



UGB Steering Committee Meeting #1

-
- DATE:** Thursday, June 27, 2024
- TIME:** 4-6 pm
- Location:** Sisters City Hall
- Zoom Link:** <https://us02web.zoom.us/j/87228064385>

Purpose:

This is the first meeting of the Sisters Urban Growth Boundary (UGB) Steering Committee. The meeting will provide a review of the Committee roles and responsibilities (see attached) background on the purpose of the UGB Amendment, the process for evaluating UGB amendments in the State of Oregon, recent planning efforts undertaken by the City of Sisters that support this process, and an overview of the Draft Land Needs Report (see attached) which quantifies the amount of land needed by the City to accommodate future growth.

Steering Committee meetings are open to the public. There is time set aside on the agenda for members of the public to provide comments.

Agenda:

- 1. Welcome and Introductions (15 minutes)**
Scott Woodford, City of Sisters Community Development Director
- 2. Steering Committee Roles and Responsibilities (10 minutes)**
Scott Woodford, City of Sisters Community Development Director
- 3. Planning for Growth in Oregon Cities (UGB 101) (20 minutes)**
Matt Hastie and Andrew Parish, MIG
- 4. Recent Planning Efforts in Sisters (10 minutes)**
Andrew Parish, MIG
- 5. Project Overview and Timeline (15 minutes)**
Matt Hastie, MIG
- 6. Draft Land Need Report Highlights (35 minutes)**
Andrew Parish, MIG
- 7. Comments from the Public (15 minutes)**

City of Sisters UGB Amendment Steering Committee

Roles and Responsibilities

June 20, 2024

COMMITTEE COMPOSITION

The Urban Growth Boundary (UGB) Steering Committee (the Committee) consists of the members appointed by City Council pursuant to Resolution 2024-09 (Resolution attached). A Committee Chair and Vice-Chair will be selected by the group.

COMMITTEE ROLE

- The Committee will work with city staff and consultant to help process the UGB Amendment by reviewing draft materials, assisting with the public engagement effort, and making key recommendations to Council through a consensus decision making process.

COMMITTEE MEMBER RESPONSIBILITY

- Each member is an equal participant in the process and will have an equal opportunity to voice opinions and contribute ideas.
- Listen carefully and with an open mind; respect one another, staff, consultant and members of the public and accept differences of opinion with a goal of understanding the interests of all members.
- Ask questions and make informed recommendations to advance the project forward and make recommendations at key junctures throughout the process.
- Strive to reach consensus among the Committee based on support for proposals as a whole.
- Review background information, such as the UGB Sufficiency Report, Comprehensive Plan, Housing Needs Analysis, Economic Opportunities Analysis and Land Use Efficiency Measures.
- Review packet material sent to the Committee prior to Committee meetings and be prepared to offer input at the meetings.
- To promote efficient and effective meetings, members should make a reasonable attempt to provide questions to staff in advance of meetings to allow time for research and distribution of answers/materials to the group before the meeting.
- Any member who has two unexcused consecutive absences may be removed from the Committee.

PROJECT STAFF AND CONSULTANT RESPONSIBILITY

- Support the Committee in facilitating a transparent and inclusive process where all participants are heard.
- Provide the Committee with relevant, factual information in a timely manner (meeting packets will be provided approximately one week prior to the meetings) in an understandable format to facilitate informed decision-making.
- Prepare meeting agendas in consultation with the Committee chair and prepare meeting summaries that focus on discussion topics and key agreements.
- Meetings will be scheduled at least a month in advance to accommodate the majority of Committee members. They will typically be held in the late afternoon. Meetings will start and end on time.

- Maintain a project web page and central file repository where the Committee and public can access all meeting materials and key work products.
- Provide opportunities for the public to provide input and make public comments available to the Committee, decision-makers and public.
- Seek input, when appropriate, from the ex-officio members of the Committee.
- Be accessible and responsive to questions and ideas from the Committee.
- Any written comments received from the public by staff will be provided to all members.

QUORUMS AND DECISIONS

At its first meeting, the Committee shall elect a Chair and Vice Chair. Members shall strive for consensus and may use straw poll or consensus voting procedures to gauge members' opinions. For controversial issues, the Committee may include a minority opinion with the majority recommendation. Where the Committee does not reach consensus on a particular issue a roll-call vote shall be taken.

PUBLIC RECORDS

Regular meetings of the Committee will be held by Zoom. All meetings will be subject to the requirements of Oregon Public Meetings Law, ORS 192.610 et seq. All meetings will be recorded and video of the meetings will be posted to the project website for public observation.

RESOLUTION NO. 2024-09

A RESOLUTION OF CITY OF SISTERS ESTABLISHING THE STEERING COMMITTEE FOR THE SISTERS URBAN GROWTH BOUNDARY AMENDMENT

WHEREAS, City of Sisters (“City”) is proposing to amend its Urban Growth Boundary (“UGB Amendment”); and

WHEREAS, the Sisters City Council (the “Council”) recognizes the importance of citizen input, guidance, and participation on policies, procedures, and practices concerning matters affecting the Sisters community and its citizens; and

WHEREAS, City will benefit from having a Steering Committee (the “Committee”) that will work with staff and the consultant hired to help process the UGB Amendment by reviewing draft materials, assisting with the public engagement effort, and making key recommendations to Council through a consensus decision making process; and

WHEREAS, the Committee will consist of fourteen (14) members and include two (2) City Councilors, two (2) Planning Commissioners, two (2) City staff members, (1) appointed farm interest, (1) appointed forest interest, and six (6) community members, including up to 2 (two) property owners in the UGB Study Area with a maximum of up to 3 (three) community members who live outside of the Sisters boundary, but within Sisters Country; and

WHEREAS, City staff will advertise the opportunity for community members to apply to be on the Committee in a variety of ways, including in the newspaper, the City and project website, and city newsletter and will seek members who have knowledge and expertise in the issues that will be evaluated, while also including some members who more broadly represent the community and can help anticipate typical community priorities and concerns. A broad steering committee will help ensure all perspectives are heard and build support for the process and ultimate boundary amendment; and

WHEREAS, An interview committee will be formed, whereupon the applicants will be interviewed about their reasons for applying and the skills they could provide to the Committee and recommend appointees to the Mayor; and

WHEREAS, Council desires to formally establish the Committee and authorize the Mayor to appoint the members of the Committee;

NOW, THEREFORE, the City of Sisters resolves as follows:

1. Creation; Membership. The Committee is hereby established. The Committee will operate subject to, and in accordance with, this Resolution No. 2024-09 (this “Resolution”). The Committee will have fourteen (14) members. Members will be appointed by the Mayor. Members will receive no compensation but will be reimbursed for expenses authorized by the Council.

