



SISTERS 2040 COMPREHENSIVE PLAN

ADOPTED SEPTEMBER 22, 2021 - EFFECTIVE OCTOBER 22, 2021



LETTER FROM THE MAYOR

Hello! As the Mayor of Sisters, I feel very blessed and proud to be serving in 2021, our 75th Anniversary as a city and to present this Sisters 2040 Comprehensive Plan. This plan has been built using community-discussed goals and policies that will guide our city through the next 20 years. The people of Sisters deserve nothing less than a plan that is fully thought out, well-considered and representative of both the existing town environment and what we want our future community to be – and this is exactly what this Sisters 2040 Comprehensive Plan is.

Sisters is a beautiful place to live for so many reasons. We are surrounded by natural resources that are unparalleled, we have a downtown that is beloved and visited daily by locals and tourists alike, our school system is as good as any in the state and we have a city that cares so much about its future that hundreds of volunteers fill important leadership positions on city boards, commissions and the council.

Much of our recent success can be attributed to the previous Comprehensive Plan Update in 2005. Within that plan, there were 15 overall goals and I can say with certainty that those goals were met or exceeded. The more recently completed Sisters

Country Vision was also very successful and could be considered almost a preamble for this Sisters 2040 Comprehensive Plan.

Because of our vibrancy and earlier planning, we've seen extensive growth in the area over the last 20 years which have brought swift changes and amazing successes to town. We have a lively business park with both established and up-and-coming traded sector businesses. Our downtown is a thriving local retail business sector that is a pleasure to visit for both tourists and locals alike all year around. Residential construction is robust and while we will still need to plan for future residential growth, there is at the same time still room for residential infill within the existing City limits.

While this plan is around 100 pages long, it can be summarized as "Growth with Intention". This will guide us to maintain Sisters' unique quality of life, mitigate the effects of growth and absorb it the Sisters way, maintain our special community character, and continue to diversify housing options and the economy.

The next step is to put this plan into action. As all good plans are, this is a guide and things may need to be adjusted down the road, but for now, the future of Sisters is looking good!



Mayor of Sisters - Michael Preedin - 2021

ACKNOWLEDGEMENTS

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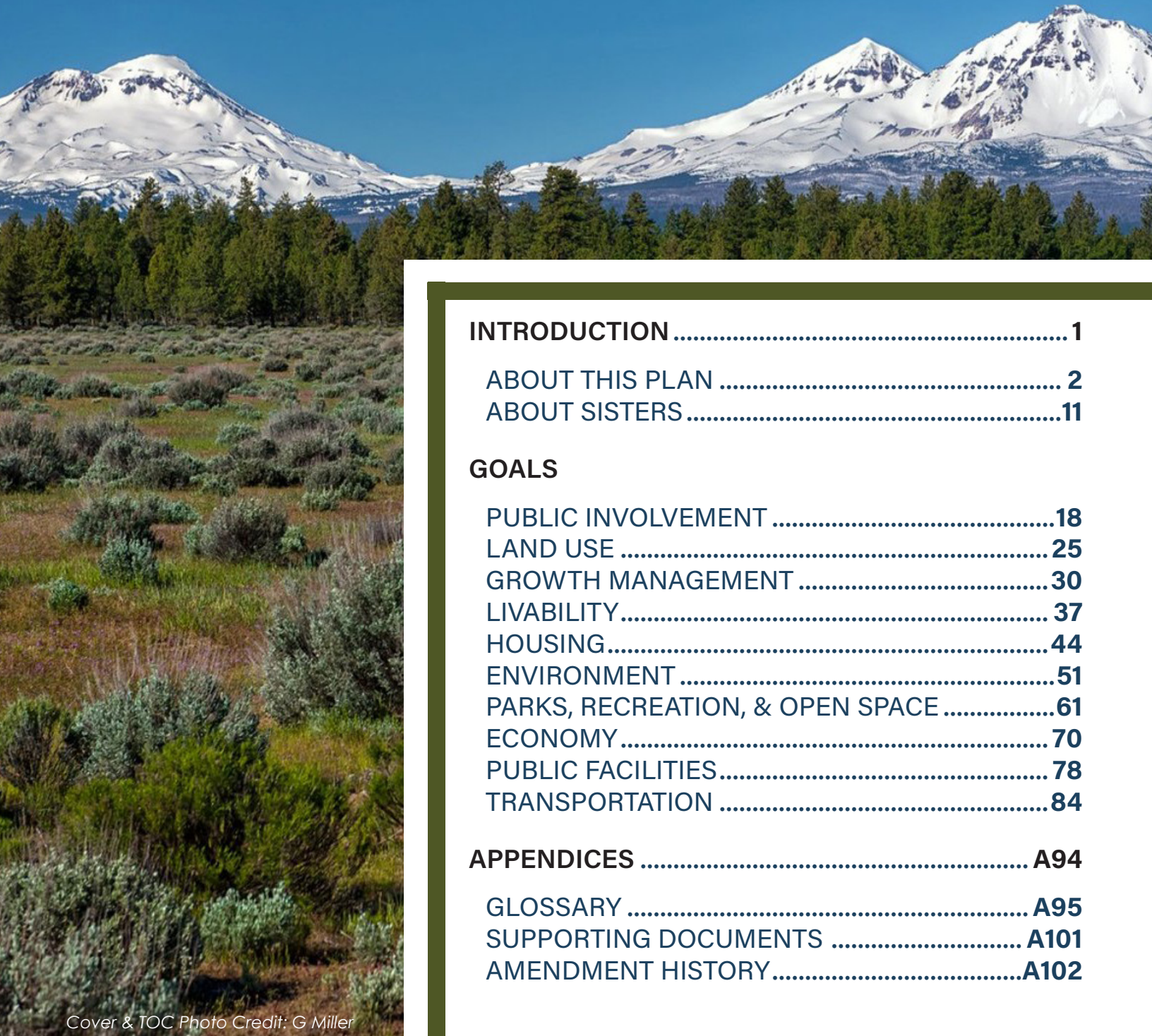
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A special thanks to all the Sisters community members who shared their valuable time, perspectives, and expertise with the Comprehensive Plan Team. This plan would not exist without their input and hard work.

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INTRODUCTION



Photo Credits: Loma Smith
Spring in 2021

ABOUT THIS PLAN

Welcome to the Sisters 2040 Comprehensive Plan

The Comprehensive Plan (the “Plan”) is Sister’s primary land use document and includes goals and policies that guide growth over a 20-year period starting in 2021. The Plan provides a foundation for decision-making on important issues and reflects the community’s values. In conjunction with State requirements, the plan also serves as a framework to guide growth and development in the city. This includes activities related to the preservation of natural resources, the character of the built environment, and maintaining livability within the City. The Plan is designed to be accessible to everyone who participates in the City’s land use planning process – not just government agencies, elected officials, Planning Commission, and builders and developers, but also neighborhood and community groups, and community members representing all interests.

BACKGROUND

It has been over 15 years since the City of Sisters last updated its Comprehensive Plan. Since then, Sisters has experienced a number of changes, including significant growth in population (from approximately 1,660 in 2005 to 3,270 in 2021), which has coincided with a dramatic increase in development activity as vacant property has been annexed and developed and infill has occurred. At the same time, Sisters has seen its economy accelerate – both as a tourist destination and a burgeoning traded sector economy. This significant growth from new residents and business has resulted





City Hall, 2014

in transportation and natural resource impacts, including a loss of native vegetation and ponderosa pine trees, leading to concerns regarding livability and sustainability. Sisters has also experienced pressures in its housing market, including that from increased second home-ownership and conversion of units to short term nightly rentals. These pressures have made housing affordability difficult, if not impossible, for many residents and workers and has led to challenges in the labor market for local employers.

In Oregon, LCDC has historically required cities to update their comprehensive plan and land use regulations through a process known as "periodic review." Periodic review was adopted by the state legislature in an effort to ensure that local comprehensive plans are updated periodically to respond to changes in conditions, coordinate with other comprehensive plans and investments, and maintain compliance with statewide planning goals, statutes, and rules. The state works with local jurisdictions to develop a work program that addresses topics to be covered as well as public outreach.

Oregon Revised Statutes (ORS) Section 197.629 calls for non-Portland Metro Area cities with a population of 10,000 or more in its Urban Growth Boundary to conduct periodic review every 10 years. Due to the small size of the City of Sisters (population of 3,270) it is not required to conduct periodic review to update its Plan. However, because Sisters has experienced a high rate of growth for a small community, on top of impacts from tourism, it faces unique challenges for a small community. Recently, the community conducted the Sisters Country Vision process, which examined ways to improve the quality of life in Sisters and its immediate surroundings. A key recommendation from that process was to update the 2005 Comprehensive Plan to ensure the community is managing growth

STATEWIDE PLANNING GOALS

Of the 19 Statewide Goals, 12 are applicable to Sisters and Sisters' Comprehensive Plan and we must comply with:

GOAL 1	Citizen Involvement
GOAL 2	Land Use Planning
GOAL 5	Natural Resources, Scenic and Historic Areas, & Open Spaces
GOAL 6	Air, Water, & Land Resources Quality
GOAL 7	Areas Subject to Natural Disasters & Hazards
GOAL 8	Recreational Needs
GOAL 9	Economic Development
GOAL 10	Housing
GOAL 11	Public Facilities & Services
GOAL 12	Transportation
GOAL 13	Energy Conservation
GOAL 14	Urbanization

The other statewide goals not applicable to Sisters are: (3) Agricultural lands, (4) Forest lands, (15) Willamette River Greenway, (16) Estuarine Resources, (17) Coastal Shorelands, (18) Beaches and Dunes, and (19) Ocean Resources.

properly and adequately mitigating its impacts.

The City began work on updating the Comprehensive Plan in 2020 and spent a year completely updating the Plan's goals and policies, in addition to updating its Housing Needs Analysis, Economic Opportunity Analysis, and completing an Urban Growth Boundary Sufficiency Analysis. The Plan update was based on a strong foundation of community engagement highlighted by close work with two committees: the Community Advisory Committee, consisting of a diverse group of local residents who applied to be on the committee and were appointed by City Council and a Stakeholder Advisory Committee made up of representatives from local agency partners, such as the Sisters School District, Forest Service, and Chamber of Commerce. The Committees worked diligently to craft and review policy language. The resulting policies also factor in input from hundreds of Sisters residents that participated in the engagement process through a series of community conversations, open houses, tabling at local events, online surveys and from written correspondence. Planning Commission and City Council have also provided guidance throughout this process and serve as the final decision makers through the public hearing process.

STATE REQUIREMENTS

Oregon has a statewide program for land use planning, adopted by Senate Bill 100 in 1973. The statewide program requires extensive coordination between the state and local communities in planning for growth. Oregon state law requires that all cities and counties adopt comprehensive plans that are consistent with the 19 Statewide Planning Goals. The goals set broad policy direction for municipalities to

implement them on topics such as land planning, citizen involvement, housing, economic development, transportation, public facilities and services, natural resources management, and recreation. Often, comprehensive plan chapters will mirror these goals, in order to demonstrate attention to and compliance with each planning goal and the Sisters Comprehensive Plan chapters are similar, although have been modified somewhat. Under state law, all subsequent area and community plans, zoning codes, permits, and public improvements must be consistent with the Plan. This structure ensures that cities implement the State's policy goals first through the Plan, and then by more detailed supporting and implementing documents, which are in turn consistent with the Comprehensive Plan. After local adoption, the Plan is reviewed for compliance with the statewide planning goals by the State's Land Conservation and Development Commission (LCDC) through the state's acknowledgment process.

SISTERS COUNTRY VISION

The 2018 Sisters Country Vision process sought public input on the future of the area and which resulted in a successful plan with many action items. Community members have asked: *why is the Comprehensive Plan Update being undertaken before the Sisters Country Vision is fully implemented and how is the Comprehensive Plan different from the Vision?* Both plans have significant cross-over, but include key differences, such as geographic focuses, scope, and implementation strategies.

- Geographically, the Vision addresses both Sisters and Sisters Country, while the Comprehensive Plan focuses on just the area within the Sisters Urban Growth Boundary.

SISTERS COUNTRY VISION

In 2018, the City of Sisters, in partnership with Deschutes County and Central Oregon Intergovernmental Council, sponsored Sisters Country Horizons, a community conversation about the future of this place we call home. Nearly 2,000 participants engaged in the process, garnering tens of thousands of individual comments and bold ideas for our community.

The community visioning process allowed for the identification of Sisters' greatest assets, weaknesses, and the community's core values that formed the Sisters Country Vision's goals, priorities, and action plan items. These items are to be carried out by local government, public agencies, businesses, nonprofits and other partners over the next five-to-ten years and form what our community looks like in the 10-, 15- or 20-years' time.

The Sisters Country Vision Assessment was a process conducted by NXT Consulting to glean through several-thousands of comments from the visioning process to identify valuable input that is directly and indirectly related to land-use planning topics. This data was then used to aid the development of the Sisters 2040 Comprehensive Plan's first set of draft policies. Throughout this Plan, each policy chapter will describe how the "Community Vision" has been recognized and integrated.



Horse Sculpture, 2011

- Both documents cover a wide range of topics, but the State requires the Comprehensive Plan to implement the Oregon Statewide Planning Goals, which primarily address land use and include topics such as Transportation, Housing, Economy, Recreational Needs, and Public Facilities.
- The Vision topics include developing the local workforce, improved lighting downtown, and conducting a survey on medical service, but there are some land use implications. For example, developing Sisters' arts and cultural amenities are viewed by many as critical to the future of the local economy. The Vision recommends forming a Sisters Makers District, which would necessitate Development Code changes to implement.
- The Vision was completely community-driven without requirements from the State and is now in the implementation stage through community-led action by the Vision Implementation Team.
- The Comprehensive Plan Update also sought extensive community input, but is also guided by State of Oregon laws that require compliance with the land use goals, accommodation for future growth, and requires acknowledgment of the document by the State.

THE ROLE OF GOALS AND POLICIES

The Plan's goals and policies inform critical planning and regulatory documents used by the City that guide growth and development in Sisters, specifically the Sisters Development Code. Standards in those documents provide the criteria that are used to make land use decisions by the City and go a long way toward

shaping the character of development. The plan also provides key guidance on partnership with neighboring agencies including Deschutes County, Sisters-Camp Sherman Fire District, and the Sisters School District, to name a few, to provide key services.

What are Goals, Objectives & Policies?

Community input is a primary source of inspiration for the Comprehensive Plan's goals and policies. In addition, preliminary concepts and draft language for goals and policies came from the following primary sources:

- Existing 2005 Sisters Comprehensive Plan
- Sisters Country Vision
- Other Existing Planning Documents
- Example policy language from similar communities' Comprehensive Plans

Below are descriptions and visual demonstrations of what goals, objectives, and policies are and how they will look in this document.

GOAL 1: Goals are long-term outcomes the City hopes to achieve by implementing the Comprehensive Plan. They are aspirational, expressing community members collective desires and values.

OBJECTIVE 1.1 *Objectives identify the specific aspects of the long-term aspirational goals. These items address the general strategy for achieving the long-term goals via implementation of the Comprehensive Plan's policies.*

POLICY 1.1 Policies set preferred direction and describe what must be done to achieve these broad goals and objectives. They are specific enough to help determine whether a proposed project or program would advance the values expressed in the goals.

Disclaimer: The Comprehensive Plan is a long-term planning document and its policies should not be construed as approval criteria for any site-specific land use application, unless the Sisters Development Code specifically requires compliance with the Comprehensive Plan as a required review criterion.

COMMUNITY ENGAGEMENT & THE PLAN UPDATE PROCESS

The Comprehensive Plan update process included public involvement with the Sisters community through every step. The City actively engaged residents, property owners, business owners, underserved populations, community leaders, City staff, and elected officials. The City listened to and incorporated feedback from every engagement opportunity in order to achieve the overarching goal of this project:

That the Comprehensive Plan reflects the whole Sisters community and is accessible to all community members.

City staff employed a variety of public involvement strategies to connect and communicate with the community virtually and in-person, while honoring COVID-19 pandemic social-distancing regulations. Through the community engagement opportunities listed below, the City staff recorded, reported and incorporated community input throughout the policy development process of the updated Comprehensive Plan.

- **Sisters Country Vision Assessment** – to glean from the extensive community input conducted in 2018.
- **Sisters 2040 Project Website** – a virtual hub to hold all project related information, documents, events, and announcements.
- **Interested Parties Email List** (350 recipients) – an outreach strategy to keep interested community members informed on the Comprehensive Plan’s updates, announcements, and engagement opportunities.
- **Two Online Open Houses & Surveys** (280 respondents, with approx. 700 views) – to inform the community about the Comprehensive Plan update and to ask for their specific input to further its development.
- **Passive Engagement Art Installation** – in conjunction with the virtual Open House & Survey #1, this was an engagement activity for the community to



learn about and provide input for the Comprehensive Plan update that was non-virtual, COVID-safe, and promoted positivity through tactile art.

- **In-person Tabling Events** – in conjunction with the virtual Open House & Survey #2, this was a series of booths hosted by City Staff to inform, listen, and engage with the community on Comprehensive Plan topics while utilizing visual and tactile activities.
- **Social Media, Mailers, & Newspaper Articles Outreach** – to inform, update, and address concerns within the community.
- **Community Conversations** – facilitated workshops with local community groups to inform and gather community input for the policy development process of the Comprehensive Plan.
- **Community & Stakeholder Advisory Committees** (7 meetings) – two committee groups representative of the broader local community of residents, business owners, and elected officials to review the data gathered by City Staff and advise in the policy development process.

COMMUNITY INPUT KEY TAKEAWAYS

As a result of all of the Comprehensive Plan's community engagement process, and evaluated through the Community Engagement Audit, the community's input and sentiments can be summarized as "Growth with Intention".

Despite state planning laws that require cities to plan for growth, there are conflicting sentiments about growth within the community. Many community members do not want to see Sisters grow or change at all, or only in a very limited way. These residents show concern for seeing Sisters become a bigger city like Bend, Oregon, and as a result of growth, lose what makes this city a special place to live and visit.

