Urban Area Advisory Committee for the updating of the Comprehensive Plan.

#### *Position Orientation*

1. To recognize Sisters as the gateway to the Cascade Mountains and Central Oregon Recreation Area.
2. To recognize and promote Sisters as the service center for commerce and public services in support of surrounding recreational, recreation residential and agricultural demands.

#### *City Image and Visual Appearance*

1. To recognize Sisters as a Recreational-Retirement Community.
2. To encourage the development of a central architectural and sign theme based on Western and/or Frontier building styles of the 1880's.
3. To improve, identify and emphasize the entrances to the City.
4. To encourage maintenance of property and its value.

5. To improve public street standards as a means of upgrading City image and visual appearance.
6. To encourage landscaping management practices.

*Environmental*

1. To maintain the clear and clean quality of air and water.
2. To maintain an adequate program of solid waste management.
3. To maintain and expand the service capabilities of the municipal water systems.
4. To encourage the development of adequate sewerage treatment systems.
5. To maintain the quality of space and openness inherent to Central Oregon.

*Social and Housing*

1. To improve and expand leisure time offerings of the community, particularly for the youth and elderly.
2. To provide a level of coordinated services which insures safe, healthful and convenient conditions for all segments of the population.
3. To encourage housing quality and diversity that is responsive to community demands.

*Forest Lands*

1. To conserve forest lands for forest uses.
2. To protect forest lands from incompatible uses and encourage landscape management practices along scenic routes.

*Economic*

1. To capitalize on recreation-tourist support functions.
2. To encourage improvement and up-grading of the central business district in support of local population demands and the recreation-tourist industry.
3. To encourage the provision of professional services now lacking in the community.
4. To encourage development of light industrial activities of a clean and non-offensive character.

*Transportation*

1. To develop an acceptable transportation solution to the increasing congestion introduced into the heart of the community via major east-west highways.
2. To provide an orderly street network which offers safe and convenient communications between the various areas of the community.
3. To determine future needs and requirements for airport facilities.

*Energy Conservation*

1. To conserve energy.
2. To encourage and develop energy conservation programs.

*Coordination and Inter-Agency Cooperation*

1. To jointly establish an Urban Growth Management Agreement with Deschutes County for the Sisters Urban Growth Boundary.
2. To establish an effective administrative procedure for coordination between the Sisters Planning Commission and Deschutes County Planning Commission for coordinating community expansion and resolving problems in the “Planning Area” of Sisters.
3. To initiate administrative programs between public agencies responsible for programs which serve the coordinated needs of the Planning Area.

*Implementation*

1. To maintain active citizens participation on a continuing basis for continued citizen in-put in the continuing process of planning and plan implementation.
2. To adopt procedural ordinances to carry out the planning process and to adopt zoning and related development codes necessary to implement the Comprehensive Plan.
3. To develop an initial long-range financial plan and capital improvements program.
4. To adopt a Subdivision Ordinance consistent with the subdivision standards of Deschutes County and the Sisters Zoning Ordinance.
5. To adopt standard specifications for Design and Construction of Public Improvements.

Goals from 1990

In October 1990, the Sisters Urban Area Planning Committee was formed, and the update of the Sisters Comprehensive plan was undertaken. The Committee, with the assistance of the University of Oregon Planning Workshop, developed a list of five characteristics of the City of Sisters (City) community it wished to retain, and five characteristics it wished to improve. This list was, in large part, the basis for evaluation of the various Comprehensive Plan elements.

Characteristics to retain:

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Opportunities for improvement:

1. Public Sewer System
2. Traffic flow
3. Affordable housing with adequate off-street parking
4. Improved drinking water quality
5. Develop a city core area to accommodate visitors

Goals from 2005 (current Comprehensive Plan)

In 1999 the draft Plan update went through additional public meeting sessions including Planning Commission meetings and City Council meetings for discussion and input. The process beginning in 2001 and culminating in this document involved additional public involvement consisting of an Advisory Committee meeting more than 12 times and an Open House. Goals developed through this process are closely aligned with the State of Oregon Statewide Planning Goals. The intent was to mirror these goals, keep the community goals general in nature, but to develop specific implementing policies and tasks. This is reflected in the general nature of the goals below.

1. To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.
2. To establish a Land Use Planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.
3. To preserve and maintain agricultural lands outside the City limits by promoting efficient use of urban lands inside the City limits.
4. To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.
5. To protect natural resources and conserve scenic and historic areas and open spaces.
6. To maintain and improve the quality of the air, water and land resources of the City.
7. To protect people and property from natural hazards.
8. To satisfy the recreational needs of the citizens of the City and visitors, and, where appropriate, to provide for the siting of necessary recreational facilities.

9. Maintain adequate park facilities providing a variety of recreational and cultural opportunities for residents and visitors of Sisters.
10. To provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of the City's citizens.
11. To provide for the housing needs of citizens of the City and ensure that land development allows for different housing types and densities.
12. To plan and develop a timely, orderly and efficient arrangement of public facilities to support the City's development.
13. To provide and encourage a safe, convenient and economic transportation system.
14. To manage land uses in a manner to maximize the conservation of all forms of energy based upon sound economic principles.
15. To provide for an orderly and efficient transition from rural to urban land use.

The fifteen goals above combined with the factual basis described later in this Plan are the basis for the policies contained in this Plan. From these policies, tasks and implementing ordinances and programs will be developed in the future. Since the Plan is a living document, progress made on reaching these goals will be evaluated, goals themselves may be updated, and the goals of the community realized.

## Part IV Background

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### Historical Background

Central Oregon's resources and environmental setting have been molded by the geological formation of the region. The endeavors of man, from the original Native American cultures through the exploration, early settlement and development by settlers, have significantly altered the regional resources and environment.

Sisters' existence is a result of the cultural evolution of man in Central Oregon. Current orientation toward the support of recreational and tourist activities, can draw upon the history of the locale and region as a resource in support of this interest.

### *Pre-Historical Era*

Formation of the land base which is now Central Oregon was preceded by an extensive period during which sea water covered the area. Folding and up-heaving of underlying land eventually displaced the waters to form an inland plain. Marine fossils uncovered east of the Crooked River bear witness to this action and date the oldest formation in Oregon some 225 million years ago during the Age of Fishes.

Subsequently, volcanic action built up in various mountains and peaks and spilled lava throughout many deep valleys in the area. It was during this period which geologists have named Clarno, is recorded the first mammal life in Oregon. Columbia lavas then spread over the Pacific Northwest and covered much of inland Oregon leaving only older highland "islands". This action disrupted and blocked drainage of the area, resulting in formation of high pre-historic lakes. Animal life continued to develop and the Cascade Mountains began to emerge in the West.

Mountain-born glaciers now introduced an Age of Ice. The original Cascades were significantly altered due to the movement of this ice. Extensive ice coverage to the north shifted the weather pattern bringing storms southward with heavy rainfall. This rainfall indirectly formed large South-Central Oregon lakes due to natural impoundment of water.

Volcanic activity continued to shape the Central Oregon area up to recent times. Some 6,000 years ago, Mt. Mazama to the south, erupted violently forming Crater Lake and depositing a vast layer of ash and pumice over the northwest. Humans are identified to have been in this area through discovery of artifacts under Mazama ash in the upper Deschutes basin. Approximately, the same time that Mazama was developing, Mt. Newberry in the Paulinas, formed near the southern edge of the Deschutes plateau.

Newberry erupted, consumed its summit and eventually formed Paulina and East Lakes within its caldera. Volcanic action continued in the form of small cinder cones at the base of the mountain. From these cinder cones and cracks in the parent mountain, lava spread over the surrounding area until approximately 1,000 years ago, signaling the end of Central Oregon topographical change through volcanic activity.

Through radio-carbon dating, the earliest identified habitation by humans is established around 9,000 years ago in the Fort Rock basin.

### *Early Exploration*

During December of 1825, Peter Skene Ogden and a party of Hudson Bay Company trappers embarked from the Columbia River, at the River of the Falls, the Deschutes of Central Oregon, to survey the little known region of inland Oregon. This was the first recorded exploration of the Central Oregon area. At the same time, Ogden left the Columbia, Finan McDonald was sent east across the Cascades to join up with Ogden along the River of the Falls. Upon joining up forces, the group crossed the Deschutes above Madras, moved across the Agency Plains, making their first camp on the Crooked River. From this point, the explorers continued eastward along the Crooked River into the John Day area. Ogden made a second trip south from the Columbia during 1826-27. He left his previous route at Dufur, went directly to White River and followed the western tributary to the Deschutes for a crossing at Sherars Falls. From here, the party continued into the Malheur-Harney region. On his return trip, Ogden discovered East and Paulina Lakes in Newberry Crater before turning south to California.

Nathaniel J. Wyeth became the first white man to visit the present site of Bend. During December of 1834, Wyeth and his party proceeded through a heavy winter storm into the upper Deschutes River country. Their travels along the river brought them into contact with Benham and Pringle Falls. On his return trip, Wyeth paused at the head of Whychus Creek (formerly Squaw Creek) before reaching the Columbia in February of 1835.

Eight years later, during 1843, John C. Fremont, an officer in the Topographic Engineers of the U.S. Army, guided by Kit Carson and Billy Chinook, a Warm Springs Indian made the next thrust into the Deschutes country. Departing The Dalles in November, they moved up the Deschutes to Tygh Valley, crossed the White River, proceeded through the Warm Springs country and reached the upper meadows of Tumalo Creek. Fremont's group then continued south into California.

The early pioneers associated with the first wagon train immigrants to cross Central Oregon did not initially settle in the Deschutes country. In 1845, the Blue Bucket Mine party from Missouri was the first wagon train to cross the interior country. Upon leaving Ft. Boise, the train left the Oregon Trail and headed across relatively unknown Central Oregon. Legend states that somewhere in Malheur country, gold nuggets were discovered when water was drawn from a stream in a blue bucket. East of the John Day River, the train lost direction, continued through the High Desert with all its adverse conditions, eventually reached the Crooked River near Prineville and completed their journey at The Dalles.

The second group of immigrants to cross Central Oregon was the Clark Massacre Party in the fall of 1851. At the Snake River, the group was attacked by Native Americans, killing several members of the party. West of the Snake, the train departed from the Oregon Trail, approximating the route taken by the Blue Bucket Mine group. Clark had been advised to guide on three mountains (The Sisters) and to watch for a low volcanic

cone called Red Butte (Pilot Butte), directly in front of The Sisters. Here was located a good camping spot on the Deschutes River. The Clark party rested along the Deschutes for several days apparently at the location of Bend's Pioneer Park, prior to moving north and crossing the Barlow Pass to finally reach Cottage Grove.

The Elliott Cutoff Party followed in the fall of 1853, the largest of all wagon trains to cross Central Oregon. The group became lost when they mistook the Three Sisters for Diamond Peak, the mountain which was to guide them to a new Cascade crossing. This pass near Diamond Peak had previously been crossed by a road-viewing expedition from Lane County. To save time, the Elliott Party headed west into the Central Oregon high country. Due to extreme adverse conditions, the train broke off advance segments to try and find help for the group. One group crossed the mountains west of Bend between two of the Sisters. The main train finally found its way to what is now known as the Willamette Pass.

In 1855, Lt. Robert S. Williamson and Henry Larcom Abbot were assigned to the Pacific Survey to find the most suitable and economic route for a railroad from the Mississippi to the Pacific Ocean. Leaving their ship in San Francisco, the group moved northward and entered Oregon south of Klamath Falls and continued to the Upper Deschutes country. Here Williamson scouted the eastern slopes of Trout Creek and returned near the Sisters site to link up with Abbot. After reaching Ft. Vancouver, Abbot reported that topographic barriers of the Deschutes country would be almost impassable. This early engineering reconnaissance was to be proven wrong.

#### *Early Settlement*

Due to conflicts with Native Americans, particularly Chief Paulina, the government strongly discouraged settlement east of the Cascades. This was expressed as an official order from August of 1856 to October 1859. Despite the lifting of the order, there was not a significant movement of settlers into Central Oregon, other than those in search of gold. Around 1863, the first settlers began to appear in the Deschutes country, primarily along the routes of travel from The Dalles to the Upper Deschutes.

Constant harassment by Chief Paulina and his followers throughout Central Oregon, prompted the Army to establish outposts and camps for the protection of miners and settlers. One of these was Camp Polk, just a short distance from Sisters.

#### *Camp Polk*

Camp Polk was established in 1865 adjacent to Whychus Creek, just three miles northeast of the City of Sisters. The military detachment which established the camp were men of Company A, 1<sup>st</sup> Oregon Volunteer Infantry, commanded by Captain Charles LaFollette.

Leaving Ft. Yamhill, this was the first military group to cross the Cascades via the new Santiam Road. Upon arriving at the site adjacent to Whychus Creek, Captain LaFollette named the Camp Polk after his home country. Here the men prepared a parade ground, trimmed a tall tree for a flag pole and built eight cabins. Before winter operations could

be initiated against the Native Americans, word was received from the Chief of Army to muster out all volunteers. Subsequently, the Camp Polk detachment remained in winter quarters and in the spring of 1866 returned to their home thus ending the brief military history of Camp Polk.

During 1870, the Camp Polk site was homesteaded by Samuel M.W. Hindman and his family. In 1875, Hindman established a post office and a store and became the community's first postmaster. At this time, the area between the Cascades and the Deschutes River was virtually uninhabited, but destined to bustle with the future movement of cattle and sheep over the Santiam Pass.

### *City of Sisters*

While Hindman was developing Camp Polk, the nearby Sisters site was being transformed from a ranch to a town. During the 1880's, large flocks of sheep were driven past the town site to summer pastures in the high Cascades. Sisters was the last settlement between Prineville and the mountains and consequently early entrepreneurs did a brisk business in the summer months. The name Sisters was bestowed upon the town by Jacob Quiberg, a farmer and stockman in the vicinity. This name was chosen because of the proximity to the three imposing Cascade peaks which overlook the town, The Three Sisters.

In 1888, the Camp Polk post office was moved to the village of Sisters and given the name of its adopted town. This post office was located on the homestead of John Smith, who had filed homestead rights in 1886 and received title in 1891. Smith was later to relocate the post office within the present city limits where Sisters Market now stands.

During 1898, John Smith sold his holdings to Alex Smith, no relation, and in 1900, Alex Smith sold one-half interest to his brother Robert. On July 10, 1901, the Smith brothers filed the original town plat which comprised six city blocks bounded by Cascade Street on the south, Adams on the north, Elm on the west, and Larch to the east. Mail was now being carried by stage from Shaniko, Prineville and Cline Falls as Redmond would not be established until 1906. This mail was taken to Cascadia where it was transferred to Pony Express for points west.

Sisters became a stopping place for travelers as it was the intersection of the Santiam and McKenzie roads. Business and growth increased with the movement of stock to the U.S. Forest Service mountain pasture allotments. At the turn of the century, cattle raising had become a vital industry around Sisters. This industry centered around the vast holdings of the Black Butte Land and Livestock Company, with one of its headquarters at Black Butte Ranch approximately eight miles northwest of Sisters. By 1908, the benefits of the sheep traffic bound for mountain pasture dwindled.

Lumber also contributed to the activity and growth of the community. Small mills were in operation as early as 1890 and a large mill was built within the town site in 1912. Since then, there have been many other mills in the area with the last one just north of the rodeo grounds ceasing operations in 1965.

Sisters' first school was built around 1885 and located near the Lundy Ranch, two miles to the north. The school was then a part of District No. 9, Crook County and accommodated thirty children. Around 1890, a second one-room school was constructed near the site of the present Sisters Motor Lodge.

Fire struck the city a disastrous blow in 1923, destroying an entire block of business houses between Elm and Fir, south of Cascade. Again in 1924, fire consumed buildings on both sides of Cascade from Fir to Spruce.

The first pipeline for distribution of water in the city was installed in 1916. During the 1930's, electricity became available from the Langman Electric Company, which was generated in a building next to the Hitchcock Mill. Central Electric Cooperative extended a line from Redmond in 1941, replacing the private system. Street lights were installed in June of 1951 along Cascade, the principle business street of the City.

A special election was held in 1946 and the people of Sisters voted 115 to 61 in favor of incorporating the town. Population of the City at this time was approximately 700.

Sisters continues to enjoy its location at the junction of the Santiam and McKenzie Highways, as service center for tourist traffic and the best recreational area within the adjacent U.S. National Forest lands of the Cascade Range. The Sisters annual rodeo provides a major community attraction of each year which has become known throughout the state and country. An annual outdoor quilt show rivals the rodeo in popularity.

Climate, recreational resources and major highway linkages bring continued activity to the community. Recent development of recreational oriented land developments, such as Indian Ford Ranch, Black Butte Ranch and Tollgate and Crossroads indicate continuing growth and change for the city and its surrounding area.

The later part of the 20<sup>th</sup> Century was marked by a series of boom and bust economic cycles, generally tied to the timber industry. With the loss of access to timber because of supply and environmental concerns, the region turned to tourism and attraction of retirees. This, combined with the construction of a municipal sewer system, has led to a period of unprecedented growth at the dawn of the 21 Century.

#### Environmental Setting

Sisters is located at the eastern base of the Cascade Mountain Range in the westerly portion of the Central Oregon Area consisting of Deschutes, Crook and Jefferson Counties. Its unique geographical setting clearly identifies it as the gateway to the Cascades by the general public. The City, the Urban Growth Boundary, and the Planning Area (six square miles surrounding the City of Sisters) are all within the boundaries of the Deschutes National Forest.

Bend, the Deschutes County seat, lies 21 miles to the southeast, Redmond, 20 miles to the east, and the Santiam Junction, 20 miles to the northwest.

Within the City of Sisters, U.S. Highway 20 and Oregon 242 converge as Cascade Street, with their respective beginnings at Newport and Florence on the Oregon coast. Both of these highways continue eastward, intersecting with U.S. Highway 97, a north-south, intrastate highway at Redmond and Bend. Continuing eastward, these highways intersect with Interstate Highway 80N, an east-west Transcontinental Highway and to the west, they provide important connections with Willamette Valley urban areas and markets, as they traverse Cascade Mountain public recreational and scenic areas.

The western portion of the Central Oregon Area can be characterized as the meeting of the Central Oregon agricultural area and the eastern gateway to the Cascade Mountain Santiam Recreational Area. It is primarily an agricultural area situated in and about national forest lands.

The area is in the process of change from what once primarily supported agricultural endeavors, to one which is more diversified through the introduction of manufacturing, land subdivision and exploitation of the scenic and recreational resources in the region. This change was originally noted with the development and expansion of the Bachelor Butte ski area, development at Sunriver, Indian Ford Ranch development immediately north of Sisters, Black Butte Ranch development approximately 8 miles to the northwest and recreational subdivision development taking place immediately to the west and in the Camp Sherman area. This process continued through the 1990s to the present with high rates of in-migration of new residents, the development of numerous destination resorts and golf courses in Deschutes County, diversification of employment opportunities and recreation industries.

The Central Oregon environment with its semi-arid, low rainfall and high percentage of days with sunshine provides a setting which is luring and ever increasing number of people to live and/or spend their leisure time in the region.

#### *Terrain*

The majority of the Sisters Urban Growth Area and Planning Area is relatively flat. The terrain slopes from the southwest corner of the Planning Area at approximately 1% to the northeast at the base of McKinney Butte, where it then rises some 160 feet to the summit of the butte. The City of Sisters has a U.S. Geological Survey bench mark elevation of 3,186 feet. Whychus Creek as it enters the Planning Area from the south becomes the most significant waterway in the area. It is joined by Indian Ford Creek at the southwestern base of McKinney Butte and continues eastward to its juncture with the Deschutes River in Lake Billy Chinook above Round Butte Dam. Whychus Creek is the source for irrigation waters delivered by the Three Creeks Irrigation District.

#### *Vegetation*

Native vegetation cover consists primarily of Ponderosa Pine interspersed with Juniper and contains ground cover consisting of Bitterbrush, Manzanita, Idaho Fescue and Forbes.

### *Animal Life*

Local animal species consist primarily of mule deer, coyote and a few elk and black bear. Fur bearing animals identified by the U.S. Forest Service are beaver, marten, otter and mink. Quail and sage grouse are to be found locally and bald eagle nesting areas have been identified within U.S. Forest land. Local streams and surrounding lakes are known for their trout fishing.

### *Soils*

Soils within the Planning Area consist principally of Sisters Loamy Sand and Wanoga Loamy Fine Sand. The Sisters soils are brown loamy sand in color and texture at the surface with yellowish-brown loamy sand subsoil and a yellowish-brown gravelly loamy sand sub-stratum. Soil depth is more than 60 inches with somewhat excessive natural drainage and rapid permeability of from 6 to 20 inches per hour. The Wanoga soils are grayish-brown loamy fine sand in color and texture with grayish-brown loamy fine sand subsoil and a hardpan sub-stratum. Soil depth is from 20-40 inches with good natural drainage and moderately rapid permeability of from 2 to 6 inches per hour.

### *Climate*

Central Oregon climate may be characterized as having cold, moist winters and warm, dry summers. There are a high percentage of days with sunshine each year. In Bend and Redmond, some twenty miles southeast and east of Sisters respectively, there are approximately 130 clear days and 90 partly cloudy days. Many of the 145 cloudy days afford some sunshine through thin cloudiness.

