



# **COMPREHENSIVE PLAN UPDATE**

**November 2017**

**Approved by the Board of Directors of the La Pine Park & Recreation  
District on December 6, 2017**

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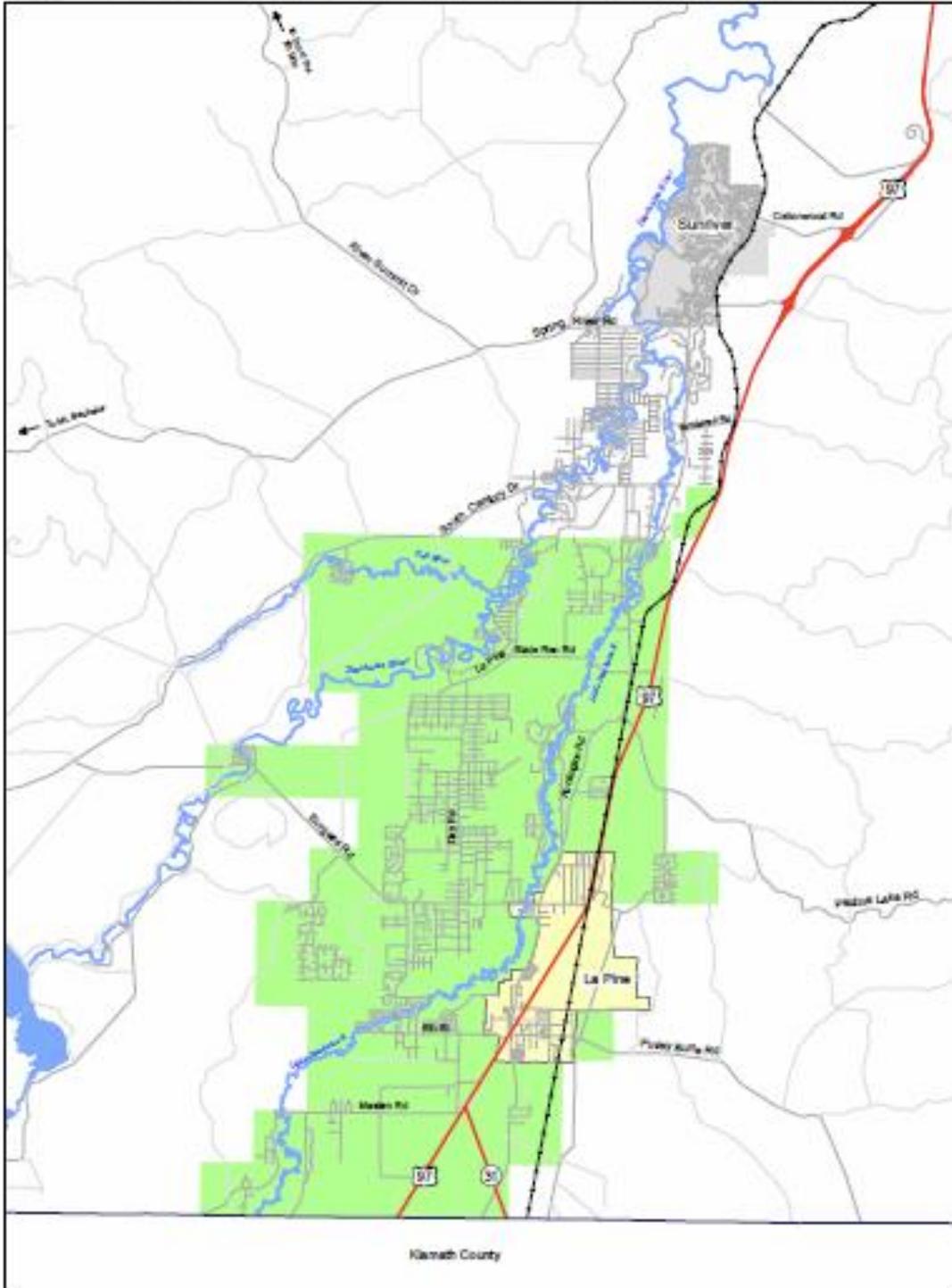
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# Appendix 5.12 - La Pine Park & Recreation District



### Legend

- Railroad
- State Highway
- Rivers & Lakes
- La Pine City Limit
- Unincorporated Community
- La Pine Park & Recreation District



Newberry County

DISCLAIMER:  
 The information on this map was derived from digital data published by Klamath County and is not intended to be used for any purpose other than that for which it was originally published. The information is provided as a general guide only and should not be used for any purpose other than that for which it was originally published. The information is provided as a general guide only and should not be used for any purpose other than that for which it was originally published.

# Update to La Pine Park and Recreation District Comprehensive Plan October 2017 - Public Draft

## Introduction

Oregon Revised Statutes Section 195.020(1) provides:

Special districts shall exercise their planning duties, powers and responsibilities and take actions that are authorized by law with respect to programs affecting land use... in accordance with goals approved pursuant to ORS chapters 195, 196 and 197.

In Oregon, state and local governments share the job of planning. The state, through the Land Conservation and Development Commission (LCDC), sets overall rules for planning decisions. LCDC provides technical assistance and grants, and reviews local plan amendments for compliance with the statewide planning goals. Cities and counties adopt comprehensive plans that meet the applicable statewide planning goals. Local governments make day-to-day land use decisions in conformance with their state-approved plans.

### The 19 Statewide Planning Goals

The statewide planning goals are Oregon's standards for comprehensive planning. Goals set requirements for the content of land use plans. Goals 1-14 apply to the entire state, while Goals 15- 19 focus on specific geographic areas.

#### As set forth in Goal 2:

“All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and **shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan.** Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances. (Emphasis added)

*“Affected Governmental Units* -- are those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan.”

The first Comprehensive Plan for the District was approved in 2005. That Plan called for a comprehensive review at least every 10 years, with on-going interim reviews. It has now been 12 years since that original Plan, and this is the first effort at such mandated reviews. Since 2005, many significant changes have occurred within the District, consisting of additional land acquisitions, including a 150 acre parcel of original BLM land and now designated as the La Pine Event Center, financial stability through a tax levy, the hiring of staff, as well as significant growth in population that the District serves, and a reasonably anticipated significant pattern of

future population increase putting greater demand for recreation facilities and programs the District is chartered to provide.

This Comprehensive Plan Update was not funded with District funds, nor was it supported by any grant funding. Typically the cost of such a major Comprehensive Plan update would be between \$60,000 and \$75,000. It is noted that the 2005 Comprehensive Plan was funded with a \$50,000 grant. One discerned problem with professionally produced comprehensive plans is that the producer has only a limited and temporary stake in the community. For example, the 2005 Comprehensive Plan failed to recognize the importance of water rights in any development. It also lacked insight into the mechanics of transferring BLM land to the District.

The current Update was produced by local effort and by those fully vested in this community.

This Comprehensive Plan Update has been in progress since March, 2016. This is a living document. The District presents it as a tool to guide the District’s future to the extent that can be done. This Update is not the product of a single effort. Informal participation in the Update’s formulation has been widespread. This effort would not have been possible without suggestions and contributions from the following:

<p>The La Pine Park and Recreation Board of Directors:          Gary S. Gordon, Board Chairman          Toby Wilson          Tracy Ross          Linda Vassalli          Molly Ray          Karen Miller, Executive Director LPRD          La Pine Park and Recreation District employees          Tony Borba          Former LPRD Board Members Robert Ray,          John Wurst, Sharon Walling          The City of La Pine – Rick Allen, Cory Misley          City of La Pine Mayor Dennis Scott          City of La Pine Councilor Don Greiner          Dan Richer</p>	<p>Ann Gawith, Executive Director La Pine Chamber of Commerce          Teri Myers          Gerald Gawith          Deschutes County Commissioner Tony DeBone          La Pine Park and Recreation Foundation          Kathy DeBone          Vicki Russell          Bernie Brader          EDCO – Janice Burton          La Pine Frontier Days, Dayle Boucher          La Pine Rodeo Association, Melvin Emert          Band of Brothers          James Fleming          Linda Reid</p>
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In addition, several publicized public meetings were held giving the District residents and interested others opportunity to participate in and give feedback to the Update. Drafts of this Update have been posted on the District’s website, [www.lapinupdateeparks.org](http://www.lapinupdateeparks.org), since March 2017. The subject of the Comprehensive Plan Update has been on the District Board Meeting agenda monthly since March 2016. The meetings are public, agendas properly publicized, and the public is given two opportunities to comment at each Board meeting. Additional publicity regarding the Update has been a regular feature on the local radio

station, as well as numerous postings on Facebook. The update has been shared with and input requested from the La Pine City Council, its City Manager, and the County's Board of Commissioners.

The District is fortunate to have the following Comprehensive Plans in place, which provided recent data and significant public opinion from which this Update relies on heavily:

La Pine Comprehensive Plan (2011)

Newberry Country Plan: A Plan for Southern Deschutes County (2013)

Planning must also be consistent with in place Zoning Ordinances within the City of La Pine and as applicable, the County of Deschutes. The District enjoys strong working, cooperative and productive relationships with the other local overlapping government authorities and districts.

The goals of this living document are in response to the mandates of the prior Comprehensive Plan, as well as the mandates of the State of Oregon. Each goal is deemed co-equal with the other goals. As these goals are addressed, it will be discovered that many of these overlap.

## **GOALS**

This Updated Comprehensive Plan defines its co-equal goals as follows:

1. To ensure that the Updated Plan is not in conflict with existing Comprehensive Plans from government jurisdictions that affect the District, and to ensure that the Updated Plan is not in conflict with any ORS statutes or Oregon Administrative Rules, or in conflict with Public Law 112-164 – The La Pine Land Conveyance Act.
2. A complete review of the original 2005 Comprehensive Plan to determine what has been accomplished and determine what is remaining to be accomplished.
3. A complete review of the 2013 Plan update to determine what has been accomplished and determine what is remaining to be accomplished.
4. An evaluation of the unfinished goals in each of the 2005 and 2013 documents to determine if such remaining goals are still valid and relevant. Valid and relevant goals need to be incorporated into the Updated Plan.
5. To ensure that the update planning process is transparent by seeking input from the community at large and seeking input from community partners and governing bodies.
6. A determination of new goals and implementation guidelines for all District owned property, improvements, and administration. This includes issues relating to revenue.
7. To address the potential for District expansion, and examine the benefits and detriments of such for the citizens of the District.

The District Board appreciates the complexity of the planning process. In addition to overlapping goals, an attempt is made, using available data, to discern trends that will guide the District to better serve its residents and visitors in the years to come.

This update is organized first into a more generalized future plan which is then, later in the document, supported by a specific factual discussion on each topic. It is hoped that this approach will focus attention on District needs without initially getting bogged down in the long journey that got us here. The supporting discussion for each section remains vital and should be referred

to as a problem solving tool for that section. Page references are included for easier access to the data.

## **DISTRICT VISION AND MISSION**

Planning for future recreation programs must be consistent with the District's Vision and Mission.

The current **District Vision Statement** reads as follows:

We will commit our resources to elevating our District's performance with our programs, our facilities and parks, and in the variety of activities and opportunities the district provides for people of all ages. We are part of the vibrant community with interconnecting vital relationships and it is our goal that our enthusiastic LPRD environment will deliver a consistent experience to participants that will surpass expectations.

The current **District Mission Statement** reads as follows:

To promote healthy and active lifestyles by providing educational and recreational activities in safe and inviting facilities for people of all ages.

## **OVERVIEW OF DISTRICT GOALS**

The following is a list of District Goals. A suggested form planning and implementing these goals is set forth in **Appendix 6**. Review of these goals and the progress made on them is to be a part of a yearly planning review by the Board. The goals can be added to, deleted as accomplished and prioritized. More detailed discussion text is referenced by bracketed page numbers. Some goals are continuing yearly.

### **Administrative Goals [pp. 71-90]**

Continually monitor projected income from all sources and spending needs, and adjust immediate planning goals as necessary [90]

Maintain active pursuit of available grants to fill District needs [90]

Continue to seek refinancing of the Community Center Building Loan [81, 90]

Continue to implement a transparent budget process and harmonize the budget with on-going financial records [71-72]

Create and implement an annual training and orientation program for all Budget Committee members. [71-72]

Creation of a Capital Improvement Plan [72, 75, 76, 86, 87]

Consideration of System Development Charges [73-76, 80, 85]

Consideration of Additional Funding Options, Including Local Option Tax [77-78]

Continue to develop an active partnership with the La Pine Park & Recreation Foundation, and include in the planning process [35, 36, 89]

Undertake a yearly review of the Comprehensive Plan Update and make necessary adjustments. Included in this review will be compatibility confirmation with the County's Newberry Country Plan and the City of La Pine's Comprehensive Plan as regards to Parks and Recreation. [79, 90]

Monitor periodic changes and updates in the City of La Pine's Comprehensive Plan and the Deschutes County Plans on matters that could increase population densities within the District [26-27, 90]

Continue to expand District programs in recreation and education – including working with COCC and OSU for credit education program opportunities in La Pine [40, 89, 90]

Complete and implement facility maintenance schedules, including establishing revenue reserves to fund such maintenance [43, 80, 86, 87]

Plan for the hiring of additional personnel to properly maintain service levels to the community consistent with the District's Mission and Vision Statements. [70, 77, 79, 80-81, 85, 90]

Incorporate 2005 Plan managerial suggestions into an Executive Director Handbook [86, 87, 89]

Work with the City of La Pine and the Urban Renewal District in exchanging information and planning future District projects that come within those boundaries. [53, 90]

Maintain strong and productive relationships with Community Partners, including the City of La Pine, Deschutes County, La Pine Chamber of Commerce, local non-profits such as the Community Kitchen, Veterans Organizations, Ya Ya Sisterhood, Frontier Days and the La Pine Rodeo. [90]

Expand volunteer base [42, 46-47, 80, 81, 85, 89, 90]

Create a plan for signage for all park facilities [88, 90]

Consideration of District Expansion [78-79]

Crate a master plan for equipment storage and repair [90]

### **District Properties that are already developed**

#### **Community Center Complex [35-36]**

Correct air conditioning issues

Modernize existing computer systems

Work with the City of La Pine and the Urban Renewal District for visual conformity

Conform to the mandates of the ADA, including a compliant entry

Synthetic floor in the gymnasium

Paved parking lot

Increase public use hours (Fridays, weekends, school holidays, and school breaks)

Equipment storage building

Climbing wall

#### **Heritage Park [36-39]**

Children's playground upgrades, fencing, landscaping

Community restroom upgrades (security)

Additional summer water feature

Additional /replacement picnic tables

Expansion of shade structures

Improvements to the Skate Park

Outdoor basketball courts

Horseshoe Park

Stage design and repairs

Consideration of adjacent property acquisition

#### **John C. Johnson Building [39-41]**

Repairs for conservation: dual pane windows, heating, air conditioning

ADA Compliance measures

Designation of community meeting rooms: tracked partitions, convenience kitchen and modernize restroom facilities

Designation of office space for possible rental, classrooms, and District Administrative office space

Design and construction of an annex for additional classrooms and small business training facility

### **Finley Butte Sports Complex/ La Pine Community Park [41-44]**

Maintain and review MOU's with ball field season users

Bleachers for fields #2 and 3

Public address system

Upgrade scoreboards

Promote adult softball for fields #2 and #3

Designate 2 junior soccer fields as part of field #3

Replace well pump

Install security devices

Upgrade signage at park entrance

Plan an addition to existing recreation/meeting hall with increased equipment storage.

ADA compliant door entrance to Community Meeting/Recreation Hall

Replace existing parking lot paving, with possible expansion southward with additional pickleball courts.

Roof repairs/replacement to Recreation Hall

Roof repairs/replacements to bathroom and concessions

New paint – exterior and interior

### **Rosland Campground and Day Use Area [45-47]**

Long-term lease evaluation for campground improvements

Consideration of other options for campground and park improvements

Promote as a venue for community and private events

Install history information boards and interpretive information panels on nature trail

Actively seek more volunteer help in on-going operation

### **Leona Riverfront Park [47-48]**

Create Master Development Plan, to include:

Soft landing for Little Deschutes River Trail, and seasonal maintenance  
Riverbank stabilization  
Parking  
Information kiosk  
Secure storage for maintenance equipment  
Picnic tables, trash receptacles  
Composting or pit toilet  
Trails creation, incorporating ADA features  
Develop security plan

### **Undeveloped Park Properties**

#### **Audia Park [48-51]**

Create Master Development Plan, to include:

Site Plan analysis including wetland and flood plain mapping, and evaluation under Oregon State Planning Goal 5.

Seek to acquire additional adjacent parcels and obtain trail easements

Design and maintain development compatible with identified wildlife use

Soft landing as part of the Little Deschutes River Trail

Riverbank stabilization and yearly maintenance

Parking

Information kiosk

Secure storage for maintenance equipment

Picnic tables, trash receptacles

Composting or pit toilets

Trails creation and maintenance with ADA features

Interpretive signage

Develop security plan

Explore outdoor nature laboratory concept in partnership with local schools

#### **Unnamed 5 Acre Parcel [51-52]**

Explore options with Bend La Pine School district to partner in the development of soccer and La Crosse fields jointly on the adjoining Park District and School District Parcels

Ascertain location of all easements in the Park District's parcel

Form a viable citizen's committee to create a master plan for the development of the soccer/ La Crosse fields.

Consider other options for the property including lease for development or sale

### **150 Acre Parcel La Pine Event Center [52-58]**

Annexation to the City of La Pine, with associated water and septic/sewer issues

Obtaining professional planning services to guide the development of the 150 acres for layout, infrastructure, priorities and the like, including:

Obtaining professional planning services to secure funding, and to consider the range of funding options available;

Dealing with usage impacts for traffic and transportation, noise, visual and other environmental concerns;

How best to include the City of La Pine, County of Deschutes, and La Pine Urban Renewal District and the BLM as active planning partners;

Obtaining professional planning services with regarding to determining proper staffing, safety and security needs, and for maintenance;

How to preserve, maintain and enhance the rural forested and high prairie character of the property in the design and placement of each component;

Understand and accommodate designated wildlife corridors

Identify and add all likely stakeholders in the development of the 150 acres and include them in the planning process. Special emphasis should be sought from area Veteran's organizations, and incorporated into the design.

Maintain a reliable information flow to the public regarding planning and development, including newspaper articles, website information and public meetings

### **Future Parks [59-70]**

Establish a preliminary timeline for planning for park in New Neighborhood 1 (2-5 acres Neighborhood Park)

Establish a preliminary timeline for planning for park in New Neighborhood 3 (2-5 acres Neighborhood Park)

Establish a preliminary timeline for planning for park in New Neighborhood 4 (10-25 acres Regional Park)

Do initial concept evaluations for the "River Park Site" and the "Sportsman's Recreation Area," then determine if there is any interest by BLM to partner with the District in moving forward on these potential parkland properties.