2. Terms of Office; Vacancy. Each member will be appointed for a term that will commence on June 12, 2024, and end on September 30, 2025 or upon Council approval of the UGB Amendment, whichever occurs first. Any vacancy in the Committee will be filled by the Mayor for the remainder of the vacating member’s term.

3. Removal of Committee Members. Notwithstanding anything contained in this Resolution to the contrary, a member may be removed by the Mayor for any of the following reasons: (a) three or more unexcused absences from regular Committee meetings; (b) commission of a felony; and/or (c) any other acts of misconduct or nonperformance that are contrary to the objectives and purpose of the Committee.

4. Committee Duties. The Committee will act as an advisory body to City of Sisters staff, Planning Commission and Council on the UGB Amendment. To this end, and except as otherwise provided or directed by the Council from time to time, the Committee will have the following advisory duties and responsibilities: (a) attend Committee meetings as scheduled; (b) review and provide comment concerning all matters affecting the UGB Amendment; and (c) make a recommendation on the UGB Amendment to the Sisters Planning Commission, who will ultimately make a recommendation to the Sisters Council.

5. Minutes; Reports. A City staff member (designated by City) will keep an accurate record of all Committee proceedings, including written minutes or recordings of all meetings. A copy of each meeting minutes will be delivered to the City Recorder for filing. Committee minutes are a public record available for public inspection.

6. Staff to the Committee. City staff and the City's hired consultants will support the work of the Committee. The City Attorney will act as the Committee's legal advisor in the conduct of all hearings and matters. Notwithstanding anything contained in this Resolution to the contrary, the Committee must obtain the consent of the City Manager prior to requesting the assistance of the City Attorney and/or other City staff.

7. Committee Meetings. The Committee will hold up to four (4) scheduled meetings over the course of its tenure on to be determined time and date. The City Manager may call additional special meetings of the Committee as needed.

8. Quorum; Voting; Rules. A majority of the members constitute a quorum. A majority vote of the members present at a meeting at which a quorum is established is necessary to act on any matter before the Committee. The Committee will otherwise adhere to Robert's Rules of Order in the conduct of Committee meetings.

9. Authority; Expenditures. The Committee will operate at the direction of the Council and in conformance with, and subject to, this Resolution, Oregon law (including, without limitation, Oregon's Public Meetings Law), and all City rules, procedures, resolutions, and ordinances now in force and/or which may hereafter be created, amended, modified, enacted, and/or promulgated. The Committee has no authority to bind City or represent to any person that the Committee may bind City. The Committee has no authority to make expenditures on behalf of City, or to obligate City for payment of any sums of money, unless and until the Council has authorized such expenditures by appropriate ordinance or resolution (which ordinance or resolution will provide the administrative method by which funds will be drawn and expended).

10. Miscellaneous. For purposes of this Resolution, the singular includes the plural and the plural includes the singular; the word "or" is not exclusive and the words "include," "includes," and "including" are not limiting. Any reference to a particular law, statute, rule, regulation, code, or ordinance includes the law, statute, rule, regulation, code, or ordinance as now in force and hereafter amended. The provisions of this Resolution are severable. If any section, subsection, sentence, clause,

and/or portion of this Resolution 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 resolution. This Resolution will be in full force and effect from and after its approval and adoption. This Resolution may be corrected by order of the council to cure editorial and/or clerical errors.

APPROVED, ADOPTED, AND MADE EFFECTIVE by the City Council of City of Sisters and signed by the Mayor on this 8th day of May 2024.



Michael Preedin, Mayor

ATTEST:



Rebecca Green, City Recorder



memo

to City of Sisters
from Andrew Parish, Matt Hastie, and Brandon Crawford, MIG
re Draft Sisters Urban Growth Boundary Land Need Report
date 6/19/2024

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Appendices (to be added to later drafts):
APPENDIX A: Buildable Lands Inventory Report (Updated 2024)
APPENDIX B: Housing Needs Analysis (2021)
APPENDIX C: Economic Opportunities Analysis (2021)

Introduction

This report aggregates information that will comprise the factual base for the UGB amendment prepared by the City of Sisters through various analyses going back to 2021, including the Housing Needs Analysis (Updated 2022), Economic Opportunities Analysis (Updated 2022), and UGB Sufficiency Report (updated 2023) and Efficiency Measures Analysis (2021). The findings of these reports have been updated as needed to reflect the results of recent development activity, population and employment projections, updates to the City's policies and development code, and other changes since their original preparation.

This Draft Land Need Report will be the subject of meetings with the UGB Steering Committee, Planning Commission, and City Council.

Project Overview

Cities in Oregon are required to include and designate land within their Urban Growth Boundary (UGB) to accommodate a 20-year supply of expected growth for homes, jobs, and other urban needs. After several years of analysis and public engagement, the Sisters City Council directed city staff to pursue an Amendment to the city's Urban Growth Boundary (UGB) to expand it, given findings that there is not sufficient land within the existing boundary to accommodate projected growth within the next 20 years. According to the 2023 UGB Sufficiency Report¹ the approximate needed acreage in a UGB expansion is in the range of 200+ acres. The expansion process will involve review and consideration of approval by the Sisters City Council and the Deschutes County Board of County Commissioners followed by review by the Oregon Department of Land Conservation and Development.

This process is estimated to take roughly two years to complete. During the process, there will be ample opportunities for public comment and City staff will provide educational outreach to the Sisters community on the process.

Prior Planning Efforts

The City regularly updates adopted and City-Council acknowledged long-range planning documents to reflect changing conditions and new regulatory requirements. For the past five years Sisters has been systematically studying the impacts of growth on the City's economy, housing supply, utilities, and community. The findings from this work are found in the following documents (which can be accessed via <https://www.ci.sisters.or.us/community-development/page/comprehensive-plan>):

¹ 2023 UGB Sufficiency Analysis.

https://www.ci.sisters.or.us/sites/default/files/fileattachments/community_development/page/2351/sisters_2023_land_sufficiency_update_-_final_with_attachments.pdf