Sisters' weather provides annual precipitation ranging from 15 to 30 inches with the majority falling in October through March. Annual snowfall averages around three feet. The mean annual air temperature ranges from 41 to 46 degrees Fahrenheit with lows of minus 20 and highs of over 100 Fahrenheit. Frost can occur year around in the Sisters area as well as most of Deschutes County. Winds are generally from the west to the southwest with an average velocity at 10-12 miles per hour.

### Urban Setting

#### *Urban Growth Boundary*

The size of the City Limits and UGB at the time of this Plan's adoption is approximately 1,124 acres. This area is shown in Figure 1: City of Sisters: Urban Growth Boundary and Land Use Districts. Upon adoption of this Plan, an additional 53 acres will be included in the Sisters UGB, but not City Limits. See Chapter 14 and Figures 14-1 and 14-2 for a description of the UGB that is effective upon adoption and acknowledgement of this Plan.

The areas immediately beyond the Sisters UGB are predominantly zoned for forest (F1 and F2 zoning designations) and farm use (EFU zoning designations) by Deschutes County. Lands to the southwest and east of the UGB are used for pasture and grazing of cattle and elk, private and public forest lands to the northwest and south are no longer actively logged. Rural residential lands to the north and northeast (RR-10 zoning

designations) are low density residential uses. The zoning of these areas is shown in Figure 2: County Zoning Designations in the Sisters Area.

Descriptions of the City's characteristics are discussed by topic in the Section V of the Plan, *Comprehensive Plan Goals, Findings, and Policies*. This includes discussions of the land use planning program, agricultural and farm land, open spaces, historical and natural resources, the City's transportation and public infrastructure, economic and housing characteristics, urbanization, and other topics. The goals contained in this Plan mirror the State of Oregon Statewide Planning Goals. The City's goals are presented along with background information, findings, policies, and tasks related to each goal.

Figure 1: City of Sisters: Urban Growth Boundary and Land Use Districts

Figure 2: County Zoning Designations in the Sisters Area

## Part V

### Comprehensive Plan Goals, Findings, & Policies

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

##### **1.1 GOAL**

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

##### **1.2 BACKGROUND**

In compliance with State and City Goal #1, this Comprehensive Plan document is the culmination of an extensive public input and public hearing process. The creation of the Comprehensive Plan illustrates the City of Sisters' commitment to public involvement as well as the types of public involvement strategies commonly used by the City.

The Comprehensive Plan review process began in 1990 in response to zone change requests. In October 1990, the Sisters Urban Area Planning Committee was formed, and the update of the Sisters Comprehensive plan was undertaken. The Committee, with the assistance of the University of Oregon Planning Workshop, developed a list of five characteristics of the City of Sisters (City) community it wished to retain, and five characteristics it wished to improve. This list was, in large part, the basis for evaluation of the various Comprehensive Plan elements.

Characteristics to retain:

1. The benefits of a small town
2. Clean, controlled growth
3. Aesthetic qualities
4. Clean air and water
5. Western Frontier theme

Opportunities for improvement:

1. Public Sewer System
2. Traffic flow
3. Affordable housing with adequate off-street parking
4. Improved drinking water quality
5. Develop a city core area to accommodate visitors

Elements were assigned to various subcommittees comprised of concerned citizens and Planning Commissioners for review. After these subcommittees reviewed the existing

Plan, updated elements were brought back to the larger committee for review, comment and revisions.

The draft Plan was approved by the Planning Commission and City Council, and was given to the County Planning Department for review. The County expressed some concerns about several points within the Draft pertaining to Urban Growth Boundary (UGB) land beyond the City limits under County control.

In 1999, an agreement was reached between the City and County regarding land in the UGB; the agreement allowed the City to control planning efforts within UGB land without County intervention. Also, the City Council voted to amend the City limits to include virtually all of the UGB land. As of 2003, the City limits and UGB are the same. This Comprehensive Plan uses the terms City and UGB interchangeably, and they both refer to the same area. The City is responsible for administering the development within the UGB. Areas immediately outside the City are under the jurisdiction of Deschutes County.

Again in 1999, the draft Plan update went through additional public meeting sessions including Planning Commission meetings and City Council meetings for discussion and input. Voter approval and construction of a municipal sewer system in 2000 caused the rethinking of many Plan assumptions.

The rededicated process beginning in 2001 and culminating in this document involved additional public involvement consisting of an Advisory Committee meeting more than 12 times and an Open House. The Open House included a sign-in sheet, materials presented, and comments written from the attendees – these materials are part of the Planning Department’s Plan Amendment file.

This process illustrates the interplay between the public, special committees, planning staff, the Planning Commission, and the City Council. These groups play important roles in guiding the policies and development of the City. Effective citizen involvement requires participation to be open, inclusive, and representative of the diversity present in the City.

The Planning Commission is the key body that facilitates public involvement. The Planning Commission is a City Council-appointed seven-member committee originally created by Ordinance 82 in 1972. The Planning Commission responds to public concerns, guides planning staff, and makes policy recommendations to the City Council. The Planning Commission also participates in public involvement, oversees work of special committees, hears appeals of administrative decisions, and makes quasi-judicial decisions on land use applications.

The four-member City Council and Mayor are citizen-elected public officers who represent the public’s interests. Issues move up from public, to Planning Commission, then City Council, or can originate at the level of Mayor or City Council member. These

groups work together to best represent and involve the public in the land use issues facing the City.

### **1.3 FINDINGS**

1. The City of Sisters has fulfilled the spirit and intent of State Goal 1, Citizen Involvement, during this Comprehensive Plan Update process. The process has been open and ongoing since 1990, included a wide range of interests, and represents goals, findings, and policies of the community.
2. To continue to conform to State Goal 1 and acceptable planning practices, the City of Sisters shall involve citizenry in the Planning process by holding regularly scheduled public Planning Commission and City Council meetings where public comment on planning issues is encouraged and invited, and by advertising these meetings in a manner that is appropriate for citizens interested in City planning efforts to be adequately informed about future meetings.

### **1.4 POLICIES**

1. The City of Sisters shall seek out and encourage public participation in all aspects of the City planning process.

#### **Tasks –**

- a. Planning Commission and City Council meetings shall be held on a regularly scheduled basis.
- b. Planning Commission and City Council meeting agendas shall be publicized in a manner that makes this information widely available.
- c. A Committee for Citizen Involvement shall be established with its processes codified and maintained by the City.
- d. The City shall use a variety of methods to achieve citizen involvement.
- e. The publication “How to Put People in Planning” shall be used by the City as a guide for formation and function of this policy. A copy of this publication will be available from the City Planning Department.
- f. Establish a coordinated process for parks planning that involves residents, community groups, visitors, stakeholders, Parks Advisory Committee, and City staff.

## **Goal 2: LAND USE PLANNING**

**2.1 GOAL** *"To establish a Land Use Planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions."*

### **2.2 BACKGROUND**

Statewide Planning Goal (Goal 2) is the foundation for all the City's adopted planning processes. The City's original Comprehensive Plan was adopted in 1974 and updated in 1979. The City completed Periodic Review in 1988 and was acknowledged by the Department of Land Conservation and Development (DLCD) in 1994. As per Oregon Senate Bill 543, the City is now exempt from Periodic Review as it contains a population of less than 2,500.

The Comprehensive Plan acknowledged by DLCD in 1994 is being updated in 2005 in a Post Acknowledgement Plan Amendment process. The process will result in this Plan and will contain information from the acknowledged 1994 Plan and updated background, findings, analysis, and policies. In 2007, the Comprehensive Plan was amended in specific to adopt the Sun Ranch Mixed Use Community, and a mixed use development pattern for the Three Sisters Business Park. This effort focused on adding a factual and policy basis to develop a mixed-use light industrial and business area that serves as a transition between residential and light industrial uses and updating the amount of acreage in the City used for light industrial and residential uses. Additionally, the findings supported the creation of a new mixed use land use district, the North Sisters Business Park Sub-district.

The amendments adopted in 2007 to support the Sun Ranch Mixed Community and the creation of the North Sisters Business Park Sub-district are incorporated in the Comprehensive Plan findings, policies, and maps in Chapters 9, 10, 11, and 14. The adopting ordinances and supporting materials for the Sun Ranch Mixed Use Community are attached to the Comprehensive Plan as technical appendices as Appendix E, and as Appendix F for the Three Sisters Business Park and North Sisters Business Park Sub-district.

#### Statewide Planning Process

ORS Chapter 197 effectuates statewide policy with respect to the authorized governmental planning function, Comprehensive Plan preparation. These policies state that Comprehensive Plans (1) must be adopted by the governing body, (2) are expressions of public policy, i.e. policy statements, generalized maps, standards and guidelines, (3) shall be the basis for rules, regulations and ordinances which implement the plan, (4) shall be prepared to assure that all public actions are consistent and coordinated within the plan, and (5) shall be regularly reviewed and modified to meet changing needs and desires of the citizens the plan serves.

The Comprehensive Plan must be consistent with statewide planning goals approved by the Oregon Land Conservation and Development Commission (LCDC). The Development Code and other ordinances or regulation must be enacted to implement the Comprehensive Plan.

LCDC is charged with the responsibility of making sure that statewide planning goals are complied with in preparing, adopting, revising, and implementing existing and future Comprehensive Plans. LCDC is authorized to review plan provisions, ordinances and regulations if petitions by (1) City or County when land conservation and development action taken by a governmental unit is in conflict with statewide planning goals, (2) a county governing body, when a comprehensive plan or ordinance adopted by a governing body is in conflict with statewide planning goals, (3) a governing body when the action of the county governing body is considered outside the authority vested in the county body, and (4) any person or group of persons whose interests are substantially affected, a comprehensive plan provision or any ordinance alleged to be in violation of statewide planning goals.

#### Comprehensive Plan Review, Adoption, Amendments

After the Comprehensive Plan Citizens Advisory Committee has completed its work on the Plan update, the City Planning Commission is responsible for reviewing and making recommendations to the City Council.

Plan Amendments will be necessary as time passes and conditions change. The Plan is intended to be a guide for the future growth of the community. It should be subject to review and should be flexible, but not so flexible as to be meaningless as a statement of community policy. Changes in the plan should be made in light of considerations relating to all or part of the community rather than to who owns the property.

It is recommended that the Plan be reviewed by the Planning Commission every year to whatever degree is necessary to ensure that it is continuing to function as a guide for community growth. In addition, it should be possible for individuals to petition for changes or amendments to the Plan in a manner similar to that for zone changes. The Development Code allows changes to the Plan and describes the procedures for making such changes. Any changes should be consistent with the statewide and local goals, objectives, policies, and statements of intent of the plan or these guidelines should first be changed or amended to reflect the new policies. This should be true of both changes resulting from periodic Planning Commission review and from individual petitions.

#### Involvement

The City, Deschutes County, and State of Oregon have actively participated and offered input throughout the Comprehensive Plan Update process. Sufficient notice was provided to appropriate public agencies and interested parties to ensure that all interested parties were able to participate.

The City has specific procedures for notification, review, and appeal of land use applications and changes to the Comprehensive Plan and Development Code. All

applications are Type I, II, III, or IV. These types have different levels of public participation associated with them, with more public involvement applying to applications with greater community impact. The process includes ministerial and administrative reviews by City staff with appeals heard by the City's Planning Commission (Type I), quasi-judicial public hearings held by the City Planning Commission (Type II and III), legislative public hearings held before the Planning Commission with appeals to the City Council (Type IV), and other land use processes as part of the City's Development Code. Each of these processes for notification, review, and appeal are in compliance with Oregon State law.

#### Planning Staff

The City has a Planning Department staffed by a Planning Director, Associate Planner and Administrative Assistant. Long-range and current planning projects are completed by planning staff and consultants with oversight by the City Manager, Planning Commission, and City Council. These persons work together to create, implement, review, and modify the Plan with guidance from the City's citizens.

### **2.3 FINDINGS**

1. Upon acknowledgement of this Comprehensive Plan by the Land Conservation and Development Commission, this Plan will meet the State's requirements regulating the factual content, policy direction, scope of local Comprehensive Plans.
2. Planning studies have been completed since the last Comprehensive Plan update in 1994 to facilitate acknowledgement. These activities will help the City accommodate anticipated growth and development and form the backbone of the City's land use and planning framework. These include completing the Parks/Recreation and Open Space, A 20-Year Master Plan (2000); the City of Sisters Wastewater Treatment Plant Plan (2000); adopting the City of Sisters Development Code (2001) and the City of Sisters Transportation System Plan (2001). The City completed a Residential Land Supply and Demand Analysis, 3-17-05 Update that determines land needs in the City for until year 2025. The City also completed a Technical Report, City of Sisters Commercial and Industrial Future Land Needs Analysis in 2003 that determines needs for commercial and industrial land in the City until year 2025.
3. Since the update to the Comprehensive Plan in 2005, several additional plan studies have been adopted. In January, 2010 the City adopted an updated Transportation System Plan (TSP) that identifies specific transportation projects and programs needed to support the City's goals and policies and to serve planned growth through the TSP horizon year (2030). In January, 2011 the City adopted the Whychus Creek Restoration Management Plan in order to reduce impacts to water quality and aquatic habitat, emphasize the presence of listed species in the creek and identify the City's commitment to stormwater management and the protection of the creek. Also in August, 2011 the City adopted the City of Sisters Parks Master Plan which updated the Parks/Recreation and Open Space Plan. These studies are incorporated into the Comprehensive Plan by reference.

## **2.4 POLICIES**

1. The City of Sisters shall develop land use codes and ordinances that are based on an adequate factual basis as well as applicable local, state, and federal regulations.

### **Tasks –**

- a. Codes and ordinances shall spell out responsibilities for administering and enforcing land use policies.
  - b. The City of Sisters Development Code shall be used to facilitate the development process and to implement the land use goals outlined in this Plan.
2. The City shall review the policies in the Comprehensive Plan annually to take into account changing public policies and circumstances and to ensure that it is continuing to function as a guide for community growth.

### **Tasks –**

- a. The City shall ensure that other local; state and federal agencies having programs, land ownerships, or responsibilities within the planning area are included in the update process, as needed.
  - b. The City Council shall convene annually to set Council Goals and to review and coordinate those Goals with the Comprehensive Plan Goals and Policies.
3. As economic and social conditions change, it may be appropriate for the City to create new zoning designations that will work to assist the City in meeting the goals and policies of the Comprehensive Plan, the requirements of state law, and state land use goals.

### **Tasks -**

- a. The City shall periodically review the Sisters Development Code to determine whether the districts set forth therein are adequate to address the goals, policies and objectives of the Comprehensive Plan and whether economic and social conditions warrant revision of the district codes, or creation of new districts. Any application for a code amendment shall address the policies and facts supporting the proposed code amendments.

## **Goal 3: Agricultural Lands**

### **3.1 GOAL**

***"To preserve and maintain agricultural lands outside the City limits by promoting efficient use of urban lands inside the City limits."***

### **3.2 BACKGROUND**

There are lands surrounding the City that are zoned for farm and forest uses. These agricultural lands contain pastures, horses, wildlife, livestock, farming equipment, and farm structures that embody the rural western character also expressed in the Sisters commercial core. These lands are important because they are the gateways to the City. However, these lands are not inside the City's Urban Growth Boundary, and are not under the City's jurisdiction. The land use designations of the lands surrounding the Sisters UGB are shown in Figure 2: County Zoning Designations in the Sisters Area.

### **3.3 FINDINGS**

1. The rural lands surrounding the City are an important gateway to the City because they establish a rural, western atmosphere that benefits the City.
2. The rural lands surrounding the City have various rural zoning designations including Forest Use 1 and 2, Exclusive Farm Use, Sisters-Cloverdale Sub-District, and Rural Residential-10. All of these designations are established by Deschutes County, and these lands are not under the jurisdiction or control of the City. These zoning designations favor low-intensity, rural-style development that precludes intensive residential, industrial, and commercial uses.
3. As the City has expanded its boundaries (City Limits and UGB), lands once designated for agricultural and forest uses have been brought into the City Limits and rezoned for urban uses. As the City expands in the future, more rural lands may need to be included in the UGB. Properties are typically re-designated from a rural to an urban use once inside the City Limits, or maintained as urban reserves in holding zones within the Sisters UGB but outside the City Limits. When rural lands are proposed for inclusion in the Sisters Urban Growth Boundary, necessary Plan Amendments are made to the Deschutes County and City of Sisters Comprehensive Plan Maps. Once a property is brought into the City Limits the rural use designation is replaced by an urban designation through a zone change. For these reasons, there are no lands designated for agricultural use in the Sisters City Limits.
4. As part of this Plan, an expansion of the Sisters UGB is proposed and lands previously zoned for agriculture and rural uses will be included in the UGB in a holding zone UAR-10. This zoning designation allows for farm uses (among others) to continue until a time when the property owner successfully applies to the City for a zone change and the City's voters for annexation.

5. As the Sisters UGB expands and agricultural lands are added to the City UGB, the added lands may continue to be used for agricultural purposes until they are annexed and re-zoned for urban uses.
6. The efficient use of urban lands reduces the need to expand the Sisters UGB and protects rural lands adjoining the City.
7. The Conklin Guest House Bed and Breakfast; (T.15S. R.10E. Sec. 04 Tax Lot 1101), is 4.61 acres and its inclusion into the City was approved by voters. This site is currently zoned EFU (Sisters-Cloverdale EFU sub zone). This Comprehensive Plan proposes to include this property inside the Sisters UGB.

### **3.3 POLICY**

1. As the City expands its City Limits, lands designated for agricultural, forest, or rural residential uses by Deschutes County shall be re-designated to an urban, City of Sisters zoning designation according to procedures and methodologies established by the State of Oregon, Deschutes County, and the City of Sisters.

## **Goal 4: FOREST LANDS**

### **4.1 GOAL**

***"To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture"***

### **4.2 BACKGROUND**

There are no lands zoned for growing and harvesting forest tree species within the City. When lands zoned for such uses are brought into the Sisters Urban Growth Boundary (UGB) from Deschutes County, the City will not allow any intensive commercial forestry use previously allowed on the property by Deschutes County. Because forest practices such as the growing and harvesting of forest trees contributes to the local and state economy, conversion of forest land to urban uses will be limited and conversions will comply with applicable State of Oregon policies.

### **4.3 FINDINGS**

1. There are no lands zoned or intended for forest uses in the City of Sisters.
2. When forested lands are converted from rural to urban use, or from Deschutes County to City of Sisters jurisdiction, lands will not be used for the commercial growing or harvesting of timber. Large-scale forest management and harvesting practices are not appropriate within the City limits.
3. The efficient use of urban lands inside the UGB protects the economic, recreational, and ecological value of forested lands outside the UGB.

### **4.4 POLICIES**

1. The City shall protect the economic, recreational, and ecological value of forested lands outside the UGB.

**Task –**

- a. The City shall require efficient use of urban lands inside the Sister UGB.
2. When forest-zoned lands are included in the Sisters UGB, they shall be re-zoned to an appropriate zoning designation that prevents commercial forestry practices.

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

### **5.1 GOAL**

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

### **5.2 BACKGROUND**

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

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

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

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

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

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

### **5.3 FINDINGS**

1. Open space within the Urban Growth Boundary (UGB) consists of forested land, land used for low-intensity agricultural uses (irrigation, growing feed grasses, and grazing), flood plain and parks.
2. The protection and inclusion of natural areas and open space is critical to establishing and maintaining a balanced park system. The Sisters park system is comprised of two mini parks, one neighborhood park, two community parks, three special use parks, five trails, and several open space areas. Chapter 8 provides details of each park.
3. Land that is undeveloped and is expected to remain so within the UGB includes:
  - a. Whychus Creek Flood Plain - 26 acres within the City limits.
  - b. Open Space (OS) zoned property, 69 acres within City limits.
4. National Forest lands within the City Limits are currently zoned Public Facility (PF) and Urban Area Reserve (UAR). The approximately 77 gross acres of National Forest lands within the City limits are allocated as scenic views in the 1990 Deschutes National Forest Land and Resource Management Plan. Approximately 40 acres of this site are developed with the Sisters Ranger District complex and the Oregon Department of Transportation (ODOT) Highway Department Maintenance Station. Approximately 23 acres of U.S. National Forest lands are zoned Urban Area Reserve and are a holding zone for future urban uses.
5. Other forested lands adjacent to the Urban Growth Boundary may be suitable for urban development. At such time, the extension of urban facilities will be needed to facilitate orderly urban expansion.
6. The Sisters City Council approved the following sites on June 25, 1985, for inclusion on the Inventory of Historic Sites:
  - Leithauser Store, Commercial, 120 E. Cascade (“The Sisters Bakery”)
  - Aitken Drugstore, Commercial, 158 W. Cascade (“The Palace”)
  - Hotel Sisters, Commercial, 105 W. Cascade (“Bronco Billy’s Ranch Grill & Saloon”)
  - Hardy Allen House, Commercial, 310 E. Main (“Nettie's”)
7. Within the City's UGB there are no museums or historical landmarks.

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

a. **Whychus Creek**

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

b. **East Portal**

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

c. **Other Open Space Areas**

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

## **5.4 POLICIES**

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

**Tasks –**

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

**Tasks –**

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

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

**Tasks –**

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

## **Goal 6: Air, Water, Land Resource Quality**

### **6.1 GOAL**

***“To maintain and improve the quality of the air, water and land resources of the City.”***

### **6.2 BACKGROUND**

Statewide Planning Goal #6 requires that air, water and noise be monitored and protected from pollution from existing and future land uses. Pollution cannot exceed state or federal standards, nor can it exceed the carrying capacity of local land, air and water resources. Goal #6 encompasses all aspects of pollution, including sewage, noise and process discharge and wastewater disposal. Further, the local economy and quality of life within the City depends on the balanced management and protection of our natural resources.