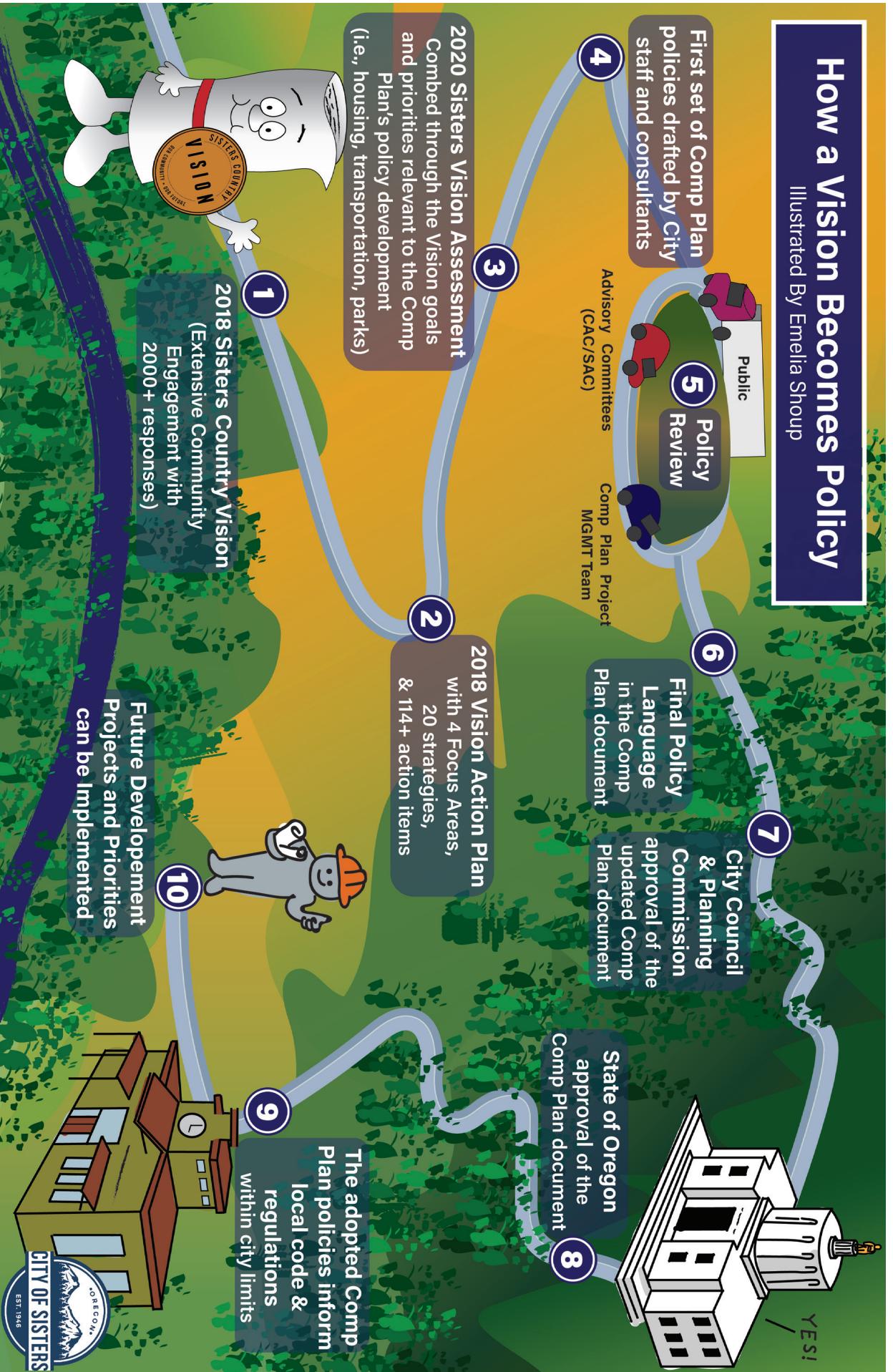
Yet simultaneously, many community members recognize the need to grow in order to provide housing for its residents (especially affordable housing), opportunities for new businesses and jobs, manage traffic congestion, and increase parks within city limits.

Below are the top five key themes and priorities garnered through community input that aided the Comprehensive Plan project team in identifying what "Growth with Intention" looks and feels like:

1. Maintain the quality of life
2. Mitigate the effects of growth
3. Maintain the unique community character
4. Diversify housing options that meet the diverse needs of Sisters residents
5. Promote a diverse economy that reflects Sisters' assets and identity

How a Vision Becomes Policy

Illustrated By Emelia Shoup



An infographic illustrated by Assistant Planner, Emelia Shoup, to demonstrate how the Sisters Country Vision & Comprehensive Plan community engagement strategies were incorporated into the update process of the Sisters 2040 Comprehensive Plan.

ABOUT SISTERS

SISTERS HISTORY

2021 – the year of this Comprehensive Plan’s adoption – marked the 75th anniversary of the 1946 incorporation of the City of Sisters. However, people have occupied the area well before its incorporation.

Native Lands & European Arrival

Sisters was “discovered” long before Euro-American settlers found it — as a place where Paiute, Warm Springs, and Wasco peoples stopped during movement across the broad Central Oregon landscape. The name of Whychus Creek, a treasured tributary that runs through town and joins the Deschutes River just beyond the city limits, comes from a Sahaptin phrase, “The Place We Cross the Water.”

Europeans' presence started in 1865 when Camp Polk was established 4 miles northeast of Sisters. An infantry with muskets was brought to the area to address reported Native-American conflicts with European settlers. After being stationed at Camp Polk, the soldiers reported back to Fort Vancouver that no fights, battles, or confrontation ensued with the Native-Americans tribes. They had to bear through the winter season before they could return to headquarters.

One could say the establishment of the present-day community of Sisters was in 1888, when the area post office moved from Camp Polk to Sisters. Or perhaps more solidly to July 10, 1901, when Alex and Robert Smith platted the town,



Upper Whychus, 1930s



Sisters Rodeo, 1948

with many of the street names still in use today.

Any way you define it, Sisters was a pioneer town, the hub of a small homesteading community and for a time the only town between the Cascades and Prineville. As a pioneer town, operating in relative isolation and conditions we would consider primitive, Sisters' residents had to be self-reliant and resilient.

Historic Industries

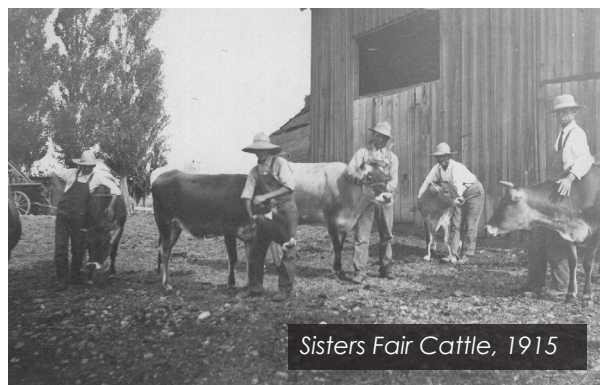
With Sisters' strategic location as the "Gateway to the Cascades," its initial major industries included sheepherding, cattle ranching, timber production, and provision of goods and services for all those traveling through.

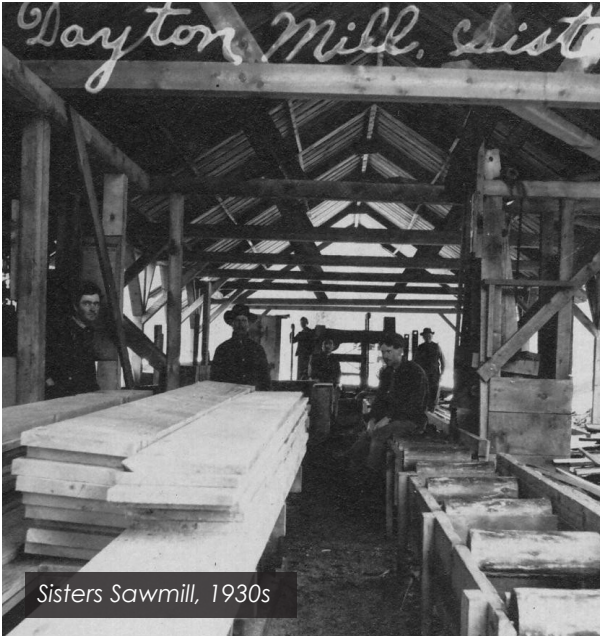
Sheepherding

Starting in the 1880s, sheepherders driving their sheep from Shaniko and Antelope, Oregon (the wool capital of the West Coast) would stop in Sisters, as it was the only settlement between Eastern Oregon and the high-pasture lands of the Cascade Range. Local merchants had thriving businesses supplying the stockmen that would stop to rest and graze their sheep before continuing their journey. The sheep-raising industry grew in Central Oregon until 1969, when the last major operation ended.

Cattle Ranching

The open range, heavily carpeted with bunchgrass, with access to the mountains for summer feeding, tempted people interested in stock raising. The first known cattle in the Sisters area were those just passing through – starting in 1860s from Eugene to Idaho. It wasn't until 1910 when homesteaders came to the Sisters area with the hopes to establish their cattle ranches.





Sisters Sawmill, 1930s



Sisters Loggers, 1940

The Industries of Trees

One of the earliest industries in and around Sisters was sawmilling. Timber was plentiful and lumber was needed by settlers in the area. What started as horse-drawn rigs in 1917 to haul timber from the Sisters area to various nearby sawmills, transitioned to trucks in the 1920s, and finally a railroad built by Brooks-Scanlon Lumber Company in 1940 – which passed over the McKenzie & Santiam highways to what is now Culver, Oregon. The timber industry provided many jobs for the Sisters community until the timber processing industry declined significantly, beginning around 1953. Eventually, the last sawmill in Sisters closed in 1963.

With the industry of trees came the US Forest Service, establishing an office in Sisters as far back as 1908. Up until 1926, there was a fire lookout tree in what is now downtown Sisters. It was a 110-foot tree, with metal rungs anchored into the trunk so that a Forest Ranger could climb to the top every morning to look over the surrounding country in search of fire.

Accommodating Visitors & the Western Design Theme

Sisters has always been a community that capitalized on accommodating visitors, initially serving the transient tradesmen that traveled through Central Oregon. However, after the bust of the timber industry in the 1950s, the community's population and economy declined until the 1970s when the developer of Black Butte Ranch, Brooks Resources, envisioned a plan to help the downtown core reinvent itself.

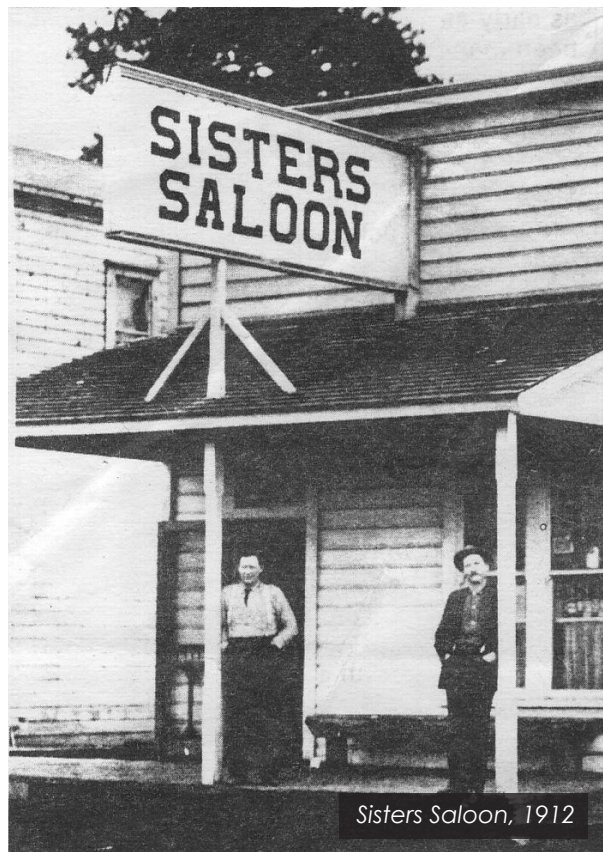
In coordination with the City Council, Brooks Resources offered a \$5,000 loan to build false storefronts of Western theme to any existing business in Sisters, or to new construction that

honored the theme. This would give Sisters a unique image and enhance its attraction. If a business owner kept the Western theme frontage for 10 years, the loan was forgiven.

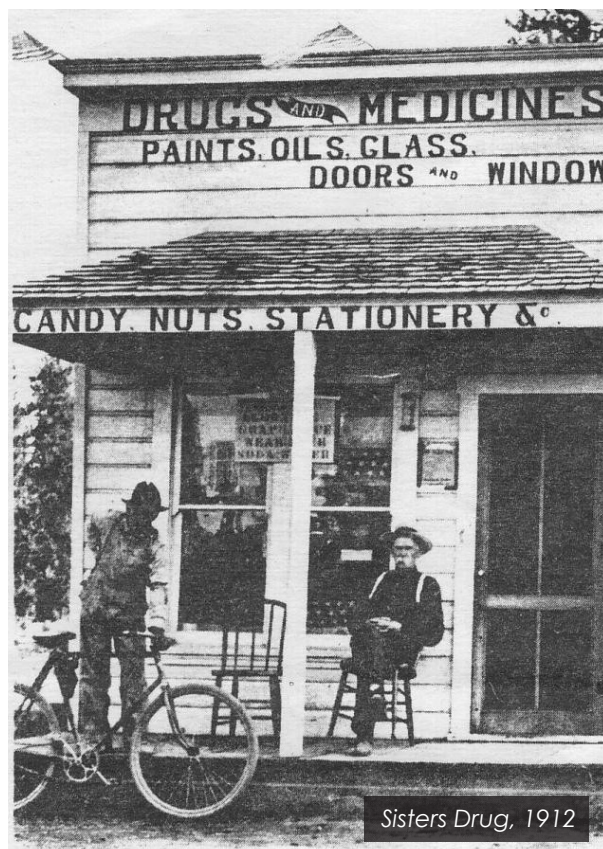
Out of this idea, Sisters was able to develop a strong identity that began to attract people to Sisters as a tourism destination in its own right. As the economy strengthened, the population returned to a healthy 700 residents, and in 1992, the Sisters School District was able to re-open a local high school after 25 years of sending students to Redmond High School.

Growth after Sisters' Incorporation in 1946

Sisters maintained a population of around 600 residents for many decades until the 1990s, when the vote approving for a city-wide sewer system installation and land acquisition of 341 acres into the city limits set the stage for robust population growth.

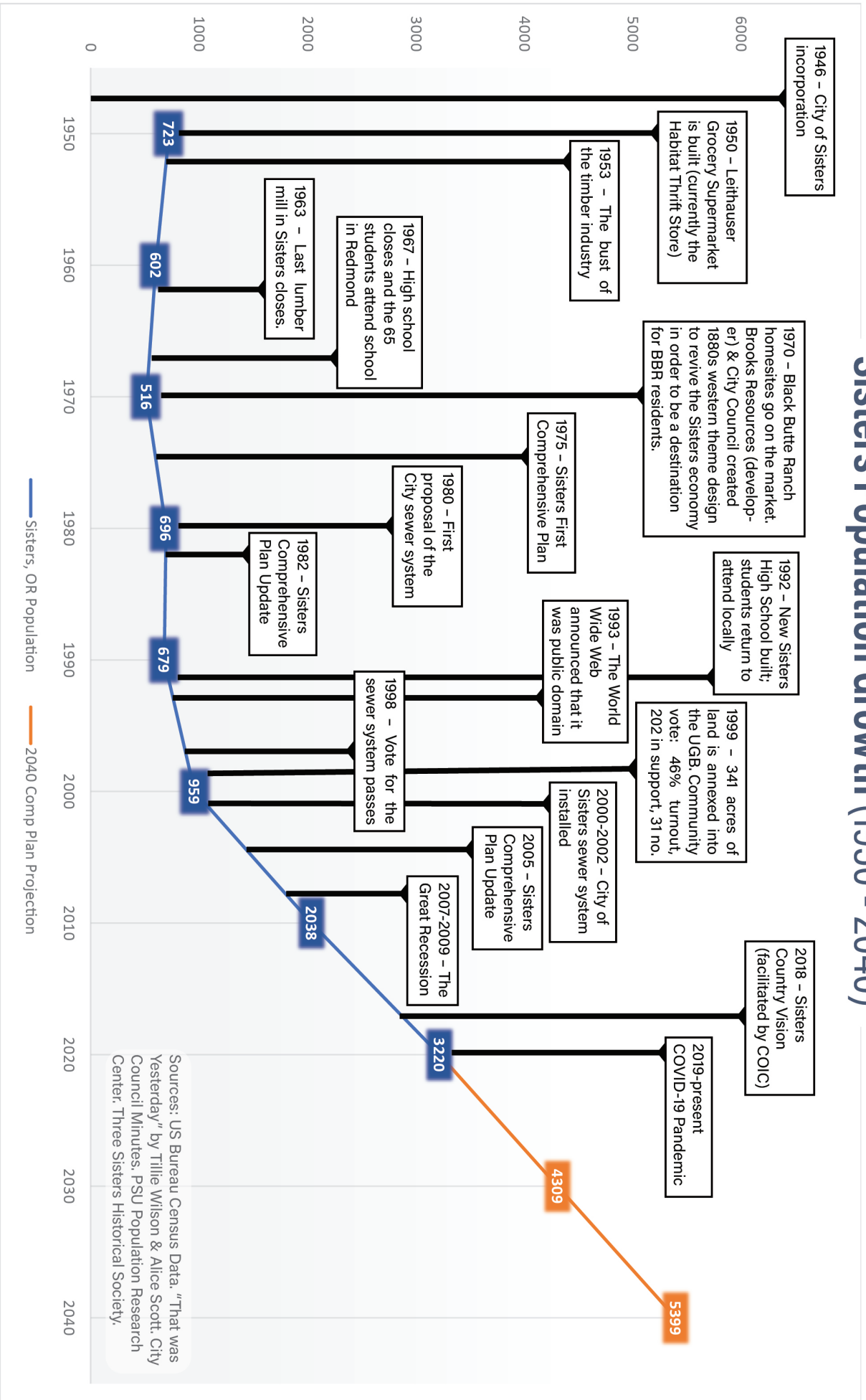


Sisters Saloon, 1912

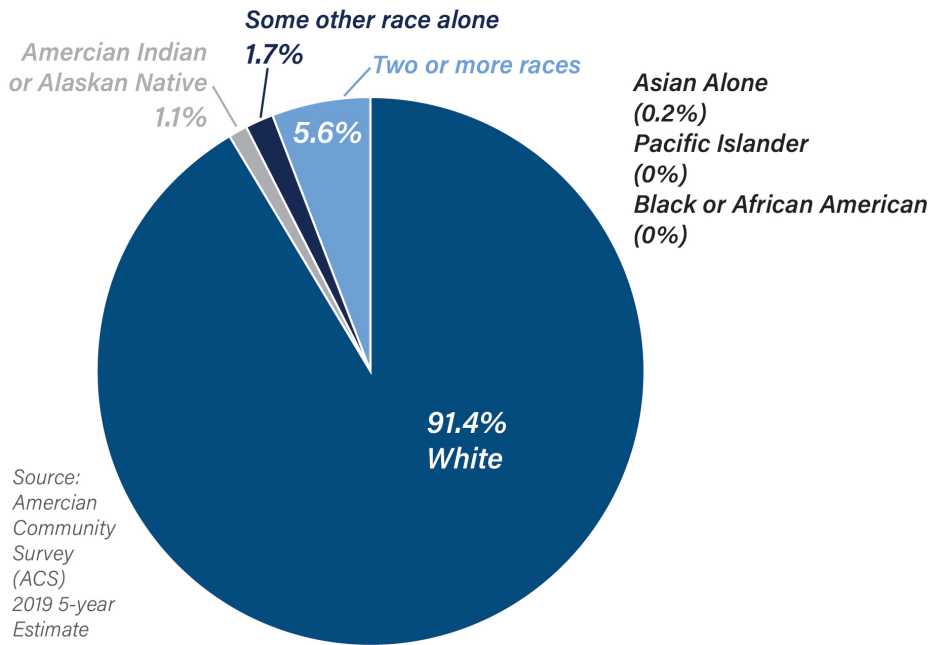


Sisters Drug, 1912

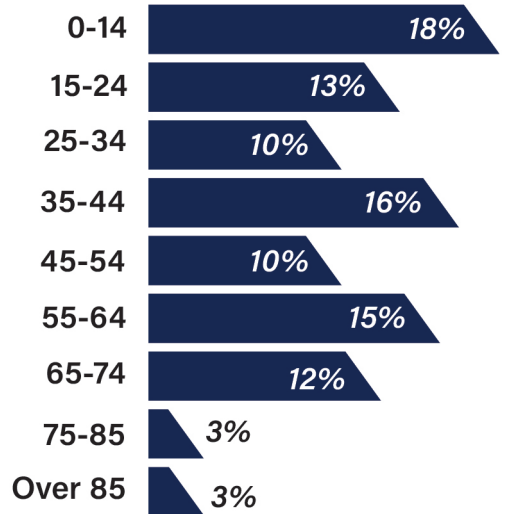
Sisters Population Growth (1950 - 2040)