Sisters UGB Amendment: DRAFT Land Need Report
June 2024

- [2019 – Sisters Housing Needs Analysis](#). This analysis was based on the Coordinated Population Forecast for Deschutes County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2018-2068, prepared by Portland State University and published in 2018.
- [2021 – Sisters 2040 Comprehensive Plan](#). The City of Sisters conducted a full update of its Comprehensive Plan, building on the prior Sisters Country Vision and including a broad visioning and goal-setting effort, as well as updates to technical analyses (including the Housing Needs analysis and Economic Opportunities analysis).
- [2021 – Updated Housing Needs Analysis](#). This analysis was prepared in support of the Sisters 2040 Comprehensive Plan. It included an updated baseline population estimate from Portland State University, and other minor changes to the 2019 Housing Needs Analysis.
- [2021 – Economic Opportunities Analysis](#). This analysis was prepared in support of the Sisters 2040 Comprehensive Plan and identified the number of needed jobs and employment land to accommodate expected growth.
- [2021 – Buildable Lands Inventory](#). This analysis was prepared in support of the Sisters 2040 Comprehensive Plan and identified buildable residential and employment land in the City of Sisters. This report contributed to the 2021 Urban Growth Boundary Sufficiency Analysis.
- [2021 – Urban Growth Boundary Sufficiency Analysis](#). This report compared the land need identified for future residential and employment growth with the available land identified in the Buildable Lands Inventory. It also examined potential need for future infrastructure, civic uses, schools, parks, and other land needs.
- [2023 – Land Use Efficiency Measures Report](#). This report recommended various land use “Efficiency Measures” intended to make better use of land within the existing Sisters UGB. This evaluation is required as part of a UGB expansion, and the City of Sisters adopted several of the recommended measures as a means to reduce the need for land outside its current UGB.
- [2023 – Updated Urban Growth Boundary Sufficiency Analysis](#). This update to the 2021 Urban Growth Boundary Sufficiency Analysis took stock of development that has occurred in the intervening years, incorporated an updated population forecast from Portland State University’s Population Research Center (PSU PRC), and evaluated the effects of recently adopted land use regulations aimed at using land in the City more efficiently.

The current UGB Expansion process is a direct outgrowth of these past planning efforts, and these documents will comprise much of the factual base for an eventual UGB decision.

Regulatory Context

Cities in Oregon must meet requirements included in Oregon Revised Statutes (ORS) and Oregon Administrative Rules (ORs) related to planning for growth and urban growth boundaries. These requirements are summarized below.

- **Land Need.** OAR [660-024-0040](#) describes the process for determining land need. It states:
 - (1) *The UGB must be based on the appropriate 20-year population forecast for the urban area ... and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period...*
 - (10) *As a safe harbor ... a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional*

amount of land equal to 25 percent of the net buildable acres determined for residential land needs

For Sisters, this population forecast and the resultant need for land to accommodate needed housing, employment, and other uses are documented in this Land Need Report.

- **Land Inventory in Response to Deficiency.** OAR [660-024-0050](#) requires cities to inventory buildable land to determine what portion of growth can be accommodated within the existing UGB. The rule notes:

(4) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs ... the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both ... Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and applicable rules ...

- **Efficiency Measures.** Cities proposing to amend their UGBs must first consider measures to utilize land within the existing UGB more efficiently. ORS 197.296 notes the following measures as examples:

- a) Increases in the permitted density on existing residential land;
- b) Financial incentives for higher density housing;
- c) Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- d) Removal or easing of approval standards or procedures;
- e) Minimum density ranges;
- f) Redevelopment and infill strategies;
- g) Authorization of housing types not previously allowed by the plan or regulations;
- h) Adoption of an average residential density standard; and
- i) Rezoning or redesignation of nonresidential land to residential designations.

The City of Sisters adopted a Housing Implementation Plan and several efficiency measures in 2023 that meet the requirements of ORS 197.296. The City of Sisters has determined that the use of selected efficiency measures will not be sufficient to eliminate the need for a UGB

expansion. The 2023 Efficiency Measures process and report documents this determination and the associated analysis and findings.²

- **UGB Study Area.** OAR [660-024-0065](#) describes the process for establishing a study area to evaluate land for inclusion in the UGB. For the City of Sisters, the study area must be ½ mile from the current UGB, except for contiguous areas not designated for farm or forest uses (also called "Exception Land") where it must be 1 mile from the UGB. Specific types of land are then removed to create a final study area.
- **Priority of Land.** OAR [660-024-0067](#) describes the priority of land to be included in the UGB. If there is insufficient land in a higher priority to accommodate the needed growth, land of lower priority may be included. Priorities are as follows.
 - a. First Priority: Urban reserve, exception land, and non-resource land
 - b. Second Priority: "Marginal land" (an outdated term, not applicable to Sisters).
 - c. Third Priority: Forest land or farm land that is not predominantly high-value
 - d. Fourth Priority: Agricultural land that is predominantly high-value.
- **Location Factors.** Land among a same priority classification must be evaluated based on the Goal 14 "factors" described below. Findings related to consistency with all factors are required for adoption of the UGB. Goal 14 states that "the location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.320 ...and with consideration of the following factors:
 - (1) Efficient accommodation of identified land needs;
 - (2) Orderly and economic provision of public facilities and services;
 - (3) Comparative environmental, energy, economic and social consequences; and
 - (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB."

1. Growth Projection

Projections for residential and employment land need are based on the consolidated population forecast prepared by the Portland State University Population Research Center (PSU PRC). The most recent population forecast for the City of Sisters is the Coordinated Population Forecast for Deschutes County, its Urban Growth Boundaries (UGB), and Area Outside UGBs, published June 30, 2022.³

² City of Sisters 2023 Land Use Efficiency Measures Report:

https://www.ci.sisters.or.us/sites/default/files/fileattachments/community_development/page/2351/sisters_hi_p_efficiency_measures_-_final.21.23_1_0.pdf

³ <https://www.pdx.edu/population-research/sites/g/files/znlchr3261/files/2022-06/Deschutes.pdf>

This forecast anticipates a near doubling of population of the City of Sisters by 2043, making Sisters the fastest growing community in Deschutes County as shown in Figure 1.

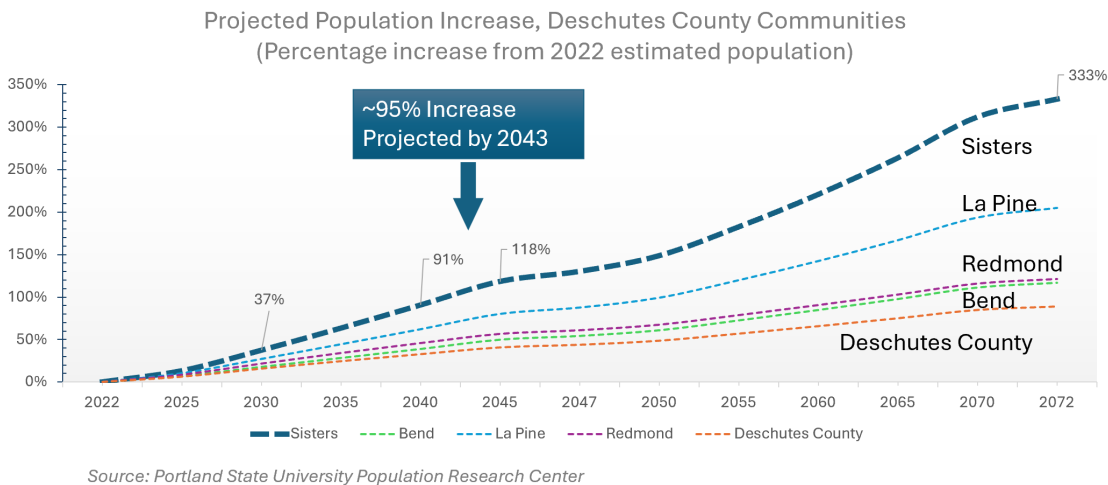
Table 1. Population Forecast for Sisters UGB

Table 4. Population forecast for smaller sub-areas and their shares of county population.