### **6.3 FINDINGS**

1. Natural Resources within the Urban Growth Boundary (UGB) consist of air, water and land resources.
2. In the City of Sisters, air quality is generally good; however, air pollution sources in the Sisters area include wood stoves, auto emissions, tree pollen, irrigation ditch line burning and logging/slash burning. Reference source, “1993 Oregon Wood Heating Survey.”
3. City-supplied water quality is excellent. Sources for City water are Pole Creek and two ground water wells.
4. Whychus Creek flows can be erratic and the 100-year flood plain identified by the FP District is necessary to prevent possible losses to life and property. The portion of Whychus Creek within the UGB has reduced flow, 1.86 cubic feet per second, during the time water is withdrawn for irrigation purposes. There are local efforts to increase creek flows.
5. Pinus Ponderosa (Ponderosa Pine) trees in forested areas add to the character and livability of the community and are abundant inside the City Limits and Urban Growth Boundary.
6. The City is concerned about air quality and unnecessary particulate emissions resulting from older (non-certified) wood-burning stoves.
7. According to DEQ/s 2004/2006 Water Quality Assessment, Whychus Creek is water quality limited for temperature. A Total Maximum Daily Load (TMDL) has been recommended for temperature in Whychus Creek which DEQ is beginning to develop.

8. Summer steelhead and bull trout have been listed as threatened species under the Endangered Species Act (ESA) by the National Marine Fisheries Service and U.S. Fish and Wildlife Service. Spawning, rearing and/or migration habitat for these species occurs in Whychus Creek within the City's boundaries.
9. Development activities permitted by the City of Sisters that result in harm to a threatened or endangered species, and fall outside the provisions for "incidental take" allowed by Section 4(d), a Section 7 consultation, or a Section 10 permit of the Endangered Species Act, could result in the City being held liable for a "take" under that Act.
10. Reduction of open space, removal of vegetation cover, and development that increases the amount of impervious surfaces in the City can contribute significantly to increased stormwater peak flows and decreased water quality.
11. Offsetting measures can reduce the negative effects of urban development on water quality and quantity. Example offsetting measures include reduction of stormwater runoff or maximization of infiltration, inclusion of landscaped buffer strips adjacent to new development, protection of the Whychus Creek floodplain and channel migration zone, preservation and improvement of streamside vegetation along Whychus Creek, and other development best management practices (BMPs).

#### **6.4 POLICIES**

1. The City of shall ensure the protection and wise use of our natural resources.

##### **Tasks –**

- a. The City shall ensure vegetation is and remains an integral part of Sisters.

##### **Subtasks –**

1. The City shall encourage the protection of mature trees throughout the community. Native landscaping should be encouraged in all new developments. Mature trees, particularly Pinus Ponderosa, (Ponderosa Pine) should be protected in new developments and mitigation measures for cut trees shall be established. A standard shall be developed and added to the City's Development Code in Chapter 3.2, Landscaping, Street Trees, Fences and Walls to reflect protection requirements.
  2. Efforts should be made to establish a tree-planting plan for the City.
  3. The City should encourage water conservation through the use of native drought-tolerant plants in landscaping.
  - b. The City shall establish a noxious weed control program in coordination with Deschutes County.
2. The City shall review, update, or develop new ordinances, as required to ensure that our air, water and land resources are protected.

**Tasks –**

- a. New developments shall be regulated to ensure all uses meet State Department of Environmental Quality standards for air, noise, and water quality protection.
  - b. That City owned and operated sewage systems shall be monitored to maintain good ground water quality.
  - c. Whychus Creek shall be protected through the Development Code.
  - d. The City shall cooperate with the restoration of in-stream water flow rights to Whychus Creek.
3. The City should review and appropriately update ordinances regarding replacing existing non-certified wood stoves and encourage non-polluting and efficient heat sources for homes.
  4. All development within the City of Sisters city limits and Urban Growth Boundary (UGB) shall comply with applicable state and federal water quality requirements.
  5. To protect and enhance water quality as required by state and federal requirements, the City will implement provisions in the *Central Oregon Stormwater Manual (2007)*, possibly through an update of the City of Sisters Public Works Construction Standards.

**Tasks –**

- a. Regulate site planning for new development and construction to better control drainage, and to reduce, retain and treat stormwater runoff prior to discharge to Whychus Creek.
- b. Require new construction to develop an erosion control plan that is consistent with “Chapter 9 – Erosion and Sediment Control Design” in the *Central Oregon Stormwater Manual (2007)* and/or the Oregon Department of Environmental Quality’s *Erosion and Sediment Control Manual (DEQ, 2005)*.
- c. Protect existing riparian vegetation along stream banks for bank stabilization and stream shading benefits.
- d. Increase riparian area buffer widths to address Total Maximum Daily Load (TMDL) requirements and other state and federal requirements, and to protect private property.
- e. Regulate the location of permitted uses that generate, store or use hazardous wastes or materials, and that may have higher than ordinary impacts on water quality.
- f. Reduce and treat stormwater runoff generated by City streets that may discharge to Whychus Creek.
- g. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems.

- h. Increase public awareness of polluting substances that affect surface and groundwater resources, minimizing their use, and encouraging the appropriate disposal of these substances.

## **Goal 7: Natural Disasters and Hazards**

### **7.1 GOAL**

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

### **7.2 BACKGROUND**

Natural disasters and hazards that threaten the City include forest fires, floods in Whychus Creek, earthquakes, and volcanic activities. Other hazards include the spread of diseases from insects and animals and threats from other hazards shared by all cities.

#### **Floods**

The U.S. Army Corps of Engineers first completed a flood hazard inventory in August 1978 for the Squaw Creek channel that runs through the southern portion of the urban area. As a point of clarification, the Army Corps of Engineers studies and subsequent flood mapping studies refer to the name Squaw Creek. The name was changed to Whychus Creek in 2006. When City findings, policies, or tasks are written in this plan the term Whychus Creek will be used, but the flood studies conducted by the Army Corps of Engineers and other federal agencies reference Squaw Creek. Approximately 26 acres of land are within the 100-year flood plain along both sides of the Whychus Creek channel. The 500-year flood plain is along both sides of the Whychus Creek channel and includes a wider area than the 100-year flood plain.

Numerous flood hazard studies have been conducted for Whychus Creek, beginning in 1978 and followed by studies in 1986, 1988, 1998 and most recently in 2007. In August of 2007 the City adopted an updated Flood Insurance Study (FIS) and Flood Insurance Rate Maps (FIRMs) as required by the Department of Homeland Security’s Federal Emergency Management Agency (FEMA). These documents were adopted so the City could remain in the National Flood Insurance Program (NFIP), allowing residents of the city to obtain flood insurance.

In addition to flood risks associated with meteorological sources, a unique flood risk threatens the City of Sisters. This risk is summarized as follows based on a 1987 study conducted by the U.S. Geological Survey, Laenen, Scott, Costa and Orzol, called *“Hydrologic Hazards Along Squaw Creek From A Hypothetical Failure Of The Glacial Moraine Impounding Carver Lake Near Sisters, Oregon”* Open-File Report 87-41, Portland, Oregon. The source of this risk is the potential failure of a glacial moraine which impounds Carver Lake in the Three Sisters Wilderness upstream of the City. The Carver Lake glacial moraine is a naturally occurring yet unstable dam made of cobbles and silt, having steep slopes, and no vegetation. Carver Lake is large and deep with a depth of approximately 101 feet containing approximately 740 acre-ft. of water. The source of the hazard is a catastrophic breach of the glacial moraine due to seismic activity, ice or rock fall into the lake, or other events causing a rapid failure of the moraine dam and release of water down the Whychus Creek drainage into the City. The flood levels in the City are estimated to be above 500-year flood levels, and would inundate areas as far as three city blocks from the creek.

A summary of the risk is on page 1 of the abstract of U.S.G.S. study is provided below:

“A hydrologic hazard exists that could create a large-magnitude, but short-duration, flood in the Squaw Creek drainage and inundate areas in and around the community of Sisters, Oregon. Carver Lake, located at elevation 7,800 feet above sea level on the east slope of South Sister mountain, Oregon, could catastrophically empty. The probability of this lake-breakout flood is estimated to be approximately 1 to 5 percent for any given year. At the U.S. Geological Survey gage (14075000) on Squaw Creek between Carver Lake and Sisters, the magnitude of the breakout flood would be 10 times that of a 1-percent probability meteorological flood. In Sisters, the magnitude of the breakout flood would be about five times that of a 1-percent probability meteorological flood. Meteorological flood occurrences from precipitation and snowmelt are a separate and distinct statistical population from lake-breakout flood occurrences and are only used for comparison purposes.”

According to Larry Chitwood, a local U.S. Forest Service Geologist, he believes there is a low likelihood the catastrophic event documented in the U.S.G.S. hydrologic hazards study occur with enough size and force to threaten the City. There is a good chance that this type of event will happen, but the size of the event is likely to be small as the flood level predictions in the U.S.G.S. study are based on a worst-case scenario.

The hydrological characteristics of Whychus Creek lead to a stream channel that is active and dynamic. In the City, this dynamic nature is often observed as stream bank erosion. For example, City staff receives complaints about the threats to structures from stream bank erosion. In the urban reach of Whychus Creek, the stream is actively transporting material from the mountains downstream versus depositing fine sediments. The stream changes direction as a result of many factors including large storm events, fallen trees, human influences, fires removing streamside vegetation, boulders falling into the stream channel, and combinations of these factors. Stream bank erosion is a naturally occurring process common to this type of stream. Stream bank erosion is caused by factors such as loose and easily eroded soils of the Sisters area, high velocity flows during storm events, ice flows, and a lack of stream bank vegetation. Human activities such as adding rip rap or boulders also may alter the course and impacts of the stream. Noticeable results in the City are undercut stream banks and surface subsidence, a loss of property, and threat to structures. Stream bank erosion will continue based on the characteristics of Whychus Creek.

### **Seismic Activity**

Recent earthquakes in Oregon remind us of our proximity to fault lines and volcanic mountains. The recent “bulge” on South Sister also reminds that the Three Sisters volcanoes are still active. According to Larry Chitwood, U.S. Forest Service Geologist, the Three Sisters are in a region where some form of volcanic activity takes place approximately every 1,000 years. For example, Collier Cone and Belknap Crater were

formed approximately 1,500 years ago. The “bulge” on South Sister may be a precursor to a future event that will likely be similar to past volcanic events, that is fairly benign activities such as the formation of a cinder cone, small lava flow, or an ash and pumice eruption. The hazard from these events should be considered low, and would most likely be preceded by earthquakes or other indicators of volcanic activity.

A sizable volcanic event occurring in the Three Sisters is not expected in the scope of this Plan, but if one occurs, it will pose a direct threat to Sisters. The reason is that Squaw Creek and its tributaries drain the east flanks of North, Middle and South Sister and the north flanks of Broken Top. The headwater streams join above a narrow valley that opens in to a broad, gently sloping debris fan occupied, in part, by the City of Sisters.

“The broad fan of Squaw Creek around Sisters is of particular concern with regard to potential lahar inundation (lahars are rapidly flowing mixtures of hot mud, ash and water) because Squaw Creek drains a large sector of the major volcanoes and the distance to Sisters is relatively short (about 30 kilometers or 20 miles). Typical flow velocities for lahars through terrain like that along Squaw Creek yield travel times to Sisters of as little as 30 minutes to one hour, depending on lahar size and point of origin.” *“Volcano Hazards in the Three Sisters Region, Oregon. Open File Report, 99-437. US Department of the Interior, US Geological Survey.*

Although not anticipated to happen within the life of this Comprehensive Plan, these events are so catastrophic in nature that their discussion is warranted. Also, the best way to prevent loss of life with regard to these and other hazards is to establish a public emergency notification system. With such a system, residents could be evacuated safely, regardless of the source of the hazard or threat.

In addition to the flood hazards, the City is also susceptible to forest fires and wind hazards. As stated in the 1979 City of Sisters Comprehensive Plan, “Fire struck the city a disastrous blow in 1923, destroying an entire block of businesses and houses between Elm and Fir, south of Cascade. Again in 1924, fire consumed buildings on both sides of Cascade from Fir to Spruce.” The Black Butte Ranch fire of 2002 and B and B Complex fires are other recent reminders that fire is a threat to forested urban areas such as the City.

### **7.3 FINDINGS**

1. Whychus Creek (formerly Squaw Creek) travels through the City from south to north for approximately 0.8 miles. The Department of Homeland Security’s Federal Emergency Management Agency (FEMA) has issued Flood Insurance Rate Maps (FIRMS) based on a Flood Insurance Study (FIS) identifying areas subject to 100-year, 500-year, and possible flooding due to Carver Lake Moraine Dam Failure.
2. Whychus Creek (called Squaw Creek by FEMA), poses a flood risk to the City of Sisters as documented most recently by the Flood Insurance Study and Flood

Insurance Rate Maps to be adopted by the Federal Emergency and Management Agency on September 28, 2007, and the study titled “*Hydrologic Hazards Along Squaw Creek From A Hypothetical Failure Of The Glacial Moraine Impounding Carver Lake Near Sisters, Oregon*” Open-File Report 87-41, Portland, Oregon 1987, U.S. Geological Survey, by Laenen, Scott, Costa and Orzol.

3. Risks to life and property associated with meteorological flood occurrences from precipitation and snowmelt, the potential failure of the Carver Lake moraine dam, a meandering and active stream channel, and unstable soils require the City to take measures for flood plain management exceeding the minimum standards established by the National Flood Insurance Program. The NFIP is an insurance program, not a comprehensive flood plain management program.
4. The City shall continue to participate in the National Flood Insurance Program so residents of the City may benefit from having flood insurance in the event of a flood.
5. Portions of the City are contiguous with National Forest lands and are at risk from forest fires.
6. Sisters/Camp Sherman Rural Fire Protection District provides fire-protection and emergency services to the City.
7. A branch office of the Deschutes County Sheriff’s Office provides law enforcement services to the City.
8. Emergency evacuation service is provided to the area by Airlife located in Bend. There is currently a heliport pad available at the Sisters Eagle Air Airport.
9. Mutual aid arrangements are currently in force with all fire fighting agencies in Central Oregon.
10. There is no emergency power source available to City wells in the event of power loss. The City has two reservoirs that gravity feed the system with capacity for 10 days normal usage.
11. The City water lines are adequate for domestic water and fire protection with an upgrade completed in November 1994. All services are metered, encouraging conservation.
12. Of volcanic hazards, lahars pose the biggest sudden threat to people living in valleys that drain the Three Sisters, such as the City of Sisters. The best strategy for avoiding a lahar is to move to the highest possible ground. A safe height above river channels depends on many factors including size of the lahar, distance from the volcano, and shape of the valley. For areas beyond the proximal hazard zone, all but the largest lahars will probably rise less than 30 meters (100 feet) above river level.
13. Increased amounts of stream sedimentation lead to a loss of instream storage of flood water, leading to widening of stream banks and more flooding.
14. Stormwater runoff mitigation techniques can significantly reduce Whychus Creek flooding frequency and peak flows associated with urban development in Sisters.

15. To maintain species habitat and to protect stream-side properties in Sisters, the natural hydrology of Whychus Creek should be maintained so that annual flow patterns remain the same after development as before development.
16. The natural meandering stream channel of Whychus Creek and its associated riparian areas provide essential flood storage capacity.
17. Riparian areas associated with Whychus Creek contain natural assets such as significant vegetation and wildlife habitat, and are valuable for water quality, open space and recreation purposes.

#### **7.4 POLICIES**

1. The City shall regulate development in the 100-year floodplain and flood prone areas to protect life and property; to allow for transport of flood waters; to protect and enhance water quality; and to protect the economic, environmental, and open space qualities of the land and Whychus Creek.

##### **Tasks –**

- a. The City’s Development Codes shall meet the minimum standards of the National Flood Insurance Program and incorporate the most recently Federal Emergency Management Agency -adopted Flood Insurance Rate Maps and Flood Insurance Rate Study.
- b. A Flood Plain District shall be established to include areas designated as “Flood Hazard Areas” by the most recent Flood Insurance Study for the incorporated area of the City of Sisters.
- c. No new structures shall be allowed in the 100-year flood plain identified by the most recently adopted Federal Emergency Management Agency Flood Insurance Study, FIRM map, amendments to the FIRM map, or more accurate site specific information. The Development Code shall establish standards requiring accurate documentation of the location of the 100-year flood plain prior to development and clearing. Absent more accurate information, the most recently adopted Flood Insurance Rate Maps shall be used to determine the location of the 100-year flood plain. The Development Code shall also provide for some economic use for existing parcels nearly entirely within the 100-year flood plain in a manner otherwise consistent with the Plan’s policies.
- d. The Development Code shall include development standards including but not limited to increased setbacks from Whychus Creek to reduce risks of erosion to structures.
- e. Fill in the 100-year flood plain reduces the carrying capacity of the flood plain and shall be limited whenever possible. The Development Code shall include standards for filling in the 100-year flood plain.
- f. All uses which could have any effect upon hazards set forth in this document shall be conditional uses and subject to rigorous review to ensure that use of

the flood plain is only a last resort to allow necessary facilities and some beneficial use of the pre-existing lots of record.

- g. No new parcels shall be created which would allow the construction of new dwelling units in the flood plain.
2. An emergency response program shall be developed to respond to natural or man caused disasters.

**Tasks -**

- a. The City shall work with appropriate agencies, including the Sisters– Camp Sherman Rural Fire Protection District to develop emergency management plans.
  - b. The City shall develop a strategy to educate the public about volcanic hazards, and develop an evacuation plan that includes responding to volcanic hazards.
  - c. The City shall explore the provision of a redundant emergency power source for the operation of City wells in the event a power outage occurs.
3. The city shall promote development of an ordinance requiring fire resistant building materials and landscaping for all new construction.
4. The City should cooperate with any countywide efforts to reduce the spread of West Nile Virus by mosquitoes.
5. During preliminary subdivision review, the planning staff, in coordination with the Sisters – Camp Sherman Rural Fire Protection District, shall indicate whether the developers’ plan has adequately provided for fire protection.
6. The City shall require certain land-disturbing activities associated with site clearing, grading, construction and other improvement to employ erosion control practices to prevent increased stream sedimentation.
7. To the extent possible, the Whychus Creek floodplain shall be kept in a natural state to reduce flooding, protect and enhance water quality, and to protect and enhance native plant species.
8. Standards for new development shall require stormwater runoff to be infiltrated or detained onsite to the maximum extent practicable, or stored and treated in a regional facility to preserve the natural hydrograph and water quality of Whychus Creek.

## **Chapter 8 Recreation Needs**

### **8.1 GOALS**

***“To satisfy the recreational needs of the citizens of the City and visitors, and, where appropriate, to provide for the siting of necessary recreational facilities.”***

***“Maintain adequate park facilities providing a variety of recreational and cultural opportunities for residents and visitors of Sisters.”***

### **8.2 BACKGROUND**

The continued availability of parks and recreational facilities within and in the surrounding areas of the City of Sisters enhances the quality of life for residents. Within a 20 mile radius, the Deschutes National Forest provides numerous recreational options ranging from recreational sites and points of interest, to major tourist attractions such as Mt. Bachelor and Hoodoo winter ski areas and Suttle Lake operated in conjunction with private enterprises.

### **8.3 FINDINGS**

In October 2000, the City completed and adopted a Parks Master Plan for a 20-year planning period. The “Parks Recreation and Open Space: A 20-Year Master Plan, City of Sisters, Oregon, October 2000” (Parks Master Plan) identified existing parks facilities within the City; completed a community survey to determine public opinion on the City’s recreational needs; developed a list of current and projected needs based on the requirements of the National Recreation and Parks Association (NRPA) and developed a formula for the City to assess and levy System Development Charges (SDC) for future development within the City.

In 2011, the City adopted the City of Sisters Parks Master Plan to guide development of the municipal parks system for the period between 2011 and 2030. This Plan is an update to the 2000 Sisters Oregon Parks Master Plan. A parks master plan is a long-term vision and action plan for a community’s parks system. The following is the vision for the Sisters’ parks system:

***The City of Sisters will create a distinctive and well-connected parks system with a diversity of social, cultural, educational, and recreational opportunities that meet the needs of our community and visitors and promote the arts and healthy lifestyles.***

The 2011 City of Sisters Parks Master Plan identifies strategies and recommendations for operation and maintenance of parks, land acquisition, development, and funding. More specifically the Plan:

- Provides an inventory of existing parks and an analysis of park classifications and standards, including a recommended level or service target;
- Identifies current and future park needs using input from the community as well as technical data;
- Establishes a vision, goals, and objectives for the park system;
- Includes a capital improvement plan (CIP) that enables the City to achieve its goals;
- Creates a strategy for short and long-term land acquisition; and
- Identifies potential funding techniques and sources to implement the CIP.

As identified in the 2011 City of Sisters Parks Master Plan, different types of parks serve different functions and needs in the community. The existing parks system provides a range of park types and recreation opportunities. The City of Sisters currently owns and maintains eight developed park facilities, which comprise 13.70 acres of developed parkland, and three undeveloped parcels, which comprise 6.88 acres of undeveloped parkland. In addition, the Sisters planning area contains 33.76 linear miles of trails and 28.65 acres of open space.