SISTERS DEMOGRAPHICS

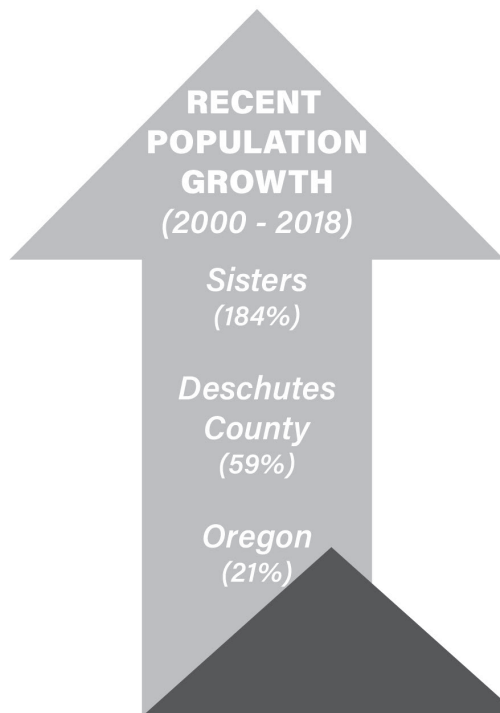


AGE



Source: US Census (2017 ACS 5-yr Estimates) Johnson Economics LLC, 2019 Sisters HNA

TOP 3 INDUSTRIES



Accomodation & Food Services

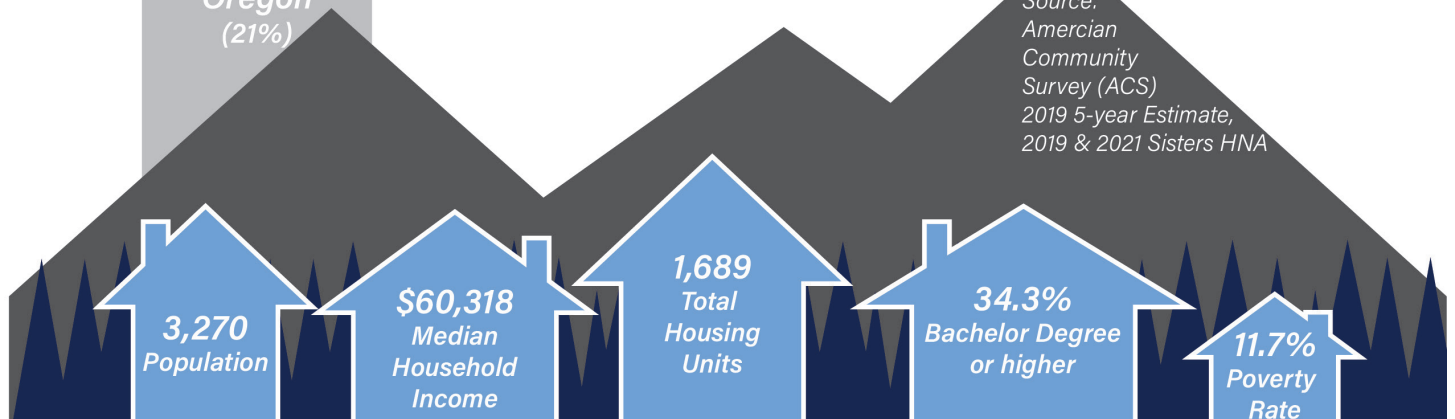


Retail Trade

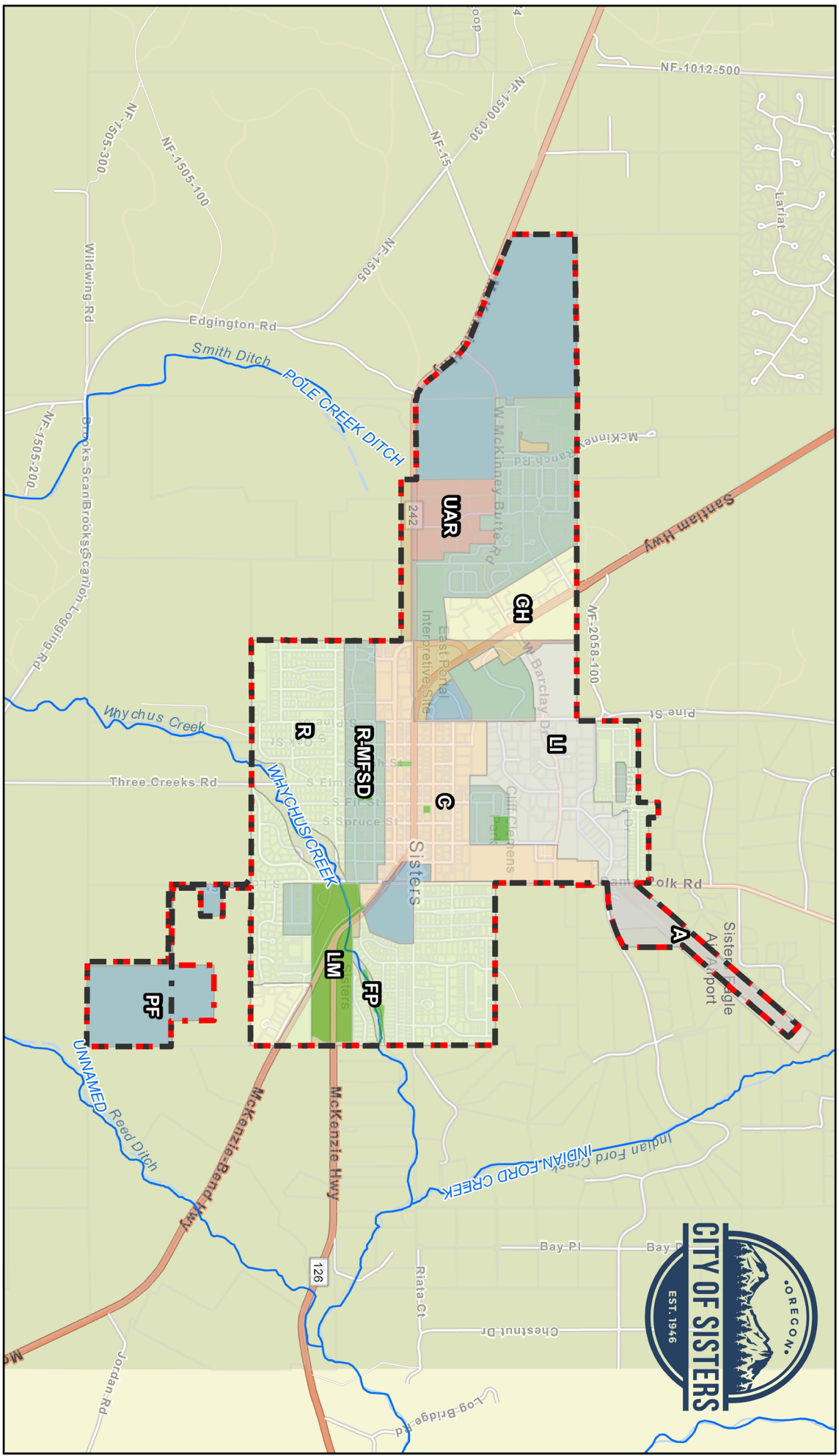


Agriculture, Forestry, Fishing & Hunting

Source: Sisters Economics Opportunities Analysis

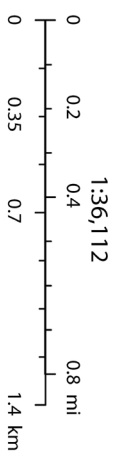


City of Sisters Comprehensive Plan Map



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- City Limits
- Taxlots
- UGB
- Parks
- Streams
- Comprehensive Plan
- Airport
- Commercial
- Highway Commercial
- Light Industrial
- Landscape Management
- Public Facility
- Residential
- Multi-Family Residential
- Urban Area Reserve



State of Oregon GEO, Esri, Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

PUBLIC INVOLVEMENT



CITY OF SISTERS
COMPREHENSIVE PLAN

Photo Credit: Loma Smith
City Tabling at the Farmers Market

COMMUNITY VISION

The Sisters Country Vision focused on the need for connection among residents and organizations in the City and surrounding Sisters Country area. One such strategy is to continue to promote the welcoming, small-town atmosphere of Sisters through increased outreach and equitable opportunities for connection and participation. Another key strategy that plays an important role in the public involvement process is to bring some of Sisters' less frequently heard voices into a more diverse, welcoming and inclusive community conversation, fostering greater tolerance in the community, and helping newcomers as well as long-time residents to feel valued and supported. These strategies have been refined and carried forward through the policies in this section.

KEY ISSUES SUMMARY

- Committee for Community Involvement
- Clear & Accessible Information
- Address Barriers for Involvement

SECTION 1

PUBLIC INVOLVEMENT

STATEWIDE GOAL 1

CONTEXT

Sisters is home to an active and engaged community, with residents who care deeply about the future of their city. Sisters has seen robust population growth over the last two decades, and today the community includes a wide range of residents, from native-born and long-time community members to relative newcomers. The City of Sisters is committed to continuing its history as an actively-involved community members, and to expanding its outreach and engagement practices to invite a broader and more diverse range of community members to participate in civic life.

This chapter of the Comprehensive Plan addresses Statewide Planning Goal 1, which calls for the creation of a community involvement program that "ensures the opportunity for community members to be involved in all phases of the planning process." The policies in this chapter address the range of methods and intents related to continuing and enhancing public involvement in Sisters and helping to implement the Vision for Sisters Country: to remain welcoming even as we grow.

KEY ISSUES

The following issues pertaining to Statewide Planning Goal 1: Citizen Involvement are being addressed through comprehensive plan policies.

COMMITTEE FOR COMMUNITY INVOLVEMENT

The City's Planning Commission helps provide oversight of and support to the planning department, including review and approval of policy items and certain land use applications. These appointed representatives provide the community member perspective in the City's land use program. Similar to many other communities around the state, policies in this chapter designate the Planning Commission as the Committee for Community Involvement. They will be expected to help evaluate public involvement tools, assist in educating other members of the community on the land use process, and amplify opportunities for involvement with other local community organizations.

CLEAR AND ACCESSIBLE INFORMATION

Development projects in Sisters move quickly and information can easily become muddled with legal jargon and technical speak. As the City continues to develop more sophisticated processes for reviewing land use applications and planning processes, it is of utmost importance to ensure that clear and consistent information is getting out to the community in a timely manner and through a variety of methods. This involves meeting people where they are by using a variety of community tools and ensuring adequate funding is being dedicated to outreach.

ADDRESS BARRIERS FOR INVOLVEMENT

Historically, government processes — in particular the land use planning process — has engaged primarily affluent community members who own homes, property, or businesses. The Sisters community has identified a significant need to address the historic inequities within the City's public involvement processes and to undertake a study of barriers to participation for historically marginalized and/or underrepresented communities in order to garner more diverse and balanced perspectives from the community.

SECTION 1

PUBLIC INVOLVEMENT

GOALS & POLICIES

GOAL 1: Offer a wide variety of traditional and contemporary tools and opportunities that enable and empower a diverse population of residents, business owners, private organizations, and partner agencies located inside and outside City limits to participate in all land use processes.

OBJECTIVE 1.1 *To maintain an effective Community Involvement Program and recognize an official body; a Committee for Community Involvement (CCI) will be responsible for overseeing and regularly reviewing the effectiveness of the program in order to grow public awareness and participation.*

POLICY 1.1.1 The Community Involvement Program will be directed by the City's Planning Commission, sitting as the Committee for Community Involvement. The Planning Commission shall seek multiple methods to support and cultivate additional, new, and ever-expanding community



involvement opportunities including working directly with a diversity of organizations to amplify opportunities for involvement.

POLICY 1.1.2 The Planning Commission shall annually evaluate the City's public involvement tools and processes and report its findings in writing to the City Council along with recommendations as appropriate for improving the program.

POLICY 1.1.3 The City shall ensure that the level of funding and human resources allocated to the Community Involvement Program is an amount that will make community involvement and outreach an integral part of the planning process and that will remove barriers to participation for community members with limited incomes through methods such as providing compensation.

POLICY 1.1.4 The City shall ensure that the Vision Implementation Team of the Sisters Country Vision regularly reports on the progress of Action Plan implementation, including documentation of its community outreach efforts.

POLICY 1.1.5 The City shall provide information or conduct activities that help community members learn about and better understand the municipal operations of the City and encourage a greater degree of civic engagement.

OBJECTIVE 1.2 *To recognize the need to use a variety of traditional and contemporary communication tools and channels in the Community Involvement Program, including communication methods that*



will reach diverse audiences and drive greater awareness and participation in all phases of planning processes.

POLICY 1.2.1 Planning Commission and other City officials shall identify barriers to engagement and actively seek opportunities to personally present planning process or specific project information to community organizations, especially opportunities that will reach historically lesser-involved residents.

POLICY 1.2.2 The City shall ensure that information about planning activities and notices of upcoming meetings are maintained on the City's website and distributed via a variety of outlets and methods, including non-traditional methods that might be more successful at reaching underrepresented or less frequently involved members of the public.

POLICY 1.2.3 The City shall provide information about planning activities and notices of upcoming meetings in clear, understandable language and will include information about relevant City processes and procedures. This will include brief descriptions of items that City Council and Planning Commission will be discussing.

POLICY 1.2.4 The City shall actively encourage community participation in planning processes and shall implement strategies to reach underrepresented or marginally-involved populations.

POLICY 1.2.5 City officials shall reach out to and encourage qualified individuals from historically lesser-involved populations to apply for vacancies on the City's advisory bodies, not only to foster vibrant and diverse perspectives within these bodies but also to encourage bridge-building to other voices in those populations and to create, strengthen and maintain relationships with those populations.

POLICY 1.2.6 The City shall provide options for community members to view and participate in all official City meetings in-person or remotely, consistent with State requirements, in order to reduce barriers to participation.

OBJECTIVE 1.3 *To present technical information in an understandable form that serves as the foundation for community engagement and discussion.*

- POLICY 1.3.1** The City shall provide information necessary to reach policy decisions at City Hall, on the City's website, and via other avenues as appropriate.
- POLICY 1.3.2** The City shall provide information in a simple and understandable form, with minimal use of abbreviations or technical jargon.
- POLICY 1.3.3** Upon written request, the City shall aid in distributing, interpreting, and using technical information in a timely manner.
- POLICY 1.3.4** The City shall document, retain, and make available for public assessment recommendations resulting from the Community Involvement Program.
- POLICY 1.3.5** Policy-makers shall endeavor to respond to community members who have participated in community engagement activities. The City will make available a written record of the rationale used to reach land-use policy decisions at City Hall, on the City's Website, and via other resources as appropriate.
- POLICY 1.3.6** The City shall consider appointing a designated staff member who can help community members understand and interpret City plans and regulations upon request.

LAND USE



Mixed-use Residential on
Barclay Drive



SECTION 2

LAND USE

STATEWIDE GOAL 2

CONTEXT

The Land Use Chapter addresses Statewide Planning Goal 2, which is the foundation for the City's land use planning processes. This chapter directs the City to maintain its land use designations (i.e., zoning districts for Residential, Commercial, and Industrial uses) and implement them through the zoning code.

