CITY COUNCIL

Agenda Item Summary

Meeting Date: October 14, 2020 **Staff:** N. Mardell

Type: Public Hearing **Dept:** CDD

Subject: Public Hearing on City File Nos: CP 20-03/ZM 20-02, a request to rezone and re-designate property located at 201 N Pine Street

Action Requested: Hold public hearing to gather testimony on City planning files CP 20-03/ZM 20-02.

Summary Points: Council will hold a public hearing on City File Nos. CP 20-03/ZM 20-02. The application was submitted by PX2 Investments LLC. The applicant is proposing to rezone and re-designate the 35.84-acre property as noted below:

Comprehensive Map

Existing
27.53 acres - Public Facilities (PF)
4.76 acres – Urban Area Reserve (UAR)
3.55 acres – Landscape Management (LM)

Proposed
25.06 acres – Residential Multi-Family (R-MFSD)
4.96 acres – Light Industrial (LI)
3.85 acres – Landscape Management (LM)
1.97 acres – Commercial (C)

Zoning Map

Existing
27.53 acres - Public Facilities (PF)
4.76 acres – Urban Area Reserve (UAR)
3.55 acres – Open Space (OS)

Proposed
25.06 acres – Multi-Family Residential (MFR)
4.96 acres – North Sisters Business Park (NSBP)
3.85 acres – Open Space (OS)
1.97 acres – Downtown Commercial (DC

No specific development plans are included as part of this application. The applicant is also proposing several edits to the Comprehensive Plan in support of the rezoning.

The Planning Commission held a public hearing and deliberated on this matter on September 10, 2020. The Commission voted unanimously, with one abstention, to recommend approval of the applications. As this item involves both a Comprehensive Plan Map Amendment and Zoning Map Amendment, a secondary hearing is required before City Council. Staff's detailed findings on the applications are found in Exhibit A of Draft Ordinance No. 508.

This meeting will take place via Zoom videoconference. PowerPoint presentations have been provided as a courtesy for those who may be following along.

Financial Impact: N/A

Attachments:
Draft Ordinance No. 508

- Exhibit A. Staff Findings
- Exhibit B. Draft Conditions of Approval
- Exhibit C. Legal Description of Property
- Exhibit D. Amended Zoning Map
- Exhibit E. Amended Comprehensive Plan Map
- Exhibit F: Comprehensive Plan Text Amendments

Draft Conditions of Approval Agreement
Staff Presentation
Applicant Presentation

ORDINANCE NO. 508

AN ORDINANCE APPROVING PLANNING FILE NOS. CP 20-03, ZM 20-02, A COMPREHENSIVE PLAN MAP AMENDMENT, COMPREHENSIVE PLAN TEXT AMENDMENTS, AND ZONING MAP AMENDMENT FOR 201 N. PINE STREET.

WHEREAS, PX2 Investments LLC ("Applicant") sought approval of a comprehensive plan amendment, comprehensive plan text amendments, and zoning map amendment under Planning File Nos. CP 20-03, ZM 20-02 (collectively, the "Application") for certain property addressed as 201 N. Pine Street, and further identified as Tax Lot 100 of Deschutes County Assessor's Map 15-10-05D ("the "Property");

WHEREAS, on September 10, 2020, a public hearing on the Application was held before the Sisters Planning Commission ("Planning Commission"), testimony was accepted, and the Planning Commission voted to close the hearing and deliberate the matter;

WHEREAS, the Planning Commission, after reviewing the record and fully deliberating the matter, voted to recommended that the Sisters City Council ("City Council") approve the Application with conditions;

WHEREAS, the Sisters Development Code requires a second hearing before the City Council for quasi-judicial plan amendments involving both a comprehensive plan amendment and a zoning map amendment;

WHEREAS, after due notice, a public hearing was held before the City Council on October 14, 2020 with deliberations conducted October 14, 2020 and

WHEREAS, the City Council, after reviewing the record and fully deliberating the matter, voted to approve the Application with conditions of approval.

NOW, THEREFORE, THE CITY OF SISTERS ORDAINS AS FOLLOWS:

1. Findings. The findings contained in the recitals and those found in the staff report attached hereto as Exhibit A are hereby adopted in support of the land use decisions made by this Ordinance No. 508 (this "Ordinance").

2. Approval; Conditions of Approval. The Application is hereby approved subject to the conditions of approval contained in the attached Exhibit B.

3. Amended Maps. The amendments to City's Zoning Map and Comprehensive Plan Map proposed as part of the Application, which are legally described in the attached Exhibit C, are hereby adopted. The Zoning Map and Comprehensive Plan map, as amended by the Application, are attached hereto as Exhibit D and Exhibit E respectively.

4. Text Amendments. The amendments to City's Comprehensive Plan contained in the attached Exhibit F are hereby adopted.

5. Authorization. The City Manager, or designee, is authorized to execute any documents and to take such actions as are necessary to further the purposes and objectives of this Ordinance including, without limitation, integrating the adopted text amendments into City's Comprehensive Plan.

6. Severability; Corrections. If any section, subsection, sentence, clause, and/or portion of this Ordinance is for any reason held invalid, unenforceable, and/or unconstitutional, such invalid, unenforceable,

and/or unconstitutional section, subsection, sentence, clause, and/or portion will (a) yield to a construction permitting enforcement to the maximum extent permitted by applicable law, and (b) not affect the validity, enforceability, and/or constitutionality of the remaining portion of this Ordinance. This Ordinance may be corrected by order of the City Council to cure editorial and/or clerical errors.

This Ordinance was PASSED by the City Council by a vote of ___ for and ___ against and APPROVED by the mayor on this _____ day of _____, 2020.

_____
Chuck Ryan, Mayor

ATTEST:

_____
Kerry Prosser, City Recorder

DRAFT

Exhibit A

STAFF REPORT

[attached]

DRAFT

STAFF FINDINGS & RECOMMENDATION

FILE NUMBERS: CP 20-03, ZM 20-02

LOCATION: 201 N Pine Street, Sisters OR 97759
Tax Map/Lot Number: 151005D000200

APPLICANT: PX2 Investments LLC

OWNER: United States Forest Service

APPLICANT'S ENGINEER: Nicholas Speros, PE, HHPR

APPLICANT'S TRAFFIC ENGINEER: Todd Mobley, PE, Lancaster Mobley

APPLICANT'S LAND USE PLANNER: Tammy Wisco, PE, AICP, Retia Consulting LLC

CITY STAFF: Nicole Mardell Principal Planner

REQUEST: The Applicant is requesting approval of a Comprehensive Plan Map Amendment (Type III/IV) to re-designate the property from Public Facilities, Urban Area Reserve, and Landscape Management to Commercial, Residential Multi-Family, Light Industrial, and Landscape Management. The applicant is also requesting a zone change from Public Facilities, Urban Area Reserve, and Open Space to Multi-Family Residential, North Sisters Business Park, Open Space, and Downtown Commercial, and text amendments to the Comprehensive Plan in support of the map amendment and zone change.

APPLICABLE CRITERIA: City of Sisters Development Code (SDC):
- Chapter 4.1 – Types of Applications and Review Procedures
- Chapter 4.7 – Land Use District Map and Text Amendments

Statewide Land Use Goals
City of Sisters Comprehensive Plan
Oregon Administrative Rules
- Division 12 – Transportation Planning

CITY COUNCIL HEARING DATE:
October 14, 2020 at 6:30 PM, Sisters City Council Chambers, 520 E. Cascade Avenue, Sisters, Oregon

PROJECT WEBSITE: https://www.ci.sisters.or.us/community-development/page/sisters-woodlands-rezone-cp-20-03-zm-20-02

PLANNING COMMISSION DECISION & RECOMMENDATION: On September 10, 2020 a public hearing on CP 20-03/ZM 20-02 (the "Application") was held before the Sisters Planning Commission. Prior to the meeting, staff received eight (8) public comments in support of the application, and five (5) comments opposing the application. Those who submitted testimony in support cited the need for additional affordable housing within city limits and the need for more employment land (commercial and industrial) to create jobs. Those opposing the application cited concerns regarding tree removal, loss of open space, quality of new affordable homes, impact to City infrastructure (water, sewer, and transportation), and loss of community character. At the Hearing, three individuals testified in support – Andrew McCormick, Gabby Reece, and Laird Hamilton speaking in support of the applicant, affordable housing to support and attract Sisters companies, and the support of keeping community character while building new homes.

The applicant provided an overview of their proposal, infrastructure studies, preliminary concept of the design of the site, and their willingness to comply with the City required conditions of approval. The Planning Commission closed the public hearing and commenced deliberations.

Several commissioners expressed concern regarding the transportation to the site, in particular bicycle and pedestrian access across Highway 20. Also discussed was the City's housing supply and balance between Residential (R) and Multi-Family Residential (MFR) zoned lands. Commissioners also discussed the possible mechanisms to ensure future homes built on the site would be provided to those working in Sisters, rather than being used as short terms rentals or being sold to those out of the area. Commissioners expressed a desire to discuss more details on the actual development on the site, but noted there would be opportunity for those discussions at the time of Master Plan and other subsequent land use review (as required by the conditions of approval).

Overall, Commissioners supported the justification and vision for the application and voted unanimously (with one abstention) to recommend conditional approval of the request to City Council through Planning Commission Resolution 20-05. As this application is for a Comprehensive Plan Text Amendment, Comprehensive Plan Map Amendment, and Zoning Map Amendment, a second hearing is required before City Council.

FINDINGS OF FACT:

PROPOSAL DESCRIPTION: The applicant is seeking to amend the comprehensive plan map and zoning map to re-designate and rezone the 35.84-acre property as noted below:

Comprehensive Map

Existing
27.53 acres - Public Facilities (PF)
4.76 acres – Urban Area Reserve (UAR)
3.55 acres – Landscape Management (LM)

Proposed
25.06 acres – Residential Multi-Family (R-MFSD)
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Zoning Map

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Proposed
25.06 acres – Multi-Family Residential (MFR)
4.96 acres – North Sisters Business Park (NSBP)
3.85 acres – Open Space (OS)
1.97 acres – Downtown Commercial (DC)

The applicant is also seeking several comprehensive plan amendments to Chapters 9 and 14 of the Comprehensive Plan to reflect the re-designation of the property and its impact on Economic Development and the City's industrial land supply.

SITE DESCRIPTION & SURROUNDING LAND USES: The 35.84-acre subject property is located south of W. Barclay Drive and between W. Hwy 20 and N. Pine Street. Several accessory structures related to Forest Service operations are located on the property and are to be removed prior to development. Topography on the site is generally flat and heavily treed with ponderosa pine and other native underbrush species. Portions of Barclay Drive and Pine Street are also part of the subject property's boundaries and are utilized as public roads through a United States Forest Service Special Use Permit.

Properties to the west are zoned Highway Commercial and contain varied uses including hotels, grocery store, formula food establishments, bank facilities, and retail uses. Property to the east is zoned Light Industrial and Downtown Commercial. Uses in these areas include manufacturing, a veterinarian, hardware store, and office and retail space. The property to the south is also owned by the Forest Service, zoned Public Facilities, and contains the existing Sisters Ranger Station. Property to the north across W. Barclay Drive is recently underwent land use review (CP 20-02/ZM 20-01) to rezone and re-designate the property from UAR to Light Industrial (LI). Approval was granted by City Council on September 23, 2020.

BACKGROUND: The site is currently owned by the United States Forest Service. The property was platted as Parcel 2 of PP 2019-19 and constitutes a legal lot of record. The property is under contract for sale with the applicant, PX2 Investments.

In 2010, the City of Sisters received a Transportation and Growth Management Grant from the Department of Land Conservation and Development. The purpose of this grant was to identify potential development scenarios for each of the three properties (67 net acres) owned by the Forest Service in Sisters. These projects resulted in four development scenarios that included a mixture of residential, commercial, light industrial, and park space. These development scenarios were intended to spur private development interest in development of the property, as a previous sale was unsuccessful. A description of the grant project and the development scenarios were incorporated into the City's Comprehensive Plan to provide guidance for potential development scenarios. As the development scenarios created in the 2010 project are now outdated and do not reflect today's market conditions, the applicant is requesting to remove the graphics and detail from the Comprehensive Plan.

SUMMARY OF CONCLUSIONARY FINDINGS: The subject applications can either be approved, approved with conditions, or denied on the basis of whether the applicable standards and criteria can be satisfied either as submitted, or as mitigated through conditions of approval. A detailed analysis of applicable standards and conclusionary findings specific to the requested Comprehensive Plan Amendments, Comprehensive Plan Map Amendment, and Zone Change are provided below.

STAFF RECOMMENDATION:

ZM 20-02: ***Approve with Conditions***. Based on the information and findings contained in this staff report, staff concludes that the requested Zoning Map Amendment satisfies the approval criteria and recommends that the Planning Commission recommend approval of this request, with conditions (Exhibit D), to the City Council.

CP 20-03: ***Approve with Conditions***. Based on the information and findings contained in this staff report, staff concludes that the requested Comprehensive Plan Text and Map Amendments satisfies the approval criteria and recommends that the Planning Commission recommend approval of this request, with conditions (Exhibit D), to the City Council.

EXHIBITS:

The following Exhibits are included in this staff report:

- **A. Vicinity Map**
- **B. Public Notice & Comments as of October 6, 2020**
- **C. Agency Review Comments as of October 6, 2020**
- **D. Recommended Draft Conditions of Approval**

APPLICABLE CRITERIA & STAFF FINDINGS

CONCLUSIONARY FINDINGS

The following findings relate to compliance with applicable criteria. The terms "subject property" or "site" refers to the subject site under consideration. The criteria applicable to this land use application are as follows:

City of Sisters Development Code (SDC):
Chapter 4.1 – Types of Applications and Review Procedures
Chapter 4.7 – Land Use District Map and Text Amendments

Statewide Land Use Goals
City of Sisters Comprehensive Plan
Oregon Administrative Rules
Division 12 – Transportation Planning

SISTERS DEVELOPMENT CODE

CHAPTER 4.1 – TYPES OF APPLICATIONS AND REVIEW PROCEDURES

4.1.200 Description of Permit/Decision-Making Procedures

All land use and development permit applications, except building permits, shall be decided by using the procedures contained in this Chapter. General provisions for all permits are contained in Section 4.1.700. Specific procedures for certain types of permits are contained in Section 4.1.200 through 4.1.600. The procedure "type" assigned to each permit governs the decision-making process for that permit. There are four types of permit/decision-making procedures: Type I, II, III, and IV. These procedures are described in subsections A-D below. In addition, Table 4.1.200 lists all of the City's land use and development applications and their required permit procedure(s).

…

- **C. Type III Procedure (Quasi-Judicial).** Type III decisions are made by the Planning Commission after a public hearing, with appeals heard by the City Council. Type III decisions generally use discretionary approval criteria;
- **D. Type IV Procedure (Legislative).** Type IV procedures apply to legislative matters. Legislative matters involve the creation, revision, or large-scale implementation of public policy (e.g.,

adoption of land use regulations, zone changes, and comprehensive plan amendments which apply to entire districts). Type IV matters are considered initially by the Planning Commission with final decisions made by the City Council and appeals possible to the Oregon Land Use Board of Appeals.

Table 4.1.200 Summary of Development Decisions/Permit by Type of Decision-making Procedure		
Action	**Decision Type**	**Applicable Regulations**
Subdivision	Type III	Chapter 4.3
Land Use District Map Change		
Quasi-Judicial (no plan amendment required)	Type III/IV	Chapter 4.7
Legislative (plan amendment required)	Type IV	Chapter 4.7

E. Notice of all Type III and IV hearings will be sent to public agencies and local jurisdictions (including those providing transportation facilities and services) that may be affected by the proposed action. Affected jurisdictions could include ODOT, the Department of Environmental Quality, the Oregon Department of Aviation, and neighboring jurisdictions.

***Staff Findings*:** The proposal includes a Comprehensive Plan Map Amendment, Comprehensive Plan Text Amendment, and Zoning Map Amendment. Per SDC 4.1.200(D), zone changes and plan amendments only constitute a Type IV decision when such amendments "apply to entire districts". SDC 4.7.300 describes the "application of adopted policy to a specific development application" as a quasi-judicial amendment that "follow the Type III procedure". The proposed plan amendments are specific to a limited number of properties under common ownership to facilitate a development concept for the site, but include some incidental plan amendments for that general to the entire City. It thus involves elements subject to both a Type III and a Type IV procedure.

Staff finds that this subject application is primarily quasi-judicial in nature but, in an effort to resolve any differing requirements between Type III and Type IV procedures, Staff followed the procedures that allowed for greater notice and opportunity for public participation or imposed a more stringent standard.

4.1.500 Type III Procedure (Quasi-Judicial)

…

***Staff Findings*:** Staff provided the required notice to those persons entitled to notice at least 14 calendar days before the September 10, 2020 and October 14, 2020 public hearing. The notice contained all of the required information. Staff also published notice in a local newspaper as would be required for a Type IV decision. The public hearing will follow the requirements of SDC 4.1.500(C) and a decision will be issued in accordance with SDC 4.1.500(D) through (F).

4.1.600 Type IV Procedure (Legislative)

…

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

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

2. Approval of the request is consistent with the Comprehensive Plan; and
3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property. The applicant must demonstrate that the property and affected area shall be served with adequate public facilities, services and transportation networks to support maximum anticipated levels and densities of use allowed by the District without adversely impacting current levels of service provided to existing users; or applicant's proposal to provide concurrently with the development of the property such facilities, services and transportation networks needed to support maximum anticipated level and density of use allowed by the District without adversely impacting current levels of service provided to existing users.
4. Compliance with 4.7.600, Transportation Planning Rule (TPR) Compliance

***Staff Findings*:** To the extent applicable, these requirements largely mirror the requirements for a quasi-judicial amendment and are more specifically addressed below.

4.1.700 General Provisions

….

***Staff Findings*:** The submitted applications contained all of the materials set forth in this Section and was deemed complete on July 16, 2020. The subject property constitutes a lot of record for the reasons set forth above.

CHAPTER 4.7 – LAND USE DISTRICT MAP AND TEXT AMENDMENTS

4.7.100 Purpose

The purpose of this Chapter is to provide standards and procedures for legislative and quasi-judicial amendments to this Code and the Land Use District map. These amendments will be referred to as "map and text amendments." Amendments may be necessary from time to time to reflect changing community conditions, needs and desires, to correct mistakes, or to address changes in the law.

Staff Finding: Staff finds that this provision is advisory.

4.7.200 Legislative Amendments

Legislative amendments are policy decisions made by City Council. They are reviewed using the Type IV procedure in Chapter 4.1, Section 600 and shall conform to Section 4.7.600, as applicable.

Staff Finding: The proposal involves a comprehensive map amendment, zoning map amendment, and comprehensive plan text amendments. Such amendments are primarily quasi-judicial in nature because they are specific to a limited number of properties. However, as discussed above, Type IV procedures were followed when it would afford greater notice, afford more public participation, or impose a more stringent standard as compared to Type III procedures.

4.7.300 Quasi-Judicial Amendment

A. Quasi-Judicial Amendments. Quasi-judicial amendments involve the application of adopted policy to a specific development application or Code revision. Quasi-judicial map amendments shall follow the Type III procedure as governed by Chapter 4.1.500, using standards of approval in Subsection "B" below. The approval authority shall be as follows:

1. The Planning Commission shall review and recommend Land Use District map changes which do not involve comprehensive plan map amendments;

2. The Planning Commission shall make a recommendation to the City Council on an application for a comprehensive plan map amendment. The City Council shall decide such applications; and,
3. The Planning Commission shall make a recommendation to the City Council on a land use district change application that also involves a comprehensive plan map amendment application. The City Council shall decide both applications.

Staff Finding: The applicant is proposing a land use district change (i.e. zone change) that also involves a Comprehensive Plan Map amendment. Using the standards of approval in Subsection "C" above, the Planning Commission shall make a recommendation to the City Council on a land use district change application that also involves a comprehensive plan map amendment application and the City Council shall decide both applications.

B. Criteria for Quasi-Judicial Amendments. A recommendation or a decision to approve, approve with conditions or to deny an application for a quasi-judicial amendment shall be based on all of the following criteria:

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

Staff Finding: Findings for specific statewide planning goals with respect to the proposed zone change and comprehensive plan amendment are as follows:

Goal 1, Citizen Involvement: During the plan amendment and zone change process, public notice of the proposal was provided to affected agencies and property owners in the surrounding area. Planning staff also published notice of the proposal and public hearings. The City will hold public hearings before the Planning Commission and City Council. These opportunities for public involvement satisfy Goal 1.

Goal 2, Land Use Planning: The City of Sisters, through the Sisters Development Code, adopted criteria and procedures related to review of applications that have been acknowledged as compliant with State Land Use Goal 2. In accordance with Goal 2, the applicant applied for the plan amendment and zone change following the procedures set out in the Sisters Development Code. The City will provide public notice and conduct public hearings on the application in accordance with the Sisters Development Code. Staff finds that Goal 2 is satisfied because the proposal has been submitted and reviewed in accordance with the City's acknowledged planning review process.

Goals 3 and 4, Agricultural and Forest Lands: These Goals are not applicable as the Subject Property is not designated as either Agricultural or Forest Lands nor qualify as resource lands as the Subject Property is located within an urban growth boundary.

Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces: Goal 5 aims "*To protect natural resources and conserve scenic and historic areas and open spaces*." The applicant is proposing to relocate existing open space area, from a narrow band along the length of the property, to a consolidated area adjacent to Highway 20/Barclay Drive. There will be no reduction in acreage of open spaced zoned area. This property is not listed within the City's Goal 5 inventory to be preserved, nor are there any conservation easements or deed restrictions per the title report provided by the applicant. Because there is no impact on the City's acknowledged Goal 5 inventory, the proposal does not implicate Goal 5.

Goal 6, Air, Water and Land Resources Quality: The applicant is proposing to re-designate the property from Public Facilities, Urban Area Reserve, and Landscape Management to Commercial, Residential Multi-Family, Light Industrial, and Landscape Management, a rezone from Public Facilities, Urban Area Reserve,

and Open Space to Multi-Family Residential, North Sisters Business Park, Open Space, and Downtown Commercial. The application does not propose any development or site work and thus provides no change to the quality of the City's air, water, or land resources. Estimated impacts to the City's water and sewer systems are reviewed further below. At the time of development, the applicant will be required to provide more detailed plans relating to transportation, water, wastewater, and stormwater management on and adjacent to the site in accordance with the City's Development Code.

Goal 7, Areas Subject to Natural Hazards: The Subject Property does not include areas subject to flooding or landslide activity. The Subject Property is not located in a known natural disaster or hazard area. The natural hazard of wildfire for the Subject Property is the same as other properties in this geographic area. The proposal to rezone and re-designate the property does not pose any additional risk to natural hazard.

Goal 8, Recreational Needs: The applicant is proposing to rezone and re-designate portions of the property to Multi-Family Residential, North Sisters Business Park, and Downtown Commercial. All of these zones allow for some form of residential development that is not currently allowed on the property under the Public Facilities zoning designation. The applicant's planning documents anticipate an additional 743 potential residents. The City's Park Master Plan sets an aspirational level of service standard of 5.0 acres of parks per 1,000 residents. The addition of these 743 residents would require approximately 3.7 acres of additional park space, outside of what is already planned for in the 2016 City Parks Master Plan. As part of their application, the applicant is proposing to relocate existing Open Space zoned area from a narrow band along Highway 20, to a consolidated area on the northwest portion of the property. The applicant is intending to develop this open space area with a public amenity, to be determined through subsequent applications. In order to ensure this land is utilized for recreational purposes, a condition of approval has been added to require the applicant to submit preliminary plans for development of the Open Space area at the time of Master Plan application. Staff finds this relocation to provide a more efficient use of the Open Space zoned area for recreational purposes. This proposal meets the intent of Goal 8.

Goal 9, Economic Development:
The purpose of Goal 9 is to "provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens". Within the burden of proof, the applicant states there are three key areas in which the proposal meets Goal 9.

Industrial land (North Sisters Business Park)
The applicant, in coordination with Economic Development of Central Oregon, provided data and anecdotal evidence that there is a dearth in industrial land supply within City limits. The lack of available industrial land has led to five missed opportunities of attracting traded sector businesses to Sisters. The cause for this dearth in land supply includes – the rezoning of a portion of the Three Sisters Business Park for residential uses (Clearpine and Grand Peaks Subdivisions), the small size (0.5 to 0.75 acres) of existing North Sisters Business Park (NSBP) zoned parcels in the Sun Ranch Business Park, and growing interest and competition for land within the Sisters City limits. The applicant states the addition of five acres of NSBP zoned area will provide additional opportunities for economic development through industrial uses within the City limits.

Commercial land (Downtown Commercial)
The applicant, in coordination with Economic Development of Central Oregon, found that there is a lack of diversity and inventory for Downtown Commercial properties. The applicant also noted the City's 2018 Employment Lands Development Summary (conducted by CDD staff) notes that only 16% of Downtown Commercial zoned properties are vacant. The applicant is proposing to rezone a 1.97 acre portion of the

property along Highway 20 to Downtown Commercial. This area could serve as an extension of downtown Sisters, for additional commercial development opportunities.

Residential land (Multi-Family Residential)
Within the burden of proof, the applicant states that a major inhibitor to economic development in Sisters is the lack of affordable workforce housing for employees. Although not directly tied to employment lands and economic development, the applicant states that the lack of housing has and will continue to contribute to missed opportunities for the relocation or start of new businesses within Sisters.

Staff finds that there is a need to augment the City's supply of land related to employment and economic development to meet demand for such lands within the planning period. The re-designation and rezoning of lands from primarily Public Facilities to a mix of residential, commercial, and industrial will promote increased economic development opportunities within the City limits. Staff finds the proposal to be in compliance with Goal 9.

<u>Goal 10, Housing Development</u>: The purpose of Goal 10 is to provide for the housing needs of citizens of the state. The applicant provided the following response to this goal in the burden of proof:
"The City completed a Housing Needs Analysis (HNA) and a Residential Buildable Lands Inventory (BLI) in June 2019. These analyses were paired with a Housing Strategies Report that recommended measures to help meet housing needs in the city.

The City's 2019 Housing and Residential Land Needs Assessment (Attachment O) determined that "[t]he results show a need for 1,057 new housing units by 2039, which would represent 72% growth over the current estimated supply." The associated net residential land need was identified as approximately 167 acres. In June 2019, the identified available net buildable residential land was 91 acres within the UGB, which was evenly split between Multi-Family Residential and Residential zones. Based on these analyses, the remaining needed net buildable residential land need is 76 acres (as of June 2019). This same report also identified a need for nearly every housing type, including townhomes, duplex through four-plex, multi-family, and condo flats at the low end of the pricing spectrum. Since the time that the BLI and HNA were published in June 2019, 120 residential building permits have been issued in the City of Sisters (Attachment R), leaving a significant remaining need for 936 housing units by 2039. The proposed Comprehensive Plan amendment and Zone Change applications include the addition of 25 gross acres of residential land (MFR) to the UGB, as well as an additional seven acres of light industrial and commercial land for which the development code allows some residential uses. These proposed buildable residential lands will support of Goal 10 by providing need residential lands.