## **THE ROLE OF GOALS AND POLICIES OF SHARED JURISDICTIONS: DESCHUTES COUNTY AND THE CITY OF LA PINE**

The District is comprised of approximately 85 square miles that encompasses land both within the County of Deschutes and the City of La Pine.

### **The 19 Statewide Planning Goals**

The statewide planning goals are Oregon's standards for comprehensive planning. Goals set requirements for the content of land use plans. Goals 1-14 apply to the entire state, while Goals 15- 19 focus on specific geographic areas.

### **As set forth in Goal 2:**

“All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and **shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan.** Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances. (emphasis added)

*“Affected Governmental Units* -- are those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan.”

The City of La Pine was incorporated after the District's 2005 Comprehensive Plan was adopted. By law, the City had to create its own Comprehensive Plan. To the extent possible, the District's planning process should conform to the policies and goals of that plan.

The south portion of Deschutes County, in which the Park District is entirely situated, has seen significant growth since 2005. And that trend shows no sign of reversing. The Deschutes County Comprehensive Plan- 2011 ( a 20 year plan to 2032) was supplemented by “Newberry Country – a Plan for South Deschutes County”, adopted by the Board of County Commissioners on May 29, 2013 as Exhibit B to Ordinance 2013-007. Both of these documents reflect that the South County has a special uniqueness that requires additional long-term planning to ensure its resources are utilized in a careful and thoughtful process to balance the anticipated growth and to preserve its character. All planning by the Park District must be compatible with these goals.

The District is indeed fortunate that these documents have been created because of these factors:

1. These Plans have been approved by the State of Oregon as conforming to State Planning Law requirements
2. Each plan was arrived at by substantial public input
3. The collection data are processing are relatively current
4. The District does not need to “reinvent the wheel” with regard to data analysis.

**The District agrees with the State Goals, the Newberry Country Plan’s Goals and Policies, and the City of La Pine’s Goals, Policies and Programs with regard to Parks and Recreation**

The District finds great compatibility with the goals and policies of these Plans. Accordingly, the District properly looks to these Plans for its own guidance and consideration. Relevant sections of each Plan are set forth:

**COUNTY OF DESCHUTES**

The next layer of required compatibility is that for the County of Deschutes. The County’s comprehensive Plan was supplemented in 2013 by a Plan that concentrated on the planning needs and issues for the southern part of the County. That plan is entitled,

“NEWBERRY COUNTRY: A PLAN FOR SOUTHERN DESCHUTES COUNTY  
2012 TO 2032”

The plan was developed after three years of effort and substantial community input. The Plan Document is lengthy, but there are significant portions that need be referenced here. It will be referred to as the “Newberry Country Plan” or abbreviated as “NCP.”

**Vision Statement of the NCP**

The intent of this vision, developed in cooperation with South County residents and stakeholders, is to ensure that with vigilance and foresight, the unique rural character can be maintained and enjoyed by present and future generations:

“South Deschutes County will retain and enhance its high quality of life as a collection of diverse, rural neighborhoods tied together by outstanding natural and recreational amenities. Residents and land owners will enjoy excellent educational opportunities for all ages, a safe and efficient transportation system, healthy environment, thriving economy, access to quality health care, strong community organizations and partnerships, respect for private property rights, and active involvement in decisions that shape the area.” [NCP, page 8]

To implement this vision statement, the County Commissioners adopted Plan Goals and Policies. Although in reality all of the goals and policies affect the Park District, certain of those goals and polices have a direct bearing on setting the Park District’s own Goals and Policies. These are highlighted here:

**Goal 4 Manage County-owned lands to meet community objectives.** [NCP, pages 10-11]

Policy 4.1 Evaluate and manage County-owned lands as follows:

- a. Properties meeting the County criteria for park lands as cited in Comprehensive Plan Policy 1.3.14, may be designated by the Board of County Commissioners as such to be retained for public ownership;

- b. Properties recognized in a park district master plan may be considered by the Board of County Commissioners for a park designation to be retained in public ownership;

Policy 4.2 Coordinate with local park and recreation districts or other qualified organizations to transfer County designated park lands into their ownership for park and recreation purposes, as allowed by State Statute, ORS 275.330.

**Goal 5 Address high groundwater lots and zoning and surveying issues.** [NCP, page 11]

Policy 5.2 Develop a work plan, in coordination with property owners, to update the Comprehensive Plan and Zoning designations to reflect the land use and development patterns in Section 36, Haner Park and other applicable areas with long-standing issues, while protecting ecologically significant natural areas or resources.

**Goal 8 Sustain public facilities and services commensurate with South County's unique development pattern.** [NCP, pages 12-13]

Policy 8.2 Support agencies and organizations like the Deschutes Public Library, Bend-La Pine School District, Little Deschutes Grange Hall and La Pine Park and Recreation District's missions that provide:

- a. Services and programs for the community; and
- b. Meeting spaces and educational resources.

**Goal 10 Expand transportation options.** [NCP, pages 13-14]

Policy 10.3 Create a regional trail plan in coordination with the City of La Pine, Sunriver, Deschutes County Bicycle and Pedestrian Advisory Committee (BPAC), La Pine Park and Recreation District, U.S. Forest Service, special road districts, and homeowner associations, considering at minimum:

- a. Adequate rights of way;
- b. Appropriate locations and designs to provide connectivity;
- c. Public safety;
- d. Access to schools, parks, employment and other popular destinations; and
- e. Funding sources, including bicycle licenses.

Policy 10.5 Evaluate emerging trail opportunities that include:

- a. Partnerships with other public trail planning processes and trail development groups with technical experience;
- b. River corridor or river trails such as those promoted by the Bend Paddle Trail Alliance; and
- c. A regional trail connecting Central Oregon communities such as La Pine, Sunriver and Bend.

Policy 10.7 Support local initiatives to create a South County trail alliance organization.

Policy 10.8 Work with affected jurisdictions to acquire, develop, connect, and maintain a series of trails along the Deschutes River and surrounding public spaces.

Policy 10.9 Work cooperatively with City and parks and recreation districts to support grant applications to build or maintain trails in the rural County.

**Goal 17 Encourage a variety of parks, trails and recreation options for South County residents.** [NCP, page 17]

Policy 17.1 Support parks and recreation facilities and services by:

- a. Engaging the neighborhoods not served by a park district as of 2012 in a discussion of park district options;
- b. Supporting the expansion of outdoor amenities, such as public or private campgrounds; and
- c. Supporting agencies, schools and organizations, such as the La Pine Parks and Recreation District or Bend La Pine School District, that provide a variety of youth facilities and programs.

Policy 17.2 Collaborate with the La Pine Park and Recreation District, community organizations, Sunriver and La Pine to provide safe and convenient river access points, including:

- a. Improving existing sites including those at or near Harper Bridge and Maxwell Veterans Memorial Bridge; and
- b. Assessing options for new or improved public locations.”

Policy 17.3 Work with the U.S. Forest Service and Bureau of Land Management to maintain and improve access to recreation activities including hunting, fishing, hiking and off-road opportunities.

Policy 17.4 Ensure that the trails policies under the Transportation section of this Plan consider also multi-use and specialized recreational trails.

**The District is in agreement with these Goals and Policies.**

**Public Input relating to Parks and Recreation**

After significant public input relating to the above goals, the Newberry Country Plan concluded that several patterns emerged. These patterns were put into Appendix 2 of the Newberry Country Plan. As concern the Park District, the following were determined of some priority:

<b>Themes</b>	<b>Recreation Category</b>
Invest in Park and	Provide additional parks and trails
	Improve river access along the Little Deschutes and Deschutes Rivers

Recreation Programs and Projects	Improve and expand parking at Maxwell Veterans Memorial Bridge, a common access point for the Little Deschutes River
	Improve river access at Harper Bridge
	Expand recreational opportunities for the disabled
	Establish community greenhouses
	Expand recycling centers in South County
Establish Park and Recreation Partnerships	Promote La Pine as a tourist destination separate from Sunriver
	Expand the La Pine Park and Recreation District into the Three Rivers area
	Explore opportunities for Deschutes County to provide park services for those areas in South county not served by a park and recreation district
	Explore opportunities to acquire, develop or transfer high groundwater lots for open space, recreational and economic development purposes

**CITY OF LA PINE COMPREHENSIVE PLAN**

For its part, the City of La Pine devoted substantial effort and thought into the section relating to parks, recreation and open space. Because the Park District is a valued community partner with the City of La Pine, the District and the City worked together in seeking to understand the future park, recreation and open space needs of the community within the city limits. Relevant sections of the City’s Plan are now set forth.

The City of La Pine adopted its Comprehensive Plan (a 167 page document) in 2011, and the Land Conservation and Development Commission approved a motion to acknowledge the La Pine comprehensive plan as consistent with all the statewide planning goals at its September 2012 hearing. The written order implementing the commission’s approval was issued November 26, 2012.

The Park District has major land holdings within the City of La Pine. Care must be taken that the Park District’s updated plan is not in conflict with that of the City of La Pine.

The following is excerpted from the City of La Pine’s Comprehensive Plan as directly pertains to Parks, Recreation and Open Space – Chapter 6. (Pages 55-61).

**I. State Planning Goal 8, Recreational Needs**

Oregon State Planning Goal 8 intends to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The requirement for meeting these needs fall to local governmental agencies, in coordination with private enterprise, and must be done so in appropriate proportions and in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. In doing so, the local and regional recreational needs must be coordinated with state and federal recreation plans. Included in recreational planning needs are

developed recreational facilities as well as open space, including the retention of natural areas and linkages between developed and natural areas where appropriate.

## **II. Purpose and Intent**

.... Thus, this chapter discusses how the City of La Pine intends to recognize and strengthen the City's parks and recreation opportunities through land use strategies and inter-agency cooperation with the La Pine Park and Recreation District, as well as Deschutes County, and state and federal agencies who own open space lands within and surrounding La Pine.

## **III. Issues**

The City of La Pine, within the City limits has not seen rapid growth in the recent past. However, the surrounding area, primarily to the north and west, has seen rapid growth as existing rural residential lots have been developed en masse over the last 15 years. Citizens and visitors alike are attracted to La Pine's forested character and rural setting. The community is also very close to many other recreational activities and open spaces in the nearby forests, lakes and rivers. .... The specific goals and objectives for meeting the City's open space and recreational requirements are based on identified needs, desires, and other issues as specified by the citizens and conveyed through the La Pine Park and Recreation District (LPRD). The chapter also strives to identify the services, programs, and future preservation and enhancement of recreational and community facilities, including parks, ball fields, trails, community centers and historic places as development occurs within the city, all coordinated with the LPRD...

The La Pine community is fortunate to have existing natural and manmade features that provide open space and recreational opportunities within and adjacent to the urban area. Some of these are under the control of the City, County, State and Federal Government and others are under the control of the LPRD....

### **LPRD PLANNING:**

The LPRD, which was established as a special service district in 1990, has a Comprehensive Plan for the area within their district boundary (which extends beyond the La Pine City limits) which identifies the primary services, facilities, programs and direction provided by the District. The Plan was adopted in 2005 and is intended to focus on the operation, planning and management for a five-year period (Five Year Action Plan), as well as a master plan to guide the acquisition and development of park and recreation facilities for the next 20-years (Park and Facility Master Plan). Notwithstanding, since the inception of the District, the District has struggled financially with six failed tax measures for a fixed tax base. Thus, the District's ability to provide facilities and services has been severely limited in past years. However, in May, 2009, the voters approved a tax rate of \$0.30 for every \$1000 of assessed value for properties within the District. This reliable source of funding will allow the LPRD to move forward the goals identified in their Comprehensive Plan.

...

### **FUTURE:**

The biggest challenge for the City will be to coordinate and sustain a beneficial strategy for parks, open space, and recreation for the urban area. While the primary responsibility to develop parks will be with LPRD, the City must work hand in hand with the District to implement an

overall plan for determining actual need and key linkages between the various open space and recreational uses. The existing and future demand by citizens and visitors for recreational areas, facilities and opportunities must be continually refined within the District's Comprehensive Plan and implementation strategy that is based upon continuing analysis of public need and desires.

#### **IV. Goals and Policies**

##### **Goal # 1:**

Create a system of parks, recreational facilities, and open space areas that provide quality active and passive recreational experiences for all urban area residents.

##### **Policies**

- The City shall coordinate the development of new parks and recreation opportunities, and programs with the La Pine Park and Recreation District.
- The City shall explore the creation of Park System Development Charges (SDC's) as a means of providing a funding base for new park and recreation facilities to serve anticipated growth.
- The City shall encourage the continual involvement of private recreation providers to citizens.
- The City shall acknowledge the importance of the ties between the recreational opportunities provided by the natural environment and the developed portion of the community.
- The City shall encourage recreational opportunities within the community to acknowledge and encourage use by visitors and tourists to the community.
- The City shall continue its coordination with County, State and Federal agencies to seek land and recreation opportunities (both active and passive) within the City limits.
- Given the various agencies involved in providing open space, parks, trails, and recreational opportunities – a high level of coordination and planning will be required in order to maximize efficiency and reduce duplication.
- The addition of new parks and recreational opportunities shall be sought in the most cost effective way possible, including land grants from County, State and Federal agencies.
- Continual updating of the LPRD Comprehensive Plan will allow the City and the District to determine if the recreation needs of the community are being met.
- Local parks and recreational opportunities tend to be distributed throughout the community without connecting links other than streets; La Pine's citizens desire to connect existing and future parks and recreation facilities by sidewalks, trails, and other mechanisms. Such connections provide greater opportunities for citizens, particularly children, to safely access parks without vehicle use.
- Open space and/or recreational areas should be available to residents within ¼ mile of their homes unless an exception is granted by the City as new development occurs.
- New parks, linkages, and recreational facilities should be incorporated into new developments as a way to distribute resources throughout the community and reduce vehicle miles traveled.
- Older neighborhoods and redevelopment areas should consider incorporating parks, trails, and other recreational facilities as a way to enhance the community.

- New parks to serve new residents should be developed without community subsidy, while new trails and regional community recreational facilities may require additional funding through those sources available to the City and LPRD.
- The Bend-La Pine School District should participate in the discussion about new parks and be willing to link school resources to the community/LPRD park system as a way to leverage open space opportunities.
- When adopted, local development codes should require an analysis of new resident impacts as it relates to the need for parks and recreation facilities beyond the collection of LPRD SDC's (if and when SDC's are adopted). Such codes should require open space, parks, and recreational opportunities where justifiable and appropriate.
- New trails are important elements that link open spaces and parks.
- Riparian habitats and other natural areas may be used for recreational and open space opportunities.
- Land use processes for the development of parks and related facilities shall be expedited and any costs for application processing not greater than actual cost of service or free whenever possible.

## **V. Programs**

The City shall:

1. Develop a mechanism to coordinate the efforts of local (public and private) and other agency groups as it relates to the development of open spaces, parks, and recreation opportunities within the UGB and develop intra-agency agreements as necessary to further foster and control the acquisition and development of such elements.
2. The City shall work with the Parks and Recreation District, as appropriate to stabilize and increase its tax base to include all potential users of LPRD facilities.
3. Defer the parks and recreation Comprehensive Planning efforts to the LPRD as appropriate.
4. Inventory all current open space, trail, active and passive recreational opportunities.
5. Develop land use regulations to better manage the acquisition, development, and maintenance of open spaces, parks, and recreation opportunities within the UGB, as coordinated with the LPRD.
6. Encourage the LPRD to upgrade existing parks, as necessary, through renovation to provide quality services as designated for that particular park space.
7. Encourage new residential development to provide additional resources to satisfy additional recreational demand generated by growth.
8. Require that compliance with the Americans with Disabilities Act (ADA) accessibility requirements be part of new and upgraded facilities where appropriate. Law requires that ADA accessibility deficiencies be rectified whenever a LPRD facility is substantially upgraded. If suitable funding becomes available sooner, any existing ADA deficiencies must be rectified.

**The District is in agreement with this Goal, Policies and Programs.**

**IF THE DISTRICT IS TO PROPERLY PLAN FOR THE FUTURE, IT MUST  
RECOGNIZE THE POPULATION AND ECONOMIC TRENDS  
OVER THE PAST 12 YEARS.**

Since 2005, the District has seen significant increase in population as well as economic growth. There is no reason to deny that such growth will continue well into the future.

**Population Density Projections**

The Newberry Country Plan also sets out the latest census numbers and projections based on the 2010 Census. It remains to be seen if the projected future numbers will be borne out by the 2020 census. However, it appears that the south county is definitely in for substantial growth. The following are the numbers that were identified and projected:

“The US 2010 Census provides demographic data for Sunriver, La Pine and rural unincorporated area. The 2010 population for the rural portion of South County is 12,273. A vacant lands inventory performed in 2011 identified the potential for 2,708 dwelling units. The estimate is based on 2010 Assessor data, potential land divisions, vacant lots (excluding high groundwater properties), and the number of units per acre allowed in each zone. It excludes Sunriver, Caldera Springs Resort, a portion of Vandever Ranch, and a majority of Crosswater Resort, which are recognized as a Census Designated Place. If all 2,708 lots develop and household unit size remains at 1.9 persons, South County’s rural population will increase by 5,145 people, bringing its total to 17,418. Under this scenario, that full build out would occur in Year 2027. It is important to note that the population estimate assumes all buildable lots are developed, but does not account for potential population growth from second homes, which could become primary residences. It also does not account for the potential development of the approximately 1,500 high groundwater properties.” [NCP, pages 22-23]

**Economic Growth Factors Affecting the Park District**

Highway 97 improvements will have a significant effect on the future of La Pine and the surrounding communities. The improvements are safety based. The need for greater safety stemmed from the original designs and placement of the roadways. However, the area's population increased beyond what the original ODOT planners had either envisioned or were able to obtain financial resources for.

Discussions with ODOT reveal that their budget priorities are linked to public safety. As communities develop, there is a corresponding increase in traffic volume. More traffic can stress existing designs. A prime example is the intersection of Highway 97 with 1st Street and Reed Road. That intersection became increasingly dangerous with heavy volumes of traffic, as there were no left turn lanes, and vehicles going from 1st Street to turn left on 97 were met with an offset intersection to Reed Road. The confusion, even to experienced drivers, resulted in far too many accidents.

The solution was to install traffic signals and do some realignment. Without the signal the problem being addressed, the increased traffic in the area would continue to make things even worse. ODOT also points out is that their planning is more comprehensive than it was 10 years

ago, as they must take into their funding decisions likely future traffic patterns and needs of the areas impacted by the project.

Not only did this process produce a traffic signal, but the same safety process is producing an overpass over the railroad tracks, highway widening to four lanes south from Sunriver to the Transfer Station, and possibly farther south. All of these improvements will substantially increase traffic safety as traffic increases.

