



**Meeting Date:** September 8, 2021

**Staff:** Woodford/Mardell/Shoup

**Type:** Public Hearing

**Dept:** CDD

**Subject:** Sisters 2040 Comprehensive Plan Update

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**Action Requested:** Hold a Public Hearing on a Comprehensive Plan Amendment to adopt the Sisters 2040 Comprehensive Plan and replace and supersede all prior Comprehensive Plans (Planning File #CP 21-01)

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**Summary Points:**

The current Comprehensive Plan was last updated in 2005. In the meantime, the city has experienced rapid residential growth and the population has increased from about 1,300 to 3,270 and many of the elements in the 2005 Plan are now outdated. Although not required of a community our size by the State, a recommendation of the recent Sisters Country Vision process was to update the Comprehensive Plan to better represent the current conditions, to ensure that the community plans for, and mitigates, the impacts of growth and solicits input from the community on what it desires as the future direction of Sisters.

Over the course of the last year, the City, with assistance from Angelo Planning Group, Johnson Economics, and NXT Consulting, embarked on a public process to completely update the Plan- primarily its Goals and Policies, which form the bulk of the Plan, but also the factual base required by State law, including a Housing Needs Analysis, Economic Opportunities Analysis and Buildable Lands Inventory, along with an Urban Growth Boundary Sufficiency Report (see those documents referenced in the Attachments below).

A community engagement plan guided outreach into the community and included extensive review of draft goals and policies with two community advisory committees – one made up of a broad group of Sisters and several Sisters Country residents - along with a stakeholder committee comprised of community partners, to provide a technical review.

Due to the pandemic, outreach strategies were modified and the majority of the meetings were conducted virtually, but this did not limit the effectiveness of communication with the public and still allowed over 20 conversations with community groups, two online open houses and surveys sent to the entire community, an email update list that regularly sent out project info to over 250 interested parties, and a project website updated continually with information. When conditions finally allowed, several in-person outreach activities were conducted. More detail on the community outreach for the Plan can be found in the Community Engagement Audit that is an attachment to the report.

This has all resulted in the draft 2021 Sisters Comprehensive Plan for public review by the Planning Commission and City Council. The Planning Commission held a public hearing on



this matter on August 12, 2021 and voted unanimously to recommend approval. Council will hear the request at this meeting and on September 22, 2021.

Staff has prepared a draft ordinance for this hearing, but due to the expected amendments to policies that will be recommended at this meeting, staff is recommending that after Council hears public comment and deliberates on the proposal, that it continue the request to the September 22, 2021 meeting in order for staff to prepare a “clean” ordinance that incorporates all of the requested changes for final consideration of approval by Council.

Staff’s detailed findings on the applications are found in Exhibit A of Attachment A and also included a summary of the proposed Goals and Policy Amendments that were reviewed by the Council at the August 25, 2021 work session.

**Financial Impact:** N/A

**Recommendation:** Staff recommends that City Council open the public hearing and deliberate on the request, but ultimately continue it to September 22, 2021, in order for staff to prepare a “clean” ordinance, showing all of the requested changes, for consideration for approval.

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**Attachments:** Note: Attachments A and B and Exhibit A Staff Findings are included with this report. Due to their size, Attachment B (Exhibits B-E) and Attachments D, E and F can be found at <https://www.ci.sisters.or.us/community-development/page/2021-sisters-comprehensive-plan-update>

- Attachment A – Proposed Policy Amendments
- Attachment B – Ordinance No. 517
  - Exhibit A – Staff Findings
  - Exhibit B -2040 Comprehensive Plan (Planning Commission Approved)
  - Exhibit C - 2021 Housing Needs Analysis Update
  - Exhibit D – Economic Opportunities Analysis
  - Exhibit E – Buildable Lands Inventory
- Attachment D- Urban Growth Boundary Sufficiency Report
- Attachment E – Community Engagement Plan
- Attachment F – Public Comments Received

# Comprehensive Plan Update - Policy Amendments for Council Review – September 8, 2021

**Context:** The proposed amendments to the Draft Comprehensive Plan document below are the result of feedback received from City Council members and from correspondence received from the Department of Land Conservation and Development (DLCD). Staff reviewed these changes with the City Council at their work session on August 25, 2021 and are proposed here for consideration by City Council at its public hearing on September 8, 2021. Proposed additions are in **bold** and removed language is in ~~strike through~~. A short explanation for the reason for the requested change is included after each policy.

## Goal 2 Land Planning

POLICY 2.1.3 The City shall periodically review and as-needed update Comprehensive Plan policies to account for changes in public policy, community priorities, state and federal law, and demographic, physical, environmental, economic, **natural hazard** or other conditions in order to ensure that the Plan is an accurate and effective guide for future growth.

*This is a response to the following DLCD comment:*

*“The city could consider including natural hazards in Section 2.1.3 (Land Use Planning) by listing changing in natural hazards occurrences or other data as reasons to update comprehensive plan policies. We also recommend adding “other stakeholders” to the list of parties to be engaged in comprehensive plan updates in Section 2.1.4 to make sure all potentially affected residents can be included.”*

## Goal 3 Growth Management

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

*This is a response to following DLCD comment:*

*In Objective 3.1, the city could consider adding natural hazards: “... This shall be balanced with community goals to manage natural resources, preserve open space, protect life and property from natural hazards, and maintain community livability.*

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

*This is in response to the following Councilor comment: policy includes “natural hazards” but want consideration of hazards that are most common in Sisters (wildfire, flooding).*

#### **Goal 4 Livability**

POLICY 4.2.2 The City shall encourage the development of livable, cohesive, and well-connected neighborhoods with convenient access to goods and services, **with neighborhood commercial (e.g., corner store), and childcare**, opportunities for recreation, and access to nature.

*This is in response to Councilor comment wanting to specifically mention neighborhood commercial for childcare, corner store, pub, etc.*

#### **Goal 5 Housing**

**NEW POLICY: The city shall comply with State requirements on wildfire mitigation for defensible space and building codes in areas categorized as extreme or high wildfire risk, as determined and by State wildfire mapping. Consider amending the local building code to require the use of fire-resistant building materials for new rural residential construction and Defensible Space standards.**

*This is in response to Councilor comment wanting to promote "resilient structures" and fire-resistant building materials with new construction. Staff ran revised language above by the County Building Department and they recommended the removal of the reference to local building code and reference to the recently passed SB 762.*

#### **Goal 6 Environment**

POLICY 6.1.1 The City shall identify and protect natural and scenic resources within the UGB, **including riparian areas.**

*This is in response to the following DLCD comments:*

*We were glad to see natural hazards included in consideration of UGB evaluation (Section 3.1.6) and Goal 6.1. The remainder of these comments are in regard to these sections, with recommendations to strengthen them. First, in the draft Goals and Policies, Whychus Creek is addressed (Objective 6.2.2) but only with respect to flood hazard and mitigation. We recommend you consider adding a policy to the Environment goal (Goal 6) related to the protection of the creek's riparian areas.*

POLICY 6.1.3 The City shall require retention of significant trees, in particular mature groves and individual ponderosa pine trees, before, during and after the development process to support a healthy urban forest and honor the City's status as an Arbor Day Tree City, **while also maintaining a fire-resistant urban forest.**

*Councilor wanted to see wildfire be a consideration in the trees we retain in considering the overall forest health.*

POLICY 6.1.6 The City shall emphasize use of **fire-resistant**, native vegetation and establish a noxious weed control program in coordination with Deschutes County.

*Councilor would like wherever "native vegetation" is mentioned in the Plan that we add "fire resistant"; also, wherever it says "preserving trees" be mindful of "wildfire risk," in that not all trees and vegetation are necessarily good for forest health and wildfire mitigation.*

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

*This in response to a Councilor comment of prioritizing historic properties with downtown retrofit for wildfire.*

#### **Goal 7 Parks, Recreation and Open Space**

POLICY 7.4.4 The City shall preserve and enhance natural landscapes, including preserving naturalized open spaces and native vegetation, as part of park and recreation facilities.

*Response to Councilor comment that we add "fire resistant" wherever it calls for native vegetation.*

POLICY 7.5.6 The City shall coordinate with community partners to establish a network of multi-use trails within **the City and connect to trails established or planned** beyond the City limits.

*Response to Councilor comment about being wary of past controversy with trails outside of City boundaries – recommend we modify the language so it doesn't imply the City is spearheading trails outside of the boundaries*

#### **Goal 8 Economy**

POLICY 8.7 The City shall implement development standards such as buffers, setbacks, landscaping, sign regulation and building height restrictions, to minimize the impacts of commercial and industrial uses on adjacent residential areas, including those related to noise, odor, or excessive lighting. Such standards will be applied in light-industrial parks, ~~in transition areas within the City's Maker's District~~, and other transition areas.

*This is response to Councilor comment about the CAC wanting to eliminate "makers district" reference as a city driven concept.*

#### **Goal 8**

POLICY 8.16 The City shall collaborate with partnering agencies and local employers to reduce or eliminate barriers to establishment or operation of childcare businesses **and promote it to the community.**

*This is response to Councilor comment that we add "and promote" (so people know about it).*

**NEW POLICY: The City shall encourage its economic development partners to attract businesses that promote climate friendly practices, such as in management of waste and energy efficient practices including use of reusable energy.**

*This is in response to Councilor comment regarding climate change: are we attracting businesses that are climate friendly (e.g., manage waste properly, don't stress the grid)?*

#### **Goal 9 Public Facilities**

**NEW POLICY: The city shall consider potential impacts from natural hazards, such as wildfire, when locating its public works facilities, equipment.**

*This is in response to the following DLCD comment:*

*In Goal 9 (Public Facilities), we recommend the city include a statement to address the location and construction of facilities, equipment, and systems in a manner to best withstand potential impacts from natural hazards.*

## **Goal 10 Transportation**

### Goal 1

POLICY I. Support the use of the City's rights-of-way as appropriate for flexible outdoor space for outdoor dining, open space, **bike racks**, or other innovative uses.

*Response to Councilor comment about there being no mention of bike racks in town and the need for more bike racks to encourage biking.*

### Goal 3

POLICY B. Design and construct transportation-related improvements to meet applicable City and Americans with Disabilities Act (ADA) standards.