Additionally, in June 2019, the City completed a Sisters Housing Strategies Report, focused on addressing the identified housing needs and deficit of land zoned for residential. The submitted applications directly support several of these strategies, including:

- *Plan for potential residential uses on the US Forest Service property in Sisters. Some future residential use of that property is assumed but the property is not currently zoned for residential use and therefore is not included in the inventory of buildable residential land. (p.12)*
- *Rezone land from other residential designations and/or from commercial, industrial or institutional designations to meet specific housing needs, assuming there is an adequate supply of land available to meet non-residential needs.* (p.13)…"

Staff agrees that the 2019 Housing Needs Analysis and Housing Strategies Report determined the need for more residential development within City limits to accommodate the projected need. In particular, staff finds the applicant chose zoning districts that promote diverse and higher density housing types

through townhomes, live/work units, and mixed-use buildings. Although no development plans are proposed at this time, staff finds the applicant's proposal to rezone and re-designate the property meets Goal 10.

Goal 11, Public Facilities and Services: The proposal provides additional impact to City services as the uses in proposed districts (Multi-Family Residential, North Sisters Business Park, and Downtown Commercial) require more water and sewer capacity than was previously contemplated for the Public Facilities zoned area. The applicant has provided sufficient detail through its water and sewer impact analyses to determine appropriate mitigation to serve the site and ensure adequate capacity Citywide. Additional detail regarding mitigation is provided in section 4.7.300(B)(3) below.

Goal 12, Transportation: Statewide Land Use Goal 12 is implemented through OAR 660 Division 12 and more specifically the "Transportation Planning Rule" (TRP) in OAR 660-12-0060. The applicant provided a Traffic Impact Statement prepared by Lancaster Mobley titled "Updated Transportation Impact Study for Sisters Woodlands (CP 20-03/ZM 20-02)" and dated July 13, 2020. The City Traffic Engineer reviewed the traffic study for compliance with Goal 12 and the TPR. This application is somewhat unique, in that the property has been previously contemplated for high density development following analysis done in 2010 through a Transportation and Growth Management Grant (TGM) through the Department of Land Development and Conservation (DLCD). The overall purpose of the study is to compare the existing allowed uses to the proposed potential uses allowed by the new zoning districts, and mitigate for the most reasonable worst case impact to the City's transportation system based on that difference.

The analysis noted the addition of approximately 43 weekday p.m. peak hour trips. This level of development would have significant impact to two City intersections: US 20/Pine Street and US 20/Locust Street. The applicant is proposing to mitigate the proposed impacts with payments toward improvements that will benefit the implementation of the Alternate Route to US 20 along Barclay Drive, which would direct traffic away from the impacted intersections.

The specific improvements identified by the City and ODOT include the following:

- Variable Message Signs for eastbound and westbound US 20 traffic (Est. $400,000 with overhead mount, cabinet, and wireless communication system).
- Alternate Route Wayfinding Signage (Est. $10,000 with fabrication/installation)
- Completion of single-lane US 20/Locust roundabout (Assumed funded, $0)
- Completion of Barclay/Locust roundabout (50% costs from SDC, 50% unfunded -$1,250,000)

Total Unfunded Projects: $1,660,000
Estimated Pro-Rata Impact to US 20: 35 / 1,498 Through Trips = 2.34%
= $38,785.05 pro-rata payment required

The Oregon Department of Transportation and the City Traffic Engineer are in agreement with the proposed mitigation conditions of approval surrounding transportation and TPR compliance. Additional detail regarding mitigation is provided in section 4.7.300(B)(3) below.

Goal 13, Energy Conservation: The purpose of Goal 13 is to ensure land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The applicant is proposing to re-designate the property from public facilities to a mixture of zones including Multi-Family Residential, Downtown Commercial, and North Sisters Business Park. Staff finds the applicant's preliminary planning estimates regarding the uses of the subject

property will better facilitate compact neighborhood development with a mix of uses to better utilize energy systems adjacent to existing infrastructure.

Goal 14, Urbanization: The proposed application seeks to rezone existing land within the City limits and the City's Urban Growth Boundary from Public Facilities, Urban Area Reserve, and Open Space to a mixture of Multi-Family Residential, Downtown Commercial, North Sisters Business Park, and Open Space. The proposed amendments directly support the City's efforts to accommodate additional population growth within the City limits. The addition of housing, commercial areas, open space and light industrial uses will provide for more efficient use of the subject property.

Goals 15 through 19: Goals 15, 16, 17, 18 and 19 are not applicable because they only pertain to areas in western Oregon.

2. Approval of the request is consistent with the Comprehensive Plan;

Staff Finding: Compliance with applicable policies are discussed below.

3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property. The applicant shall update the City of Sisters Master Plans for Water, Sewer, Parks and Transportation Systems subject to City Council approval, to reflect impacts of the rezoning on those facilities and long-range plans. The applicant must demonstrate that the property and affected area shall be served with adequate public facilities, services and transportation networks to support maximum anticipated levels and densities of use allowed by the District without adversely impacting current levels of service provided to existing users; or applicant's proposal to provide concurrently with the development of the property such facilities, services and transportation networks needed to support maximum anticipated level and density of use allowed by the District without adversely impacting current levels of service provided to existing users; and,

Staff Finding: The applicant has provided detail regarding impacts to water, sewer, parks and transportation systems resulting from anticipated uses of the subject property under the proposed zoning. Specific details on impacts to public facilities are addressed below.

Water Impacts

The applicant's engineer provided a water and sewer analysis memorandum dated May 26, 2020 for review by the City. The applicant provided the following water analysis:

The City's Water infrastructure is outlined in the 2017 Water Capital Facilities Plan Update (WCFPU or Master Plan), current version dated April 2017. A fire flow analysis will be provided with the Master Plan application that will be specific to the proposed site plan and water main layout.

Available Water – City staff has previously confirmed water is available to serve the property.

Water Rights – As requested, a water volume analysis based on land use was performed to determine the acreage of water mitigation rights necessary to be purchased by the City (or reimbursed for) and the corresponding fee required to be paid at building permit issuance to offset this City cost.

The OS and PF zoned areas have existing water rights credit based on their land use. City staff has stated the UAR zoned areas do not have any associated water rights credit. Based on the proposed uses and unit counts, a new water rights calculation will determine the total volume of water rights needed for the project. The existing water rights will then be subtracted from the new total to determine the net volume required and fees due that will be payable at building permit. The existing water rights associated with the property can be calculated as follows:

- *4.8 acres UAR (excluded from Master Plan) = 0 EDU's.*
- *3.5 acres OS x (43,560 SF / acre) x (1 EDU / 20,000 SF OS) = 7.6 EDU's.*
- *27.5 acres PF x (43,560 SF / acre) x (1 EDU / 10,000 SF PF) = 119.8 EDU's.*
  Total assumed EDU's allocated to subject property = 127.4 EDU

127.4 EDU x 2.2 people/dwelling unit = 280.3 people x 300 gallons per capita per day = 84,090 gpd
84,090 gpd x 365 days / year = 30,692,850 gallons / year = 94.19 acre-ft / year.

The gross proposed project water rights needed for the property can be calculated using the proposed mix of units and non-residential uses as noted in the sewer analysis, and is re-summarized as follows:

- *Cottage housing: 72 units x 1.0 = 72.0 EDU's*
- *Apartments: 112 units x 0.80 = 89.6 EDU's*
- *Townhomes with ADU: 79+79 =158 units x 0.80 = 126.4 EDU's*
- *Congregate Housing (80 beds @ 2 bd/rm = 40 rms x 0.40 = 16.0 EDU's*
- *2.6 acres of NSBP: (2,000 gallons per acre per day) = * see below*
- *0.55 acres of DC: (1 EDU per 5,000 SF) = 4.8 EDU's*
- *2.3 acres of OS @ PF (1 EDU per 10,000 SF) = 10.0 EDU's*
  Total = 318.8 EDU's + NSBP

** For the NSBP area, the water volume was calculated using a value of 2,000 gallons per acre day, which yields: 2.6 NSBP acres x (2,000 gallons / acre / day) = 1,898,000 gallons / year = 5.82 acre-ft / year*

318.8 EDU x 2.2 people/dwelling unit = 701.4 people x 300 gallons per capita per day = 210,420 gpd
210,420 gpd x 365 days / year = 76,803,300 gallons / year = 235.70 acre-ft / year.

Post-project water volume = 5.82 ac-ft / year + 235.70 ac-ft / year = 241.52 ac-ft / year

Net water volume required = 241.52 ac-ft / year – 94.19 ac-ft / year = 147.33 ac-ft / year

Reduce by 180 days per year (use 0.5) and 40% consumption factor
(147.33 acre-ft / year) x 0.5 x 0.40 = 29.47 acre-ft / year
One acre purchased of water rights provides 1.8 acre-ft / acre / year at a cost of $6,800 / acre.
Acres needed to be purchased ➔ (29.47 acre-ft) / (1.8 acre-ft / acre) = 16.37 acres
Fee Calculation ➔16.37 acres x ($6,800 / acre) = $111,316 total due at building permit issuance.
The fee total is for the entire project and will be divided on a per unit or similar basis.

The City Engineer reviewed the water analysis and found the following mitigation is required to reduce the proposal's impact on the City's water infrastructure.

Water Infrastructure:

A 10" water main exists along the west boundary of the property, within an easement to be granted in coordination with USFS. Variable size water main exists along the east boundary of the property in Pine Street (8"-12" variable). No water main exists in Barclay Drive along the property boundary. The south

boundary has no water main, however an existing 10" main exists across the USFS property south of the boundary. No water mains or other infrastructure are identified in the Water Capital Facilities Plan on the subject property. Development of the property will require looping of water mains in general and will require all water mains for the development to be extended to and through the subject property. All water infrastructure shall be constructed per City of Sisters Standards and Specifications.

Water Mitigation:
The subject property has 127.4 EDUs of allocated water use per the City's Water Master Plan. The developer has proposed a water mitigation fee for the anticipated EDU increase on the property. The water mitigation fee is based on typical City calculations for water mitigation. The calculated water right acreage is 16.37 acres at $6,800 per acre, a calculated total of $111,316. Water mitigation fees for 16.37 acres of water rights shall be required as part of development. Fee amount shall be based on current water right acre cost. The first 127 EDU's of development on the subject property do not require water mitigation fee. Developer shall provide information at building permit application indicating whether building permit is within the first 127 EDU's. All EDU's following the 127th EDU shall require a water mitigation fee. 324 total projected EDUs – 127 existing EDUs = 197 EDUs. $111,316/197 = $565.05 per EDU due at the time of building permit.

<u>Sewer Impacts</u>
The applicant's engineer provided a water and sewer memorandum analysis dated May 26, 2020.

The applicant provided the following sewer analysis:
Based on current zoning, the following existing design sewer flow for the entire subject property in the Master Plan is calculated as follows:

- *4.8 acres UAR (excluded from Master Plan) = 0 EDU's.*
- *3.5 acres OS x (43,560 SF / acre) x (1 EDU / 20,000 SF OS) = 7.6 EDU's.*
- *27.5 acres PF x (43,560 SF / acre) x (1 EDU / 10,000 SF PF) = 119.8 EDU's.*
  Total assumed EDU's allocated to subject property = 127.4 EDU

The corresponding design flow in gallons per minute can then be calculated. In the Master Plan, a design flow of 125 gallons per day (gpd) is assigned to each EDU and the existing design flow is calculated as:
127.4 EDU x 15 gpd / EDU x (1 day / 1,440 minutes) x 2.4 peak factor = 26.5 gpm.

However, City staff has stated the actual flow is 165 gpd per EDU (75 gpcd x 2.2 capita/dwelling) and requested the design flow calculation utilize this higher value. Of note, this value was determined by taking the total measured flow for 2019 at the treatment facility divided by the 2019 population of Sisters. In other words, the EDU design flow value does not account for any flows generated by non-residential uses. Utilizing this more conservative value, the existing design flow of the property is:
127.4 EDU x 165 gpd / EDU x (1 day / 1,440 minutes) x 2.4 peak factor = 35.0 gpm.

The proposed mix of residential and non-residential uses and units can be summarized as follows;

- *Cottage housing: 72 units x 1.0 = 72.0 EDU's*
- *Apartments: 112 units x 0.80 = 89.6 EDU's*
- *Townhomes with ADU: 79+79 =158 units x 0.80 = 126.4 EDU's*
- *Congregate Housing (80 beds @ 2 bd/rm = 40 rms x 0.40 = 16.0 EDU's*
- *2.6 acres of NSBP: (1 EDU per 20,000 SF) = 5.7 EDU's*
- *0.55 acres of DC: (1 EDU per 5,000 SF) = 4.8 EDU's*
- *2.3 acres of OS @ PF (1 EDU per 10,000 SF) = 10.0 EDU's*
  Total = 324.5 EDU's

The analysis goes on to discuss specific city facilities, including pump stations, gravity lines and force mains within the City to be impacted by this additional projected usage. The City Engineer reviewed the proposal for compliance and found the need for the following mitigation measures based on the sewer analysis:

Pump Station #2: Pump Station #2 is nearing capacity and the additional flows identified in the application will require wetwell and emergency backup generator upgrades. A fee of $72,972.97 is required to mitigate the impacts to Pump Station #2. This fee is due prior to recording of any plat or approval of any building permit on the subject property.

For any phase of development which is planned to exceed a total overall property development of 127 EDU's, infrastructure improvements for that phase shall include the re-direction of the existing force main from Pump Station #2. The force main shall be reconstructed so that its outfall in Barclay Drive is abandoned and the outfall is at the City's 15" trunk line. SDC credits may be available for the costs associated with the reconstruction of the force main, as it will relieve capacity concerns in Barclay Drive.

Westside Pump Station: The City's Wastewater Facilities Plan includes development of a new Westside Pump Station which is to be located adjacent to the subject property. The additional flows identified in the application, those flows above that anticipated under current zoning, will require that the Westside Pump Station be designed for larger flows than originally anticipated. A fee of $280,768 is required to mitigate the impacts to the Westside Pump Station. The fee shall be due at the time of final plat of any phase of development in which 127 EDU's for the overall property is anticipated to be exceeded.

<u>Transportation</u>
The applicant provided a Traffic Impact Statement prepared by Lancaster Mobley titled "Updated Transportation Impact Study for Sisters Woodlands (CP 20-03/ZM 20-02)" and dated July 13, 2020.

The study found the following:

- *Due to insufficient traffic volumes, traffic signal warrants are not projected to be met at the unsignalized study intersections of W Barclay Drive at N Pine Street, W Hood Avenue at US Highway 20, and N Pine Street at US Highway 20 under any of the analysis scenarios. Left-turn lane warrants are projected to be met under the year 2040 planning horizon plus zone change scenario for the intersection of W Barclay Drive at N Pine Street, specifically for the westbound approach.*
- *Two of the study intersections are either currently operating or projected to operate with v/c ratios in excess of the maximum allowable ODOT performance standards. These intersections are N Pine Street at US Highway 20 and N Locust Street at US Highway 20. Suggested mitigation may include the following:*
    - *N Pine Street at US Highway 20: During peak hours when delays are long, drivers will self-select how they enter US Highway 20 to avoid excessive delays. Local traffic may choose a number of other routes to avoid US Highway 20 and utilize the local street system. For this reason, no mitigation is recommended.*
    - *N Locust Street at US Highway 20: The applicant proposes mitigation in the form of a proportional share payment of $23,948 for improvements related to the proposed Alternate Route corridor.*
- *The mitigation described offsets the potential impacts form the project and avoids further degradation of key infrastructure in Sisters. Accordingly, the Transportation Planning Rule is satisfied.*

The City Traffic Engineer reviewed the traffic study for compliance with Goal 12 and the TPR. This application is somewhat unique, in that the property has been previously contemplated for high density development following analysis done in 2010 through a Transportation and Growth Management Grant (TGM) through the Department of Land Development and Conservation (DLCD). The overall purpose of the study is to compare the existing allowed uses to the proposed potential uses allowed by the new zoning districts, and mitigate for the most reasonable worst-case impact to the City's transportation system based on that difference.

Per the City's Traffic Engineer, Joe Bessman:

When the 2010 Transportation System Plan was developed by DKS the Forest Service was in the process of reviewing various redevelopment scenarios for their property. As cited on page 112 of the City's adopted Comprehensive Plan:

> *"The USFS owns several properties in Sisters, including a 42.58 acre property designated and zoned Public Facilities, which is commonly referred to as the 'South Barclay Parcel'…"*

The Comprehensive Plan states that in 2010 through a Transportation Growth Management project the City, USFS, DLCD, and ODOT coordinated efforts to review density thresholds and land use types that would not trigger the Transportation Planning Rule. Four separate development scenarios were reviewed with varying mixes of retail, residential, and industrial uses, though it does not appear that a single scenario was adopted.

The 2010 Transportation System Plan was developed and accounts for these properties. The travel demand model prepared as part of this effort assumed that the "South Barclay Parcel" would include 60 retail employees, 25 service employees, and 5 "other" employees. This assumed scenario was projected to generate 312 weekday p.m. peak hour trips. However, while referred to as the "South Barclay Parcel" this reflects trips from the 42.6 acres that includes the 32.40-acre subject property and the southern 11.22-acre USFS parcel, which is planned to retain its current USFS uses (see Figure 1).

No changes to this forecasting was provided in the 2018 Transportation System Plan Update, so these land use assumptions remain valid. Accordingly, the analysis should be revised to proportionately consider the individual acreage of developable PF lands within each parcel (or alternatively the developable areas of each). Figure 1 illustrates the two parcels and the current Comprehensive Plan boundaries.

As shown, a direct comparison of acreage would include the non-buildable right-of-way along Barclay Road and Pine Street. Considering only the PF zoned lands the subject property is approximately 78% of the "South Barclay Parcel" and so would only have been assigned 243 of the 312 weekday p.m. peak hour trips. This would then increase the impact of the rezone from ***the +43 weekday p.m. peak hour trips that were assessed to instead review +113 weekday p.m. peak hour trips.***

….

The submitted analysis noted the addition of approximately 43 weekday p.m. peak hour trips. This level of development would have significant impact to two City intersections: US 20/Pine Street and US 20/Locust Street. The applicant is proposing to mitigate the proposed impacts with payment toward improvements that will benefit the implementation of the Alternate Route to US 20 along Barclay Drive, which would direct traffic away from the impacted intersections.

The specific improvements that were identified by the City and ODOT include the following:

- Variable Message Signs for eastbound and westbound US 20 traffic (Est. $400,000 with overhead mount, cabinet, and wireless communication system).
- Alternate Route Wayfinding Signage (Est. $10,000 with fabrication/installation)
- Completion of single-lane US 20/Locust roundabout (Assumed funded, $0)
- Completion of Barclay/Locust roundabout (50% costs from SDC, 50% unfunded -$1,250,000)

Total Unfunded Projects: $1,660,000
Estimated Pro-Rata Impact to US 20: 35 / 1,498 Through Trips = 2.34%
= $38,785.05 pro-rata payment required

Staff notes the pro-rata payment of $38,785 differs from the applicant's originally contemplated payment. The applicant has stated agreement with the calculation above and is agreement with the required payment of $38,785.05 to mitigate for transportation impacts.

The Oregon Department of Transportation and the City Traffic Engineer are in agreement with the proposed mitigation conditions of approval surrounding transportation and TPR compliance.

Parks Impacts
The City of Sisters is adjacent to an abundance of public lands that are accessible to residents for outdoor recreation. In addition to this supply of public land, the City also established an aspirational level of service (LOS) standard for parks within city limits through the 2016 Parks Master Plan. The LOS requires 5.0 acres of developed parkland per 1,000 city residents.

The applicant's proposal includes the rezoning and re-designation of land primarily zoned for public facilities to Multi-Family Residential, North Sisters Business Park, and Downtown Commercial. Each of these zoning district allows for a variety of residential uses including multi-family apartment buildings, live/work units, and mixed use residential and commercial buildings. For planning purposes, the applicant anticipates the potential addition of up to 743 residents based on the proposed zoning scheme.

The addition of 743 residents requires an additional 3.7 acres of park land to meet the Parks Master Plan LOS.

The applicant provided the following information in the burden of proof:

"As noted herein, the proposed zone change includes 3.85 acres of open space land for a future park/community facility in the west corner of the site. This is the result of a proposed rezone of existing open space land that is not currently inventoried as a City park resource and is located in a linear fashion along Highway 20. The rezone (and increase in open space land) will result in a usable area for a community amenity/park area.

Currently, 3.55 acres of this open space land is located along Highway 20 as a buffer and is not included as a City park, nor is it likely to be utilized as such due to its shape and location. The proposed zone change with the designation of open space land in the west corner is directly in support of the goals of the City Parks Master Plan, by creating a useable space intended for a community facility/park. Additionally, the planning-level design of the subject property includes multiple park/open space areas within each cottage development on the site, in order to create local neighborhood open space/park areas…"
Staff agrees with the applicant that the rearrangement of the open space zoned area on the property will allow for more efficient use of the space as a future park and/or public amenity. In order to ensure this area is utilized for a publicly accessible recreation amenity, a condition of approval has been added to

require the applicant to submit preliminary/conceptual development plans for the park at the time of Master Plan application.

4. Evidence of change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or land use district map regarding the property which is the subject of the application; and the provisions of Section 4.7.600, as is determined to be applicable by the city of Sisters.

Staff Finding: The basis for all three proposed actions (Comprehensive Plan text amendment, Comprehensive Plan map amendment, zone change) as cited by the applicant is due to changing needs within the City of Sisters and rapid population growth. The applicant provided several sources of information, including the City's 2019 Housing Needs Assessment and Buildable Lands Inventory, noting the lack of available land supply for both housing and employment lands. Staff finds that a change in the community is evidenced by the significant population growth, the need for additional housing of all types as stated in the 2019 Housing Needs Assessment, evidence from EDCO, and the City's Buildable Lands Inventory noting a dearth of industrial land.

4.7.400 Conditions of Approval

A quasi-judicial decision may be for denial, approval, or approval with conditions. A legislative decision may be approved or denied.

Staff Finding: This section is procedural.

4.7.500 Record of Amendments

The Community Development Department shall maintain a record of amendments to the text of this Code and the Land Use Districts map in a format convenient for public use.

Staff Finding: This section is advisory. If approved, the Community Development Department will maintain a record of amendments to the Land Use Districts map in a format convenient for public use.

4.7.600 Transportation Planning Rule Compliance

A. When a development application includes a proposed comprehensive plan amendment or land use district change, the proposal shall be reviewed by the City to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060. Significant means the proposal would:

1. Change the functional classification of an existing or planned transportation facility. This would occur, for example, when a proposal is projected to cause future traffic to exceed the capacity of "collector" street classification, requiring a change in the classification to an "arterial" street, as identified by the Transportation System Plan; or
2. Change the standards implementing a functional classification system; or
3. Allow types or levels of land use that would result in levels of travel or access what are inconsistent with the functional classification of a transportation facility; or
4. The effect of the proposal would reduce the performance standards of a public utility or facility below the minimum acceptable level identified in the Transportation System Plan.

B. Amendments to the Comprehensive Plan and land use standards which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

1. Limiting allowed land uses to be consistent with the planned function of the transportation facility; or
2. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
3. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation.

Staff Finding: This provision largely mirrors the requirements of OAR 660-012-0060 – Transportation Planning Rule, which is reviewed below and demonstrates compliance with the foregoing standard.

OAR 660-012-0060, Transportation Planning Rule
660-012-0060 Plan and Land Use Regulation Amendments

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

Staff Finding: The proposed application, as discussed in the traffic study and City Traffic Engineer's analysis will not result in the need for additional changes to the functional classification of existing or planned transportation facilities. Accordingly, this section is not triggered.

(b) Change standards implementing a functional classification system; or

Staff Finding: The proposed application, as discussed in the traffic study and City Traffic Engineer's analysis will not change any standards implementing the functional classification system. Accordingly, this section is not triggered.

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Staff Finding: The proposed zone change will not produce types or levels of travel or access that are inconsistent with the functional classification of the existing transportation facility. Two study intersections are currently or projected to operate with v/c ratios in excess of acceptable levels of

operation per their respective jurisdictional standards and would be further degraded by the traffic generated by development on the re-zoned subject property. However, these intersections can be reasonably mitigated through enhancements to an underutilized alternate route (thus redirecting traffic away from failing intersections). The City Traffic Engineer is requiring the applicant to contribute a pro-rata contribution towards the alternate route as discussed further below.

(2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.

- **(a)** Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
- **(b)** Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
- **(c)** Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
- **(d)** Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.
- **(e)** Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if:
  - **(A)** The provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards;
  - **(B)** The providers of facilities being improved at other locations provide written statements of approval; and
  - **(C)** The local jurisdictions where facilities are being improved provide written statements of approval.

Staff Finding: As discussed in the memo provided by the City Traffic Engineer, Joe Bessman, the traffic study proposes mitigation through payment of a pro-rata cost toward improvements towards enhancement of an "alternative route" along Barclay Drive.

The specific improvements to the alternative route that were identified by the City and ODOT include the following:

- Variable Message Signs for eastbound and westbound US 20 traffic (Est. $400,000 with overhead mount, cabinet, and wireless communication system).
- Alternate Route Wayfinding Signage (Est. $10,000 with fabrication/installation)

- Completion of single-lane US 20/Locust roundabout (Assumed funded, $0)
- Completion of Barclay/Locust roundabout (50% costs from SDC, 50% unfunded -$1,250,000)

Total Unfunded Projects: $1,660,000
Estimated Pro-Rata Impact to US 20: 35 / 1,498 Through Trips = 2.34%
= $38,785.05 pro-rata payment required

Staff notes the pro-rata payment of $38,785 differs from the applicant's originally contemplated payment. The applicant has stated agreement with the calculation above and is agreement with the required payment of $38,785.05 to mitigate for transportation impacts.

The Oregon Department of Transportation and the City Traffic Engineer are in agreement with the proposed mitigation conditions of approval surrounding transportation and TPR compliance.

SISTERS COMPREHENSIVE PLAN
Goal 9, Policy 3.

> The City shall continue to partner with the Community Action Team of Sisters, the Chamber of Commerce, Economic Development for Central Oregon, and other economic development agencies, to improve local and regional economic development efforts, attract businesses, and enhance and diversify the City's economic base. The City will participate with these agencies in periodic updating of the Sisters Strategic Action Plan for Economic Development.

***Staff Finding*:** The City routinely coordinates with multiple agencies and committees regarding economic development. In the case of this application, the Applicant coordinated with EDCO and DLCD, which in turn, communicated with Regional Solutions. EDCO provided third party data about the economic development trends and industrial land needs in Central Oregon and in Sisters. The applicant has met this policy as they sought partnership to increase local economic development efforts through adding additional industrial land supply within City limits.

Goal 9, Policy 4.

> The City should support efforts to attract businesses providing family-wage employment opportunities.

***Staff Finding*:** Within the burden of proof, the applicant describes the need for industrial land within the City and highlights five missed opportunities for business development as cited by EDCO. Additionally, the applicant speaks to the correlation between workforce housing and attracting businesses. The proposed comprehensive plan text, comprehensive plan map amendments and zone change are the first steps to entitle a portion of the land for economic purposes and another portion to add to the City's housing supply, in support of Goal 9, Policy 4 to attract businesses providing family-wage employment opportunities. This goal is met.
…
Goal 9, Policy 6.

> The City shall ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial purposes.

***Staff Finding*:** The applicant is proposing to rezone the property to a mix of zoning districts. The applicant is proposing approximately 2 acres of commercial space and 5 acres of North Sisters Business Park (light industrial) space. The rezoning of land from Public Facility to these zones will allow for additional

commercial, mixed use, and light industrial purposes adjacent to existing uses of this nature. Staff finds this policy is met.