	Population			Share of County Population		
	2022	2047	2072	2022	2047	2072
Deschutes County	207,921	298,937	392,790			
Smaller Sub-Areas						
La Pine	2,736	5,129	8,336	1.3%	1.7%	2.1%
Sisters	3,437	7,911	14,881	1.7%	2.6%	3.8%
Outside UGBs	60,430	65,476	61,352	29.1%	21.9%	15.6%

Note: Smaller sub-areas refer to those with populations under 8,000 in 2020.
Sources: Forecast by Population Research Center (PRC)

Figure 1. Forecast Rate of Population Growth, Central Oregon Communities



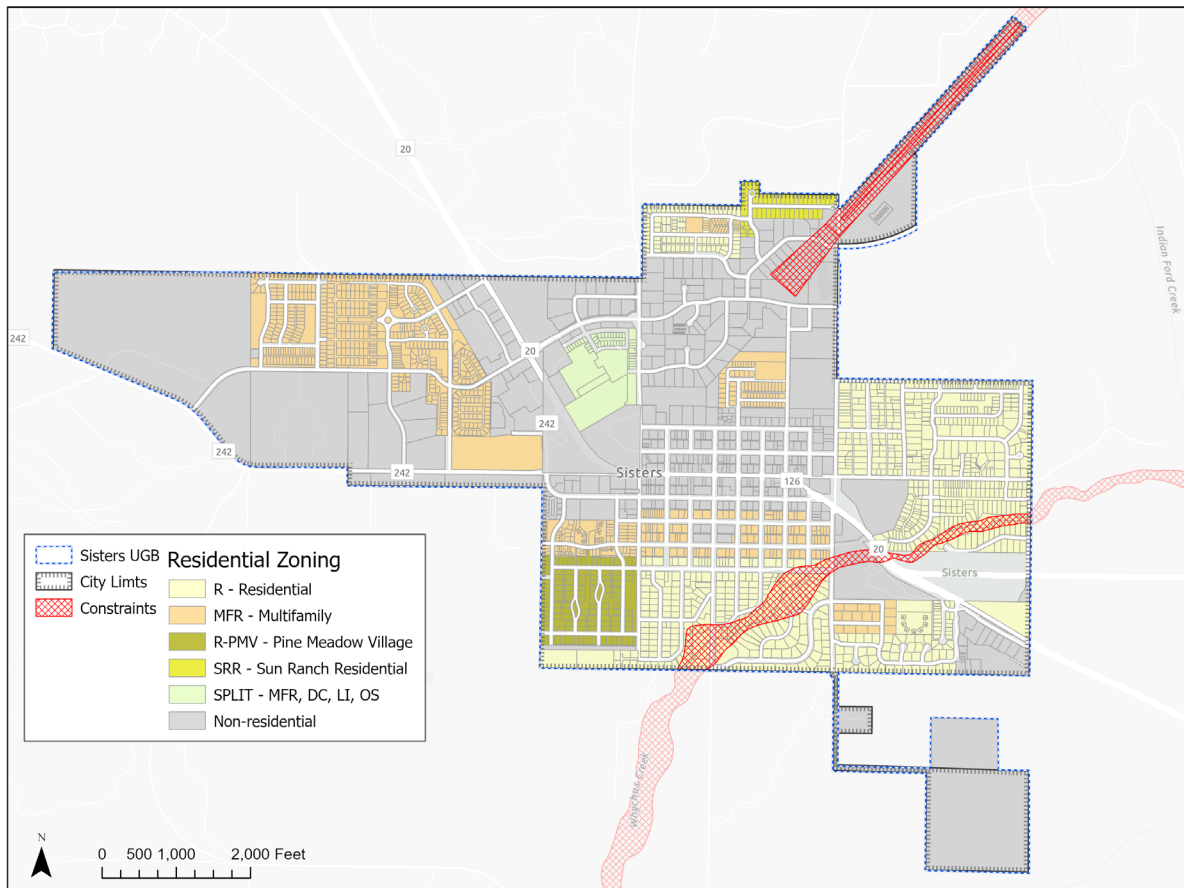
2. Buildable Land Inventory

A Buildable Land Inventory (BLI) was prepared in 2021 and has been updated to account for recent development through July 2023. The detailed inventory is included in **Appendix A** and summarized below.

Residential Land Supply

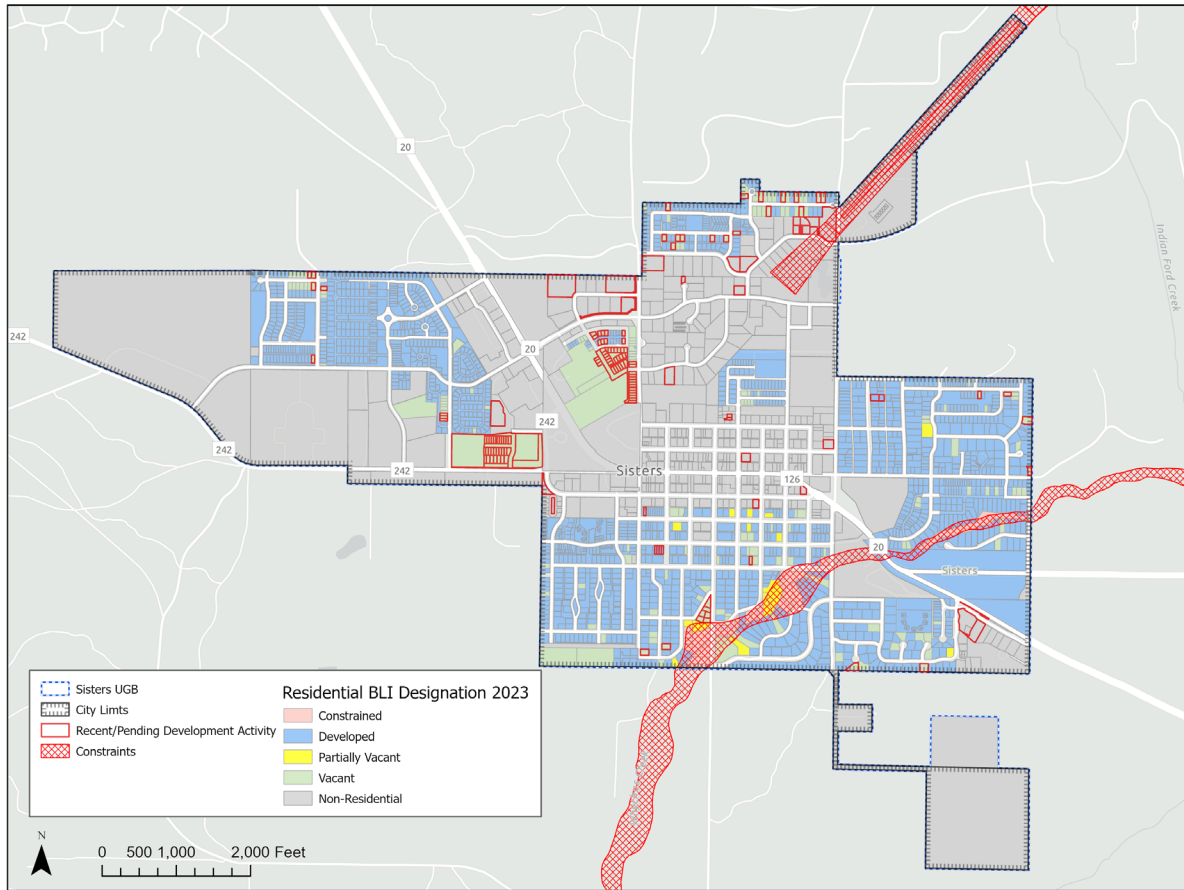
Residential land includes properties zoned Residential (R), Multifamily (MFR), Pine Meadow Village Residential (R-PMV), and Sun Ranch Residential (SRR).⁴ Residential land is shown in Figure 2. Development status (Developed, Vacant, or Partially Vacant) of residential land is shown in Figure 3.