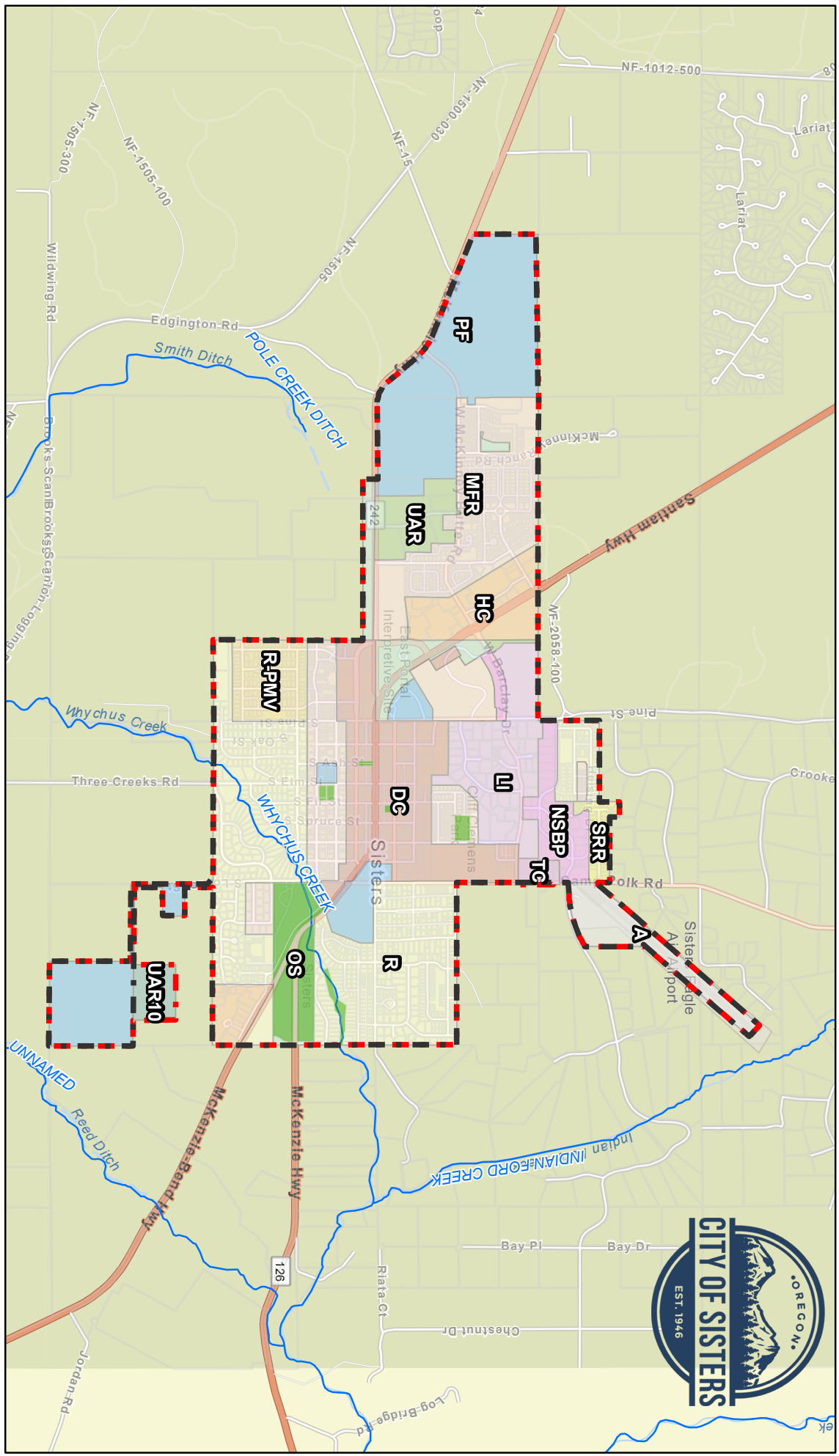
The City's zoning map is shown below. Details about specific zones can be found within the City's development code.

The Land Use chapter of the Comprehensive Plan includes policies for the City to:

- Maintain a cohesive Comprehensive Plan with guidance from the broader community and implement its policies in day-to-day land use decision and actions.
- Periodically review the Comprehensive Plan and its policies and take into account community priorities, changes in state and federal law, and other changing conditions.
- Ensure that the City's development code and zoning districts implement Comprehensive Plan policies.

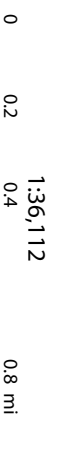


City of Sisters Zoning Map



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- City Limits
- UGB
- Parks
- Streams
- Taxlots
- Highway Commercial
- Tourist Commercial
- Light Industrial
- Sun Ranch Residential
- Airport
- Open Space
- Multi-Family Residential
- R - Pine Meadow Village
- Public Facility
- Residential
- N. Sisters Bus. Park
- Urban Area Reserve
- Urban Area Reserve 10
- Downtown Commercial
- Residential
- Urban Area Reserve



State of Oregon GEO, Esri, Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

SECTION 2

LAND USE

GOALS & POLICIES

GOAL 2: Continue to implement a Land Use Planning process and policy framework as a basis for all decisions and actions related to the use of land; ensure an adequate factual base for such decisions and actions are consistent with the policy framework, other Comprehensive Plan policies, and the implementing planning documents.

- POLICY 2.1.1** The City shall maintain a cohesive Comprehensive Plan developed with guidance from community input and the Sisters Country Vision process to further implement the aspirations of the Vision in day-to-day land use decisions and actions.
- POLICY 2.1.2** The City of Sisters shall continue to maintain, enhance, and administer land use codes and ordinances that are based on an adequate factual basis, the goals and policies of this Comprehensive Plan, and applicable local, state, and federal regulations.
- POLICY 2.1.3** The City shall periodically review and as-needed update Comprehensive Plan policies to account for changes in public policy, community priorities, state and federal law, and demographic, physical, environmental, economic, natural hazard or other conditions in order to ensure that the Plan is an accurate and effective guide for future growth.
- POLICY 2.1.4** The City shall notify and engage partner organizations, residents, property owners, and businesses as part of processes to update and amend the City's Comprehensive Plan and Development Code.
- POLICY 2.1.5** The City Council shall consider the Comprehensive Plan goals and policies during its annual goal setting process and/or during other decision-making,

budgeting, or policy-making processes.

- POLICY 2.1.6** The City shall periodically review and as needed amend the Sisters Development Code to ensure that the zoning districts are adequate to address the goals, policies, and objectives of the Comprehensive Plan.
- POLICY 2.1.7** The City shall continue to explore opportunities to incorporate new regulatory approaches and other best practices to implement the Comprehensive Plan in a manner that can be administered effectively and efficiently.
- POLICY 2.1.8** The City shall ensure that a clear and objective process is available for all housing types that meet design standards, provide adequate open space, and meet the needs of Sisters' residents, while potentially offering an alternative discretionary path for projects that cannot meet these standards.

GROWTH MANAGEMENT



Cascade Avenue, 2020

COMMUNITY VISION

Through the Sisters Country Vision, community members stressed the importance of long-term planning and growth management to maintain the community character of Sisters. The City is tasked with balancing a variety of factors in planning for the future - namely meeting statutory requirements to provide a 20-year supply of housing and employment land, while also preserving natural resources, community character, and livability for existing and future residents and visitors. The purpose of the growth management chapter is to address and balance these sometimes competing objectives through goals and policies that guide future growth.

KEY ISSUES SUMMARY

- Promote Efficient Infill Development
- Plan for Adequate City Services
- Mix of Housing

SECTION 3

GROWTH MANAGEMENT

STATEWIDE GOAL 14

CONTEXT

The Growth Management chapter addresses how the City of Sisters will accommodate future population and employment growth, as well as other needed community facilities on land inside the City's Urban Growth Boundary (UGB). Statewide Planning Goal 14 requires cities in Oregon to plan for growth based on population forecasts conducted by the Population Research Center at Portland State University, as well as a Housing Needs Analysis, and an Economic Opportunities Analysis, conducted in compliance with Oregon statutes and administrative rules. These documents identify future land needs associated with housing and employment. The City also plans for uses such as schools, parks and open space, and land for utilities and other facilities that support that growth.

Like many communities in Central Oregon, the City of Sisters is rapidly growing. With a high quality of life, access to surrounding recreational resources, and other strong amenities and services, it continues to attract new residents from around the state and country. As the City continues to grow, it will be important for City staff, decision-makers, and community members to regularly monitor development patterns



Cascade Ave, 2020

and new trends, and periodically re-evaluate these assumptions and conclusions in these documents to ensure an adequate supply of land to meet current and future community needs.

In planning for future growth, the City has prepared policies that emphasize utilizing existing land within the City's Urban Growth Boundary more efficiently to accommodate future land needs in combination with meeting other community goals and objectives. This approach will help ensure preservation of the farm and forest lands surrounding the City. It also says when evaluating the capacity of the Sisters Urban Growth Boundary and considering annexation of land for urban development, the City shall consider the needs of parks and open space, natural hazards, and infrastructure provision.



Sisters ADU, 2021

In planning for the year 2040, the City has also included key policies surrounding an efficient transition between urban and rural land, planning for and providing for adequate urban scale public services, and promoting a mix of affordable and market rate housing.

KEY ISSUES

PROMOTE EFFICIENT INFILL DEVELOPMENT

Per State law, the City must prioritize infill development to accommodate a 20-year supply of housing, through the development and implementation of "efficiency measures" or development code updates and strategies to reduce barriers to housing development in the current city limit and Urban Growth Boundary. After consideration of efficiency measures, a community may consider an expansion to its UGB.



Sisters Wastewater Treatment, 2020

Additionally, the City shall explore urban reserves to accommodate a longer-term housing need.

PLAN FOR ADEQUATE CITY SERVICES

In planning for long term land needs, the City and County will coordinate to ensure priority or urban reserve lands adjacent to the Urban Growth Boundary are positioned for extension of urban scale public services and future urban development. Coordinating with property owners and other service providers will be an important element of these efforts.

MIX OF HOUSING

In the event that land is needed to be brought into the City's Urban Growth Boundary, adequate planning shall take place to ensure that land meets the City's residential needs. In particular, the land should provide an adequate mix of affordable housing units and market rate units and meet other land and facility needs. Policies in this section of the Plan require coordination between property owners and the City to achieve these goals through development of framework plans prior to inclusion in the Urban Growth Boundary and annexation.

SECTION 3

GROWTH MANAGEMENT

GOALS & POLICIES

GOAL 3: Encourage growth to strike a balance between urban scale development and preserving the history, natural beauty, and character of the community.

OBJECTIVE 3.1 *To promote efficient development within the Urban Growth Boundary (UGB) to accommodate forecasted housing and employment growth, minimize the cost of providing public services and infrastructure, and to protect resource land outside the UGB. This shall be balanced with community goals and policies to manage natural resources, preserve open space, protect life and property from natural hazards, and maintain community livability.*

POLICY 3.1.1 The City shall manage the UGB to maintain the potential for planned urban development on urbanizable lands to accommodate forecasted housing and employment growth and accommodate other supporting facility and land needs, including open space.

POLICY 3.1.2 As part of its growth management program, the City shall promote efficient development within the existing UGB and explore the potential for establishing and implementing urban reserves to guide longer-term development.

POLICY 3.1.3 The City shall plan for the use of land within the Sisters Urban Growth Boundary for urban uses, urban services, public facilities, and annexation.

POLICY 3.1.4 The City shall support adequate public safety services to serve its growing population.

POLICY 3.1.5 The City shall provide for an orderly and efficient conversion of urbanizable land to urban land through application of comprehensive plan and zoning designations at the time of annexation, and development review at the time of proposed development.

POLICY 3.1.6 When evaluating the capacity of the Sisters Urban Growth Boundary and considering annexation of land for urban development, the City shall consider the needs of parks and open space, natural hazards, specifically wildfire and flooding, and infrastructure provision.

OBJECTIVE 3.2 *To provide City services as an integral part of the City's growth management strategy.*

POLICY 3.2.1 The City shall require annexation prior to extending water or sanitary sewer services to any property within the unincorporated portion of the UGB.

POLICY 3.2.2 The City shall not authorize urban levels of development without the provision of all necessary urban services to support planned levels of development. The City will require provision of urban services as lands are converted to urban lands.

POLICY 3.2.3 Development that occurs on unincorporated rural land within the Sisters UGB shall be sited in such a way as to not preclude future urban development and services.

POLICY 3.2.4 The City and Deschutes County shall work together, in coordination with other public agencies to require property owners and/or developers to pay their appropriate proportionate share of the costs to extend urban services to their properties and to pay for or build necessary on- and off-site public improvements.

OBJECTIVE 3.3 *To ensure that land brought into the UGB to meet the City's residential needs provides adequate public facilities and a mix of market rate and affordable housing units.*

POLICY 3.3.1 The City shall ensure that the Development Code requires approval of a framework plan that includes a description of the development proposed

(including uses and densities for the subject area) for lands brought into the UGB. The City should work cooperatively with property owners in the development of framework plans.

- POLICY 3.3.2** The City shall coordinate capital improvements planning with concept and master planning of parcels brought into the UGB to ensure that land is ready for efficient residential development.
- POLICY 3.3.3** The City shall require that lands intended for residential development that are annexed into the city limits, will have a residential zone applied concurrent with annexation.
- POLICY 3.3.4** The City shall ensure Development Code requirements contain clear and objective standards for development of Affordable Housing when land is annexed into the City or when land is rezoned from a non-residential district to a residential district.
- POLICY 3.3.5** The City shall ensure that the Development Code requires that newly annexed residential areas will be evaluated through a master plan ensuring provision of adequate public facilities and take into design consideration, the uses of lands located outside the UGB.
- POLICY 3.3.6** Where possible, new development should accommodate the extension of services to abutting lands that are in the UGB and City Limits, prior to, or in association with, servicing lands outside the UGB and/or City limits.

LIVABILITY



Photo Credit: Sisters Area
Chamber of Commerce
Winter in Downtown

COMMUNITY VISION

The Sisters Country Vision is, at its essence, a vision for maintaining and enhancing the livability of Sisters and Sisters Country. Many of its goals and policies align with many of the policies in this chapter. In fact, Livability was identified as one of the four focus areas that make up the Sisters Country Vision. Through its many strategies, the Vision supports the building blocks that make a livable community, including a prosperous economy rooted in arts and crafts and recreation, being a walkable community with access to trails, parks and downtown, offering vital community health facilities, and striving to offer a variety of affordable housing options to choose from. The community strives to do all this while being age friendly, promoting diversity and inclusion, being resilient to the challenges that arise, and retaining its welcoming small-town atmosphere even as we grow.

KEY ISSUES SUMMARY

- Community Identity
- Neighborhood Design
- Sustainability
- Age Friendly
- Active Transportation

SECTION 4

LIVABILITY

CONTEXT

Sisters boasts a friendly, small-town atmosphere with access to many community amenities that create a high quality of life for its residents. From its proximity to world-class outdoor recreation opportunities, the magical, scenic views, to its welcoming vibe and many independent businesses, quality public schools, and a vibrant arts and culture scene, there are many reasons why people stay here and why others want to live here. Further, the community strives to be a welcoming community to all - regardless of age, racial or cultural background, sexual orientation, or socio-economic status - to create a thriving and equitable community; one that is safe and secure, has affordable and appropriate housing and transportation options, and offers supportive community features and services. At the same time, the community is growing and, as it grows, it is important to preserve and prioritize the assets that make Sisters a special and livable place, so they can be continued to be enjoyed for years to come.

KEY ISSUES

Livability is not a topic directly addressed by Oregon's Statewide Planning Goals; however, the policies in this chapter capture many of the qualitative goals that the Sisters community values, so it was decided by the community to add it as an element to the Comprehensive Plan, as more and

more communities in Oregon are choosing to do so. Here are the main elements of the Livability Chapter:

COMMUNITY IDENTITY

Maintaining the components that make up Sisters' community's identity, including its historic resources, scenic views, trees, artisanal activities, and promoting an inclusive and welcoming attitude toward community members and visitors.

NEIGHBORHOOD DESIGN

Ensuring that neighborhoods are designed to support community members' economic, social, and cultural needs, and promote health and well-being.

ACTIVE TRANSPORTATION

Promoting the use of active transportation modes, such as walking and bicycling, to improve individual and community health, social interaction, and community safety.

An important livability theme that was raised during from the community was the concept of Sisters being an Age Friendly community, which is a place that is safe and secure, has affordable and appropriate housing and transportation options, and offers supportive community features and services for all ages and abilities. The goals of an Age Friendly city align with many of the policies found throughout this Plan in different chapters (see sidebar on this page for locations).

AGE FRIENDLY CITY POLICIES

- **Civic Engagement:**
Public Involvement Policy 1.1.5
- **Respect and Social Inclusion:**
Community Identity Policy 4.1.3
- **Housing:**
Housing Policy 5.2.2
Neighborhood Design Policy 4.2.2
- **Communication and Information:**
Natural Disaster Resilience Policy 6.2.3.3
- **Parks, Recreation, & Open Space:**
Parks, Recreation, & Open Space Policy 7.3.3, Policy 7.3.6, Policy 7.5.2
- **Transportation:**
Goal 1 Livability Policy G
Goal 10 Compatibility Policy G
Active Transportation Policy 4.3.4
- **Community and Health Services:**
Public Facilities Policy 9.14
- **Social Participation:**
Parks, Recreation, & Open Space Policy 7.1.3, Policy 7.1.5



SECTION 4

LIVABILITY

GOALS & POLICIES

GOAL 4: Maintain and enhance the livability of Sisters as a welcoming community with a high quality of life and a strong community identity.

OBJECTIVE 4.1 COMMUNITY IDENTITY.

To promote projects, programs, and initiatives that strengthen the community's identity, including historic resources, scenic views, trees, artisanal activities, and inclusive attitude towards all community members.

POLICY 4.1.1 The City shall recognize and conserve the environment and natural resources that enhance the community's identity, including open spaces, natural landscapes, outdoor recreation

areas, historic structures, architectural styles, and public art.

POLICY 4.1.2 The City shall work with community partners to promote the friendly small-town atmosphere of Sisters as the City and region grow and increase opportunities for connections between businesses, residents, and visitors.

POLICY 4.1.3 The City shall work to identify and reduce barriers to participation from historically underserved populations in Sisters and promote diverse, welcoming, and inclusive community conversations about the future of Sisters so that all residents are valued and supported.

POLICY 4.1.4 The City shall support proactive, engaged community-oriented crime prevention strategies that help maintain neighborhood stability and promote cooperation between residents and law enforcement.

POLICY 4.1.5 The City shall develop and implement an action plan to address current and historical practices related to diversity, equity, and inclusion in Sisters.

POLICY 4.1.6 The City shall work with community partners to promote Sisters as a safe place where all people are welcome, regardless of racial, ethnic, and cultural background, age, sexual orientation, or socio-economic status.

POLICY 4.1.7 The City shall conduct public education and outreach of the historic resources in Sisters and encourage property owners to nominate their eligible properties to the Deschutes County Inventory of Historic Sites and/or National Historic Register.

POLICY 4.1.8 The City shall identify and protect historical sites in coordination with the Deschutes County Landmarks Commission.