Goal 14, Policy 1.

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

***Staff Finding*:** This application promotes development of a property that is currently within the UGB, City limits, and is adjacent to existing infrastructure. Staff finds the rezoning of a property that is currently designated as Public Facility, Urban Area Reserve, and Open Space to a mixture of North Sisters Business Park, Downtown Commercial, Multi-Family Residential, and Open Space meets this policy. Utilizing land in the City limits and adjacent to existing City facilities will lead to the protection of resource lands outside of the UGB.

Goal 14, General Requirements for United Forest Service Properties:

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

1. The amendment shall be based on a 20-year land need analysis for both employment and housing needs, including for affordable housing. The analysis shall include an updated buildable lands inventory for employment and housing needs as part of the 20-year land need analysis. The analysis shall be consistent with statewide planning Goal 9 (Economic Development) and Goal 10 (Housing).

***Staff Finding*:** The proposed text amendments directly respond to the City's land need analyses that identify an immediate shortage of both employment and housing needs.

The applicant provided attachments H, I and J - summaries provided by EDCO that include employment land trends and building activity for Central Oregon and Sisters. These documents demonstrate a dearth of light industrial lands in Sisters, which has resulted in several "lost opportunities" as businesses have had to look elsewhere for suitable developable employment land. This dearth was likely caused in part by a 2007 rezoning of industrial land to allow for the Clearpine residential subdivision and expanding interest in Sisters. The proposed comprehensive plan map amendment and zone change allocate a portion of the subject property (4.96 acres) as industrial to meet this employment need.

Additionally, the applicant provided information from EDCO that notes a "lack of inventory of commercial/light industrial properties and buildings" as a weakness and "lack of diversity in commercial property inventory" as a threat. With only 16% of land in Downtown Commercial Zone being vacant, the additional two acres proposed as part of this application will aid in additional commercial opportunities.

In regard to housing, the City completed a Housing Needs Analysis (HNA) and a Residential Buildable Lands Inventory (BLI) in June 2019. These documents stated the need for 1,057 new housing units by 2039 and estimated a land need of approximately 167 acres of net residential land. The proposed applications include the addition of 25 gross acres of residential land (MFR) to the UGB, as well as seven acres of light industrial and commercial land, both of which allow a component of integrated residential uses.

Staff finds this policy is met.

2. The amendment shall demonstrate consistency and integration with the city's 2018 update of its Transportation System Plan, as well as the state's Transportation Planning Rule as found in OAR 660-012.

***Staff Finding*:** As discussed previously, the applicant demonstrates consistency for integration with the City's TSP and the State's Transportation Planning Rule. No amendments to the City's TSP are required as the Alternative Route necessary to support the zone change is already contemplated by the TSP.

3. The amendment shall demonstrate that it has maximized urban efficiency consistent with city and state planning requirements and quality in urban design.

***Staff Finding*:** The proposed amendments will result in a mixed-use development, integrating multiple compatible zones for maximized urban efficiency. The Downtown Commercial and North Sisters Business Park zones allow for mixed use buildings with active ground floor uses and residential units on upper stories. Staff finds the proposed zoning of this type is compatible with surrounding districts - including Downtown Sisters and several industrial business parks to the east of the property. Compliance with city and state planning requirements are addressed in other findings within this staff report. Development of the site will be subject to a requirement for master planning, which will further insure efficient and coordinated use of the land. Development of the subject property will also be subject to site plan review, which includes design review requirements. Both the City's master planning and site plan review requirements have been acknowledged as consistent with state planning requirements.

4. The amendment shall include a development plan for the South Barclay Parcel which integrates proposed land uses, transportation and building layout and design in a manner that meets the overall community needs. The development plan shall provide detailed commitments to design context, energy efficiency and public and private financing of public improvements.

***Staff Finding*:** The proposed comprehensive plan map amendments and zone changes demonstrate a plan for a mixed-use development, including housing, commercial, light industrial and open space/recreational areas. The applicant provided the following response to this policy:

"Design Context
The proposed Comprehensive Plan amendments and zone changes are the first steps to entitle the subject property for a mixed-use development that is being designed to respond to housing and economic development needs in Sisters. Commercial and light industrial growth in Sisters requires housing for working individuals and families that is compatible with incomes and affordability. The design vision for this subject property includes a variety of housing options (condos/flats, townhomes and cottages) within city limits that working individuals and families, local entrepreneurs and artisans will be able to afford, within walking distance to downtown. The availability of these housing options will also attract new essential talent to support local businesses.

The future development will also include commercial and light industrial lands to attract new entrepreneurs, makers and businesses to further diversify the local economy. The project is planning an interactive commercial artisan-style marketplace along with a provision for open space that will be set aside for significant public amenity. These uses will be designed and scaled to integrate with the mixed-use community being created.

The project is designed to be natural, with a lot of open spaces and community style housing that will enhance the feel and appearance of the town and allow residents to access all of town's amenities by foot and bicycle, which is also friendlier to town's traffic patterns than housing that requires automobile commuting for all outings. Finally, with our intentionally chosen moniker, Sister's Woodlands, we intend to nestle this denser, more forward/ future thinking development, amongst as many of the existing trees as possible.

Energy Efficiency
These applications propose a mixed-use development through two mechanisms: 1. mixed-use zoning with commercial, light industrial, housing and recreational uses all in a single development and 2. use of the Downtown Commercial (DC) zone to provide an opportunity for future vertical mixed-use along the highway.

The proposed mixed-use zoning arrangement of the site can provide energy efficiencies by including employment and retail lands within walking and biking distance of a significant number of housing units. Sidewalks and multi-use trail connections will be provided within the development and to adjacent surround areas, in support of Goal 13 (Task d) of the City's Comprehensive Plan to "encourage energy efficiency:"
"d. Infrastructure in new developments, such as bike lanes, paths, and trails shall be laid out to provide convenient access to places of education, recreation, and shopping in an effort to promote energy efficiency…"

The mixed-use opportunities of the DC zone include commercial on ground floor and residential on upper floors, which can provide a diversification within a single footprint that can more efficiently utilize the space than a single use. This type of diversification keeps the space utilized 24 hours a day, rather than simply during business hours (for solely commercial uses) or during non-business hours (residential uses). This high rate of utilization can help with building conditioning by stabilize building temperatures, which in turn reduces maintenance costs, increasing long term energy efficiencies.

Public and Private Financing of Infrastructure
The proposed amendments include water, sewer and transportation analyses that estimate reasonable worst-case scenario impacts on public infrastructure, including reasonable mitigation of such impacts. These mitigation measures include private financing of a proportionate share of impacts to public infrastructure, in compliance with the above requirement. Additionally, future development will include master plan and subdivision applications, which will necessarily include significant public improvements for on site water, sewer, and roadway facilities."

Staff finds the proposal provides sufficient detail to meet this policy for purposes of rezoning and re-designation. Further review of the design, energy efficiency, and integration of land uses and infrastructure will be reviewed at the time of master plan application and subsequent site plan review.

5. The amendment shall demonstrate consistency and integration with the 2011 City of Sisters Parks Master Plan which recommends between 5 and 47 acres to be dedicated for a future community or regional park.

***Staff Finding*:** This section relates to the entirety of the Forest Service owned property within City limits. The property has since been divided into three parcels. The East Portal Property, to the south of the subject property is identified in the 2016 Parks Master Plan as a future park. The applicant is proposing

3.85 acres of open spaces to be utilized as a publicly accessible amenity or park. Staff finds that the proposal, in conjunction with the East Portal Property, meets the intent of this policy.

---------- ***End of Conclusionary Findings*** ----------

EXHIBIT A: VICINITY MAP

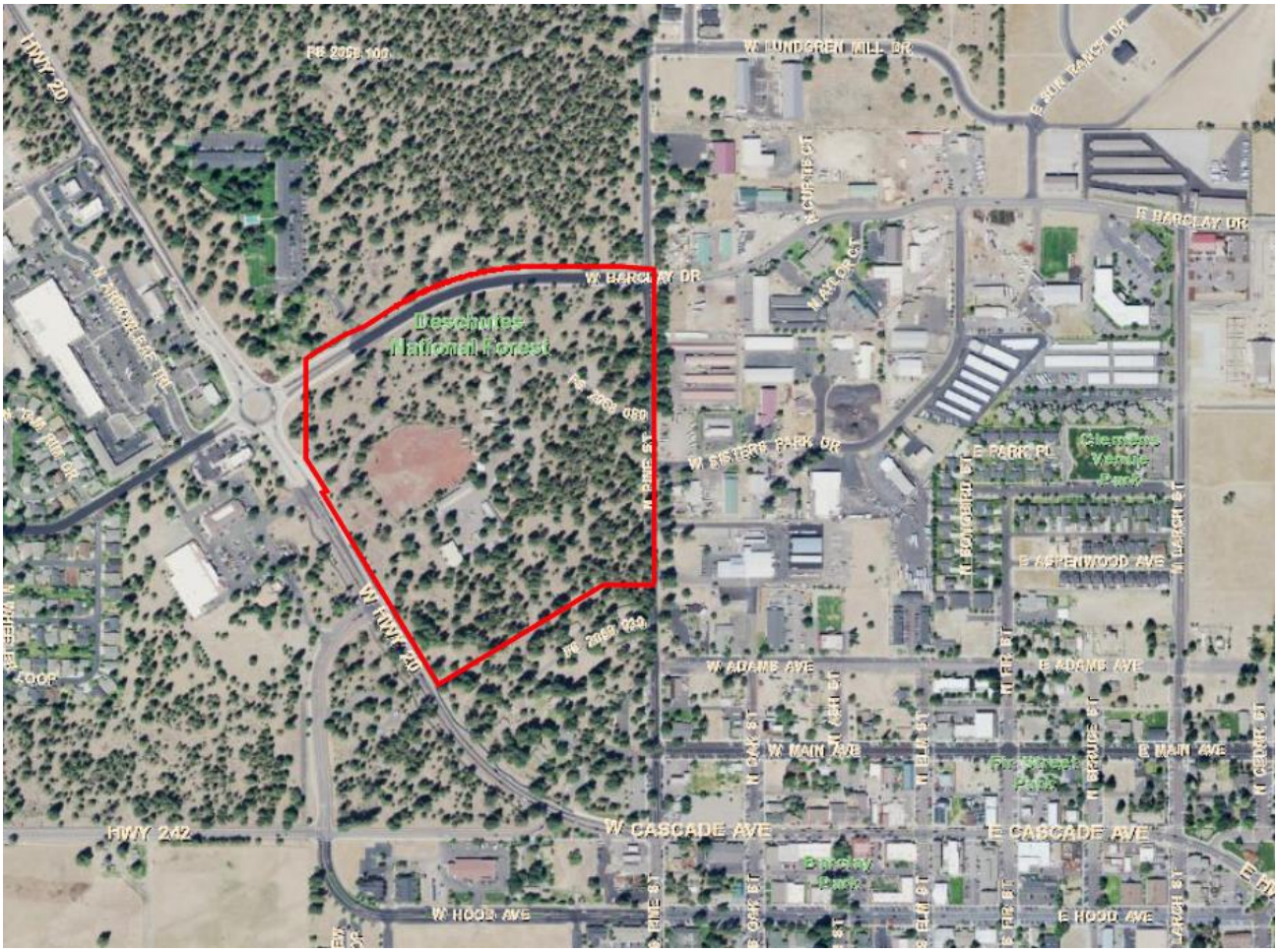

EXHIBIT B: PUBLIC NOTICE & COMMENTS

Public Notice & Comments: Notice of the proposed Comprehensive Plan Map, Comprehensive Plan Text, & Zoning Map Amendment, was posted in accordance with SDC 4.1.500.B. Staff received eight written comments in support of the application and five public comments in opposition to the project, as of October 6, 2020 related to file numbers CP 20-03/ZM 20-02.

Public comments that are received after the completion of this staff report will be part of the public record and added to the project file.

Nicole Mardell

From: Dr. Berg <drcarlsisvet@gmail.com>
Sent: Friday, September 4, 2020 4:02 PM
To: Nicole Mardell
Cc: 'Dr. Berg'
Subject: Woodland Housing Project

Hi Nicole,

I am writing a letter of support for the proposed Woodlands development. I feel this is a great opportunity for the city of Sisters. Housing for young families in Sisters is very expensive and hard to find. This development will provide access to more affordable products to allow more families to find a home they can call their own.

After reviewing some of the factors of the development I feel that they are responsible and capable of doing a great job for the Sisters community. Particularly important is the fact that they have a local vested interest for the city in which they live and do business within. I believe the concepts that they are proposing will have a light impact on the environment and keep as much open space/trees as possible.

I am a local business owner and I own property next to the proposed development. The landscape of Sisters has been changing quite dramatically over the last 18 years and many of the changes have been good. I feel that this current development project will be another nice addition to Sisters country and will provide many needed amenities to help keep our local economy strong into the future.

Thank you for your time.

Carl E. Berg, DVM
Sisters Veterinary Clinic, LLC

Nicole Mardell

From: lraaf77@gmail.com
Sent: Monday, September 7, 2020 10:33 AM
To: Nicole Mardell
Subject: Letter of Support for Sisters Woodlands project
Attachments: Ltr of Support Sisters Woodlands.pdf

Dear Ms Mardell: Please find attached our letter of support for the Sisters Woodlands project.

Sincerely,

Larry & Cathie Raaf
18141 Wanona Rd
Sisters, OR 97759
971.209.5549

September 7, 2020

Ms Nicole Mardell
City of Sisters
PO Box 39
Sisters, Oregon 97759

RE: Project number CP20-03, ZM 20-02, "Sisters Woodlands"

My wife and I would like to take this opportunity to speak in favor of the housing project proposed for the former US Forest Service property on the west end of Sisters.

The need for affordable housing in Sisters is dire.

Many businesses cannot attract or retain employees for this very reason.

Our adult kids live in our home in Sisters because they cannot find affordable housing in the area. They both work in Sisters full time, and have considered moving to the Willamette Valley in order to obtain a place to live.

The impact on Sisters of people departing due to lack of affordable housing will not only affect the service industry, but the entire community.

Please give this proposal positive consideration as it holds a key to the future of Sisters.

Thank you,

Larry & Cathie Raaf
18141 Wanona Rd
Sisters, Oregon 97759
Lraaf77@gmail.com
971.209.5549

Nicole Mardell

From: Nick Veroske <nick@willamette-equities.com>
Sent: Monday, September 7, 2020 5:15 PM
To: Nicole Mardell; Kerry Prosser
Cc: Kevin Eckert; Jim Cornelius
Subject: Planning Commission meeting 9/10/20 - Sisters Woodlands public comment
Attachments: 200907 NRV ltr to Planning Comm re Sisters Woodlands 9-7-2020.pdf

Hello Nicole and Kerry,

Please see the attached letter of public comment for the 9/10 Planning Commission meeting. Please enter this letter into the public record.

Best regards,

Nick Veroske
Willamette Equities, Inc.
3870 NW Banff Dr.
Portland, OR 97229
Office: 503-617-7662
Cell/Text: 503-577-6903

Nicholas R. Veroske
3870 NW Banff Drive
Portland, OR 97229-8222
Tel: 503-617-7662
Cell/Text: 503-577-6903
Email: nick@willamette-equities.com

September 7, 2020

Delivered by email submission this date. Copy to City Recorder Kerry Prosser at kprosser@ci.sisters.or.us

FOR ENTRY INTO THE PUBLIC RECORD

Nicole Mardell
Senior Planner, City of Sisters
Email: nmardell@ci.sisters.or.us
Tel: (541) 323-5208

Re: September 10 Planning Commission Meeting, Forest Service Land – PX2 Investments
FILE NUMBER(S): CP 20-03, ZM 20-02
Sisters Woodlands future Workforce Housing and Commercial Development

Dear Nicole and Planning Commission:

The potential to create workforce housing on 31 acres of the Forest Service land is excellent news for the City of Sisters, for the future Sisters' employers and their workforce, and for Downtown Sisters. I have long felt that workforce housing was the very best use for most of that section of the Forest Service property. Its location is perfect for residents to walk or bike to work, to grocery shopping and to Downtown events, activities, dining, socializing and shopping.

The news comes with the additional bonus of the investment by Laird Superfoods CEO. This speaks to the long term and strong commitment of one of Sisters' most promising and high-profile employers to the city and to the workforce they foresee needing as they grow.

The City will eventually realize a huge boost to its tax base that will probably contribute in excess of $1 million annually to all City services including libraries, schools, fire protection, law enforcement and even COCC (which I understand many Sister's students take advantage of).

Additionally, Downtown Sisters has struggled for years to attract the foot traffic necessary to sustain its core businesses. Recent efforts by this property owner to establish a Town Square Park consistent with the 2003 Urban Renewal Plan have failed. Such a park could have been a magnet to attract local residents and tourists alike into Downtown. When fully developed in several years, the Sisters Woodlands workforce housing will offer Downtown businesses an opportunity to attract many new customers to their doors.

The Woodlands development is supported by many of the strategies set forth in the Sisters Country Vision Action Plan published in June, 2019. Direct contribution to the Vision by the Woodlands is particularly strong with respect to a Prosperous Sisters and a Livable Sisters.

This development will produce many positive outcomes consistent with the Vision, the City's Comprehensive Plan, the needs of the City and for the long-term benefit of Sisters. I urge the Planning Commission to support the efforts and very significant future investment by these local residents, business owners and job-creators.

Thank you for your positive consideration.

Sincerely,

Nick Veroske
Downtown Sisters VACANT Land Owner

Nicole Mardell

From: Beth Wooderson <sistersloghomes@hotmail.com>
Sent: Tuesday, September 8, 2020 10:53 AM
To: Paul Hodge; Nicole Mardell
Subject: Sisters Woodlands proposal
Attachments: Sistea Woodlands proposal.odt

CCB # 191630
PO Box 427, Sisters , Or 97759

September 8, 2020

Nicole Mardell
Reference # CP 20-03 ZM 20-02
Sisters Woodlands
nmardell@ci.sisters.or.us

Re: approval of Sisters Woodlands

We have been in the home building business in Sisters for about 35 years, first as Oregon Log Homes and now as Sisters Log Homes. We feel that we can speak for most businesses in the area when we say that finding steady reliable employees here has always been a challenge. The lack of affordable housing in Sisters and our distance from both Bend and Redmond makes employment here less desirable. Having an affordable and appealing place to live right here in Sisters would be a game changer for attracting good help.

This proposal for the forest service property looks to be a realistic answer to this challenge. The fact that the property is already within Sisters and is proposed by a local person with vested interests right here makes it even more attractive. What we don't need is another outside developer building housing that would not be affordable for working class folks.

Thank you,

David and Beth Wooderson
Sisters Log Homes LLC
541-480-3736

Nicole Mardell

From: Linda and Sten <lindasten@gmail.com>
Sent: Wednesday, September 9, 2020 1:15 PM
To: Nicole Mardell
Subject: Support for Sisters Woodlands

To: Nicole Mardell
Ref: Project # CP 20-03, ZM 20-02 Sisters Woodlands

We, as residents of Sisters, fully support the Sisters Woodlands housing project. There is a compelling need for affordable housing in Sisters,OR 97759.

Just as Bend,OR has seen rising home prices and a shortage of homes for sale, so has Sisters, with an over 5% value increase in home prices since a year ago. Furthermore, the 97759 zip code home value has a 1-year forecasted increase of 4.3%.

Young families need homes they can afford while raising children. Home ownership is the backbone of involved communities. Right now, rental prices are 6% higher in Sisters than the county median, making them close to, or more than a mortgage payment would be.

The Sisters Woodlands housing project would bring more involved young members into our community making for a more stable economy now dependent on summer tourism.

Thank you for your consideration,
Sten and Linda Bergstrom

Nicole Mardell

From: Valerie Ells <valerie@lairdsuperfood.com>
Sent: Wednesday, September 9, 2020 3:42 PM
To: Nicole Mardell
Subject: Project number: CP 20-03, ZM 20-02, Sisters Woodlands
Attachments: Support letter for Sisters Woodlands.pdf

Good afternoon Ms. Mardell,

Please see attached letter related to the public hearing for the Sisters Woodlands project.

Thank you,

Valerie Ells

Dear Ms. Mardell,

I am writing in support of the proposed zone change being presented on Thursday, September 10th. I apologize for not being able to be there in person to voice my support, but I appreciate the opportunity to have my voice heard.

Growing up on the Oregon coast, I had the opportunity to visit central Oregon throughout my childhood. I loved this place from the start, and all it represented-- beautiful surroundings, nearly unlimited opportunity to immerse myself in nature, a small town feel with a strong sense of community, and an underlying rustic charm that resonated with me right away. Very early, I knew that someday I would raise my own family here, and though it took a number of years to find the right opportunity and the right company to make it happen for the long haul, my three boys now get to live in this dreamland every day and we feel so lucky that they get to experience this lifestyle and community on a daily basis.

But my husband and I are not alone in our desire to raise a family in this place, and we see that every year with more and more people migrating to our towns and more and more growth in the central Oregon region. The growth can be daunting and concerning. Seeing our favorite place evolve and change can be hard, especially when you feel like it's not being done the right way, or for the right reasons. And that is one of the reasons I want to speak in favor of this proposal. It is inevitable that change will happen; I feel like it is one of the things we can't control. But what I do think is in our power to control is how we guide that change to occur, and how we shepherd it in the right direction, and not just let it happen to us. In my mind, the folks that have the community's best interest at heart will shepherd that change in the right way. When someone is driven by a love of our community, rather than by a profit, they make choices and sacrifices to do things the right way, rather than to increase their bottom line. From my experience with Mr. Hodge and Mr. and Mrs. Schneider, that immersion in nature, small town feel and rustic charm that I have loved about this area for as long as I can remember are all in good hands. These are individuals that want to ensure our community grows the right way, not the fastest or most profitable way. And we can see that with some of the choices they are making in the proposed development-- saving over 200 trees, creating ample green space for families to enjoy, enhancing the town's decor to keep the Sisters vibe alive and well, and creating options that are affordable to all income levels and not just the top few percent. Driving through Bend you can see numerous examples of this not being the case- where perhaps profit trumped retaining the spirit of the community.

I believe the path forward being proposed today allows for the inevitable growth, but does so without destroying the community's feel and also does not limit the opportunity to raise a family and make a living in a place that has so much to offer to only the few that can actually afford it. I believe the proposal is the right path to balance growth with maintaining the things about this community that we all love and the drove us all here in the first place, and I believe we are in far better hands with Mr. Hodge and Mr. and Mrs. Schneider shepherding this change than an out of town developer with a focus on the bottom line.

I sincerely hope the Planning Commission votes in favor of the zone change for this proposed development and helps shepherd positive and balanced change that will benefit our community for years to come.

Thank you for your consideration.

Valerie Ells

Nicole Mardell

From: Jean Dahlquist <jdahlqu1@gmail.com>
Sent: Wednesday, September 9, 2020 10:58 AM
To: Nicole Mardell
Subject: Re: PAPA CP 20-03, ZC 20-02

Last e-mail. Good news, board was happy so no comment letter needed! Makes my job a little easier today, so thank you.

V/R

Jean Dahlquist
Fair Housing Council of Oregon
Phone: (414) 477-1567
E-mail: jdahlqu1@gmail.com
Linkedin

On Tue, Sep 8, 2020 at 11:27 AM Jean Dahlquist <jdahlqu1@gmail.com> wrote:

Good morning,

We can do that. Feel free to e-mail me if you have any questions regarding the letter if one gets sent. I've found e-mail or phone conversations can often be more illuminating.

V/R

Jean Dahlquist
Fair Housing Council of Oregon
Phone: (414) 477-1567
E-mail: jdahlqu1@gmail.com
Linkedin

On Mon, Sep 7, 2020 at 11:16 AM Nicole Mardell <nmardell@ci.sisters.or.us> wrote:

Hi Jean,

You can submit comments into the record prior to 4 pm on Thursday and I will include them in the record.

Best,
Nicole

From: Jean Dahlquist <jdahlqu1@gmail.com>
Sent: Monday, September 7, 2020 9:31 AM
To: Nicole Mardell <nmardell@ci.sisters.or.us>
Subject: Re: PAPA CP 20-03, ZC 20-02

Good morning Nicole,

Apologise for the later e-mail response, as we were on break last week. I appreciate you sending this and keeping me updated. I did a once over on the staff report, and have some feedback if you would be willing?

V/R

Jean Dahlquist
Fair Housing Council of Oregon
Phone: (414) 477-1567
E-mail: jdahlqu1@gmail.com
Linkedin

On Thu, Sep 3, 2020 at 3:57 PM Nicole Mardell <nmardell@ci.sisters.or.us> wrote:

Jean,

Please see the packet for the Sisters Woodlands public hearing next Thursday (CP 20-03, ZM 20-02).

Please confirm receipt as this is a large file.

Best,

Nicole

Nicole Mardell, LEED GA

Principal Planner

City of Sisters | Community Development Dept.

PO Box 39 | 520 E. Cascade Ave., Sisters, OR 97759

Direct: 541-323-5208 | City Hall: 541-549-6022

nmardell@ci.sisters.or.us | www.ci.sisters.or.us

CITY OF SISTERS

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Public Records Law. This email is also subject to the City's Public Records Retention Schedule.

From: Jean Dahlquist <jdahlqu1@gmail.com>
Sent: Tuesday, August 18, 2020 9:27 AM
To: Nicole Mardell <nmardell@ci.sisters.or.us>
Subject: Re: PAPA CP 20-03, ZC 20-02

Good morning,

Okay, sounds good. I had the date as the 20th.

Thank you for the update!

--Jean

On Tue, Aug 18, 2020 at 7:36 AM Nicole Mardell <nmardell@ci.sisters.or.us> wrote:

> Morning Jean,
>
> Correct the staff report is not yet posted as the public hearing is not yet scheduled.
>
> I'll keep you on the notification list for the notice of public hearing. The staff report will be available 7 days before that hearing.
>
> Best,
>
> Nicole

From: Jean Dahlquist <jdahlqu1@gmail.com>
Sent: Tuesday, August 18, 2020 7:31 AM
To: Nicole Mardell <nmardell@ci.sisters.or.us>
Subject: Re: PAPA CP 20-03, ZC 20-02

Good morning Nicole,

I hope your week is off to a good start! Checked the website this morning and saw a lot of information, but no staff report. Still drinking coffee however, so perhaps I missed it?

Thank you,

Jean Dahlquist

Fair Housing Council of Oregon

Phone: (414) 477-1567

E-mail: jdahlqu1@gmail.com

Linkedin

On Fri, Aug 14, 2020 at 10:07 AM Jean Dahlquist <jdahlqu1@gmail.com> wrote:

> Good morning,
>
> Thank you for the reply! I'll check the link provided 7 days out, but feel free to email me any questions in the meantime if so desired. I'm always happy to work with planners during the goal findings drafting process.
>
> V/R
>
>
> ## Jean Dahlquist
>
> Fair Housing Council of Oregon
>

Phone: (414) 477-1567

E-mail: jdahlqu1@gmail.com

Linkedin

On Thu, Aug 13, 2020 at 10:48 AM Nicole Mardell <nmardell@ci.sisters.or.us> wrote:

Hi Jean,

I will add you to our mailing list for the notice of public hearing and notice of decision for this application.

You can view the project materials and staff report (when available) on the project website:
https://www.ci.sisters.or.us/community-development/page/sisters-woodlands-rezone-cp-20-03-zm-20-02

Best,

Nicole

Nicole Mardell, LEED GA

Principal Planner

City of Sisters | Community Development Dept.