Figure 2. Map of Residential Zones



⁴ Several other zones, including Downtown Commercial, Highway Commercial, and North Sisters Business park, allow for residential uses but do not require them. Mixed-use land is included as part of the Employment Land inventory.

Figure 3. Development Status of Residential Land



The results of the Residential BLI indicate that there are:

- ~19 net buildable acres of land remaining in the R zone, plus **17 units that have either been approved, are under construction, or have been recently developed.**
- ~34 net buildable acres of land remaining in the MFR zone, plus **10 units that have either been approved, are under construction, or have been recently developed .**
- ~20 net buildable acres of land remain in DC zone, some of which may be used for new homes.
- ~4.5 acres of land remaining in the SRR/R-PMV zones.

Table 2 describes the density assumptions for Sisters’ residential zones and the resulting projected housing capacity available on developable land remaining within the current UGB. Based on these assumptions, there is capacity for roughly 1,200 units on the 77 developable acres of residential land in Sisters.

Table 2. Residential Capacity

Zoning Designation	Net Vacant Acres	Projected Density (for unplatted lots)	Projected Housing Capacity* (includes approved and platted lots)**	Approved /Platted Capacity
Residential Districts				
R – Residential	19.0	8.5 units/acre	148	-
MFR – Multi-Family Residential	33.7	25 units/acre	637	348
SRR – Sun Ranch Residential	3.4	4 units/acre	23	-
R-PMV – Pine Meadow Village	1.0	5 units/acre	8	8
Mixed Use Districts				
DC – Downtown Commercial***	20.5***	25 units/acre***	389	-
Total	77.6	--	1,205	356

Employment Land Supply

Employment land includes land zoned Downtown Commercial (DC), Highway Commercial (HC), Light Industrial (LI), Tourist Commercial (TC), North Sisters Business Park (NSBP), and Public Facilities (PF), as shown on Figure 4. Figure 5 depicts the development status (vacant, partially vacant, or developed) of employment land. The results of the Employment BLI indicate there is the following remaining supply of employment land within the existing city boundaries:

- ~22 net buildable acres of land in DC zone
- ~14 net buildable acres of land in LI zone
- ~12 net buildable acres of land in NSBP zone
- ~12 net buildable acres of land in HC zone
- ~3 acres in TC zone