What these improvements also accomplish is a shorter and safer commute time between La Pine and Bend.

This will have a significant impact on the housing market for the La Pine area. With housing costs in Bend approaching astronomical with no sign of relief, and land for development in Bend in short supply, the availability of land in South County makes the greater La Pine area an attractive and viable alternative because there is a significant inventory of land available for housing. Also, as mentioned in the Newberry Country South County Plan, the potential for buildout of available lots could occur by 2027 – a mere 10 years away.

As stated in the NCP, at pages 22-23:

The US 2010 Census provides demographic data for Sunriver, La Pine and rural unincorporated area. **Table 1** summarizes South County's 2010 population, housing units, and occupancy status for these particular areas. The 2010 population for the rural portion of South County is 12,273. As **Table 2** illustrates, a vacant lands inventory performed in 2011 identified the potential for 2,708 dwelling units. The estimate is based on 2010 Assessor data, potential land divisions, vacant lots (excluding high groundwater properties), and the number of units per acre allowed in each zone. It excludes Sunriver, Caldera Springs Resort, a portion of Vandevent Ranch, and a majority of Crosswater Resort, which are recognized as a Census Designated Place. If all 2,708 lots develop and household unit size remains at 1.9 persons, South County's rural population will increase by 5,145 people, bringing its total to 17,418. Under this scenario, **Table 3** shows that full build out would occur in Year 2027. It is important to note that the population estimate assumes all buildable lots are developed, but does not account for potential population growth from second homes, which could become primary residences. It also does not account for the potential development of the approximately 1,500 high groundwater properties.

In the City of La Pine Comprehensive Plan, it is stated on page 163,

The city has a 20 year population forecast that has been coordinated with Deschutes County and acknowledged by the State of Oregon. The city's population forecast predicts that La Pine will grow from 1697 in 2009 to 2566 in 2029, which would be an increase of 869 citizens. Based on an assumed 1.98 persons per home across all housing types it will take 439 housing units to accommodate the forecasted population growth. Some of the needed housing will be accommodated through occupancy of units that are currently vacant while the majority will need to be constructed. If an expected 15% residential vacancy rate is applied the total number of new housing units needed is increased to 548.

Admittedly both of these studies are based on reasonable projections from information and data available at the time the documents were drafted. In 2013 when both Plans were adopted, the

economy was starting to come out of the recession years. That recovery has significantly accelerated by 2016. That pace of recovery for 2016 was not foreseen in 2013.

We are at present 7 years into the data gathered in the 2010 Census from which these projections were made.

Taking both Plans projections from 2013, the population increase is seen:

Jurisdiction	Year projection	Number increase	% increase
South Deschutes County	2027	5,145	41.9
City of La Pine	2029	869	51.2

In an article published July 30, 2017 in the Bend *Bulletin*, Deschutes County incurred a 13.5% population increase from 2011-2016. The US as a whole increased 3.7% for the same period, while all of Oregon increased 5.8%. Jobs created in Deschutes County for the same time period increased 17,400 or an increase of 27%. Unemployment averaged 3.7%, even less than for all of Oregon at 4% for the same time period. Finally, the largest driver of population change was domestic migration. All of these statistics put end as the 6<sup>th</sup> fastest growing city in the US.

“Because securing employment is often the first step of relocation, new residents of an area typically put downward pressure on a city’s unemployment rate. Of the fast-growing cities on the national list, 36 have unemployment rates lower than the respective state rate. Finding a job is by no means the only reason to relocating to a new city. Americans move to take care of a family member, move in with a new spouse, find an affordable housing market to buy their first home, or, like many of the residents of the fastest growing city in America, retire,”

The Park District includes all of the City of La Pine (approximately 7 square miles) with the balance (approximately 79 square miles) in South Deschutes County. While precise projections are not guaranteed, both of these population projections clearly point to significant population increase within the Park District. It is not unreasonable to plan for a 40% population increase within the Park District over the next 11-13 years.

These numbers could increase even higher if serious consideration is given to including what is commonly termed “affordable housing” units becoming a reality within the Park District. This affordable housing not only consists of single family homes, but also duplex, 4-plex units, apartments, townhomes and even “tiny homes.” There is no dispute that the presence of affordable housing provides housing for the workers that businesses moving to the area are likely to employ. The lack of such housing is an impediment to business development. Government’s focus in recent years has not been on affordable housing. But the lack of it is so apparent at present that government has realized that a healthy local economy requires its full attention and problem solving efforts in solving this housing crisis.

The affordable housing issue is being addressed by both the County of Deschutes and the City of La Pine. This is reinforced by Goals 5 and 6 in the City of La Pine’s Comprehensive Plan:

**Goal # 5:** Promote quality affordable housing and recognize that lack of affordable housing is an economic issue negatively affecting the vitality and sustainability of La Pine [Page 143]

**Goal # 6:** Recognize that addressing the housing needs of the community is essential to the successful future of La Pine as desirable place to live, work, shop, and play. [Page 144]

Each of these Goals is backed up by a set of specific policies created to accomplish these goals. It is the Park District's firm belief that both the City and the County will make significant progress on this issue in the immediate future with likely changes to their Comprehensive Plans. Therefore, the Park District has to plan for it.

The prospect of significant growth has been the subject of the City of La Pine's attention for some time. The need for sewer and water services has been addressed and funding is in the process for most remaining lots that are not currently part of the City's water and sewer system. It has come to be understood that having the City water and sewer services will result in significant cost savings when compared to the initial and on-going costs of a well and the initial and on-going costs of a septic system. Increased population density creates its own issues with regard to septic problems that are best resolved with a sewer system.

Housing is only part of the picture in the future of the South County.

Positive economic development appears imminent. And that has not been by accident. Purposeful planning over the past 10 years has moved the local business and employer opportunities forward at a great pace.

### **La Pine Chamber of Commerce and Visitor Center**

While business and population growth is likely probable, the trend has been stimulated by a dynamic and stable Chamber of Commerce. The Chamber also serves as the area's Visitor Center. The La Pine Chamber of Commerce and Visitor Center is the information and business hub of the community. It continues to support the community and businesses through its activities, advocacy and promotion of La Pine. The La Pine Chamber of Commerce is an active partner with the City of La Pine, Deschutes County, the Park District, other Chambers and Tourism entities both regionally and statewide. The Chamber has just completed its Plan for the next 5 years, continuing being a strong partner to and advocate for local and regional businesses, with employee education, relocation services, networking and tourism promotion.

In the transfer of the 150 acre parcel 'A' BLM land to the District, the relationship between economic growth and tourism is identified:

“Parcel A is comprised of Community Events Land that would provide room for expansion of long-running and growing community events including La Pine Frontier Days and La Pine Rodeo. The proposed event area will be used to boost the region's tourism by developing grounds for rodeo and community wide events as well as provide for the development of other park and recreational facilities. Essentially, this land will serve to enhance the community's tourism and recreational pursuits, which are vital to the area's continued economic development.”

Economic growth brings more residents to the area, and thus produces more demand for recreational opportunities the District is mandated to provide. At the same time, the District is charged with developing the Rodeo Grounds and the Frontier Days grounds to accomplish the purpose for which the land was transferred. When accomplished it will significantly increase tourism, and become a driving force in the local economy, creating a larger demand for District

services and facilities. As has been seen, tourism increases the area's population from those who relocate here.

The District is not well suited for directing its energy to promote tourism, although it recognizes and accepts the benefits of tourism to the District. The District's primary mission is to the residents of the District. The District will fully support tourism because it will assist the District in meeting its goals of serving the residents of the District.

Promotion of tourism is best left to tourism professionals. But the District is clearly a stakeholder in their efforts.

### **Travel Oregon's Rural Tourism Studio**

Early in 2016, the La Pine Chamber of Commerce made application to the State of Oregon seeking to have La Pine awarded a Travel Oregon's Rural Tourism Studio. The Oregon Rural Tourism Studio is a training program designed to assist communities that have identified tourism development as one of their priority economic development strategies. The program assists rural communities with the development of their tourism industry in a way that will help stimulate the local economy, protect and enhance local natural and cultural resources, and foster pride amongst participants.

The Chamber's application was granted. This brings the resources of the State of Oregon to La Pine for the development of tourism and further economic growth for the greater La Pine area.

That the US Congress found that the transfer of the 150 acres of BLM land in Parcel "A" would, when properly developed for Frontier Days, the La Pine Rodeo and other park and recreational facilities would "enhance the community's tourism and recreational pursuits, which are vital to the area's continued economic development" is no coincidence.

Tourism brings visitors, who support local businesses, which grows the local economy, which provides jobs, which increases the demand for housing, which creates a larger demand on park and recreation needs. Tourists move here too. And whether or not such tourists relocate here, they do use our park and recreation facilities. It cannot be questioned that the Park District recognizes and endorses its vital role in our community regarding the benefits of tourism. Tourism grows our local economy, stabilizes businesses and employment and grows housing. All of these factors mandate that the Park District plan to meet these growth challenges with facilities, programs and personnel adequate to serve both our community and to understand its future in a growing community. The Park District is not a filter for or discriminator in limiting its goals of recreational opportunities for our community and to those who visit. Perhaps most importantly, the Park District has an active, on-going and balanced voice in the direction of developing opportunities for its residents to strengthen and develop the local business base through adult education opportunities, collaborating with EDCO, and with seminars and classes partnering with COCC.

The Program Overview for the Tourism Studio outlines many goals, and among them are these:

- Connect community and business leaders with resources to help develop new authentic tourism products and leverage the assets they have
- Stimulate new local business development

- Develop tourism experiences and products that sustain or enhance the geographical character of a place – its environment, culture, aesthetics, heritage, and the well-being of its residents.

The application for the Tourism Studio was factually supported by well researched and careful data. The numbers present to us the best update available in 2016:

- La Pine, population: 1,670 in City limits and 20,000 in the Greater La Pine area. Large retired population.
- Sunriver, population 4,440, mainly resort and second homes. Many of the permanent residents are retirees.
- South County unincorporated, population approximately 19,000 (zip codes 97737 and some carry over into zip code 97707). Average age 42.
- Gilchrist/Crescent (97737 and 97733), population 2,100, includes Odell and Crescent Lake.
- Christmas Valley (1,313), Fort Rock (155) and Silver Lake (149)
- While this area has an older population than Bend or Redmond we are seeing an increase in families and younger working adults move to the area. Lower cost housing, a family friendly community, and more open space are some of the enticements for locating in this area.
- South Deschutes County, with the exception of Sunriver, is severely economically disadvantaged in comparison to Deschutes County as a whole. Unemployment rates are almost double Deschutes County total numbers. Over 70% of school children are designated as economically disadvantaged. There are few amenities (such as ball parks, swimming pools, youth centers, skate-parks, movie theatres) dedicated to youth, mainly because of lack of funds.
- Bend is a community that has grown economically strong with the original driver and attraction being tourism and outdoor recreation. COVA (Central Oregon Visitors Association) research states that 78% of new business starts in Central Oregon were initiated by people who originally visited the area for a vacation. These destination visitors fell in love with the proximity of outdoor activities and the small town feel, and returned to set down roots, starting businesses here. We would like to see South County attract similar populations who help our economy grow and become part of a growing community.

The District participated in the workshops again as a stakeholder, because the District is an integral part of the resources that attract visitors. As will be discussed infra, some of the District's properties hold a unique value that will, when properly developed and managed, provide unique recreational opportunities for District residents and visitors alike. Significant progress has been made on implementing the ideas presented at these workshops and the local Chamber has developed a Newberry Country Trail concept with La Pine as the center. When fully implemented, this NCT will attract many more visitors to our area, which will contribute greatly to the health of our local economy. It will also impact the Park District.

## **EDCO Economic Development Central Oregon**

Founded in 1981, EDCO is a non-profit corporation supported by private and public members and stakeholders. Its mission is to create a diversified local economy and a strong base of middle class jobs in Central Oregon. To do this, EDCO focuses on helping companies do the following:

- **Move.** Guiding employers outside the region through the relocation process as a resource for regional data, incentives, talent, site selection, and more.
- **Start.** Mentor and advise scalable young companies from concept to exit on issues such as access to capital, critical expertise, and strategy.
- **Grow.** EDCO partners with local traded-sector companies to help them grow and expand.

EDCO regionally and nationally promotes the following business advantages of the La Pine Community:

### **Business Environment**

La Pine has negotiable business incentives, scalable to suit location or expansion needs. The City offers easy permitting, land that is both affordable and buildable with minimal obstructions, plus is a state-qualified Rural Enterprise Zone, which provides for up to 15 year property tax relief for qualifying businesses.

From 2015 to 2020, the Oregon Department of Transportation (ODOT) are investing millions in roadway and landscaping improvements while the city are expanding urban renewal projects to uplift area amenities.

Commercial business opportunities exist within the seven square mile city limit and surrounding areas. Retail and service business building units are available for occupation now, with extensive available buildable land within the surrounding landscape.

### **Transportation Advantage**

La Pine parallels U.S. Hwy 97 running from Northern California to the Canadian border. Also running approximately parallel to La Pine are energy transmission lines from the Bonneville Power Administration (BPA), Cascade Natural Gas lines, and Burlington Northern Railroad runs nearby with a side rail into the city's major industrial park. La Pine and Sunriver parallel U.S. Highway 97, which stretches from California to the Canadian border, connecting with I-5 in northern California, I-84 in northern Oregon, and I-90 in central Washington. From 2015 to 2020, the Oregon Department of Transportation (ODOT) is investing millions of dollars in roadway and landscaping improvements. Redmond Municipal Airport (RDM) is forty five minutes from La Pine and provides direct commercial air service to Portland, Seattle, Denver, Salt Lake City, Los Angeles, and San Francisco. RDM also provides cargo service and general aviation services. The Sunriver Resort Airport is a general aviation airport located 17 miles south of Bend in the heart of the critically acclaimed Resort. With a recently upgraded and refinished 5,500 foot long paved and lighted airstrip, the Resort airport is the third busiest in the state and is one of the longest private airstrips in the West. The airport serves a wide range of aircraft from small private planes to corporate jets. In addition, ten area motor freight companies provide daily service to Portland and rail freight services are provided by BNSF and UP railroads, making shipping and receiving convenient.

## **La Pine Industrial Park and Newberry Business Park**

La Pine boasts an extensive industrial and business park area of over 150 available acres. It includes state-certified parcels, shovel-ready for building, and complete with in-place curbside infrastructure – water, sewer, power and fiber optic internet services. The park makes an ideal host to industries like data center and call center operations.

Land parcels in the industrial park range in size from ½ acre to 40 acres and are affordably priced—offering one of the most competitive cost per square foot figures in Oregon, subject to negotiation.

In 2015 the City of La Pine entered into an IGA with the County of Deschutes (which had developed the Industrial Park) to eliminate the County as an intermediary in the negotiations for the sale and lease of Industrial Park Property. The intent was to speed up the process of finalizing sales and leases. It has proven to be a very beneficial arrangement. Before the IGA, potential buyers and leaseholders were subject to long delays, including waiting for a determination of the market value of the property being sought, and counter-offers became victim to the same long waiting process. The arrangement was clearly not business friendly. The new IGA has resolved those significant issues, as potential buyers and lessees now can deal directly with the city of La Pine. The City of La Pine is now working to remove outdated and illogical CC&R's for the Industrial and Business Parks because the City has in place Zoning Ordinances that are both comprehensive and business friendly, thus streamlining building permit processes.

Midstate Electric Cooperative, the park's anchor tenant, connects to low cost BPA hydroelectric power. Highly available power is both plentiful and reliable with uptime estimated to be greater than 99.999%. Over 10 megawatts are available now, expandable as needed.

The La Pine Industrial Park is covered within the Bend Broadband fiber loop surrounding Central Oregon. The park is provided with high speed Internet from any of three Internet Service Providers for redundancy.

## **Regional Workforce**

La Pine and Sunriver draw on local area workforce as well as drawing qualified employees from other Deschutes County areas (Deschutes County population 2016 = 181,307). Central Oregon Community College and Oregon State University Cascades offer degree programs in Computer Science, Energy Systems Engineering, Hospitality Management, Tourism and Outdoor Leadership, Aviation Unmanned Aerial Systems, and Manufacturing Technology.

## **Traded-Sector Employers**

EDCO's primarily focus is on traded-sector employers, which are companies that sell a majority of their goods or services outside the region. As these businesses export their products and offerings, they simultaneously import wealth into our Central Oregon's communities and help to build a recession-proof employment base.

EDCO's concerted efforts have been very successful, and there is no doubt that it will facilitate new businesses coming to and starting up in the La Pine area, bringing sustainable jobs, increases in population, and need for more Park facilities and services.

### **The Role of Non-Profits in the Community**

No discussion about the economic vitality of the La Pine Community would be complete unless it recognized the major role of the Non-Profit Organizations in the La Pine Area. Most have a significant track record of longevity and service. What is notable is these organizations are populated with the very people who live in the community. They represent the very character of where they live, which makes the La Pine area a place where others are drawn. What has been said of the annual 4<sup>th</sup> of July parade sums it up pretty well: "You are either in the parade or watching it."

La Pine has a large number of high functioning non-profits who are organized and motivated to making a positive difference in the community. In many instances, these non-profits fill in with opportunities and services that are better left to these non-profits rather than the complicated, underfunded and sometimes inefficient (but well meaning) requirements of public entities.

The success of these non-profits is due not only to strong and visionary leadership, but also to the support of the community.

The District recognizes that providing meeting space is essential for these non-profits and recognizes that the District should have enough event space available for them.

### **La Pine Frontier Days**

The La Pine Frontier Days Celebration now runs 4 full days, from July 1-4 each year. It draws thousands of visitors to the area for the annual 4<sup>th</sup> of July Parade, carnival, craft booths, food alleys, live entertainment, logger competitions, lawnmower races, pickleball tournament, beer brewing, quilt show, salsa, and apple pie competitions, and capped off with the finest fireworks in all of central Oregon. The Celebration has been held annually for well over 50 years. The La Pine Frontier Days Celebration was recognized by the US Congress in the transfer of the 150 Acres, as was stated on page 27 of this Update.

### **The La Pine Rodeo Association**

The La Pine Rodeo Association is not at present a non-profit, but is a 501(c)(4) organization. The role of the Rodeo Association was also recognized by the US Congress in the transfer of the 150 acres (see page 27 of this Update). The La Pine Rodeo Association is the District's community partner and major role player in the design and development of the equestrian activities portion of the 150 acres.

## SURVEY OF DISTRICT OWNED PROPERTY

The District has been fortunate that its property holdings within the District have increased since the 2005 Plan. This increase in recreation land is itself a substantial trigger for updated planning.

The following chart lists the District properties currently owned.