*Response to Councilor concern of this being the first time ADA is mentioned in document; Instead of adding it to Transportation, staff recommends it being added to could add the Livability Chapter on Neighborhood Design, specifically in Policy 4.2.2 below:*

POLICY 4.2.2 The City shall encourage the development of livable, cohesive, and well-connected, **and accessible** neighborhoods with convenient access to goods and services, opportunities for recreation, and access to nature.

*At the 8/25 work session, Council recommended adding a definition of accessible to the glossary, so staff prepared the following:*

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

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

### Goal 6

POLICY D. Pursue development of a centralized multi-modal transportation hub to provide convenient access to modes of transportation, including public transit.

*This is a response to a Councilor concern about transit not currently stopping in residential neighborhoods and recommending we add "and/or transit stops to workforce neighborhoods"; instead of changing Transportation policies, which are tied to the TSP, our recommendation is to add the following:*

POLICY 4.3.1 The City shall promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce the need to drive for local trips, including in **residential and workforce neighborhoods, and** underdeveloped areas that currently lack facilities for walking or biking.

Other comment:

*Councilor noted there was no mention of the airport-should be at least mentioned – staff added a sentence acknowledging the existence and role of the airport in the community in the Transportation chapter introduction.*

**ORDINANCE NO. 517**

**AN ORDINANCE ADOPTING THE 2040 COMPREHENSIVE PLAN TO REPLACE AND SUPERSEDE ALL PRIOR COMPREHENSIVE PLANS**

WHEREAS, the City of Sisters (“City”) determined that its current comprehensive plan is outdated and insufficient to plan for the future needs of City;

WHEREAS, after conducting significant public outreach, including formation of citizen and technical advisory committees, City and its consultants drafted an updated comprehensive plan (the “2040 Comprehensive Plan”);

WHEREAS, the 2040 Comprehensive Plan formally updates all goals and policies and includes the 2021 Housing Needs Analysis, 2021 Economic Opportunities Analysis, and 2021 Residential Buildable Lands Inventory;

WHEREAS, after receiving support from the citizen and technical advisory committees to advance an application, City submitted the 2040 Comprehensive Plan for formal consideration under file number CP-21-01;

WHEREAS, in accordance with Sisters Development Code Chapter 4.1, legislative amendments to the comprehensive plan are subject to Type IV review procedures;

WHEREAS, the Department of Land Conservation and Development received notice of City’s consideration of the 2040 Comprehensive Plan at least 35 days prior to the first evidentiary hearing;

WHEREAS, after due notice, a public hearing on the 2040 Comprehensive Plan was held before the Sisters Planning Commission (“Planning Commission”) on August 12, 2021;

WHEREAS, the Planning Commission, after receiving public testimony and other evidence, and fully deliberating the matter, recommended that the Sisters City Council (“City Council”) adopt the 2040 Comprehensive Plan;

WHEREAS, after due notice, a public hearing on the 2040 Comprehensive Plan was scheduled before the City Council on September 8, 2021; and

WHEREAS, after reviewing the staff report, considering the Planning Commission’s recommendation, receiving public testimony and other evidence, and deliberating the matter fully, City Council voted to adopt the 2040 Comprehensive Plan with revisions.

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

1. Findings. The City Council finds that CP-21-01 meets all applicable criteria for approval. The more specific findings contained in the recitals and those found in the attached Exhibit A are hereby adopted to support the approval.
2. 2040 Comprehensive Plan. The revised 2040 Comprehensive Plan attached hereto as Exhibit B is hereby adopted. The 2040 Comprehensive Plan wholly replaces and supersedes all prior comprehensive plans of City.



3. Supporting Documents. The following supporting documents are hereby adopted and incorporated into the 2040 Comprehensive Plan by reference: (i) 2021 Housing Needs Analysis (attached hereto as Exhibit C), (ii) 2021 Economic Opportunities Analysis (attached hereto as Exhibit D), and (iii) 2021 Residential Buildable Lands Inventory (attached hereto as Exhibit E).

4. Authorization. The City Manager, or his designee, is authorized to execute any documents and to take such actions as are necessary to compile and publish the 2040 Comprehensive Plan and otherwise further the purposes and objectives of this Ordinance No. \_\_\_\_ (this “Ordinance”).

5. 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 8<sup>th</sup> day of September, 2021.

\_\_\_\_\_  
Michael Preedin, Mayor

ATTEST:

\_\_\_\_\_  
Kerry Prosser, City Recorder

Exhibit A

FINDINGS

[attached]

DRAFT



- FILE NUMBERS:** Sisters Comprehensive Plan Update / City File #: CP 21--01
- APPLICANT:** City of Sisters
- REQUEST:** Comprehensive Plan Amendment to replace the 2005 Sisters Comprehensive Plan with the 2021 Sisters Comprehensive Plan Update
- APPLICABLE CRITERIA:** City of Sisters Development Code (SDC):  
Chapter 4.1 – Types of Applications and Review Procedures  
Oregon Revised Statutes  
Oregon Administrative Rules
- HEARING DATE:** September 8, 2021 at 6:30 pm
- CITY STAFF:** Scott Woodford, Community Development Director  
Nicole Mardell, Principal Planner  
Emme Shoup, Assistant Planner

- I. **BACKGROUND:** The current Comprehensive Plan was last updated in 2005. In the meantime, the city has experienced rapid residential growth and the population has increased from about 1,300 to 3,270 in 2020 and many of the elements in the 2005 Plan are now outdated. Although not required of a community our size by the State, a recommendation of the recent Sisters Country Vision process was to update the Comprehensive Plan to better represent the current conditions, to ensure that the community plans for and mitigates the impacts of growth and solicits input from the community on what it desires as the future direction of Sisters.

Over the course of the last year, the City, with assistance from Angelo Planning Group, Johnson Economics, and NXT Consulting, embarked on a public process to completely update the Plan—primarily its Goals and Policies, which form the bulk of the Plan and the factual base required by State law that includes the updated Housing Needs Analysis, Economic Opportunities Analysis and an Urban Growth Boundary Sufficiency Report (see Exhibits below).

A community engagement plan guided outreach into the community and included extensive review of the draft goals and policies with two community advisory committees – one made up of a broad group of Sisters residents and several Sisters Country residents - along with a stakeholder committee comprised of many community partners, to provide a technical review. Due to the pandemic, outreach strategies were modified and the majority of the meetings were conducted virtually, but this did not limit communication with the public and still allowed over 20 community conversations with community groups, two online open houses and surveys, an email update list that regularly sent out project info to over 250 interested parties, and a project website updated continually with information. When conditions finally allowed, several in-person outreach activities were conducted as Village Green Park, in front of a local grocery store and at the farmer’s market. More detail can be found in the Community Engagement Audit that is an exhibit to the report (see below for more information).

This has all resulted in the draft 2021 Sisters Comprehensive Plan for public review by the Planning Commission and City Council.

II. **EXHIBITS:** The following Exhibits make up the record in this matter (**Note:** Exhibits are available for review on the City of Sisters website at the following link: <https://www.ci.sisters.or.us/community-development/page/2021-sisters-comprehensive-plan-update>)

- A. 2021 Comprehensive Plan Update
- B. 2021 Housing Needs Analysis Update
- C. 2019 Housing Needs Analysis
- D. Economic Opportunities Analysis
- E. Urban Growth Boundary Sufficiency Report
- F. Community Engagement Audit
- G. Public Comments Received

III. **CONCLUSIONARY FINDINGS:** The following findings relate to compliance with applicable criteria. 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

- City of Sisters Comprehensive Plan
- Statewide Planning Goals
- Oregon Administrative Rule (OAR) OAR 660, Division 012 – Transportation Planning Rule

Oregon Administrative Rules

OAR 660, Division 023 – Procedures and Requirements for Complying with Goal 5

State Statutes o ORS 197.303-307 – Needed Housing

OAR 660, Division 013 and ORS 836.610 – Airport Planning Rule (NA)

Oregon Revised Statutes

ORS 197.250 Compliance with goals required

ORS 197.610 Local Government Notice of Amendment or New Regulation

ORS 197.763 Conduct of Local Quasi-Judicial Land Use Hearings; Notice Requirements

## SISTERS DEVELOPMENT CODE

### CHAPTER 4.1 – TYPES OF APPLICATIONS AND REVIEW PROCEDURES

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#### 4.1.100 Purpose

The purpose of this chapter is to establish standard decision-making procedures that will enable the City, the applicant, and the public to reasonably review applications and participate in the local decision-making process in a timely and effective way.

**Staff Finding:** Staff finds that this provision is advisory.

#### 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).

...

**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
Comprehensive Plan Amendment	Type IV	Comprehensive Plan

**Staff Finding:** The City is proposing an amendment to the Sisters Comprehensive Plan, which does “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),” thus compliance with a Type IV procedure is required.

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 procedures outlined in the sections above were followed in the review of this application.

**4.1.600 Type IV Procedure (Legislative)**

**A. Application requirements. See 4.1.700.**

**B. Notice of Hearing.**

1. **Required hearings.** A minimum of two hearings, one before the Planning Commission and one before the City Council, are required for all Type IV applications, except annexations where only a hearing by the City Council is required.

**Staff Finding:** A minimum of two hearings will be provided – at least one before the Planning Commission and at least one before the City Council.

2. **Notification requirements.** Notice of public hearings for the request shall be given by the Community Development Director or designee in the following manner:

- a. At least 20 days, but not more than 40 days, before the date of the first hearing on an ordinance that proposes to amend the comprehensive plan or any element thereof, or to adopt an ordinance that proposes to rezone

property, a notice shall be prepared in conformance with ORS [227.175](#) and mailed to:

1. Each owner whose property would be rezoned in order to implement the ordinance (i.e., owners of property subject to a comprehensive plan amendment shall be notified if a zone change would be required to implement the proposed comprehensive plan amendment);
2. Any affected governmental agency.
3. Recognized neighborhood groups or associations affected by the ordinance;
4. Any person who requests notice in writing;
5. For a zone change affecting a manufactured home or mobile home park, all mailing addresses within the park, in accordance with ORS [227.175](#).
6. Owners of airports shall be notified of a proposed zone change in accordance with ORS [227.175](#).