PO Box 39 | 520 E. Cascade Ave., Sisters, OR 97759

Direct: 541-323-5208 | City Hall: 541-549-6022

nmardell@ci.sisters.or.us | www.ci.sisters.or.us

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From: Jean Dahlquist <jdahlqu1@gmail.com>
Sent: Thursday, August 13, 2020 10:41 AM
To: Nicole Mardell <nmardell@ci.sisters.or.us>
Subject: PAPA CP 20-03, ZC 20-02

Good morning,

My name is Jean Dahlquist and I am conducting some research for the Fair Housing Council of Oregon (FHCO). I was hoping to obtain the staff report and all corresponding attachments for CP 20-03/ZC 20-02 when available. We will be reviewing Goal 10 findings specifically, and submitting positive or negative comment letters when appropriate. The goal of the Goal 10 project is to ensure cities/counties are fulfilling their Statewide Planning Goal obligation in regards to Goal 10.

Thus, I just wanted to introduce myself and let you know that I am available for any questions or staff report review. I'm hoping this can be a collaborative process where we can both learn from each other. In the meantime, we have obtained the following resource to help guide future staff reports: https://www.housinglandadvocates.org/wp-content/uploads/2018/04/Goal-10-Guidance-Letter-to-Cities-and-Counties-signed.pdf.

Please confirm receipt of this e-mail, and I look forward to hearing from you soon,

Very Respectfully,

Jean Dahlquist

Fair Housing Council of Oregon

Phone: (414) 477-1567

E-mail: jdahlqu1@gmail.com

Linkedin

Nicole Mardell

From: Daidre Streeter <daidre@lairdsuperfood.com>
Sent: Wednesday, September 9, 2020 3:37 PM
To: Nicole Mardell
Subject: Reference Project Number: CP 20-03, ZM 20-02 "Sisters Woodlands"

Hello Nicole,

I wanted to share my thoughts on the new housing project in Sisters.

I have lived in Sisters for over 15 years now and raised my Son here. He graduated from Sisters High School in 2015. It was my dream to raise him here and I am so grateful that I had the opportunity for him to grow up in such a beautiful and safe place.

I have always had 2 to 3 jobs to make ends meet as it is very costly to live here. I have been fortunate enough to rent a really nice cabin for the last 13 years and now I have to move as the owners want to retire here. I have found that the rent in Sisters is very high along with home prices. I am having a really hard time finding a place to live and hoping I can remain in Sisters.

When Laird Superfood came to town, it allowed a lot of locals to get a full-time, year-round job with benefits. LSF was able to hire 50+ people during the pandemic which helped a lot of displaced workers. I started in Customer Service and have leveled up to a Regional Sales Manager. This company has changed my life in so many ways.

Our CEO at LSF is Paul Hodge and he is heading up this project. He chose to start a business and raise his family in Sisters and now he wants to make sure this town doesn't become a high-end resort town that feeds a culture of the "Haves" and "Have Nots." Paul wants to make sure this property is developed by locals for locals, not out of town developers that only care about the money. We need to keep our town filled with solid, middle-class young families to keep our economy strong. I know Paul will make sure this project is done tastefully and only enhance our town's decor.

You can't stop population growth and development, so let's find a way to work together and support the growth and do it the way we want it done.

I am so excited that I may have the opportunity to buy a house in Sisters. I hope that my Son will always be able to come Home to the magical place he was raised.

Thank you!
Daidre Streeter

--
Daidre Streeter
Regional Sales Manager
PNW/NorCal/Hawaii
Laird Superfood
c:541-497-3921
www.lairdsuperfood.com

From: CANDACE TERRY
To: Nicole Mardell
Subject: Development of Forest Service Property
Date: Wednesday, September 9, 2020 5:41:33 PM

I am appealing to you to think of the repercussions that the “cottage development” of the entry to Sisters will do to the unique “Sisters” way of life and the immediate image that visitors will feel upon arrival. They are talking about saving somewhere around 200 trees in their development which if you look at the area is minimal. This development could be placed outside of the immediate town. Clear Pines development destroyed most of the native pines of all ages and look at what Hayden homes development has done near the High School and the quality of their homes is so inferior to other older areas

Where can you live that children are riding by on their scooters and skateboards, people of all ages are riding bikes, people walking their dogs, music being played at local
restaurants and wonderful parks, and walking through Sisters either on the sidewalks or in the street is a common sight.

Sisters is at a critical time where we can loose the little town as we know it for want of poor planning.

Nicole Mardell

From: Marvin Inman <marvbin65@gmail.com>
Sent: Thursday, September 10, 2020 10:08 AM
To: Nicole Mardell
Subject: Fwd: City of Sisters Planning Commission Meeting -Rezoning Forest Service Peoperty

See email below

---------- Forwarded message ---------
From: **Marvin Inman** <marvbin65@gmail.com>
Date: Thu, Sep 10, 2020 at 10:00 AM
Subject: City of Sisters Planning Commission Meeting -Rezoning Forest Service Peoperty
To: <nmardell@sisters.or.us>, Marvin Inman <Marvbin65@gmail.com>, <editor@nuggetnews.com>

I am against the plan to rezone and to develop the 31 acre property previously owned by the State Forestry.

1. Traffic on HWY 20 and the connecting side roads, McKinney Butte and Barkley thru the roundabout is already congested to the point of vehicles stopped waiting for traffic to ease through downtown and those using Barkley as an alternate route. Adding up to 300 homes x 2 to 3 cars per home will only increase the already clogged hwy. Your previous traffic studies that were completed for the McKenzie Meadows development with your expert stating "we need to preserve our roundabout" and the report of the future commercial development around Takotas and BiMart are a joke. What about the future developments listed below in item #3. What are the plans for traffic flows?

2. It is stated in the article that they will preserve somewhere around 200 trees. How many trees are on that site? Whatever happened to the "City of Trees"?

3. "Planning for the future" What is the present citation with the water, sewage system and garbage service capacity and roads for the City of Sisters? This development of 300 homes and with the 200 homes presently being built by Hayden homes at the McKenzie Meadows Village Development and the future continued development of another possible 600 homes directly behind that development on tax lots 1510050001200,1202,1203, with an average of two cars per household.

4. Affordability? people working service jobs and for companies that already provide jobs in the City of Sisters will not be able to afford 1900 sq ft homes making minimum wages. There are 380 sq ft studio homes on McKinney Butte that rent for $1200. Home developers are in it to make money. The city can not subsidise homeowners and renters.

The City should do a survey of homes and apartments under construction and being sold presently to see who are buying and living in Sisters. Are they the average local workers, people working out of town or retired. What is the vacancy rate of the apartments that we presently have and looking forward to the five apartment units under construction in the last phase of the Village at Cold Springs South?

Marvin Inman
1654 W. Aitken Ave.
Sisters, Or. 97759

Nicole Mardell

From: Jeff Baker <jbaker@craft3.org>
Sent: Thursday, September 10, 2020 8:28 AM
To: Nicole Mardell
Subject: Paul Hodge-Letter of support
Attachments: Sisters Affordable Housing project-Letter of Support.docx

Hello Nicole,

Please find the attached letter of support in regards to the Sisters Woodlands project. I believe a meeting is being held tonight to discuss.

Thank you and I hope you have a great day.

Jeff Baker, **VP,** Business Lender
Craft3
917 NW Harriman Street, Suite 101, Bend, OR 97701
Tel: 888-231-2170 ext 155
Cell: 541-390-2342
jbaker@craft3.org

Secured by Paubox - HITRUST CSF Certified

9/10/20

RE: Project number: CO 20-03, ZM 20-02, and Sisters Woodlands

To whom it my concern,

I am writing this letter in support of Paul Hodge and his team as they continue to explore opportunities to develop land in the Sisters, OR area for affordable housing. Oregon, and even nationally has seen a crisis with housing and many developers are looking to find ways to support local communities. This is a difficult task and I applaud Paul and his team for finding a way to keep the town of Sisters growing without sacrificing to out of town developers looking to make a quick buck. I am also inspired with the concern to keep as much of the green space and vegetation as possible.

I have looked at the initial plan and am impressed with the thoughtful proposal and recognition that as Sisters grows the residents do not want to lose what makes the town great. While this has only been a cursory overview and in no way is a decision on Craft3's part to lend to the project, Craft3 would be willing to continue discussions should the need for financing be there in the future.

Thank you for your consideration,

Jeff Baker
VP-Business Lender
Craft3
Bend, OR

Nicole Mardell

From: Ed Cook <ecultra@aol.com>
Sent: Thursday, September 10, 2020 1:27 PM
To: Nicole Mardell
Subject: My name is Ed Cook,and I live in Sisters. Been coming to Sisters here 20 yrs. move here 4 yrs, ago from Va. Its a shame what Sisters has become and what has been lost. Biggest developer in Sister is a disgrace to the trade. Clear Pine what a proper nam...

Sent from my iPhone

Nicole Mardell

From: Tom Ries <tom.ries007@gmail.com>
Sent: Thursday, September 10, 2020 2:05 PM
To: Nicole Mardell
Subject: Forest Service property along Pines Street

I am a Resident of the City of Sisters and I opposed the proposal to re-zone the property in question from Public facilities, urban area reserve and Open space to multi-family residential.

Even though Sisters is surrounded by National Forest lands, the city of sisters still needs open space within our city limits to off set are ever expanding population. I come from a place that continued to expand housing for open space and now it's not a very desirable place to live.

The answer to more affordable housing is not to build cheaper homes, condos and apartments. The answer to affordable housing is to encourage employers to pay their employees a better wage, which is good for employees, local economy, schools and in the end, the employer.

I urge the planning commission to not support the zoning change. We shouldn't be in the business of helping business owners subsidize housing for their employees. Open space within the city is a finite factor and when lost, it's never recovered.

Thank you,
Tom Ries
369 N Rope Place
Sisters, Oregon

To: Nicole Mardell, City of Sisters

From: JK Wells,
Resident in Sisters, Oregon

Date: September 9, 2020

Re: Sisters Woodlands Rezone: CP 20-03, ZM 20-02

The submitted traffic study for the project is laughable and inexcusable. Only six hours were studied between two separate days in the winter of 2019: Two hours in the afternoon on Tuesday October 15th and four hours in the afternoon on Thursday December 12th. The short survey failed to sample traffic periods on weekends, on holidays, during the morning commute or during the summer. The study does not accurately represent existing or projected traffic conditions and problems.

Traffic congestion in Sisters is a well known problem especially during summer, on holidays and during special events. When Highway 20 backs up, as it often does, there is a major surge in residential street traffic from vehicles seeking alternate routes. Adding 300 new homes in two years will increase Sisters population by 25 percent or more and will substantially increase traffic and human congestion throughout the city and in recreational areas with no foreseeable way to relieve or control it.

Sisters is fast losing its personality and small town charm. All focus on this rezoning project appears to be about the money it can generate for the city and for business interests with little real consideration for the negative impact to the quality of life for Sisters residents and the environment while pretending the project is for reasons other than profit.

I oppose the rezoning.

JK Wells
Sisters, Oregon

EDCO MOVE START GROW

September 3, 2020

Dear City of Sisters Planning Commission:

FILE NUMBER(S): CP 20-03, ZM 20-02

I sincerely apologize that I am unable to attend the September 10th Planning Commission meeting and discussion regarding the future development of the middle parcel of the current USFS property. I am on vacation next week with limited connectivity.

I do encourage your consideration of Approval for the Comprehensive Plan Map and Zoning Map Amendment to re-designate and rezone this property.

Your approval will address what I (and the Sisters Country Economic Development Board) hear as one of our top employers' concerns, workforce housing. In addition, it will increase employment land inventory within the City limits creating new opportunities for entrepreneurism.

North Sisters Business Park (Sun Ranch and Three Sisters) has been developing quickly these past few years with several new projects slated to begin this year and next. Despite the current economic challenges, there is high demand for both live/work and light industrial inventory in Sisters.

I am happy to address any questions upon my return. Thank you for your dedication and service.

Best regards,

Capi

Caprielle A Lewis, *Sisters Area Director*

Economic Development for Central Oregon

520 E. Cascade
Sisters, OR 97759

541.977.5683
www.edcoinfo.com

EXHIBIT C: AGENCY REVIEW COMMENTS

Notices were sent to City Departments and other affected agencies for comment. The following Department and Agency comments were received:

PUBLIC WORKS (PAUL BERTAGNA)/ENGINEERING (ERIK HUFFMAN & JOE BESSMAN):

See attached.

ODOT (DON MOREHOUSE)

See attached.

SISTERS/CAMP SHERMAN FIRE DISTRICT (DOUG GREEN):

No comments.

CENTRAL OREGON ELECTRIC COOPERATIVE (PARNELI PERKINS):

CEC has no concerns.

HIGH COUNTRY DISPOSAL (ABIE BURKUS):

No Comments.

SISTERS AIRPORT (DAVE CAMPBELL)

No comments.

520 E. Cascade Ave.
P.O. Box 39
Sisters, OR 97759

(541) 323-5212
Fax: (541)549-0561
www.sisters.or.us

CITY OF SISTERS

Public Works Department

TO: Paul Bertagna, Director of Public Works

FROM: Erik Huffman, City Engineer

DATE: July 27, 2020

SUBJECT: CP 20-03, ZC 20-02 The Woodlands Engineering Review

Zone Change: 201 N Pine Street

Streets Review:

Separate review document to be submitted to address transportation impacts.

Water Review:

Water Infrastructure

Existing Conditions
10" water main exists along the west boundary of the property, within an easement to be granted in coordination with USFS.
Variable size water main exists along the east boundary of the property in Pine Street (8"-12" variable)
No water main exists in Barclay Drive along the property boundary.
The south boundary has no water main, however an existing 10" main exists across the USFS property south of the boundary.

Proposed Improvements
None

Additional Requirements:
No water mains or other infrastructure are identified in the Water Capital Facilities Plan on the subject property. Development of the property will require looping of water mains in general and will require all water mains for the development to be extended to and through the subject property. All water infrastructure shall be constructed per City of Sisters Standards and Specifications.

Water Right Mitigation

Existing Conditions
The subject property has 127.4 EDUs of allocated water use per the master plan.

Proposed Improvements
The developer has proposed a water mitigation fee for the anticipated EDU increase on the property. The water mitigation fee is based on typical City calculations for water mitigation. The calculated water right acreage is 16.37 acres at $6,800 per acre, a calculated total of $111,316.

Additional Requirements:
Water mitigation fees for 16.37 acres of water rights shall be required as part of development. Fee amount shall be based on current water right acre cost. The first 127 EDU's of development on the subject property do not require water mitigation fee. Developer shall provide information at building permit application indicating whether building permit is within the first 127 EDU's. All EDU's following the 127th EDU shall require a water mitigation fee.

Sewer Review:

Sewer Infrastructure

Existing Conditions
A portion of the subject property flows toward the City's 15" trunk line along the west and south boundaries of the property. The majority of the site flows toward the City's Wastewater Pump Station #2.

Proposed Improvements
324.5 EDU's are proposed for the subject property.

Additional Requirements
Pump Station #2 is nearing capacity and the additional flows identified in the application will require wetwell and emergency backup generator upgrades. A fee of $72,972.97 is required to mitigate the impacts to Pump Station #2. This fee is due prior to recording of any plat or approval of any building permit on the subject property.

For any phase of development which is planned to exceed a total overall property development of 127 EDU's, infrastructure improvements for that phase shall include the re-direction of the existing force main from Pump Station #2. The force main shall be reconstructed so that its outfall in Barclay Drive is abandoned and the outfall is at the City's 15" trunk line.

The City's Wastewater Facilities Plan includes development of a new Westside Pump Station which is to be located adjacent to the subject property. The additional flows identified in the application, those flows above the anticipated in current zoning, will require that the Westside Pump Station be designed for larger flows than originally anticipated. A fee of $286,733.12 is required to mitigate the impacts to the Westside Pump Station. The fee shall be due at the time of final plat of any phase of development in which 127 EDU's for the overall property is anticipated to be exceeded.

From:	Joe Bessman
To:	Nicole Mardell; Paul Bertagna; Erik Huffman PE PLS CWRE LEED AP (ehuffman@beconeng.com); Garrett Chrostek
Subject:	Forest Service Rezone Review
Date:	Friday, July 24, 2020 2:40:26 PM
Attachments:	1237review2.pdf

Good afternoon,

Enclosed is my review of the Forest Service property. They have +78 PM trips (compared to Kevin Spencer's 201) and I am calculating a $38,785 pro-rata payment. This is different than their number of about $24,000. Note too that this is only a comparative analysis for the rezone that assesses the difference in trips, and unlike the Spencer site this is not a comparison with "0"; this means that we will need separate entitlements review based on their site plan as well.

Let me know if you have any questions on this!

Thanks,
Joe

Joe Bessman, PE
Principal, Owner

Transight Consulting, LLC
Bend, Oregon
office: (458) 202-5565
cell: (503) 997-4473
email: joe@transightconsulting.com
web: https://transightconsulting.net/

TRANSIGHT CONSULTING, LLC
Transportation Engineering and Planning Services

Date:	July 24, 2020
To:	Melissa Webb, PE, Lancaster Mobley Engineering
Cc:	Paul Bertagna and Nicole Mardell, City of Sisters Erik Huffman, PE, City Engineer
From:	Joe Bessman, PE
Project Reference No.:	1237
Project Name:	Sisters Woodlands TPR Review

This memorandum follows the prior June 30, 2020 comments on the Sisters Woodlands project based on the revised traffic study dated July 13, 2020 from Lancaster Mobley. The proposed project is rezoning a portion of the Forest Service project from Public Facilities, Urban Area Reserve, and Open Space to North Sisters Business Park, Downtown Commercial, Multifamily Residential, and Open Space. The application is for a rezone only with no concurrent site plan application.

For a rezone analysis, the requirements within the Transportation Planning Rule section on Plan and Land Use Regulation Amendments (OAR 660-12-0060) provides the applicable review criteria. Essentially, the applicant is required to provide a comparative analysis of the potential impacts of the current zoning and those of the proposed zoning to identify how long-range infrastructure plans are impacted.

The subject property has already been contemplated for higher intensity development within the adopted Transportation System Plan (TSP). This plan followed a Transportation Growth Management (TGM) grant from ODOT that explored various mixed-use concepts for the property. With this prior work, the Transportation System Plan was very specific about the future redevelopment potential of the overall Forest Service lands. The subject application includes approximately 78 percent of these overall lands, and so assumed 78% of the previously allocated trips. Even without this prior planning, the portion of the property zoned for *Public Facilities* could develop with fairly intense uses (library, DMV, or school use) resulting in fairly intense development scenarios. By a similar approach, the proposed inclusion of North Sisters Business Park to 4.93 acres could potentially include more intense uses such as medical offices, restaurants, pubs, or a coffee shops.

Overall, the applicant's comparative analysis of the existing zoning (based on the specific TSP assumptions) and the proposed zoning shows a *reasonable* worst-case scenario that could produce an approximately +78 weekday p.m. peak hour trip increase on the transportation system. While not binding with this rezone application, the applicant's contemplated uses for the property show a reduced impact of only +43 weekday p.m. peak hour trips.

The applicant's traffic study reviewed operations at six critical intersections that form key connections with the alternate route or the US 20 corridor. Of these, the analysis shows long-term impacts at the following intersections:

- US 20/Pine
- US 20/Locust

Mitigation proposed by the applicant is consistent with the adjacent rezone application, which is provision of payments toward improvements that will benefit the implementation of the Alternate Route. It is requested by the applicant that the City and ODOT make findings that the pro-rata payment toward these transportation improvements will outweigh the impacts of the project. The City and ODOT have this flexibility within the TPR, as well as the ability to consider the benefit of added traded sector jobs within the industrial lands.

Given the location of the site and the areas impacted, the same methodology that was proposed for the adjacent rezone was applied. This was premised on the following:

The specific improvements that were identified by the City and ODOT include the following:

- Variable Message Signs for eastbound and westbound US 20 traffic (Est. $400,000 with overhead mount, cabinet, and wireless communication system).
- Alternate Route Wayfinding Signage (Est. $10,000 with fabrication/installation)
- Completion of single-lane US 20/Locust roundabout (Assumed funded, $0)
- Completion of Barclay/Locust roundabout (50% costs from SDC, 50% unfunded - $1,250,000)

Total Unfunded Projects: $1,660,000

Estimated Pro-Rata Impact to US 20: 35 / 1,498[1] Through Trips = 2.34%

= $38,785.05

The specific impacts of the rezone will not occur until projects are built, and additional site-specific analysis will also be required to support the mix of actual uses.

Please let me know if you have any questions on this completeness review. I can be reached at (503) 997-4473 or via email at joe@transightconsulting.com.

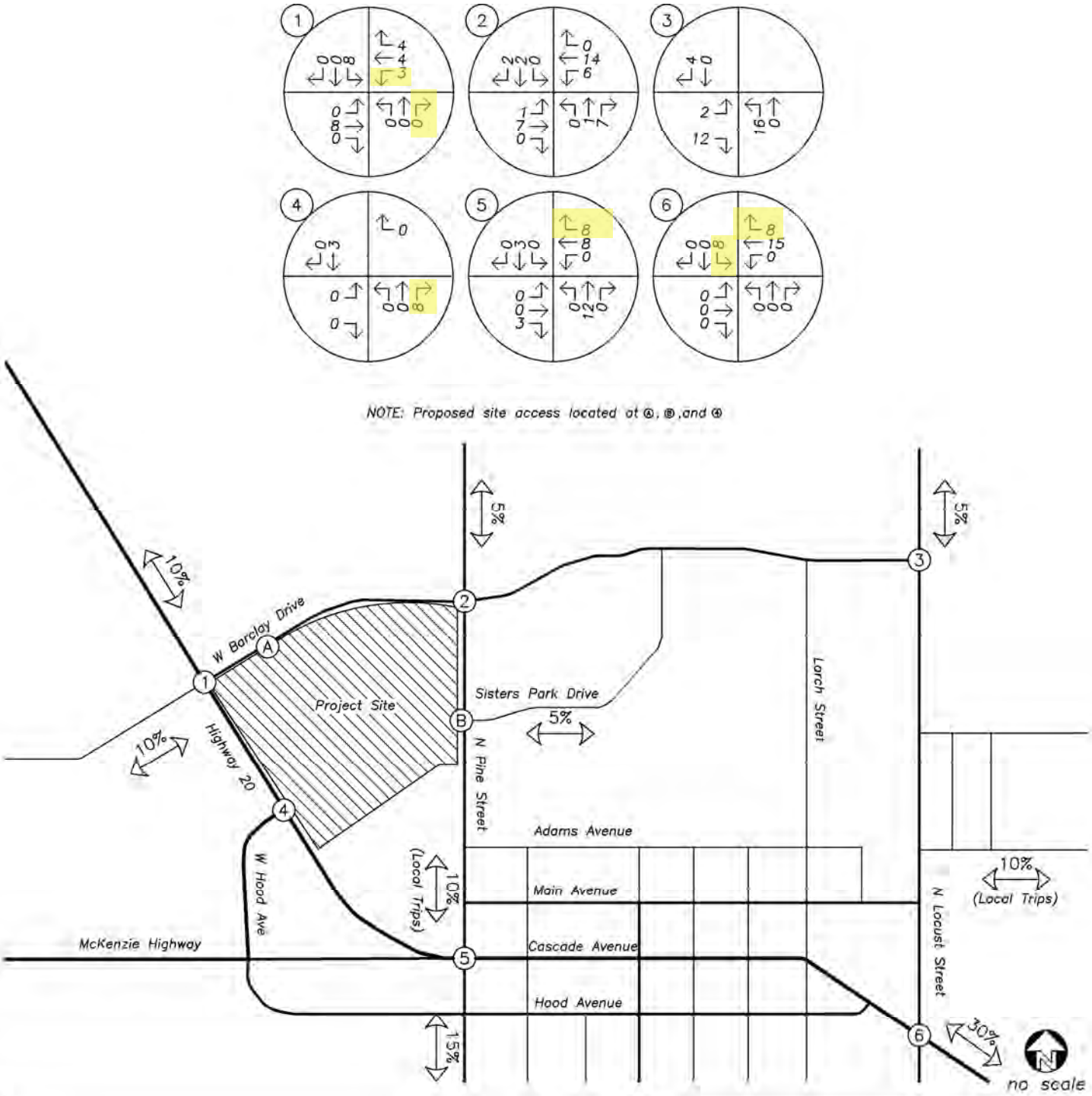
Attachments:

- Weekday PM Peak Hour Trip Impacts

[1] Based on projected 2040 highway through trips at US 20/Pine Street as identified within Figure 6 of the Spencer Rezone TIA (868 eastbound, 630 westbound)

XX% PERCENT OF PRIMARY TRIPS

TRIP GENERATION			
	IN	OUT	TOTAL
PM	78	35	113



lancaster mobley

SITE TRIP DISTRIBUTION & ASSIGNMENT

Proportional Share Mitigation

PM Peak Hour

Figure 7

Sisters Woodlands

7/9/2020

TRANSIGHT CONSULTING, LLC
Transportation Engineering and Planning Services

Date:	June 30, 2020
To:	Todd Mobley, Lancaster Mobley Engineering
Cc:	Paul Bertagna and Nicole Mardell, City of Sisters Erik Huffman, PE, City Engineer
From:	Joe Bessman, PE
Project Reference No.:	1237
Project Name:	Sisters Woodlands TPR Review

This memorandum provides formal review comments on the May 22, 2020 report submitted by Lancaster Mobley Engineering for the Sisters Woodlands Transportation Planning Rule analysis. The proposed application seeks to rezone the northern Forest Service parcel (201 N Pine Street) from Public Facilities, Urban Area Reserve, and Open Space to a combination of North Sisters Business Park, Downtown Commercial, Multifamily Residential, and Open Space. The application does not include a concurrent site plan and so assesses a reasonable "worst case" trip generation scenario, noting that future development plans are likely to be less intense.

The applicable criteria within a zone change analysis is the Transportation Planning Rule (Oregon Administrative Rule 660-12), and specifically section -0060 addressing *Plan and Land Use Regulation Amendments.* Effectively, the Transportation Planning Rule establishes the requirements for agencies to coordinate transportation and land use, develop a safe and efficient multi-modal system, and identify funding mechanisms to ensure that the necessary infrastructure can be provided as required. For a rezone effort the applicant must demonstrate whether the changes to the land use assumptions modify the system needs (create a "significant impact"), and if so, identify appropriate mitigation measures or changes to bring it back into compliance with State requirements. As such, the transportation analysis for a rezone is premised on the assumptions in the adopted Transportation System Plan.

When the 2010 Transportation System Plan was developed by DKS the Forest Service was in the process of reviewing various redevelopment scenarios for their property. As cited on page 112 of the City's adopted Comprehensive Plan:

> *"The USFS owns several properties in Sisters, including a 42.58 acre property designated and zoned Public Facilities, which is commonly referred to as the 'South Barclay Parcel'…"*

The Comprehensive Plan states that in 2010 through a Transportation Growth Management project the City, USFS, DLCD, and ODOT coordinated efforts to review density thresholds and land use types that would not trigger the Transportation Planning Rule. Four separate development scenarios were reviewed with varying mixes of retail, residential, and industrial uses, though it does not appear that a single scenario was adopted.