<b>Map/Tax lot</b>	<b>Account</b>	<b>Acreage</b>	<b>Park Name</b>
221017B007600	142392	0.63	Audia
221017B007500	142393	0.57	Audia
221017B004900	152222	27.81	Audia
221017B008000	152234	0.31	Audia
221017B007100	152235	0.57	Audia
221017B007000	152236	0.60	Audia
221017B007900	142389	0.44	Audia
221017B007800	142390	0.61	Audia
221017B007700	142391	0.70	Audia
221017B007400	142394	0.51	Audia
221017B007300	142395	0.52	Audia
221017B007200	142396	0.30	Audia
221017B008100	142408	0.30	Audia
221017B010200	142409	0.28	Audia
221017B010100	142410	0.32	Audia
221017B010000	142411	0.32	Audia
221017B009900	142412	0.32	Audia
2210000000112	253170	4.90	Unnamed park north of LPHS
221016B000301	142136	1.02	Leona
221016B004500	142164	1.55	Leona
221015AA05800	152215	1.95	Community Center/Heritage Park
221014BB00200	152163	0.89	Heritage Park (DIAL has it as Library)
221015AA05801	174911	0.27	John C. Johnson Building
2210150000101	270229	141.76	La Pine Event Center (referred to as the 150 Acre former BLM land)
221014DB00300	152190	5.00	Finley Butte

221014DB00300	252000	4.62	Finley Butte
2210000001002	198161	40.33	Rosland Park
<b>TOTAL</b>		<b>237.40</b>	

This specific listing apparently had not been accomplished before.

Having such a listing will make applications seeking grant funding for projects that much more accurate. It will be important to maintain this listing and keep it current as it is anticipated that the District may be able to acquire other parcels.

In summary, the District owns the following parks and undesignated land:

- Community Center Complex/ Heritage Park/ John C. Johnson Building
- Finley Butte Sports Complex
- Rosland Campground
- Leona Park
- Audia Park
- Unnamed 5 acres just north of La Pine High School
- 150 acre former BLM land, divided by 6<sup>th</sup> street in La Pine

Each park and property is unique, and each will now be separately discussed. Incorporated into the discussion will be relevant history, current status, issues to resolve and potential future plans and suggestions. It is hoped that the details will serve future Boards in their planning processes.

## **COMMUNITY CENTER COMPLEX, INCLUDING HERITAGE PARK, JOHN C. JOHNSON BUILDING**

The Complex consists of three contiguous parcels with the following Map Tax Lots:

221015AA05800, consisting of 1.95 Acres

221014BB00200, consisting of 0.89 Acres

221015AA05801, consisting of 0.26 Acres

The Complex is located immediately west of Huntington Road, and immediately south of 1<sup>st</sup> Street in La Pine.

**General Description of the 1.95 Acre Parcel:** This contains the Community Center Building, which house the District Administrative Offices, Wickiup community meeting room, a licensed catering kitchen, computer center, and gymnasium. The building has 12,200 square feet. The gymnasium is used for large community functions, such as the annual Veteran's Day activities, Christmas Bazaar and others. It is also used for the HUB afterschool program. The Gym is also used by the local Pickleball Club, and for adult exercise classes, especially in the winter. The computer center is used for adult and youth education, staff training, and serves as an additional meeting space. The Wickiup room also serves as classroom for adult education. The building was erected in 2011, replacing the Old White School facility which had collapsed in winter storms. The Old White School facility was still in use when the 2005 Comprehensive Plan was completed. Since the new building was built, on-going improvements and refinements inside the building have occurred, and more are planned (to be discussed infra). The parcel has a gravel parking area, space for recycling cans, bottles and newspapers (a source of fundraising), and grassy area contiguous to the 0.89 Acre parcel. The southwest corner of the 1.95 acre parcel contains an outdoor stage.

**General Description of the 0.89 Acre Parcel:** This contains a large grassy area, a children's playground, picnic area, and skate park. It also contains a decorative water fountain, and a community bathroom. It also contains a recently installed Analemmatic sundial, with immediate plans to use the area around it as a Veteran's Memorial with flagpoles. This parcel and the 1.95 Acre parcel comprise what is called Heritage Park. Heritage Park has an archway over the Huntington Road entrance. Heritage Park is home to the annual Frontier Days Celebration, the La Pine Sportsman's Show, and the "Trunk or Treat" Halloween event.

**General Description of the 0.26 Acre Parcel:** This parcel contains the John C. Johnson Building. This building has a long history, having been used as a school facility, public library, and City Hall. It was fully deeded to the Park District in 2001. The building has been in disrepair for an extended period, but recent repair and upgrade efforts are bringing the building back into useful community function. The building has the capacity to be converted into several office spaces/classrooms and two large conference/meeting rooms. There is a definite community identity with this building, and a discernable strong public opinion that it needs to be preserved and put back into use for the community.

### **Future Upgrades to the Community Center Main Building**

The La Pine Park and Recreation Foundation has played the major role in securing funding in the form of grants, donations and fundraising. They have captioned their effort "Finish the Dream." Without their efforts, the current structure would be little more than bare walls. The Foundation

exactly typifies the community spirit of La Pine that was recognized in the 2005 Plan as a necessary element for the future of the District's success.

The Foundation continues to work to benefit the District and has set its own immediate goals as follows:

- Synthetic Floor – Main area 6,300 sq. ft. (Ace Surfaces) \$70,000
- Parking lot paved \$60,000
- Climbing wall \$5,500
- Industrial custodial equipment \$3,500
- Covers for beams (safety concern in main play area) \$2,500
- Electric Door switch (ADA requirement) \$2,000
- Art for the Center \$2,000

**Accomplishments during the preparation of this Comprehensive Plan Update:**

- The District received grants to install a reliable, and flexible sound system which was necessary for large public gatherings and conferences.
- The District now an upgraded telephone system. The old one was many years past its prime, and constituted a major break in the District's ability to receive communication with the community.

**The District's immediate goals:**

- There are still some air conditioning issues that need to be addressed and solutions found.
- A plan needs to be implemented to replace and modernize the existing computer systems. The newest computer was installed in 2011.
- The District needs to coordinate with the City of La Pine and the La Pine Urban Renewal District to work out building paint schemes, future landscaping, and other park amenities. The park and community building are in the very heart of the City, and need to reflect a compatibility with the "look" the City is trying to achieve.
- Increase public use hours (Fridays, weekends, school holidays, and school breaks)

**Future Upgrades to Heritage Park**

The District was fortunate to have a strong group of community activists, who raised large sums of money and who donated their time and labor on two outstanding projects.

The first project was a community fountain, with benches for rest, landscaping and community sponsored inlaid brick plaza with names of donors and "in honor of" bricks. The fountain is beautifully lighted. It is shut down and winterized for the cold months. The fountain, when completed, was ceremonially given to the Park District. The Park District agreed to maintain the fountain, and bear the expense of its operation.

The fountain is adjacent to Huntington Road -- just inside Heritage Park -- and is easily seen by motorists on Huntington Road.

What had not been planned for in the fountain project was the recurrence of vandalism. What has been determined is that only a small vandalism act can force repairs costing thousands of dollars. The District, with its limited tax base, drains funds from other programs just to try and

keep the fountain running. The District needs to solve the problem of competing funding: keep programs running or keep the fountain running.

A re-design of the fountain for 2017 was accomplished, and it has been running fairly smoothly all season. The water feature is vital to the sense of community that the District identifies as essential.

The second project was a community restroom facility. It was completed in 2016, and is located adjacent to 2<sup>nd</sup> Street on the south side of Heritage Park. [The 2005 Plan located a community restroom adjacent to the Community Center]. Some \$70,000.00 of donated community funds were raised to get the restrooms to the point where it was functioning and it was then officially turned over to the Park District. The District immediately experienced vandalism problems. Repairs were expensive and took substantial unbudgeted staff time. Closing the restrooms became the only option. But closing the restrooms has created much animosity within the community, and heartfelt disappointment among the group that raised those substantial funds and built the structure. The District is considering various solutions and is hopeful that funds can be generated to install electric locks on a timer and security cameras and signs that will discourage vandalism. Also, the tissue dispenser needs to be changed, as the one ones originally installed became instruments of creative vandalism. The District feels that these measures would deter most vandalism. The restrooms were designed to be closed when it becomes necessary to winterize the restrooms. Generally this is sometime in October to re-open again in late April after the possibility of frozen pipes is minimal. A “porta potty” is located in Heritage Park that is rented from a local commercial company.

Another issue raised about the restrooms is that when an event such as Frontier Days is held, the entire Heritage Park is rented out. This includes the restrooms. As part of the rental agreement, the restrooms are to be cleaned, supplied and otherwise properly managed. If the organization does not want to keep the restrooms open and suitable, the organization simply keeps them locked. The vendors have supplied “porta potties” instead. The disappointed community then blames the Park District for not opening the restrooms. Some discussion has occurred by the District suggesting the vendors be charged a little more rent for their space to cover the cost of a restroom attendant and supplies over the course of the activities.

The children’s playground area is in need of substantial modernization and upgrading. These can be financed through SDC’s and grants. The following are minimally recommended:

- Install a child safety fence enclosing the playground as there is an opening directly to Huntington Road, a main thoroughfare for La Pine. A 3 to 3/12 foot high fence should be adequate, with an access gate that is self-closing.
- The City of La Pine will be attempting to upgrade all of the sidewalks on Huntington and state Highway 97 to be a standard eight feet wide. The current Heritage Park sidewalk along the Huntington is just 3 feet wide. The City of La Pine also has in place a snow removal applicable to the Park’s sidewalks. The current sidewalk is too narrow to manage safe snow removal because the snow cannot be put back into the street, and because the current fence acts like a snow fence crating a huge drift on the west side of the sidewalk. In short there is no place to put the snow that is mandated to be removed. Accordingly a minimum 10 foot setback from the street’s curb should be in place for the construction of any fence that borders Huntington.

- Upgrade the playground equipment to meet current child safety standards with included ADA accessibility specifically designed for children.
- Add landscaping around the fence perimeter.
- Add additional picnic tables and benches to the shelter area

It has been suggested that there be an additional water feature in the park. This would consist of in ground fountains among which users could play. The fountain area would be flat. It would be a summertime feature, and would be difficult to vandalize. It would be an ideal water play area, especially since the prospects for an aquatic center seem a long way off. This too could be an SDC funded project.

The District should also be considering repairs to the Stage. Over the years there has been some dispute as to who “owns” the stage, although there is appears to be no dispute that the District is expected to keep it functional and in good repair. The stage has been there for a long time and no records exist except recalled memory depending on who one talks to. What is apparent, the stage itself appears to encroach on 2<sup>nd</sup> Street. At present 2<sup>nd</sup> Street is a dirt/gravel short road connecting Morson with Huntington Road and bisects Heritage Park on the south. It is believed at present 2<sup>nd</sup> Street is owned by the County. The City of La Pine is looking in the long term of obtaining ownership of this and many other streets that belong to the County, but are within the City of La Pine.

The 2005 Plan suggested the following:

- An outdoor basketball court on the north side of the Community Center. That area is presently used as a recycle location with collection bins. The funds generated by that effort are significant for the District.
- A horseshoe park to be located where the present skateboard park was constructed instead. The expense of having some horseshoe pits would not seem burdensome, and thought should be given to a suitable location within Heritage Park. Horseshoe tournaments can provide another revenue source for the District.

### **Possible Future Expansion of Heritage Park**

In the past two years there has been a rapid increase in popularity of pickleball. There has not been a corresponding increase in local pickleball facilities. It is anticipated that the popularity of pickleball will significantly increase, as it has done all across the nation. Ideally, if the District were to acquire additional land, serious consideration must be given to include pickleball courts and facilities in its development. Presently, the local pickleball club uses the gymnasium at the Community Center. Their use of the three courts has expanded to six days a week. The demand far exceeds the facilities available.

Pickleball tournaments are hugely popular and have constituted significant money makers for the District. There is no reason not to conclude this will be the case in the future. More pickleball facilities mean more income for the District.

There is a parcel consisting of 0.78 acres that is adjacent to the south of Heritage Park that is undeveloped and has been on the market for sale for many years. Its size and location make it ideal for the development of pickleball courts. Obtaining that available parcel needs to be a serious consideration. It is recommended that an advisory committee be created to explore the options. The committee should at a minimum consist of members of the local pickleball club as well as the District Executive Director and a District Board member.

## **Skate Park**

In 2015, the Skate Park equipment was purchased from the City of Sisters, Oregon and installed at the present site in heritage Park. The equipment is bolted down and asphalt is in place. It was mentioned in the 2005 Plan that such a park should be permanent, with things such as a bowl and other skate park features. One of the issues is that the footprint of the skate park is relatively small. And getting a bit more room will be an objective that will have to be filtered through current roadway and alley right of ways determinations between the County and City. In the meantime, the Board has an on-going committee of a Board member and many citizen volunteers which have been able to work through many of the issues relating to use and upkeep.

## **Future Upgrades to the John C. Johnson Building**

The 2005 Plan called for a new roof to be installed on the building. But it was not until 2016 that such was accomplished. The building itself encroached on the County road right of way on 1<sup>st</sup> Street. In 2015, a permanent license to use the right of way was obtained from the County of Deschutes allowing the building to remain where it was situated. That license was duly recorded.

The building had proven to be a significant financial drain on the District due to the costs of heating. It is poorly insulated, has single pane windows, and inefficient heaters. It cost more to run the building, even for limited periods, than was able to be raised through renting portions of it out. The only solution was to shut the building down, and use it for storage.

Fortunately when the new roof was installed, there were no structural issues noted in the roof sheathing and associated carpentry. This verified that the building was in sound condition.

The District has decided that necessary upgrades can be phased in. As individual rooms are finished, portions of the rental income can be used to fund additional upgrades. These repairs are in line with appropriate energy conservation measures and include the installation of dual pane windows, modernizing the air conditioning and heating, and modernize its bathroom facilities.

As the building becomes useable for public purposes, ADA compliance measures must be given priority.

The building is ideal for eventual use for additional office and classroom space. The building is well suited for use as a small conference and seminar facility, as well as community meeting space. This has become a greater need given the use demand on the Wickiup Meeting Room within the Community Center. As part of the conference/meeting space a convenience kitchen should be in place.

Consideration should also be given to eventually phasing out private business rental space as public demand and District administrative needs for space increases beyond what would remain practical for retaining private business rental.

In keeping with the educational components of the 2005 Plan, the District has worked hard to develop community partners who can energize solutions to the adult educational demands of the community. The District has a Memorandum of Understanding (MOU) with Central Oregon Community College (COCC). This MOU at present outlines the use of 12 computers, printer and projector provided to the District in a computer lab housed at the Community Center. COCC is then able to conduct computer classes, and other Community Learning Classes to meet

community needs. Capabilities of live-streaming classes is being explored and tested with the goal of offering classes for credit. Because of the high demand for space within the Community Center, serious consideration is given to expanding these COCC offerings to the John C. Johnson Building.

As demand for meeting and classroom space increases, due consideration must be given to the construction of an addition to the building. This Annex would require partnerships for design, construction and operation. The District considers it vital that any such addition be in the same architectural style as the parent building.

With the addition of an Annex, additional space should be devoted to housing a multi-use business development center. This concept is a perfect fit for the educational mandate. This idea was presented at the Rural Resource Forum in La Pine on October 26, 2015. The event was sponsored by the Oregon Rural Development Council and was held in the District's Community Center.

A Rural Resource Forum is a one-stop opportunity for rural communities and regions to discuss their highest community identified priorities with funders and technical assistance providers from a variety of state, federal, nonprofit, educational and other entities. These forums are supported and facilitated by the Oregon Rural Development Council to encourage broad participation by a variety of practitioners that assist rural initiatives.

This forum provided local representatives the opportunity to discuss their community and economic goals and explore barriers, strategies for moving forward, alternative sources of funding, and other topics. Participating entities provided recommendations on accessing technical expertise, funding sources, or policy interpretation. Each forum will be co-developed by local stakeholders in collaboration with the ORDC to best address the unique needs of the community or region.

There are a few key factors that indicated that La Pine was ready for a Rural Oregon Resource Forum:

- Local leaders, stakeholders, volunteers and others representing all segments of the population are actively engaged in helping the La Pine community move forward.
- The La Pine community has taken stock of the local and regional assets, opportunities and resources—human, cultural, financial, built, environmental, etc.—that are available.
- Broad input and general agreement has been achieved regarding the overall vision, goals and priorities for local community and economic development.

Approximately 40 representatives of federal and state agencies, nonprofits, philanthropy and other partners attended the forum to hear about the local planning process as well as implementation successes and barriers. With facilitation and follow-up from ORDC, attendees provided information and contacts for both funding and technical assistance for their top priorities:

- Downtown Revitalization
- Affordable, Workforce and Family Housing
- Branding, Development and Community Marketing
- Resources for Existing and New Businesses and Entrepreneurs
- Water and Wastewater Infrastructure Expansion

All of these concepts have been addressed in this update as each affects the direction of growth for the District.

Dan Varcoe made a presentation at the forum which generated much interest. This presentation was the concept of the Multi-Use Business Development Center for La Pine. A copy of that proposal is attached as **Appendix 5**.

### **Finley Butte Sports Complex / La Pine Community Park**

**General Description:** Finley Butte is comprised of two contiguous tax lots totaling 9.62 Acres. It is located entirely within the City limits of La Pine. It is bounded by Finley Butte Road on the north, Walling Road to the west, and Wheeler Road to the east. The Park is located approximately 0.5 miles east of US Highway 97 on Finley Butte Road.

The 2005 Plan described the park as follows:

- Recreation Hall (60x60)
- Meeting Hall (50x50)
- Caretaker mobile home and yard storage area
- Kitchen, bathroom & fenced yard
- Renter's storage & storage lean to
- Exterior storage (8x16)
- Bathroom
- Little League Storage
- Snack shack (24x24) / crew bathroom
- Two baseball fields
- T-Ball field
- Picnic area
- Two undeveloped fields
- Paved parking
- Play area

The 2005 Plan indicated that "In general the area needs improvements to the facilities and sports field including turf and irrigation improvements."

The intervening years have not been kind to either the facilities or the turf.

In 2015, the District Board of Directors set Finley Butte as a major goal to repair, improve and modernize.

### **Status in 2017**

The 2005 Plan described Recreation Hall and the separate Meeting Hall which appears to be one and the same building. A separate building is the bathroom with attached little league storage. A third building is the snack shack with attached crew bathroom. There is also an approximately 6x8 tool storage shed.

There is one baseball field (designated #1) with a fence to little league dimensions. There are dugouts on the first base and third base sidelines. Spectator wooden bleachers are in place on the third base side. The dugouts and the bleachers went for many years without routine

maintenance, repair and paint. These received attention, repair and paint in 2016. There is an electric scoreboard that needs to be replaced.

Baseball field #2 was completed in 2017. In 2016 and 2017 the necessary piping for irrigation was repaired and expanded. In 2017 sod was laid thanks to the volunteer efforts of the South Central Little League. It has a backstop. There is an electric scoreboard at the end of left field, but it is not functional and needs to be replaced.