**Staff Finding:** Staff provided notice in accordance with the 4.1.600 (B)(2)(a) where applicable. Notice was provided to “any person who requests notice in writing.” Staff maintains a list of people who have signed up for Comprehensive Plan updates on the project website ([www.sisters2040.com](http://www.sisters2040.com)). All others were deemed to be not applicable as there are no rezonings proposed as part of the Comprehensive Plan, nor any policies that would require a rezone of a property.

- b. At least 14 calendar days before the scheduled Planning Commission public hearing date, and 14 calendar days before the City Council hearing date, notice shall be published in a newspaper of general circulation in the City.
- c. The Community Development Director or designee shall:
  1. For each mailing of notice, file an affidavit of mailing in the record as provided by Subsection a; and
  2. For each published notice, file in the record the affidavit of publication in a newspaper that is required in subsection b.
- d. The Department of Land Conservation and Development (DLCD) shall be notified in writing of proposed comprehensive plan and development code amendments at least 35 days before the first public hearing at which public testimony or new evidence will be received.
- e. Notifications for annexation shall follow the provisions of this Chapter and ORS 199.

**Staff Finding:** Staff provided notice in accordance with 4.1.600 (B)(2)(b). The notice was published in the Nugget newspaper on July 28, 2021, at least 14 days prior to the initial August 12, 2021 public hearing. A second hearing is required and will be held by City Council, at which time notice will again be posted in compliance with this section.

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**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;

**Staff Finding:** Staff has reviewed the request for a Comprehensive Plan Amendment with the Statewide Planning Goals and finds the Amendment to be consistent with all of the applicable goals. See more detail below.

This section summarizes consistency of the proposed Comprehensive Plan Update with the following statewide goals:

- Chapter 1: Public Involvement (Statewide Planning Goal 1)
- Chapter 2: Land Use Planning (Statewide Planning Goal 2)
- Chapter 3: Growth Management (Statewide Planning Goal 14, Urbanization)
- Chapter 4: Livability (not a required Statewide Planning Goal)
- Chapter 5: Housing (Statewide Planning Goal 10)
- Chapter 6: Environment (Statewide Planning Goals 5, 6, 7 and 13)
- Chapter 7: Parks, Recreation and Open Space (Statewide Planning Goal 8)
- Chapter 8: Economy (Statewide Planning Goal 9)
- Chapter 9: Public Facilities (Statewide Planning Goal 11)
- Chapter 10: Transportation (Statewide Planning Goal 12)

There are other Statewide Planning Goals that are not directly applicable to Sisters. These include: Goal 3 Agricultural Lands, Goal 4 Forest Lands, Goal 15 Willamette River Greenway, Goal 16 Estuarine Resources, Goal 17 Coastal Shorelands, Goal 18 Beaches and Dunes, and Goal 19 Ocean Resources. Consistency with the applicable goals is a requirement for any amendment to a City's Comprehensive Plan. Based on the findings described below, the proposed Comprehensive Plan Update complies with all applicable Statewide Goals and associated ORS and OAR provisions.

### **Chapter 1: Public Involvement**

**Finding:** State Land Use Goal 1 requires the City to develop and implement an appropriately scaled and funded community involvement program to ensure the opportunity for meaningful public involvement throughout the land use planning process. Goal 1 outlines six key elements of citizen involvement including the following:

- Citizen Involvement: Involve a cross-section of community members in all phases of the planning process, including an official Committee for Community Involvement to review and enhance involvement in land use planning.
- Communication: Establish mechanisms for effective communication between the public and elected/appointed officials;
- Influence: Provide adequate opportunities for the public to be involved in all phases of the planning and decision-making process including preparation of plans to adoption, minor and major changes to the plan, and implementation of the plan.
- Technical Information: Ensure information used to reach policy decisions is available in a simplified, understandable format.
- Feedback Mechanisms: Ensure community members receive a response from policy makers, and retain recommendations resulting from community involvement program for public assessment.
- Financial Support: Allocate adequate resources (human, financial, and informational) within the City's budget and planning department for the community involvement program.

Throughout the Comprehensive Plan Update process, staff has been mindful of the aspirations and requirements of Goal 1 in both producing the plan document and contemplating the implementation of the plan.

In establishing the plan, the City created a Community Engagement Plan to target a cross-section of the community through a variety of different mediums to garner feedback on goals and policies. These outreach approaches included the following:

- Committees and Advisory Boards – staff created two advisory committees to oversee the Comprehensive Plan Update process, a Community Advisory Committee and a Stakeholder Advisory Committee. Staff received 37 applications for a 14-member Community Advisory Committee. Individuals were selected to represent a thorough cross-section of the community, to provide a diverse mix of those living within and outside the city limits, a variety of ages, length of time in the community, neighborhoods, interests, and backgrounds. The Stakeholder Advisory Committee was an appointed 14-member body serving as more of a “technical advisory group” representing agencies such as the Forest Service, School District, City Council, and Economic Development of Central Oregon. These groups met separately each month to review policies and add additional input to draft policies compiled by staff and the consultant.
- Formal Virtual Engagement Opportunities – throughout the majority of the Comprehensive Plan Update process staff grappled with challenges and requirements related to the ongoing COVID-19 pandemic. In order to reach community members with timely, accessible, and transparent information staff and consultants utilized ArcGIS StoryMaps to create two comprehensive and visually attractive open houses with surveys to learn about the project and provide feedback to this. To promote a two-way conversation, staff held two live Q&A sessions in which community members could have a more informal dialogues with staff and the consultant team.
- Informal Virtual Engagement Opportunities – often government processes can feel arduous and intimidating to the average community member. In recognizing this, staff providing opportunities for more casual engagement through a variety of mechanisms. Staff maintained a project website and email listserv with over 350 registered recipients, in which monthly project update emails were sent. Staff also conducted small, more intimate community conversations over zoom videoconferencing with existing groups to discuss the purpose of the Comprehensive Plan, how it is implemented, and priorities of the community.
- In Person Engagement – in Summer 2021, as policies were being finalized and COVID-19 related restrictions loosened, staff conducted in person tabling events to “meet people where they are” in front of a grocery store during the weekday lunch hour, at a park on a weekend morning, and at a community farmers market.

The Public Involvement section of the Comprehensive Plan Update includes a variety of goals and policies to continue to foster community participation and to reduce barriers to participation from historically underrepresented populations. The policies focus around three main objectives:

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

**Goal 1.2:** Recognize the need to use a variety of traditional and contemporary communication tools and channels in the Community Involvement Program, including communication methods



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

**Goal 1.3:** Present technical information in an understandable form that serves as the foundation for community engagement and discussion.

Within each objective are supporting policies to implement the proposed plan and to continue to support effective community involvement, including the following:

- 1.1.2 The Planning Commission shall annually evaluate the City’s public involvement tools and processes and report its findings in writing to the City Council along with recommendations as appropriate for improving the program.
- 1.2.1 Planning Commission and other City officials shall identify barriers to engagement and actively seek opportunities to personally present planning process or specific project information to community organizations, especially opportunities that will reach historically lesser-involved residents.
- 1.2.3 The City shall provide information about planning activities and notices of upcoming meetings in clear, understandable language and will include information about relevant City processes and procedures. This will include brief descriptions of items that City Council and Planning Commission will be discussing.

In addition to this, the policies do include items in support of transparency of materials and information used to reach decisions, ensuring adequate funding toward public involvement, simplified verbiage and access to materials, and ensuring two-way communication between staff and elected officials and community members.

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 1.

## Chapter 2: Land Use Planning

**Goal 2. To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

**Finding:** Goal 2 requires communities to establish a land use planning process and policy framework as a basis for all land use decisions and action (most commonly in the form of a Comprehensive Plan and Development Code) with a factual basis to support land use decisions. This goal also requires coordination with affected governmental units and agencies.

Through the Comprehensive Plan Update process, the City partnered with consultants Angelo Planning Group and Johnson Economics to update documents that form the City's factual base – these include the City's Housing Needs Analysis, Economic Opportunities Analysis, and Urban Growth Boundary Sufficiency Report. Key findings from these documents have been integrated to policies in the respective chapters (Housing, Economy, and Growth Management) and the documents are hereby incorporated herein by reference.

The City of Sisters, although a relatively small city, partners with a number of agencies and governmental units to provide services to the community. These include:

- Sisters Camp Sherman Fire District provides emergency response as well as education and outreach on natural hazards and fire prevention.
- The Sisters School District owns and operates public schools for children in Sisters and the surrounding rural area.
- Sisters Chamber of Commerce serves as the City's Destination Marketing Organization and provides support to tourism promotion.
- Economic Development of Central Oregon serves as the City's Economic Development arm and provides a staff member part time to serve as the City's Economic Development Director.
- Sisters Parks and Recreation provides recreational programming to residents within Sisters.
- Deschutes County provides a number of social services to residents in Sisters including an onsite school-based health clinic and houselessness coordination and outreach. The City contracts with Deschutes County to provide oversight of the City's building code review program and manages land use review of land that is within the Sisters Urban Growth Boundary but outside of Sisters City Limits (of which there is currently one City of Sisters owned property).
- United States Forest Service provides oversight of recreational and natural resources within and adjacent to the Sisters City limits.

The agencies listed above, in addition to City Council and Planning Commission Representatives, comprised the Technical Advisory Committee. Through this committee, the agencies provided technical support and reviewed the proposed Comprehensive Plan Update policies and technical studies.

Outside of this process, staff has ongoing interaction with these agencies and organizations through a participation on local boards and direct communication between staff. Several policies throughout the plan provide guidance to continue coordination with supporting agencies and organizations including coordination of natural hazard preparedness, public facilities, and parks and recreation.

The City currently administers a land use zoning map and Development Code as part of its land use planning process in conformance with Statewide Planning Goal 2. In addition to the activities and strategies described above, a number of new policies proposed in the Comprehensive Plan Update direct

the City to continue to evaluate and update the Development Code to ensure it implements the goals and policies of the Comprehensive Plan. These policies can be found in the corresponding Comprehensive Plan chapters.

The proposed Comprehensive Plan Update is in compliance with Goal 2.