<b>Mini Parks</b>	
Buck Run Park	0.02
Harold & Dorothy Barclay Park	0.44
<b>Neighborhood Parks</b>	
Cliff Clemens Park	2.28
<b>Community Parks</b>	
Village Green	1.32
Creekside Park	2.65
<b>Special Use Parks</b>	
Three Sisters Overnight Park	6.72
Veterans Memorial Park	0.25
Wild Stallion Park	0.02
<b>TOTAL DEVELOPED PARKLAND</b>	<b>13.70</b>
<b>Undeveloped Parkland</b>	
Three Sisters Park Expansion	4.68
Undeveloped City ROW	1.89
Fir Street Site	0.31
<b>TOTAL UNDEVELOPED PARKLAND</b>	<b>6.88</b>

<b>Open Space</b>	
Whychus Creek Open Space	11.21
East Portal Open Space	7.73
Other Parcels	9.71
<b>TOTAL OPEN SPACE</b>	<b>28.65</b>

<b>Trails</b>	
Whychus Creek Trail	1.00
Tollgate / High School Trail	0.76
Peterson Ridge/Sisters Mountain Bike Trail	25.00
Five Pine / Peterson Ridge Trail Connector	0.50
Sisters Tie Trail	6.50
<b>TOTAL TRAILS</b>	<b>33.76</b>

Source: City of Sisters, Cameron McCarthy

The 2011 City of Sisters Parks Master Plan also includes two accompanying documents including the Sisters Parks Public Involvement Report and the Sisters Parks Capital Improvements Plan (CIP). The Public Involvement Report includes an analysis and assessment of community needs based on local demographic, economic and recreation trends, as well as community input and public participation. The goal for the public participation process was to gather the views of a diversity of community members concerning the parks system. Involvement reached a wide array of community members and stakeholders through seven different methods: an online survey, Hispanic survey, user intercept survey, community workshops, senior focus group, youth focus group, and stakeholder interviews. The CIP identifies specific improvements for each of Sisters’ eight parks with estimated project costs and target completion dates.

In January, 2010, the City adopted an updated Transportation System Plan (TSP) which identifies recreational opportunities in the form of pedestrian and bicycle facility improvements including sidewalks, shared used paths, bike lanes and bicycle boulevards/shared streets. Additional partners in the development of park and recreation facilities within the City are the Sisters School District and the Sisters Park and Recreation District (SPRD).

## **8.4 POLICIES**

The following eight policies shape the planning framework for Sisters to address population growth, demographic changes, recreation trends, and the overall desires of Sisters residents. These serve as the link between the park and recreation needs of the community and the recommendations identified in the 2011 City of Sisters Parks Master Plan for parks system improvements. Recommendations identified in the 2011 City of Sisters Parks Master Plan are the result of a thorough analysis of Sisters' current and future parks, trails, and recreation needs established through the broad community input process. The recommendations establish a strategy for improving park service for underserved areas, maintaining and enhancing existing parks, promoting connectivity and conservation, and improving level of service.

1. Create a unique park system with a strong identity.

### **Tasks –**

- a. Incorporate elements in the development of facilities that create a unique brand for the Sisters' parks system.
- b. Develop Sisters' parks as destination points for locals and visitors.
- c. Develop a wayfinding system to help users locate facilities.

2. Strengthen relationships between the City of Sisters and its partners.

### **Tasks -**

- a. Develop partnerships with community and private entities (e.g., community alliances, organizations, groups) that have an interest in providing recreation opportunities.
- b. Define roles of partners and partnerships to enhance and compliment City recreation services and the parks system.
- c. Develop strategies to address system and service gaps.

3. Foster a safe and accessible park and recreation environment.

### **Tasks -**

- a. Update existing facilities to improve accessibility and, as appropriate, ensure new facilities are accessible.
- b. Upgrade existing equipment to ensure safety and utility and ensure new facilities are of the highest safety and utility.
- c. Ensure that parks are appropriately lit for their location and use while in accordance with the City's Dark Sky Ordinance.
- d. Coordinate with public safety agencies to discourage illegal activity in parks.

4. Establish stable and diverse mechanisms for funding existing and future recreation and parks facilities.

### **Tasks –**

- a. Develop and expand funding sources for operations, parks maintenance, and parkland acquisition.

- b. Develop contingency plans for potential future funding shortfalls utilizing existing plans, policies, and procedures.
  - c. Review new and current funding mechanisms periodically to assess their effectiveness in meeting the goals and objectives of the Parks Master Plan.
  - d. Research and prepare grant proposals to fund projects.
5. Manage and maintain the parks system to ensure its health, safety, and efficiency.

**Tasks -**

- a. Develop strategies to foster community ownership of the parks system.
  - b. Foster community partnerships that increase and enhance volunteerism.
  - c. Involve youth in stewardship of the parks system.
  - d. Provide educational opportunities regarding appropriate care for Sisters' parks, trails, open space, and natural areas.
  - e. Continue providing high quality maintenance services.
6. Promote social and physical connections to facilities and an equitable distribution of facilities within the community.

**Tasks -**

- a. Acquire land that can provide park space in underserved areas.
  - b. Construct pedestrian and bicycle paths and trails to promote connectivity between parks.
  - c. Improve access to Whychus Creek.
  - d. Provide spaces and opportunities for interactions among all populations.
7. Develop and maintain attractive and enjoyable spaces for a diversity of activities and events as identified in the 2011 City of Sisters Parks Master Plan.

**Tasks -**

- a. Use identified community needs and current recreation trends to plan new park development and future park enhancement projects.
  - b. Provide amenities and/or facilities to enhance recreation, events, and activities.
  - c. Enhance landscaping and natural resources within parks to create attractive comfortable spaces.
8. Establish a coordinated process for parks planning that involves residents, community groups, visitors, stakeholders, Parks Advisory Committee, and City staff.

**Tasks -**

- a. Create a strategy for implementing and updating the 2011 City of Sisters Parks Master Plan.
- b. Update the Parks Master Plan every five to ten years to ensure that it continues to reflect the needs and desires of the community.
- c. Continue to engage stakeholder groups, community members, visitors and other local partners in the parks planning process.

- d. Establish a permanent Parks Advisory Committee to advise the City Council on behalf of the parks system.
9. The City shall actively support and coordinate with the Sisters Community Trails Committee to establish a network of multi-use trails within and beyond the City limits.
10. The City shall maintain a program of System Development Charges (SDC) to develop park facilities.
11. The City should explore programs to obtain land in the flood plain for the public's recreational use.

## Goal 9: Economic Development

### 9.1 GOAL

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

### 9.2 BACKGROUND

#### Historic Employment and Recent Trends

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

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

#### *Local Businesses and Employment by Sector*

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

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

<b>Years</b>	<b>Number of Business Licenses Issued</b>	<b>Most Frequent General Business Types</b>
1999-2000	290	Retail, Real Estate and
2000-2001	299	Construction Related
2001-2002	364	Businesses, Restaurant
2002-2003	360	

Source: City of Sisters Business Licenses, 1999-2003

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

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

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

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

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

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

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

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

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

Wholesale and Retail Trade sector. Wholesale and Retail Trade is the sector that employs the most people in Sisters.

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

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

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

Source: City of Sisters Business Licenses, 2003-2003

*Anticipated Population and Employment Growth*

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

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

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

Assuming the same distribution of jobs between sectors in 2002, of 1,083 new jobs, 880 jobs are expected to be in Service Producing and 203 in Goods Producing sectors. Within the Service Producing category, 40% of the jobs or approximately 435 new jobs are anticipated to be in the Wholesale and Retail Trade sector. After Wholesale and Retail Trade, the Services, Government, and Construction and Mining Sectors are expected to be significant contributors to new job growth.

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

#### Lands for New Employment

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

#### *Commercial Lands*

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

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

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

Land developed as the Conklin Guest House on Camp Polk Road has been approved by City voters for annexation. The guest house property is developed as a bed and breakfast Inn. It is used as a site for local events and provides lodging for visitors to Sisters. The Inn is a landmark building at the north entrance to the City on Camp Polk Road. The Inn is located close to the Sisters Eagle Airport and adjacent to the City’s light industrial zoning district. In this location, the Inn can provide lodging, restaurant and event

services to serve businesses that locate in the light industrial zone, while continuing to serve tourists.

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

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

#### *Light-Industrial Lands*

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

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

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

#### 1880's Design Theme for Commercial Areas

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

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

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

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

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

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

#### *Materials*

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

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

Exterior Finishes: Typical materials are varieties of horizontal wood drop siding, vertical board and batten (rough sawn or surfaced four sides) and cedar shingles, with the later particularly applicable to ornamental patterns on residential structures and brick masonry. Modern composite materials such as T1-11, vinyl siding, and the like are not appropriate exterior finishes.

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

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

Ornamentation and Trim: The principal features of period ornamentation are concerned with the revival of elements of classical architectural orders. This primarily concerns the entablature or the upper section of wall or story that is usually supported on columns or pilasters and consists of the architrave, the lowest division of the entablature resting immediately on the capital or top of the column and the molding around a door or other rectangular wall opening; frieze or the part of the entablature between the architrave and cornice (top), the richly ornamented band; and the cornice or the molding and projecting horizontal member that crowns the architectural composition. In addition, this revival was manifest in the use of wood columns supporting the porch or covered entrance along the front of a building, reminiscent of the classical portico or colonnaded building entrance. This architectural embellishment also embraced the use of balustrade or “fence” between columns and at the periphery of second story porches.

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

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

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

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

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

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

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

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

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

Latex base paints also produce a flat finish color and low-gloss oil base enamels offer additional applications for colored finishes. Color selection samples are readily available from paint manufactures such as Glidden, Sherman-Williams, Fuller or Pittsburg.

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

#### *Methods of Construction*

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

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

Standard False Front Commercial Structure: The following graphic illustrations keyed to this sub-section illustrate standard approaches to the construction of this element.

*Miscellaneous*

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

- Construction Details
- Ornamentation
- Fences
- Gates

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

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

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

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

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

### **9.3 FINDINGS**

#### Anticipated Demand for Economic Lands and Inventory of Economic Lands

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

#### *Commercial Land*

The LNA identified that there are approximately 37 net buildable acres of vacant C and C-HC designated lands inside the Sisters UGB. The term "net" refers to the amount of land after subtracting approximately 20% for roads and other infrastructure. Adding approximately 12 net buildable acres of re-developable and 40 net buildable acres of developable acreage of partially developed lands, a total of 89 net buildable acres of

buildable C and C-HC lands are inside the Sisters UGB. Since the projected future demand is 28 net buildable acres, there is a surplus of commercial land of approximately 61 acres. Even without considering the re-development of partially developed lands, there is sufficient vacant and re-developable land in the existing UGB to accommodate demand for commercial lands within the next 20 years.

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

#### *Industrial Land*

There are approximately 44 net buildable acres of vacant LI designated lands inside the Sisters UGB. Adding 3 net buildable acres of re-developable and 17 acres of developable acreage of partially developed lands, a total of 64 acres of buildable light industrial (LI) lands are available inside the Sisters UGB. The 2005 Sisters Urban Area Comprehensive Plan added approximately 3.07 net buildable acres of industrial land to the UGB (Carpenter property). This land was not included in Table 9.4 in the 2005 Comprehensive Plan Update. In 2007, the City removed 4.9548 net buildable acres of land (approximately 11.684 gross acres) located in the Sun Ranch Mixed Use Community from the industrial land supply of the City. Also in 2007, the City re-zoned a 7.62 net buildable acre (12.58 gross acres) parcel from Light Industrial to Residential and Multi-Family Sub-district for residential purposes. Therefore, the City's existing vacant land and surplus of light industrial land has decreased by a total of 9.5 net buildable acres. The LNA projects a demand for 34 net buildable acres of industrial land inside the Sisters UGB until the year 2025. A surplus of approximately 24.5 acres of net buildable industrial land is predicted based on anticipated supply and demand of undeveloped industrial lands until the year 2025. There is a sufficient supply of vacant acreage alone to satisfy anticipated demand, without considering re-developable and partially developed lots. Table 9.4 illustrates that with re-developable and existing vacant land, there is still a surplus of 20.5 net buildable acres of industrial land with the two rezones from 2007.

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

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

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

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

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

Public Infrastructure and Economic Development

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

Goal 3 of the City’s Transportation System Plan (January, 2010) calls for promoting the development of the City, Region, and State economies through the efficient movement of people, goods, and services and through the distribution of information. This goal is supported by a policy that states “Ensure a safe and efficient freight system that facilitates the movement of goods to, from, and through the City, Region, and State while minimizing conflicts with other travel modes.” Efficient truck movement through Sisters plays a vital role in maintaining and developing Central Oregon’s economic base as Highway 20 is a key freight corridor for the region. As identified within the City’s TSP, high levels of truck traffic likely affect highway performance. Therefore, as part of the TSP update, Barclay Drive and Camp Polk Road/Locust Street from Highway 20 to Barclay Drive are upgraded from collectors to arterials. These arterials are also identified in the TSP as proposed truck routes with the completion of the Alternate Route. The Alternate Route will provide relief to Highway 20 and consists of 3-lane arterial streets on Barclay Drive and Locust Street, adequate traffic control devices (preferably multilane roundabouts), at either end of the route where it intersects with the state highway, a roundabout at the Barclay Drive/Locust Street intersection, and, possibly, intelligent

transportation system (ITS) technology that detects congestion on the highway and directs traffic onto the alternate route. These improvements will provide for the economical movement of raw materials, finished products and services while enhancing public safety and the pedestrian-friendly quality of the City's downtown core.

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

#### Downtown Sisters Urban Renewal Plan

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

The Urban Renewal Plan's goals are stated below.

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

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

### Business Recruitment and Outreach Activities

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

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

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

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

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

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

The City of Sisters should focus on attracting the types of industries that will choose to locate in the City. Traditional industrial uses may not find the City attractive for their needs due to the relative isolation. Focusing on ideas such as creating and attracting

better jobs and boosting incomes is a better approach than focusing on attracting more jobs. Providing a better place for business versus a cheaper place for business is also pertinent.

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

Although the City hopes to attract smaller companies and industry to the area, the City acknowledges that rising land values, increasing rents, and the shortage of affordable workforce housing will continue to impact the City's ability to recruit and attract new businesses to Sisters. In recognition of these factors, as further outlined in the findings in *Chapter 10, Housing*, the North Sisters Business Park Sub-district allows the development of second story residential units above industrial operations. The additional flexibility created by this zoning district provides numerous advantages to industrial operators and will assist the City in its efforts to recruit and attract new business opportunities. The second story residential units can be utilized by industrial land owners who want/need to reside above operating industrial facilities. The units can also be utilized to provide employee housing, either as a compensation incentive or as an additional source of revenue for the industrial operator. If the units are not utilized by the industrial operator, they can serve as low-cost rental units that provide additional rental income to help offset the cost of industrial operations. By allowing limited housing with industrial uses, these low cost housing units will provide the type of workforce housing that is needed to support existing commercial and industrial operations within the City limits.

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

The Sun Ranch and Three Sisters industrial parks are in transition areas between typically conflicting uses (residential and light industrial). The transition is also from increasingly

rural areas to the north and more intensive development to the south. The development of these parcels should reflect the unique role these business parks play in adding value to the community while also protecting existing property values in the surrounding areas.

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

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

#### **9.4 POLICIES**

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

##### **Tasks -**

- a. The City shall maintain and enhance the appearance and function of the Commercial Districts by providing a safe and aesthetically pleasing pedestrian environment, mixed use development, and requiring adherence to the Sisters Western Frontier Architectural Design for all types of development and signage. The Sisters Western Frontier Architectural Design Theme does not apply to the Sun Ranch Tourist Commercial District. In its place a more historically accurate 1900s Rural Farm/Ranch House design standard applies. The City shall establish standards for this design theme in the Development Code.
- b. Auto Oriented developments such as restaurants with drive-up windows are not appropriate in the downtown area or Commercial District. Auto oriented uses shall only be permitted in the Highway Commercial Sub-district, Light Industrial District, and North Sisters Business Park Sub-district, and shall be limited and managed based on their impacts.
- c. The City shall assure development contiguous to commercial and residential zones is designed and built in a manner that is consistent and integrates with the character and quality of those zones.
- d. The City's Development Code should continue to allow mixed-use development within the Commercial Districts, and in transitional light-

industrial areas such as the Sun Ranch and Three Sisters Business Parks (as previously noted in the findings), and small commercial uses and home occupation mixed with residential uses.

- e. Commercial and Industrial uses shall minimize their impacts on residential areas by being subject to additional development standards, i.e. buffers, setbacks, landscaping, sign regulation and building height restrictions.
  - f. The City has adopted the new Sun Ranch Tourist Commercial District to apply to the Conklin Guest House property. This property is intended to provide commercial uses that will serve the needs of the nearby light industrial uses and visitors to the area. Drive through facilities are not appropriate for this zoning district.
  - g. Development standards shall be added to the City's Development Code for unique light-industrial parks in transition areas. Standards shall be developed to accomplish the goals outlined in the Business Recruitment and Outreach Activities findings of this chapter.
2. The City shall support the tourist industry and special events that have a positive year-round economic impact on the community.
  3. The City shall continue to partner with the Community Action Team of Sisters, the Chamber of Commerce, Economic Development for Central Oregon, and other economic development agencies, to improve local and regional economic development efforts, attract businesses, and enhance and diversify the City's economic base. The City will participate with these agencies in periodic updating of the *Sisters Strategic Action Plan for Economic Development*.
  4. The City should support efforts to attract businesses providing family-wage employment opportunities.
  5. The City should work with area educational institutions to maintain high standards of educational opportunity.
  6. The City shall ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial purposes.

## **Goal 10: Housing**

### **10.1 GOAL**

***“To provide for the housing needs of citizens of the City and ensure that land development allows for different housing types and densities.”***

### **10.2 BACKGROUND**

This part of the Plan establishes housing goals for the City, presents factual information, describes anticipated housing needs, and sets policies to meet the housing goals. This chapter draws upon different sources of information necessary to establish policies that guide the development of housing in the City. The policies established are then used to develop implementing plans and ordinances. Where the Comprehensive Plan establishes the housing policy direction for the City, the Development Code, Building Code, Transportation Systems Plan, and Water and Sewer Master Plans establish specific standards that affect the size, form, appearance, and function of new housing developments.

The *Central Oregon Housing Needs Update*, March, 2003 by Rees Consulting, Inc. is referenced in this section to provide a local perspective on housing.

The same study was updated in 2006 “*Central Oregon Workforce Housing Needs Assessment*” (Rees Consulting, July 2006). The Workforce Assessment evaluated housing needs in Central Oregon and found a substantial imbalance between the demand and supply of workforce housing and a significant mismatch between prices and household incomes. Key findings from the Workforce Assessment include the following:

- Home prices have been rising and are no longer affordable to most members of the workforce;
- Growth in demand for workforce housing has been outpacing the production of units;
- Employers are being negatively affected by problems that can be directly attributed to the insufficient availability of affordable workforce housing;
- Growth in demand for workforce housing will continue yet will not be balanced with construction of affordably-priced units given development now underway in the pipeline. *See Workforce Assessment at page 64.*

Specific data from the Workforce Assessment can be found in the actual document. In February 2010, the City of Sisters adopted the *Sisters Housing Plan*, in order to implement strategies that encourage affordable housing for not only low and very-low income residents, but also to address evident shortages of workforce housing. The findings of the *Sisters Housing Plan* support the trends seen in the 2006 Workforce Assessment.

City of Sisters Housing Characteristics

Low Income Households

It is estimated that 20,722 households in the three-county region (Deschutes, Crook, and Jefferson) have incomes below 80% of the Area Median Income (AMI). This equates to 31% of the region’s household population. As explained in the Technical Documentation, the 2000 AMI for the three counties as published by the Department of Housing and Urban Development was applied to 2000 Census income data to generate estimates of the number of households in three categories:

- Equal to or less than 30% AMI
- 31%-50% AMI
- 51%-80% AMI

The median incomes for a family of three were used in the calculation since the average size of households in the region tends to be near or slightly higher than 2.5 persons per occupied unit. The estimates in each income category were then adjusted upward from 2000 to 2003 using the projected increase in the overall population.

Cost Burdened Households

According to the U.S. Department of Housing and Urban Development (HUD), households that spend more than 30% of their gross income on housing are considered to be cost burdened. For homebuyers, housing-related expenses include mortgage principal and interest, taxes, property insurance, mortgage insurance, and essential utilities; for renter, housing-related expenses include rent and essential utilities.

Overcrowded Units

Based on 2000 Census data, about 4% of the region’s occupied housing units have more than one person per room residing in the unit and are considered overcrowded.

The *Central Oregon Housing Needs Update*, March, 2003 includes information in the tables below, which illustrate some of the housing characteristics of Sisters.

*Table 10.1: Housing Characteristics*

<b>Variable</b>	<b>2000 Census</b>	<b>2008 Estimated</b>
Total Population	959	1875
Total housing units	482	639
Occupied (82.4%)	397	N/A
Vacant (17.6%)	85	N/A
Owner occupied (58.4%)	232	N/A
Renter occupied (41.6%)	165	N/A

Source: 2000 U.S. Census, City of Sisters, PSU Center for Population and Research Estimates, Sisters Buildable Lands Inventory Update.

Historically, the City of Sisters’ housing stock has consisted of primarily detached stick-built dwellings, a substantial percentage of mobile and manufactured homes, and relatively few multiple-family dwellings.