The 2010 Transportation System Plan was developed and accounts for these properties. The travel demand model prepared as part of this effort assumed that the "South Barclay Parcel" would include 60 retail employees, 25 service employees, and 5 "other" employees. This assumed scenario was projected to generate 312 weekday p.m. peak hour trips. However, while referred to as the "South Barclay Parcel"

this reflects trips from the 42.6 acres that includes the 32.40-acre subject property and the southern 11.22-acre USFS parcel[1], which is planned to retain its current USFS uses (see Figure 1). No changes to this forecasting was provided in the 2018 Transportation System Plan Update, so these land use assumptions remain valid.

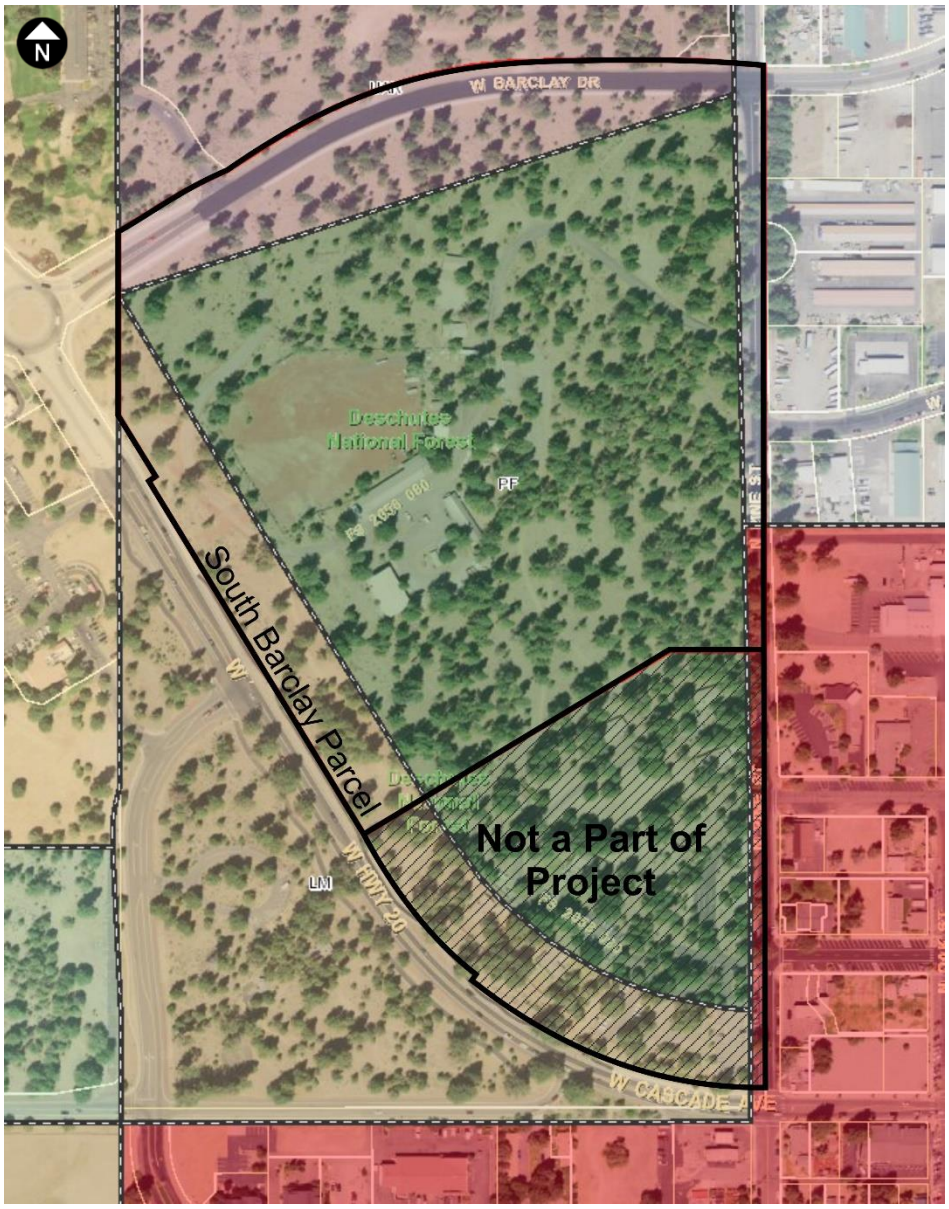


Figure 1. "South Barclay Parcel" and Comprehensive Plan designations – note that the hatched parcel is not included in the rezone and should be omitted from previously assigned trips.

[1] Acreages cited are as reported within DIAL (https://dial.deschutes.org/)

Accordingly, the analysis should be revised to proportionately consider the individual acreage of developable PF lands within each parcel (or alternatively the developable areas of each). Figure 1 illustrates the two parcels and the current Comprehensive Plan boundaries. As shown, a direct comparison of acreage would include the non-buildable right-of-way along Barclay Road and Pine Street. Considering only the PF zoned lands the subject property is approximately 78% of the "South Barclay Parcel" and so would only have been assigned 243 of the 312 weekday p.m. peak hour trips. This would then increase the impact of the rezone from the +44 weekday p.m. peak hour trips that were assessed to instead review +113 weekday p.m. peak hour trips.

Please let me know if you have any questions on this completeness review. I can be reached at (503) 997-4473 or via email at joe@transightconsulting.com.

From:	MOREHOUSE Donald
To:	Nicole Mardell
Cc:	BARRETT Mark S; AMITON David; SMITH Aaron K; SCHOLTES James M
Subject:	RE: Request for Agency Comments (CP 20-03, ZC 20-02)
Date:	Thursday, July 2, 2020 1:02:54 PM
Attachments:	SistersWoodlandsResponseMOREHOUSE.docx.pdf

Hi Nicole,

I have attached our response to CP 20-03, ZC 20-02 (Sisters Woodlands Rezone/Re-designation) to this email. Let me know if you have any further questions and have a great 4th of July Weekend!

Don Morehouse
Senior Transportation Planner
ODOT Region 4
Desk: (541) 388-6046
Personal Cell: (805) 458-3320
Work Cell: (541) 233-6558
Donald.Morehouse@odot.state.or.us

***I will be working from home for the week of June 29-July 3:*

- *Monday - Thursday (7:30AM-5:00PM)*
- *Friday - (7:30AM-11:30AM)*

Oregon
Kate Brown, Governor

Oregon Department of Transportation
Region 4 Headquarters
63055 N. Highway 97
Bend, OR 97703
(541) 388-6180
FAX (541 388-6231

DATE: 7/2/20

NICOLE MARDELL, PRINCIPAL PLANNER
CITY OF SISTERS COMMUNITY DEVELOPMENT
520 EAST CASCADE
PO BOX 39
SISTERS, OR 97759

Project Name: Sisters Woodlands Rezone/Re-designation	**Applicant:** PX2 Investments, LLC
Jurisdiction: City of Sisters	**Jurisdiction Case #:** CP 20-03, ZC 20-02
Site Address: 201 N. Pine Street.	**Legal Description:** 151005D000 **Tax Lot(s):** 200
State Highway: US 20	**Milepost:** Roughly 100.1

ODOT Response

Thank you for sending agency notice of a request for approval of a Comprehensive Plan/Map Amendment and Zone Change to alter the designation of a 35.8 acre property from Urban Area Reserve (UAR), Open Space (OS), and Public Facilities (PF) to Multi-Family Residential (MFR), Downtown Commercial (DC), North Sisters Business Park (NSBP), and Open Space (OS). ODOT has the following comments pertaining to the Sisters Woodlands Transportation Impact Study (TIS) dated May 22, 2020:

- Trip Generation – The TIS uses existing trips from the model run in 2010 (to support the TSP). The TIS should compare the existing ITE Trip rates, based on existing land use potential, draw a comparison to that versus what was pulled from the model. This could impact the remaining analysis, but it's likely the ITE trip for existing is higher than what was in the model so it may just be a check-point for proceeding as is.

- Trip Generation – A trip cap (+10% of TIS Trip Generation?) may be appropriate to verify impacts are mitigated based on this site plan and future site plan that actually gets developed.

- Mitigation – It should be noted that a TIS will be needed when the actual site develops and additional mitigations may be necessary. Also, how does the development proposed to mitigate the impacts at US 20/Pine Street?

You may contact me at 541-388-6046 if you have any further questions or require additional information on our response to this proposal.

Thank you,

Don Morehouse

Don Morehouse
Senior Transportation Planner, Development Review

Please send any further project related correspondence to:

ODOT Region 4 Planning
Development Review
63055 N. Highway 97, Bldg M
Bend, OR 97703

Donald.Morehouse@odot.state.or.us

Development Review Planner: Don Morehouse	541.388.6046
Region 4 Traffic Manager: Mark Barrett	541.388.6120
District Contact: Aaron Smith	541.388.6054

From: Perkins, Parneli
To: Nicole Mardell
Subject: RE: Request for Agency Comments (CP 20-03, ZC 20-02)
Date: Friday, June 5, 2020 8:28:48 AM
Attachments: image001.png

CEC Has no Concerns
Thank you

Parneli Perkins • **Central Electric Cooperative, Inc.** • Lands Specialist
Office: 541.312.7747 | Fax: 541.923.3549 | pperkins@cec.coop
2098 NW 6th St., PO Box 846, Redmond OR 97756 www.cec.coop

This e-mail message contains information that may be confidential. Use by parties other than the intended recipient is unauthorized and prohibited.

From: Nicole Mardell <nmardell@ci.sisters.or.us>
Sent: Friday, June 5, 2020 8:00 AM
To: Paul Bertagna <pbertagna@ci.sisters.or.us>; Erik Huffman <ehuffman@beconeng.com>; 'Joe Bessman' <Joe@transightconsulting.com>; Perkins, Parneli <pperkins@cec.coop>; 'Burkus, Albert' <ABurkus@republicservices.com>; 'Doug Green' <dgreen@sistersfire.com>; 'Peter Gutowsky' <Peter.Gutowsky@deschutes.org>; 'MOREHOUSE Donald' <Donald.MOREHOUSE@odot.state.or.us>
Cc: 'Garrett Chrostek' <Chrostek@bljlawyers.com>; 'ian.reid2@usda.gov' <ian.reid2@usda.gov>
Subject: Request for Agency Comments (CP 20-03, ZC 20-02)

WARNING: This email is not from a CEC email address.
Please do not click links or open attachments unless you requested them and know the content is safe.

Good morning,

We have received an application for a Comprehensive Plan/Map Amendment and Zone Change. The attached pdfs include the application form, existing and proposed Comprehensive Plan and Zoning Maps, and water and sewer analysis. The application materials are large in file size and will be posted to Accela later today. Please send your comments and recommended conditions of approval to me (nmardell@ci.sisters.or.us) by Wednesday, July 1, 2020.

File #s: CP 20-03, ZC 20-02
Applicant: Paul Schneider, PX2 Investments LLC
Owner: US Forest Service
Site Location: 201 N Pine Street, Sisters OR 97759
Tax Map and Lot: 151005D000200
Request: The applicant is requesting approval of a Comprehensive Plan Text and Map amendment and a Zoning Map amendment to alter the designation of a 35.8 acre property from Urban Area Reserve (UAR), Open Space (OS), and Public Facilities (PF) to Multi-Family Residential (MFR), Downtown Commercial (DC), North Sisters Business Park (NSBP), and Open Space (OS).

EXHIBIT D: STAFF RECOMMENDED CONDITIONS OF APPROVAL

Based on the submitted plans and foregoing findings, Staff recommends that the City Council approve the land use applications in files CP 20-03/ZM 20-02 subject to the following conditions of approval. **All conditions shall be met prior to master plan application,** unless otherwise stated within each condition of approval. References to the subject property refer to the property subject to this CP 20-03/ZM 20-02. All payment amounts are in 2020 dollars. Amounts will be adjusted for inflation on January 1 of each calendar year proportionate to the yearly change in the Consumer Price Index for All Urban Consumers for the West Region, as published by the U.S. Bureau of Labor Statistics or similar inflation index.

Planning

1. Prior to dividing the property or obtaining site plan approval, the applicant shall submit a master plan application for the entirety of the subject property.
2. Prior to Master Plan approval, the applicant shall submit preliminary plans for the use of the 3.85-acre Open Space area to the City for review.
3. Within 30 days after the approval becomes final, Applicant will execute and record a conditions of approval agreement against the subject property in form satisfactory to City to place future owners on record notice of these conditions of this approval.

Public Works & Engineering

Transportation

4. A payment of $38,785.05 shall be paid by Applicant as its proportionate share of improvements along US 20 and the parallel Alternate Route to support east-west mobility needs along the US 20 corridor.
5. Additional traffic analysis will be required for subsequent land use applications as prescribed in the Sisters Development Code, which may require additional mitigation.
6. Transportation System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

Water

7. Development of the property will require looping of water mains in general and will require all water mains to be extended to and through the subject property. All water infrastructure shall be constructed per City of Sisters Public Works Standards and Specifications.
8. The first 127 EDUs of development on the subject property do not require any water supply mitigation. Developer shall provide information as part of each building permit application indicating the aggregate number of EDUs developed on the subject property. Each EDU following the 127th EDU shall require a water mitigation fee of $565.05 per EDU.
9. A stamped engineering memo must be included as part of each land division and/or site plan application indicating the number of EDUs proposed, total EDUs for all development on the subject property to date, and confirmation of required system pressure at peak demand for the development subject to site plan approval. If required system pressures cannot be met, mitigation satisfactory to the City shall be required prior to the issuance of any building permits in furtherance of the proposed land division and/or site plan.
10. Water System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

Sewer

11. Prior to recording the initial land division plat or issuance of the initial building permit, whichever occurs first, a fee of $72,972.97 is required to mitigate the impacts to Pump Station #2 including wet well and emergency backup generator upgrades.

12. Development resulting in excess of 127 EDUs in the aggregate will require infrastructure improvements approved by the City Engineer that re-direct the existing force main from Pump Station #2 to the City's trunk line. In the event of a phased subdivision application, improvements are required at the time of final plat for the phase that exceeds 127 EDUs.
13. Any development on the subject property in excess of 127 EDUs in the aggregate will require a fee of $280,768 to mitigate the impacts to the Westside Pump Station.
14. A stamped engineering memo must be included as part of each land division and/or site plan application indicating the number of EDUs proposed, total EDUs for all development on the subject property to date, and peak flow for the proposed development subject to site plan review. If peak flows exceed maximum operating conditions as determined by AWWA guidelines, applicant shall be required to provide mitigation satisfactory to the City prior to any building permits in furtherance of the proposed land division/site plan.
15. Sewer System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

----------*End of Conditions*----------

Exhibit B

CONDITIONS OF APPROVAL

[attached]

DRAFT

EXHIBIT B: STAFF RECOMMENDED CONDITIONS OF APPROVAL

Based on the submitted plans and foregoing findings, Staff recommends that the City Council approve the land use applications in files CP 20-03/ZM 20-02 subject to the following conditions of approval. **All conditions shall be met prior to master plan application,** unless otherwise stated within each condition of approval. References to the subject property refer to the property subject to this CP 20-03/ZM 20-02. All payment amounts are in 2020 dollars. Amounts will be adjusted for inflation on January 1 of each calendar year proportionate to the yearly change in the Consumer Price Index for All Urban Consumers for the West Region, as published by the U.S. Bureau of Labor Statistics or similar inflation index.

Planning

1. Prior to dividing the property or obtaining site plan approval, the applicant shall submit a master plan application for the entirety of the subject property.
2. Prior to Master Plan approval, the applicant shall submit preliminary plans for the use of the 3.85-acre Open Space area to the City for review.
3. Within 30 days after the approval becomes final, Applicant will execute and record a conditions of approval agreement against the subject property in form satisfactory to City to place future owners on record notice of these conditions of this approval.

Public Works & Engineering

Transportation

4. A payment of $38,785.05 shall be paid by Applicant as its proportionate share of improvements along US 20 and the parallel Alternate Route to support east-west mobility needs along the US 20 corridor.
5. Additional traffic analysis will be required for subsequent land use applications as prescribed in the Sisters Development Code, which may require additional mitigation.
6. Transportation System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

Water

7. Development of the property will require looping of water mains in general and will require all water mains to be extended to and through the subject property. All water infrastructure shall be constructed per City of Sisters Public Works Standards and Specifications.
8. The first 127 EDUs of development on the subject property do not require any water supply mitigation. Developer shall provide information as part of each building permit application indicating the aggregate number of EDUs developed on the subject property. Each EDU following the 127th EDU shall require a water mitigation fee of $565.05 per EDU.
9. A stamped engineering memo must be included as part of each land division and/or site plan application indicating the number of EDUs proposed, total EDUs for all development on the subject property to date, and confirmation of required system pressure at peak demand for the development subject to site plan approval. If required system pressures cannot be met, mitigation satisfactory to the City shall be required prior to the issuance of any building permits in furtherance of the proposed land division and/or site plan.
10. Water System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

Sewer

11. Prior to recording the initial land division plat or issuance of the initial building permit, whichever occurs first, a fee of $72,972.97 is required to mitigate the impacts to Pump Station #2 including wet well and emergency backup generator upgrades.
12. Development resulting in excess of 127 EDUs in the aggregate will require infrastructure improvements approved by the City Engineer that re-direct the existing force main from Pump Station #2 to the City's trunk line. In the event of a phased subdivision application, improvements are required at the time of final plat for the phase that exceeds 127 EDUs.
13. Any development on the subject property in excess of 127 EDUs in the aggregate will require a fee of $280,768 to mitigate the impacts to the Westside Pump Station.
14. A stamped engineering memo must be included as part of each land division and/or site plan application indicating the number of EDUs proposed, total EDUs for all development on the subject property to date, and peak flow for the proposed development subject to site plan review. If peak flows exceed maximum operating conditions as determined by AWWA guidelines, applicant shall be required to provide mitigation satisfactory to the City prior to any building permits in furtherance of the proposed land division/site plan.
15. Sewer System Development Charges still apply to this property and will be assessed at the time of site plan application and/or building permit.

----------*End of Conditions*----------

Exhibit C

LEGAL DESCRIPTION OF AREAS SUBJECT TO ZONE CHANGE AND PLAN DESIGNATION CHANGE

[attached]

DRAFT

EXHIBIT C

Exhibit

LEGAL DESCRIPTION
ZONE LI / NSBP
PXI-01
May 26, 2020

A tract of land lying in the East one-half of the Southeast one-quarter of Section 5, Township 15 South, Range 10 East, Willamette Meridian, City of Sisters, Deschutes County, Oregon and being a portion of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records and being more particularly described as follows:

Bearings are based on the Central Oregon Coordinate System.

Beginning at the northeast corner of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records marked by a 3 and 1/4" aluminum cap, said point also being on the northerly Right of Way of West Barclay Way;

thence along the east line of said Parcel 2 South 00°00'52" East 59.88 feet to a point on the southerly Right of Way of West Barclay Way, said point being marked by a 5/8" iron rod;

thence continuing on the east line of said Parcel 2 South 00°05'57" West 92.19 feet;

thence leaving said east line North 89°50'22" West 215.33 feet; thence South 00°45'11" East 30.00 feet;

thence North 89°50'22" West 229.27 feet to a point of curve left; thence around the curve left (Central angle = 31°25'01", Radius = 832.25 feet, Long Chord bears South 74°27'08" West, 450.65 feet) 456.35 feet;

thence South 58°44'37" West 206.78 feet; thence North 31°18'06" West 198.74 to a point on the southeasterly boundary of Document Number 2019-49933, Deschutes County Records;

thence along said southeasterly boundary North 64°07'05" East 71.94 feet to the most southerly corner of Document Number 2019-49934, Deschutes County Records marked by a 3 and 1/4" aluminum cap;

thence along the southerly boundary of said Document Number 2019-49934 the following 4 courses: North 58°44'27" East 135.18 feet to a 3 and 1/4" aluminum cap and a point of curve right;

thence around the curve right (Central angle = 31°23'43", Radius = 1023.98 feet, Long Chord bears North 74°26'03" East, 554.10 feet) 561.09 feet to a 3 and 1/4" aluminum cap;

thence South 89°51'42" East 311.93 feet to a 3 and 1/4" aluminum cap;

thence South 85°31'07" East 132.95 feet to the **Point of Beginning.**

Containing 4.96 acres, more or less.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
Nov. 08, 2010
JOHN TAYLOR HAGLUND
55022PLS
RENEWS: 6-30-2021

Exhibit

LEGAL DESCRIPTION
ZONE LM / OS
PXI-01
May 26, 2020

A tract of land lying in the East one-half of the Southeast one-quarter of Section 5, Township 15 South, Range 10 East, Willamette Meridian, City of Sisters, Deschutes County, Oregon and being a portion of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records and being more particularly described as follows:

Bearings are based on the Central Oregon Coordinate System.

Commencing at the most southerly corner of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records marked by a 3 and 1/2" aluminum disk, said point also being on the northerly Right of Way of the Santiam Highway;

thence along said northerly Right of Way and along the southwesterly boundary of said Parcel 2 North 31°18'06" West 375.48 feet to the **Point of Beginning** of the tract herein described;

thence continuing along said northerly Right of Way and along the southwesterly boundary the following 3 courses: North 31°18'06" West 467.58 feet to a 5/8" iron rod with a yellow plastic cap marked "ODOT R/W";

thence North 59°32'06" East 18.12 feet to a 5/8" iron rod; thence North 31°20'48" West 145.58 feet to a 5/8" iron rod with a yellow plastic cap marked "ODOT R/W";

thence leaving said northerly Right of Way and along the westerly boundary of said Parcel 2 the following 3 courses: North 00°00'58" East 245.64 feet to a 5/8" iron rod with a yellow plastic cap marked "ODOT R/W";

thence North 00°08'55" East 22.37 feet to a 2" aluminum cap; thence North 00°01'21" East 104.33 feet to a 3 and 1/4" brass disk on the southeasterly boundary of Document Number 2019-49933, Deschutes County Records;

thence along said southeasterly boundary the following 2 courses: North 58°44'04" East 157.29 feet to a 3 and 1/4" aluminum cap;

thence North 64°07'05" East 26.23 feet;

thence leaving said southeasterly boundary South 31°18'06" East 491.37 feet;

thence South 58°41'54" West 171.00 feet; thence North 31°18'06" West 30.00 feet;

thence South 58°41'54" West 184.00 feet; thence South 31°18'06" East 467.00 feet;

thence South 58°41'54" West 40.00 feet to the **Point of Beginning.**

Containing 3.85 acres, more or less.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
Nov. 08, 2010
JOHN TAYLOR HAGLUND
55022PLS
RENEWS: 6-30-2021

Exhibit

LEGAL DESCRIPTION
ZONE R-MFSD / MFR
PXI-01
May 26, 2020

A tract of land lying in the East one-half of the Southeast one-quarter of Section 5, Township 15 South, Range 10 East, Willamette Meridian, City of Sisters, Deschutes County, Oregon and being a portion of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records and being more particularly described as follows:

Bearings are based on the Central Oregon Coordinate System.

Commencing at the northeast corner of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records marked by a 3 and 1/4" aluminum cap, said point also being on the northerly Right of Way of West Barclay Way;

thence along the east line of said Parcel 2 South 00°00'52" East 59.88 feet to a point on the southerly Right of Way of West Barclay Way, said point being marked by a 5/8" iron rod;

thence continuing on the east line of said Parcel 2 South 00°05'57" West 92.19 feet to the **Point of Beginning** of the tract herein described;

thence leaving said east line North 89°50'22" West 215.33 feet;

thence South 00°45'11" East 30.00 feet;

thence North 89°50'22" West 229.27 feet to a point of curve left; thence around the curve left (Central angle = 31°25'01", Radius = 832.25 feet, Long Chord bears South 74°27'08" West, 450.65 feet) 456.35 feet;

thence South 58°44'37" West 206.78 feet;

thence South 31°18'06" East 292.63 feet; thence South 58°41'54" West 171.00 feet;

thence South 31°18'06" East 437.00 feet;

thence South 58°41'54" West 224.00 feet to the southwesterly boundary of said Parcel 2;

thence along said southwesterly boundary South 31°18'06" East 375.48 feet to the most southerly corner of said Parcel 2 and the northerly boundary of Parcel 1 of said Partition Plat 2019-19 marked by a 3 and 1/2" aluminum disk;

thence along said northerly boundary North 59°12'35" East 726.11 feet to a 3 and 1/2" aluminum disk;

thence continuing along said northerly boundary South 89°53'48" East 192.92 feet to the east boundary of said Parcel 2 marked by a MAG nail and washer;

thence along said easterly line North 00°05'57" East 390.93 feet to the South one-sixteenth corner of Section 5 marked by a 3 and 1/2" aluminum disk,

thence continuing along said easterly boundary North 00°05'57" East 644.04 feet to the **Point of Beginning.**

Containing 25.06 acres, more or less.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
Nov. 08, 2010
JOHN TAYLOR HAGLUND
55022PLS
RENEWS: 6-30-2021

Exhibit

LEGAL DESCRIPTION
ZONE C/CD
PXI-01
May 26, 2020
Page 1 OF 1

A tract of land lying in the East one-half of the Southeast one-quarter of Section 5, Township 15 South, Range 10 East, Willamette Meridian, City of Sisters, Deschutes County, Oregon and being a portion of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records and being more particularly described as follows:

Bearings are based on the Central Oregon Coordinate System.