### **Chapter 3: Growth Management**

***Goal 14: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.***

***Finding:*** Goal 14 requires the establishment and maintenance of an Urban Growth Boundary (UGB) to ensure the efficient use of land, accommodation of 20-year projected population and employment growth, and an orderly transition from rural to urban land use. The City of Sisters proposes modifying the goal name from Urbanization to Growth Management to better address all the types of potential growth that could occur - both within the UGB and within the existing city boundaries in the form of infill. It also proposes to modify the goal language to better reflect the desires of the community.

*“Encourage growth to strike a balance between urban scale development and preserving the history, natural beauty, and character of the community.”*

The Comprehensive Plan manages impacts from residential and employment growth, promotes efficient urban development, and protects rural and natural resources from urban sprawl. In the Growth Management chapter in the Comprehensive Plan Amendment there is policy language supporting the orderly transition, utilization, and service of land identified for urban development within the UGB.

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

Like many communities in Central Oregon, the City of Sisters is rapidly growing. With a high quality of life, access to surrounding recreational resources, and other strong amenities and services, it continues to attract new residents from around the state and country. As the City continues to grow, it will be important for City staff, decision-makers, and community members to regularly monitor development patterns and new trends, and periodically re-evaluate these assumptions and conclusions in these documents to ensure an adequate supply of land to meet current and future community needs.

In planning for future growth, the City prepared policies that emphasize utilizing existing land within the City’s Urban Growth Boundary more efficiently to accommodate future land needs in combination with meeting other community goals and objectives. This approach will help ensure preservation of the farm and forest lands surrounding the City. In planning for the year 2040, the City also included key policies surrounding an efficient transition between urban and rural land, planning for and providing for adequate urban scale public services, and promoting a mix of affordable and market rate housing.

**Promote Efficient Infill Development.** The City must prioritize infill development to accommodate a 20-year supply of housing, through the development and implementation of “efficiency measures” or Development Code updates and strategies to reduce barriers to housing development in the current city limits and Urban Growth Boundary. Additionally, the City shall explore urban reserves to accommodate a longer-term housing need.

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

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

Based on the findings above, the Comprehensive Plan Amendments are consistent with Title 14.

## Chapter 4: Livability

Not applicable as there is not Statewide Planning Goal on Livability

## Chapter 5: Housing

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

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

**Finding:** Goal 10 requires the City to maintain and plan for an adequate land supply to accommodate at least 20 years of future growth, providing flexibility in housing location, type, and density (specifically at an overall density of 10 or more units/acre with the opportunity for 50 percent of new units to be attached single family or multifamily) to ensure the availability and prices of housing units are commensurate with the needs and financial capabilities of Oregon households. Comprehensive plans are required to include an analysis of community housing needs by type and affordability, an assessment of housing development potential, and an inventory of residential land; contain policies for residential development and supportive services based on that analysis that increase the likelihood that needed housing types will be developed; and provide for an adequate supply of a variety of housing types consistent with identified policies and meeting minimum density and housing mix requirements (established by OAR 660, Division 007).

The findings for Goal 10 Housing, based on the City's 2019 Housing Needs Analysis (HNA) and updated in 2021, include findings that demonstrate that Sisters is predicted to add 3,270 new residents in the next 20 years and, at an average household size of 2.4 persons per household, it needs 1,100 housing units in the next 20 years.

The HNA provides information about the factors that could affect housing development, including demographics, affordability trends, workforce housing availability, market health, and regulatory structure. The HNA includes the City's buildable lands inventory (BLI) for housing within the UGB. The BLI is required by Goal 10 to ensure that current use designations provide an adequate short- and long-term land supply for housing development for meeting existing needs and those of projected growth. It analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land and/or land that is likely to be redeveloped, and compares the existing supply of land to emerging trends and indicators for future estimates of demand.

The findings for Goal 10 also illustrate the policies in the Comprehensive Plan Amendment supporting a diverse range of housing types, with a focus on housing affordability, equity, sustainability and livability. The overall goal of the Housing Chapter is to meet the housing needs of current and future residents by creating opportunities for development of a wide range of housing for all ages and income levels, including housing that is safe and high quality and design features and transitions that contribute to compatibility with existing neighborhoods.

Other policies include accommodating the housing needs of people in all life stages in locations within walking distance of commercial areas and other services with an emphasis on supporting affordable

housing providers to deliver housing for low- and moderate-income households. The City shall evaluate and update the Development Code to identify and reduce barriers to the creation of housing units for low- and moderate-income households and to encourage creating mixed income neighborhoods and shall coordinate with emergency shelter providers, public safety providers and the County Health Department to adopt appropriate policies that are supportive of emergency shelters, transitional housing and supportive services for people who are experiencing homelessness.

Key findings from the City's HNA include the following:

- **Forecasted Population and Housing (2041):** The projected future growth is the official forecasted annual growth rate (2.4%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2041. (Because this project is anticipated to be completed in 2021, 2041 is used as the end of the "20-year" projection period.)
- The model projects growth in the number of non-group households by 2041 of roughly 880 households, with accompanying population growth of 2,130 new residents.
- Based on average household size of 2.4 residents/household, the results show a need for 1,100 new housing units by 2041, which would represent 65% growth over the current estimated supply.
- Of the new units needed, roughly 60% are projected to be ownership units, while 40% are projected to be rental units. This is due to the forecast of a higher homeownership rate in the future as well as the second home market, leading to marginally more need for ownership units than rental units.
- It is estimated that there may be insufficient residential lands within Sisters to accommodate the projected need, particularly for low-density residential development, while there is some excess capacity in multi-family zones if used efficiently. These findings will help guide further discussion of potential housing policies and measures to increase efficient land use and address deficits.

Projected 20-year housing needs in Sisters (2021-2041) are summarized in the following tables.

**FIGURE 1.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2041), SISTERS**

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	503	70	31	13	30	17	0	<b>663</b>	60.3%
<b>Percentage:</b>	75.8%	10.5%	4.7%	2.0%	4.5%	2.5%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	200	34	37	37	95	34	0	<b>437</b>	39.7%
<b>Percentage:</b>	45.7%	7.7%	8.5%	8.5%	21.9%	7.7%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
<b>Totals:</b>	702	103	68	50	125	50	0	<b>1,100</b>	<b>100%</b>
<b>Percentage:</b>	63.9%	9.4%	6.2%	4.6%	11.4%	4.6%	0.0%	100%	

Sources: PSU, City of Sisters, Census, Environics Analytics, JOHNSON ECONOMICS

\*This table is an update to Figure 4.3 in the *Sisters Housing and Residential Land Need Assessment (2019)*.

These tables and the HNA report indicate the following future needs:

- The results show a need for 1,100 new housing units by 2041, which would represent 65% growth over the current estimated supply. (This is an increase from the 2019 HNA, which estimated 20-year growth of 1,057 units.)
- Of the new units needed, roughly 60% are projected to be ownership units, while 40% are projected to be rental units. This is due to the forecast of a higher homeownership rate in the future as well as the second home market, leading to marginally more need for ownership units than rental units.
- The projected unit types and pricing levels have not changed since the 2019 HNA as the expected demographic breakdown of the future households has not changed significantly. (See Section IV of the HNA Report for more discussion of housing types and affordability levels.)

In addition to the Comprehensive Plan policies supporting housing affordability, equity and choices, the City has conducted other recent planning efforts aimed at addressing similar goals, including the following.

The **Draft Housing Measures Report** was created in June, 2019. The report includes the following information intended to help the City update its Comprehensive Plan:

- Draft narrative and findings associated with existing and future housing needs which can be incorporated into narrative sections of the City’s Comprehensive Plan.
- Recommended new or updated Comprehensive Plan policies for housing

- Recommended measures that the City can consider in the future and use to help meet future housing needs

The proposed Comprehensive Plan Update incorporates a variety of proposed updated goals and policies related to housing, which will support consistency with Statewide Planning Goal 10. They are centered around the following four goals and enable and promote actions to be undertaken by the City and a variety of public agency, non-profit, and private development partners:

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

**Housing Objective 5.1**

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

**Housing Objective 5.2**

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

**Housing Objective 5.3**

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

In combination, the updated Comprehensive Plan goals, objectives and policies, the factual base of information established by the HNA, and the specific strategies identified in the City’s Housing Measures Report create an exceptionally strong foundation for addressing the intention and requirements of Statewide Planning Goal 10. Based on these findings, the Comprehensive Plan Amendments are consistent with Goal 10.

**Chapter 6: Environment** (Consolidates Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces, Goal 6 Air, Water and Land Resources Quality, Goal 7 Areas Subject to Natural Hazards, and Goal 13 Energy Conservation)

Staff, in producing the policies for Oregon Planning Goals 4, 5, 7, and 13, found significant overlap in the intent and policy guidance for these sections and chose to consolidate them into one chapter “Environment”. In doing so, staff was able to reduce duplication and produce more cohesive policies on the larger topic of the environment.

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

**Finding:** Goal 5 directs the City to adopt programs that inventory, evaluate, and develop protections for specific natural and cultural resources including wildlife habitat, wetlands, and cultural areas. Encouraged, but optional are programs that inventory, evaluate, and protect historic resources, open spaces, and scenic views and sites. State and/or federal programs are already in place to govern some Goal 5 resources within the City of Sisters, including wetlands associated with Whychus Creek and habitat areas associated with the federally protected bald eagle.

The following items have been inventoried in the City’s previous Comprehensive Plan:



- **Whychus Creek and associated wetlands and riparian areas:** The water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary as defined in OAR 660-023-0090 and 660-023-0090, typically associated with Whychus Creek. This area also intersects with the boundary of the 100-year flood plain as determined by the Federal Emergency Management Agency (FEMA). This area is under protection by Sisters Development Code Section 2.10 Special Flood Hazard Overlay District. Both in order to meet FEMA National Flood Insurance Program (NFIP) and to protect sensitive species and vegetation, development in this overlay district is limited and requires additional special construction methods and siting requirements.
- **Historic Resources:** In 1985, the following sites were approved in the City’s Inventory of Historic Sites.
  - Leithauser Store, Commercial, 251 E. Cascade (“The Sisters Bakery”)
  - Aitken Drugstore, Commercial, 211 E. Cascade (“The Palace”)
  - Hotel Sisters, Commercial, 190 E. Cascade (“Sisters Saloon”)
  - Hardy Allen House, Commercial, 401 E. Main (“Sisters Hometown Realty”)

The City has partnered with Deschutes County to form a Historical Landmarks Commission. The Commission oversees land use requests pertaining to the four listed historic sites, to ensure adequate protection of the historic resources in accordance with Sisters Municipal Code Section 2.80 Historic Preservation. In 2018, the City completed a Reconnaissance Level Survey of additional historic properties within the City limits and found several properties that may be eligible for potential designation.