Table 10.2: Type of Structure (2000 U.S. Census)

Variable	Year 2000 Percentage	Est. Year 2008 Percentage
Single-family	63%	84%
Mobile home	32%	(incl. in single-family)
Multi-family	5%	16%

Source: 2000 U.S. Census, City of Sisters

Updates from the 2006 Central Oregon Workforce Housing Needs Assessment

According to the *Workforce Assessment*, over 51% of the City of Sisters households earn less than 80% of the Area Median Income (AMI), and are therefore considered low income.

Further, the *Workforce Assessment* provided a comparison by Central Oregon community, illustrating that Sisters has the highest percentage of low-income households. According to the *Workforce Assessment* “Approximately 37% of the region’s households have incomes equal to or less than 80% of the Area Median Income (AMI), and are therefore considered to be low income. The percentage of households with low incomes ( $\leq 80\%$  AMI) is very similar in all three counties. Bend has the lowest percentage of low-income households (38%) and Sisters has the highest (52%) with the other communities falling somewhere in between.”

As noted in Table 10.3, the Area Median Income (AMI) in Deschutes County has slowly increased since 2004 to generally mirror that of the state. In 2007, AMI for Deschutes County was \$58,800. AMI is based on a family of four.

Table 10.3: Area Median Family Income, Deschutes County and Oregon, 2002-2007

Area	2002	2003	2004	2005	2006	2007
Deschutes County	\$45,000	\$54,200	\$57,800	\$57,800	\$58,800	\$58,800
Oregon	\$48,900	\$56,300	\$58,600	\$58,600	\$58,900	\$58,833

Sources: U.S. Department of Housing and Urban Development, U.S. Bureau of Economic Analysis.

According to mortgage calculators, which estimate the affordable level of housing for a particular household income, 6.5 percent interest, and \$5,000 downpayment, a household earning the 2007 AMI of \$58,800 could afford a home of no more than \$180,500 without experiencing cost burden.

### **10.3 FINDINGS**

#### Anticipated Housing Demand and Inventory of Residential Land

On behalf of the City, Geo-Spatial Solutions completed the *Technical Overview Report, Sisters Residential Buildable Land Inventory*, dated December 18, 2002, and updated by the City Planning Department May 2003 and 2005 as the “Residential Land Supply and Demand Analysis, 3-17-05 Update” (RLSDA). This report is a detailed analysis supporting this Comprehensive Plan, is included as Appendix C, and is adopted with the adoption of this Plan. This study provided the foundation for the projected land needs of the City of Sisters as well as housing trends unique to the Sisters area.

The RLSDA 3-17-05 Update indicates that the City of Sisters is expected to grow from 1,080 people to approximately 3,747 by the year 2025. This forecast was based on year 2000 U.S. Census data, and historic and recent building permit activity. The forecast was coordinated with Deschutes County, and accepted by the Oregon Office of Economic Analysis and the Oregon Department of Land Conservation and Development.

It is important to note that the RLSDA was completed in 2002 and updated in March of 2005. At the time (2002), the best current population forecast was used to determine the need for housing. Since the completion of the RLSDA, the Deschutes County Coordinated Population Forecasts have been updated, challenged, and modified and have been adopted by all cities within and by Deschutes County. The coordinated population forecast is attached as Appendix A.

The RLSDA includes a Housing Needs Analysis that estimates that approximately 1,125 housing units will be needed in Sisters between the years 2005 and 2025. This estimate is based on forecast population, the number of anticipated residential building permits, occupancy, and persons per household. Generally, the estimate is based on the City issuing an average of 56 residential building permits per year (from planning staff), an occupancy rate of 81% (source: 2000 U.S. Census), and the assumption that there are two persons per household (source: 2000 U.S. Census and anticipated housing trends). This general information is based on averages of these data sources between the years 2003 and 2025. The detailed population information used by the Residential Lands Supply and Demand Analysis is contained in Appendix A and C.

According to the Coordinated Population Forecast, between 2002 and 2025 the population of Sisters is anticipated to more than double to 3,747. Rapid growth is expected in the short term, with sustained growth expected until the year 2025. The population growth rates per year gradually decrease from 13 percent per year in 2003 to 2005, to 3.2 to 5.5 % between years 2010 and 2025. Given the current slowdown in the housing market, these trends should be re-assessed after the year 2010 Census data is collected and obtained by the City.

According to the most current population figures, Sisters’ population is growing slightly slower than anticipated in the RLSDA, as illustrated in Table 10.4.

*Table 10.4: July 1, Certified Population Estimates by Year Compared to Adopted Population Estimates, 2005-2007, City of Sisters*

Year	City of Sisters Population (Actual)	Estimated Population
2005	1660	1,768
2006	1745	1,927
2007	1825	2,031
2008	1875	2,119

Source: Center for Population Research and Census, Population Estimates for City of Sisters, Appendix 1 Sisters Comprehensive Plan, adopted July 2005.

Methodology

The RLSDA determined the existing supply of residential land, predicted demand for new housing based on population growth and demographics, anticipated the amount of land to be used for new development, and compared the existing supply of land with demand for new residential land.

The RLSDA analyzed the difference between housing types that have been built in the past and what needs to be built in the future to accommodate the housing needs of all of the City’s residents. One goal of the analysis was to consider the housing needs of all City residents based on their different income levels, and to provide sufficient land to accommodate the resulting need for housing.

Demand for different housing types was then equated with demand for land with a zoning designation that enables development of the housing types commensurate with demand. The Comprehensive Plan Citizens Advisory Committee agreed that the future distribution of income levels of City residents should be like the distribution of income levels of City residents in the year 2000, and that this distribution will result in a healthy and diverse City.

Conclusion of the 2005 RLSDA

The RLSDA also determined that 350 undeveloped lots were present in existing and approved developments. As of 2005, there was a supply of 69 gross acres of land zoned Residential Multi-Family Sub-District, and 36 gross acres of land zoned Residential. After subtracting out the supply of platted and planned units in approved subdivisions and existing supply of vacant zoned land, there will be a shortage of residential land in the City of Sisters between the years 2002 and 2025 (refer to table 13 of Appendix C). Based on this shortage of 25 acres of residential land in the Residential District, a need exists for land to be added to the Urban Growth Boundary (refer to Chapter 14 for analysis). The process to convert lands to residential uses is described in detail in the Goal 14, Urbanization section of this Plan.

Conclusion of the 2010 Sisters Housing Plan

In 2008, as part of the research for development of the *Sisters Housing Plan*, the City compiled a buildable land inventory for residential land using the same methodology as the RLSDA. As a result of Comprehensive Plan policies that permitted and encouraged smaller lots sizes, the City experienced a significant increase in single family residential

densities for homes constructed between 2003 and 2007. During this period, the average density figure for single family homes steadily increased from 5.3 units per net acre in 2003, to 8.8 units per net acre through July 2007, nearly approaching the lower end of the R-MFSD required density of 9-20 units per acre.

The Comprehensive Plan originally estimated the residential land need for the City on an average density of approximately 5 units per net acre, and as discussed previously, densities have been much higher. The resulting inventory shows that the City has an adequate inventory of residential units to meet the demand to 2025, although these units are not necessarily priced in ranges considered attainable for many of the City’s residents.

The buildable lands analysis completed for the Sisters Housing Plan shows a current residential inventory of 1367 lots or potential housing units<sup>1</sup> that have been approved through final plats, master plans, or site design review. Of these, 240 are approved for multi-family housing units, and 1127 are approved for single family detached or attached units. Additionally, there is the potential for 525 units that have received preliminary plat, master plan, and/or Site Design Review approval. As illustrated in Table 10.5 there is a total of 1892 approved, or potentially approved housing units within City. Of these, 1286, or 67.9% are single family, and 606, or 32.1%, are multi-family.

*Table 10.5: Estimated Land Inventory, City of Sisters, December 2008.*

Subdivisions with Final Plat Approval	Single Family Units Approved	Multi Family Units Approved	Building Permits Issued	Remaining Units to be Constructed	Total Lots/ Units by Subdivision
All Approved Subdivisions	1127	240	539	832	1367
Preliminary projects, with Preliminary Plat, Site Design Review, and/ or Master Plan Approval					
North Park Commons	62	63 (1)	-	125	125
Sun Ranch	45	60 (1)	-	105	105
Three Creeks Crossing	28	-	-	28	28
Black Butte Crossing	-	243	-	243	243
Village at Five Pine	24	-	-	24	24
Subtotal	159	366	-	525	525
Totals, including preliminary & approved	1286	606		1357	1892
Percentage of Housing Mix	67.9%	32.1%			

*Source: City of Sisters Planning Department*

*(1) Includes potential for loft units in North Sisters Business Park Subdistrict, a mixed use industrial zone.*

As determined in the Deschutes County Coordinated Population forecast, there is a need for 1850 residential housing units through the planning period of 2025. With 1892 units planned or approved, the City has sufficient units according to the adopted population forecast to meet the need through the planning period.

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<sup>1</sup> *This figure consists of vacant lots approved for dwelling units.*

Average Housing Cost in 2002-2008

Single-family detached housing is the most expensive housing type in Sisters and 70% of the housing built in the City of Sisters between 1994 and 2002 was single-family housing. A City Planning Commissioner conducted an independent analysis of Multiple Listing Service (MLS) home sales data for the City of Sisters. The analysis included property sales (listed through agents) of single-family stick built, mobile, manufactured homes, and condominiums on one acre or less in 2002. A total of 47 units were sold ranging from \$65,000 to \$448,000, with an average sales price of \$189,864 and a median sales price of \$176,440.

In 2008, when the City developed the *Sisters Housing Plan*, average home prices had nearly doubled from those in 2002. As noted in Table 10.6, in the five-year period between 2001 and 2006, the average home price in the Sisters area (including outlying areas, not solely the City Limits) nearly doubled, from \$235,000 to \$460,000. The Sisters area exhibits the highest housing prices of any in Deschutes County. According to the Oregon Employment Department, average payroll wages in Deschutes County increased by only 17.9% between 2002-2006. Housing prices in the Sisters area, however, increased approximately 94% during the same period.

*Table 10.6: Average home prices by year, Sisters (area, not City Limits), Bend, and Redmond*

Area	2001	2002	2003	2004	2005	2006
Sisters	\$235,000	\$247,500	\$270,000	\$308,500	\$394,250	\$460,000
Bend	\$168,950	\$183,500	\$195,000	\$227,500	\$279,900	\$351,978
Redmond	\$125,000	\$135,125	\$148,567	\$158,500	\$198,818	\$262,749

Source: Central Oregon Realtors Association.

As provided in Table 10.7, the average home price of homes listed on the MLS service within the Sisters City Limits, as of January 2008, was \$361,763. The median home price of those listed for the same period was \$314,900. Based on Deschutes County AMI, and mortgage calculators estimating the maximum affordable home certain incomes can afford, the maximum affordable purchase price for a low-income household in Deschutes County is \$180,500. Based on the MLS listings, there are no homes that are considered affordable for a household earning less than 80% median income in the Sisters City Limits. The lowest-priced listings in the City included 2 townhomes priced at \$199,990.

*Table 10.7: January and October 2008 Central Oregon Realtors  
MLS Residential Listings, Sisters City Limits*

Listed Housing Price	January 2008 Number of Units	October 2008 Number of Units
\$148,230-\$199,990	2	16
\$200,000-239,990	8	17
\$240,000-\$269,990	10	11
\$270,000-\$299,990	16	9
\$300,000-\$329,990	14	4
\$330,000-\$374,990	10	5
\$375,000-\$415,990	8	5
\$416,000-\$499,990	6	7
\$500,000-\$599,990	10	8
\$600,000-\$749,000	4	7
\$749,990+	0	1
Total Housing Units	88	90

Source: City of Sisters, Central Oregon Realtors MLS Listings, January and October 2008.

In addition to tracking the listing prices of homes for sale, the Central Oregon Realtors Association tracks actual sales prices of homes. A comparison of homes sold in Sisters through the 3<sup>rd</sup> Quarter by year is shown in Table 10.8 below.

*Table 10.8: Sisters Area Property Statistics,  
Year to Date Sales through 3<sup>rd</sup> Quarter by Year, 2004-2008*

YTD Sold through 3rd Quarter	2004	2005	2006	2007	2008
<i>Single Family Detached</i>					
Total Sold	102	131	103	78	62
Avg. Sales Amount	353,410	443,544	490,450	520,383	440,706
Median Sales Amount	302,500	386,000	445,900	411,000	374,750
Average DOM*	138	131	140	154	224
<i>Townhome/ condo</i>					
Total Sold	14	32	20	7	13
Avg. Sales Amount	215,841	264,338	252,011	378,286	302,170
Median Sales Amount	157,750	259,250	256,100	389,000	230,000
<i>Manufactured Home</i>					
Total Sold	8	7	10	10	5
Avg. Sales Amount	165,574	160,843	240,378	244,740	233,800
Median Sales Amount	182,020	165,000	230,000	231,450	225,000
<i>Residential Lots</i>					
Total Sold	44	57	21	6	6
Avg. Sales Amount	138,332	157,499	290,629	414,117	186,917
Median Sales Amount	127,400	137,500	250,000	249,000	193,750

\*Days on the Market.

Source: Central Oregon Realtors website: [www.centraloregonrealtors.com](http://www.centraloregonrealtors.com)

### Affordable Housing

Economic forecasts are important to consider when estimating the amount and type of housing that will meet future demand for an area. State forecasts indicate that although job growth will continue to grow to 2014 in Central Oregon, it will be at a slower pace than previously experienced, and most job growth is expected in lower-paying service

industry sectors such as Leisure and Recreation, and Retail Trade. Additionally, recent trends in the market indicate that a slowdown in economic growth is evident and may continue for some time. Job growth in service industry sectors offers relatively lower-paying jobs that are necessary for the Sisters tourist-based economy. However, the tourism industry creates service industry jobs that typically pay minimum-wage incomes. This in turn creates demand for low- to moderate-income housing.

While the City has taken a proactive response to create provisions for the development of more affordable housing by providing height and density incentives to “income and rent controlled housing”, background research conducted for the *Sisters Housing Plan* illustrated that these strategies have not provided more affordable housing choices in the City. In 2008, through the development of the *Sisters Housing Plan*, the City has committed to exploring and implementing additional strategies to encourage greater supplies of housing that is affordable to a variety of income levels. These strategies are discussed in the Policies section of this chapter.

As part of the Comprehensive Plan, the City has created new measures to improve access to affordable housing during the planning period. Further, in adopting the 2005 Comprehensive Plan, the City committed to exploring additional tools such as land trusts, shared appreciation mortgages, annexation policies, down payment assistance programs and gap financing to create long-term affordable housing for low-income households. The City also desires to create plans and coordinating with affordable housing advocates to provide specific numbers of affordable housing units will help the City meet the need for affordable housing. Measures recently implemented include the following:

- 1) Development code regulations that allowed and encouraged smaller minimum lot sizes, a density bonus, and a height bonus when residential is incorporated with commercial development. The density bonus incentive was offered exclusively to developers of affordable housing geared towards those earning less than 80% of AMI, while the other strategies were offered to both market rate and affordable housing developers;
- 2) System Development Charge (SDC) waivers for developers of affordable housing for those earning less than 80% of AMI, with a 50-year affordability period requirement.

Additionally, in order to ensure that new land supplies provide housing that is commensurate with future citizens’ income levels, as the City considers lands to be included into the Urban Growth Boundary, it has been requiring affordable housing at a ratio of 1-in-10 affordable units. In the past, applicants for zone changes and/ or plan amendments have provided this ratio of affordable units as well, increasing the supply of affordable units within the City limits.

#### *Rental Housing*

According to the 2000 Census, out of 397 occupied housing units, 58.4 percent were owners and 41.6 percent were occupied by renters. The percentage of owner-occupied

units is lower in Sisters than the state percentage, 63.2 percent in 2003, and than that of the nation, which was 66.8 percent in 2003 (State of Oregon Progress Board 2005 Benchmark Report). Given that Sisters has a relatively large percentage of renters, specific strategies focused on encouraging rental housing should be developed as the Housing Plan strategies are implemented. Following release of the 2010 Census, more timely data concerning the number of renters in the City will be available, and strategies can be implemented at that time.

Housing Works tracks and monitors average rents by community in Central Oregon through an annual rental survey. As of this writing, the 2009 rental survey has not been completed, and the most recent rental data for Sisters is from the first quarter of 2007. Although the rental survey was completed in 2008, the Sisters sample was relatively small. The findings of the survey indicate that only when a worker is earning close to \$14/hour does the person not experience cost burden, according to the data compiled in the rental survey and by Housing Works.

Consequently, following adoption of the housing plan and formation of a Housing Policy Board to review and make recommendations on implementation of various strategies, a focus on rental-related incentives should be considered. Based on the economic forecasts that indicate the Sisters economy will be based primarily on tourist focused, retail and leisure services, strategies to provide additional supplies of rental housing for low income workers is important for the City's future.

#### *Housing in Light Industrial Areas*

Two light-industrial subdivisions in the northern portion of the city (Sun Ranch and Three Sisters Business Parks) are unique in that they have separate categories of permitted uses that have less impacts to neighboring land than do typical industrial uses and must be developed sensibly to achieve economic prosperity while respecting their surrounding uses as noted in Chapter 9. Adjacent to the north of both parcels are existing low-density rural residential uses, creating potential conflicts with intensive industrial development. To the south of both parcels lie existing light-industrial subdivisions which are ripe for more intensive development and redevelopment.

The Sun Ranch and Three Sisters industrial parks are located in transition areas between historically conflicting uses (residential and light industrial). The development of these parcels should reflect the unique role these business parks play in adding value to the community while also providing livable neighborhoods for the City's residents.

Consistent with this intent, in 2007, the City re-zoned a 12.58 parcel (Tract A- Three Sisters Business Park) from industrial to residential and multi-family residential zoning. This rezoning effort created an additional 12.58 acres of land zoned for single- and multi-family residential development, consistent with the goal of providing a variety of housing types needed to provide affordable workforce housing; consistent with the directives of the RLSDA and the *Workforce Assessment*. At the time of the rezone, the developer committed to 8 units of dedicated, affordable housing.

The City has acknowledged the Central Oregon Regional Housing Authority and Sisters Habitat for Humanity as providers of low-income housing assistance and will continue to meet the requirements of the Federal Fair Housing Act.

*Housing for Moderate- to High-Income Households*

Providing housing for moderate- to high-income households will benefit the City and the City needs to accommodate these housing needs. The BLI and Comprehensive Plan Advisory Committee found that half of all new dwelling units constructed in the planning period should be single-family units in existing or new subdivisions. The range of dwelling units available to these income groups is broad, and includes condominiums, single-family dwellings on a variety of lot sizes, townhomes, and duplexes. The Development Code permits creating lots in new subdivisions up to 10,000 sq. ft. to further promote the development of housing that attracts moderate- to high-income households, providing flexibility for builders to meet the needs of high as well as of low income residents of the City.

The Development Code (Master Plan section) requires the development of housing which provides site amenities and design features that add to the livability of the City of Sisters. The City recognizes that parks and/or open spaces are important for the livability of residential neighborhoods and that appropriate trees and site landscaping enhance the livability of residential areas. The Development Code is dynamic and may be adjusted to improve livability as new issues and challenges arise.

**10.4 POLICIES**

1. All residential developments shall retain and respect the physical characteristics of the site pertaining to existence of endangered species, significant natural features, soils, slope, geology, erosion, flooding and natural vegetation to the greatest extent possible. These developments shall be designed to be safe and aesthetically pleasing, recognizing and respecting the character of the area in which they are located.
2. The City shall implement the housing strategies from the Sisters Housing Plan (2009) to provide housing choices to all income levels in the City. Following adoption of the Plan, the City shall:
  - a. Prepare and adopt a budget for ongoing implementation of the Housing Plan strategies through a Housing Coordinator position or appropriate level of staff support.
  - b. Establish a Housing Policy Board to provide ongoing direction to the Housing Coordinator regarding affordable housing strategies, programs, and opportunities, and to assist the Housing Coordinator in developing an Action Plan and implementation strategy for affordable housing.
  - c. Establish, with the Housing Policy Board, a schedule to implement each of the strategies recommended in the Sisters Housing Plan.

3. Modular and manufactured homes shall be permitted on individual lots, as part of a modular and manufactured home park, or in planned unit developments.
4. All residential development shall be provided with orderly extension of City services including sewer and water.
5. Limited and appropriate non-residential uses such as public and community facilities (utility substations, transformers, sewer pump stations) and small scale commercial uses such as home occupations are necessary and should be permitted within Residential Districts. Their location, size, and design shall be compatible with their surroundings and intended for the convenience and safety of the people.
6. Areas dedicated or provided as public, semi-public, or private open space as part of a residential development, as provided by the Development Code, shall be counted as part of the total area when computing residential densities for any given development. The gross size of the parcel will be used when calculating the minimum and maximum residential density allowed on a lot or parcel. It is the policy of the City to achieve a range of residential densities from 3-8 units per gross acre for standard residential and from 9-20 units per gross acre for multi-family residential.
7. The Sun Ranch Residential District shall contain flexible site design guidelines to provide an innovative residential layout and needed residential component to the Sun Ranch Mixed Use Community as well as to provide a good transition between the uses north of the community and the urban uses within the City of Sisters. A maximum of 45 units (or about 4.3 units per gross acre) shall be provided within this residential area. Development codes shall protect the economic uses of the land first and foremost, but allow housing as a means of creating more compatibility between adjacent uses and enhancing the economic vitality of the City.
8. Mixed use zoning districts that include a residential component shall contain mechanisms to ensure compatibility between residential and underlying commercial or industrial uses.
9. The City shall strengthen efforts to increase supplies of multi-family housing, in order to meet the demand for additional multifamily units, to provide additional workforce housing, and to increase the supplies of rental units.