Commencing at the most southerly corner of Parcel 2 of Partition Plat 2019-19, Document Number 2019-45332, Deschutes County Records marked by a 3 and 1/2" aluminum disk, said point also being on the northerly Right of Way of the Santiam Highway;

thence along said northerly Right of Way and along the southwesterly boundary of said Parcel 2 North 31°18'06" West 375.48 feet;

thence leaving said northerly Right of Way and said southwesterly boundary North 58°41'54" East 40.00 feet to the **Point of Beginning** of the tract herein described;

thence North 31°18'06" West 467.00 feet;

thence North 58°41'54" East 184.00 feet;

thence South 31°18'06" East 467.00 feet;

thence South 58°41'54" West 184.00 feet to the **Point of Beginning.**

Containing 1.97 acres, more or less.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
Nov. 08, 2010
JOHN TAYLOR HAGLUND
55022PLS
RENEWS: 6-30-2021

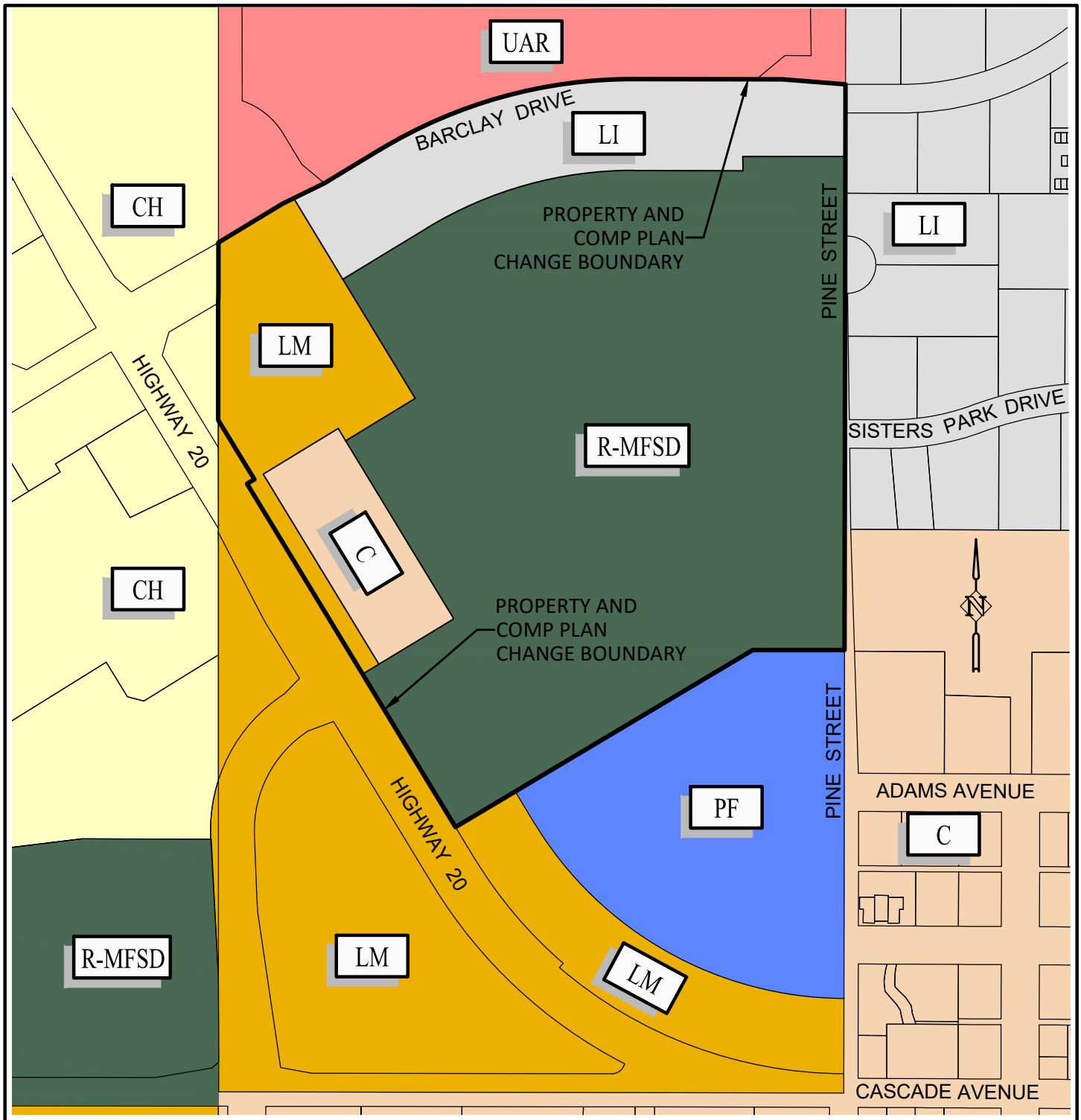
Exhibit D

AMENDED ZONING MAP

[attached]

DRAFT

EXHIBIT B



LEGEND

- UAR - URBAN AREA RESERVE
- LI - LIGHT INDUSTRIAL
- CH - COMMERCIAL HIGHWAY
- PF - PUBLIC FACILITY
- LM - LANDSCAPE MANAGEMENT
- R-MFSD - RESIDENTIAL MULTI-FAMILY SUB-DISTRICT
- C - COMMERCIAL

HHPR Harper Houf Peterson Righellis Inc.
ENGINEERS ♦ PLANNERS
LANDSCAPE ARCHITECTS ♦ SURVEYORS
250 NW Franklin Avenue, Suite 404, Bend, OR 97703
phone: 541.318.1161 www.hhpr.com fax: 541.318.1141

PROPOSED
COMPREHENSIVE PLAN EXHIBIT
THE WOODLANDS
SISTERS, OREGON

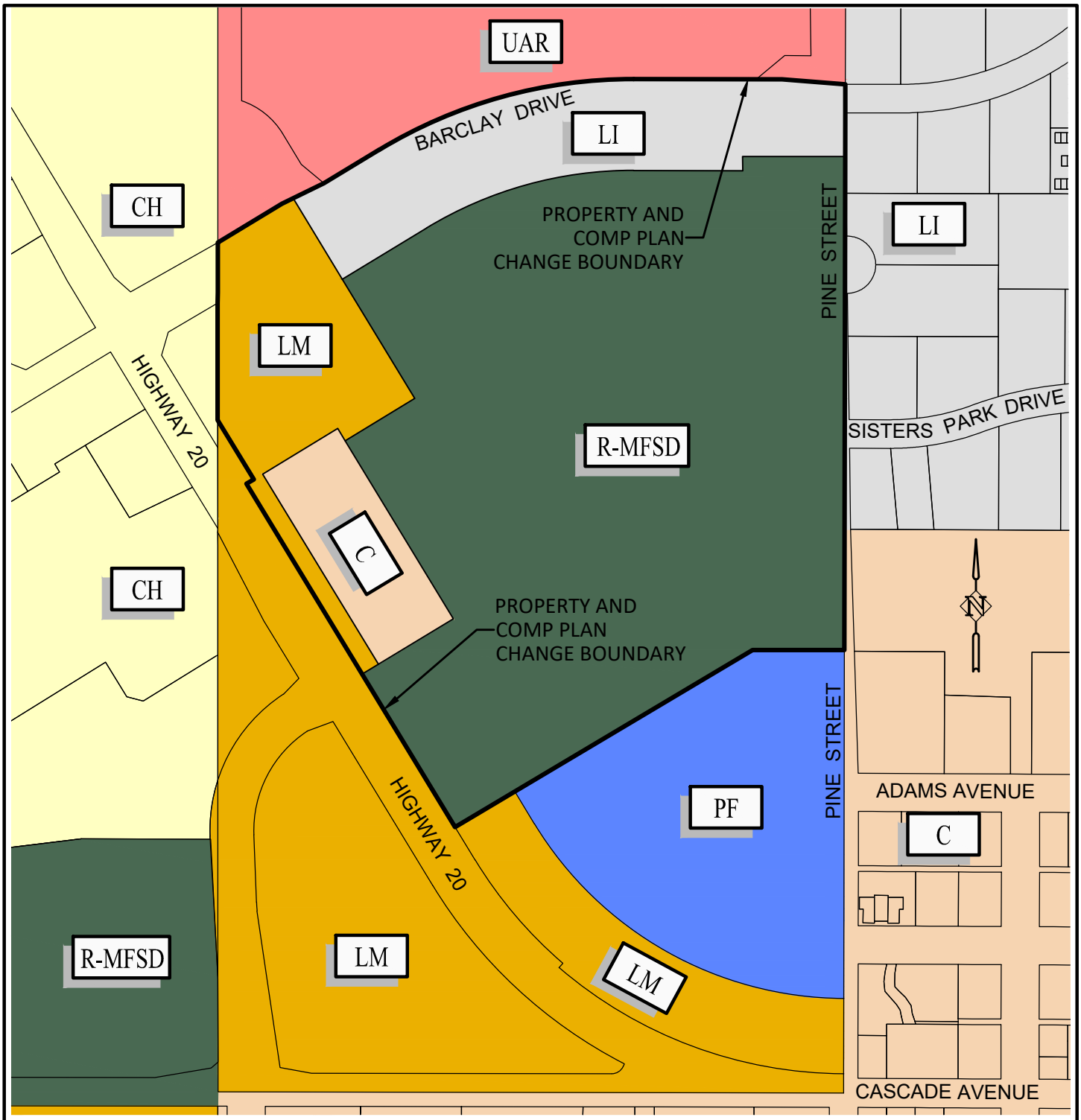
JOB NO.	SHEET NO.	DATE:	SCALE:
PXI-01	1	05/22/20	1" = 300'

Exhibit E

AMENDED COMPREHENSIVE PLAN MAP

[attached]

DRAFT



LEGEND

- UAR - URBAN AREA RESERVE
- LI - LIGHT INDUSTRIAL
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PROPOSED
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THE WOODLANDS
SISTERS, OREGON

JOB NO.	SHEET NO.	DATE:	SCALE:
PXI-01	1	05/22/20	1" = 300'

Exhibit F

COMPREHENSIVE PLAN TEXT AMENDMENTS

[attached]

DRAFT

Double underline = proposed additions
~~Strikethrough~~ – proposed deletions

Goal 9: Economic Development

9.1 GOAL

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

9.2 BACKGROUND

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

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

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

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

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

Source: City of Sisters Business Licenses, 1999-2003

As shown, the number of business licenses issued in the City since 1999 has been steadily growing. Year 2002-2003 is the current year and additional licenses are expected to be issued, slightly exceeding 364 business licenses. The column titled "Most Frequent General Business Types" refers to the type of employers, not employees, and is intended to demonstrate the most common types of businesses in Sisters. The spike in the Number of Business Licenses Issued between year 2000-2001 and 2001-2002 is likely due to a

surge of construction activities during that time associated with completion of the sewer and adoption of a new Development Code.

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

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

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

(1) Source: Oregon Employment Department, Workforce Analysis, November 2002
(2) Source: Based on 2002 Estimated Employment by Sector in Sisters
(3) Source: City of Sisters analysis of number of employees by business type from business licenses in 2002-2003
(4) Goods producing and durable and non-durable goods include all manufacturing sector plus construction and mining portion of the non-manufacturing sector. Service producing represents all non-manufacturing minus construction and mining sectors.

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

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

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

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

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

Source: City of Sisters Business Licenses, 2003-2003

Anticipated Population and Employment Growth

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

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

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

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

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

In September 2010, the Leland Consulting Group prepared a memorandum identifying potential development that could occur on the 67+ (net) acre Forest Service property – this occurred in conjunction with the development of three 'Design Options', which included a variety of residential, commercial and light industrial areas. ~~referred to as Design Options A, B and C (discussed at length in Chapter 14). Note: also added is "Design Option D", the Park option, which would use between 5 and 47 acres of the same Forest Service land as a public park.~~ Since then, the Forest Service long range plans were revised and the property north of Barclay was sold to a private developer, increasing the flexibility in design and layout of uses in this area.

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

Lands for New Employment

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

Commercial Lands

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

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

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

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

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

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

Airport Lands

At 3168', Sisters Eagle Airport is located one mile north of downtown Sisters and is located next to the North Sisters Business Park. It is categorized by the Oregon Department of Aviation as Category IV (local general aviation airport). Although Sisters Eagle Airport is privately owned, the airport is open to public use. It is also used for wildfire aircraft support. The privately owned airfield has a heliport and a runway that is 60' wide by 3,560' long.

In 2013, the City of Sisters amended the Comprehensive Plan to add an Airport land use designation and also amended the Development Code to add an Airport District. The Sisters Eagle Airport property was annexed into the City of Sisters on March 15, 2014, and designated as Airport in the Comprehensive Plan and rezoned to Airport (A) District. The property owners plan to build an expanded terminal and an array of facilities for

pilots. In addition, the Sisters Eagle Airport is a center for local businesses, and several successful traded-sector companies, including ENERGYneering, have their headquarters at the airport.

Light-Industrial Lands

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

There are currently four industrial subdivisions in the City; the Sisters Industrial Park containing 28 lots, the Mountain View Industrial Park containing 17 lots, the Sun Ranch, Phase I containing 20 lots and the Three Sisters Business Park containing 8 lots. The four industrial subdivisions encompass approximately 45 acres and two expansion areas. All of these subdivisions are designated Light Industrial by this Comprehensive Plan.

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

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

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

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

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

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

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

Materials

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

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

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

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

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

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

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

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

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

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

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

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

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

at the cornice, vertical corner trim of the building, windows and doors, porch and balustrade.

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

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

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

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

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

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

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

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

- Construction Details
- Ornamentation
- Fences
- Gates

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

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

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

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

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

9.3 FINDINGS

Anticipated Demand for Economic Lands and Inventory of Economic Lands

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

Commercial Land

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

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

Airport Land

Annexing the Sisters Eagle Airport into City limits and rezoning it to Airport (A) District allows the continued vitality of the Airport as a permitted use. As a permitted use, the Airport and associated businesses will be able to develop and provide living wage jobs to members of the community. In addition to on-site development, the Airport provides access for businesses within the community who may benefit from air service.

Industrial Land

Sisters has experienced a significant population growth of the past twenty years. Employment levels have also reached a new high with strategic economic development efforts. The job number increases are in industries other than tourism, indicating a more diverse economy.

By early 2020, the amount of developable employment land inside the Sisters UGB has significantly decreased. All of the light industrial parcels in Sisters are being utilized (nearly 100% occupancy for the entire zone), with only 9 lots (6.75 acres) listed as vacant (still utilized, but not developed). Development within the North Sisters Business Park zone has increased significantly and the occupancy rate is 100%.

~~There are approximately 44 net buildable acres of vacant LI designated lands inside the Sisters UGB. Adding 3 net buildable acres of re-developable and 17 acres of developable acreage of partially developed lands, a total of 64 acres of buildable light industrial (LI) lands are available inside the Sisters UGB. The 2005 Sisters Urban Area Comprehensive Plan added approximately 3.07 net buildable acres of industrial land to the UGB (Carpenter property). This land was not included in Table 9.4 in the 2005 Comprehensive Plan Update.~~ In 2007, the City removed 4.9~~548~~ net buildable acres of land (approximately 11.684 gross acres) located in the Sun Ranch Mixed Use Community from the industrial land supply of the City. Also in 2007, the City re-zoned a 7.62 net buildable acre (12.58 gross acres) parcel from Light Industrial to Residential and Multi-Family Sub-district for residential purposes. In 2014, more than half of the Three Sisters Business Park (approximately 20 acres) was rezoned from light industrial to residential. Justification for this change was the lull in lot sales and construction activity during and the years following the recession. Therefore, the City's existing vacant land and surplus of light industrial land has decreased significantly. ~~by a total of 9.5 net buildable acres~~. The LNA projects a demand for 34 net buildable acres of industrial land inside the Sisters UGB until the year 2025. ~~A surplus of approximately 24.5 acres of net buildable industrial land is predicted based on anticipated supply and demand of undeveloped industrial lands until the year 2025. There is a sufficient supply of vacant acreage alone to satisfy anticipated demand, without considering re-developable and partially developed lots. Table 9.4 illustrates that with re-developable and existing vacant land, there is still a surplus of 20.5 net buildable acres of industrial land with the two rezones from 2007.~~

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

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

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

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

~~Lastly, there is a 4.34 acre tract of land north of Barclay Drive and west of the Conklin Guest House intended for development with adjacent light industrial zoned land. This property was annexed into the City Limits in 2007.~~

Public Infrastructure and Economic Development

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

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

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

Planning Rule. The Sisters Eagle Airport was annexed into the City of Sisters on March 15, 2014.

Enterprise Zone.

The City of Sisters has partnered with the City of Redmond and Deschutes County to expand the 'Greater Redmond Enterprise Zone' to include portions of the City of Sisters. The City is currently looking to amend the zone boundary to include the Sisters Eagle Airfield within this zone, which is expected to occur following annexation of the land. The Enterprise Zone offers benefits to qualifying business, and is administered by Economic Development of Central Oregon (Bend office). Qualifying businesses receive tax incentives on the portions of their facilities that are upgraded to provide additional employees, and

Downtown Sisters Urban Renewal Plan

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

The Urban Renewal Plan's goals are stated below.

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

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

Business Recruitment and Outreach Activities

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

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

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

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

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

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

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

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

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

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

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

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

1. Decrease opportunities for highly intensive polluting and hazardous industrial uses to protect the natural beauty of the Sisters area, city, and neighboring residents

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

9.4 POLICIES

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

   Tasks -

   a. The City shall maintain and enhance the appearance and function of the Commercial Districts by providing a safe and aesthetically pleasing pedestrian environment, mixed use development, and requiring adherence to the Sisters Western Frontier Architectural Design for all types of development and signage. The Sisters Western Frontier Architectural Design Theme does not apply to the Sun Ranch Tourist Commercial District. In its place a more historically accurate 1900s Rural Farm/Ranch House design standard applies. The City shall establish standards for this design theme in the Development Code.

   b. Auto Oriented developments such as restaurants with drive-up windows are not appropriate in the downtown area or Commercial District. Auto oriented uses shall only be permitted in the Highway Commercial District, Light Industrial District, and North Sisters Business Park District, and shall be limited and managed based on their impacts.

   c. The City shall assure development contiguous to commercial and residential zones is designed and built in a manner that is consistent and integrates with the character and quality of those zones.

   d. The City's Development Code should continue to allow mixed-use development within the Commercial Districts, and in transitional light-industrial areas such as the Sun Ranch and Three Sisters Business Parks (as previously noted in the findings), and small commercial uses and home occupation mixed with residential uses.

   e. Commercial and Industrial uses shall minimize their impacts on residential areas by being subject to additional development standards, i.e. buffers, setbacks, landscaping, sign regulation and building height restrictions.

   f. The City has adopted the Sun Ranch Tourist Commercial District to apply to the Conklin Guest House property. This property is intended to provide

commercial uses that will serve the needs of the nearby light industrial uses and visitors to the area. Drive through facilities are not appropriate for this zoning district.

g. Development standards shall be added to the City's Development Code for unique light-industrial parks in transition areas. Standards shall be developed to accomplish the goals outlined in the Business Recruitment and Outreach Activities findings of this chapter.

2. The City shall support the tourist industry and special events that have a positive year-round economic impact on the community.
3. The City shall continue to partner with the Community Action Team of Sisters, the Chamber of Commerce, Economic Development for Central Oregon, and other economic development agencies, to improve local and regional economic development efforts, attract businesses, and enhance and diversify the City's economic base. The City will participate with these agencies in periodic updating of the *Sisters Strategic Action Plan for Economic Development*.
4. The City should support efforts to attract businesses providing family-wage employment opportunities.
5. The City should work with area educational institutions to maintain high standards of educational opportunity.
6. The City shall ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial purposes.

Goal 14: Urbanization

14.1 GOALS

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

14.2 BACKGROUND

Definitions

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

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

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

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

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

Land Use District	**Approx. Gross Acre**
Public Facility District (PF District)	
School District Properties	144.30
Forest Service Property	42.58
Middle and Elementary School Properties	19.00
Wastewater Treatment Facility and Fire Training Facility	62.80
PF District Total	**268.68**
Open Space District (OS District)	
Forest Service Property	7.56
City and State Parks including the unplatted McKenzie Meadow Park	44.80
OS District Total	**52.36**
Flood Plain District (FP District) Total (not including area in City and State Parks the OS District)	**24.00**
Commercial Districts (C District)	

Downtown Commercial District (DC) & Tourist Commercial	134.41
Highway Commercial District (HC)	66.00
C and HC Districts Total	**200.41**
Light Industrial District (LI District) Total	**101.08**
Residential (R District)	
Residential District (R District)	288.00
Residential Multi-Family District (R-MFD District)	188.90
R Districts Total	**476.90**
Urban Area Reserve District (UAR District)	
UAR ~~(Residential 2.5-acre Minimum)~~	30.00
UAR ~~(Business Park 5-acre Minimum~~ (Formerly owned by the U.S. Forest Service)	17.54
Fire Training Facility	4.00
UAR Districts Total	**51.54**
Airport District Total	**34.3**
Total Area in Urban Growth Boundary	**1,210.54**

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

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

14.3 FINDINGS

Population Forecast

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

Summary of Population Forecast

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

14.2 Population Forecast Summary

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

[1] Source: PRC July 1, Official Population Estimate for City of Sisters.
[2] Source: Population Estimates by City of Sisters.

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

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

14.3 Housing Units and Building Permit Issuance, 1990-2000

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

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

Between 1990 and 2000, the number of housing units increased 3.13 percent/year as shown in Table 14.3. Note in Table 14.4, using the exact same source of data (U.S.

Census data), the rate of population growth was 3.51 percent per year. These two rates of average annual growth are very similar. This information demonstrates why it is appropriate to use the number of new dwelling units to predict population, in combination with other important data.

14.4 Population Growth, 1990-2000

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

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

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

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

Table 14.5 Housing Unit Growth Rates, 1990-2003

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

[1] Source: 1990 and 2000 U.S. Censuses, Summary File 1 (SF-1) 100-Percent Data
[2] Source: City of Sisters Building Permits for Residential Units, after subtracting demolitions.

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

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

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

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

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

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

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

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

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

Infrastructure

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

facility plans will be updated to reflect anticipated population growth, necessary infrastructure will be planned, and SDCs updated and required to fund needed improvements.

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

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

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

*school year 2011-2012…
**source: Jim Golden, Sisters School District Superintendent, via email on 12-16-2011.

Future Land Needs
Public Facility and Landscape Management Districts (PF and LM Districts)
Additional lands for Public Facilities are not anticipated within the planning period with the possible exception of land needed for a public works shop and additional surface dispersal of treated effluent and the training facility for the Sisters / Camp Sherman Fire District.

The Sisters School District completed its new school campus including a new high school, fields, and recreation facilities for the Sisters Organization for Athletics and Recreation on the 98-acre parcel. The site is not fully utilized and could accommodate additional development.

The United States Forest Service (USFS) Properties.
The USFS owns several properties in Sisters, including a 42.58 acre property designated and zoned Public Facilities, which is commonly referred to as the 'South Barclay Parcel'; a 7.56 acre property designated and zoned Open Space that is commonly referred to as the 'East Portal Triangle', and, until recently, a 17.54 acre parcel that is designated and zoned Urban Area Reserve and is commonly referred to as the 'North Barclay' property. The properties are generally located along the east side of Highway 20 west of Pine Street.

It is anticipated that the USFS will seek to sell most of these ~~three~~ parcels in order to fund a new headquarters building in Sisters. In 2008, the USFS attempted to sell the land but received no bids. Feedback received by the USFS and the City was that there were too many uncertainties associated with future zone changes and the likely application of the Transportation Planning Rule (TPR). This, in combination with a suddenly volatile economy, appeared to be the reason that the property did not sell in 2008. In 2019, the Forest Service made the decision to stay at the current location and sold the 17+-acre parcel north of Barclay for private development.

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

However, the Forest Service long range plans changed, resulting in the 2019 sale of the property north of Barclay and the consolidation of Forest Service operations on a portion of the property south of Barclay. This departure from previous planning allows other configurations and land uses to be considered, both north and south of Barclay.

~~*Option A*~~

~~Retail / Commercial:~~	~~7 ac. (gross)~~	~~80,000 s.f. (maximum)~~
~~Highway Commercial:~~	~~5 ac. (gross)~~	~~60,000 s.f. (maximum)~~

~~Residential: 10 ac. (gross) 70 dwelling units (max.)~~
~~Light Industrial: 20 ac. (gross)~~

~~Park: 6.3 ac. (gross; the 'East Portal Triangle')~~
~~Add'l Park: min. 5 ac. (gross; can be required open space)~~

~~USFS Property – Design Option A~~

~~*Design Option B*~~
~~Retail / Commercial: 7 ac. (gross) 80,000 s.f. (maximum)~~
~~Resort Commercial: 10 ac. (gross) up to 12,000 s.f. + 20 vacation units~~
~~Residential: 10 ac. (gross) up to 160 dwelling units (max.)~~
~~Light Industrial: 15 ac. (gross)~~

~~Park: 6.3 ac. (gross; the 'East Portal Triangle')~~
~~Add'l Park: min. 5 ac. (gross; can be required open space)~~

~~USFS Property – Design Option B~~

~~*Design Option C*~~
~~Retail / Commercial: 6 ac. (gross) – 50,000 s.f. (maximum)~~
~~Resort Commercial: 9 ac. (gross) – up to 60,000 s.f. + 25 vacation units~~
~~Residential: 10 ac. (gross) – up to 85 dwelling units (max.)~~
~~Light Industrial: 12 ac. (gross)~~

~~Park: 6.3 ac. (gross; the 'East Portal Triangle')~~
~~Add'l Park: min. 5 ac. (gross; can be required open space)~~

~~USFS Property: Design Option C~~

The location of these parcels, and in particular the South Barclay Parcel is strategic to the city's downtown as a gateway into Sisters from the west side. The City anticipates that some or most of the land will be developed for urban uses related to its downtown planning theme under mixed use principals, as well as for light industrial uses. There is a possibility that some or most of this land could be

purchased through public and/or private funding for use as a park; this possibility is addressed further in Goal 5 of this document.

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

1. The amendment shall be based on a 20-year land need analysis for both employment and housing needs, including for affordable housing. The analysis shall include an updated buildable lands inventory for employment and housing needs as part of the 20-year land need analysis. The analysis shall be consistent with statewide planning Goal 9 (Economic Development) and Goal 10 (Housing).

2. The amendment shall demonstrate consistency and integration with the city's ~~2008-09~~ 2018 update of its Transportation System Plan, as well as the state's Transportation Planning Rule as found in OAR 660-012.

3. The amendment shall demonstrate that it has maximized urban efficiency consistent with city and state planning requirements~~,~~ and quality in urban design~~, and complies with the city's Western Theme design standards~~.

4. The amendment shall include a development plan for the South Barclay Parcel which integrates proposed land uses, transportation and building layout and design in a manner that meets the overall community needs. The development plan shall provide detailed commitments to design context, energy efficiency and public and private financing of public improvements.

5. The amendment shall demonstrate consistency and integration with the 2011 City of Sisters Parks Master Plan which recommends between 5 and 47 acres to be dedicated for a future community or regional park.

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

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

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

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

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

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

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

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

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

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

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

Commercial and Light Industrial Lands (DC, HC, LI Districts)
Given anticipated population growth, the existing supply of economic lands by district and anticipated employment by sector there are approximately 37 net buildable acres of vacant DC and HC designated lands inside the Sisters UGB. Adding approximately 12 net buildable acres of re-developable and 40 net buildable acres of developable acreage of partially developed lands, a total of 89 net buildable acres of buildable DC and HC lands are inside the Sisters UGB. Since the projected future demand is 28 net buildable acres, there is a surplus of commercial land of approximately 61 acres. Even without considering the re-development of partially developed lands, there is sufficient vacant and re-developable land in the existing UGB to accommodate demand for commercial

lands within the next 20 years. For more information see Appendix B, *Technical Report, City of Sisters Commercial and Industrial Land Needs Analysis*.

By early 2020, the amount of available LI-designated lands inside the Sisters UGB has significantly decreased. All of the light industrial parcels in Sisters (50.69 acres/89 lots) are being utilized (nearly 100% occupancy for the entire zone), with only 9 lots (6.75 acres) listed as vacant (still utilized, but not developed). Development within the North Sisters Business Park zone has increased significantly and the occupancy rate is 100%. Current vacancy rates regionally are also lower than historic rates. Based on recent summaries by Economic Development for Central Oregon (EDCO), "Sisters has not had enough available light industrial inventory to take advantage of opportunities." EDCO further reports that the majority of light industrial lot needs in the area are currently less than one acre, but some flexibility in sizing is desired to accommodate an opportunity for a larger project.

~~"There are approximately 35.68 net buildable acres of vacant LI designated lands inside the Sisters UGB. Adding 3 net buildable acres of re-developable and 17 acres of developable acreage of partially developed lands, a total of 55.68 acres of buildable light industrial (LI) lands are available inside the Sisters UGB. There is a projected demand for 34 net buildable acres of industrial land inside the Sisters UGB by the year 2025. A surplus of 21.68 acres of net buildable industrial land is predicted based on anticipated supply and demand of industrial lands until the year 2025. There is a sufficient supply of vacant acreage alone to satisfy anticipated demand, without considering re-developable and partially developed lots. For more information see Appendix B."~~

Airport (A District)
In 2012, the citizens of the Sisters voted to annex the Sisters Eagle Airport, 34.3 acres, by popular vote during the November 2012 general election, by approximately 85%.
The Sisters Eagle Airport was then annexed into the City of Sisters on March 15, 2014.