Baseball field #3 has been used by little league, with a temporary home run fence, and temporary dugouts that are removed when the season is over. It has a backstop.

Consideration should be given to installing a decent sound system for the fields, and at a minimum for field #1.

Bleachers need to be provided for fields # 2 and #3, together with dugouts.

Adult softball could be promoted for fields #2 and #3.

Two junior soccer fields could be possible using a portion of field #3 with the grass area now extended to the south property line of the park.

The repair, paint and maintenance of the useable ball fields have been in large part performed by community volunteers, with some funding from private grants. Organizations using the ball fields have done so on verbal arrangements to use the fields during a certain time period, for a reduced fee in exchange for doing the maintenance, repair and upkeep for these fields. The lack of a written understanding has led to many problems. The District in 2016 determined that all such future arrangements be covered with a Memorandum of Understanding (MOU).

There is an unfenced playground with adequate equipment is apparent good repair.

There is a paved parking lot with parking for 77 vehicles, with two of those spaces ADA compliant.

Several picnic tables are close to the playground area.

The “turf” referred to in the 2005 Plan has been poor shape over the years. Grass takes large volumes of consistent water and necessary application of fertilizer to keep the grass healthy. The park has had, at some time in the past, a functioning well. When the well pump gave out, it was replaced by a larger pump. That larger pump was not suited for that well, and became clogged with particulates because it was sucking up the well water too rapidly. So, instead of having sufficient water for the park, the well became no water for the park. In order for the turf to be maintained it needs to be watered from April through September. But there was another problem besides the non-functioning well. By State law, that well could only be used to irrigate only one-half acre, and no more than 5,000 gallons per day. And no storage of water is permitted. The grass portion of ball field #1 is slightly more than one-half acre. That meant no water for the rest of the park.

The existing well has not been repaired.

In 2013 the District and the City of La Pine entered into an Inter-Governmental Agreement (IGA) whereby the City would sell the District an adequate supply of water to maintain the ball fields at a negotiated fee. That IGA was re-drafted and re-negotiated in 2016. Conditioned on the City supplying the water in the new agreement was a requirement that ball field #2 would be completed in a timely manner. Also conditioned was the requirement that the City of La Pine be

recognized as a partner with the District for the Finley Butte Sports Complex. The District is hopeful that a new sign can be erected in front of the park entrance that would reflect this.

When the existing well becomes functional its water cannot be mixed with the City water. It would have to have a separate purpose and routing. At the present time there is no reason to have the separate well functioning. But it remains an option for future use.

As near as can be determined from DIAL, the restrooms were permitted on September 22, 1983, with the applicants noted as being Deschutes County/ La Pine Lyons Club. The final inspection was May 8, 1986.

The snack bar was permitted May 3, 2001 and finalized on April 11, 2003.

DIAL does not list any permit history for the Recreation Hall/ Meeting Hall. As the DIAL records for the Park trace back to 1979, it might be assumed that this particular building was constructed prior to 1979. It appears to be a large metal storage building that, over the years, was given an interior. Over the years, there has been much weather related damage to the interior of the building. The building has suffered major leaks in the roof, major destruction of the insulation, caving of ceiling tiles, floor buckling due to frozen and broken pipes to name just a few. Over the years the District has put some funds into the building's rehab, but such efforts could be termed "band aids" as very limited funds were available to do much more than that. The minimal insulation made the building far too expensive to heat to allow the building to be maintained in the cooler months, and no rental income from its use could justify the utility expense. As of 2016, the building was still in need of finishing the repairs necessitated by the winter 2014 damage.

Obviously the long term needs for more than average maintenance and repairs have caused a great deal of frustration over the past few years. The Board spent considerable time considering what realistic options were viable for that building.

One view was that if the Recreation Hall/ Meeting Hall was to remain, the immediate goal would be to get the building to the point where it could be rented for the warmer months only, with net proceeds set aside for the inevitable future repairs. However, this approach did little to satisfy the community's demand for its intended use as a year round Recreation/ Meeting Hall.

As noted above, before 2016, the District had little funds to devote to even minimum repairs. Thus, the notion that the District could gain rental income from that facility looked bleak. The roof leaks and frozen pipes had significantly deteriorated the facility. There were insurance claims made, but the resolution of those claims became a lengthy process, and not all damage was covered.

However, in 2016 the insurance claims were settled. District's management was also able to set aside some funding that allowed for repairs. With both sources of revenue, the building could not only be properly repaired, but in many instances upgraded. This process was completed shortly before summer of 2017, and the building is in full use, with a convenience kitchen, separate secure closet storage for community groups and upgraded restrooms.

Before 2016, it had been thought that by far the best solution would be to replace the recreation building structure with a suitable building that would be utility efficient and meet the needs of the community year-round. Now with the rehabilitation of the facility, that solution is not necessary. With the repairs in 2016 and 2017 came an evaluation of the structural soundness of the building. The building's frame is composed of very heavy duty steel girders, and it has a

metal roof. With proper maintenance and upkeep there is now no reason not to have confidence that the structure will be useful for many more generations. As funding become more available, additional improvements can be made. The metal roof is serviceable.

With the anticipated population growth within the District becoming reality, the need for additional building facilities becomes critical if the District is to keep up with demand.

Given the soundness of the Recreation Hall/Meeting Hall, serious consideration must be given to adding on to this building to create additional community meeting spaces, recreational spaces, and needed District equipment storage.

The caretaker's mobile home, yard storage area, and renter's storage and storage lean-to have been removed for many years. However, in 2016 a caretaker, who was a probationary employee of the District, was allowed to use that portion of the park. When that probationary employee was terminated from District employment, he refused to leave the park where he had set up his trailer. The problem of course that by allowing him to stay on District property as a caretaker, a tenancy was thereby created, giving the employee certain rights under the Landlord-Tenant Laws, and mandating certain restrictions on the District. Although the concept of having an on-premises caretaker has many potential benefits, the problems potentially associated with a tenant who is no longer an employee of the District remain significant. The benefits of an on-property caretaker include reduction of vandalism, for which the District incurs significant annual costs. The downside is that should it become necessary to evict, the process is lengthy and requires legal counsel to be employed to precisely follow the complicated legal requirements.

Absent an on-premises caretaker, serious consideration should be given to proper nighttime lighting and installation of security cameras with proper advisory signs indicating such are in use.

The paved parking lot has spaces for 77 vehicles. However, paving is deeply cracked and deeply furrowed and over the years has been piecemeal patched many times. The parking lot needs to be replaced with a proper asphalt of suitable thickness over a proper compacted base. Thought might be given to expanding the southwest portion of the parking lot further south. Thought must also be given to the creation of additional outdoor pickleball courts.

The 2005 Plan drew in a skateboard park in the area immediately east of the Recreation/Meeting Hall. A separate skateboard park was installed in 2014 at the Heritage Park site. At first the funds necessary to run the skate park were raised essentially by the youth who use it. That concept has fallen off, and community support has been lacking for its upkeep. Vandalism has been the major problem, and has been a significant drain on District resources. The current site is on a main thoroughfare (Huntington Road) with abundant night lighting, but the vandalism problem still exists from time to time. By installing a more permanent skateboard park at the Finley Butte Park location, such a skate park would be significantly less visible to the public and likely be even more prone to not only vandalism but also more serious conflicts in the user's interpersonal relationships. For these reasons, the concept of having a skate park at the Finley Butte Park has not been met with enthusiasm or serious consideration.

The District must also plan for roof replacement on all of the Finley Butte buildings, as the existing composition roofs are nearing the end of their useful lives. Repainting is also long overdue.

## **Rosland Campground and Day Use Area**

General Description: Rosland Campground is situated on 40.33 acres with Burgess Road on its north side. It is located approximately one-third mile west of the intersection of Huntington Road and Burgess Road. To the west, south and east it is bordered by private property. The Little Deschutes River flows through the property. (**Map and Taxlot:** 2210000001002; **Account:** 198161)

Use of this campsite dates back to 1826 when the Hudson Bay Company trappers led by Peter Skene Ogden trapped for Beaver in this area. In 1897 the Rosland Post Office was established on the east side of the river. BJ Pengra was named Postmaster. Dennis Mathews was the first ranger at the Rosland Ranger Station established here in 1908 and abandoned in 1933. This campground was developed in 1965 through cooperation of La Pine residents and the U.S. Forest Service. The property was donated to the District in 1999. The campground was included in the City limits when La Pine incorporated in 2006.

The abandoned Ranger Station was moved to the corner of Huntington Road and 3<sup>rd</sup> street in La Pine sometime after 1933. The building then became an irrigation office, and then an office for Walker Range. Then at some point it became the residence of the local high school principal. Thereafter it was converted to a church and became known as the Old White Church. As such it was one of the community's earliest meeting places – sermons, weddings, potlucks. But as time wore on, it was abandoned, and after many years was slated for demolition. Vickie Allen contacted John Taylor, the Chairman of the Park District's Board of Directors to see if the building could be moved back to Rosland Park. The District had a budget of \$0.00 to accomplish this move. The District reached out to the community, and through generous donations of time and money the building was successfully moved back to Rosland Park in 1999. And there it has remained without use, maintenance, or improvements. The 2005 Plan suggested it be restored to a ranger station creating a meeting room and interpretive center.

Rosland currently provides a predominantly primitive, dry camping experience. There is one campsite with electric only and one with water and electric. There are 10 dry campsites. There is now a large picnic shelter suitable for small weddings, family reunions and the like. Bathroom facilities are pit toilets.

There is a day use area with parking (not ADA compliant) and some trails, one of which leads to the river. In 2014 a soft landing was put in enabling kayaks, canoes and similar to safely enter and exit the river. In the process the bank was generally stabilized from erosion. The District owns another park property upstream (Leona), where there are plans to put in a soft landing. The effect would be to connect the two parks by a river trail. The paddle float from Leona to Rosland averages three hours. The river in this section contains no rapids and is fairly shallow. Adequate river flows are the norm throughout the late spring and summer season.

The campground has generally been opened from late May (weather permitting) to late August/early September. There is a camp host site. Obtaining suitable camp hosts has at times proven challenging. Without a camp host, the campground could not open.

The 2005 Plan pointed out that there were issues with Rosland Campground. There was a question even in 2005 if the camping component should be continued or not. The problem was simple: economics. The campground has never generated enough revenue to match the expenses of operation. In 2012 a grant from Oregon Parks and Recreation (\$142,000.00) and from the

Deschutes County Board of Commissioners (\$2,000.00) made it possible to put up the picnic shelter, and to do the bank stabilization work and put in the soft landing. Additional minor improvements to the campground were accomplished. Even so, the campground was not able to generate the income necessary to match operating costs.

The result was that even with the most efficient operation, the Park was operated at a loss, requiring funds from other District operations to make up the difference. Reducing District operations to fund a losing enterprise is not in the best interests of the District.

The District had to consider several options. While the Campground was not self-sustaining, the community clearly spoke that it was a major part of La Pines history. Also, it was one of the very few places where there was a public river access to the Little Deschutes River. On the other hand, because the operation was always in the red, there was no money to construct additional campsites that would increase the cash flow. And there was no money to bring electricity and water to each site, and no money to upgrade the bathrooms and no money for such things as showers, campground lighting, road repair and maintenance.

In 2012, the City of La Pine by Ordinance passed updated and revised zoning regulations. These became effective when City Transportation System Plan (TSP) was approved in 2013. The regulations affect the expansion development of Rosland Campground, by setting up certain requirements for density, setbacks, services, bathrooms, lighting, fencing and so forth. These would be in place regardless of whether the District accomplished the improvements or whether such were accomplished by a lease-holder.

In 2016, the District decided to explore the option of leasing the campground and facilities to a private concern that would have the capital to substantially improve and modernize the campground, but with the goal of maintaining the free public access to the day use area and river. If the facility was leased, there would be a stronger likelihood it would be open earlier for both the day use and for camping. Likewise, extending operation into October would be more likely. In 2016, the District explored the option of leasing the campground and facilities to a private concern that would have the capital to substantially improve and modernize the campground, but with the goal of maintaining the free public access to the day use area and river.

### **Developments in 2017**

A prospective lessee worked with the District and its legal team to enter into such a lease, but the discussions were not concluded as the proposed lessee had a change of plans. This change of plans delayed the opening of Rosland Park until August 1. The District had no available funds to put in place a camp host, no employee availability to effect repairs and do maintenance from the winter storms, including necessary maintenance to the soft landing. In late June a group of community volunteers stepped forward with a plan to allow the reopening of Rosland Park.

A Memorandum of Understanding was entered into that allowed for the Park to be reopened for public use. The volunteers are known as “The Rosland Volunteer Committee” and are headed by two well established local community members with substantial experience appropriate to the tasks required. Not only have their efforts re-opened this valuable community resource at little if any expense to the District, their suggestions are forming a solid base for planning for that Park facility to include District activities as a venue destination for future events, such as an annual Oktoberfest. The re-opening of the facility was enthusiastically welcomed by the community.

The length and breadth of the prior lease negotiations, although not concluded, gave the District valuable insights. It was demonstrated that with enterprise leased, the refurbishing of the campground would produce substantial rental income for the District and still provide a profit for the lessor. If the District could find a way to improve and operate the campground, then the profits too would go to the District. The District should explore imposition of SDC's as a realistic means of accomplishing these improvements.

The Rosland Volunteer Committee has put together a well thought out plan for future use and site development and improvements. Their suggestions should be given serious consideration, which include financing concepts. A copy of that suggested plan is attached as **Appendix 7**.

### **Leona Riverfront Park**

Overview: Leona is situated on two adjacent lots (tax lots 221016B000301 and 221016B004500) comprising total of 2.57 acres. It is on the south bank of the Little Deschutes River. Location: Take 6<sup>th</sup> Street west from US 97 1.75 miles, right on Riverland Avenue 0.5 mile to the Leona Park. Riverland Avenue is a gravel road, poorly maintained. Leona Park is one of the few public access points on the Little Deschutes River. It is within the jurisdiction of Deschutes County.

Except for a small landing area at the end of Riverland Avenue, the majority of the Park is overgrown riparian habitat. It has approximately 973 feet of river frontage. The river that runs along the park contains two oxbows. The Park contains portion of a lagoon that is filled when the Little Deschutes River rises sufficiently. The Park at present contains a single short path from the parking area to the top of the Park property where it meets the river.

There is electricity to the Park, although no transformer is in place. Most, if not all of the Park lies in a designated floodplain.

Through the years the development goals have remained the same for this Park. These include:

- Grading in a “soft landing” to enable kayaks, canoes and the like to safely enter the river. This entry point would become part of a river trail that connects with the soft landing downstream at Rosland Campground. That float, given the average flows, takes about 3 hours, and is without rapids.
- Riverbank stabilization to prevent further erosion
- Parking
- Picnic tables, trash cans
- More trails
- Composting or pit toilet
- ADA compliance

Additional evolved concepts for the Park include:

- An information center/kiosk for information about the river trail and other information
- Develop a security plan
- Obtain permission from the upriver property owners to construct and maintain a pedestrian trail to connect Leona with Audia Park.
- Secure storage for maintenance equipment

The present vegetation is noted to be of mixed conifer forest on the higher elevations, predominantly Lodgepole Pine with some Ponderosa Pine. This portion has been thinned. There is some bitterbrush interspersed, and some grasses and sedges. As one heads northward and down toward the river, the vegetation changes dramatically to dense stands of willow. That transition zone between the two contains some lupine, yarrow and some wild rose.

The entire Little Deschutes River has been identified as critical habitat for the Oregon Spotted Frog, which is designated as a threatened species. The species was listed as threatened in 2014 and the final critical habitat was defined and mapped in May 2016. As such, the entire Leona Park is subject to the designation. While river recreation activities were noted not to interfere with the Spotted Frog, destruction of their breeding habitats does interfere. In the Deschutes Basin, most of the designated area falls on public land. The designation means agencies doing projects on those sites would need to consult with the U.S. Fish and Wildlife Service on potential impacts to the frog — adding another layer of environmental analysis. The designation would not impact private lands in the frogs' habitat unless those landowners seek federal permits for projects on those sites.

Necessary agencies that must be advised of intended major park improvements include:

- County of Deschutes (floodplains and wetlands planning)
- U.S. Fish and Wildlife Service (critical habitat impacts)
- Oregon Fish and Wildlife Service (determining when the soft landing can be constructed so as to avoid fish spawning activities in the river)
- US Army Corp of Engineers (If soil removal is part of the project)
- Oregon Department of State Lands (who provide valuable insight and referral assistance)

The participation in the project by such agencies does not necessarily mean that there can be no project. What it does mean is that the project, when completed, will conform to mandated requirements.

### **Accomplishments in 2017**

The District was the recipient of a \$110,000 grant from Oregon Recreation and Parks Association (ORPA) to begin design and implementation of improvements to Leona Park and concept designs for Audia Park (next section). The Project Manager is working with the County and other necessary agencies for permitting, permission and fulfilling other requirements.

### **Audia Park**

Overview: Audia Park now contains a total acreage of 35.11 Acres. It is comprised of 14 contiguous parcels and 4 parcels not contiguous to the other 14, but contiguous to each other. The Park is located at the end of 6<sup>th</sup> street approximately 2.3 miles west of US Highway 97, and then right on Stationmaster Way 0.06 mile, then left on Elk Avenue approximately 0.08 mile, and bear right as Elk Avenue continues to a dead end. It can generally be described as a natural riparian area adjacent to the Little Deschutes River. The property is located entirely within the jurisdiction of Deschutes County.

The Park is totally unimproved and undeveloped.

Development must be consistent with the State of Oregon's Planning Goal 5. Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

The 2005 Plan indicated the Park was approximately 3 acres. That Plan set out "Opportunities and Proposed Actions" as follows (page 22):

1. Work with the Deschutes County (and other potential partners) to acquire interspersed County-owned lots and the County-owned common area
2. Work with the private property owner to consolidate parcels and or acquire the remaining parcels within the area due to the "non-eligible" condition on the remaining lots. Such acquisition would create a major natural system park that anchors the Little Deschutes River trail and the other parks and river access points 'along the Little Deschutes River.
3. Develop site analysis including wetland and flood plain mapping
4. Develop a master plan for the site. Once the master plan is approved and funding is available, develop the necessary construction and permitting documents required to construct the facilities.

**Status of the first suggestion:**

In the time since the 2005 Plan, the District acquired another approximately 32.11 acres through conveyances from Deschutes County, as suggested in the first action. There is another County owned parcel that would make sense to acquire. It is a 33.64 acre parcel that adjoins Audia Park sharing a common 30 foot boundary. That 33.64 parcel is tax lot 221017A007800, and account number 152224. The parcel straddles Dorrance Meadows Road, where there is a bridge over the Little Deschutes River. The bridge does not have abundant clearance over the River. However, making a safe takeout point before the bridge and putting in a safe "put-in" the other side of the bridge would require a very short portage, enough to cross the paved road.