OBJECTIVE 4.2 NEIGHBORHOOD DESIGN. *To facilitate development and redevelopment of neighborhoods to support community members' economic, social, and cultural needs, and promote health, well-being, universal access, and innovative design.*

POLICY 4.2.1 The City shall encourage the development of housing that is safe and durable, with design features and transitions that contribute to compatibility with existing neighborhoods and allow for innovation.

- POLICY 4.2.2** The City shall encourage the development of livable, cohesive, well-connected and accessible neighborhoods with convenient access to goods and services, such as neighborhood commercial uses and childcare, opportunities for recreation, and access to nature.
- POLICY 4.2.3** The City shall encourage transitions between residential and non-residential areas through the use of buffers, screening, or other methods to improve compatibility and reduce impacts to residential neighborhoods.
- POLICY 4.2.4** The City shall adopt Development Code provisions that require new neighborhoods be designed to include a variety of housing types suitable for different income levels, ages, and lifestyles.
- POLICY 4.2.5** The City may allow creative interim uses on vacant properties until the time that development becomes viable.
- POLICY 4.2.6** The City shall reduce the negative impacts of noise pollution from industrial uses upon residential uses through compatible site and building design.
- POLICY 4.2.7** The City shall enhance its Dark Skies program to prevent light pollution and protect night sky views both through regulation of new development and through incentivizing retrofitting of existing non-conforming lighting.

OBJECTIVE 4.3 ACTIVE TRANSPORTATION. *To promote use of active transportation modes such as walking and bicycling to improve individual and community health, social interaction, and community safety.*

- POLICY 4.3.1** The City shall promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents, specifically workforce housing residents, and help reduce the need to drive for local trips, including in underdeveloped areas that currently lack facilities for walking or biking.
- POLICY 4.3.2** The City shall require that development improves the connectivity of the City's active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and

neighborhood gathering places.

POLICY 4.3.3 The City shall coordinate with the US Forest Service to create trail connections between the City and the Deschutes National Forest.

POLICY 4.3.4 The City shall expand pedestrian and bicycle-friendly amenities, including lighting and wayfinding, in key corridors to encourage residents and visitors to walk rather than drive.

HOUSING



COMMUNITY VISION

The Sisters Country Vision identified several housing goals and strategies, which were further refined through the City's Comprehensive Plan update process. Housing was a key component of the Vision's "Livable Sisters" focus area. In the Vision, several strategies were listed to increase the availability of affordable housing. These include an update to the Sisters Housing Plan, new policy language, and grants for new affordable housing developments, long term rentals, and workforce housing. These concepts have been incorporated into the policies found in this Comprehensive Plan section.

KEY ISSUES SUMMARY

- Land Supply for 2040
- Housing for All

SECTION 5

HOUSING

STATEWIDE GOAL 10

CONTEXT

Having affordable, quality housing with access to community services is essential for every community. Due to being an attractive, desirable community, Sisters has experienced significant demand in its housing market causing many residential properties to be unaffordable to many residents, which has started to impact the community: businesses struggle to find employees, residents desire to move up from renting to owning, and people are unable to move to Sisters.

In June 2019, Sisters adopted a Housing Needs Analysis, which forecasted housing and residential land needs through the year 2039 and included a range of strategies to meet the City's future housing needs. This chapter addresses Oregon's Statewide Planning Goal 10. The City updated the HNA as part of the Comprehensive Plan update process in 2020-2021.

The City of Sisters continues to attract new residents and experienced significant growth between 2010 and 2021. It is projected to continue to grow and will need a substantial number of new housing units (around 1,100 units) to support future population growth. The City's 2021 Housing Needs Analysis projected that of the new housing units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. Sisters

will need new housing of all types, estimated as follows:

- Single-family detached (66% of the total need)
- Single-family attached townhomes (10% of the total need)
- Duplexes, triplexes, and four-plexes (11% of the total need)
- Multi-family with five or more attached units (11% of the total need)

In order to accommodate needed new housing, the City will evaluate efficiency (infill) measures through changes to the development code, as well as a potential amendment to its Urban Growth Boundary, consistent with the policies of this Comprehensive Plan and Oregon law.

KEY ISSUES

The following issues related to housing in Sisters and Statewide Planning Goal 10 were identified and addressed through the City's 2021 Comprehensive Plan update:

LAND SUPPLY FOR 2040

A major topic of discussion throughout the process is the projected need for an additional 1,100 residential units by the year 2040 to accommodate the anticipated population growth. Many of the policies in this chapter pertain to providing the needed housing units, while also maintaining livability and character in Sisters. Policies include direction to City staff to maintain clear and enforceable design standards for housing types, periodically reassess projected housing needs following the Comprehensive Plan Update, and encourage development that is compatible with adjacent neighborhoods. Balancing efficient land use with preserving trees and other natural features and landscapes that help define Sisters and





its livability also will be a key goal for the City.

HOUSING FOR ALL

While the City continues to grow, it's important to ensure that housing meets the needs of all community members and promotes a cohesive and welcoming community. Several policies were added to address this, including a mix of incomes in neighborhoods, providing for greater variety in housing types, and encouraging walkable and accessible housing near goods and services. Additionally, this chapter provides policies to support affordable housing, including programs and services for people facing homelessness and other challenges – including transitional housing and emergency shelters – through development code updates and incentive programs. The City of Sisters does not have the capacity nor the expertise needed to solve these issues on its own, so coordination with other service providers, non-profit organizations, and others will be essential to addressing these issues and needs.



SECTION 5

HOUSING

GOALS & POLICIES

GOAL 5: Meet the housing needs of current and future residents, as well as the region's private and public sector employers, by creating opportunities for development of a wide range of housing for all ages and income levels, including housing that is safe and high quality and that includes design features and transitions that contribute to compatibility with existing neighborhoods.

OBJECTIVE 5.1 *To accommodate residential growth within the City of Sisters Urban Growth Boundary.*

- POLICY 5.1.1** The City shall ensure adequate, developable residential land is available to meet the City's needs as identified in the most recent adopted Housing Needs Analysis.
- POLICY 5.1.2** The City shall maintain reasonable, clear, objective, and enforceable design standards for all housing types, including single-family detached homes, "plexes," townhomes, apartments, cottage cluster housing, accessory dwelling units, and manufactured homes on individual lots and in manufactured home parks.
- POLICY 5.1.3** The City shall encourage development of residential land in a manner that is compatible with existing neighborhoods and that promotes the creation of mixed income neighborhoods.
- POLICY 5.1.4** The City shall ensure the development code allows for housing developers to respond to changing market conditions and other circumstances such as changing incomes, household size or other demographic characteristics, demand or need for different types of housing, the cost of land or building

materials, and other factors.

POLICY 5.1.5 The City shall monitor residential development and the availability of land within the City to meet future needs and publish this information for City leadership and the broader community.

POLICY 5.1.6 The City shall periodically reassess current and projected future housing needs and update and implement housing policies and strategies to address them.

OBJECTIVE 5.2 *To provide housing opportunities that meet the needs and preferences of current and future households.*

POLICY 5.2.1 The City shall provide flexibility through Development Code requirements for innovative housing types to meet the need for the full range of housing types in the City.

POLICY 5.2.2 The City shall accommodate the housing needs of people in all life stages through housing design, types, and locations that accommodate aging populations (including assisted living facilities and aging-in-place in existing homes) in locations within walking distance of commercial areas and other services.

POLICY 5.2.3 The City shall support construction of dwelling units that incorporate alternative or innovative building materials and methods that follow approved State Building Code requirements.

POLICY 5.2.4 The City shall encourage mixed use development including live/work housing in Commercial and North Sisters Business Park districts to support both residents and businesses.

OBJECTIVE 5.3 *To support the development of low- and moderate-income housing, transitional housing, and emergency shelters through its development code, land use policies, and other incentive programs.*

POLICY 5.3.1 The City shall coordinate with providers of affordable housing to identify sites, projects, and partners to develop housing units for low- and

moderate-income households.

- POLICY 5.3.2** The City shall evaluate and update the development code to identify and reduce barriers to the creation of housing units for low- and moderate-income households and to encourage creating mixed income neighborhoods.
- POLICY 5.3.3** The City shall evaluate policy and program options to enhance funding streams that would offer subsidies to offset development costs of affordable housing projects, including potential dedication of city or other publicly owned land.
- POLICY 5.3.4** The City shall monitor and evaluate the efficacy of the existing Affordable Housing Grant Program and support changes to the program as conditions warrant.
- POLICY 5.3.5** The City shall coordinate with emergency shelter providers, public safety providers and the County Health Department to adopt appropriate policies that are supportive of emergency shelters, transitional housing and supportive services for people who are experiencing houselessness and/or face other specialized housing needs, and which are sensitive to the concerns of the whole community and continue to comply with state law.

ENVIRONMENT



Photo Credit: G Miller
Three Sisters Wilderness

COMMUNITY VISION

The Sisters Country Vision identified several community goals and strategies which were further discussed and refined through the City's Comprehensive Plan update process. The environment, natural resources, and natural hazards were a key component of the Visioning process and its action items surrounding these topics are found in both the "Livable" and "Resilient" elements of the Vision. These strategies include pursuing fire/drought resistant building and development codes, retrofits to critical infrastructure and other structures, riparian restoration and conservation projects, and open space/scenic view inventories and protections. These concepts were carried forward from the Vision into the policies below.

KEY ISSUES SUMMARY

- Natural Resource Protection
- Natural Hazard Mitigation & Resilience
- Climate Change & Sustainability

SECTION 6

ENVIRONMENT

STATEWIDE GOALS 5, 6, 7, AND 13

CONTEXT

Nicknamed the "Gateway to the Cascades" and bordered by the Deschutes National Forest, Sisters is home to abundant natural resources. Community members enjoy beautiful panoramic views of the Three Sisters, Black Butte, Mt. Jefferson, and Three Fingered Jack and find a sense of peace and connection to nature near the flowing Whychus Creek. Wildlife is found roaming throughout town, often seeking shelter under mature ponderosa pine stands.

A changing climate, wildfires and other natural hazards, along with development pressures pose new challenges for the preservation of these resources. Community members have expressed a strong desire to identify, protect, and rehabilitate the environment while balancing the need to provide housing and economic development opportunities to support future growth. This chapter consolidates under the common theme of "Environment" and provides updated policies relating to the following Statewide Planning Goals: Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6 – Air, Water, and Land Resources Quality; Goal 7 – Areas Subject to Natural Disasters and Hazards; and Goal 13 – Energy Conservation.



KEY ISSUES

The following issues relate to Statewide Planning Goals 5, 6, 7, and 13 and were identified and addressed through the City's 2021 Comprehensive Plan update:

NATURAL RESOURCE PROTECTION

When asked the question "What makes Sisters, Sisters?" almost all residents included a reference to the unique environment both within and surrounding the city limits. Residents stressed the need for additional protection for natural resources such as Whychus Creek, mature ponderosa pine trees, native vegetation, and wildlife. Additionally, residents noted the importance of better integrating development into the surrounding environment and ensuring that more dense development does not come at the cost of the natural landscapes and features that make Sisters special.

NATURAL HAZARD MITIGATION AND RESILIENCE

The City's location, climate, and abutting national forest, in combination with climate change and drought has posed increased risk of a major wildfire event. Whychus Creek, while being a beautiful scenic resource, also carries risk of flood damage to certain properties. Residents voiced a need for additional partnerships with regional agencies (Deschutes County, Sisters Camp Sherman Fire District, US Forest Service, etc.) to develop a coordinated strategy in case of a natural disaster and to increase education of these risk to city residents. Additionally, residents wanted these natural hazards considered as part of the planning and development process – including protection of floodplain land through conservation easements and the preparation of wildfire mitigation plans for new development.

CLIMATE CHANGE AND SUSTAINABILITY

Since the last Comprehensive Plan update in 2005, climate change has become an even more important planning issue for cities. In looking to the future of Sisters, the community seeks to promote sustainable building practices through policies that support energy efficiency and environmental stewardship, while also mitigating effects brought by climate change. Other policies include incorporating climate change into overall city decision-making processes, advocating for building codes that conserve energy and reduce emissions, promoting climate resilience and native vegetation, and providing incentives for sustainable building practices.



Sisters-Camp Sherman Fire District, 2020

SECTION 6

ENVIRONMENT

GOALS & POLICIES

GOAL 6.1: Protect, conserve, and enhance the quality of the City's natural and scenic resources; maintain the quality of its air, land, water, and wildlife habitat; and improve community health.

- POLICY 6.1.1** The City shall identify and protect natural and scenic resources within the UGB, including riparian areas.
- POLICY 6.1.2** The City shall require the preservation and health of inventoried wildlife habitat corridors.
- POLICY 6.1.3** The City shall require retention of significant trees, in particular mature groves and individual ponderosa pine trees, before, during and after the development process to support a healthy urban forest and honor the City's status as an Arbor Day Tree City, while also maintaining a fire-resistant urban forest.
- POLICY 6.1.4** The City shall evaluate potential impacts to wildlife from light and noise pollution and require mitigation where appropriate.
- POLICY 6.1.5** The City shall promote development that integrates with the surrounding natural environment and reduces impact on natural systems by using natural resources and processes to manage stormwater, decrease greenhouse gas emissions, and address other impacts related to air and water quality.
- POLICY 6.1.6** The City shall emphasize use of fire-resistant, native vegetation and establish a noxious weed control program in coordination with Deschutes County.
- POLICY 6.1.7** The City shall develop, and periodically review and update, ordinances to

ensure that air, land, and water resources are protected.

POLICY 6.1.8 All development within the City of Sisters city limits and UGB shall comply with applicable state and federal water quality requirements.

POLICY 6.1.9 To protect and enhance water quality as required by state and federal requirements, the City shall implement provisions in the Central Oregon Stormwater Manual through the City of Sisters Public Works Construction Standards.

POLICY 6.1.10 The City shall enhance opportunities for physical and visual access to Whychus Creek while protecting its watershed from contaminants.

GOAL 6.2: Protect people, property, and structures from natural hazards, such as flooding, drought, wildfires, volcanic or seismic hazards.

OBJECTIVE 6.2.1 *To reduce the hazards related to wildfire through a combination of proper location and design of new development, reduction of combustible materials, and coordination with partnering agencies and community members.*

POLICY 6.2.1.1 The City shall develop, refine, and implement a coordinated wildfire mitigation strategy in partnership with Deschutes County, Sisters Camp Sherman Fire District, the US Forest Service, Oregon Department of Forestry, and other relevant agencies.

POLICY 6.2.1.2 The City shall continue to review and update the City of Sisters development codes to improve and enhance the fire and drought resistance of homes, communities, and landscapes.

POLICY 6.2.1.3 To reduce risk of destruction by wildfire, the City shall require preparation of wildfire mitigation plans in conjunction with new development for review and approval by the City as part of the development application process.

POLICY 6.2.1.4 The City shall promote and enforce resident participation in Fire Free Program to reduce combustible materials on existing properties and create defensible space.

POLICY 6.2.1.5 The City shall support a program to support fire resistant retrofits of commercial and residential buildings with emphasis on buildings that are designated historic or have historic value, as determined through historic survey.

POLICY 6.2.1.6 The City shall evaluate wildfire risk as a criterion for future areas of growth.

POLICY 6.2.1.7 The City shall address the impacts of wildfire in the design and determining the location of development projects.

OBJECTIVE 6.2.2 *To reduce potential impacts from flooding of Whychus Creek by managing stormwater runoff, limiting development in flood-prone areas, and other flood mitigation and management strategies.*

POLICY 6.2.2.1 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,



Whychus Creek, 2017

and open space qualities of the land and Whychus Creek.

POLICY 6.2.2.2 The City shall require certain land-disturbing activities associated with site clearing, grading, construction, and other improvements to employ erosion control practices to prevent increased stream sedimentation.

POLICY 6.2.2.3 The City shall investigate and, where feasible, require developers or property owners to utilize instruments such as conservation easements or dedications to preserve the natural state and health of the Whychus Creek floodplain.

POLICY 6.2.2.4 The City shall ensure that standards for new development 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 hydrology and water quality of Whychus Creek.

POLICY 6.2.2.5 The City shall require site-specific buffering, setback requirements, and best management practices, to enhance and protect stream-side properties, as well as Whychus Creek riparian areas and channel migration zone.

OBJECTIVE 6.2.3 *To improve responses to natural disasters and associated emergencies through improved communication, education, coordination, and other strategies.*



POLICY 6.2.3.1 The City shall collaborate with other emergency service providers and agencies to promote and participate in enhanced coordination of disaster preparedness and response efforts in Sisters Country within the statewide network.

POLICY 6.2.3.2 The City shall work with appropriate agencies, including the Deschutes County Emergency Management and Sisters Camp Sherman Rural Fire Protection District to update and implement emergency management plans.

POLICY 6.2.3.3 The City shall develop and implement a strategy to educate the public and reduce barriers to public information about natural hazards.

POLICY 6.2.3.4 The City shall comply with State requirements on wildfire mitigation for defensible space and building codes in areas categorized as extreme or high wildfire risk, as determined and by State wildfire mapping.

GOAL 6.3: Promote energy efficiency and mitigate the anticipated impacts of climate change in Sisters.

POLICY 6.3.1 The City shall update ordinances regarding replacing existing non-certified wood stoves and encourage non-polluting and efficient heat sources for homes.

POLICY 6.3.2 The City shall advocate at the local, state, and federal levels for building codes that increase energy conservation and facilitate emission reductions; and implement these codes locally.

POLICY 6.3.3 The City shall identify ways to address climate change in city decision making processes.

POLICY 6.3.4 The City shall support local educators and other local organizations and/or state and federal agencies in informing residents, businesses, developers, and other community members about climate science and how community members can adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, the sharing economy, sustainability at work programs and waste reduction.

POLICY 6.3.5 The City shall promote native climate-resilient vegetation, landscaping, and

local food systems such as community gardens, farmers markets, and other programs aimed at local food production and increasing equitable access to local foods.