Annexing the Sisters Eagle Airport and rezoning it to Airport District (A) provides an orderly and efficient transition from rural to urban land use. Annexing the Sisters Eagle Airport is an efficient accommodation of land needs because it will allow the community to use an existing resource that has been developed historically adjacent to the City and is approved by the Oregon Department of Aviation (ODA).

There are no other available locations to develop an airport within the UGB. It is more efficient to use an already developed airport rather than develop a redundant airport to meet the community's needs.

Urban Area Reserve (UAR District)
The City has adopted and mapped the Urban Area Reserve (UAR) Sub-District which contains a minimum lot size of 2.5 acres to preserve land for future development at urban densities. There are a total of 51.54 acres of UAR inside the current UGB. Of this, 30 acres are intended as a holding zone for future residential development re-zoning to residential uses. As part of the UGB Site Evaluation process, the UAR properties were examined for use as residential properties since the UAR is a holding zone for residential uses. City staff

estimates that 8.8 gross acres of R-MFSD can be obtained from the re-zoning and re-development of these properties. 30 acres of UAR-zoned land was removed from the inventory in 2010 when McKenzie Meadow Village annexed into the city limits and was subsequently re-zoned from UAR 10 to R-MFD, PF and OS.

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

23 acres of UAR inside the City Limits/UGB are owned by the U.S. Forest Service and are intended as a holding zone for the future development of a business park or a light industrial area. While this parcel is zoned UAR, a holding zone for residential development, it is intended as a holding zone for light industrial/business park uses. If this parcel is rezoned it would be for light industrial/business park uses or for a relocated Forest Service Ranger Station. In 2019, the Forest Service sold the property north of Barclay to a private developer, obviating the possibility of the use of the property for a relocated Forest Service Ranger Station.

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

Urban Growth Management

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

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

UGB Expansion

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

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

The 2005 Plan update brought a total of approximately 53 acres of land into the City of

After Recording, Return to:
City of Sisters
P.O. Box 39
Sisters, Oregon 97759

CONDITIONS OF APPROVAL AGREEMENT

This Conditions of Approval Agreement ("Agreement") is executed this ___ day of _____, 2020 (the "Effective Date") by and between the City of Sisters ("City"), an Oregon municipal corporation, and PX2 Investments, LLC. ("Developer"), an Oregon limited liability company.

RECITALS

A. Developer is the owner of the property identified as Tax Lot 200 on Deschutes County Assessor's Map 15-10-05D and legally described on the attached Exhibit A (the "Property").

B. Though Ordinance No. 508 (approving City Planning File Nos. CP 20-03/ZM 20-02), the Property received approval, subject to conditions of approval, to change the zoning and comprehensive plan designation of the Property with supporting text amendments to City's Comprehensive Plan.

C. This Agreement memorializes the conditions of approval to Ordinance No. 508 that run with the Property.

AGREEMENT

In consideration of the foregoing recitals, the obligations contained herein, and other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the parties agree as follows:

1. Master Plan. Prior to dividing the property or receiving site plan approval, Developer shall submit an application and receive approval from City for a master plan covering the entirety of the Property.

2. Open Space. Prior to master plan approval, Developer must provide preliminary plans detailing the use of 3.85-acre portion of the Property designated as Open Space area to the City for review. The master plan approval will determine permitted uses of the Open Space portion of the Property.

3. Transportation.

    a. Prior to or concurrent with submittal of the master plan application, Developer must pay $38,785.05 to City as Developer's proportionate share

of improvements along US 20 and the parallel "Alternate Route" to satisfy the "Transportation Planning Rule."

b. Developer acknowledges that additional traffic analysis will be required for subsequent land use applications as prescribed by the Sisters Development Code, which may result in a requirement for additional mitigation.

c. Developer acknowledges that transportation system development charges still apply to all development on the Property and will be assessed at the time of site plan application and/or building permit.

4. Water.

a. Developer acknowledges water mains will need to be extended to and through the Property during development of the Property.

b. Developer is required to provide an accounting of the aggregate number of Equivalent Dwelling Units ("EDUs") developed on the Property at the time of each building permit. The first 127 EDUs do not require water mitigation fees. Development beyond the 127th EDU shall require a water mitigation fee of $565.05 per EDU, which must be paid to City at the time of building permit issuance. City may increase the mitigation fee proportionally if subsequent development of the property exceeds the 16.37 acres of water rights mitigation assumed for calculating the rate.

c. A stamped engineering memo must be included as part of each land division, site plan, or building permit application indicating the number of EDUs proposed, total EDUs for all development on the Property to date, and confirmation of required system pressure at peak demand for the development. If required system pressures cannot be met, mitigation satisfactory to City will be required prior to the issuance of any building permits in furtherance of the subject land division or site plan approval or that otherwise create an additional demand for water on the Property.

d. Developer acknowledges that water system development charges still apply to all development on the Property and will be assessed at the time of site plan application and/or building permit.

5. Sewer.

a. Prior to recording the initial land division plat or issuance of the initial building permit, whichever occurs first, Developer must pay a fee of $72,972.97 to City to mitigate the impacts to Pump Station #2 including wet well and emergency backup generator upgrades.

b. Development on the Property in excess of 127 EDUs in the aggregate will require a fee of $280,768, payable prior to issuance of any land use approval or building permits that would increase the aggregate EDUs for development on the Property beyond 127 EDUs.

c. Development on the Property in excess of 127 EDUs in the aggregate will require infrastructure improvements approved by the City Engineer that re-direct the existing force main from Pump Station #2 to the City's trunk line. In the event of a phased subdivision, Developer shall install

improvements prior to final plat approval for any phase exceeding 127 EDUs.

d. A stamped engineering memo must be included as part of each land division, site plan, and building permit application for development on the Property that indicates the number of EDUs proposed, total EDUs for all development on the Property to date, and peak flow for the proposed development. If peak flows exceed maximum operating conditions as determined by AWWA guidelines, Developer shall be required to provide mitigation satisfactory to City prior to issuance of any building permits in furtherance of the subject land division or site plan approval or that otherwise create an additional demand for water on the Property.

6. Inflation. All payment amounts in this Agreement are in 2020 dollars. Such amounts will be adjusted for inflation on January 1 of each calendar year corresponding with the yearly change in the Consumer Price Index for All Urban Consumers for the West Region, as published by the U.S. Bureau of Labor Statistics or similar inflation index.

7. Remedies. The issuance of land use approvals or building permits within the Property will be suspended if Developer breaches any provision of this Agreement. After no less than thirty (30) days' written notice to Developer, City may seek an injunction for any violation of this Agreement without any obligation to post bond or prove monetary damages. The remedies in this Section 7 are in addition to, and will not preclude, any other remedy available to City under applicable law or at equity. City may pursue any or all of its remedies consecutively or concurrently.

8. Binding Effect. The Agreement runs with the land and be binding upon the successors and assigns to any interest in the Property. All prospective interest holders in the Property are advised to consult City as to the status of the Agreement prior to assuming any interest in the Property.

9. Developer Representations. Developer and the person executing this Agreement on behalf of Developer, represents, warrants, and certifies as follows:
    a. Developer possesses all necessary power and authority to execute this Agreement and to comply with the terms and conditions of this Agreement;
    b. The person executing this Agreement on behalf of Developer has been duly authorized to act in such capacity and to take such other action as may be necessary to accomplish the purposes of this Agreement;
    c. Execution and delivery of this Agreement will not conflict with any provision of Developer' governing documents; breach any agreement to which Developer is a party; or violate any law, rule, regulation, covenants, conditions, restrictions, easements, judgement or order to which Developer is subject; and
    d. This Agreement is the legal, valid, and binding obligation of Developer enforceable against Developer in accordance with its terms, except as enforceability may be limited by bankruptcy, insolvency, or other similar laws of general application, or by general principles of equity.

10. No Partnership. Developer acknowledges and agrees that it is acting in its own independent capacity under this Agreement, and not as an agent, employee, or subcontractor for City. City is not, by virtue of this Agreement, a partner of or in a joint venture with Developer in connection with Developer's development activities. City shall have no obligation with respect to Developer's debts or other liabilities of any nature.

11. Governing Law & Venue. This Agreement is governed by the laws of the State of Oregon, without giving effect to any conflict-of-law principle that would result in the laws of any other jurisdiction governing this Agreement. Any action, suit, or proceeding arising out of the subject matter of this Agreement will be litigated in courts located in Deschutes County, Oregon.

12. Attorney Fees. In the event of any suit, arbitration, or action arising from or related to this Agreement, the prevailing party in such suit, arbitration, or action shall be entitled to all costs and expenses incurred in connection with such suit, arbitration, or action, including title reports, expert witness fees, and such amount as the court may determine to be reasonable as attorney's fees and costs, including those incurred by the prevailing party in any appeal.

13. Severability. If any term or provision of this Agreement shall, to any extent, be held invalid or unenforceable in any respect, such invalidity or unenforceable shall not affect such term or provision in any other respect nor affect the remaining terms and provisions. It is in the intention that this Agreement be held valid and enforced to the fullest extent permitted by law.

14. Waiver. No waiver of any breach of any of the provisions herein shall be construed as, or constitute, a waiver of any other breach or a waiver, acquiescence in, or consent to any further or succeeding breach of the same or any other easement, covenant, or agreement.

15. Amendment. Any amendment or repeal of a provision of this Agreement or the adoption of any additional provision shall become effective only upon the recording in the official records of Deschutes County, Oregon, of an amendment that contains the signature of an authorized representative of the City.

16. Costs. Developer will be responsible for all costs to record this Agreement and any costs to record a release or partial release of this Agreement.

17. Counterparts. This Agreement may be executed in one or more counterparts.

[signatures on next page]

EXECUTED EFFECTIVE as of the Effective Date.

CITY OF SISTERS

_____
Cory Misley, City Manager

PX2 INVESTMENTS LLC

_____
By:_____
Its:_____

State of Oregon, County of Deschutes) ss.

This instrument was acknowledged before me on _____ by Cory Misley who stated that he is the City Manager for the City of Sisters.

_____
Notary Public for _____

State of Oregon, County of Deschutes) ss.

This instrument was acknowledged before me on _____ by _____, who stated that he is the _____ of PX2 Investments, LLC.

_____
Notary Public for _____

DRAFT

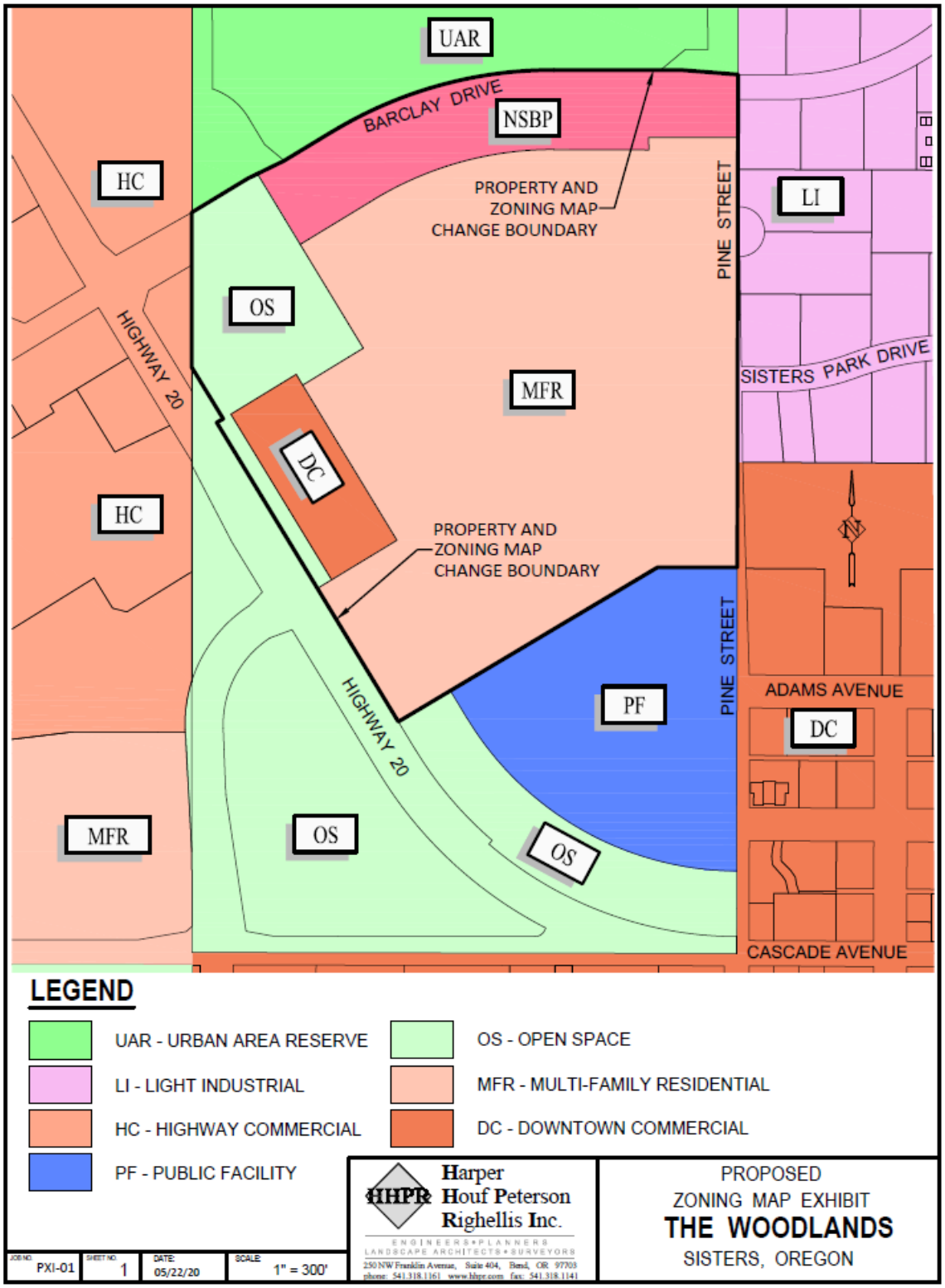
Exhibit A
LEGAL DESCRIPTION

[Attached]

DRAFT

Exhibit B

Property Map



PLANNING COMMISSION PUBLIC HEARING
10.14.2020
CP 20-03/ZM 20-02

“Sisters Woodlands”

NICOLE MARDELL, PRINCIPAL PLANNER

NMARDELL@CI.SISTERS.OR.US

OVERVIEW

REQUEST: Zoning Map Amendment and Comprehensive Plan Map Amendment to rezone and redesignate the property, and supporting text amendments.

LOCATION: 201 N Pine Street, Sisters OR 97759

SITE ACREAGE: 35.84 acres

OWNER: United States Forest Service

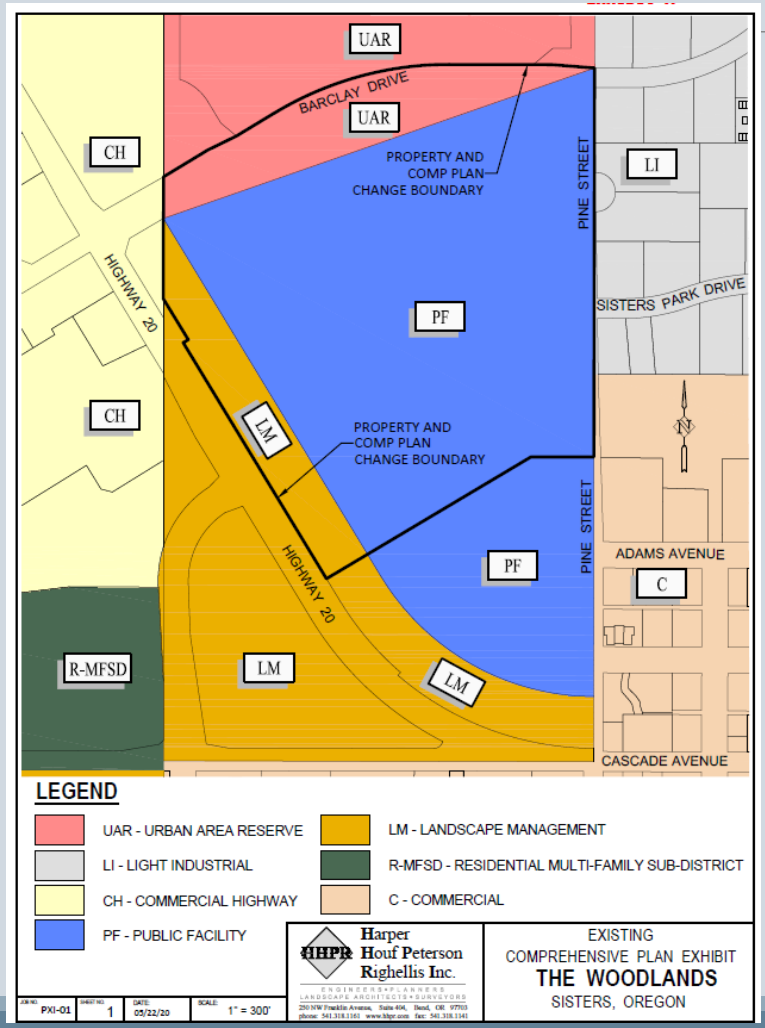
APPLICANT: PX2 Investments LLC

LOCATION AND HISTORY

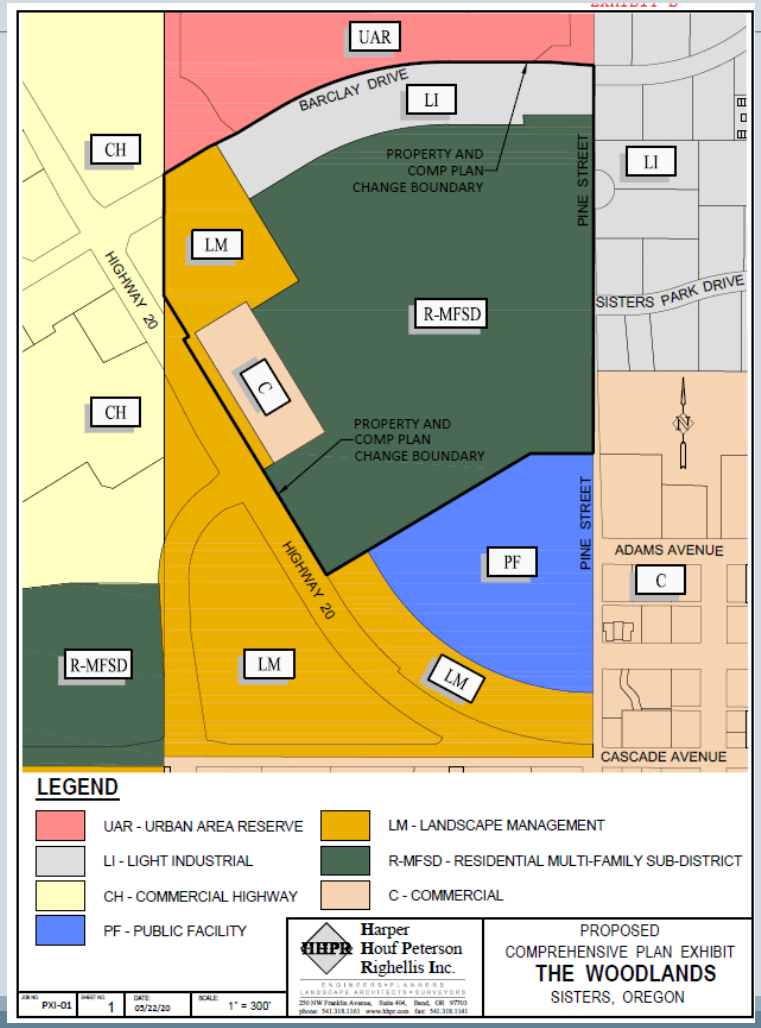
BACKGROUND

- First step in land use review process
- No development plans provided
  - Layers of subsequent plan review required
    - Master Plan
    - Subdivision
    - Site Plan
    - Building Permit

EXISTING AND PROPOSED COMP PLAN MAP

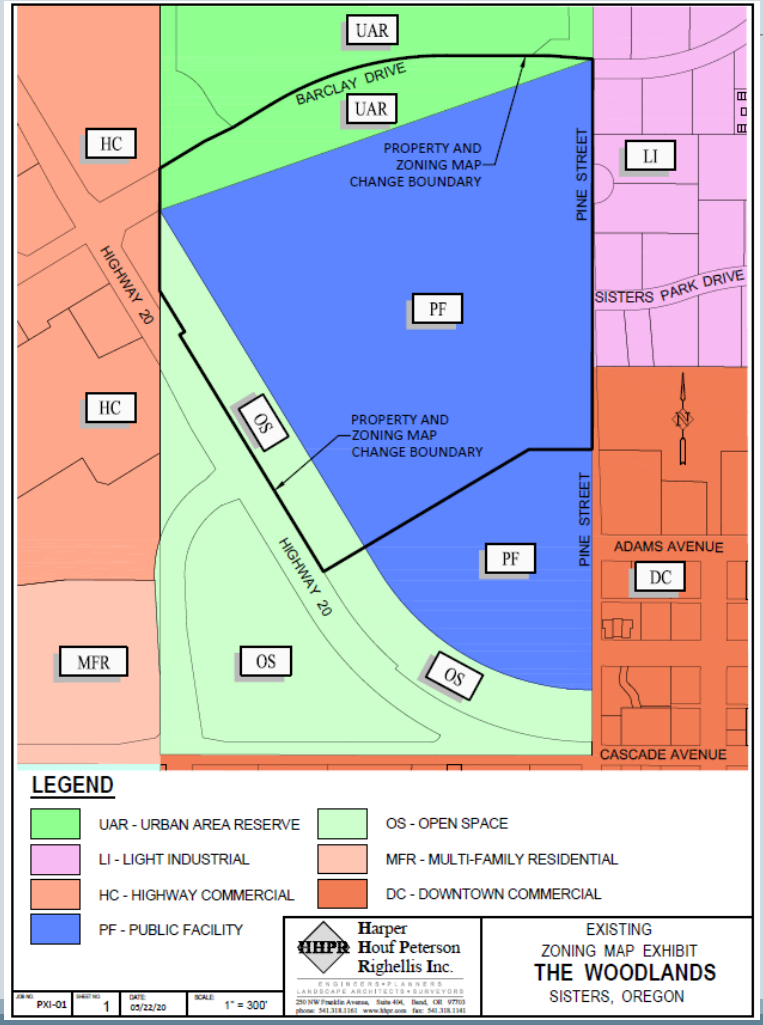


Existing

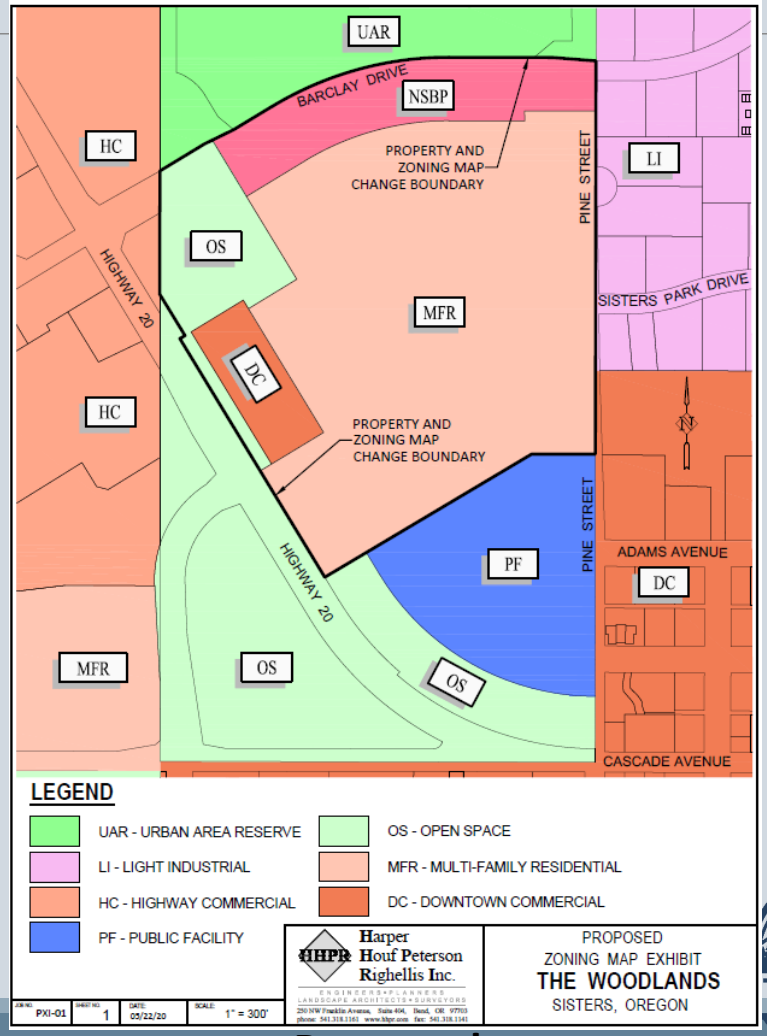


Proposed

EXISTING AND PROPOSED ZONING MAP



Existing



Proposed

TEXT AMENDMENTS

- Add detail regarding need for rezoning
- Remove 2010 site development scenarios
- Some overlap with N. Barclay parcel edits

APPLICABLE CODE CRITERIA

- Application must prove:
  1. Compliance with Statewide Land Use Goals
  2. Compliance with Comp Plan Goals/Policies
  3. Adequate infrastructure (water, sewer, transportation, parks) is available or can be built to serve maximum anticipated level and density of uses allowed by new district.
  4. Evidence of change, mistake, inconsistency that warrants need for change.

TRANSPORTATION AND PARKS MITIGATION

- **Transportation Analysis**
  - Comparative analysis – does not start from “0”, assesses change from TSP
    - Additional 43 pm peak hour trips from contemplated uses
  - Significant impact to two intersections:
    - US 20/Pine
    - US 20/Locust
    - Mitigation fee required for improvements to **Alternative Route**, based on proportional share of impact.
- **Parks Analysis**
  - LOS standard met with 3.85 acre park
  - Preliminary plans required at time of Master Plan

WATER AND SEWER MITIGATION

- **Water Analysis**
  - Water main extension
  - Water mitigation fee to cover more intensive uses.
  - Stamped engineering memo for each subsequent application.
- **Sewer Analysis**
  - Pump Station #2 upgrades
  - Westside Pump Station upgrades
  - Stamped engineering memo for each subsequent application.