- **Open Space:** In the 2005 Comprehensive Plan, the following areas were designated as open space to be left primarily in their natural state and managed to provide limited passive recreation opportunities, where appropriate:
  - Whychus Creek: 11.21 acres of City owned land along Whychus Creek south of Hwy 126. Pedestrian access is currently provided via Timber Creek Drive.
  - East Portal: 7.73 acres at the intersection of Highways 20 and 126 and owned by the US Forest Service. The area includes wooded natural areas, public parking, restrooms, shelter with public art, and interpretive information.
  - Dedicated Open Space: The City contains additional acreage held in open space or conservation easements, or that has been dedicated to the City, through the land use process. These properties include but are not limited to: 2.97 acres in the Pine Meadow Village Subdivision, 2.11 acres in the Saddlestone Subdivision, and 4.63 acres in the Sun Ranch subdivision.

The City, in concert with the Upper Deschutes Watershed Council, completed the Whychus Creek Restoration Plan in 2009. This plan provided several policies that have been either completed or integrated into the policies in this section.

As part of this update, staff, community members, and review committees expressed a need for the City to re-inventory, evaluate, and protect the City’s natural and scenic resources as the City grows and development patterns change. The following goals and policies have been added to reflect this direction:

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

- 6.1.1 The City shall identify and adopt protective measures for natural and scenic resources within the UGB.
- 6.1.2 The City shall promote preservation and health of inventoried wildlife habitat corridors.
- 6.1.3 The City shall adopt Development Code provisions for retention of significant trees, in particular mature groves and individual ponderosa pine trees, before, during and after the development process to support a healthy urban forest and honor the City's status as an Arbor Day Tree City.
- 6.1.4 The City shall evaluate potential impacts to wildlife from light and noise pollution and require mitigation where appropriate.
- 6.1.5 The City shall promote development that integrates with the surrounding natural environment and reduces impact on natural systems by using natural resources and processes to manage stormwater, decrease greenhouse gas emissions, and address other impacts related to air and water quality.

7.1.11 The City shall identify and develop standards to preserve notable scenic views and green spaces as development occurs, possibly including development standards, public access easements, conservation easements, or property acquisition where applicable.

7.1.12 The City shall work with private and public property owners to inventory and preserve scenic view corridors and creek access points along roadways, balancing access with conservation of natural resources.

7.1.13 Where possible, the City shall acquire land that serves to protect open space and scenic view corridors as well as defensible space for wildfire protection.

The Comprehensive Plan Update does not propose any direct changes to the City's Goal 5 inventory or supporting regulations. Staff finds that Goal 5 does not directly apply to the proposed Comprehensive Plan Update, as the proposal does not include any specific changes to these programs previously found to be consistent with Goal 5. The policies adopted in the Comprehensive Plan Update will be applied in support of the Goal 5 program requirements and therefore is consistent with Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces and OAR 660, Division 023.

***Goal 6. To maintain and improve the quality of the air, water, and land resources of the state.***

***Finding:*** *State Land Use* Goal 6 requires cities and counties to protect air, water, and land resources from pollution and pollutants during the comprehensive plan process. Additionally, the Goal corresponds to the Clean Air and Water Act requirements at the Federal level and state requirements from the Oregon Department of Environmental Quality. This chapter outlines requirements related to location of solid waste disposal sites, access to sewage disposal for urban uses, buffers between conflicting land uses that impact air, water, and land resources, and plans impacting any air, water, or land resources.

The City, in coordination with the Department of State Lands and Army Corps of Engineers regulate water quality associated with Whychus Creek and the surrounding wetland and Riparian Areas. In order to ensure ongoing local oversight of water quality, numerous policies have been added in Chapter 6, including the following:

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

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

6.3.12 The City shall consider incentives for new housing development or redevelopment projects that increase energy efficiency, improve building durability, produce, or use clean energy, conserve water, use repurposed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

Chapter 9, Public Facilities provides greater detail on the City's wastewater and sewage disposal strategies.

Based on the findings above, the proposed draft policies are consistent with state land use Goal 6 Air, Water, and Land Resources Quality.

***Goal 7. To protect people and property from natural hazards.***

***Finding:*** State Land Use Goal 7 requires Comprehensive Plans to reduce the risk to people and property from natural hazards, including floods, earthquakes, and wildfires. In its 2005 Comprehensive Plan, the City inventoried natural hazards specific to the City of Sisters including the following:

- **Whychus Creek 100-year Special Flood Hazard Area.** This area has been designated as a flood hazard area per the Federal Emergency Management Agency's Flood Insurance Rate Maps. Areas within this boundary area subject to special development standards within the City's Development Code section 2.10 Special Flood Hazard Area Overlay. This includes protection of sensitive vegetation, siting requirements, flood proofing requirements, and coordination with Army Corps of Engineers in some occasions.
- **Volcanic and Seismic Hazards** – Seismic activity has not been determined to be a specific threat to the City of Sisters, but due to the City's location near the Cascade Mountain Range, policies have been added to participate in ongoing regional conversations surrounding emergency preparedness and review of the most recent information on potential volcanic and seismic activity that may impact the City.
- **Drought and Wildfire** – The City of Sisters is bordered by the Deschutes National Forest on its north, west, and southern boundaries. Historic drought and fire activity, exacerbated by climate change, has posed a significant hazard risk for the Sisters community. Although not a new issue, the Comprehensive Plan update includes new provisions and policies addressing wildfire mitigation plans for new development, the use of fire-resistant materials and landscaping, and increased defensible space within developments.

New policies have been added in support of natural hazard mitigation, including the following:

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

6.2.1.3 To reduce risk of destruction by wildfire, the Development Code shall require that developers prepare wildfire mitigation plans in conjunction with new development for review and approval

by the City as part of the development application process. The City shall provide guidelines and examples regarding the preparation of wildfire mitigation plans.

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

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

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

Based on the findings above, the Comprehensive Plan Update is consistent with Goal 7 Areas Subject to Natural Hazards.

**Goal 13. To conserve energy.**

**Finding:** State Land Use Goal 13 requires local governments to consider the effects of its comprehensive plan on energy consumption. This includes land use decisions impacting transportation systems or renewable energy, to name a few. In recognition of this goal, the City has added a new section to Chapter 6, Environment, which is focused on energy efficiency and climate change specifically.

The City of Sisters and its residents note that climate change and energy efficiency have a significant impact on the City's operations and the ongoing vitality of the community. Within this new section, policies have been added around incorporating climate change criteria in city decision making processes, advocating for energy efficient building codes, incorporating energy efficiency in its own operations including electric vehicles and sustainable buildings, and encourage adaptive reuse of existing buildings.

The following policies have been added which note the connection to energy conservation specifically:

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

6.3.6 The City shall consider equity and affordability when developing city programs and development standards related to energy conservation and climate change and identify strategies for reducing potential impacts related to increased costs.

6.3.7 The City shall partner with business owners as well as regional and state agencies on strategies to reduce greenhouse gas emissions from known sources that adversely affect public health and contribute to climate change.

6.3.8 The City shall promote a sustainable transportation system that meets the needs of present and future generations, consistent with the adopted Transportation System Plan.

6.3.9 The City shall practice energy efficiency and climate change mitigation in its own operations, including sustainable buildings, electric vehicles, outdoor lighting, and active transportation.

6.3.11 The City shall encourage the adaptive reuse of existing buildings to help meet the City's housing, employment, and other needs, while also reducing and/or managing conflicts between residential and non-residential uses.

6.3.12 The City shall consider incentives for new housing development or redevelopment projects that increase energy efficiency, improve building durability, produce, or use clean energy, conserve water, use repurposed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

Based on the findings above, the Comprehensive Plan Update is consistent with Goal 13 Energy Conservation.

## Chapter 7. Parks, Recreation, and Open Space

### STATEWIDE GOAL 8

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

**Finding:** Statewide Goal 8 requires the City to coordinate planning for recreation areas, facilities, and opportunities with private enterprise and provide them in such quantity, quality, and location, consistent with the availability of resources, to meet established needs.

The City of Sisters has a robust system of parks, recreation facilities and trails. In total, the City owns and maintains nine developed park facilities, which consist of 14.01 acres of developed parkland, including two community parks, one neighborhood park, two mini parks, and four special purpose parks. It also owns and operates the Creekside Campground, which offers a total of 60 camp sites, including 27 full hook-up sites. Also under City ownership are three undeveloped parcels, which comprise 5.59 acres. Private development also has constructed park space that offers public access. In terms of trails, the Sisters area contains 33.76 linear miles of trails and 28.65 acres of open space. All of the parks and open space are owned and managed by the City. Funding of park development is through system development charges (SDC's).

While the City owns and maintains parks and recreation facilities, the Sisters Parks & Recreation District (SPRD) operates the recreation programs. SPRD serves residents of Sisters and Sisters Country, a larger unincorporated urban portion of the county. Funding for the agency is provided through property taxes and fees charged for services.

The City updated its Parks Master Plan in 2017 (which was an update to the 2011 Parks Master Plan) to address long-term needs for park and recreation facilities. Through implementation of the Parks Master Plan, the City will continue to plan for, operate, and maintain future local park and recreation facilities consistent with Goal 8 requirements. One of the overarching goals stated in the proposed Comprehensive Plan Update includes a particular emphasis on developing, maintaining and enhancing facilities that meet the needs of community members and visitors of all ages, abilities, cultures, and incomes that will enhance physical and mental health.

The City is continually working to enhance bicycle and pedestrian connections to parks by improving sidewalks, pathways, and bike facilities. This is done primarily by the City with funds generated from SDC charges on development. These improved connections will provide safer and more convenient access to

parks for more of Sister's residents. In turn, park trails and pathways provide key connections within the City's overall bicycle and pedestrian networks.

Continued coordination and partnership with SPRD will be essential to providing Sisters residents with adequate access to and programs and facilities within local parks.