Figure 4. Employment and Mixed-Use Zoning Designations

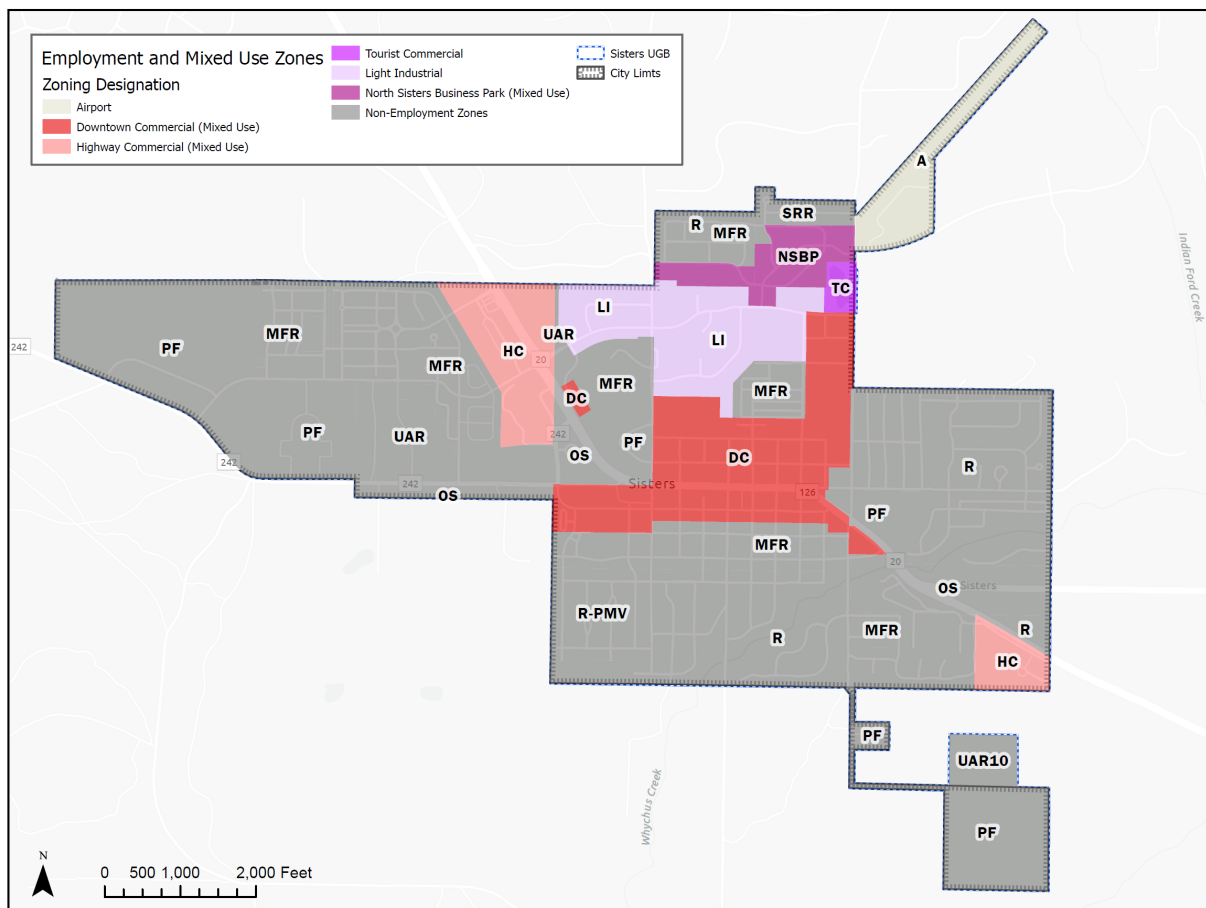


Figure 5. Development Status of Employment Land

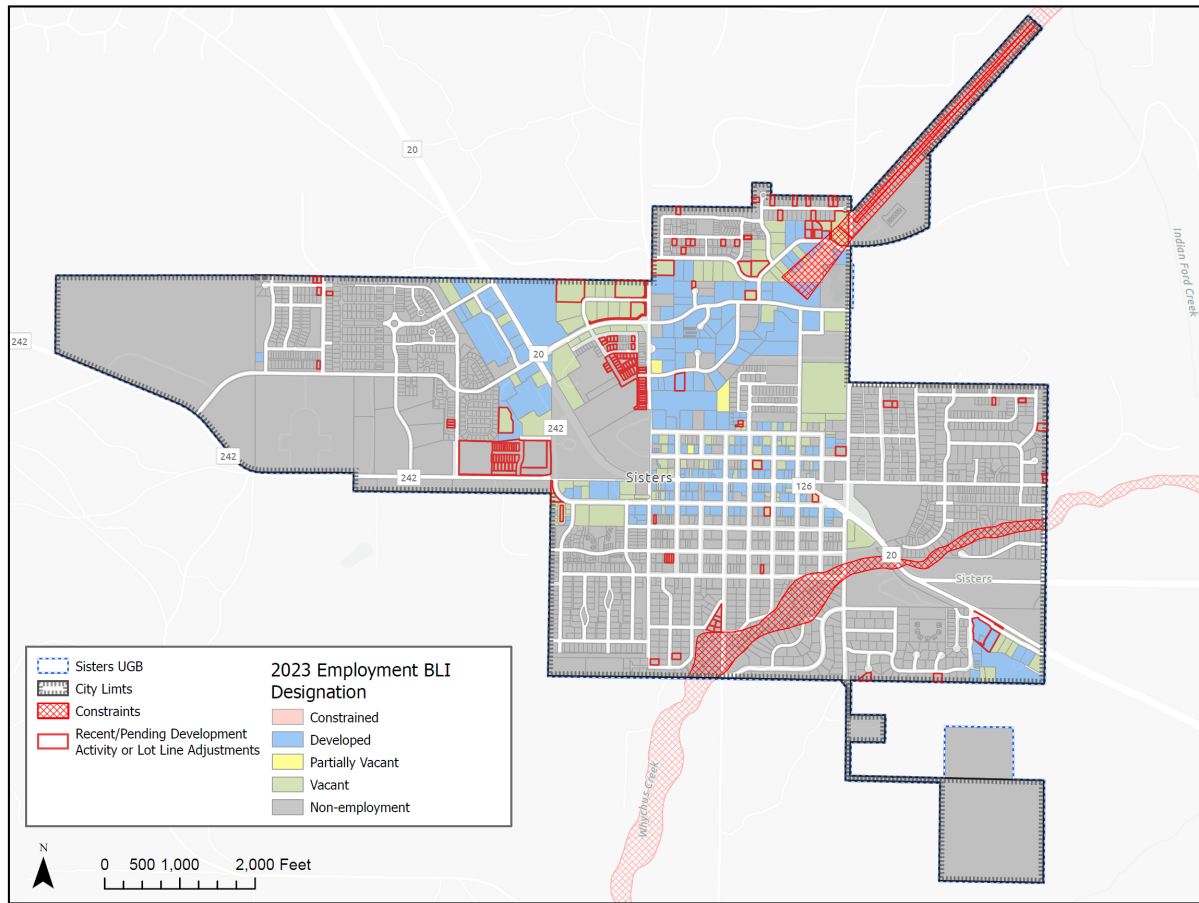


Table 3 describes the amount of vacant land in each of the City’s zoning designations. There is a total of 64 acres of net buildable employment land remaining in the UGB.

Table 3. Developable Employment Acreage

Zoning Designation	Vacant or Partially Vacant Parcels	Unconstrained Acres	Net Vacant Acres
DC - Downtown Commercial	115	22.9	21.6
LI - Light Industrial	29	22.4	14.1
NSBP - North Sisters Business Park	20	14.5	11.7
HC - Highway Commercial	15	13.0	12.3
TC - Tourist Commercial	1	4.6	3.3
Total	180	77.4	63.1

3. Residential Land Need

Table 4 describes the latest population projection for the City of Sisters from PSU Population Research Center (PRC) and translates that projection into needed households and housing units to accommodate the anticipated population growth. Note that the number of housing units needed is significantly higher than the number of households due to the large vacancy rate in Sisters, which is the result of the number of second homes in the City, coupled with a standard healthy housing market vacant rate of 5%.

As noted in Section 2, the City’s population is projected to nearly double by 2043, which corresponds to an estimated need for an additional 1,973 housing units. About one-third of those units are expected to be multi-family or other attached units (e.g., townhomes, “plexes” or similar housing types), while the remaining two-thirds are expected to be single-family units – the mix of which is based on past demographic information and analysis in the HNA. This vacancy rate is estimated at 20% based on Census data of number of owner-occupied housing units and the PSU PRC population estimate.

Table 4. Updated Population and Housing Needs Projections (2023)

	2023	2043	Growth	% Growth
Population:	3,649	7,108	3,459	95%
Households:	1,624	3,163	1,539	95%
Housing Units	2,081	4,054	1,973	95%

Land Use Category**	Unit Need	Avg. Net Density	Net Acreage Need	Projected Housing Capacity	Net Vacant Acres	Unit Surplus/ Deficit	Net Acres Surplus/ Deficit**
Low Density Residential (LDR)	1,351	8.5	158.9	179	23.4	-1,172	-135.5
High Density Residential (HDR)	622	25	24.9	1,026	54.2	404	29.3
Total:	1,973	10.7	183.8	1,205	77.6	-768	-106.2 to -135.5

Source: Johnson Economics

* For the purposes of estimating housing need projections, unit need is distinguished between “low density” (LDR) and “high density” (HDR) residential needs. For this exercise, we assume low density residential needs are served by the City’s R, SRR, and R-PMV, and the high-density residential needs are served by the MFR and DC zones.