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

### **11.1 GOAL**

***“To plan and develop a timely, orderly and efficient arrangement of public facilities to support the City’s development.”***

### **11.2 BACKGROUND**

Public facilities and services accommodate or provide various government services to the people of the community. These include, but are not limited to schools, parks, fire stations and other public facilities such as shop areas, solid waste disposal sites, sewer and water systems. Adequate public facilities are essential for orderly growth and community life, economic development, enhancing the health, safety, educational and recreational aspects of urban living.

#### City Government

The City of Sisters is organized under the Mayor - Council / City Manager form of municipal government. The Mayor and four members of the Council conduct the business of the City at a regularly scheduled meeting held on the second and fourth Thursdays of each month. A seven member Planning Commission appointed under the provisions of ORS 227. 020, is responsible to the Council for matters pertaining to city planning and development. Two members of the Commission are permitted to be from outside the City limits. The Commission and City Council are responsible for the implementation of the Sisters Comprehensive Plan, Development Code, and facility master plans.

The City Hall staff provide for the majority of City governmental functions which include the City Administration, Recorder, Public Works, Planning, Utility Billing, and Finance.

#### Fire Protection

The City of Sisters belongs to the Sisters-Camp Sherman Rural Fire Protection District. The District encompasses approximately 534 square miles of rural territory. Mutual aid arrangements are currently in force with 17 fire departments, U.S. Department of Agriculture and Oregon Department of Forestry. A five-member Board governs the District. The Sisters-Camp Sherman RFPD implements the International Fire Code as of 2003 and will implement changes to this code as amendments are adopted by the Oregon State Fire Marshal.

#### Law Enforcement

The City of Sisters contracts for police services with the Deschutes County Sheriff Department. Facilities are available within the City for booking and evidence storage. All detention is at the Deschutes County Jail in Bend. The Deschutes County Sheriff's

Department is also responsible for law enforcement functions for the area surrounding the City of Sisters.

### Library

The City of Sisters library services are provided by the Deschutes Public Library System. The Sisters Branch Library built in 1989 is a 2,655 square foot building owned by the City of Sisters and located at 164 E. Main Street.

### Schools

School District No. 6 serves the City of Sisters and an area approximately 10 miles beyond the city limits. The District serves a Kindergarten through grade 12 grade span. The School District boundaries reach north beyond Indian Ford Ranch to the Jefferson County line; easterly approximately 8 miles along the Bend and Redmond Highways, south along Three Creek Road and west to Black Butte Ranch and along the McKenzie Highway including the Crossroads, Tollgate, and Indian Ford subdivisions. The Sisters School District also serves students living in Camp Sherman and Suttle Lake area in Jefferson County grades 7 through 12.

The Sisters School District holds valuable land assets that enable long-range facility planning for the duration of the planning period. The lands owned by the School District are sufficient to allow future school building sites, community use facilities, and space for light industry.

### Parks

The 2011 City of Sisters Parks Master Plan is intended to guide development of the municipal parks system for the period between 2011 and 2030. The 2011 City of Sisters Parks Master Plan is incorporated herein by reference as an element of the Comprehensive Plan. This Plan is an update to the 2000 Sisters Oregon Parks Master Plan. A parks master plan is a long-term vision and action plan for a community's parks system. Currently, Sisters provides 11 parks facilities – 8 developed and 3 undeveloped. The 2011 City of Sisters Parks Master Plan identifies strategies and recommendations for operation and maintenance of parks, land acquisition, development, and funding. Through the 2011 City of Sisters Parks Master Plan, the City of Sisters will continue to improve its parks and recreation facilities to meet the needs of current and future residents.

### Central Oregon Community College

The Central Oregon Community College (COCC) has a General Community Satellite Education Program in Sisters for post-secondary education. The main COCC campus is located in Bend. The local COCC program shares space in a building owned by the Sisters Organization for Activities and Recreation.

### Solid Waste

The City of Sisters currently operates a solid waste/recycling collection program. The county-operated northwest waste collection and transfer station is located on Fryrear Road approximately 8 miles from Sisters.

### Wastewater System

The City adopted Wastewater System Master Plan dated March, 2000 which provides the planning and analysis for the development of the Wastewater Holding and Effluent Disposal System. This Wastewater System Master Plan is incorporated herein by reference as an element of the Comprehensive Plan. The System has been operational since 2001. The system includes lines and connections to nearly each structure in the City, pumping stations, two storage and initial intake reservoirs with 7 million gallons of storage capacity each, and one large 70 million gallon storage pond. Treated effluent is applied to the forest on a City-owned site that is currently 120 acres. The continued development of the system is phased, to allow for future construction which is affordable for the residents of the City of Sisters funded primarily by System Development Charges.

### Transportation

The City completed and adopted the original Transportation System Plan (TSP) in June, 2001, then updated the Plan in January, 2010. The TSP plan is incorporated herein by reference as an element of the Comprehensive Plan. The TSP provides an overview of the current transportation system, a review of the City's expected pedestrian, bicyclist and vehicular needs and improvements and recommendations as to how to implement the proposed transportation system modifications. The TSP is described in more detail in the section Goal 12 of this Plan.

### Water Supply

The City completed and adopted a Water System Master Plan completed in March, 2000. The City provides municipal water service, utilizing Pole Creek as a source from which the City has been allocated a water right of 0.2 cubic feet per second (CFS) in addition to two City wells. The City plans to install another well on the north end of town within the Sun Ranch Mixed Use Community. The City maintains a 2.5 million-gallon impoundment reservoir at the point of diversion of Pole Creek and a 1.6 million gallon sealed concrete reservoir that supplies the City water distribution system through a 12 inch diameter transmission main. The water is chlorinated and all water services are metered.

### System Development Charges

System Development Charges (SDCs) compensate the City for increased use of public infrastructure and are required in the City of Sisters. SDCs are in place for wastewater, water, parks, and transportation, and require new development to pay in proportion to the impact of the new development. SDCs are a valuable mechanism that will help the City expand infrastructure as demands increase.

### Development Standards for Water, Wastewater, and Transportation

The City of Sisters, Public Works Standards, November, 1999 and its subsequent updates are City Ordinances that regulated the construction, installation, etc. of public facilities, including water, wastewater, stormwater, roads, curbs, sidewalks, and utilities.

### Health Care

City residents depend on local clinic offices to provide health services. Regional hospitals are the Central Oregon Community Hospital in Redmond and St. Charles Medical Center in Bend.

### Other Public Services

The City adheres to the State Uniform Building Code, which provides for minimum building construction standards within the community. Many cities and counties in Oregon are replacing the UBC with International Building Codes. It is likely that within the planning period, the City will adopt the International Building Code and International Residential Code for One- and Two-Family Dwellings, 2000 International Building Codes.

Additional government services include the Oregon Department of Forestry office, Deschutes National Forest Service Compound and the Sisters U.S. Post Office. The U.S. Post Office is located at 160 S. Fir Street, Sisters. The Oregon Department of Forestry maintains a sub-unit office of the Central Oregon District and warehouse facility located at the northwest corner of Washington and Elm Streets.

The Deschutes National Forest compound area is located at the junction of U.S. Highway 20 and Pine Street. This area includes the Sisters District Ranger Administrative Office, seven single-family dwelling units, office space, warehousing, maintenance facilities and two bunk houses and the Oregon State Highway Division maintenance facilities.

### Capital Improvement Plans and Projects

#### *Transportation*

The City of Sisters updated Transportation Systems Plan (TSP), January, 2010; adopted by the City Council, controls the development of transportation infrastructure in the City. This Comprehensive Plan adopts the findings and recommendations of the TSP. The full text of the TSP is available from the Community Development Department.

#### *Water and Wastewater*

The City of Sisters Water System and Wastewater System Master Plans, March, 2000 adopted by the City Council, control the development of water and wastewater infrastructure in the City. This Comprehensive Plan adopts the findings and recommendations of the City of Sisters Wastewater System Master Plan and Water System Master Plan, March 2000. The full text of these reports is available from the City Planning Department.

#### *Stormwater*

The City does not have a stormwater master plan. The stormwater system built prior to 2001 consists mostly of drywells. Since 2001, dry wells are subject to more stringent permitting and monitoring requirements established by the Oregon Department of Environmental Quality Groundwater Injection Control Program. Currently, the City requires all new construction to comply with DEQ stormwater management guidelines. This may include the use of drywells, swales, retention ponds, and other mechanisms. The City requires all new development to control and dispose of drainage on-site consistent with DEQ guidelines.

### **11.3 FINDINGS**

1. The current City Hall building contains only one meeting and one conference room which is not adequate to meet the needs of all the City departments. The City recently obtained a parcel of land at the corner of Locust Street and Main Avenue to construct a new City Hall.
2. In 2001, the City constructed a public sewer system capable of serving all existing properties with expansion capabilities.
3. In 1994, the City completed a \$2.1 million water improvement project on the current system which included upgrading most of the 4" size lines in the core area, looping some of the dead end lines and building a 1.6 million gallon storage reservoir in the approximate same location of the existing open reservoir. The system is metered for all water accounts.
4. The City Maintenance Center and Recycling Station located at the corner of Ash Street and Washington Avenue is inadequate for servicing and storing equipment and materials to be recycled. In addition, the center and station are currently non-conforming uses and should be relocated.
5. The Deschutes County Sheriff's Department currently provides police protection services to the City.
6. Sisters School District provides education for kindergarten through twelfth grade. School buildings and field areas provide for diverse community activities.
7. The City maintains a water right on Pole Creek of .2 cubic feet per second. Water from this source is not currently used for municipal purposes. A 2.3 million gallon storage pond is kept empty and available for emergency water storage.
8. The City will need additional wells for municipal and emergency purposes.
9. There is some home delivery mail service provided in Sisters. There is frequently traffic congestion at the Post Office Building.
10. Residential subdivisions on surrounding County lands place demands on City taxpayer-supported facilities and services.
11. The City now has a public restroom facilities for pedestrians and tourists in the downtown district located in the Harold and Dorothy Barclay Park at the intersection of Ash Street and Cascade Avenue, and at the Village Green Park.

12. The Sisters School District constructed a new high school designed for 700 students in 2001-2002. The former 600-student High School is now the Middle School. The two parcels abut, totaling 138.3 acres. There is adequate space for future expansion of both facilities and an elementary school.
13. The Sisters – Camp Sherman Fire District shall have four acres located near the City’s sewage treatment plant for purposes of constructing and operating a fire training facility for the greater Sisters region.
14. Untreated stormwater discharge, and the loss of natural storage capacity due to increases in impervious surfaces and channelization of Whychus Creek, contribute to impaired water quality in the creek.
15. Improperly treated and/or stored stormwater can compromise the recovery of Endangered Species Act (ESA) listed bull trout and summer steelhead in Whychus Creek, and can lead to an illegal “take” of these protected species.
16. Effective stormwater treatment requires implementation of a range of programs including appropriate alterations to development patterns, on-site stormwater retention and treatment, and efforts to decrease impervious surfaces associated with new growth in Sisters.

#### **11.4 POLICIES**

1. The City shall be proactive in planning, financing, obtaining lands, facilities, equipment, and other system elements to ensure the safe and efficient operation of public services.

##### **Tasks-**

- a. The City shall continue to update its water supply system to meet new State and Federal health requirements, and domestic and emergency needs.
- b. The City shall continue its policy of assessing fair and equitable charges in System Development Charges to finance the impacts of growth on public facilities.
- c. The City shall develop policies to adequately fund or require public facilities improvement and budget plans as well as ongoing maintenance for all public infrastructures (water, sewer, roads, etc.).
- d. The City of Sister Public Works Standards shall be periodically updated and improved for specificity, accuracy, consistency, and code compliance.
- e. Public Works Standards shall include standards for maintaining and paying for landscaping in the public right-of-way and multi-use paths.
- f. The City should maintain City garbage service and develop alternative disposal options to best serve the City residents in the future.
- g. The City shall develop adequate City Office facilities.

- h. Water Management and Conservation Plans shall be required by significant new developments impacting the City's water supply system.
  - i. Police protection services should be maintained at levels consistent with the needs of the community.
  - j. The City shall assist the Sisters – Camp Sherman Fire District in the annexation and ultimately the provision of city utilities to the 4 acre property known as the Sisters – Camp Sherman Fire District's fire training facility.
2. The City shall ensure that all properties within the Urban Growth Boundary are able to be provided with water, sewer, electrical and phone utilities.

**Tasks-**

- a. Applications for annexations shall demonstrate that the full development of the annexed property will not reduce levels of service or adversely impact the long-term operation of public infrastructure (water, sewer, roadways).
  - b. Public facilities and all utilities (phone, cable, and power) shall be located underground and required "to and through" when a property is developed or redeveloped, in order to ensure that neighboring properties can be served in the future.
3. The City shall provide adequate public restrooms in the downtown commercial core and parks.
4. The City should help civic groups establish a Community Center.
5. The City shall work with agencies and interest groups including the Sisters School District, County, COCC, CATS, and SPRD to meet the educational and recreational needs for the community.
6. The City shall increase its efforts to protect and enhance water quality, including preserving natural drainage and hydrology features, and increase opportunities for on-site infiltration, detention, and treatment of stormwater through implementation of the *Central Oregon Stormwater Manual (2007)* in the development process.
7. The City shall take steps to minimize impacts to Whychus Creek water quality through the use of appropriate strategies as identified in the *Central Oregon Stormwater Manual (2007)*.

## **Goal 12: Transportation**

### ***12.1 Transportation Goal***

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

### **12.2 BACKGROUND**

Historically, the City has relied heavily upon agriculture and its proximity to transportation routes for its economic livelihood. The City now has a more diversified economy that relies less upon agriculture and more upon commercial, light industrial and tourism sectors of the economy. The highways running through Sisters still supply pass through traffic vital to the local tourist economy, but also are the backbone of the local transportation network. This Comprehensive Plan chapter examines how the transportation system will function to accommodate a wide range of uses in the future.

The City of Sisters completed and Sisters City Council adopted the original Transportation System Plan (TSP) in June, 2001, then updated the Plan in January, 2010. The TSP is a long-range transportation planning tool that analyzes existing conditions, anticipates future needs, and suggests specific improvements to address system deficiencies. The TSP constitutes the transportation element of the City's Comprehensive Plan and is incorporated herein by reference. This part of the Plan references information from the TSP and adds additional transportation policies. The full text of the TSP is available at the City of Sisters Community Development Department.

#### Transportation Network

The following section describes the City's streets which includes the Barclay-Locust Alternate Route. This is based on information in the TSP. The historic street design is formed as an interlocking grid and future streets need to extend and support the grid design.

#### Alternate Route

An alternatives analysis was performed as part of the 2010 TSP update for Highway 20 and included detailed transportation analysis, community feedback, and Project Advisory Committee (PAC) review and decision making. Eleven possible alternatives were initially identified and included highway widening, alternate routes, couplets, and bypasses. These alternatives underwent a screening process, during which it was determined that both the Hood-Main Couplet and the Barclay-Locust Alternate Route alternatives would meet the forecasted long-term transportation needs of Highway 20 through the 2030 TPS horizon year. The PAC reviewed the alternatives analysis findings and unanimously selected the Barclay-Locust Alternate Route as the locally preferred alternative. This selection was made for four main reasons:

- Cascade Avenue will continue to operate as the principal roadway during the majority of the year, and the Alternate Route would act as a relief valve during peak congestion periods.
- The Barclay-Locust Alternate Route alternative will have better flexibility in construction phasing and staging than the Hood-Main Couplet.
- The Hood-Main Couplet would have greater circulation impacts, especially in the vicinity of the elementary school.
- The Hood-Main Couplet would increase the number of roadways acting as barriers from one to two.

During a community open house held on October 29, 2008, the PAC presented their decision to select the Barclay-Locust Alternate Route as the preferred alternative, and the majority of the attendees completing comment forms indicated that they agreed with the Project Advisory Committee's recommendation for the Alternate Route concept over a couplet design for the state highway. The Motor Vehicle Plan of the TSP is based on implementation of the Highway 20 Alternate Route as the preferred Highway 20 solution.

### *Arterials*

Arterial streets serve to interconnect the City. These streets link major commercial, residential, industrial and institutional areas. Access control is the key feature of an arterial route. Arterial streets are typically spaced about one mile apart to assure accessibility and reduce the incidence of traffic using collectors or local streets for through traffic in lieu of a well placed arterial street. The maximum interval for arterial spacing within the City shall be 3,000 feet where feasible. Arterials are typically multiple miles in length.

The City of Sisters has three principal routes into and out of the city. These include the McKenzie Highway (OR 242 and OR 126); McKenzie-Bend Highway (US 20) and the Santiam Highway (US 20/OR 126). These are classified as arterials for the local street system and are the primary connections to Bend and Redmond to the east and the Willamette Valley to the west.

The 1999 Oregon Highway Plan (OHP) classifies the state highway system into five categories: Interstate, Statewide, Regional, and District Highways and Local Interest Roads. Additional design considerations are required for state highways. These state highway design considerations are defined in the OHP and in the Highway Design Manual (HDM). Any deviation from these standards requires ODOT approval of a design exception.

Table 12.1: State Highways in the Sisters Urban Growth Boundary

<u>State Highway</u>	<u>Highway Route Number</u>	<u>Freight Route</u>	<u>Expressway</u>	<u>Classification</u>
<u>McKenzie-Bend HWY 17 (east of Sisters)</u>	<u>US 20</u>	<u>✓</u>	<u>✓</u>	<u>Statewide</u>
<u>McKenzie HWY 15 (east of Sisters)</u>	<u>OR 126</u>	<u>✓</u>	<u>✓</u>	<u>Statewide</u>
<u>McKenzie HWY 15 (through town - MP 92.28 - 93.07)</u>	<u>US 20/OR 126</u>	<u>✓</u>		<u>Statewide</u>
<u>McKenzie HWY 15 (west of Sisters)</u>	<u>OR 242</u>			<u>District</u>
<u>Santiam HWY 16 (County line to Barclay [MP 99.95])</u>	<u>US 20/OR 126</u>	<u>✓</u>	<u>✓</u>	<u>Statewide</u>
<u>Santiam HWY 16 (Barclay to Jct w/McKenzie [MP 100.12])</u>	<u>US 20/OR 126</u>	<u>✓</u>		<u>Statewide</u>

Source: Oregon Department of Transportation

The 2010 Transportation System Plan upgraded Barclay Drive and Camp Polk Road/Locust Street from Highway 20 to Barclay Drive to arterials. These particular roads will function as an alternate route that will alleviate traffic in downtown Sisters during peak periods of congestion

*Collectors*

Collector streets provide both access and circulation within and between residential and commercial/industrial areas. Collectors differ from arterials in that they provide more of a citywide circulation function, do not require as extensive control of access (compared to arterials) and penetrate residential neighborhoods, distributing trips from the neighborhood and local street system. The maximum interval for collector roadways shall be 1,500 feet where feasible. Collectors are typically greater than 0.5 to 1.0 miles in length. The adopted Transportation System Plan upgraded East Cascade Avenue from Cascade Avenue to Rope Street, Jefferson Avenue from Pine Street to west City limits, Larch Street from Jefferson Avenue to Barclay Drive, McKinney Butte Road and Rail Way, to collector streets.

### *Neighborhood Routes*

Neighborhood routes are usually long relative to local streets and provide connectivity to collectors or arterials. Because neighborhood routes have greater connectivity, they generally have more traffic than local streets and are used by residents in the area to get into and out of the neighborhood, but do not serve citywide/large area circulation. They are typically about a quarter to a half-mile in total length. Traffic from cul-de-sacs and other local streets may drain onto neighborhood routes to gain access to collectors or arterials. Because traffic needs are greater than a local street, certain measures should be considered to retain the neighborhood character and livability of these routes. Neighborhood traffic management measures are often appropriate (including devices such as speed humps, traffic circles and other devices). However, it should not be construed that neighborhood routes automatically get speed humps or any other measures. While these routes have special needs, neighborhood traffic management is only one means of retaining neighborhood character and vitality. The adopted Transportation System Plan upgraded Adams Avenue from Pine Street to Cedar Street, Black Butte Avenue from Larch Street to east City limits, Brooks Camp Road, Cedar Street from Main Avenue to Adams Avenue, Cowboy Street from Black Butte Avenue to East Cascade Avenue, Lundgren Mill, Pine Street from Jefferson Avenue to south City limits, Pine Meadow Street, Rope Street from East Cascade Avenue to Timber Pine Drive, Sisters Park Drive, St. Helens Avenue from Locust Street to Pine Street, Sun Ranch Drive, Timber Creek Drive, Timber Pine Drive from Rope Street to Highway 126, Trinity Way and Washington Street from Locust Street to Pine Street to neighborhood routes. The TSP also downgraded Locust Street from Jefferson Avenue to south City limits from a collector to a neighborhood route.

### *Local*

Local streets have the sole function of providing immediate access to adjacent land. Service to through traffic movements on local streets is deliberately discouraged by design. All other city streets in the City of Sisters that are not designated as arterial streets, collector streets, or neighborhood routes are considered to be local streets. The adopted Transportation System Plan downgraded Tye Drive from Elm Street to Locust Street from a collector to a local street.