The Comprehensive Plan Update includes a variety of goals and policies which are consistent with the City's Parks Master Plan and which are aimed at continuing to provide Sisters residents with a high-quality, accessible system of parks, natural areas and trails. Policies are centered around the following goals:

**Parks, Recreation and Open Space Goal 7.1** Plan, develop, maintain, and enhance recreation opportunities, scenic views, and open spaces to meet the needs of community members and visitors of all ages, abilities, cultures, and incomes and enhance their physical and mental health.

**Parks, Recreation and Open Space Goal 7.2** Identify and pursue funding mechanisms for acquisition, development, maintenance, and operations of facilities.

**Parks, Recreation, and Open Space Goal 7.3** Create a citywide network of recreation opportunities that are connected and accessible through a variety of transportation options.

**Parks, Recreation and Open Space Goal 7.4** Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, particularly those that are environmentally sensitive.

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

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 8.

## Chapter 8: Economy

*Goal 8. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**Finding:** Goal 9 requires the City to maintain and plan for an adequate land supply to accommodate at least 20 years of future growth, ensuring citizens have adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Oregon. Comprehensive Plans are required to include an analysis of a community's economy related to state and national trends, an assessment of economic development potential, an inventory of employment land, policies for economic opportunities based on that analysis, an adequate supply of a variety of sites supporting employment consistent with identified policies, and designated employment sites and adjacent sites that include compatible uses.

The City of Sisters conducted an Economic Opportunities Analysis (EOA) concurrently with, and as part of, the Comprehensive Plan Update. The EOA describes employment, workforce, and other demographic and economic trends at the local, regional, state and national level that will influence Sisters' economy in the coming years. The EOA also identifies a set of target industries for Sisters that reflect local and regional economic goals, local and regional locational advantages, the size of Sisters, its relation to surrounding population and employment, and other factors. Economic development efforts and policies also are guided by Oregon Statewide Planning Goal 9 (Economic Development), as well as recommendations from the Sisters Country Vision.

The Sisters Country Vision identified several community goals and strategies which were further discussed and refined through the Comprehensive Plan Update process. Economic development was a key component of the Visioning process and is reflected in the "Prosperous Sisters" element of the Vision. This element includes five primary strategies and a number of related actions items. These strategies include establishing Sisters as both a four-season tourist & visitor destination and as Oregon's "Artisanal Capitol", creating a Sisters "Makers District", developing the former US Forest Service property, and creating and maintaining a vibrant and diverse local economy.<sup>1</sup> Some, but not all of these strategies have been included as policies in the Comprehensive Plan.

The EOA also includes the City's buildable lands inventory (BLI) for employment within the UGB. The BLI is required by Goal 9 to ensure that current use designations provide an adequate short- and long-term land supply for employment development for meeting existing needs and those of projected growth. It analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land and/or land that is likely to be redeveloped, and compares the existing supply of land to emerging trends and indicators for future estimates of demand. The EOA will be adopted as a supporting document of the updated Plan.

The EOA included the following overall findings and conclusions, a number of which are articulated in the updated Plan:

**Strong Economic Base.** The City of Sisters has a strong and diverse economy, particularly for a city of its size. In 2020, approximately 1,980 people worked in Sisters. The number of workers was similar to the number of people in the labor force living in the City, but many people either live outside the City and commute into Sisters for work or live in Sisters but work elsewhere. The economy and types of employment found in Sisters are significantly influenced by the larger regional economy of Deschutes County and Central Oregon, with the job market weighted heavily towards tourism and recreation. Other strong employment sectors include agriculture, forestry and fishing, construction, food and wood

manufacturing, education, and health care and social services. The area also has a relatively high level of self-employed workers in comparison to other parts of the state. After a dip in employment during the recession in 2008-2010, Sisters and Deschutes County saw a steady increase in employment through 2020.

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

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

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

**Employment Land.** The City will need to continue to maintain an adequate supply of buildable, available land to support future employment. The EOA evaluated the City's supply of employment land and concluded that it was adequate to meet projected 20-year employment needs. However, it will be essential for the City to continue to regularly monitor the supply and availability of land suitable for local businesses, particularly those in target industries. Maintaining a supply of both vacant "raw" land and land with buildings ready for new businesses, will be important. Limiting development of storage facilities or similar uses that provide limited employment or other economic benefits also is recommended.

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

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



The proposed Comprehensive Plan Update includes a variety of goals and policies to help achieve the City's economic development objectives. They are centered around the following goal:

**Overarching Economic Development Goal:** To provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of the City's community.

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 8.

## **Chapter 9: Public Facilities**

**Goal 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**Finding:** The City of Sisters provides many public facilities and services to its residents and coordinates with several other local service providers for other services to ensure timely, orderly and efficient arrangement and provision of public services to serve development within the City of Sisters.

The City of Sisters provides planning and zoning services inside the city limits, as well as provision of water, conveyance and treatment of wastewater, stormwater transportation facilities on city-owned facilities. The City's coordinates with other local service providers through intergovernmental agreements to provide the following additional public services and facilities in Sisters:

- Recreation. The Sisters Parks and Recreation District provides recreation services to Sisters residents, including through programming within parks owned by the City of Sisters.
- Fire Protection. The Sisters - Camp Sherman Fire District provides fire protection and other emergency services.
- Law Enforcement. The City contracts out its law enforcement to the Deschutes County Sheriff's Department.
- Social Services. Deschutes County provides a number of social services to Sisters residents through its Department of Health Services.
- Schools. The Sisters School District owns and operates public schools (one elementary school, one middle school and one high school) for children in Sisters.

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

- Water. Sisters' water supply is currently provided by three wells with a 1.6-million-gallon reservoir for storage. Groundwater is treated by disinfection for public safety. Transmission and distribution main lines in the City's water system total approximately 32 miles with approximately 1,500 service connections.
- Wastewater. The City's wastewater system consists of a gravity collection system with four wastewater pump stations. The wastewater treatment plant, located at 1000 South Locust Street, is a 3-cell, aerated lagoon system with winter holding, discharging to a dike and a forest irrigation re-use system. The city owns a portion of the Lazy Z Ranch and uses it for effluent reuse and crop production.

- **Transportation.** The City's Public Works Department maintains 53 miles of roadway and 4.5 miles of multi-use paths, including asphalt maintenance and snow removal, in addition to street tree and landscape maintenance. The Oregon Department of Transportation is responsible for Highway 20/Cascade Avenue, Highway 242 and Highway 126 through town.

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

The proposed Comprehensive Plan Update includes a set of policies regarding future provision of public facilities and services organized around the following general topics and goals:

**Planning:** The City shall be proactive in planning, financing, managing, and obtaining lands, facilities, equipment, and other system elements to ensure the safe and efficient operation of the public facilities and services for which it is primarily responsible, including water, wastewater, stormwater, and transportation facilities and services.

**Funding:** The City shall continue to assess System Development Charges to finance the impacts of growth on public facilities in an equitable and efficient manner.

**Conservation:** The City shall continue to promote water management and conservation strategies to reduce impacts on the City's water supply system. Strategies could include reduced use of irrigation; tiered billing system tied to water use; incentives or requirements for use of water-efficient fixtures; use of drought-tolerant plants; or other similar strategies or incentives.

**Federal, State and County Requirements:** The City of Sisters Public Works Standards shall be periodically updated and improved for specificity, accuracy, and consistency with County, State and Federal requirements, and should incorporate innovative strategies and initiatives based on cost-effective and scientifically-proven principles.

## Chapter 10: Transportation

### **Goal 12: To provide and encourage a safe, convenient and economic transportation system.**

**Finding:** Goal 12 and the State Transportation Planning Rule (TPR; OAR 660, Division 012) require cities to provide and encourage a safe, convenient, and economic transportation system. Together, they require the City to develop and maintain a Transportation System Plan (TSP), which must be incorporated as part of the Comprehensive Plan. A local TSP acts as a guiding policy document for long-term transportation planning and presents the City's goals and policies while outlining and prioritizing proposed improvements for pedestrian, bicycle, public transit, motor vehicle, and freight systems; downtown parking; and neighborhood traffic management.

The City of Sisters last adopted a full TSP in 2010, which was an update of the 2003 Plan. It addressed changes in local and regional growth patterns and new transportation planning policies adopted by the state. In addition, it provided refined analysis used to determine a preferred alternative that addresses congestion on Highway 20 through the downtown commercial district.

In 2018, the City made refinements to the TSP. The primary purpose of the update was to refine the plan for the Alternate Route around downtown, via improvements on Barclay Drive and Locust Street. It also refined plans for improvements at the following intersections: Barclay Drive/Locust Street, US 20/Locust Street, and US 20/OR 126; local circulation and access along US 20 and OR 126 east of Locust Street to City limits; and included updated pedestrian and bicycle plans.

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

Goal 12 requires that the land uses in the Comprehensive Plan and the supporting transportation facilities in the TSP are coordinated and compatible. This Comprehensive Plan update does not include an updated Transportation Chapter, but relies on current adopted TSP for this purpose. No changes to Comprehensive Plan land use designations are being proposed as part of the current Comprehensive Plan Update. The previous updates of the TSP relied on, and are consistent with, the City's existing Comprehensive Plan land use designations.

The TSP contains a set of policies to guide development of the future transportation system (that are also referenced in the Plan policies) and focused around the following ten goals:

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

**Goal 2: Reduce downtown congestion on US20/126** *by providing a fully functional alternate transportation route for thru traffic and freight carriers.*

**Goal 3: Safety.** *Develop and maintain a safe and secure transportation system.*

**Goal 4: Economic Vitality.** *Promote the development of the City, Region, and State economies through the efficient movement of people, goods, and services and through the distribution of information.*

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

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

**Goal 7: Quality Design.** Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.

**Goal 8: Reliability and Mobility** Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.

**Goal 9: Efficient and Innovative Funding.** Efficiently allocate available funding for recommended transportation improvements and pursue additional transportation funding that includes innovative funding methods and sources.

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

The proposed Comprehensive Plan Update does not include a set of updated goals and policies related to transportation because they have been prepared in conjunction with recent TSP updates. However, several new policies have been identified for inclusion in the City's next TSP update to strengthen the existing TSP policies.