- POLICY 6.3.6** The City shall consider equity and affordability when developing city programs and development standards related to energy conservation and climate change and identify strategies for reducing potential impacts related to increased costs.
- POLICY 6.3.7** The City shall partner with business owners as well as regional and state agencies on strategies to reduce greenhouse gas emissions from known sources that adversely affect public health and contribute to climate change.
- POLICY 6.3.8** The City shall provide a sustainable transportation system that meets the needs of present and future generations, consistent with the adopted Transportation System Plan.
- POLICY 6.3.9** The City shall practice energy efficiency and climate change mitigation in its own operations, including sustainable buildings, electric vehicles, outdoor lighting, and active transportation.
- POLICY 6.3.10** The City shall promote environmentally- and socially-sustainable practices associated with housing development and construction.
- POLICY 6.3.11** The City shall encourage the adaptive reuse of existing buildings to help meet the City's housing, employment, and other needs, while also reducing and/or managing conflicts between residential and non-residential uses.
- POLICY 6.3.12** The City shall consider incentives for new housing development or redevelopment projects that increase energy efficiency, improve building durability, produce, or use clean energy, conserve water, use repurposed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

PARKS, RECREATION, & OPEN SPACE



Photo Credit: Loma Smith
Village Green City Park

COMMUNITY VISION

The Sisters Country Vision identified several community goals and strategies which were further discussed and refined through the City's Comprehensive Plan update process. Parks, Recreation, and Open Space were directly addressed through the Vision's "Livable" focus area. In particular, strategies and goals sought to identify new parks, open spaces, and recreation spaces in Sisters Country to meet the needs of the growing population and attract visitors, conduct inventories, and develop standards for significant scenic view corridors and provide access to healthy outdoor activities. These strategies and actions have been refined, focused and integrated with relevant Parks Master Plan strategies for inclusion in this chapter of the Comprehensive Plan.

KEY ISSUES SUMMARY

- Facilities Planning & Partnerships
- Network of Recreation Opportunities

SECTION 7

PARKS, RECREATION, & OPEN SPACE

STATEWIDE GOAL 8

CONTEXT

Community feedback consistently rates access to a variety of high-quality parks, open spaces, and recreation opportunities as an important value to local residents and part of the "livability" of Sisters. Currently, there are nine developed park facilities and five currently-undeveloped facilities serving the community. The City of Sisters constructs and maintains park facilities, while recreational programs are operated by the Sisters Parks and Recreation District.

To ensure that parks continue to meet the needs of current and future residents, the City has a Parks Master Plan, which is a long-term vision and action plan for the community's parks system for the next 20 years. The Parks Master Plan describes existing facilities, uses public input to identify community needs, includes goals and recommendations for park improvements and future acquisitions, and identifies potential funding strategies. The Comprehensive Plan incorporates a number of recommendations from the Parks Master Plan as policies. In addition, the Parks Master Plan includes more specific recommendations for improvements to individual park and recreation facilities, as well as how those

facilities can be developed and funded. As the City periodically updates both the Parks Master Plan and the Comprehensive Plan, it will be important to maintain consistency between the two documents.

KEY ISSUES

The following issues relate to Statewide Planning Goal 8 (Recreational Needs) and were identified and addressed through the City's 2021 Comprehensive Plan update:

FACILITIES PLANNING AND PARTNERSHIPS

Several organizations are working in Sisters to provide recreation opportunities and programming. Developing and maintaining these relationships is key to implementing many of the policies in this chapter. Of note, several policies discuss opportunities to enhance stewardship programs, establish stable and diverse funding mechanisms for existing and future park facilities, and updating and implementing the Sisters Park Master Plan with agency and organization partners.

NETWORK OF RECREATION OPPORTUNITIES

Many of the policies in this section propose to address gaps in the City's system of recreation facilities and provide additional modes of transportation to access parks, primarily walking and biking. Policies include promoting equitable distribution of park, recreation, and open space opportunities throughout the city, inventorying and protecting view corridors, developing greenways for pedestrian and bicycle routes throughout town, reducing barriers to local food systems, and improving access to Whychus Creek.



*Sisters High School
Soccer Field*

SECTION 7

PARKS, RECREATION, & OPEN SPACE

GOALS & POLICIES

GOAL 7.1: Plan, develop, maintain, and enhance recreation opportunities, scenic views, and open spaces to meet the needs of community members and visitors of all ages, abilities, cultures, and incomes and enhance their physical and mental health.

- POLICY 7.1.1** The City shall create a unique park system that reflects and strengthens the City's identity, including consistency with the western design theme and a focus on public arts.
- POLICY 7.1.2** The City shall develop parks that serve as destinations for locals and visitors.
- POLICY 7.1.3** The City shall ensure that new facilities are planned, designed, and constructed to be safe, inclusive, and accessible to individuals of all ages, abilities, backgrounds, and income levels.
- POLICY 7.1.4** The City shall update existing facilities and equipment to improve accessibility for all individuals and to ensure safety and utility.
- POLICY 7.1.5** The City shall ensure that parks are appropriately lit and in accordance with the City's Dark Sky Ordinance.
- POLICY 7.1.6** The City shall acquire land in accordance with the Parks Master Plan that can provide park space in all neighborhoods, including those currently underserved by parks.
- POLICY 7.1.7** The City shall develop and maintain attractive and enjoyable spaces with enhanced landscaping and natural resources that serve a diverse range of

activities and events, as identified in the Parks Master Plan.

- POLICY 7.1.8** The City shall update the Parks Master Plan every five to ten years to ensure that it continues to reflect the needs for specific types of park and recreation facilities and programs identified by the community and supported by current and projected future recreation trends.
- POLICY 7.1.9** The City shall provide public restrooms as part of major and/or centrally-located parks and recreation facilities.
- POLICY 7.1.10** The City shall ensure that the Development Code contains provisions that require publicly accessible open space as a component of residential development and Master Plan developments.
- POLICY 7.1.11** The City shall identify and develop standards to preserve notable scenic views and green spaces as development occurs, possibly including development standards, public access easements, conservation easements, or property acquisition where applicable.
- POLICY 7.1.12** The City shall work with private and public property owners to inventory and preserve scenic view corridors and creek access points along roadways, balancing access with conservation of natural resources.
- POLICY 7.1.13** Where possible, the City shall acquire land that serves to protect open space and scenic view corridors as well as defensible space for wildfire protection.
- POLICY 7.1.14** The City shall consider strategies to set aside large areas of land in the City's core for centric urban park use through the Parks Master Plan Update.
- POLICY 7.1.15** The City shall support the use of parks and recreation facilities for hosting events, particularly those that are providing public benefits.
- POLICY 7.1.16** The City shall add signage or information kiosks in parks that include historical and educational information, where appropriate.

GOAL 7.2: Identify and pursue funding mechanisms for acquisition, development, maintenance, and operations of facilities.

POLICY 7.2.1 The City shall establish stable and diverse mechanisms for funding acquisition, development, operations, and maintenance of existing and future recreation and parks facilities, including researching and preparing grant proposals to fund projects.

POLICY 7.2.2 The City shall regularly update contingency plans for potential future funding shortfalls utilizing existing plans, policies, and procedures.

POLICY 7.2.3 The City shall review new and current funding mechanisms periodically to assess their effectiveness in meeting the goals and objectives of the Parks Master Plan.

POLICY 7.2.4 The City shall maintain a program of System Development Charges (SDC) to develop park facilities.

GOAL 7.3: Create a citywide network of recreation opportunities that are connected and accessible through a variety of transportation options.

POLICY 7.3.1 The City shall develop strategies to address gaps in access to recreation facilities.



Fir Street Park



- POLICY 7.3.2** The City shall promote social and physical connections to facilities and an equitable distribution of facilities within the community.
- POLICY 7.3.3** The City shall construct pedestrian and bicycle paths and trails to promote connectivity between parks and other local destinations.
- POLICY 7.3.4** The City shall improve pedestrian access to Whychus Creek in accordance with the Whychus Creek Restoration and Management Plan.
- POLICY 7.3.5** The City shall develop a network of wayfinding signage, informational kiosks, and maps to help people find parks and recreation facilities.
- POLICY 7.3.6** The City shall ensure that pathways through park facilities are adequately lit, consistent with the City's Dark Sky Ordinance.
- POLICY 7.3.7** The City shall pursue easements through private properties to create new connections and improve access to park and recreation facilities.
- POLICY 7.3.8** The City shall develop designated bicycle and pedestrian corridors that connect park and recreation facilities across the city.

GOAL 7.4: Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, particularly those that are environmentally sensitive.

- POLICY 7.4.1** The City shall explore programs and funding to obtain land in the flood plain for the public's recreational use.
- POLICY 7.4.2** Where appropriate, the City shall plan, design, and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.
- POLICY 7.4.3** The City shall incorporate low-impact design practices into the planning and development of new and existing facilities, including the use of native or climate adaptive plant species in park and recreation facility landscaping.
- POLICY 7.4.4** The City shall preserve and enhance natural landscapes, including preserving naturalized open spaces and fire-resistant, native vegetation as part of park and recreation facilities.
- POLICY 7.4.5** The City shall require the safe use of chemicals as part of park and recreation facility operations and maintenance.
- POLICY 7.4.6** The City shall consider resiliency to drought, fire, and other natural hazards when developing new park and recreation facilities.

GOAL 7.5: Sustain and enhance partnerships with residents, community groups, and other agencies including Deschutes County, the Sisters School District, Oregon Parks and Recreation Department, the US Forest Service, and others to integrate and manage recreational resources in a collaborative and cost-effective manner.

- POLICY 7.5.1** The City shall develop partnerships with community and private entities (e.g., community alliances, organizations, groups, businesses, and employers) that have an interest in providing recreation opportunities to enhance and complement the community's recreation services and parks system.

- POLICY 7.5.2** The City shall develop strategies to foster a sense of community ownership of the parks system, enhance volunteerism, and involve youth in stewardship of the parks system.
- POLICY 7.5.3** The City shall establish a coordinated process for implementing and updating the Parks Master Plan that involves residents, community groups, visitors, stakeholders, Parks Advisory Committee, and City staff.
- POLICY 7.5.4** The City shall continue to engage stakeholder groups, community members, visitors and other local partners in the parks planning process.
- POLICY 7.5.5** The City shall ensure that the Parks Advisory Committee continues to advise the City Council on behalf of the parks system.
- POLICY 7.5.6** The City shall coordinate with community partners to establish a network of multi-use trails within the City and connect to trails established or planned beyond the City limits.
- POLICY 7.5.7** The City shall pursue regulatory strategies and partnerships with private developers to create small park and recreation facilities in new neighborhoods that are dedicated to the City as part of the subdivision process.
- POLICY 7.5.8** The City shall identify opportunities to work with local community groups and public agencies to develop community garden spaces on underutilized lots.
- POLICY 7.5.9** The City shall develop a program to foster opportunities for park stewardship by community members, particularly for smaller neighborhood parks.

ECONOMY



Photo Credit: Loma Smith
Summer in Downtown

COMMUNITY VISION

The Sisters Country Vision identified several community goals and strategies which were further discussed and refined through the City's Comprehensive Plan update process. Economic development was a key component of the Visioning process and is reflected in the "Prosperous Sisters" element of the Vision. This element includes five primary strategies and a number of related actions items. These strategies include establishing Sisters as both a four-season tourist & visitor destination and as Oregon's "Artisanal Capitol"; creating a Sisters "Makers District"; developing the former US Forest Service property, and creating and maintaining a vibrant and diverse local economy. Some, but not all of these strategies have been included as policies in the Comprehensive Plan.

KEY ISSUES SUMMARY

- Labor Force
- Focus on Local Businesses
- Target Industries
- Employment Land
- Market Size & Area
- Regional Coordination

SECTION 8

ECONOMY

STATEWIDE GOAL 9

CONTEXT

The City of Sisters has a strong and diverse economy, particularly for a city of its size. In 2020, approximately 1,980 people worked in Sisters. The number of workers was similar to the number of people in the labor force living in the City, but many people either live outside the City and commute into Sisters for work or live in Sisters but work elsewhere. The economy and types of employment found in Sisters are significantly influenced by the larger regional economy of Deschutes County and Central Oregon, with the job market weighted heavily towards tourism and recreation. Other strong employment sectors include agriculture, forestry and fishing, construction, food and wood manufacturing, education, and health care and social services. The area also has a relatively high level of self-employed workers in comparison to other parts of the state. After a dip in employment during the recession in 2008-2010, Sisters and Deschutes County saw a steady increase in employment through 2020.

The City of Sisters conducted an Economic Opportunities Analysis (EOA) concurrently with the update of its Comprehensive Plan in 2021. The EOA describes employment, workforce, and other demographic and economic trends at the local, regional, state and national level that will influence Sisters' economy in the coming years. The EOA also

identifies a set of target industries for Sisters that reflect local and regional economic goals, local and regional locational advantages, the size of Sisters, its relation to surrounding population and employment, and other factors. Economic development efforts and policies also are guided by Oregon Statewide Planning Goal 9 (Economic Development), as well as recommendations from the Sisters Country Vision.

KEY ISSUES

The following issues related to Sisters' economy and Statewide Planning Goal 9 were identified and addressed through the City's 2021 Comprehensive Plan update:

LABOR FORCE

The Sisters EOA identifies attracting labor for local jobs as an important factor in the success of the local economy and the Sisters Country Vision notes that providing living wage jobs is one of the City's most significant challenges. While the larger region provides a strong labor force for Sisters, the cost and affordability of housing in the community make it a challenge for people working in Sisters to find suitable housing, particularly people with relatively low-wage jobs in the local retail and service sectors. As a result, a majority of people employed in Sisters commute into the city to work (about 80% of workers in 2020). Improving housing affordability and attracting higher wage jobs are important to maintaining a healthy economy and available nearby workforce.

FOCUS ON LOCAL BUSINESSES

The Sisters community values its home-grown





local businesses and prioritizes support of them over national or other chain businesses. A number of strategies identified in the EOA and policies in this Comprehensive Plan are aimed at supporting these businesses, including promoting locally made products, providing incubator opportunities for local businesses, supporting the local artisanal community, and connecting Sisters businesses to existing industry associations.

TARGET INDUSTRIES

The Sisters EOA identifies a number of target industries that local and regional economic development staff can focus on supporting or recruiting to Sisters. Target industries for Sisters include lodging and retail trade, food services, health care and social services, manufacturing (particularly food/beverage and wood products), and self-employed workers. These are not the only important types of employment in Sisters but represent sectors that are particularly important to the local economy and can leverage local, regional, and state resources.



EMPLOYMENT LAND

The City will continue to need to maintain an adequate supply of buildable, available land to support future employment. The EOA evaluated the City's supply of employment land and concluded that it was adequate to meet projected 20-year employment needs. However, it will be essential for the City to continue to regularly monitor the supply and availability of land suitable for local businesses, particularly those in target industries. Maintaining a supply of both vacant "raw" land and land with buildings ready for new businesses,



will be important. Limiting development of storage facilities or similar uses that provide limited employment or other economic benefits also is recommended.

MARKET SIZE AND AREA

Given its size and the population of the surrounding area, as well as services available in larger nearby communities such as Bend, Sisters may not be able to support some types of larger businesses or institutions. For example, development of a community hospital is likely not feasible in the next two decades. However, the City could potentially support smaller medical offices, specialty services such as physical therapy, continuing care, or urgent care clinics.

REGIONAL COORDINATION

The City of Sisters is fortunate to have a number of local, regional, and statewide partners in its economic development efforts. These organizations bring a high level of expertise and capacity to helping meet these goals. They include, among others, Economic Development for Central Oregon, the Sisters Area Chamber of Commerce, the Central Oregon Intergovernmental Council, Central Oregon Regional Solutions Team, Central Oregon Community College, Business Oregon, the Oregon Department of Land Conservation and Development, and Office of Small Business Assistance, as well as key business employers in the area. Continued coordination with these partners will be essential to the City's future economic success.



SECTION 8

ECONOMY

GOALS & POLICIES

GOAL 8: Provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of the City's community.

- POLICY 8.1** The City shall maintain and enhance the appearance and function of the Commercial Districts by providing a safe and aesthetically pleasing pedestrian environment, encouraging mixed use development and unique design using the City's Western Frontier Architectural Design Theme.
- POLICY 8.2** The City shall periodically review design guidelines to ensure consistency with the Western Design Theme and shall solicit community input in this process, including as part of a review by the City's Planning Commission.
- POLICY 8.3** The City shall promote pedestrian scale developments in the commercial zones. Auto-oriented developments such as restaurants with drive-up windows will be discouraged, limited or prohibited in the Downtown area; in other areas, they shall be limited and managed to minimize their impacts.
- POLICY 8.4** 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, including minimizing potential adverse impacts related to noise, odor, or light from commercial or industrial uses. Building shall be constructed in an attractive and inviting manner, without disrupting operations.
- POLICY 8.5** The City shall promote and incentivize 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.

- POLICY 8.6** The City shall facilitate local entrepreneurial infrastructure and the development of a light industrial land and building inventory that is compatible with the character of Sisters, walkable, pedestrian-friendly, and where live/work opportunities are available.
- POLICY 8.7** The City shall implement development standards such as buffers, setbacks, landscaping, sign regulation and building height restrictions, to minimize the impacts of commercial and industrial uses on adjacent residential areas, including those related to noise, odor, or excessive lighting. Such standards will be applied in light-industrial parks and other transition areas.
- POLICY 8.8** The City shall continue to partner with 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 to periodically update the Sisters Strategic Action Plan for Economic Development.
- POLICY 8.9** The City should support efforts to attract businesses providing family-wage employment opportunities, including within target industries identified in the City's most recently adopted Economic Opportunities Analysis or other primary economic planning document.
- POLICY 8.10** The City should continue to work with area educational institutions to promote educational and workforce training opportunities that support local businesses and industries, particularly target industries identified by the City in its most recently adopted Economic Opportunities Analysis.
- POLICY 8.11** The City shall periodically monitor and ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial development and employment purposes, including within walking and/or bicycling distance of residential neighborhoods.
- POLICY 8.12** The City shall encourage speculative development of industrial properties for multi-tenant use to help provide a supply of land with buildings that can be occupied by future industrial businesses seeking to locate in Sisters.
- POLICY 8.13** The City shall identify a member of City staff or designee as a point person for implementation of economic development activities.