### *Street Conditions*

The Transportation System Plan, 2010 identified pavement conditions as either good, fair, poor and gravel. The poor segments were identified as streets in need of pavement improvements and include the following arterial and collector streets:

- Cascade Avenue (US 20/OR 126) – Pine Street to Larch Street
- McKenzie Highway (US 20/OR 126) – Larch Street to Locust Street
- South Elm Street - West Black Crater Avenue to Washington Avenue

### *Bikeways*

Several types of bicycle facilities exist in Sisters, including shared roadways, shoulder bikeways, bike lanes, and shared-use paths (also known as trails or multi-use paths). Sisters has shoulder bikeways on Highway 126 and Highway 20 east of Locust Street.

State highways and arterial streets comprise the majority of the bike lane network in Sisters. A map of the City's existing bicycle facilities is included in the City's TSP.

The Community Action Team of Sisters (CATS) sponsors the Sisters Community Trails Committee. This committee completed a Trails Plan, December, 2003 with the assistance of local donors, public sponsors, and community input. The Trails Plan lays out a framework for creating a community-wide non-motorized trail system. This trail system links rural subdivisions and rural trails/roadway systems to points of interest within the City of Sisters. The City plays a critical role in meeting the goals of the Sisters Community Trails project by constructing trail, bike lane, multi-use pathway, and sidewalk projects in the adopted TSP, coordinating with the trails committee to obtain funding, and other providing assistance as needed. The City finds that developing the proposed trail system in the Trails Plan, in addition to developing other new trails in and around the City, will help the City meet transportation, recreation, land use, and public facility goals and action items.

The Bicycle Master Plan and Action Plan in the TSP identifies a network of bike lanes, shoulder bikeways, shared use paths and bike boulevards. Recommended projects include filling in system gaps and developing a more complete network appropriate for bicyclists of all ages and abilities. The project system includes an expanded bike lane network on streets where bicyclists would benefit from delineated separation from motorist, while shared-use paths are recommended in wide right-of-ways along several cross-town routes. The recommended network also includes several Bicycle Boulevards or shared streets, taking advantage of Sisters' extensive network of lower-volume streets. A map of the City's bicycle system improvements is included in the City's TSP.

#### *Bicycle Boulevards*

Several areas in Sisters benefit from a generally well-connected system of lower-volume streets that – with the addition of moderate treatments – could become good bicycling routes for riders of all ages and skills. These streets (commonly referred to as “Bicycle Boulevards”) accommodate bicyclists and motorists in the same travel lanes, usually with no bicycle lane delineation. Traffic controls along a Bicycle Boulevard assign priority to through cyclist movement while encouraging through vehicle traffic to use alternate parallel routes. Traffic calming and other treatments along the corridor reduce vehicle speeds so that motorists and bicyclists generally travel at the same speed, creating a safer and more comfortable environment for all users. On-street parking does help slow traffic but should be parallel or back-in diagonal to minimize motor vehicle/bicycle conflicts. Boulevards also incorporate treatments to facilitate safe and convenient crossings where bicyclists must traverse major streets. Bicycle Boulevards work best in well-connected street grids, where riders can follow reasonably direct and logical routes with few “twists and turns.” Boulevards also work best when higher-order parallel streets exist to serve through vehicle traffic. The recommended Bicycle Boulevards are for Washington Avenue and Adams Avenue.

#### *Sidewalks*

A fairly complete sidewalk system exists in the downtown core, which includes the areas

bounded by Hood Avenue, Main Avenue, Larch Street and Pine Street. In some residential neighborhoods and along collectors outside of the downtown area, narrow asphalt paths take place of sidewalks. Roadway shoulders are utilized for two-way pedestrian travel in Sisters where sidewalks do not exist. Some major streets where shoulders are the only pedestrian facilities include the following:

- Portions of Highway 242 – primary access routes to the Sisters middle and high schools (except as constructed on the north side)
- Portions of Highway 20 (though not on Cascade Avenue) within the city limits
- Highway 126
- Portions of Barclay Drive
- Locust Street from Highway 20 to City Limits

Although roadway shoulders may appropriately accommodate pedestrians in rural areas, the gradual outward expansion of Sisters urban development has resulted in higher traffic volumes on these roads, necessitating the provision of additional pedestrian facilities to separate pedestrians and motorists.

Existing pedestrian issues include high traffic volumes, awkward intersection geometry and narrow sidewalks along Cascade Avenue (US 20/OR 126). Other concerns include discontinuous streets, insufficient shared use paths, fragmented sidewalks, lack of facilities in key locations, street crossing of McKinney Butte Road, ditches, poor street lighting, inadequate curb ramps, auto bumper intrusion onto sidewalks and high vehicle speeds on Locust Street near the elementary school.

The Pedestrian Master Plan and Action Plan in the TSP identifies a recommended pedestrian network that builds upon Sisters' existing system of sidewalks, shared use paths, and other pedestrian infrastructure. Recommendations include filling gaps in the sidewalk system, developing an interconnected shared-use path network, and targeting specific intersections for pedestrian crossing enhancements. A map of the City's pedestrian system improvements is included in the City's TSP.

#### *Special Transportation Area*

The ODOT Special Transportation Area (STA) designation can be applied to a highway segment when an existing downtown business district straddles the state highway in an urban center. For an STA to be applied, it must be approved by the Oregon Transportation Commission. In order to be considered for STA designation, an area must:

- Straddle a state highway;
- Not be located on a freeway or expressway; and
- Have slow traffic speeds, generally 25 mph or less.

Typically, STAs are located with mixed land uses and buildings spaced close together and developed with little or no setback from the highway. In addition, sidewalks are wide and are located adjacent to both the buildings and the highway. In general, public

road connections are preferred to private driveway access, which would mean that businesses would combine driveways and have access onto the side streets as opposed to direct access onto the highway; however, private driveway access would be allowed where feasible access alternatives are not available.

Acquiring an STA designation is consistent with the desire of the community to widen sidewalks throughout downtown and construct enhanced pedestrian crossings to provide a safe, convenient, and desirable walking environment. The objective of an STA designation is to emphasize that, in addition to providing vehicular mobility, this portion of the highway should also provide access to community activities, businesses, and residences and should accommodate pedestrian, bicycle, and transit movement along and across the highway. One way in which this designation shifts emphasis to other modes is by allowing increased traffic congestion before roadway widening mitigations are required. Another way is by allowing the roadways to have reduced cross-sections. To achieve the desired Highway 20-Cascade Avenue cross-section, City staff has coordinated with ODOT Region 4 and District staff on design exceptions for narrower sidewalk widths and narrower shoulder widths to achieve some of the desired components of an STA designation. Therefore, a STA designation is not required to implement the proposed cross sections for Cascade Avenue, but may still be a desired designation for the City to manage future congestion and focus on local multi-modal activity.

To obtain an STA designation for downtown Sisters, a STA Management Plan will be required as Highway 20 is a freight route. The STA Management Plan will identify long-term strategies for managing improvements, intersection spacing, and access management along the corridor.

#### Urban Renewal Plan

An Urban Renewal District (URD) is a tax-funded district within the city. The URD is funded with the incremental increases in property taxes that result from the construction of applicable improvements, some of which may be transportation related. As desired, the funds raised by a URD can be used for, but are not limited to, transportation projects.

The City of Sisters created an URD for its downtown core in 2003. The primary purpose in creating the URD was to make Sisters' downtown area more pedestrian and bicycle friendly (goals established in the City's 2001 TSP). Four of the URD goals address the downtown transportation network:

- Strengthen downtown Sisters' role as the heart of the community
- Improve vehicular and pedestrian circulation through and within the downtown to accommodate both through traffic and downtown patrons
- Promote a mix of commercial and residential uses oriented to pedestrians
- Enhance the pedestrian environment on streets and in public parks, a town square, and other public gathering places

The Downtown Sisters Urban Renewal Plan will promote the development of downtown as the commercial and cultural center of the Sisters community. The Urban Renewal Plan will provide for improvements to streets, sidewalks, pedestrian ways, public gathering places, parks and public parking. It will also assist property owners in the rehabilitation, development or redevelopment of their properties.

#### Other Transportation Modes

##### *Public Transportation*

Local public transportation in Sisters is the "Dial a Ride" service offered by Cascade East Transit. This service is provided to many communities in Central Oregon. In Sisters, the service consists of door-to-door transport to medical appointments. In addition, Cascade East Transit offers limited connector shuttle services.

##### *Airport*

The City of Sisters' Eagle General Aviation Airport located at the intersection of Camp Polk Road and Barclay Drive is less than one mile from the Sisters city limits. The privately owned airfield has a heliport and a runway that is 50' wide by 3,550' long. The paved and unlit runway supports locally based aircraft and primarily accommodates recreation-oriented traffic. Limited service is provided to users at their own risk. There are certain operational limitations that are associated with runway orientation, prevailing northern winds and high elevation terrain some 200 feet east of Runway 2. This airport is the center for AirLife, search and rescue, smoke-jumper training, and other airport related activities.

A municipal commercial airfield is located in Redmond, 20 miles to the east of Sisters via Highway 126, serves as the main aviation hub for Central Oregon. The airport has two paved, lighted, 7,000-foot runways that accommodate most sizes of commercial aircraft. In addition, general aviation support facilities are available through the fixed operator that supports charter flights, flight training and aircraft maintenance and service.

##### *Rail Service*

There are no rail lines or services in the Sisters area.

##### *Water Transportation/Pipeline Service*

There are no water or pipeline transportations modes in Sisters.

### **12.3 FINDINGS**

1. The City of Sisters TSP is an element of the City of Sisters Comprehensive Plan and is incorporated herein by reference. As such, it identifies the general location of transportation improvements and allows the following actions without land use review:

- a. Changes in the specific alignment of proposed public road and highway projects are permitted without plan amendment if the new alignment falls within a transportation corridor identified in the TSP.
  - b. Operation, maintenance, repair, and preservation of existing transportation facilities without land use review, except where specifically regulated.
  - c. Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the TSP, the classification of the roadway and approved road standards.
2. The City has developed and adopted a Transportation System Plan (TSP) in January 2010, in conformance with the Oregon Transportation Planning Rule.

This Sisters Transportation System Plan (TSP) identifies specific transportation projects and programs needed to support the City's goals and policies and to serve planned growth through the TSP horizon year (2030). This TSP builds on the previous plan that was developed for the City in 2001 and addresses changes in local and regional growth patterns and new transportation planning policies adopted by the state. In addition, it provides refined analysis used to determine a preferred alternative that addresses congestion on Highway 20 through the downtown commercial district. This plan update is aimed at fulfilling Transportation Planning Rule (TPR) requirements for comprehensive transportation planning in the cities of Oregon, and presents the investments and priorities for the pedestrian, bicycle, and motor vehicle systems along with new transportation programs to correct existing shortfalls and enhance critical services.

3. Highway 20 facilities provide inadequate mobility during peak travel days. Heavy congestion on this primary route through Sisters impacts local circulation and access for all travel modes in the downtown area. Recurring congestion and vehicle queues adversely impact local circulation at major cross streets including Locust Avenue, Elm Street, Pine Street and Barclay Drive. As volumes grow from regional and local development, the frequency and severity of these heavy congestion events on Highway 20 will increase.
4. The community desires wider sidewalks throughout downtown along with enhanced pedestrian crossings to provide a safe, convenient, and desirable walking environment. Limited right-of-way of 60-feet, established before 1915, coupled with compact zero lot line development along Highway 20 in downtown Sisters, restricts certain ODOT improvements including required sidewalk and shoulder widths. Exceptions to these ODOT standards will need to be approved by ODOT.
5. An STA designation for Highway 20 (Cascade Avenue) through downtown Sisters would facilitate a shift in mobility focus of the corridor from auto to pedestrian, bicycle, and local activities. This would be accomplished by the proposed narrowing of the existing curb to curb width of Highway 20 to allow for construction of wider

sidewalks. Where turn lanes are needed, on-street parking would be removed. One way in which this designation shifts emphasis to other modes is by allowing increased traffic congestion before roadway widening mitigations are required. Another way is by allowing the roadways to have reduced cross-sections. To achieve the desired Highway 20-Cascade Avenue cross-section, City staff has coordinated with ODOT Region 4 and District staff on a design exception for narrow sidewalk widths and narrower shoulder widths to achieve some of the desired components of an STA designation. Therefore, a STA designation is not required to implement the proposed cross sections for Cascade Avenue, but may still be a desired designation for the City to manage future congestion and focus on local multi-modal activity.

6. The TSP identifies the following strategies for the City's pedestrian system:
- Develop a Sidewalk Infill Program.
  - Continue to support policies that promote walking. Specific recommendations include:
    - Update and clarify pedestrian facility construction standards and incorporate them into the City's Public Works Standards and Development Code.
    - Retrofit existing pedestrian facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed.
    - Require that all walkways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features.
    - Require pedestrian connections within and between adjacent developments to provide convenience and safety for pedestrians.
  - Develop and fund a Spot Improvement Program to respond quickly to location-specific pedestrian infrastructure improvement needs.
  - Develop an Americans with Disabilities Act (ADA) Transition Plan to identify strategies and priorities for upgrading the City's current transportation infrastructure to accommodate persons with disabilities.
  - Establish a routine maintenance schedule for pedestrian facilities (e.g., repairing damaged sidewalks).
  - Pursue Special Transportation Area (STA) designation for Highway 20 from Pine Street to Locust Street.
  - Implement recommendations made by the Safe Routes to School Plan. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and ensure long-term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors.
  - Develop education programs to increase the awareness of pedestrian needs and rights.
  - Develop encouragement programs to promote walking as a convenient, healthy, safe, and viable transportation mode.

- Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws.
- Identify and apply for available state and federal grant funding for system improvements identified in this Pedestrian Master Plan.
- Continue to seek funding for Washington Avenue multi-modal corridor improvements through grants or other funding mechanisms.
- Provide safe, comfortable, and convenient alternatives to Highway 20 for bicyclists and pedestrians of all ages and abilities by emphasizing alternate parallel facilities.

7. The TSP identifies the following strategies for the City's bicycle system:

- Continue to support policies that promote bicycling. Specific suggestions include:
  - Establish bicycle facility construction standards and incorporate them into the City's Public Works Standards and Development Code
  - Retrofit existing bicycle facilities to current standards to promote safety, connectivity, and consistency, as adjacent development occurs, as funds become available, or as roads are replaced or reconstructed.
  - Require that all bikeways be constructed in a manner that addresses environmental conditions, such as natural, cultural, and historical features
  - Require continuous bicycle connections and corridors within and between developments to provide convenience and safety for bicyclists.
- Develop and fund a Spot Improvement Program to respond quickly to location-specific bicycle infrastructure improvement needs.
- Establish a bicycle network signing program to determine sign placement locations and sign content (e.g., locations, distance, and travel time). The City should consider using custom signage to complement Sisters' Western-themed downtown and existing street signs.
- Establish a routine maintenance schedule for bicycle facilities (e.g., repairing/restriping damaged bike lanes).
- Implement recommendations made by the Safe Routes to School Plan. Coordinate with the Sisters School District to establish and strengthen Safe Routes to School (SR2S) Programs at the Elementary School, Middle School, and High School and to ensure long term, successful programs at each school. Prioritize facility improvements throughout the city on SR2S travel corridors. Develop education programs to increase the awareness of bicyclist needs and rights.
- Pursue Special Transportation Area (STA) designation for Highway 20 (Cascade Avenue).
- Develop encouragement programs to promote bicycling as a convenient, healthy, safe, and viable transportation mode.
- Develop enforcement programs to ensure that pedestrians, bicyclists, and motorists obey traffic laws.
- Identify and apply for state and federal grant funding opportunities to fund the system improvements identified in the Bicycle Master Plan.

- Convert head-in diagonal parking to back-in diagonal parking to increase the safety for all roadway users and to reduce bicycle-pedestrian-vehicle conflicts throughout the city along bikeways and elsewhere when feasible.
  - Continue to seek funding for Washington Avenue multi modal corridor improvements through grants or other funding mechanisms.
  - Create safe, comfortable, and convenient facilities parallel to Highway 20 for pedestrians and bicyclists of all ages and abilities.
8. The transportation improvements will be more sustainable and the associated financial investments will yield greater returns by following a variety of management and capital improvement strategies identified in the TSP, including:
- Obtain design exceptions from ODOT for HYW 20 in the downtown core.
  - Acquire a Special Transportation Area (STA) designation for Highway 20 in the downtown core.
  - Perform Transportation System Management (TSM) – Improve management of the existing transportation system through one or more measures, including:
    - Neighborhood Traffic Management
    - Functional Classification
    - Cross-section standards
    - Access Management
    - Local Street Connectivity
  - Perform Transportation Demand Management (TDM) – Encourage other transportation modes during the peak travel demand period besides single occupant vehicles.
  - Develop a Motor Vehicle Improvement Plan that provides the necessary capacity and circulation improvements.
  - Designate Truck Routes through Sisters.
9. Without capacity or circulation improvements, traffic operations in 2030 would fail throughout the year and excessive queuing and delay would become common along Highway 20. One of the key focuses of the motor vehicle improvement plan for this TSP update was the development of a preferred Highway 20 alternative to meet the long-term transportation needs of Highway 20 through the year 2030. The Transportation System Plan Project Advisory Committee (PAC) unanimously selected the Barclay-Locust Alternate Route as the locally preferred alternative. This selection was made for four main reasons:
- Cascade Avenue would continue to operate as the principal roadway during the majority of the year, and the Alternate Route would act as a relief valve during peak congestion periods.
  - The Barclay-Locust Alternate Route alternative would have better flexibility in construction phasing and staging than the Hood-Main Couplet.
  - The Hood-Main Couplet would have greater circulation impacts, especially in the vicinity of the elementary school.
  - The Hood-Main Couplet would increase the number of roadways acting as barriers from one to two.

10. Section 660-12-045 (1) of the Transportation Planning Rule (TPR) requires that cities and counties amend their land use regulations to conform with the jurisdiction's adopted TSP. This section of the TPR is indented to clarify the approval process for transportation-related projects. The approval process for different types of projects should be clear.
11. Section 660-12-045 (2) (d) of the TPR requires that jurisdictions develop a process for the coordinated review of land use decisions affecting transportation facilities.
12. Section 660-12-045(2) of the TPR requires that jurisdictions protect future operation of transportation corridors. In addition, the proposed function of a future roadway and other transportation facilities such as airports must be protected from incompatible land uses.
13. Highways, roads, streets in Sisters can have negative impacts on water quality by increasing both the quantity and velocity of runoff, and by collecting oil and other pollutants that are flushed into Whychus Creek when it rains.
14. Narrower local streets, standards that limit the amount of parking, and pervious paving surfaces (where practical) can reduce the amount of impervious surfaces in the City.
15. As part of the 2011 City of Sisters Parks Master Plan planning process, the community identified support for additional trails and pathways throughout the planning area. The community growth trends, recreation analysis, stakeholder interviews and community workshops contributed to identifying a need for improved connectivity. The 2011 City of Sisters Parks Master Plan relies upon and supports the trails, bike paths, and pathways identified in previous planning efforts, including the 2011 Sisters Trails Plan and the 2010 Sisters TSP. No additional trail or path projects are proposed by the 2011 City of Sisters Parks Master Plan outside of those identified in the open space or park development projects.

#### **12.4 POLICIES**

1. The City shall implement the adopted City of Sisters Transportation System Plan, January 2010.
2. The City will be proactive in obtaining all elements of a well functioning multi-modal transportation system through all legal means.

##### **Tasks -**

- a. The City shall plan for the development and maintenance of additional parking spaces and/or facilities.
- b. Right-of-way for planned transportation facilities, access ways, paths, or trails shall be preserved through all practical means, including exaction, voluntary dedication, conditions of approval, setbacks, or other appropriate means.

- c. The City of Sisters shall include a clear and objective process for the approval of transportation projects in the City’s Development Code.
  - d. New development shall integrate with the existing street and grid system to facilitate local traffic flows, access to developments, and safe access to state highways.
  - e. All public streets shall be constructed to City Public Works Construction standards.
3. The City shall cooperate with neighboring Cities and with Deschutes County in the development of an inter-city transportation plan.
4. The City shall participate in the Central Oregon Commute Options Program by assisting in implementing measures outlined in their programming.
5. The City should develop and utilize telecommuting strategies to facilitate the movement of information and data rather than people.
6. The City of Sisters Tax Increment Financing District (Urban Renewal District) provides funding for the development of improvements along and adjacent to the commercial core.
7. Residential street lighting shall be designed consistent with the 1880s Western Design Theme, Dark Skies ordinance, and Development Code.
8. Street signs of a type approved by the City shall be provided by the developer for each new residential development.
9. The City shall work with ODOT to lower speed limits along highways within the entire Urban Growth Boundary.
10. The City shall work with ODOT to obtain design exceptions to the sidewalk and shoulder widths for Highway 20 in the downtown core.
11. The City should obtain a Special Transportation Area (STA) for Highway 20 through downtown Sisters Cascade Avenue from Larch Street to the intersection past Pine Street (the right-in/right-out at Old Highway 242).

**Tasks –**

- a. Complete an STA Management Plan for Highway 20.
  - b. Obtain Oregon Transportation Commission (OTC) approval of the STA designation.
12. Sisters Transportation System Plan shall be consistent with other City goals and policies, including the goal of protecting and enhancing water quality.
13. The Transportation System Plan shall promote walking and bicycling within the City to reduce the impacts of transportation on water quality.