In addition, other elements of the Comprehensive Plan Update include policies which support development of a well-connected, safe and efficient multi-modal transportation system. Examples include but are not limited to the following:

**Livability Policy 4.3.1:** The City shall promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce the need to drive for local trips, including in underdeveloped areas that currently lack facilities for walking or biking.

**Livability Policy 4.3.2:** The Development Code shall require that development contributes to the quality and connectivity of the City's active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and neighborhood gathering places.

**Livability Policy 4.3.3:** The City shall coordinate with the US Forest Service to create trail connections between the City and the Deschutes National Forest.

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

**Public Facility Policy 9.1:** The City shall be proactive in planning, financing, managing, and obtaining lands, facilities, equipment, and other system elements to ensure the safe and efficient operation of the public facilities and services for which it is primarily responsible, including water, wastewater, stormwater, and transportation facilities and services.

**Parks, Recreation and Open Space Policy 7.3.3:** The City shall construct pedestrian and bicycle paths and trails to promote connectivity between parks and other local destinations.

**Parks, Recreation and Open Space Policy 7.3.8:** The City shall consider developing a designated bicycle and pedestrian greenway that connects park and recreation facilities across the city.

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

**Economic Development Policy 8.11:** The City shall periodically monitor and ensure an adequate supply of land for the needs of commercial, mixed-use and light industrial development and employment purposes, including within walking and/or bicycling distance of residential neighborhoods.

Goal 12 is also implemented by OAR 660-0060, better known as the Transportation Planning Rule (TPR). The TPR is addressed in more detail below.

Based on the findings above, in the Comprehensive Plan Amendment is consistent with Goal 12 Transportation and the Transportation Planning Rule.

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

**Staff Finding:** Staff finds that the Comprehensive Plan Update by is consistent with the applicable policies of the current Comprehensive Plan. Many of the policies of the 2005 Plan, however, are considered outdated due to significant change in the community over that time period, which is the primary reason for doing the update, and the 2021 update includes a set of completely revised policies. Because of that, staff focused on compliance with the applicable unamended policies, including the following:

#### Goal 1: Citizen Involvement

Goal - CITY OF SISTERS PUBLIC INVOLVEMENT GOAL: The City endeavors to offer a wide variety of traditional and contemporary tools and opportunities that enable inclusion of a diverse population of residents, business owners, private organizations and partner agencies located inside and outside City limits to participate in all land use processes.

OBJECTIVE 1.2: To recognize the need to use a variety of traditional and contemporary communication tools and channels in the Citizen Involvement Program—communication methods that will reach diverse audiences and drive greater awareness and participation in all phases of the planning process.

##### POLICIES:

1.2.1 Information about the City’s planning activities and notices of upcoming meetings shall be maintained on the City’s website and distributed via a variety of outlets and methods, including non-traditional methods that might be more successful at reaching underrepresented or less frequently involved members of the public (in accordance with Connected Strategy 4 of the 2019 SCCV Action Plan).

1.2.2 The Planning Commission and other City officials shall actively seek opportunities to personally present planning process or specific project information to community organizations, especially opportunities that will reach historically lesser-involved residents. City of Sisters Comprehensive Plan 25

1.2.3 Citizen assistance in the preparation of each phase of the planning process shall be actively encouraged; and strategies to reach underrepresented or marginally-involved populations shall be implemented.

1.2.4 Planning Commission members and other City officials shall reach out to and encourage qualified individuals from historically lesser-involved populations to apply for vacancies on the City’s advisory bodies, not only to foster vibrant and diverse perspectives within these bodies but also to encourage bridge-building to other voices in those populations.

OBJECTIVE 1.3: To present technical information that serves as the foundation of the plan in an understandable form.

##### POLICIES:

1.3.1 Information necessary to reach policy decisions shall be available in a simplified and understandable form at City Hall, on the City’s website and via other resources as appropriate.

1.3.2 Upon written request, assistance in interpreting and using technical information shall be provided in a timely manner.

1.3.3 Recommendations resulting from the Citizen Involvement Program shall be retained and made available for public assessment.

1.3.4 Citizens who have participated in this program shall receive a response from policymakers. The rationale used to reach land-use policy decisions shall be available in the form of a written record.

**Staff Finding:** Staff finds that the Comprehensive Plan Update process was conducted in accordance with the above Goal 1, Goals, Objectives and Policies. A Community Engagement Plan was formulated that guided the update process and strived to capture as diverse of public opinion as possible and to make the community aware of the process and the opportunities to provide input. This included a project website ([www.sisters2040.com](http://www.sisters2040.com)) that included all project information and public engagement opportunities, two community advisory committees that helped guide the rewrite of the Plan’s goals and policies, held two on-line open houses and surveys (which were noticed by mailer to every property owner), project email updates were sent to anyone who signed up (over 250 people), held over 20 community conversations with existing community groups, held multiple community engagement stations at parks, businesses, and the farmer’s market, and held public work sessions with Planning Commission and City Council.

## Goal 2 Land Use Planning

### 2.4 POLICIES

2. The City shall review the policies in the Comprehensive Plan annually to take into account changing public policies and circumstances and to ensure that it is continuing to function as a guide for community growth.

Tasks – a. The City shall ensure that other local; state and federal agencies having programs, land ownerships, or responsibilities within the planning area are included in the update process, as needed.

**Staff Finding:** The City decided to undertake a comprehensive review of the Comprehensive Plan because it was determined that the previously adopted Plan (in 2005) was outdated and it was necessary to update public policies to guide for community growth. During the review process, the City created a Stakeholder Advisory Committee to review work products for the Plan and included representatives from local stakeholder groups, such as the school, chamber and US Forest Service, in addition to Deschutes County officials, and State of Oregon Department of Land Conservation and Development.

## Goal 10: Housing

OBJECTIVE 10.1: To accommodate for additional residential growth within the existing UGB as appropriate and necessary.

10.1.5 Monitor residential land development to ensure that there is sufficient residential land to accommodate the long-term forecast for population growth and keep City leadership and community stakeholders informed of changing conditions.

**Staff Finding:** The City’s Housing Needs Analysis Update concluded that the city will need 1,100 housing units in the next 20 years to accommodate population growth. The State prioritizes infill and efficient use

of existing municipal boundaries prior to considering UGB expansion, but all residential growth will occur within the existing and/or possible expanded boundary. Staff will also monitor residential land development to ensure there is sufficient land to accommodate this long term forecast.

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.

**Staff Finding:** The Comprehensive Plan Update is a legislative amendment so the affected area is the entire municipal boundaries. Supporting a Comprehensive Plan and its twenty-year planning horizon for anticipated population growth and housing and employee land development are transportation and public facility plans. The City has an adopted Transportation System Plan and a Water and Wastewater Master Plan that are regularly updated to ensure that all of the required public facilities and services are planned and provided, as development occurs, to support the maximum anticipated levels and densities without adversely impacting current levels of service to existing residents.

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

**Staff Finding:** Sisters Development Code 4.7.600 implements the OAR 660-012-0060. TPR compliance is required for any proposed amendment of a comprehensive plan. More specifically, these provisions require an evaluation of whether the proposed amendments significantly affects a planned or existing transportation facility. The proposed Comprehensive Plan Update does not (i) change the functional classification of an existing or planned transportation facility, (ii) change the standards implementing a functional classification system, (iii) allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility, or (iv) reduce the performance {16564005-01371672;2} 34 CP 21-01 standards of a public utility or facility below the minimum acceptable level identified in the Transportation System Plan. Accordingly, no further analysis under SDC 4.7.600 or the TPR is required.

**OAR 660, Division 023 – Procedures and Requirements for Complying with Goal 5**

**Staff Finding:** According to 660-023-0000, the Purpose and Intent of this rule is “to establish procedures and criteria for inventorying and evaluating Goal 5 resources and for developing land use programs to conserve and protect significant Goal 5 resources. This division explains how local governments apply Goal 5 when conducting periodic review and when amending acknowledged comprehensive plans and land use regulations.”

Procedures and Requirements for Complying with Goal 5: OAR 660, Division 023

The City is proposing an update to the existing 2005 Comprehensive Plan. Within that plan, the following Goal 5 resources were inventoried in accordance with statutory requirements of OAR 660 Division 23:

- Whychus Creek and associated wetlands and riparian areas: The water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary as defined in OAR 660-023-0090 and 660-023-0090, typically associated with Whychus Creek. This area also intersects with the boundary of the 100-year flood plain as determined by the Federal Emergency Management Agency (FEMA). This area is under protection by Sisters Development Code Section 2.10 Special Flood Hazard Overlay District. Both in order to meet FEMA National Flood Insurance Program (NFIP) and to protect sensitive species and vegetation, development in this overlay district is limited and requires additional special construction methods and siting requirements.
- Historic Resources: In 1985, the following sites were approved in the City’s Inventory of Historic Sites.
  - Leithauser Store, Commercial, 251 E. Cascade (“The Sisters Bakery”)
  - Aitken Drugstore, Commercial, 211 E. Cascade (“The Palace”)
  - Hotel Sisters, Commercial, 190 E. Cascade (“Sisters Saloon”)
  - Hardy Allen House, Commercial, 401 E. Main (“Sisters Hometown Realty”)

The City has partnered with Deschutes County to form a Historical Landmarks Commission. The Commission oversees land use requests pertaining to the four listed historic sites, to ensure adequate protection of the historic resources in accordance with Sisters Municipal Code Section 2.80 Historic Preservation. In 2018, the City completed a Reconnaissance Level Survey of additional historic properties within the City limits and found several properties that may be eligible for potential designation.

- Open Space: In the 2005 Comprehensive Plan, the following areas were designated as open space to be left primarily in their natural state and managed to provide limited passive recreation opportunities, where appropriate:
  - Whychus Creek: 11.21 acres of City owned land along Whychus Creek south of Hwy 126. Pedestrian access is currently provided via Timber Creek Drive.
  - East Portal: 7.73 acres at the intersection of Highways 20 and 126 and owned by the US Forest Service. The area includes wooded natural areas, public parking, restrooms, shelter with public art, and interpretive information.
  - Dedicated Open Space: The City contains additional acreage held in open space or conservation easements, or that has been dedicated to the City, through the land use process. These properties include but are not limited to: 2.97 acres in the Pine Meadow



Village Subdivision, 2.11 acres in the Saddlestone Subdivision, and 4.63 acres in the Sun Ranch subdivision.