PUBLIC COMMENT

Support

- Ells
- Streeter
- Bergstrom
- Veroske
- Berg
- Raaf
- Wooderson / Sisters Log Homes
- Economic Development of Central Oregon
- McCormick
- Hamilton
- Reece

Oppose

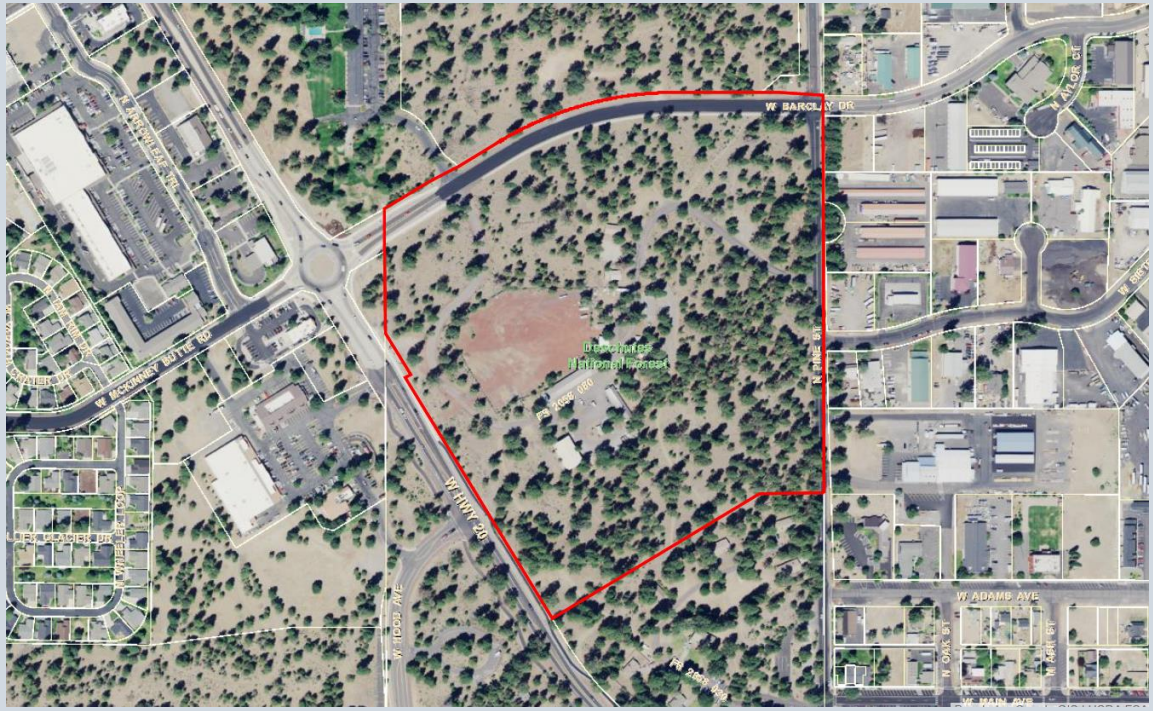
- Terry
- Inman
- Cook
- Ries
- Wells

Neutral

- Fair Housing Council

PLANNING COMMISSION RECOMMENDATION

Recommend approval with staff's conditions to City Council.



QUESTIONS?

Nicole Mardell

Principal Planner

nmardell@ci.sisters.or.us

Sisters Woodlands
Forest Service: South of Barclay

Comprehensive Plan Text/Map Amendments,
Zone Change

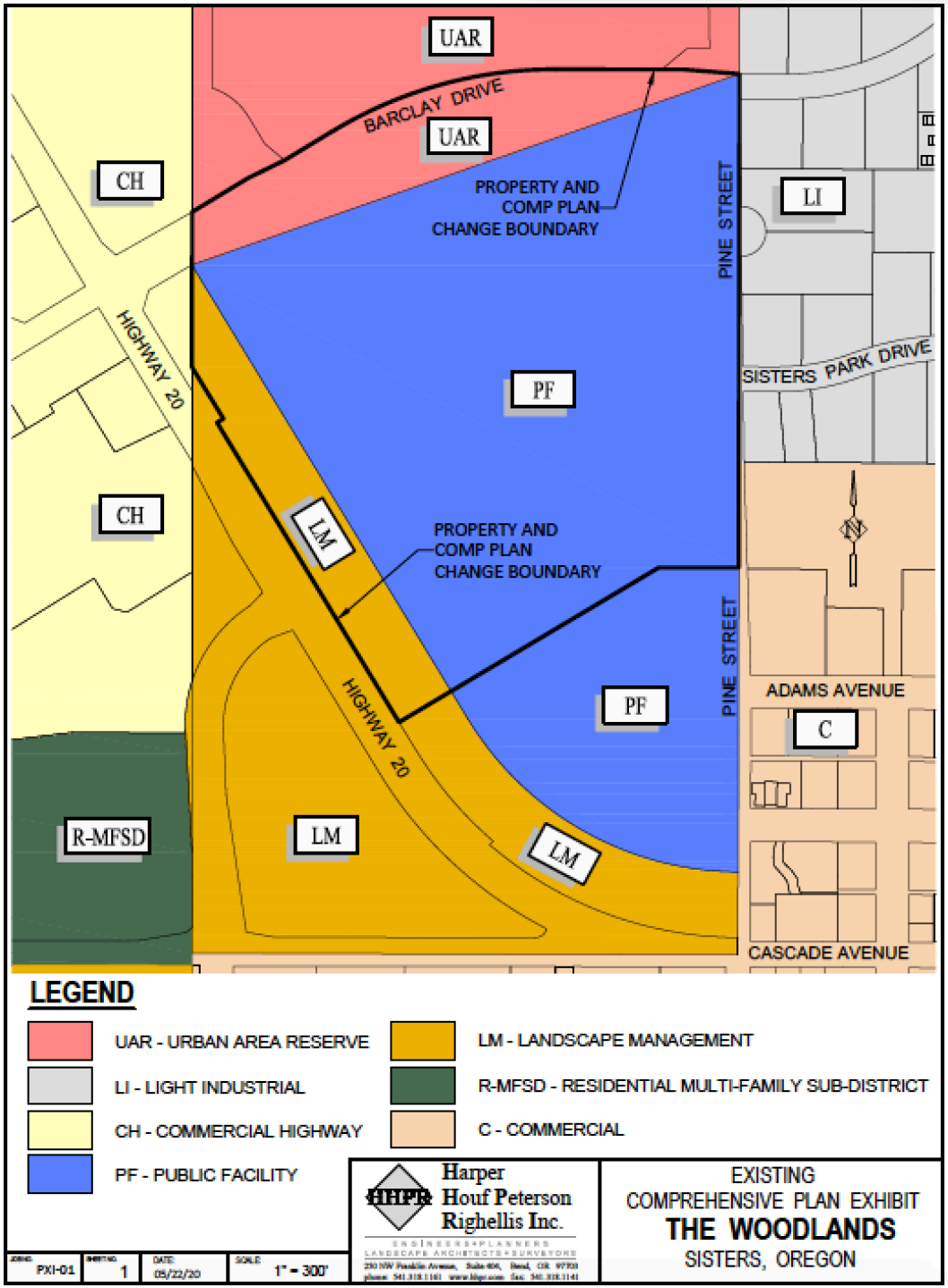
CP 20-03, ZM 20-02

City Council Hearing

October 14, 2020

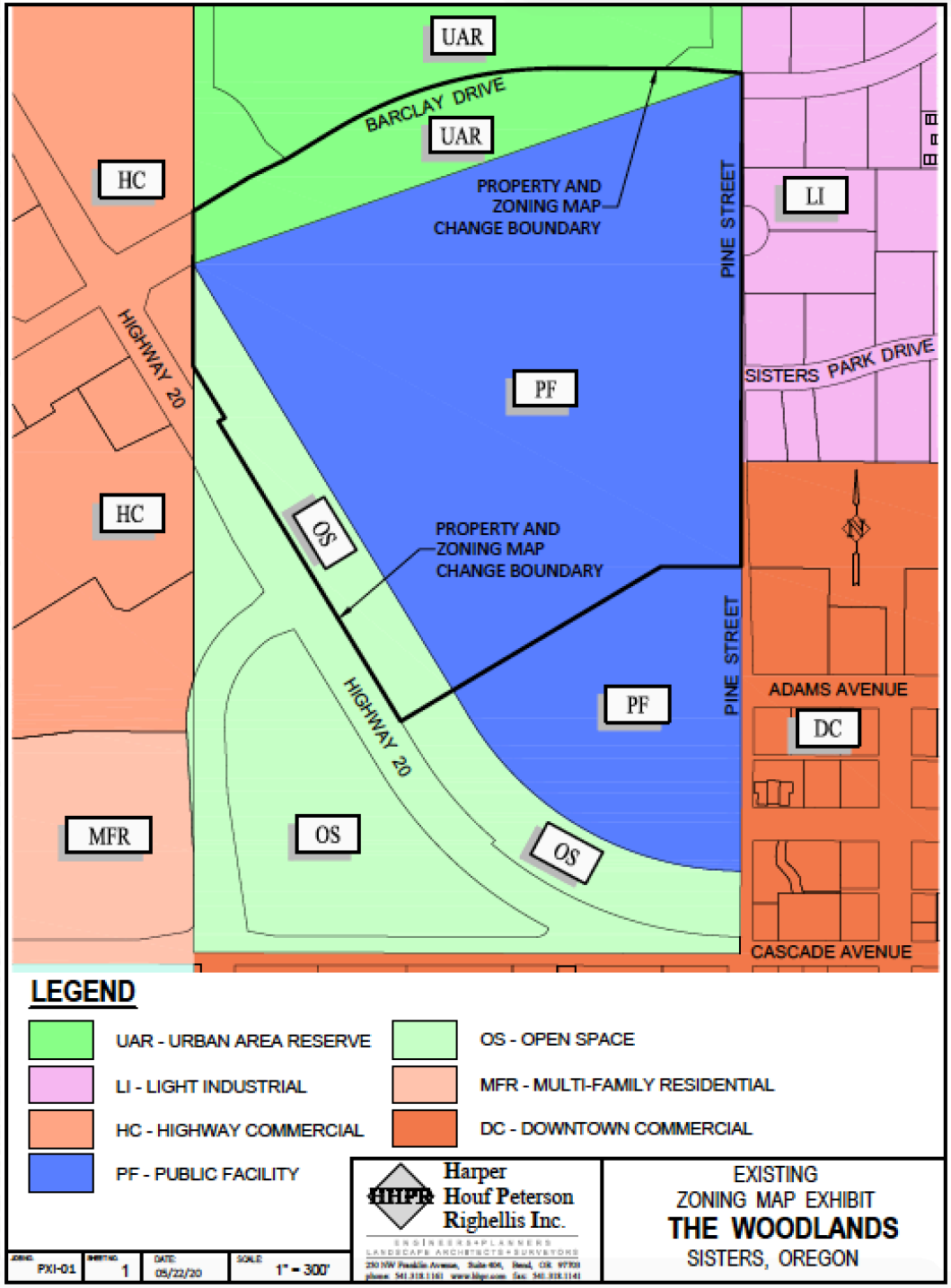
Existing Comprehensive Plan Map

Public Facilities (PF)
Landscape Mgmt (LM)
Urban Area Reserve (UAR)



Existing Zoning Map

Public Facilities (PF)
Open Space (OS)
Urban Area Reserve (UAR)



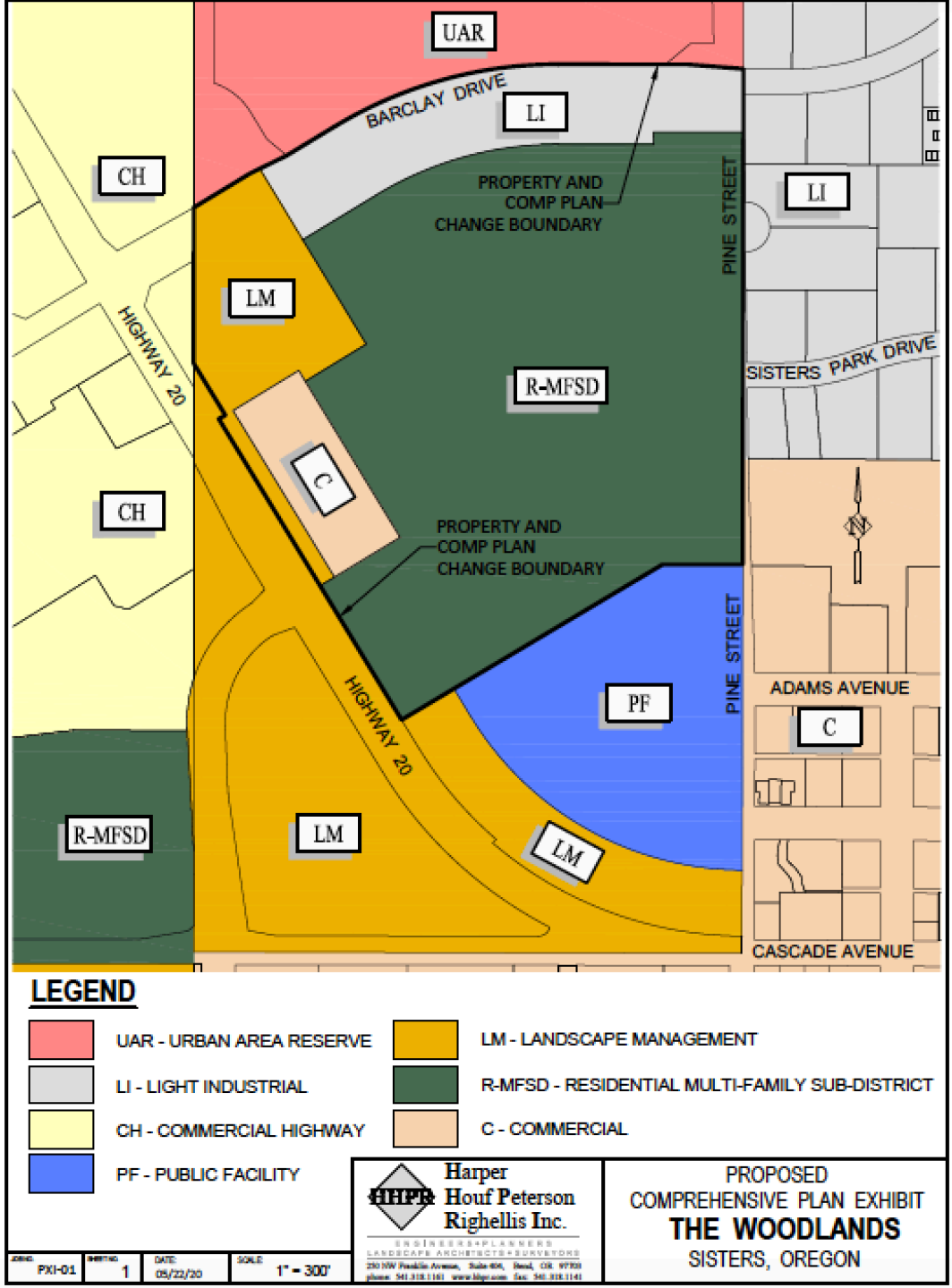
Proposed Comprehensive Plan Map

Residential Multi-Family (R-MFSD)

Commercial (C)

Landscape Mgmt (LM)

Light Industrial (LI)



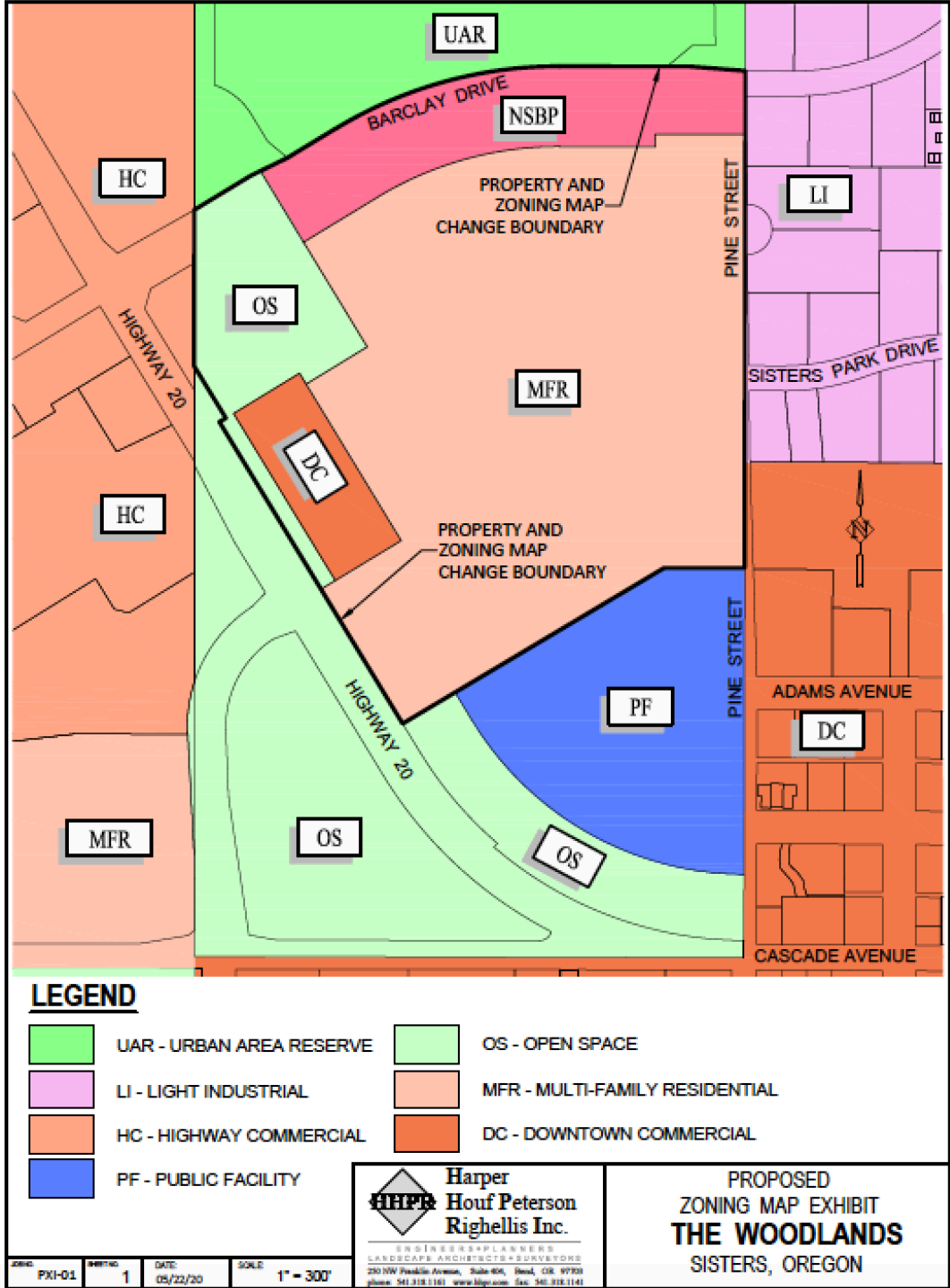
Proposed Zoning Plan Map

Multi-Family Residential (MFR)

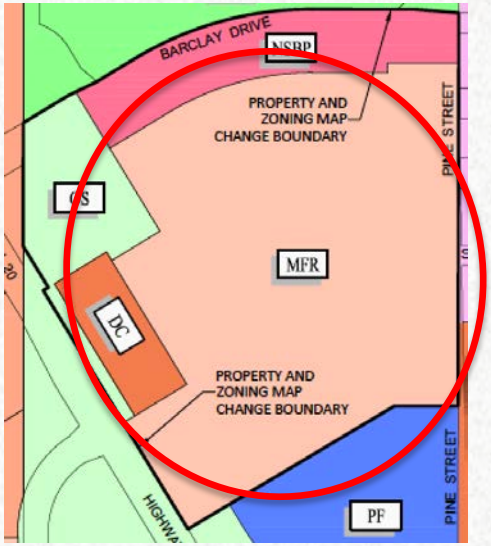
Downtown Commercial (DC)

North Sisters Business Park (NSBP)

Open Space (OS)

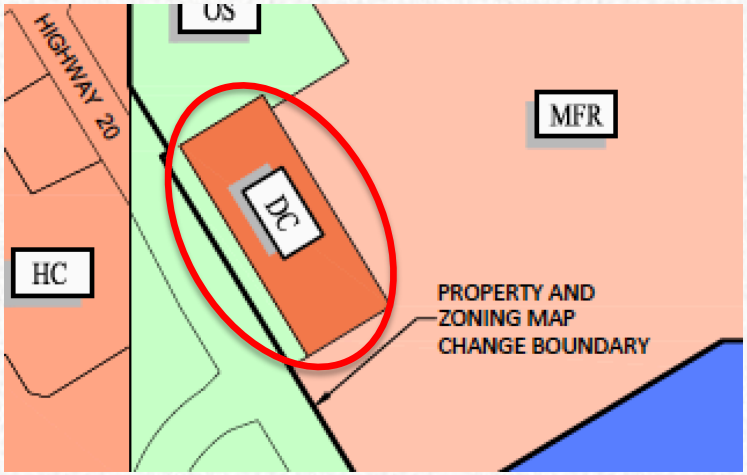


Project Core
Multi-family Residential



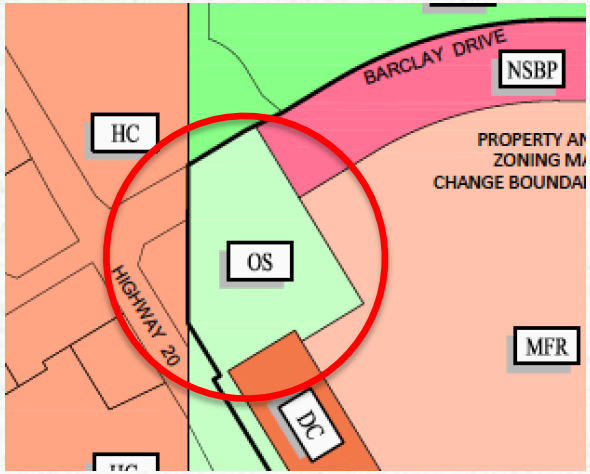
- 25.06 acres of Multi-Family Residential (MFR).
- Workforce Housing – cottages, townhomes, multi-fam
- Preservation of trees and creation of courtyards for a community setting.
- Walkable & bikeable to downtown and employment.

Hwy 20 Frontage
Downtown Commercial



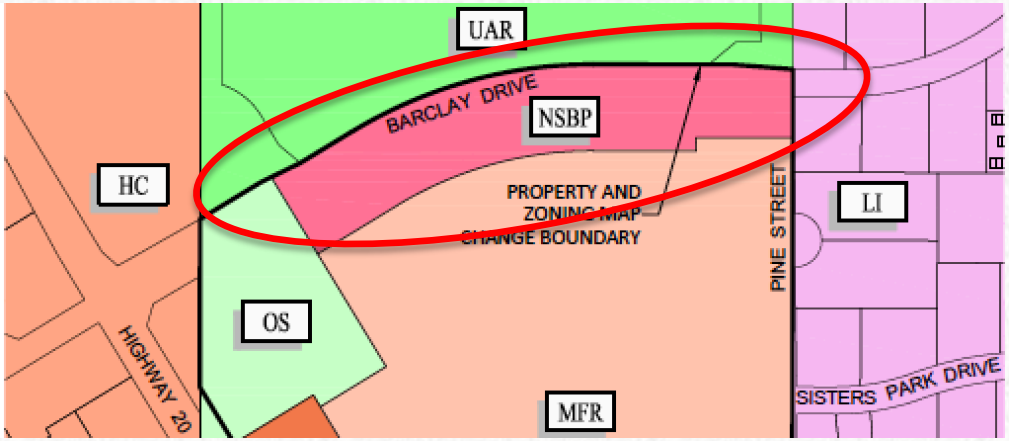
- 1.97 acres of Downtown Commercial (DC).
- Frontage on Hwy 20.
- Mixed use options.

West Corner
Open Space



- 3.85 acres of Open Space (OS).
- Relocated strip along highway to a more useable space for community amenity.
- Increases total OS area.
- Amenity for new development + existing community.

Northern Edge
North Sisters Business Park



- 4.96 acres of North Sisters Business Park (NSBP).
- Across Barclay from proposed LI lands.
- Logical extension of existing light industrial zone.
- Compatible with truck traffic on Barclay.
- Transition from LI to multi-family residential.
- Proximity to Hwy 20.

Balance of Zones

GAINS

Additional 0.3 acres of Open Space (total = 3.85 acres)

Additional 25+ acres of residential (total = 25+ acres)

Additional 4.96 acres of NSBP (total = 4.96 acres)

REDUCTIONS

Reduction of 4.76 acres UAR (total remaining = 0)

Reduction of 27.53 acres of PF (total remaining = 0)

City of Sisters:
Comprehensive Plan

<u>2010 State TGM Grant</u>

- Developed multiple development concepts for the Forest Service Property
- Included significant public, agency and City involvement.
- Development concepts included **residential, commercial, light industrial and open space uses.**

Statewide Planning Goals

Goal 8, Recreational Needs

Goal 9, Economy

Goal 10, Housing

Goal 13, Energy Conservation

Goal 14, Urbanization

Goal 8, Recreational Needs

This goal calls for each community to satisfy the recreational needs of citizens and visitors.

This project:

- Reconfigures the open space along Hwy 20 creates a space more useable as a community amenity, rather than just a buffer.
- Will focus on preservation of trees.
- Will integrate open space areas throughout the site.
- Will integrate multi-use paths through and around site.

Goal 9, Economy

To provide adequate opportunities…for a variety of economic activities vital to the health, welfare, and prosperity of Oregon citizens…

This project includes:

Industrial land (NSBP) – Responding to a dearth of industrial lands in Sisters. Current industrial occupancy is at 100%. This helps replenish some of the 20+ acres of industrial land that were rezoned and removed from inventory.

Downtown Commercial land (DC) – Adds commercial lands for additional/diversified retail opportunities.

Residential land (MFR) – Will provide workforce housing to support new and existing Sisters businesses.

Existing area commercial land will benefit from increased housing near the City's core.

Goal 10, Housing

The purpose of Goal 10 is to provide for the housing needs of the state.

2019 Sisters Housing Needs Analysis (HNA) identified need for housing, particularly workforce housing.

- 2019 Need: 1,057 new housing units and 167 housing acres by 2039, a 72% growth.
- HNA also identified the need for *code amendments to increase housing choices to include … tiny homes, cottage clusters, townhomes, and other "missing middle" housing types.*

In this project:

- 3 of 4 proposed zones and significant acreage allow a diversity of housing (MFR, NSBP, DC).
- Providing a balance of small footprint housing types.

Goal 13, Energy Conservation

Goal 13 requires that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

This project:

- Will facilitate mixed use and more compact neighborhoods to better utilize existing infrastructure.
- Includes proximity to retail and employment will encourage biking and walking.
- Will facilitate mixed use buildings that can facilitate efficient energy usage.

Goal 14, Urbanization

This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs.

This project:

- Will rezone land inside the UGB for urban development.
- Will rezone UAR zoned land, intended for future urban development.
- Supports City's efforts to accommodate population growth inside City limits.
- Balances workforce housing with employment land and a public amenity.

Oregon Planning
Department of Land Conservation and Development

Conditions of Approval

- Applicant's engineers, City's engineers and Public Works have analyzed long term public infrastructure needs and agreed upon required mitigations/monetary contributions:
  - Transportation
  - Water
  - Sewer

  - **Applicant has agreed to the City Staff recommended conditions of approval.**

DOWNTOWN SISTERS
USFS FACILITY
pending new structures, TBD
EAST PORTAL
SISTERS WOODLANDS
N PINE ST.
HWY 20
W HOOD AVE
THREE WINDS DEVELOPMENT
project by others
PUBLIC AMENITY, TBD
+/- 3.5 acres
W BARCLAY DR.
LIGHT INDUSTRIAL ZONING
project by others
GRAPHIC KEY
Apartment/Condo Units over Commercial/Parking
Multi-family Townhome Units w/ Parking
Potential Seasonal Worker Housing w/ Parking
Cottage Developments w/ Parking
North Sisters Business Park Light Industrial Building Sites
Existing Trees to be Saved
New Landscape to be Integrated
PRELIMINARY PROJECT VISION
N
ARCHITECTS | DESIGNERS
BUILD