**Tasks -**

- a. Construct pedestrian and bicycle paths and trails to promote connectivity.

## **Goal 13: Energy**

### **13.1 GOAL**

***“To manage land uses in a manner to maximize the conservation of all forms of energy based upon sound economic principles.”***

### **13.2 BACKGROUND**

The Central Oregon area has historically had relatively low energy costs. This has generally led to land use, construction and transportation practices that do not promote energy conservation.

The City of Sisters receives electrical power from Central Electric Co-Operative (CEC). Central Electric's service area includes seven counties in central and eastern Oregon: Deschutes, Crook, Jefferson, Grant, Linn, Wasco and Lake. CEC is a non-profit, consumer-owned corporation.

CEC has many helpful energy saving tips on its web site [www.centralelectriccoop.com](http://www.centralelectriccoop.com)., or advice is available from their office in Redmond. Energy saving tips include subscribing to a free monthly Energy Newsletter, providing energy tips for the home and business, facilitating the use of “green” power, illustrating ways to improve energy efficiency of lighting, water heating, cooling, and by performing energy auditing services.

With few industrial power users in Sisters, residences and business are significant energy users in the City. Anticipated significant increases in population growth make mandated energy efficiency standards for new construction an important link in improving the energy efficiency of the buildings in the City. New construction will be subject to standards in the International Building Code and International Residential Code for One- and Two-Family Dwellings, International Code Council, 2000. These standards include considerations for enhancing the energy efficiency of new construction.

Area weather patterns make solar energy a viable alternate energy source for space and water heating.

### **13.3 FINDINGS**

1. Currently, the City is using the Uniform Building Code. As the International Building Code is adopted and updated by the State of Oregon, the City of Sisters will adopt the International Building Code to replace the Uniform Building Code.
2. Many buildings in the City are substandard and were built before energy efficiency was required by building codes. Owners of these buildings are encouraged to participate in energy audits and adopt improved energy efficiency practices.

3. The local electric power provider, Central Electric Cooperative, recognizes conservation measures as an economical way to meet future energy demand.
4. The only known natural sources of energy within the Sisters Urban Area are wind, solar, and wood. However, current development costs discourage development of commercial scale solar and wind power.

### **13.4 POLICIES**

1. All new development shall occur in a manner that encourages energy efficiency.

#### **Tasks –**

- a. All new development shall provide solar access, in accordance with the standards described in the Development Code, as conditions allow.
  - b. All new development shall conform to adopted building and development codes.
  - c. The City shall adopt and enforce either the Uniform Building Code or the International Building Code and International Residential Code for One- and Two-Family Dwellings.
  - d. Infrastructure in new developments, such as bike lanes, paths, and trails shall be laid out to provide convenient access to places of education, recreation, and shopping in an effort to promote energy efficiency. Routes should be constructed according to the City TSP, Sisters Area Trails Plan, or other applicable plans.
2. When needed, the City shall participate in planning energy delivery transmission routes in cooperation with the energy provider.

#### **Task –**

- a. Areas should be set aside for substations or transformers near load centers in cooperation with property developers and the utility provider.
3. The City in coordination with the County and local energy providers should develop a program for public awareness and education of the reasons and need for energy conservation.
  4. The City should continue to encourage use of the recycling program through public education and ease of use of facilities.
  5. The City should practice energy conservation in all its programs and operations.

## Goal 14: Urbanization

### 14.1 GOALS

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

### 14.2 BACKGROUND

#### Definitions

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

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

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

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

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

<b>Land Use District</b>	<b>Approximate Gross Acres</b>
Public Facility District (PF District)	
<i>School District Properties</i>	144.00
<i>Forest Service Property</i>	36.00
<i>Middle and Elementary School Properties</i>	19.00
<i>Wastewater Treatment Facility</i>	<b>58.80</b>
<b>PF District Total</b>	<b>257.80</b>
Open Space District (OS District)	
<i>Forest Service Property</i>	19.00
<i>City and State Parks</i>	43.00
<b>OS Total</b>	<b>62.00</b>
<b>Flood Plain District (FP District) Total</b> (not including area in City and State Parks in the OS District)	<b>24.00</b>

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<b>Commercial Districts (C District)</b>	
<i>Commercial District (C) &amp; Tourist Commercial</i>	134.41
<i>Highway Commercial Sub-District (C-HC)</i>	66.00
<b>C and C-HC Districts Total</b>	<b>200.41</b>
<b>Light Industrial District (LI District) Total</b>	
<b>109.67</b>	
<b>Residential (R District)</b>	
<i>Residential District (R District)</i>	<b>279.68</b>
<i>Residential Multi-Family Sub-District (R-MFSD District)</i>	161.00
<b>R Districts Total</b>	<b>440.68</b>
<b>Urban Area Reserve District (UAR District)</b>	
<i>UAR (Residential 2.5-acre Minimum)</i>	30.00
<i>UAR (Business Park 5-acre Minimum owned by the U.S. Forest Service)</i>	23.00
<i>Fire Training Facility</i>	4.00
<b>UAR-10 (Residential – McKenzie Meadows) Total</b>	<b>30.00</b>
<b>UAR Districts Total</b>	<b>87.00</b>
<b>Total Area in Urban Growth Boundary</b>	<b>1181.66</b>

Source: City of Sisters GIS based on Deschutes County GIS Taxlots, and as amended by files CP06-01/02, Z06-01 and CP 08-02.

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

### 14.3 FINDINGS

#### Population Forecast

The official July 1, 2004 population estimated for the City of Sisters is 1,490 (Portland State University, PRC July 1, 2004 estimates). This statistic is for the Sisters City limits and Urban Growth Boundary, which are coincident. The City of Sisters (hereafter referred to as Sisters or City) population is forecast to remain small compared to the other jurisdictions, but will experience consistent growth over the long-term. Sisters uses the population forecast numbers for long-range planning purposes, including the residential buildable lands supply and demand analysis. Refer to Appendix A for City of Sisters coordinated population forecast.

#### Summary of Population Forecast

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

*14.2 Population Forecast Summary*

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

<sup>1</sup> Source: PRC July 1, Official Population Estimate for City of Sisters.

<sup>2</sup> Source: Population Estimates by City of Sisters.

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

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

*14.3 Housing Units and Building Permit Issuance, 1990-2000*

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

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

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

*14.4 Population Growth, 1990-2000*

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

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

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

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

*Table 14.5 Housing Unit Growth Rates, 1990-2003*

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

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

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

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

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

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

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

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

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

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

<sup>4</sup> Source: Persons per Dwelling Unit of 1.99 is from the 2000 U. S. Census, SF-1.

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

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

*Infrastructure*

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

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

Future Land Needs

*Public Facility and Open Space Districts (PF and ~~LM~~-OS Districts)*

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

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

The United States Forest Service (U.S.F.S.) owns several properties in Sisters, one of which is a roughly 48 acre property designated and zoned PF (Public Facilities), and is commonly referred to as the 'South Barclay Parcel'. The property is located on the south side of Barclay Drive; east of Highway 20, and west of Pine Street.

It is anticipated that the U.S.F.S. will seek to sell the South Barclay Parcel, along with a 14.82 acre property known as the East Portal Triangle (referred to herein as the Forest Service Triangle) which is located west of the South Barclay Parcel / Highway 20, and bounded by Highway 20, Highway 26 and Hood Street. The East Portal parcel is designated and zoned Open Space (OS) District, and is identified within Chapter 5 of this Plan as open space land left primarily in its natural state and managed to provide limited passive recreational opportunities,

The location of the South Barclay Parcel is strategic to the city's downtown and entry on the west side. The City intends the South Barclay Parcel to be developed for urban uses related to its downtown planning theme under mixed use principals. Therefore, it is the policy of the City of Sisters that any comprehensive plan and/or zoning amendment that affects the future development of the South Barclay Parcel must meet specific criteria in order for the City to be able to support a potential plan amendment for the property. These criteria are as follows:

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

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

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

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

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

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

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

A UGB expansion of 13.8 acres of Public Facility land for the wastewater treatment facility occurred in 2005 during the Comprehensive Plan update. This expansion is for the area adjacent to the shop at the wastewater treatment facility and may be used for equipment storage and a public works headquarters. This expansion is discussed in

greater detail in the UGB Findings Document, incorporated herein by reference and available from the Planning Department.

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

*Flood Plain Lands (FP District)*

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

*Residential Lands (R and R-MFSD Districts)*

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

*Commercial and Light Industrial Lands (C, C-HC, LI Districts)*

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

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

*Urban Area Reserve (UAR District)*

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

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

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

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

Urban Growth Management

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

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

land include expanding the UGB, re-zoning UAR lands to urban zoning designations, increasing residential densities, and converting non-residential lands to residential use.

#### UGB Expansion

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

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

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

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

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

#### Determining Need and Comprehensive Plan Designation

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

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

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

The City's Public Works Department facility located at 175 W. Washington Avenue has been sold to the Sisters Camp Sherman Rural Fire Department and a new facility is needed for a Public Works headquarters. Uses at the current headquarters include a centralized office and repair shop, storage for garbage trucks, tractors, back hoes, street sweepers, solid waste dumpsters, and rooms and structures holding equipment and supplies such as sand, gravel, pilings, pipes, and other associated uses. This headquarters is in a residential area where site operations are not compatible with surrounding uses and there are few sites in existing industrial areas where such a facility can be sited for the long run.

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

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

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

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

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

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

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

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

Overview of Site Selection Process

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

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

Evaluation Matrix and Maps (Appendix 5) of the Findings for UGB Expansion document for the resulting evaluation matrix.

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

1. Parcels adjacent to the UGB determined to have developable lands were identified and are shown in the Productivity Spreadsheet
2. Only developable parcels that were not in public ownership were selected to be evaluated further
3. Criteria were developed to implement the “seven factors” of Goal 14 as well as Plan policies and ORS 197.298 prioritization criteria
4. Parcels were evaluated based on the criteria and each received a score according to the parcels characteristics
5. Scores were 3 points for a “Good” evaluation, 2 points for a “Fair” evaluation, and 1 point for a “Poor” evaluation
6. Scores were added together to arrive at the overall score for the parcel (see Appendix 2 column named “Overall Score” in the UGB Expansion Findings document)
7. Scores for criteria under the column headings “ORS 197.298 Priority of Lands for UGB” and “Factor 3” were doubled and added to the rest of the criteria to arrive at the “Overall Weighted Score” column. The purpose of this was to evaluate how a parcel’s score might change compared to the non-weighted “Overall Score”. This demonstrates possible differences in the overall scores when placing more importance on two factors.
8. “Overall Rank” and “Weighted Rank” were calculated based on the parcels scores on “Overall Score” and “Overall Weighted Scores”, respectively. This shows the ordinal rank of parcel according to these scores and a snapshot of a best to worst evaluation for all parcels evaluated.
9. A parcel had to score “Fair” on average in both the “Overall Rank” and “Weighted Rank” to be considered further. Those parcels that scored “Fair” on average in both categories were scored with a “Yes” in this column.
10. The top ranked sites in the “Overall Rank” and “Weighted Rank” category were considered for addition to the Sisters UGB.

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

#### Location and Designation of New Lands Brought Into UGB

The locations of the properties selected for inclusion in the Sisters UGB are shown in figures 14 -1, 14-2, 14-3, and 14-4. Each figure shows different information. *Figure 14-1: City of Sisters Proposed Additions to the UGB*, shows parcels that were added to the City’s UGB in 2005. *Figure 14-2: City of Sisters Zoning Map*, shows the zoning of lands within the UGB following adoption of the 2005 Comprehensive Plan update.

Figure 14-3: City of Sisters: Comprehensive Plan Map shows the Comprehensive Plan designation for lands within the UGB, including the 4 acre portion of land to be used by the Sisters – Camp Sherman Fire District which is under consideration at this time.

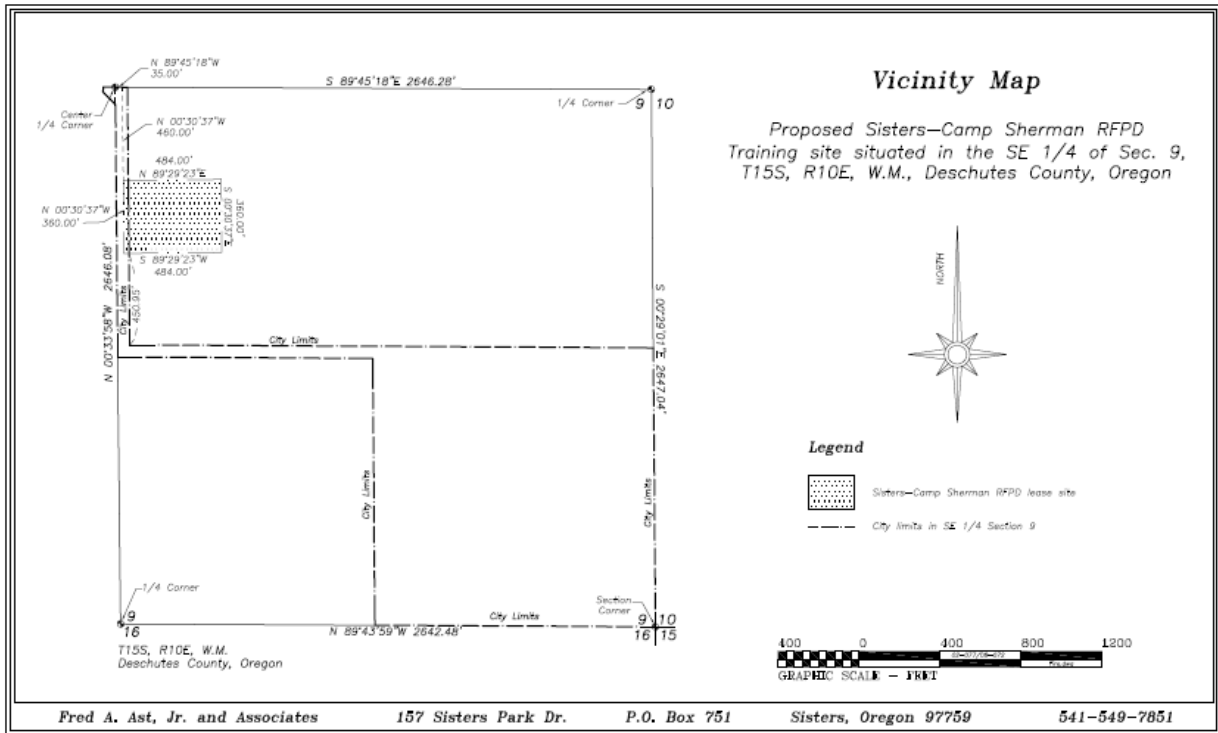
Figure 14-4 is the survey map of the 4 acre portion of land mentioned herein. Land uses shall be consistent with the Comprehensive Plan map. As parcels are added to the City limits, the Urban Area Reserve designation would be changed to match the Comprehensive Plan Map.

*Figure 14-1: Proposed Additions to UGB*

*Figure 14-2: City of Sisters: Zoning Map*

*Figure 14-3: City of Sisters Comprehensive Plan Map*

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



*Compliance with Goal 14*

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

*Exceptions to State Goals*

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

#### **14.4 POLICIES**

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

2. The City shall support adequate public safety services.

**Task -**

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

**Tasks –**

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

- d. Encouragement of development within the urban areas before conversion of urbanizable areas.

**Tasks-**

- a. Lands inside the UGB but outside the City Limits intended for public facility use shall be rezoned to PF Public Facilities consistent with the Comprehensive Plan at the time of annexation.
7. Providing City services is an integral part of the City's growth management strategy. Extension of City services are guided by the following:
- a. The City shall require annexation prior to extending water or sanitary sewer services to any property within the unincorporated portion of the UGB.
  - b. The City shall not authorize urban levels of development without the provision of the all necessary urban service (see definition) to support planned levels of development. The City will require provision of urban services as lands are converted to urban lands.
  - c. Rural levels of development (authorized in the Urban Area Reserves), sited without services on urbanizable land, shall be sited in such a way as to not interfere with urban levels of development and services when conversion from urbanizable land to urban land occurs.
  - d. The City and Deschutes County shall require property owners and/or developers to pay their fair and proportionate share of the costs to extend community services to their properties and to pay for or build necessary on- and off-site public improvements.
8. Implement a system-wide level of service (LOS) standard of 5.0 acres of developed parkland per 1,000 residents.

## Part VI

### Implementation Policies and Programs

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The Comprehensive Plan for the Sisters Urban Area has value only to the extent that it is supported by the community and its citizens, as a policy statement for the general guidance of future development actions which work toward attainment of community goals and objectives. Realization of community goals and objectives through the Comprehensive Plan is dependent on adoption of the general proposals of the Plan, its specific policies and the tools for implementation.

It is recommended that the Plan be reviewed by the Planning Commission every year to whatever degree is necessary to insure that it is continuing to function as a guide for community growth. In addition, it should be possible for individuals to petition for changes or amendments to the plan in a manner similar to that for zone changes. There must be a public hearing before the Planning Commission and the Governing Body prior to making any changes. Any changes should be consistent with the goals, objectives, policies and statements of intent of the plan or these guidelines should first be changed or amended to reflect the new policies. This should be true of both changes resulting from periodic Planning Commission review and from individual petitions.

#### Interpretation of the Comprehensive Plan

Administration and interpretation of the Comprehensive Plan is a continuing process and for this purpose the material contained in this report and supplemental maps identical to the one published herein, constitute the Comprehensive Plan. Full understanding and interpretation of proposals contained on the maps may be accomplished only through proper reference to the descriptive analysis, policies and proposals contained in this report.

Proper administration of the Plan demands flexibility, variation and adjustment, however, such changes in policy or proposals must come from careful independent study of broadly based issues and not be dictated by “issues of the moment”, such as controversial zoning requests, momentary fiscal problems or the inadequacy of public facilities. Necessary changes which may be required through the years should normally be accomplished during the annual review process

#### Implementation Policies, Ordinances and Programs

The following implementation measures are essential to the functional success of the Comprehensive Plan.

##### *Development Code*

The City adopted a new Development Code in 2001 that facilitates a wide variety of land developments and housing types. The Development Code may need to be modified to bring it into conformance with provisions of the Comprehensive Plan and provide the City with a more effective implementation tool. The Development Code is a separate document supplemental to this Plan.

A revised Official Zoning Map has been prepared as a separate document in conformance with the land use policies set forth in this Plan. Upon adoption of the Comprehensive Plan, the Revised Official Zoning Map may be adopted as further described by the Development Code.

In accordance with Goal 2 of the Statewide Land Use Goals, the City develops and follows orderly procedures to establish the land use planning process and policy framework. This framework results in objective standards to evaluate proposed land uses in the City.

#### *Capital Improvements Programming*

Capital Improvement programming is an important process in the implementation of the Plan. It consists of three basic elements – listing of necessary public improvements, determination of priorities, and a financial analysis. A listing of all Capital Improvements that will be needed in the foreseeable future is first established. Based on evaluation of the projects and their relative urgency, a priority is assigned to each project based on the apparent need. A financial analysis is prepared to determine existing and anticipated future sources of revenue which can be applied to the Capital Improvement programs. From these projections, it is possible to estimate the amount of revenue available annually for capital expenditures and to allocate these funds to appropriate projects.

Capital Improvement programs are usually prepared on an overall basis for 20 years in five-year increments, and they are revised annually as funds are expended and priorities change. Developing a realistic Capital Improvement program and applying it to the city and county budgeting processes can be one of the most significant and beneficial steps which the community can take to guide its growth in an orderly manner. There are many federal and state programs which can be applied to the communities Capital Improvement requirements. These programs cover a wide variety of problems and these sources of assistance should be fully explored and used as necessary to implement the plan.

#### *Intergovernmental Program Coordination*

Responsibility for the provision of necessary public programs and support facilities to maintain the desired level of public services for the City of Sisters is vested in all levels of government. These include the City of Sisters with its existing and projected range of program services; Deschutes County, particularly in roads, health and sanitation and building; School District No. 6, U.S. Forest Service for public use of forest lands; Oregon State Department of Transportation, for highways and airport facilities; State of Oregon Department of Environmental Quality; State of Oregon Department of Commerce in the housing program area; and elements of the Federal Government for surplus federal properties and financial grant and aid programs. This results in a broad range of program concern and intensity, project priority, authorization and funding and implementation timing.

Authority and responsibility vested in city legislative powers does not include the ability to compel other levels of government to comply with and/or coordinate their program

activities with those of the City. Consequently, it is imperative that the City establish lines of communication with related governmental agencies whereby positive influence may be exercised toward coordination of programs and facilities which are the responsibility of more than one level of government or a specific project is inter-related to other governmental programs and facilities. This action may consist of (1) identifying the responsible segment of involved governmental agencies with which to establish effective lines of communication and coordination, (2) define agency responsibilities as to roles and commitment in the implementation of specific programs and/or projects, (3) coordinate the priority, timing and funding of involved levels of government in realizing a well integrated program or facility and (4) referral of program and project proposals to related governmental agencies prior to execution.

**PART VII**  
**APPENDICES**

## Appendix A: Coordinated Population Forecast

Appendix B: Technical Report, City of Sisters Commercial and Industrial  
Future Land Needs Analysis

Appendix C: Technical Report: Residential Land Supply and Demand  
Analysis, 3-17-05 Update

## Appendix D: Examples of 1880's Architectural Design