The City, in concert with the Upper Deschutes Watershed Council, completed the Whychus Creek Restoration Plan in 2009. This plan provided several policies that have been either completed or integrated into the policies in this section.

Chapter 2.10 of the Sisters Development Code contains the Special Flood Hazard Area Overlay Zone and Chapter 2.8 contains the Open Space District (OS). This zoning overlay was adopted by the City to provide protection for Significant Natural Resources under Statewide Planning Goal 5 and to comply with the provisions of OAR 660, Division 23. The purpose language for the Special Flood Hazard Area Overlay Zone states:

*“It is the purpose of this Chapter to promote the public health, safety and general welfare, to maintain streams and floodplains in their natural state to the maximum extent practical to reduce flood hazards, and to minimize public and private losses due to flooding in flood hazard areas by provisions designed to:*

1. *Protect human life and health;*
2. *Minimize expenditure of public money for costly flood control projects;*
3. *Minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;*
4. *Minimize prolonged business interruptions;*
5. *Minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; streets and bridges located in areas of special flood hazards;*
6. *Help maintain a stable tax base by providing for the sound use and development of areas of special flood hazard so as to minimize blight areas caused by flooding;*
7. *Notify potential buyers that the property is in an area of special flood hazard;*
8. *Notify those who occupy special flood hazard areas that they assume responsibility for their actions;*
9. *Participate in and maintain eligibility for flood insurance and disaster relief;*
10. *Minimize the threat to persons, property and urban water quality from flooding and inadequate or improper drainage resulting from uncontrolled development or redevelopment of land to include filling, grading, excavation, removal; earthwork construction including berms and dikes; stockpiling of materials; or other alterations;*
11. *Ensure that flood loss reduction measures under the National Flood Insurance Program (NFIP) are consistent with retaining natural floodplain functions;*
12. *Ensure no net loss of hydraulic and geomorphic functions of floodplains;*
13. *To balance the public interests with those of individual property owners in the designated areas;*
14. *Allow the functions of the creek to continue, including erosion, deposition, and channel migration;*
15. *To implement the policies of the City’s Comprehensive Plan. [Ord. [505](#) § 2 (Exh. B), 2020].*

The City, at this time, is not proposing any changes or additions to inventoried resources as part of its Goal 5 program, therefore the requirements of this section do not apply. Several policies direct the City to study additional protections through subsequent processes, at which time proposals will be required to address the requirements within OAR 660-023.

#### **OAR 660, Division 013 and ORS 836.610 – Airport Planning Rule (NA)**

**Staff Finding:** According to the Purpose and Policy of OAR 660-013-0010:

*(1) This division implements ORS 836.600 through 836.630 and Statewide Planning Goal 12 (Transportation). The policy of the State of Oregon is to encourage and support the continued operation and vitality of Oregon's airports. These rules are intended to promote a convenient and economic system of airports in the state and for land use planning to reduce risks to aircraft operations and nearby land uses.*

*(2) Ensuring the vitality and continued operation of Oregon's system of airports is linked to the vitality of the local economy where the airports are located. This division recognizes the interdependence between transportation systems and the communities on which they depend.*

660-013-0030

*Preparation and Coordination of Aviation Plans*

*(1) The Oregon Department of Aviation (ODA) shall prepare and adopt a state Aviation System Plan (state ASP) in accordance with ORS Chapters 835 and 836 and the State Agency Coordination Program approved under ORS 197.180. ODA shall coordinate the preparation, adoption, and amendment of land use planning elements of the state ASP with local governments and airport sponsors. The purpose of the state ASP is to provide state policy guidance and a framework for planning and operation of a convenient and economic system of airports, and for land use planning to reduce risks to aircraft operations and nearby land uses. The state ASP shall encourage and support the continued operation and vitality of Oregon's airports.*

*(2) A city or county with planning authority for one or more airports, or areas within safety zones or compatibility zones described in this division, shall adopt comprehensive plan and land use regulations for airports consistent with the requirements of this division and ORS 836.600 through 836.630. Local comprehensive plan and land use regulation requirements shall be coordinated with acknowledged transportation system plans for the city, county, and Metropolitan Planning Organization (MPO) required by OAR 660, division 12. Local comprehensive plan and land use regulation requirements shall be consistent with adopted elements of the state ASP and shall be coordinated with affected state and federal agencies, local governments, airport sponsors, and special districts. If a state ASP has not yet been adopted, the city or county shall coordinate the preparation of the local comprehensive plan and land use regulation requirements with ODA. Local comprehensive plan and land use regulation requirements shall encourage and support the continued operation and vitality of airports consistent with the requirements of ORS 836.600 through 836.630.*

The City of Sisters has adopted land use regulations in accordance with this OAR. Chapter 2.11 of the Sisters Development Code is entitled Airport Overlay Zone. Its purpose is:

This overlay zone is intended to prevent the establishment of airspace obstructions within the Sisters Eagle Air Airport approach surfaces that are located within the City of Sisters city limits. The protection of the Airport Imaginary Surfaces will be accomplished through height restrictions and other land use controls as deemed essential to protect the health, safety and welfare of the people of the City of Sisters.

There is no change to these regulations proposed in the Comprehensive Plan update, therefore staff finds that the proposal is in compliance with the provision.

**Oregon Revised Statutes**

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ORS 197.250 Compliance with goals required.

**Staff Finding:** Per the above statute:

*Except as otherwise provided in [ORS 197.245 \(Commission amendment of initial goals\)](#), all comprehensive plans and land use regulations adopted by a local government to carry out those comprehensive plans and all plans, programs, rules or regulations affecting land use adopted by a state agency or special district shall be in compliance with the goals within one year after the date those goals are approved by the Land Conservation and Development Commission.*

As demonstrated in the Findings for Section 4.1.600.E.1 of the Sisters Development Code above, the Comprehensive Plan Update is in compliance with all applicable Statewide Planning Goals.

ORS 197.610 Local Government Notice of Amendment or New Regulation

**Staff Finding:** This statute requires submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development; Notice of the proposed amendment was provided to the Department of Land Conservation and Development on July 8, 2021, at least 35 days prior to the first evidentiary hearing, which occurs on August 12, 2021.

### **State Statutes ORS 197.303-307 – Needed Housing**

As used in ORS 197.286 (Definitions for ORS 197.286 to 197.314 and 197.475 to 197.490) to 197.314 (Required siting of manufactured homes), “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the United States Department of Housing and Urban Development under 42 U.S.C. 1437a. “Needed housing” includes the following housing types:

- (a) Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 (Policy) to 197.490 (Restriction on establishment of park);
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions; and
- (e) Housing for farmworkers.

(2) For the purpose of estimating housing needs, as described in ORS 197.296 (Factors to establish sufficiency of buildable lands within urban growth boundary) (3)(b), a local government shall use the population projections prescribed by ORS 195.033 (Area population forecasts) or 195.036 (Metro area population forecast) and shall consider and adopt findings related to changes in each of the following factors since the last review under ORS 197.296 (Factors to establish sufficiency of buildable lands within urban growth boundary) (2)(a)(B) and the projected future changes in these factors over a 20-year planning period:

- (a) Household sizes;
- (b) Household demographics;
- (c) Household incomes;
- (d) Vacancy rates; and

(e)Housing costs.

**Staff Finding:** The City completed an update to its Housing Needs Analysis in 2019 and updated it again in 2021 to estimate its housing needs in the planning horizon. The HNA used population projects provided by Portland State University, as required by ORS 195.033, to determine the housing need. The HNA which will be adopted as part of the Comprehensive Plan update process, addressed the changes in the factors in (a)-(e) above since the last update and for the next 20 years.

(3)A local government shall make the estimate described in subsection (2) of this section using a shorter time period than since the last review under ORS 197.296 (Factors to establish sufficiency of buildable lands within urban growth boundary) (2)(a)(B) if the local government finds that the shorter time period will provide more accurate and reliable data related to housing need. The shorter time period may not be less than three years.

**Staff Finding:** Not applicable. The City utilized the longer time period of twenty years.

(4)A local government shall use data from a wider geographic area or use a time period longer than the time period described in subsection (2) of this section if the analysis of a wider geographic area or the use of a longer time period will provide more accurate, complete and reliable data relating to trends affecting housing need than an analysis performed pursuant to subsection (2) of this section. The local government must clearly describe the geographic area, time frame and source of data used in an estimate performed under this subsection.

**Staff Finding:** Not applicable. The City did not choose to use a wider geographic area or longer time period.

(5) Subsection (1)(a) and (d) of this section does not apply to:

- (a)A city with a population of less than 2,500.
- (b)A county with a population of less than 15,000.

**Staff Finding:** The City of Sisters has a population of 3,270 according to the 2020 Portland State University Population Estimate.

(6)A local government may take an exception under ORS 197.732 (Goal exceptions) to the definition of “needed housing” in subsection (1) of this section in the same manner that an exception may be taken under the goals.

**Staff Finding:** The City is not requesting a goal exception to the definition of “needed housing.”

OAR 660, Division 011: OAR 660-011 requires the city to complete and adopt a Public Facilities Plan as a technical and implementing report of the Comprehensive Plans only when in periodic review. The city is updating the Comprehensive Plan outside of periodic review and, as such, is not required to complete a Public Facilities Plan at this time. Moreover, the Comprehensive Plan Update does not change any of the assumptions to the City’s acknowledged Public Facilities Plans.

**Staff Findings:** Based these findings, the Comprehensive Plan Amendment is consistent with OAR 660, Division 011.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Goal 11 Public Facilities and Services and OAR 660, Division 011.

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

**VI. STAFF RECOMMENDATION**

Staff finds that the proposed Comprehensive Plan Amendment satisfies all applicable criteria and recommends that the Planning Commission recommend that the City Council adopt the proposed Comprehensive Plan Amendment.

Exhibit B

2040 COMPREHENSIVE PLAN

[attached]

DRAFT

Exhibit C

2021 HOUSING NEEDS ANALYSIS

[attached]

DRAFT

Exhibit D

2021 ECONOMIC OPPORTUNITIES ANALYSIS

[attached]

DRAFT



Exhibit E

2021 RESIDENTIAL BUILDABLE LANDS INVENTORY

[attached]

DRAFT