**Status of the second suggestion:**

There are 3 privately held parcels that should be considered as part of the overall current plan of development. The first is tax lot 221017A008101, account 154796. The north side of the lot is a long thin area some 30 feet wide that is bounded entirely on its west by current Audia Park property. This tax lot does have a residence on it, and the portion just described gives that property access to the Little Deschutes River. That being the case, a non-exclusive easement might be negotiated.

The second privately held parcel is tax lot 221017A007900, account number 142325. This parcel contains 1.83 acres, and is entirely within the flood plain. It is the parcel that is immediately to the east of the first parcel noted above. There is no development on this parcel, and its location makes future residential development unlikely.

The third privately held parcel is tax lot 221017A008100, account number 142323. This parcel contains 31.21 acres. This parcel is owned by a 50-50 partnership with a private individual and Dandy Resorts LLC. Obtaining an easement for a land trail improvement could be sought to each party's benefit.

One of the strongest reasons to seek these parcels and easements is that they provide access to the south riverbank portion of the Little Deschutes River as it continues its meander downstream. Without such access, the River has to be crossed by means of a bridge to get from one portion of Audia Park to another. And a bridge over the river would be the only present way to connect the current Audia Park with that 30 foot wide common boundary with the 33.64 acre County owned parcel mentioned above. Erecting a bridge would likely be an administrative nightmare to seek such permission, the costs of construction and environmental safeguards would likely make such a project in that location cost prohibitive.

**Status of the third suggestion: Develop site analysis including wetland and flood plain mapping.**

There are areas of the Park that are definitely within the floodplain, and there are areas on higher ground. The area is mostly overgrown with riparian vegetation, making initial observations difficult. No site analysis has been accomplished.

**Status of the fourth suggestion: Develop a master plan for the site. Once the master plan is approved and funding is available, develop the necessary construction and permitting documents required to construct the facilities.**

Such a plan has not been developed. The Park is ideally suited for another “soft landing” which would further extend the Little Deschutes River Trail upstream from Leona Riverfront Park.

The second, third and fourth suggestions are related because of the Park’s riparian ecology.

The entire Little Deschutes River has been identified as critical habitat for the Oregon Spotted Frog, which is designated as a threatened species. The species was listed as threatened in 2014 and the final critical habitat was defined and mapped in May 2016. As such, the entire Audia Park is subject to the designation. Audia Park is but a short distance upstream from Leona Park, and is subject to the identical administrative concerns. While river recreation activities were noted not to interfere with the Spotted Frog, destruction of their breeding habitats does interfere. In the Deschutes Basin, most of the designated area falls on public land. The designation means agencies doing projects on those sites would need to consult with the U.S. Fish and Wildlife Service on potential impacts to the frog — adding another layer of environmental analysis. The designation would not impact private lands in the frogs’ habitat unless those landowners seek federal permits for projects on those sites.

Necessary agencies that must be advised of intended major park improvements include:

- County of Deschutes (floodplains and wetlands planning)
- U.S. Fish and Wildlife Service (critical habitat impacts)
- Oregon Fish and Wildlife Service (determining when the soft landing can be constructed so as to avoid fish spawning activities in the river)
- US Army Corp of Engineers (If soil removal is part of the project)
- Oregon Department of State Lands (who provide valuable insight and referral assistance)

The participation in the project by such agencies does not necessarily mean that there can be no project. What it does mean is that the project, when completed, will conform to mandated requirements.

The limitations placed by the County on all development within the floodplains can be a detriment to the future plans of the owners of the privately owned parcels noted above.

The 2005 Plan made these Park Program suggestions (page 22) that appear to be presently valid:

Park development will provide neighborhood park facilities within this sensitive and beautiful natural setting. The natural character of the site will drive the character of the park development. With the exception of trails, river access and interpretive signage, the majority of the development will occur on the upland portions of the property. The park program will include the day-use facilities presented below:

- Parking and road improvements
- Playground
- Picnic facilities
- Interpretive trails with signage
- Wildlife viewing opportunities
- Toilet facilities on the upland portion of the site - Self-contained or composting with pump out access
- Extend utilities to site. Consider the need for water on site (well?)
- Non-motorized "walk in" boat launch ("soft landing")
- Riverbank stabilization, and yearly maintenance of the soft landing
- Build ADA compliant trails where appropriate
- Perimeter fencing as required to protect the park character
- Signage - Park entry, way finding and interpretive trail signage
- Secure storage for maintenance equipment
- Develop and implement a security system

In addition to these suggestions, since the park has so many pristine features, and because it provides public access to the river and its associated riparian habitat, it is well suited for an outdoor classroom by the local school district. Design concepts must include that theme.

In 2017 The District secured some grant money to begin design and possibly some construction of improvements for Audia in conjunction with the Leona Park project.

### **Unnamed 5 Acre Parcel**

Overview: This parcel was donated to the District in 2005. It is actually 4.9 acres, with tax lot 221000000112 and account number 253170. The parcel was accepted with the understanding it would be used as a youth athletic field – although there does not appear to be any legal limitation or right of reversion if the District uses the land for another purpose. The property is entirely within the City Limits of La Pine. It is located just north of Memorial Lane, which is just north of La Pine High School. There is no mention of the parcel in the 2005 Plan.

There has been no significant effort to develop the parcel, but there has been discussion by the Board over some period of time that its best use would be as a soccer field, and possibly include a La Crosse component.

Consistent with those discussions was requested input from the City of La Pine. In 2014, the City made it clear that for the District to develop the parcel into soccer field, the development had to include the costs of bringing City water and sewer to it, complete with curbs, gutters and sidewalks. The projected initial costs would have run several hundred thousand dollars. That

ended the discussion. It should be noted that the parcel was gifted to the Park District 15 months before the City of La Pine incorporated. Zoning regulations came thereafter.

The parcel itself is not located on a City street. It is unknown if there is any kind of an easement to get to the parcel and the details on that if it does exist. However, it is contiguous to a 10.02 acre parcel that is located on a City street (Memorial Lane). That 10 acre parcel is owned by Administrative School District No. 1. And that parcel is directly across the street from La Pine High School. It would seem that the School District would be interested in partnering with the Park District to develop both parcels of about 15 acres into a soccer and La Cross sports complex. To date, exploratory discussions have not occurred. And while the ultimate goal is to these fields functioning as soon as possible, agreements might have to be negotiated to phase in the City mandates over time, to allow the fields to produce income necessary to pay for the mandated improvements. This discussion is encouraged by the City in its Comprehensive Plan.

Some exploration has been done with regard to design, and it has been determined that by itself the 4.9 acre parcel could only fit two soccer fields with parking and some kind of restrooms, and storage necessary to store equipment to keep the fields in good order. But, if the additional 10 acres could be obtained, the number of fields increases dramatically.

Clearly, a serious committee of citizens and representatives from each District need to come together to map out how all this can be financed and accomplished. The gift of the 4.9 acre parcel to the District carried with it a cash donation of \$10,000.00, plus an additional up to \$5,000.00 if the District could match that. No funds have exchanged. But having \$20,000.00 to get the project started would be an excellent start. Such committee should explore corporate donations and sponsors as well.

Another possible discussion is leasing the property for development to a long term tenant such as COCC. Funds so raised could be used to locate soccer fields where the development cost is not so great and prohibitive.

The northwest corner of the parcel is also a southeast corner of a large tract of BLM land that extends to the Little Deschutes River. Surrounding that BLM tract are private land holdings

### **150 Acre Parcel “The La Pine Event Center”**

As had been hoped for in the 2005 Plan, the District increased its land inventory in 2014. One new acquisition (comprised of 150 contiguous acres) has not been the subject of any comprehensive plan or update. The acquisition was given for a specific purpose. It is therefore necessary to set out the salient background relating to the 150 acres.

On August 10, 2012, President Obama signed the La Pine Land Conveyance Act (the Act), Public Law 112-164, authorizing the transfer of 982.21 acres of public lands administered by the Bureau of Land Management (BLM) to Deschutes County and the City of La Pine. The Act directed the Secretary of the Interior, acting through the Director of the BLM, to transfer three separate parcels of land within and adjacent to the City of La Pine, in southern Deschutes County, Oregon.

Of the three parcels, the one designated as “Parcel A”, consisting of approximately 150 acres was first deeded to the County of Deschutes in trust to be deeded to the La Pine Park & Recreation District. The transfer to the District was accomplished on June 4 2014. The District

and the greater La Pine community are extremely grateful to the efforts of local citizens who worked with US Senators Ron Wyden and Jeff Merkley and with US Congressman Greg Walden on the vision necessary to bring about this transfer, to get the legislation drafted, passed and signed into law.

The Act directs that the uses of the conveyed land shall be consistent with the Act of June 14, 1926 (commonly known as the “Recreation and Public Purposes Act” 43 USC 869 et seq.). The Act requires that the land conveyed shall be used for public purposes and associated uses described in the law. Specifically, Parcel A “shall be used for outdoor recreation, open space, or public parks, including a rodeo grounds.”

The Act contains a reversionary provision stating, “If the land conveyed ceases to be used for the public purpose for which the land was conveyed, the land shall, at the discretion of the Secretary, revert to the United States.”

As the Act made its way through the legislative process, the importance of the conveyance was noted in the published report on the Act as required by the House Committee on Natural Resources. As stated in that report:

“Parcel A is comprised of Community Events Land that would provide room for expansion of long-running and growing community events including La Pine Frontier Days and La Pine Rodeo. The proposed event area will be used to boost the region’s tourism by developing grounds for rodeo and community wide events as well as provide for the development of other park and recreational facilities. Essentially, this land will serve to enhance the community’s tourism and recreational pursuits, which are vital to the area’s continued economic development.”

Also of significance is that the entire Parcel A has been included in the recently formed Urban Renewal District established by the City of La Pine in 2014. For the goals and objectives of that District, reference is made to the Report Accompanying the La Pine Urban Renewal Plan, adopted by the City of La Pine July 23, 2014, Ordinance No. 2014-06.

From the Plan’s Appendix 1, page 2, specific authority is given to Urban Renewal District to:

Develop gathering spaces to add to the overall positive environment of the Area, encouraging visits to the Area by citizens of La Pine and visitors to the Area.

....

- C. Public Facilities/Infrastructure
  - 1. Rodeo/Event Site development
  - 2. Development and redevelopment of public facilities that provide vital services (fire, police, and medical), gathering spaces, and other services for the community.
  - 3. Upgrade/provide infrastructure as necessary to allow for the development or redevelopment of parcels within and adjacent to the urban renewal area.

The specific inclusion of the 150 Acre site within the Urban Renewal District and the specific mention of the Rodeo/Event site development placed the Urban Renewal District as a major

partner in the development of the 150 acre site. Further applicable excerpts from the Urban renewal Plan are contained in **Appendix 1**.

**Overview:**

The parcel is divided by 6<sup>th</sup> Street, with an approximately 90 acre parcel on the north, and an approximately 60 acre parcel on the south. The 90 acre portion is contiguous to the City of La Pine on the north parcel's east. However, at the present time the entire 150 acres is located within the jurisdiction of the County of Deschutes. Except for eastern boundary of the north 90 acres of Parcel A, the remaining boundaries of Parcel A are contiguous to BLM land.

The entire parcel bears Tax Lot Number 2210150000101.

The parcel is generally flat. It had previously been logged a number of years before. It is populated with second and third generation growth timber, mostly of lodgepole pine. A power substation for Midstate Electric Cooperative is located at the corner of 6<sup>th</sup> Street and Pengra Street, which is the southeast corner of the northern portion of the District's parcel.

There are no developments or improvements on the District's parcel. There is some non-continuous barbed wire fencing in poor repair on the south portion. Noted too is some barbed wire fencing encroachment on the eastern boundary of the south portion, with some encroachment onto the 150 acre parcel.

The conveyance did not come with any sort of funding from any source which would be necessary to accomplish the purposes for which the land was conveyed.

The 150 acres also did not come to the District with any water rights. Thus, for the entire 150 acres only a single well is permitted. That well is limited to a maximum output of 5,000 gallons per day, and limited to irrigation of no more than ½ acre. It is not permitted to store water to accumulate water in excess of 5,000 gallons.

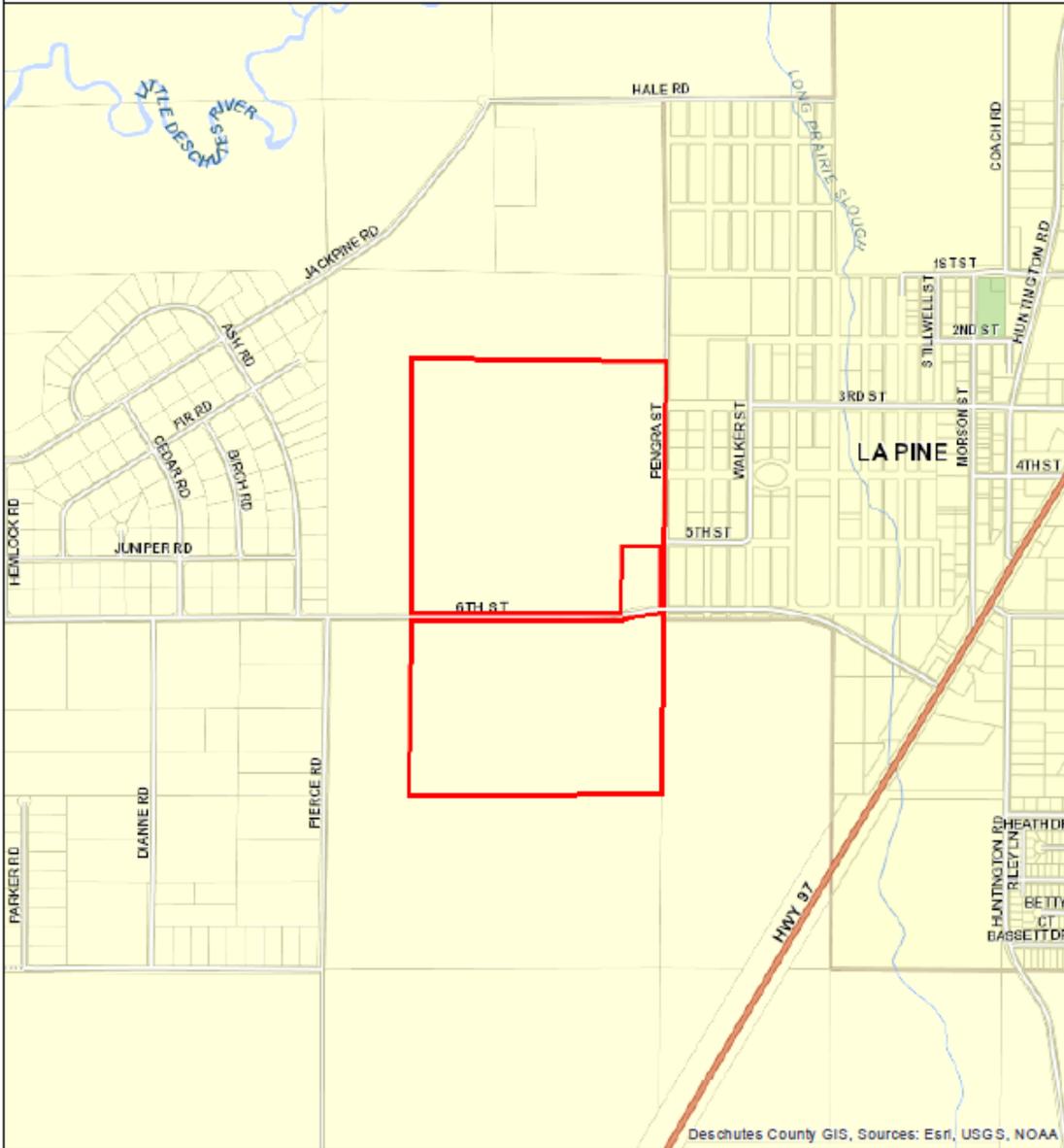
There is no realistic way to develop the 150 acres into what the land was given for unless an adequate and reliable water source can be secured.

At the present time the only adequate and reliable water source is the adjacent City of La Pine.

The following is a copy of the Deschutes County DIAL generated map for the 150 acres.

# Deschutes County Property Information - Dial

## Overview Map



Map and Taxlot: 2210150000101



The 150 Acre Parcel is outlined in red.

The question of future septic/sewage services for the future development also raises challenging questions. Conventional septic systems would likely be totally inadequate to handle the needs of a large arena with events drawing potentially thousands of visitors. The same might be true of camping facilities. On the other hand, conventional septic systems may be well suited for smaller buildings, or the possible use of septic storage tanks that would need to be periodically pumped.

To properly address these issues, it would seem apparent that seeking annexation to the City of La Pine is the best practical solution. Annexation also puts the development planning process in partnership with the governmental entity that is more economically vested in the 150 acres than if the parcel remained within the planning jurisdiction of the County of Deschutes. Further, the County is less likely to supply water or sewer services to the parcel.

In discussing the future of the 150 acres, it will be assumed that the basic needs for water and sewer services will be eventually solved by such annexation and a partnering with the City of La Pine. The District is aware that this may be a very long process. However, annexation is a starting point.

Starting in 2014, the Board of Directors sought informal input from the community regarding the various uses for the 150 acres. No formal hearings were held. The then Board of Directors were faced with many unresolved challenges which prevented any meaningful long range planning. Including the water and septic/sewer issues noted above, there were issues regarding annexation and the notion that the City could not increase its acreage footprint, unless it gave back to the County and equal amount of acreage. This raised considerations relating the City's Urban Growth Boundary – UGB.

The City's Comprehensive Plan on page 112 directly considers this, and states:

### **VII. Urban Growth Boundary and UGB Expansion Options**

At this time, the land within the City limits can generally serve the community's long-term land use needs. Land use control and cohesive government jurisdiction over the City limits is a strong factor for keeping the City limits and the proposed UGB boundary the same. Significant confusion can occur when the city limits and UGB boundary are not the same line. Citizens have expressed a strong desire, as evidenced in the public meetings that shaped this plan, to retain land use control over all of the City limits. Thus, for these and other reasons, the UGB should match the City limits. This means that the City Limits can serve as the La Pine Urban Growth Boundary supplying most if not all of the needed residential, commercial, industrial and other land uses over the 2009-2029 growth period. The exceptions to this are listed below.

Unique Factors that may require UGB expansion before 2029: - [Six are listed, two are here referred to]:

- Educational, recreational, or open space opportunities requiring urban services
- Tourism services and Rodeo facilities that require urban services, but need to be buffered from residential areas

It is clear that annexation of the 150 acres to the City of La Pine is a proper discussion.