**This analysis shows that the City has a shortage of land for low density residential uses and a modest surplus of land for high density residential. A key outcome of recent work on Residential Efficiency Measures in the City of Sisters was ensuring that higher density zones are not used for low density development – therefore a surplus of high density land should not necessarily be considered available to meet low-density residential needs. However, some portion of this area could be converted to capacity for low density land in the future if warranted.

Comparison of Residential Need and Supply

As described in Section 3, the City has capacity for an additional 1,205 units on about 77 acres of residential land within the existing UGB. Based on this analysis, the City’s UGB contains a deficit of about 110 acres and 750 units over the next 20 years. Per the 2021 Housing Needs Analysis, most of the City’s deficit is for low-density residential (LDR), which represents a shortage of an estimated 1,172 units and 135 acres. Conversely, the City has a surplus of high density residential (HDR) capacity, with a surplus of roughly 400 units totaling 29 acres.

4. Employment Land Need

As shown in Table 4, the City’s employment is expected to grow by an estimated 1,752 additional jobs by 2043, and the 2023 EOA estimates a need for 106 net acres to accommodate this employment growth. As discussed in Section 2, the City has about 63 acres available for employment growth within the existing UGB. According to this analysis, the City’s UGB has a deficit of about 43 acres of employment land over the next 20 years. Over 2/3rds of need is for commercial land, while the remainder is for industrial.

Table 5. Employment Growth and Needs Forecast (7/25/23)

	2023	2043	Growth	% Growth
Employment:	2,099	3,850	1,752	83%

	Net Acreage Need	Gross Acreage Need*	Percent	Net Vacant Acres	Net Acres Surplus/Deficit
Commercial	73.2	91.5	70%	37.3	-35.9
Industrial	32.8	38.5	30%	25.8	-7
Total:	106.0	130.0		63.1	-42.9

Source: Johnson Economics, Oregon Employment Department

5. Additional Land Needs

Complete and vibrant communities require land for uses other than jobs and housing, including land for infrastructure, open space, schools, etc. The following land needs have been quantified in this analysis and are described in this section.

- Schools
- Public facilities
- Roads and basic utilities (power and telecommunications)
- Parks and recreation facilities
- Faith-based and fraternal organizations

The following is a summary of estimated land needs for these facilities. Details and information sources are provided thereafter.

Summary of Additional Land Need

Additional land needed for purposes other than accommodating forecasted residential and employment growth are shown in **Table 6**. Detail about each of these land need categories is provided in this section.

Table 6. Summary of Additional Land Need

Land Need Category	Acres Needed	Notes
Schools	~15 acres	Need based on discussion with Sisters School District and average size of new school site
Public Facilities	N/A	No additional land need identified
Roads and Basic Utilities	N/A	Land for roads and basic utilities encompassed in the Net to Gross acres conversion
Parks and Recreation Facilities	Up to 19.0 acres	Sisters City Council recently adopted a level of service for parks of 5 acres/1,000 residents, which will increase the land need for future parks. There is opportunity for the re-use of some sites within the current UGB to meet this need.
Faith-based and Fraternal Organizations	N/A	Religious and fraternal institutions can generally develop property in residential zones by right, using land that would otherwise accommodate additional housing units. The need for this land is generally accommodated within the 25% net to gross conversion for residential land.

Schools

City staff and the consultant team met with the Sisters School District Superintendent in September 2023 to discuss expected growth in Sisters and surrounding areas served by the District.

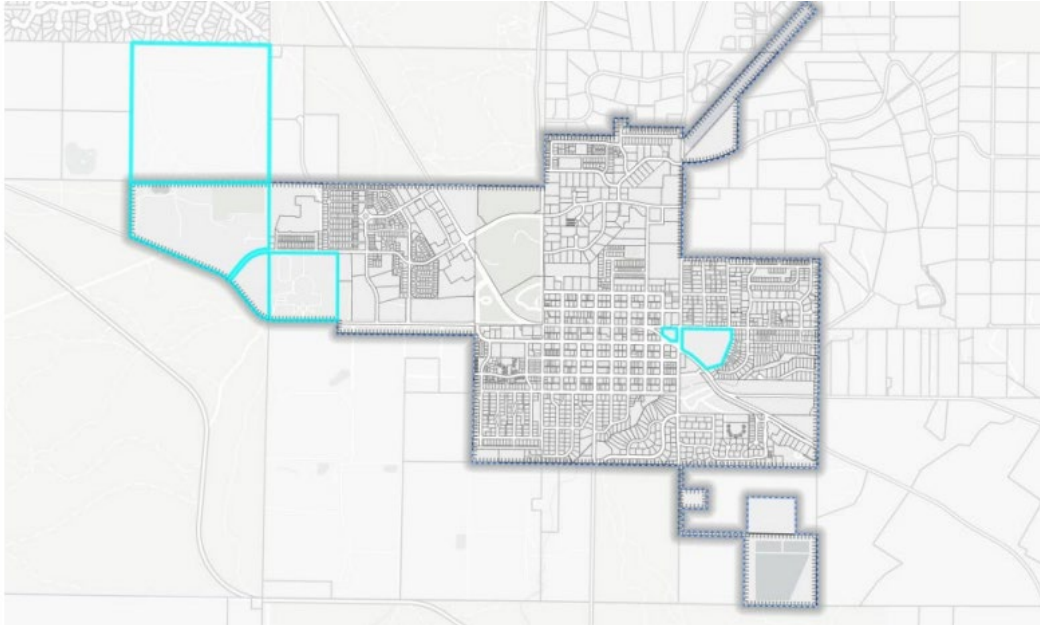
Based on initial estimates of the future population, percentage of school aged children in the District, and the capacity of existing school facilities and sites to accommodate additional students, the District expects to require an additional elementary school to serve a significantly higher population in Sisters. The location of this school is currently unknown, though a location central to new neighborhoods would be appropriate.

The school district owns other property, such as the Frisbee Golf area, that could be used to accommodate further growth if needed, and discussions about workforce housing have been taking place in recent years. The potential for us of this land for residential or other development can be considered further as part of this study.

The map below shows land owned by the Sisters School District, highlighted in turquoise. A significant piece of this land lies outside the existing UGB and is encumbered by a conservation easement.

Per Superintendent Scholl and typical school planning needs assessments, the typical acreage for a new elementary school is roughly 15 acres. This includes land for buildings, playgrounds, playing fields, parking, and other ancillary uses.