- POLICY 8.14** The City shall make information about economic land development resources and opportunities known to prospective employers through local and statewide information sources such as the Oregon Prospector tool.
- POLICY 8.15** The City shall continue to support existing and future local businesses, including through continued coordination with business owners, through development of business incubator opportunities and other small business support services and programs, and by limiting formula food and retail chains.
- POLICY 8.16** The City shall collaborate with partnering agencies and local employers to reduce or eliminate barriers to establishment or operation of childcare businesses and promote it to the community.
- POLICY 8.17** The City shall continue to actively support, market, renew, and/or consider expansion of local business and development zone programs, including but not limited to the Sisters enterprise zone, e-commerce zone, and the Deschutes County renewal energy development zone.
- POLICY 8.18** The City shall strategically develop and continue to support the tourism and destination economy through strategies such as increasing the number of “shoulder season” (spring/fall) and winter events and attractions, including performances, festivals, retreats, educational speaker series, trainings, and outdoors sports tournaments.
- POLICY 8.19** The City shall promote Sisters Country as an artisanal center, building on its strategic location and spectacular environment. The City shall work to expand the artisanal economy including visual artists, trades and crafts people, musicians, performance artists, writers, brewers, distillers, and farm-to-table chefs.
- POLICY 8.20** The City shall work with its economic development partners and local businesses to promote the creation and successful operation of businesses owned and operated by members of historically marginalized or underrepresented communities.
- POLICY 8.21** The City shall encourage its economic development partners to attract businesses that promote climate-friendly practices, such as in management of waste and energy-efficient practices including use of reusable energy.

PUBLIC FACILITIES



Photo Credit: Troy Rayburn
Well 4 Construction

COMMUNITY VISION

The Sisters Country Vision doesn't specifically address public facilities, but does speak to issues facing the future of the community, such as increased population, need to provide a variety of housing choices for existing and future residents, and recognition of the impacts of climate change, including increased wildfire risk. At the same time, the Vision includes aspirational goals of creating a prosperous economy, a livable city and region that remains welcoming even as we grow, resilient people better prepared for a challenging world, and a connected community that works together for the common good. All of these vision elements have a direct or indirect relationship with and must be supported by reliable and efficient public services and facilities.

KEY ISSUES SUMMARY

- Providing Sufficient Capacity for Current and Projected Future Residents and Businesses
- Conserving, Reusing, and Otherwise Making Efficient Use of Resources and Facilities
- Coordination
- Outdoor Lighting

SECTION 9

PUBLIC FACILITIES

STATEWIDE GOAL 11

CONTEXT

Among its core services to the community, the City provides and manages a number of public facilities and infrastructure, including water, wastewater, and stormwater services; local transportation facilities; and contracts with Deschutes County Sheriff for law enforcement services. The City also coordinates with other service providers in the community, such as the Sisters School District, the Camp Sherman Fire District, Deschutes County, and Sisters Area Parks and Recreation to support the provision of education, fire protection, and library facilities and recreation services.

Provision of reliable and consistent public facilities is necessary to maintain the high quality of life that existing residents enjoy. Planning for future expansions to capacity are vital to accommodating Sisters' growth over the next several decades. The City regularly evaluates future needs through its Water and Wastewater Master Plans and its Transportation System Plan. Key features of these systems (as of 2021) are described below.

- **Water.** Sisters' water supply is currently provided by three wells with a 1.6-million-gallon reservoir for storage. Groundwater

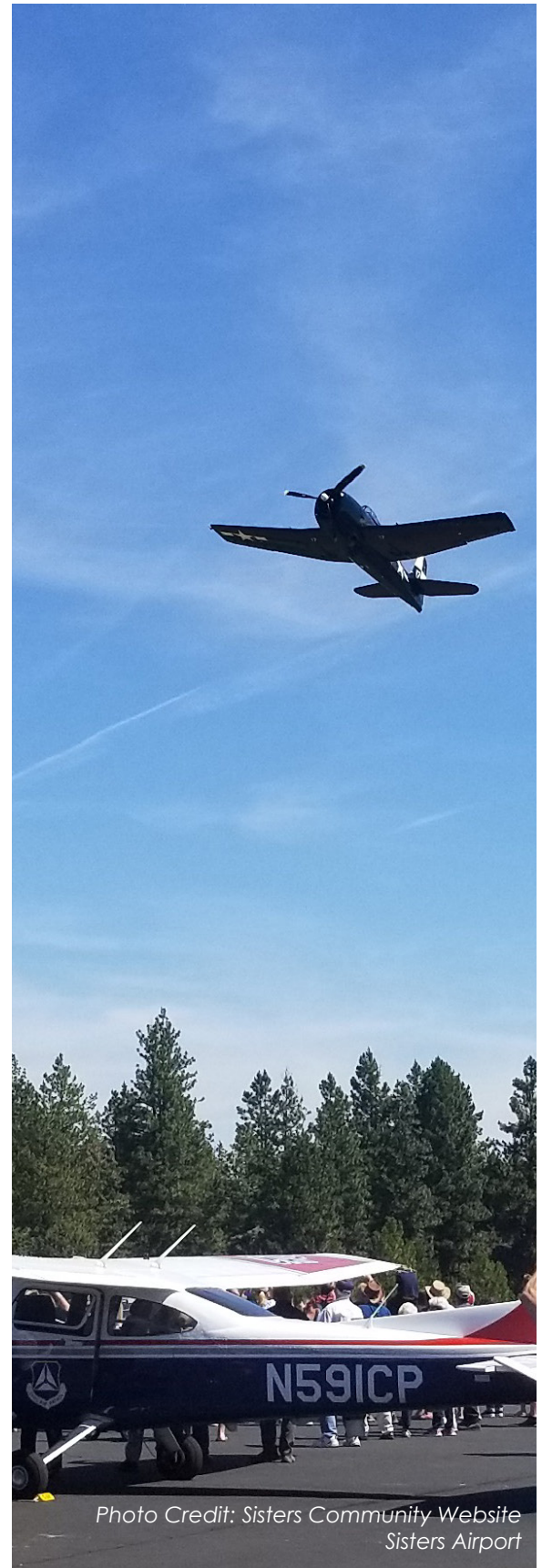
is treated by disinfection for public safety. Transmission and distribution main lines in the City's water system total approximately 32 miles with approximately 1,500 service connections.

- **Wastewater.** The City's wastewater system consists of a gravity collection system with four wastewater pump stations. The wastewater treatment plant, located 1000 South Locust Street, is a 3-cell aerated lagoon system with winter holding, discharging to a dike and a forest irrigation re-use system. The City owns a portion of the Lazy Z Ranch and uses it for effluent reuse and crop production.
- **Transportation.** The City's Public Works Department maintains 53 miles of roadway and 4.5 miles of multi-use paths, including asphalt maintenance and snow removal, in addition to street tree and landscape maintenance. The Oregon Department of Transportation is responsible for Highway 20/Cascade Avenue, Highway 242 and Highway 126 through town.

To help fund these facilities and services, the City employs a combination of utility rates and connection fees, in addition to System Development Charges assessed on new development. Property and gas tax revenues, proceeds from state and federal grants, and other funding sources also help fund improvements to transportation facilities.

KEY ISSUES

The policies in this section are required to comply with Statewide Planning Goal 11 and primarily focus on the facilities and services provided most directly by the City, including water, wastewater and stormwater provision, collection, and



*Photo Credit: Sisters Community Website
Sisters Airport*

treatment. Transportation facilities are addressed separately in the Transportation Chapter of the Comprehensive Plan and the City's Transportation System Plan policies. Park and recreational facilities are addressed in the Parks and Recreation section of this Plan.

PROVIDING SUFFICIENT CAPACITY FOR CURRENT AND PROJECTED FUTURE RESIDENTS AND BUSINESSES

This includes continuing to plan for Sisters' future by securing and constructing adequate public facilities, including securing additional water rights, ensuring properties within city limits have access to public facilities, and continuing to require new growth to pay its own way and mitigate its impacts to the system through payment of SDC's.

CONSERVING, REUSING, AND EFFICIENT USE OF RESOURCES AND FACILITIES

It will be important to continue to explore ways to conserve water and strategies for wastewater reuse.

COORDINATION

The City needs to coordinate with other local agencies to maximize limited resources and meet educational and recreational needs.

OUTDOOR LIGHTING

The City places a high priority on minimizing light pollution through implementation of its Dark Sky requirements as well as ensuring lighting is consistent with the City's Western design theme, where feasible.



SECTION 9

PUBLIC FACILITIES

GOALS & POLICIES

GOAL 9: Plan and develop a timely, orderly, and efficient arrangement of water, wastewater, stormwater, transportation, and other public facilities to support the City's continued operation and future development.

- POLICY 9.1** The City shall be proactive in planning, financing, managing, and obtaining lands, facilities, equipment, and other system elements to ensure the safe and efficient operation of the public facilities and services for which it is primarily responsible, including water, wastewater, stormwater, and transportation facilities and services.
- POLICY 9.2** The City shall continue to update its water and wastewater supply system to meet current and new State and Federal health requirements, and domestic and emergency needs.
- POLICY 9.3** The City shall continue to assess System Development Charges to finance the impacts of growth on public facilities in an equitable and efficient manner.
- POLICY 9.4** The City of Sisters Public Works Standards shall be periodically updated and improved for specificity, accuracy, and consistency with County, State and Federal requirements, and should incorporate innovative strategies and initiatives based on cost-effective and scientifically-proven principles.
- POLICY 9.5** The City shall continue to promote water management and conservation strategies to reduce impacts on the City's water supply system. Strategies could include reduced use of irrigation; tiered billing system tied to water use; incentives or requirements for use of water-efficient fixtures; use of drought-tolerant plants; or other similar strategies or incentives.
- POLICY 9.6** The City shall pursue additional water rights as needed to ensure adequate

capacity to meet water demands identified in the City's Water System Plan.

- POLICY 9.7** The City shall continue to explore strategies for wastewater reuse and use of biosolids as a means of helping to meet future effluent disposal demands.
- POLICY 9.8** The City shall plan for all properties within the city limits to be able to be provided with water, sewer and transportation facilities; will support the provision of electrical, internet and phone utilities; and will plan for adequate public facilities to be provided to properties in the urban growth boundary.
- POLICY 9.9** Public facilities and all utilities (phone, cable, internet, and power), where feasible 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.
- POLICY 9.10** The City shall support and coordinate with agencies and interest groups including the Sisters School District, County, Central Oregon Community College, Deschutes County Libraries, and the Sisters Parks and Recreation District to meet the educational and recreational needs for the community.
- POLICY 9.11** The City shall implement opportunities for on-site infiltration, detention, and treatment of stormwater through implementation of the Central Oregon Stormwater Manual (2007) and the City's Public Works Standards in the development process and in construction of City stormwater management facilities.
- POLICY 9.12** The City shall ensure that street lighting in Sisters is consistent with the City's Western Design Theme, the dark skies ordinance, and other development code provisions, except where it is inconsistent with established or adopted safety-related requirements or standards.
- POLICY 9.13** The City shall coordinate with Sisters Ranger District on planning on Forest Service property within and adjacent to the city limits.
- POLICY 9.14** Support the work of partnering agencies and businesses in promoting and improving access to and the quality of community health services and outcomes.
- POLICY 9.15** The City shall consider potential impacts from natural hazards, such as wildfire, when locating its Public Works facilities and equipment.

TRANSPORTATION



Photo Credit: Joe Bessman
Locust Ave & HWY 20, 2021

COMMUNITY VISION

The Sisters Country Vision identified several recommended transportation goals and strategies, which were further discussed and refined through the City's Comprehensive Plan update process and incorporated into various chapters, such as Transportation, Livability, and Parks, Recreation and Open Space. Those include maintaining a walkable downtown, expanding pedestrian-friendly amenities, implementing the updated Transportation System Plan, determining a preferred alternative to address congestion on Highway 20 in Downtown, and developing and implementing traffic management strategies, bicycle and pedestrian options, signage improvements, and an approach to centralized public parking.

The Vision also advocated for an expanded trail system and supported the Sisters Trails Alliance and the U.S. Forest Service in expanding and integrating equestrian, bicycle and hiking trails throughout Sisters Country and beyond, connecting unincorporated rural communities with Downtown, linking Sisters to Redmond and Bend, and facilitating appropriate access to recreational areas.

SECTION 10

TRANSPORTATION

STATEWIDE GOAL 12

CONTEXT

All cities in Oregon are required to adopt a Transportation System Plan (TSP) that plans for transportation needs 20 years into the future by identifying specific transportation projects and programs that are needed to support a community's goals and policies. A TSP summarizes the investments and priorities for new transportation improvements, including pedestrian, bicycle, transit and vehicular modes to ensure consistency between land use and transportation planning and maintain the community's quality of life. The TSP also considers air travel. Sisters has a private, non-commercial airport within City limits with the majority of use coming from general aviation. According to the TSP, the runway is in good condition and no additional facilities are necessary.

The TSP importantly defines how transportation projects are paid for, specifically through System Development Charges, that are paid by development to pay for facilities that are needed to serve new growth.

Sisters last adopted a full TSP in 2010, which was followed up with refinements in 2018. The primary purpose of the update was to refine the plan for the Alternate Route around downtown via improvements on Barclay Drive and Locust Street. It also refined plans for improvements at the Barclay Drive/

Locust Street, US 20/Locust Street, and US 20/OR 126 intersections, local circulation and access along US 20 and OR 126 east of Locust Street to City limits; and pedestrian and bicycle plans.

A further refinement of the TSP occurred in 2021. It included a traffic safety audit for the community to identify traffic safety concerns and provide suggestions for mitigating problem areas, including reducing speed in residential zones to 20 miles per hour, improvements to signage in school zones, stop sign placement and crosswalk design changes, traffic calming and modifying multiuse pathway standards and streetscape plans specific to OR 242 (McKenzie Highway).

The TSP is adopted as an element of the Comprehensive Plan and fulfills the Statewide Planning Goal 12 requirement for Transportation and has its own set of goals and policies, which are incorporated into the Comprehensive Plan by reference. Recommended updates to selected policies were identified through the Comprehensive Plan process.

KEY ISSUES

The following issues related to Sisters' transportation and Statewide Planning Goal 12 were identified and addressed through the City's 2021 Comprehensive Plan update:

DOWNTOWN CONGESTION & ECONOMIC DEVELOPMENT

US 20 passes directly through the heart of the community and experiences heavy traffic





during weekends, which causes impacts to downtown Sisters in terms of noise and safety and takes away some of the charm of downtown as a walkable, tourist-oriented environment. Securing an alternate route around downtown during peak times has long been a community goal and the Barclay-Locust Alternate Route has been designated as the preferred route.

LIVABILITY

Sister's residents enjoy the small town feel of the community and the ability to easily walk and ride a bike around town in a safe manner and boast of the fact that there are no stoplights. Any expansion of the transportation system needs to be done in a manner that preserves or enhances the livability of the Sisters neighborhoods and business community.



TRAVEL CHOICES & SUSTAINABILITY

Environmental sustainability is an important value to local residents and that is manifested in our transportation system. Goals include developing a climate friendly transportation system that reduces the number of trips made by single occupant vehicles by offering residents a variety of travel choices, such as a convenient and safe network of biking and walking facilities and transit that meets the needs of present and future generations.



EFFICIENT AND INNOVATIVE FUNDING

Transportation needs are costly and state and federal funds can be limited, so prioritization of the most important projects is critical along with innovative strategies for funding should be pursued.

SECTION 10

TRANSPORTATION

GOALS & POLICIES

Note: The City's transportation goals and policies are part of the Transportation System Plan, most recently updated in 2018. The following goal and policy language is included in the TSP and will be updated through a separate process.

GOAL 10: To provide and encourage a safe, convenient, and economic transportation system.

GOAL 1: LIVABILITY. *Design and construct transportation facilities in a manner that enhances the livability of the Sisters neighborhoods and business community.*

- POLICY A.** Provide convenient walking and bicycling facilities to promote the health and physical well-being of the community.
- POLICY B.** Support the integration of public art in the City's streetscapes, including as part of roundabouts.
- POLICY C.** Protect residential neighborhoods from excessive through-traffic and travel speeds while providing reasonable access to and from residential areas.
- POLICY D.** Protect residential neighborhoods from excessive noise and pollutants associated with higher functional class streets and industrial uses.
- POLICY E.** Minimize the "barrier" effect that wide and/or high-volume transportation facilities have on non-motorized modes of travel.
- POLICY F.** Construct a transportation system that is accessible to all members of the community.
- POLICY G.** Provide a seamless and coordinated transportation system that is barrier-free, provides affordable and equitable access to travel choices, and serves

the needs of all people and businesses, including people with low income, people with disabilities, children, and seniors.

- POLICY H.** Develop a wayfinding system that helps residents and visitors locate local destinations, including park and recreation facilities, and reflects the City of Sisters in its quantity and design.
- POLICY I.** Support the use of the City's rights-of-way as appropriate for flexible outdoor space for outdoor dining, open space, bike racks, or other innovative uses.

GOAL 2: REDUCE DOWNTOWN CONGESTION *on US20/126 by providing a fully functional alternate transportation route for through-traffic and freight carriers.*

- POLICY A.** Design and construct the US20/Locust roundabout to provide safe and efficient mobility onto and off of the alternate route at its eastern terminus.
- POLICY B.** Design and construct the Locust/Barclay roundabout to provide more efficient through movement on the Alternate Route while providing a safer intersection for City and county residents entering Sisters from the neighborhoods north of town.
- POLICY C.** Integrate additional safety improvements along the Alternate Route corridor including the addition of turn lanes where needed.
- POLICY D.** Reduce access points along the Alternate Route by requiring developers to build alternate access points to less congested streets.
- POLICY E.** Provide multi-modal improvements in the form of multi-use paths on Locust and Barclay to reduce vehicular/bike-ped conflict points.
- POLICY F.** Work with ODOT to require freight carriers to use the Alternate Route once it's completed.

GOAL 3: SAFETY. *Develop and maintain a safe and secure transportation system.*

- POLICY A.** Design and maintain safe and secure pedestrian and bicycle ways between parks, schools, residential areas, and other activity centers.

- POLICY B.** Design and construct transportation-related improvements to meet applicable City and Americans with Disabilities Act (ADA) standards.
- POLICY C.** Adopt and implement access control and spacing standards for all streets under the City's jurisdiction to improve safety and promote efficient through-street movement. Access control measures should be generally consistent with County and ODOT access guidelines to ensure consistency on City, County, and State roadways
- POLICY D.** Partner with ODOT to ensure safe speeds within the City of Sisters.

GOAL 4: ECONOMIC VITALITY. *Promote the development of the City, Region, and State economies through the efficient movement of people, goods, and services and through the distribution of information.*

- POLICY A.** 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.
- POLICY B.** Provide transportation facilities that support land uses that are consistent with the City's Comprehensive Plan.
- POLICY C.** Evaluate land development projects to determine possible adverse traffic impacts.
- POLICY D.** Ensure that all new development contributes a fair share in relation to the impacts of the development toward on-site and off-site transportation system improvements.
- POLICY E.** Evaluate and address parking needs and address through a combination of off-street parking requirements, on-street parking supply and pricing, and other parking and travel demand management strategies.