Another issue to be initially determined was whether any and if so how much of the property would be classified as wetland by the Department of State Lands. A wetland determination would impact development due to various state and federal mandates, including preservation of habitat for the Oregon Spotted Frog.

In a report to the District dated April 29, 2015 The Department of State Lands has determined that there are no wetlands on the parcel, nor does it contain any environmentally sensitive habitat. That Department's conclusions that there were no jurisdictional wetlands or waterways on the property meant that no state removal-fill permit is required. The report stated, "In areas sampled the plant community was dominated by hydrophytes but no evidence was observed to indicate the presence of hydric soils or wetland hydrology." That determination has a validation for a 5 year period. Application for renewal must be made before the expiration date, per OAR 141-090-0045 or through the Department of State Lands. The informal hearings in 2014 did produce some sense by the community as to what should be included in the development of the property.

The La Pine Rodeo Association, a 501(c) (4) Organization, EIN #54-2125846 submitted a document entitled "Concept and Wish List for La Pine Rodeo Development of New Lands." A great deal of thought went into the submitted wish list, benefitting from a long and successful history of serving the community with its annual rodeo and interim equestrian events. The Association's success over so many years was clearly one of the prime movers in the lands ultimately being obtained from the Federal Government. This "Wish List" is attached as **Appendix 2.**

The La Pine Frontier Days Association has also submitted a "Wish List." It is attached as **Appendix 3.**

In 2015, a committee was formed by the District's Board of Directors to sort through the various community suggestions, and to do a scale layout of possibilities. This has resulted in conceptual plans of placement of 270 foot by 300 foot covered arena with all necessary stalls, and amenities to support a full rodeo and equestrian center, suitable for concerts and other community events, support and community buildings, play areas, picnic areas, camping and RV facilities, trails, open spaces, water features for RC boats, parking, bathrooms, vendors' spaces, and generous space for the La Pine Frontier Days events. Included too was an outdoor theater for plays and other seasonal gatherings, an outdoor history museum with associated buildings for historical displays and exhibits, a community art center, a Frisbee golf course, a small arms firing and training range, and archery facility, nature viewing stations, and a BMX Bicycle Challenge.

The Committee has suggested that a strong Veterans theme should be worked into all development, in recognition of Veterans being a major component of our population and a major contributor to meeting the needs of the less fortunate in our community.

The Committee recognized that all of the suggestions have their proponents. Accordingly, it is essential that the planning for development include all such proponents in their specific area of expertise and experience.

**A listing of major issues for development of the 150 Acres includes:**

- Annexation, with associated water and septic/sewer issues
- Obtaining professional planning services to guide the development of the 150 acres for layout, infrastructure, priorities and the like

- Obtaining professional planning services to secure funding, and to consider the range of funding options available
- Dealing with usage impacts for traffic and transportation, noise, visual and other environmental concerns
- How best to include the City of La Pine, County of Deschutes, and La Pine Urban Renewal District as active partners
- Obtaining professional planning services with regarding to determining proper staffing, safety and security needs, and for maintenance.
- Preserve, maintain and enhance the rural forested and high prairie character of the property in the design and placement of each component. Understand and accommodate designated wildlife corridors
- Identify and add all likely stakeholders in the development of the 150 acres and include them in the planning process. Special emphasis should be sought from Veteran's organizations and incorporated into the design.
- Maintain a reliable information flow to the public regarding planning and development, including newspaper articles, website information and public meetings.

As part and parcel of working through these issues, design and layout should emerge. The Committee has drafted sample buildings and facilities layouts to scale of both the South and the North portions. These suggestions will be helpful in approving long term design features.

It is also abundantly clear that reliable ways must be found to sustain the activities on the 150 acres in a way that makes the entire enterprise self-supporting. While the population and building density growth of the District will continue, it continues at present with only a 30 cent per thousand dollar valuation. And the financial needs of the 150 acres have to be balanced with the financial needs of running the rest of the District.

The Committee has given energy to set out a variety of revenue producing activities for the 150 acres. The list is most certainly not exclusive, but it does two important things.

First it stimulates further thought to the type of activities that the 150 acres will support, and allows for design concepts of prioritizing usage and phases of implementation.

Second, the exercise demonstrates the need to have the design and development of structures and facilities that support multiple uses.

A copy of this list "150 Acre Revenue Producing Activities and Events" is attached hereto as **Appendix 4**.

As indicated earlier, the 150 acres is bordered on most of its boundary by BLM land. The BLM land to the north of the 150 acre parcel is approximately 660 feet wide. To the west, the BLM land is approximately 640 feet. To the south, BLM owns at least 4,000 contiguous acres that runs from the 150 acre parcel at least all the way to the Klamath County line.

An informal inquiry was made to BLM regarding public use of the approximate 4,000 acres. The indication is that it is open land, and as long as there are no organized defined trails, no particular permits would be necessary for the District to maintain on the south portion of the 150 acres a staging area for horse riders into that BLM land.

Care must be taken to include our BLM neighbors in the planning process for any District promoted activity that makes use of or directly promotes the use of adjacent BLM land.

## **PLANNING FOR FUTURE PARKS – ACQUISITION, FUNCTION, DESIGN**

The District has mostly refrained from efforts to acquire additional parkland, although some has been acquired through County transfer of “red” lots to the District as was done at Audia Park. A great deal has been accomplished in other administrative areas that can now make possible efforts to acquire additional park properties. The District is now in a better position to focus on the needs of the community and to seriously consider District expansion north as there appears a growing support for that concept. If the District is to expand north, it must provide services and facilities to that area. And that starts with the acquisition of additional park properties in that area and supported by a sensible plan for development. Please refer to discussion under “Possible District Expansion, infra.

The environment for acquiring additional park properties is not unfriendly.

The District currently encompasses many tracts of BLM land. BLM has the authority to recommend to Congress transfer of BLM land to local entities for public purposes. This authority is set forth in the “Recreation and Public Purposes Act” 43 USC 869 et seq. The Act (enacted in 1926) allows such transfers if such transfer is “for any recreational or any public purpose consistent with its articles of incorporation or other creating authority.”

The Act still requires an act of Congress with a bill signed by the President to make it so. But that was the process by which the 150 acre parcel previously mentioned was ultimately transferred to the District. BLM has designated certain of its land holdings as eligible for such transfer. A positive working relationship with BLM as well as with our Congressional Representatives is critical if this avenue of land acquisition is to remain viable.

The State of Oregon in developing its planning strategies enumerated Goal 8 – previously cited:

“This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting of destination resorts.”

Consistent with that goal is ORS 275.330(1)(b), which provides:

(1) Upon the entry of an order by the governing body of a county setting aside the real property for county forest, Public Park or recreational area, the lands shall be set apart for such use.

(b) The governing body of a county may convey the lands to the state, an incorporated city, a park and recreation district or the United States Government for public use. The conveyance may be made without the payment of compensation, and when so made the county shall be relieved from any obligation to account for the payment of any taxes, liens or assessments that may have been levied against the lands by any taxing agency, district or municipality authorized to levy taxes against any of the lands.

The BLM lands that would be sought are within Deschutes County, and as such are already part of a designated Deschutes County zoning system. This system defines permissible uses of each parcel within the jurisdiction of the County. The primary zoning classification for these BLM lands is “F1.” This is the County’s Forest One designation. The primary use is for forestry and related operations. Park and Recreation related activities are not permitted in that zoning classification. Changing such designation is a lengthy and expensive process.

However, there is a path that allows the process to be significantly shortened. Oregon Administrative Rule **660-034-0040** states:

**Planning for Local Parks**

(1) Local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances pursuant to the requirements and procedures of ORS 197.610 to 197.625 in order to implement such local park plans. Local governments are not required to adopt a local park master plan in order to approve a land use decision allowing parks or park uses on agricultural lands under provisions of ORS 215.213 or 215.283 or on forestlands under provisions of OAR 660-006-0025(4), as further addressed in sections (3) and (4) of this rule.

The requirements set forth in the Rule are not complicated.

Looking again at the Comprehensive Plan in place for the South County (NCP), its Goal 17 mandates “Encourage a variety of parks, trails and recreation options for South County residents.” The same is stated in the same NCP in Goal 4 and Policies 4.1 and 4.2. The cooperation between the County and the District is furthered by implementing OAR 660-034-0040.

Deschutes County owns a lot of parcels in the designated “Flood Plains” of the Little Deschutes River. Several of these parcels (“Red lots”) have been transferred to the District. The District is actively seeking grant money to improve those lots and enhance public river access through these parcels, to connect river trails for kayaks, tubers, canoes and the like as well as creating eco-friendly overland trails in these riparian habitats.

The 2005 Comprehensive Plan suggested two basic strategies in developing future parks and facilities:

**Strategy 1 – Work with other agencies to identify and acquire park sites for future development.**

2005 Actions *	2107 Comments
Work with Deschutes County, BLM and other partners to acquire future park sites identified on the master plan	The District acquired the 150 acres from BLM and several “red” lots from Deschutes County
Work with School District to explore opportunities to jointly develop park and school facilities that can serve multi uses	See prior comments to Unnamed 5 acre park
Work with Deschutes County to develop a mechanism to acquire parks and trail easements during the development process, to serve new developments	The City of La Pine’s Zoning Ordinance sets out such requirements. The District will comply with these mandates
Work with Deschutes County to acquire parks and trails in the New Neighborhood when funding is available for the ongoing maintenance of sites	Four parks are “designated” in the City of La Pine’s Zoning Ordinance as being within the New Neighborhood: three neighborhood parks, and one regional park. The precise location and the property lines for such are not

	designated.
	* The 2005 Actions were recommended before the City of La Pine was incorporated. Thus, the Action Plan would apply to whichever jurisdiction is involved

**Strategy 2 – Work to acquire a comprehensive park, trail and open space system.**

The 2005 Plan in this category explained:

“The proposed park system is composed of a range of park facilities that reflects the unique natural characteristics of the area and responds to the community recreation facility and program needs.”

The 2005 Plan stated that the system will consist of the following types of parks and recreation facilities:

Type	Description	2017 Comments
Nature Parks	Provide passive recreation and habitat protection, including interpretation and wildlife viewing. Since these are nature parks, developed areas should not be a major component. The Little Deschutes River can play a major role in forming a river trail system that connects parks and open space within the community	Continue to work with Deschutes County to obtain “Red” lots that connect. Seek grant funding to develop trails and interpretive features. Partner with COCC, OSU and U of O.
Sports Complex	Provide community/regional scale sports facilities that are used by the community and well as others from the region. Provide a range of active sports activities with necessary support facilities. <ul style="list-style-type: none"> <li>• Finley Butte: Existing La Pine Community</li> <li>• Another active sports area should be located in the Northern sector of the District when future residential growth requires the facility.</li> </ul>	<p>Finley Butte: A third ball field was completed</p> <p>North District: will be included in the focus of this update.</p>
Community Parks	Are larger and serve a broader purpose than neighborhood parks, meeting the recreation needs of several neighborhoods or large sections of the community. They allow for group activities and other recreational opportunities not feasible at the neighborhood park level. Should have a service area of ½ to 3 miles in radius, and should be served by arterial and collector streets. Typically include all of the	The City of La Pine Zoning Ordinance has updated the requirements for development to include one regional park in New Neighborhood #4, with a designated size of 10 to 25 acres.

	improvements found in a neighborhood park plus athletic fields designed for competitive athletics. Typically have lighted playfields, spectator areas, restroom facilities, picnic shelters, or pavilions. Generally 10 - 20 acres.	
Neighborhood Parks	Typically a neighborhood facility serving a residential neighborhood with a ¼ to ½ mile radius. Intended to provide active and passive recreation opportunities. Playground equipment, multi-use playfields and picnic facilities. Larger ones may contain restrooms, basketball courts, tennis courts, volleyball courts.	The City of La Pine Zoning Ordinance has updated the requirements for development to include three neighborhood parks of 2 to 5 acres each.
Trails	Trail system that links neighborhoods to community facilities and connects to adjacent federal lands.	Though many suggestions were made in this section of the 2005 Plan, many of the locations outside the La Pine City limits cannot be pinpointed, and the methods of obtaining trail easements were not addressed.  The City of La Pine's Zoning Ordinance sets out such requirements for parcels within the City. The District will comply with these mandates in future development

These different types and size of parks become the starting point for what recreation models are commonly used in a particular sized park. Added to these concepts are the continuing District themes of additional community meeting space that can double as community educational space.

In essence the need determines the size. Availability of the land required and the District's ability to procure, then construct and then maintain and manage make up the rest of the development formula.

### **Discussion of Proposed New Parks in the 2005 Plan**

The 2005 Plan made several suggestions relating to proposed new parks (see pages 29-32). These suggestions included each category of park just listed. A close examination of some of the suggested sites revealed the sites could not be located.

The 2005 Plan also identified three locations for Community Parks. The first was called "River Park Site." It is described on page 29. The Parcel is part of a larger parcel of BLM land. This is

an 80 acre parcel that appears to adjoin the meandering Little Deschutes River in two places. The 80 acres is not one parcel but two parcels that tip other: the southern parcel at the NE corner, and the northern parcel at the SW corner. The northern part has a common border with the LPRD's Unnamed 5 acre parcel. The larger south parcel is directly west of La Pine High School.

The second was described as Burgess Central Park (page 30). This parcel does indeed exist. It is a 120 acre parcel of BLM land that entirely within the County jurisdiction. It is situated on the north side of Burgess Road. The suggestions for the property, if it could be acquired, are quite lofty (listed on pages 30-31 – among which include an aquatic center). What is mentioned is the following: “An evaluation of the utility [sic] available will play a role in determining the level of development that could occur at this site.” The nearest present water source is at Glenwood. Although some discussion has started about bringing that City water to Rosland Campground, which is very close to the suggested 120 acre parcel, nonetheless the City has no obligation to deliver City water to a property within the County. In order for that to occur, without annexation, an IGA (Intergovernmental Agreement) would have to be negotiated covering long term. Otherwise, the parcel is limited to a single well that can be tapped for no more than 5,000 gallons a day irrigating no more than ½ acre. To suggest an aquatic center would be ideal that without the necessary water is not a viable option.

Even if the parcel had abundant water available, it is right in the middle of a main elk migration route that is so heavily used by the elk that warning signs had to be posted in both directions on Burgess Road on each side of the 120 acre parcel. Some development limitations may be in place due to the wildlife corridor.

The third is named “Sportsman’s Recreation Area.” It is described (page 31) as 160 acres owned by BLM, and is “strategically located in the northern sector of the District, is flat and contains several ponds.” It is located on the southwest corner of State Rec Road and Huntington Road. Suggested uses are indoor and outdoor rifle ranges. RC planes, snowmobile track and ROTC training area. Again the limitations present a single 5,000 gallon per day well and as the parcel is BLM land, an act of Congress is required to get started.

If a way can be found to secure sufficient reliable water, all of these possible park locations change in their potential. It does not make sense to seek transfer of lands from BLM if there is no reasonable hope of securing sufficient water for development. Obtaining City water for parcels outside the city limits would in all likelihood require annexation. Annexation brings its own set of issues, including the ability (cost) of securing additional water rights to allow the City to serve such recreation and park parcels with water and sewer. The City is, rightfully so, very protective of its own water rights and must find compelling reasons to deliver water outside the City limits.

With regard to all three BLM parcels another concept should be explored. As has been done by the City of Redmond, Oregon, enter into cooperative agreements with BLM to develop the parcels in a manner consistent with BLM policies and requirements. The advantage is that such process does not require an act of Congress because the land remains BLM land.

The 2005 Plan focused on LPRD eventually owning these parcels. But if cooperative agreements could be realized some of the 2005 suggestions for these parcels might eventually materialize.

For the concept park described as “River Park Site” the 2005 Plan suggested it be designated as a major open recreation space with river access points, youth fishing area, walk in non-motorized boat launch, interpretive trails and signage, wildlife viewing and habitat enhancement, all with an eye to relate those activities to the adjacent High School facilities. Potentially included would be playground(s), ice skating area, picnic area, pathways and trails for cycling, walking and running, with support facilities including restrooms and picnic shelters. See pages 29-30 of the 2005 Plan. Partnering with the School District and the City of La Pine would seem appropriate.

For the concept park described as “Sportsman’s Recreation Area” the 2005 Plan pointed out that it was strategically located in the northern sector of the Park District. Again, any plan for use as suggested in the 2005 Plan would require a cooperative agreement with BLM. It is noted that the suggested uses do not appear to require any irrigation. A single well might be adequate. The site is ideal for partnering with outdoor groups and organizations for concept, design, development and maintenance.

### **Future Additional Parks Within the City Limits of the City of La Pine**

The City of La Pine Comprehensive Plan does not identify any neighborhood parks or regional parks. However, the City of La Pine Zoning Ordinance on pages 32-33 identifies both neighborhood parks and a regional park. But on pages 159 and 160 of the City of La Pines Comprehensive Plan are maps showing generalized locations of four parks, one in each in a designated New Neighborhood, designated as New Neighborhoods 1, 2, 3 and 4.

The creation of neighborhood parks within the City limits is achievable if conditioned on housing developments approved by the City. At present most of the land in these New Neighborhoods is owned by the county.

The transition from County owned land into that of private ownership will necessarily involve the retention of land designated for future parks as a condition of development, as required by the City’s Zoning Ordinance. Applications for lot adjustments, or existing tax lot divisions that are currently within the jurisdiction of the City of La Pine are subject to conformance with the City of La Pine Land Use Procedures Code (Ordinance No. 2011-03 with its attached Exhibit B) -- in particular Section 10.4 0 “Land for Public Purposes.”

The following map is from page 159 160 of the La Pine Comprehensive Plan. A similar map is attached to the La Pine Transportation System Plan (page 24, delineated as Exhibit 3-1 October 2013). On each of these maps there are four designated parks as indicated by more or less rectangular green spots in the middle of a tan or yellow map background. These planning Zones were set up by the County of Deschutes long before the incorporation of the City of La Pine. The neighborhood parks are designated as “LPPK.” Within each of these neighborhoods, the main designated use is residential “LPMPR.”



In the Zoning Ordinance a “Park District” is identified whose purpose is to provide neighborhood parks in each of the four neighborhoods within the Neighborhood Planning Area, and may include a regional park.

In the City of La Pine Zoning Ordinance No. 2012-05 on page 32, there is a definition of “Park District.” It states:

Park District. The purpose of this district is to provide Neighborhood Parks in each of the four neighborhoods within the Neighborhood Planning area. This district may also apply to an optional Regional Park that may be located in Neighborhood 2 and or 3 during Quadrant Plan approval process”

[Note, on the next page under 5 a. the Regional Park may be developed in Neighborhood 3 or 4. It is assumed that this designation makes more sense and that the former reference to Neighborhoods 2 or 3 was a typographical/proof reading error.]