Figure 6. Property owned by Sisters School District (highlighted in blue)



Public Facilities

Based on consultation and coordination with the City of Sisters Public Works department, there is limited need for additional land for these types of facilities. Facility master plans for water and wastewater facilities which were updated in 2023 using current population forecasts did not identify the need for additional land for the expansion of water or wastewater treatment facilities at the City's existing sites. The current site of the Public Works Shop (see Figure 5) was added to the Sisters UGB in 2006⁵ after the previous Public Works headquarters was sold to the Sisters Camp Sherman Rural Fire Protection District. The current location is part of a larger 160-acre site owned by the city and used for on-site sprinkler application of treated wastewater; the updated facility master indicate that this site is adequate for any needed expansion of these facilities within the planning horizon. Similarly, the plans did not indicate the need for additional water storage facilities (e.g., reservoirs) within the existing UGB.

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https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/16471/COUNTY_2006_Deschutes%20County_006-05_.pdf?sequence=1

Some land will be needed for pump stations or similar water or wastewater facilities in future growth areas outside the UGB and those needs should be factored into estimated land needs for a future expansion. This need is addressed in the 25% conversion factor used when identifying gross residential and employment land need.

Figure 7. Public Works Shop Location



Roads and basic utilities (power and telecommunications)

Land for utilities and future rights of way is addressed through the net to gross conversion of 25% in this analysis.

Parks and Recreation Facilities

The City recently completed an update to the Sisters Parks Master Plan (SPMP). The City currently owns 4.55 acres of vacant property that may be developed and maintained as parks or open space (not including Future Northwest Park, which is planned to become a special use park).

The City recently recently increased its park Level of Service (LOS) to 5.0 park acres per 1,000 residents, meaning that the City will require about 26 acres of additional park land over the next 20 years. Subtracting the existing 4.55 acres of undeveloped park land, the City will need to acquire and develop roughly 19 acres of additional park land to meet the target. The recommendations section of the SPMP directs the City to identify future park land acquisition opportunities in potential urban growth boundary (UGB) expansion zones, including land for future park facility development (active recreation) and for conservation of natural resources and trail development (passive recreation).

Faith-based and fraternal organizations

Religious and fraternal institutions can generally develop property in residential zones by right, using land that would otherwise accommodate additional housing units. The need for this land is generally accommodated within the 25% net to gross conversion for residential land.

6. Conclusion and Next Steps

The following table provides an overview of the 20-year land need and available supply based on the City of Sisters’ population forecast (Section 2), inventory of buildable land (Section 3) adopted Housing Needs Analysis (HNA) and Economic Opportunities Analysis (EOA) (Sections 4 and 5), and additional land needs (Section 6).

Summary:

- As shown in Table 7, the City of Sisters faces a shortage of land for low-density residential uses, employment land, schools, and parks.
- There is a modest surplus (about 30 gross acres) of land for high density residential uses. This is in part due to recent development code amendments adopted by the City that are intended to use the supply of land zoned for high density uses more efficiently and prohibit the development of low-density housing in multifamily zones. However, even with such a surplus, protecting land zoned for high density residential is an important goal of the City and allowing low density residential uses in these areas may not be an advisable option.

Table 7. Overview of Land Needs and Supply (2023-2043)

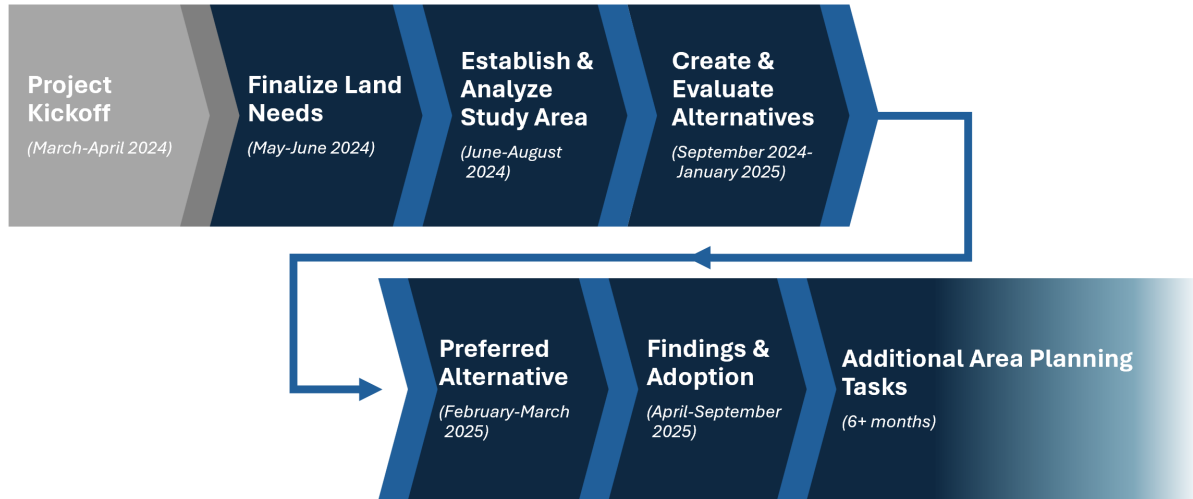
Land Type	Demand (Net Acres)	Supply (Net Acres)	Net Acreage Need*	Gross Acreage Need**
Residential Land*	183.8	77.6	105.3-134.6	131.6-168.2
Low Density Residential	158.9	23.4	134.6	168.2
High Density Residential	24.9	54.2	-29.3	-36.6
Employment Land	106.0	63.1	42.9	53.6
Schools	-	-	15.0	15.0
Parks	-	-	19.0	19.0
Total	289.8	140.7	182.2-211.5	227.7-264.4

* The surplus of high density land should not necessarily be considered available to meet low-density residential needs. This potential mismatch between the supply of lands for these types of developments may need to be addressed further as part of a potential UGB expansion process and/or by continuing to monitor the relative supply of each type of land in the future. As a result, the net acreage need is shown as a range for purposes of this report.

** Gross acreage includes additional land area in order to account for needed infrastructure. This consists of new rights-of-way (20%) and stormwater/other infrastructure needs (5%).

In response to this overall deficit, the City is undertaking the UGB Amendment process. The following figure describes the steps and expected timing of this process. More information is available at the City’s website: <https://www.ci.sisters.or.us/community-development/page/growth-management>

Figure 8. Sisters UGB Amendment Process Diagram





Appendix A: Buildable Lands Inventory

This is a placeholder at this time. Additional detail about the updated Buildable Lands Inventory will be provided as this document is finalized.



Appendix B: Housing Needs Analysis

This is a placeholder at this time. Additional detail about the updated Housing Needs Analysis will be provided as this document is finalized.



Appendix C: Employment Opportunities Analysis

This is a placeholder at this time. Additional detail about the updated Economic Opportunities Analysis will be provided as this document is finalized.