GOAL 5: SUSTAINABILITY. *Provide a sustainable transportation system that meets the needs of present and future generations.*

- POLICY A.** Encourage an energy efficient transportation system.
- POLICY B.** Increase the use of walking and bicycling for all travel purposes.

- POLICY C.** Decrease reliance on the automobile and increase the use of other modes to minimize transportation system impacts on the environment.
- POLICY D.** Practice stewardship of air, water, land, wildlife, and botanical resources. Take into account the natural environments in the planning, design, construction and maintenance of the transportation system.
- POLICY E.** Use sustainable materials in the development and maintenance of the transportation system, where long-term cost, efficiency and environmental benefits can be demonstrated.

GOAL 6: TRAVEL CHOICES. *Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.*

- POLICY A.** Provide a citywide network of convenient walkways and bikeways that are integrated with other transportation modes and regional destinations.
- POLICY B.** Support travel options that allow individuals to reduce single-occupant vehicle trips.
- POLICY C.** Encourage local employment and commercial opportunities to target local employees and retail customers to reduce vehicle miles traveled.
- POLICY D.** Pursue development of a centralized multi-modal transportation hub to provide convenient access to modes of transportation, including public transit.

GOAL 7: QUALITY DESIGN. *Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.*

- POLICY A.** Design streets to support their intended users, including vulnerable road users such as pedestrians and bicyclists.
- POLICY B.** Integrate bicycle and pedestrian facilities into all street planning, design, construction, and maintenance activities.
- POLICY C.** Require developers to include pedestrian, bicycle, and transit-supportive improvements within proposed developments and to adjacent rights-of way

in accordance with adopted policies and standards.

- POLICY D.** Promote context-sensitive transportation facility design, which fits the physical context, responds to environmental resources, and maintains safety and mobility.
- POLICY E.** Minimize private property impacts.
- POLICY F.** Minimize construction impacts.
- POLICY G.** Support the use of roundabouts as an appropriate intersection design.

GOAL 8: RELIABILITY AND MOBILITY. *Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.*

- POLICY A.** Enhance street system connectivity wherever practical and feasible.
- POLICY B.** Maintain traffic flow and mobility on arterial and collector roadways.
- POLICY C.** Facilitate truck movements by providing adequate turn lane storage and turning radii.
- POLICY D.** Adopt City mobility standards to evaluate the impacts of growth on City facilities. The standard for signalized, all-way stop, or roundabout intersections should be level of service D and a volume to capacity ratio equal to or less than 0.85. The standard for unsignalized, two-way stop control intersections should be a volume to capacity ratio equal to or less than 0.90. Mobility should be evaluated by methods approved by the City Engineering or Public Works Department (e.g., Highway Capacity Manual).

GOAL 9: EFFICIENT AND INNOVATIVE FUNDING. *Efficiently allocate available funding for recommended transportation improvements and pursue additional transportation funding that includes innovative funding methods and sources.*

- POLICY A.** Plan for an economically viable and cost-effective transportation system.
- POLICY B.** Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion.

- POLICY C.** Make maintenance of the transportation system a priority.
- POLICY D.** Identify local street improvement projects that can be funded by the State of Oregon to improve the state highway system.
- POLICY E.** Provide funding for local match share of jointly funded capital projects with other public partners.
- POLICY F.** Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.

GOAL 10: COMPATIBILITY. *Develop a transportation system that is consistent with the City's Comprehensive Plan and that coordinates with County, State, and Regional plans.*

- POLICY A.** Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City, Region, and State as a whole.
- POLICY B.** Work collaboratively with other jurisdictions and agencies so the transportation system can function as one system.
- POLICY C.** Coordinate with other jurisdictions and community organizations to develop and distribute transportation-related information.
- POLICY D.** Review City transportation standards periodically to ensure consistency with Regional, State, and Federal standards.
- POLICY E.** Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation and achieve the City's design goals.
- POLICY F.** Partner with Cascades East Transit to implement their Transit Master Plan and improve transit facilities and access for Sisters residents and visitors.
- POLICY G.** Identify and help reduce barriers to "new mobility" services such as Transportation Network Companies (Uber, Lyft, etc.), car-sharing services, micro-mobility (i.e., bikeshare), and other innovative transportation solutions.

APPENDICES



GLOSSARY

Disclaimer: The terms defined here serve as an accessible reference and context for the general public. Many of the terms listed below and throughout the Comprehensive Plan document are also defined in the Sisters Development Code. For more explicit and detailed definitions, please refer to the Sisters Development Code. You can find that resource via the City of Sisters Website (www.ci.sisters.or.us) or the City of Sisters Planning Department.

Access/Accessibility. Reducing barriers to access information and/or physical spaces.

- **Accessibility of public information:**
Reducing barriers – such as technology, language, and social inequities – to promote awareness, education, and opportunities to participate in land use planning processes by utilizing a variety of strategies to inform and civically engage the community.
- **Accessibility of physical spaces:**
Ease-of-access to and through physical spaces – such as streets, parks and other public facilities – via inclusive design and planning (e.g., Americans with Disabilities Act compliance, proximity to urban amenities, transportation options).

Active & alternative transportation. Any mode of transportation that is not a single-occupant vehicle, active transportation refers to human-powered ways of traveling (e.g., walking, biking) and alternative transportation refers to other motorized travel options (i.e., carpooling, public transit).

Affordable housing. Affordable housing is defined as housing in which residents spend no more than 30 percent of their

gross household incomes on housing-related expenses. Households are considered “cost-burdened” if they pay more than 30 percent of total household income on housing costs. Housing-related expenses are defined by the US Housing and Urban Development Department (HUD) as follows:

- For homebuyers, housing-related expenses include mortgage principal and interest, taxes, property insurance, mortgage insurance, and essential utilities;
- For renters, housing-related expenses include rent and utilities.

Age-friendly community designation. A livable community for people of all ages. The designation is granted by AARP once the local government jurisdiction declares its commitment. Sisters became a designated age-friendly community in 2019.

Alternate Route. This term refers to a travel route via Barclay Drive and Locust Street that motorists may use as an alternative to Highway 20/Cascade Avenue which travels through Downtown Sisters. This alternate route is intended to alleviate traffic congestion and improve pedestrian

safety within the downtown core.

Alternative building materials. This refers to materials that are not traditionally used for buildings or residential homes – often recycled or repurposed materials that would otherwise become waste products. Examples: straw bale homes, recycled rubber tires for flooring, a metal shipping container repurposed for a home exterior, bamboo finishes, etc. As long as the alternative building materials meet code requirements, these materials can be used as an environmentally-conscious and sometimes more cost-effective option.

Annexation. A legal process by which property located in an unincorporated area of a county may become part of a city. The property must be “contiguous to” (next to and touching) the existing city boundary lines and within a City’s Urban Growth Boundary to qualify for annexation.

Buffering. A physical separation between different types of land uses (e.g., between commercial or industrial uses and residential uses) to mitigate potential impacts from noise, odor, aesthetics or other impacts of adjacent uses. It can include increased setbacks, fences, walls, and/or landscaping. Streets and other rights-of-way also can be used as a buffer.

Clean energy. This refers to renewable and/or non-polluting energy sources such as electric vehicles and innovative methods of energy production (i.e., wind and solar).

Climate adaptive/native landscaping. Any combination of plants native to the area in which they are planted to ensure survival,

promote retention of biodiversity, and reduce excess resource use. Native landscaping may include trees, shrubs, plants, vegetative ground cover or turf grasses. Landscaping may also refer to structural features such as walkways, fences, benches, plazas, works of art, reflective pools, fountains or the like.

Climate change. Long term changes to average local, regional, and global weather patterns and climate driven by human activities, particularly fossil fuel burning, which increases heat-trapping greenhouse gas levels in Earth’s atmosphere, raising Earth’s average surface temperature. As documented by the State of Oregon: We know that climate change is influenced by human activities. As we release greenhouse gases like carbon dioxide into the air, our atmosphere warms. With rising temperatures come changes in weather and climate across the globe – from heat waves and flooding to drought and wildfires.

Community gardens. These are public facilities that can be owned, operated and maintained by local municipalities, organizations and/or community members. Community gardens encourage environmental stewardship of shared public greenspaces, while improving food access.

Conservation Easement. An easement that protects identified natural features of the land, such as wetlands, woodlands, significant trees, floodplains, wildlife habitat, and similar resources. Typically, the easement is recorded with the property deed and is maintained when the property changes ownership, resulting in long-term conservation and protection of resources.

Dark Skies Ordinance. Refers to Section 2.15.2400 of the Sisters Development Code, which requires all outdoor lighting fixtures to be shielded and downcast to prevent direct light from the fixture shining beyond the property limits. The goal is to preserve the ability to clearly see the nighttime sky.

Development Code & Ordinances. Refers to the Sisters Development Code, which contains ordinances that guide the land use process and the development standards. It is administered by the City of Sisters.

Efficiency measures. Efficiency measures are strategies to promote infill development and otherwise develop land more efficiently within the existing municipal boundaries. Cities are required to consider these types of strategies prior to proposing a UGB expansion. The strategies can include rezoning land from one designation to another to address imbalances in need and supply; development code amendments that allow increased building heights and allowed densities, smaller lot sizes, a larger variety of housing types like cottage clusters or triplexes; or other actions. A city may determine that some efficiency measures are not viable in their community.

Emergency Shelters. The primary purpose of this type of facility is to provide a temporary shelter for the houseless individuals in general or for specific populations of the houseless community (e.g., single adults, families, women with children, etc.), and which does not require occupants to sign leases or occupancy agreements.

Fire Free program. Founded in 1997, Fire

Free is a year-round educational program to empower residents to prepare their home for the threat of wildfire. Fire Free coordinates and implements local events and education for local homeowners in Central Oregon.

Formula food establishment. See Sisters Development Code. Examples: McDonalds, McMenamins, Dutch Brothers Coffee.

Green Space. Land that is partly or completely covered with grass, trees, shrubs, or other vegetation. Green space includes parks, community gardens, and cemeteries.

Greenhouse gas emissions. Most predominantly created through the burning of fossil fuels and extraction of various gases, these gas emissions become trapped in the Earth's atmosphere and absorb thermal energy (heat) from the solar rays. The trapped heat in the gas emissions then re-radiate heat into the Earth's atmosphere – creating the warming effect much like a greenhouse.

Historic Resources. Buildings, structures, objects, sites, or districts that potentially have a significant relationship to events or conditions of the human past. These may include historic resources that have been designated through state or national historic registries or those deemed eligible for nomination.

Historically lesser-involved. Community members and local groups that have not been present in past government processes to the same degree as the community overall or other specific groups – whether due to their own choice, explicit exclusion from the municipality/community, or barriers

to involvement (i.e., language, proximity, technology, or lack of capacity). Because of the gap in involvement of these groups, government decisions might not adequately reflect the needs and concerns of those lesser-involved. (Also referred to as: marginally-involved populations or underrepresented voices).

Light pollution. Light pollution is the result of excessive and unnecessary light that exposes to the sky, which in turn reduces the visibility of stars at night and disrupts ecosystem health of both humans and wildlife.

Local food systems. The practice of producing, processing, and distributing foods in a region that serves its own local community area to improve biodiversity of the local ecosystem, improve community self-sufficiency, reduce food spoilage/waste, and reduce greenhouse gas emissions associated with transport of food into the community.

Market-rate housing. Housing, whether owner or renter occupied, that is not subject to rent-restrictions or public subsidies and is priced at levels that reflect local housing market conditions.

Mixed-income neighborhood. Groups of homes or buildings grouped in the same geographic area that have diverse housing and affordability options accessible and inclusive to households of varying socioeconomic status. Mixed-income neighborhoods improve equitable opportunities to achieve better community health, economic vitality, and social inclusion for all households.

Mixed-use building/development. Includes a variety of complementary uses – including but

not limited to residential, service, office, retail and civic uses – that are integrated vertically or horizontally within a single building or multiple buildings on a lot or development site.

Neighborhood Commercial. Smaller scale commercial uses that serve the daily needs of adjacent neighborhoods. The design of these facilities is intended to be compatible with the surrounding neighborhood in terms of its size, appearance and characteristics of operation.

Noise pollution. This refers to unwanted loud and/or ongoing disruptive sounds that affect the health and well-being of humans and other organisms.

Open Space. (Includes developed open space, natural open space/ landscapes, and private open space.)

- **Developed open space** – includes enhanced or developed landscaped areas set aside for the purpose of active or passive recreation. Developed open space requires improvements to support and promote higher levels of public use. Improvements may be publicly or privately owned and/or maintained and may include, but are not limited to irrigated and maintained landscaped areas, open play areas and fields, golf courses, playgrounds, picnic shelters and seating, trails or pathways, community plazas. Developed open space does not include landscaped areas or planter strips within a public right-of-way.
- **Natural open space** or natural landscape – natural, undisturbed areas set aside (through dedication, regulation, conservation easement or an open space

tract) for the purpose of preservation or conservation of natural resources, natural features or scenic/aesthetic values.

- **Private open space** – includes private yards, balconies, porches and other outdoor areas that may be landscaped but that are not generally available for public access or use.

Pedestrian-oriented developments.

Development which is designed to maximize pedestrian access to the site and building, rather than auto access and parking areas.

The building's main entrance is oriented to a street-facing sidewalk or walkway.

Public facilities. These are institutional responses to the public's basic needs, (i.e., schools, streets, water, wastewater or stormwater facilities, street lighting, fire or police stations or other public safety facilities, parks, etc.).

Repurposed/sustainably-produced materials.

These materials are reflective of green building practices that are conscious of 1) conserving materials and reducing waste throughout a building's life cycle, 2) sourcing locally-produced or renewable materials, and 3) planning for appropriate and resourceful waste management of building materials. See glossary item "alternative building materials" for examples.

Retrofitting. Retrofitting a building involves changing its systems or structure after its initial construction and occupation. This work can improve amenities for the building's occupants and improve the performance of the building. Examples: seismic retrofitting of a brick masonry building improves its structural performance in the event of an earthquake; retrofitting exterior lighting can help achieve dark skies objectives.

Riparian areas/habitat. A riparian zone or riparian area is the interface between land and a river or stream. Example: Whychus Creek is a riparian habitat in Sisters, Oregon.

Scenic views/ scenic view corridors / Scenic resources. These are geographic amenities that can be conserved through land use planning and designations in order to retain public accessibility and visibility of land valued for its aesthetic appearance, which could include trees, mountains, waterways, etc.

Setbacks. The distance from a property line or structure in which building is not allowed. Minimum and maximum setbacks may be required to avoid overcrowding of buildings, ensure adequate access to utility services, or preserve natural resources among other reasons.

Systems Development Charges (SDCs). A one-time charge for new development – designed to recover the costs of public infrastructure capacity and facilities needed to serve new development. Sisters assesses SDCs for water, wastewater, parks and transportation facilities.

Transitional Housing. Supportive – yet temporary – type of accommodation that is meant to bridge the gap from homelessness to permanent housing. This form of housing typically incorporates services to help residents become more self-sufficient so that they can move into permanent housing.

Tree City designation. A designation by the Arbor Day Foundation. This program celebrates the importance of urban tree canopies and improving preservation and care for urban trees as a community resource.

Unincorporated. An unincorporated area/ community is a region that is not governed by its own local municipal corporation, but it is still administered as part of a larger administrative division – such as the county or state.

Urban Growth Boundary (UGB). The UGB serves as a boundary around an urban area. It is intended to ensure there is enough land within the community to accommodate residential, employment, public facilities, and park use needs for the next 20 years of potential growth. It also serves to protect areas outside the boundary (particularly farm and forest production areas) from adverse impacts associated with urban development. Typically, urban development and public facilities intended to serve it cannot be extended outside the UGB.

Urbanizable lands. This is land inside a UGB that, due to the present unavailability of urban facilities and services, or for other reasons, either retains the zoning designations assigned prior to inclusion in the UGB or is subject to interim zone designations intended to maintain the land's potential for planned urban development until appropriate public facilities and services are available or planned.

Western Design Theme / City's Western Frontier Architectural Design Theme. As part of Sisters Development Code, the purpose of the 1880s Western Frontier Architectural Design Theme is to improve the City's image, visual appearance, and cohesiveness for all development in Commercial Districts through requirements for building design, use of specific building materials and colors, and use of architectural features. It has also been developed with the desire to establish City identity and

interest and to attract visitors and tourists in support of a significant community economy.

Wildlife habitat corridors. Area protected by land use regulations or requirements, upon which wildlife depend in order to meet their requirements for food, water, shelter, and reproduction.

Workforce Housing. According to the Urban Land Institute, workforce housing is defined as housing affordable to households earning between 60 and 120 percent of area median income (AMI). Workforce housing targets middle-income workers, such as police officers, firefighters, teachers, health care workers, retail clerks, and other similar professions integral to a functioning community.

Zoning designations. Refers to zoning districts on the City's zoning map that specify allowed uses of land in certain districts or properties. Zoning designations include, but are not limited to: Residential, Multi-Family Residential, Light Industrial, Open Space, Highway Commercial, etc.

SUPPORTING DOCUMENTS

These reports, plans, references and adopted documents supported the Sisters 2040 Comprehensive Plan update process. The items themselves may be periodically updated overtime. You can access these references on the City's Website (www.ci.sisters.or.us) or per request to the City of Sisters Community Development Department.

CONTEXTUAL REFERENCES

- a. Urban Growth Boundary Sufficiency Analysis (2021)
- b. Sisters Country Vision Assessment Report (2020)
- c. Sisters Country Vision & Action Plan (2019)
- d. Sisters Housing Strategies Report (2019)
- e. Sisters Water Capital Facilities Plan (2017)
- f. Sisters Wastewater Capital Facilities Plan (2016)
- g. Sisters Parks Master Plan (2016)
- h. Deschutes County & City of Sisters Historic Preservation Program Strategic Plan (2015)
- i. Deschutes County Natural Hazards Mitigation Plan (2015)
- j. Greater Sisters Country Community Wildfire Protection Plan (2014)
- k. Sisters Transportation System Plan (2010)
- l. Sisters 2005 Comprehensive Plan

ADOPTED DOCUMENTS

- m. Buildable Lands Inventory (2021)
- n. Sisters Economic Opportunities Analysis (2021)
- o. Sisters Housing Needs Analysis Update (2021)
- p. Sisters Housing Needs Analysis (2019)

AMENDMENT HISTORY