That “Park District” is not further defined or identified. But because of the many references to the La Pine Park and Recreation District within the City of La Pine Comprehensive Plan and contained in the South County Plan, it must be assumed that such referenced “Park District” within the Zoning Ordinance refers to LPRD.

The designation of New Neighborhood 4 is the top portion of the relevant section of these maps, being bound on the north by Burgess Road. Following south of New Neighborhood 4 is a green space designation which runs east from Huntington Road to the existing US Highway 97, which becomes the north boundary of New Neighborhood 3. Similarly, going south, with a green space between, is New Neighborhood 2 and the same for New Neighborhood 1.

At the outset it is to be noted that the District does not own any of the parcels set schematically for parks within these new neighborhoods. Further, these designated parks are not defined by metes and bounds. All of the land within New Neighborhood numbers 3 and 4 are presently owned by the County of Deschutes.

The generalized locations of these parks were made part of the Zoning requirements in the Deschutes County Code, Title 18. The general sense is that if a developer were to propose to build a housing development within one of these New Neighborhoods, then as part of the development a park was to be included in the developer’s site plans.

The City of La Pine only recently enacted its own Zoning Ordinance. In large part, the zoning designations set up by the County of Deschutes were adopted verbatim by the City of La Pine into its Zoning Ordinance. Thus the County’s park designations were merged into the City’s Zoning Ordinance.

It should be mentioned at this point there is a reference to 4 New Neighborhood Parks on page 21 in the District’s 2005 original Comprehensive Plan. The acreage and character is left blank. There may be a reference to these in possible facilities on page 28.

The adopted Zoning Ordinance by the City of La Pine sets forth development standards for these parks (from page 33 of the pdf version):

“4. Neighborhood Park Development Standards.

- a. Size standard. Neighborhood Parks shall be a minimum of two acres and no more than five acres in size.
- b. Location. Neighborhood Parks shall be located at the center of each Neighborhood and

- be fronted on at least three sides by public streets including the central collector and a neighborhood collector.
  - c. Boundary Determination. The boundaries of the Neighborhood Parks are generally depicted on the Neighborhood Planning Area Park Plan, Figure 17 in the Deschutes County Comprehensive Plan, DCC 23.36.052. The exact boundaries of the Neighborhood Parks shall be established at the time of approval of a Quadrant Plan under DCC 18.61.050(J) until the City develops its own standards.
  - d. Platting. Neighborhood Parks shall be platted as part of the first phase subdivision in an approved Quadrant Plan.
5. Regional Park Development Standards.
- a. The La Pine Neighborhood Planning Area may include one Regional Park. The Regional Park may be developed in Neighborhood 3 or 4.
  - b. Size Standard. The Regional Park shall be between 10 and 25 acres in size.
  - c. The location of a Regional Park shall be determined during the quadrant planning of Neighborhoods 3 and/or 4.
  - d. If the Regional Park is located at the intersection of the central collector and a neighborhood collector at the center of a Neighborhood, it may replace the required Neighborhood Park.
  - e. Siting Standards.
    - i. The Regional Park shall have direct access to either a collector street and an arterial street or the central collector and a neighborhood collector street.
    - ii. The Regional Park shall have direct access to a paved multi-use path.”

As to the Quadrant Plan, the Zoning Ordinance goes on to specify: (at page 33 of the pdf version)

“4. Quadrant Plan Approval. Approval of a Quadrant Plan is a land use action and shall be reviewed under the provisions of DCC 22.20.020 until the City develops its own standards. Notwithstanding the order of hearings bodies listed under DCC 22.24.020(A), Quadrant Plans shall be subject to a public hearing before the City of La Pine Planning Commission. The Planning Commission shall make the decision to approve or deny an application for a Quadrant Plan. The Board of County Commissioners will act as the hearings body on an appeal of such a decision. An appeal of a quadrant plan decision shall be considered pursuant to DCC Chapter 22.32, Appeals. A Quadrant Plan may be approved subject to conditions with findings that the following criteria are met:

The Quadrant Plan contains all of the elements required in DCC 18.61.050(J)(3) until the City develops its own standards.

[Here follows a list of requirements, including part “f,” set forth below] (pages 35-36 of the pdf version):

f. The open space in the Open Space and Park Plan conforms to the standards in Deschutes County Comprehensive Plan, DCC 23.36.020(D) and general location shown in the La Pine Neighborhood Parks and Open Space Plan, Figure 17 in the Comprehensive Plan. DCC 23.36.052 until the City develops its own standards.”

The City of La Pine has not yet adopted its own standards. As such, the boundaries of these proposed parks continue to remain undefined. Undefined, but still required.

Given the City's projected growth over the next few years, the Park District needs to plan for these parks.

Such planning is first going to require a working understanding of these Zoning Ordinances by the District's Board and Executive Director and an understanding of how they apply. How that is achieved needs to be addressed, given the staggered terms of Board members, continuity upon resignation and appointment of new members of the Board, or new members being publically elected. The emphasis here is on smooth succession and not "reinventing the wheel" each time there is a change in leadership.

Development of these New Neighborhoods will in fact happen. The District needs to be prepared with specifics as to one Neighborhood Park in New Neighborhood 3, and a Regional Park in New Neighborhood 4.

It is noted that as to New Neighborhood 2 that approximately one quarter of it is now developed with the Crescent Creek Subdivision. The developer was required to put in a neighborhood park at its expense. The Crescent Creek Homeowner's Association pays for the upkeep of the park. The park is a public park, with a very large soccer field, basketball courts, benches and landscaping. The park is 1.99 acres, and is owned by the Crescent Creek Owners Association. LPRD has no ownership in the park.

As to new Neighborhood 1, this location is very close to downtown and short walking distance to Bi-Mart and the High School. It is also but about 3 blocks from the unnamed 5 acre parcel that the District hopes can be developed into soccer and Lacrosse fields in partnership with the School District. The neighborhood is also walking distance to Heritage Park and the Community Center. Because of the closeness of these other neighborhood and District resources, at the present time there appears no discernable need to develop a complicated Neighborhood Park in this Neighborhood. The area is at present heavily forested with second and third generation lodgepole pines and human and animal activity over the years have produced hiking and biking trails already in use. New Neighborhood 1 is a significantly smaller area as compared to Neighborhoods 2, 3 and 4. As such, the ability of a developer to set aside anticipated profits to provide a park facility as part of the permit process is significantly lessened because there is less land available for development of residential housing.

A different picture is presented as to New Neighborhoods 3 and 4. These contiguous parcels contain a total of 324.92 acres.

A Neighborhood Park for number 3 is required to be 2 to 5 acres. A Regional Park for number 4 would be 10 to 25 acres.

Over the next couple of years the District needs to be ready to present workable plans for numbers 3 and 4. As always the largest issue is the cost of construction (preferred to be borne by the developer) and costs of maintenance (preferred to be borne by the homeowner's association). The park in place in number 2 serves as an excellent model. This would be reasonable for Park number 3. The District would not have to own the park property, or be responsible for its upkeep. The Neighborhood Park is primarily to serve the needs of the immediate community surrounding it.

It is to the District's advantage to have New Neighborhood 3 built out, as this increases the tax revenue necessary to support the District.

A Regional Park almost certainly brings with it a mandate to provide recreational opportunities that the District is not able to provide for the community in its other locations. And, as earlier discussed, consideration to provide park facilities to the Cagle area and to the north part of the District outside of the City Limits are very limited if even possible. The notion of a Regional Park is that it provides park and recreation to a larger area other than the immediate area in which it is located.

As the Regional Park benefits the whole District, the mindset is that the District must be the main player in its day to day operations, and hence financially involved. But to be kept in mind is that the District is still small with limited financial resources.

Many solutions must be explored to make the Regional Park a reality and financially viable in its operation. Among the initial concepts would be partnering with the developer for infrastructure needs, and then a sharing of a portion of homeowners association fees to offset operating expenses. By the time all of this development occurs, the District should be a better position through its tax base to successfully run the Regional Park.

Another issue for development of the Regional Park is that of imposing System Development Charges (SDC's) on new construction. As will be discussed in the next section, SDC's are imposed for specific purposes and are set up in strict compliance with a statutory scheme embodied in ORC sections 223.297 through 223.314.

It may not possible to establish SDC's dedicated to the development of a Regional Park if it is not known its exact size, boundaries and location. However, this is a question that needs to be determined. Since the Regional Park is pretty much mandated for the Development of Neighborhood 4, and a minimum size of 10 acres is known, then it might be possible to establish SDC's to be used for the development of that Regional Park.

The very first 2005 Comprehensive Plan proposed a "Burgess Central Park" (pages 30-31 of the 2005 Plan). For reasons discussed earlier in the update, the location of that park is not realistic. However the discerned need for the park facilities within that Burgess Central Park has not changed. It makes good sense to envision the Burgess Central Park as the Regional Park in New Neighborhood 4.

The suggestions for Burgess Central Park can be applied to the Regional Park, as follows:

**Active and passive recreation facilities, including:**

Multi-purpose sports fields (baseball/softball, soccer/football)

Support facilities including restrooms, concession trailer area, sports tournament camping area (open lawn area that is used for practice fields or informal sports)

Outdoor sports courts including basketball, volleyball and tennis – plus pickleball

Ice Skating area

Picnic areas with shelters

Pathways and trails for walking and running

Outdoor exercise course

Youth activity center

Skate Park

Meeting and event facilities

Dog park area

**Aquatic Center including:**

Indoor swimming pool with elevated indoor running track

Play pool

Meeting rooms

Exercise rooms

Support facilities

**Natural areas:**

Interpretive trails and signage

Wildlife viewing and habitat enhancement

**Additional suggestion not previously included:**

Community Art Center – an alternative site from the 150 acres

For planning, careful thought should be given to prioritizing which of the facilities serve the greatest community need. The facilities need to be ranked also on size of acreage. If the park is but 10 acres, then what? If the park is to be 25 acres, then what? Building costs and infrastructure, maintenance and staffing costs have to be carefully considered and balanced with reasonable projections of income necessary to support these activities. There are also specific requirements that are mandated in the City's Zoning Ordinance that have to be followed.

All of these issues are best guided by professional planning input. Accordingly funds need to be set aside to pay for such services in conjunction with seeking grant funding. It will need to be determined if SDC's can be appropriated for such planning purposes.

**Future Additional Parks Outside the City Limits of the City of La Pine**

One property has been located on Dorrance Meadows that is owned by the County of Deschutes. It sits on both sides of the Little Deschutes River, and identified as tax lot 221017A007800 and contains 33.64 acres. Dorrance Meadows bisects the parcel, and it is bounded on the south by Sherrie Drive. The whole parcel is in the flood plain. Water for development would not appear to be a problem. The site is similar to Leona Park which is a short distance downstream, and touches Audia Park, a short distance upstream. This property was not identified as possible park land in the 2005 Plan.

The best use would be as a nature park, giving valuable increased public access to the Little Deschutes River. Transfer to the District is consistent with NCP Policy 4.1(b) as referenced on page 17 of this Update.

## **ADMINISTRATION**

### **THE BUDGET PROCESS AND FINANCIAL REPORTING**

The District's budget process has been accomplished over the years in a timely fashion. The District Board of Directors is charged with accomplishing the budget process and for the timely filing of necessary financial reports with the State of Oregon. Some of the financial reports were not filed with the state by January 1 each year. The District relies upon outside Certified Public Accountants to meet the state's deadlines, and more often than is desirable, the retained CPAs have failed in their promises to file in a timely fashion. This has caused appropriate frustration with the District's Board. It is felt the better answer is to seek more competitive bidding for these personal service contracts.

State law requires each District Board member to be on the Budget Committee. In some prior years this requirement has not been adequately emphasized by District leadership, resulting in poor attendance at Budget Committee meetings. State law also requires an equal number of non-Board members be appointed to serve on the Budget Committee. The law also requires the terms of such non-Board members be for three years with the terms staggered. ORS 292.414.

A high functioning Budget Committee is a major foundation for the District to be able to properly serve its constituents and those that use District facilities. The budget process is at the core of District planning.

The District continues to grow and develop its assets and programs. The District's income continues to increase, which simply means that the money has to be properly allocated and projected over a fiscal year, plus the time between July 1 and November 1. Funds to fill this time period from the end of the fiscal year to the time when tax funds are received from the County are referred to as "carryover."

Each year the District Board appoints a Budget Officer who is responsible for preparing a budget for the next fiscal year and for creating a budget message explaining the budget categories organization, allocations, projected incomes and the like. Simply stated, it is a complicated process. The Budget Officer has traditionally been the District's Executive Director.

While the Executive Director is expected to have a great deal of experience, intense studies and formal training in creating meaningful budgets is not often achieved. The same could be said of most members of the Board, and of the non-Board members of the Committee. And yet the entire Committee is charged to do the budget process and District constituents rightfully demand that the process be accurate and effective in the administration of the District's finances. This becomes even more important with the limited tax rate of 30 cents per thousand dollar valuation.

Over the past three years, different budget models have been tried, and much improvement has been made in the overall process. But state mandates are continually evolving, forcing at times some reorganization of the budget process.

For the fiscal year 2016-2017, the Budget Committee set as one of its goals to make the budget as transparent as possible, and easier to understand. In keeping with that goal, the District Board authorized the Executive Director retain the services of a professional CPA who specializes in the preparation of local government budgets. The advantages are obvious, and include:

- To establish a consistent methodology for preparing the annual budget

- To make the budget compatible with the on-going financial records of the District
- To allow the District's on-going financial records to be more easily reconciled with the District's annual financial reporting requirements
- To make the annual budget process current in terms of state mandates
- To make the budget easier to understand and evaluate
- To allow the Board to "fine-tune" the future planning process.
- To correct budgeting errors from past approved budgets

The Board also adopted a policy that all budget committee members should receive prior to the first Formal Budget Meeting:

- Training on the budget committee process, calendar and expectations for committee members
- Orientation on the District's programs and staffing
- General discussion of District vision and goals, spending priorities, or philosophy on how to allocate scarce resources or make trade-off decisions as to which programs get funded and which don't. At this orientation, no actual discussions relating to particular programs would be made.
- General economic projections by the finance officer of possible changes in resources or requirements expected next year
- Orientation on the budget document, the fund structure and the types of activities and programs and expenditures made from each fund in the budget.
- A review of the current year budget, including some discussion about its effectiveness and what might be desirable for next year's budget

These overall changes will greatly assist the Budget Committee in making more informed recommendations to the Board, and for the Board to make its budget decisions on duly considered budget concepts and details.

The District is getting closer to the dollar amount spent in a fiscal year that would mandate the financial reporting required to be filed with the state would be an actual certified audit. That dollar amount is \$500,000.00 per ORS 297.435(3).

### **District Master Plan and Capital Improvement Plan**

Serious planning for future parks cannot be meaningful unless there is an active Citizen's Task Force, comprised of interested citizens, community leaders and District leadership that will provide the vision for these projects. The end result of their work with will be the development of a District Master Plan to set the course of the District's efforts in the future for park improvements and expansion. Of immediate need would be the formalization of an initial Capital Improvement Plan

Included in the Master Plan should be a financial analysis, including projections of tax based income, imposition of System Development Charges, user fees, sponsorships and related.

## **System Development Charges**

System Development Charges (SDC's) is a funding option available to Park and Recreation Districts for capital improvements. In 2005, the District did not have a tax rate, or SDCs but it did have user fees. In 2009 the District secured a tax rate. By 2017 it has become clear that the vision set forth in the 2005 Comprehensive Plan regarding SDCs is ripening fast. The following are quotes from the 2005 Plan:

From page 11:

Responses to the question of how to fund the district were fairly balanced between the options of funding through a permanent tax rate, user fees, and new development fees or through grants, volunteers and donations. The data reflects that respondents recognize and support funding alternatives including a tax rate, SDCs and user fees. Each of those sources will need to be utilized to diversify and capitalize on the La Pine's recreational opportunities.

From page 14:

The most likely funding sources for development of new parks and facilities will be grants, voter approved capital bonds, SDCs and partnerships with other organizations. Parks maintenance and operations will require a continuing source of funding such as a tax rate and assessments.

From page 18:

As soon as a funding measure is approved to fund District operations and maintenance, a System Development Charge (SDC) program should be planned and implemented. SDCs can be used to acquire and build new parks and facilities. Other sources of funding will be required for ongoing maintenance and operations of parks and facilities.

From page 84:

Growth in the community can provide a source of funding for new parks and facilities, in the form of System Development Charges (SDCs).

## **Background and application of System Development Charges as set forth in ORS 223.297 et seq.**

The following information is derived from a presentation to the La Pine City Council by the FCS Group on November 16, 2016.

The purposes of these state statutes are to provide a uniform framework for SDCs that are imposed by governmental units for the purpose of making capital improvements that are necessary to meet increased service demand, resulting from new growth and development. Under

the statute, the District is entitled to collect SDCs from projects that increase demand for park facilities.

- SDCs are one-time charges, not ongoing rates.
- Properties which are already developed do not pay SDCs unless they “redevelop.”
- SDCs are for capital only, in both their calculation and in their use. They are not used for operating costs of existing facilities.
- SDCs include both future and existing cost components
- SDCs are for general facilities, not “local” facilities
- SDCs do not require voter approval
- SDCs cannot be used to repair existing systems/structure. If used to increase capacity, however, of an existing structure/facility, that meets the required use definition.

The following are SDC components (fair share of existing and future capacity)

- Reimbursement fee (fair share of existing capacity)
- Improvement fee (fair share of future planned capacity)

The Reimbursement Fee is calculated by dividing the eligible value of unused capacity in existing facilities by the growth in system capacity.

The Improvement Fee is determined by dividing the eligible cost of planned capacity increasing facilities by the growth in system capacity.

Adding the Reimbursement Fee and the Improvement Fee yields the System Development Charge per unity of capacity.

SDC Credits. Credits against the improvement fee must be provided for the construction of a capital improvement, which is:

- Required as a condition of development
- Identified in an adopted capital facilities plan, and
  - Is either off-site, or
  - If on-site, is required to provide more capacity than needed by the development in question

### **Where should the District begin in setting SDCs?**

The following approach questions were suggested by Rick Allen, then the Interim City Manager for the City of La Pine, in a presentation to the District’s Board of Directors in late 2014:

- How shall we base the charges?
- Shall we use a more or less aggressive methodology to allocate costs to growth?
- Shall we impose parks SDCs on both residential and commercial development?

- Shall we apply SDCs uniformly system-wide, or on an area-specific basis?
- What is an equitable credit approach?

### **Is there any unused capacity in existing District facilities?**

The District facilities are not, for example, like an existing water pipe that can carry over present use an additional 50% volume of water, so as to accommodate future demand for that water. (If that were the case, the reimbursement fee would be allocated to cover the additional expense built in to the water pipe in years past to install a larger pipe to allow for that 50 % growth).

What needs to be determined is the **present** state of the District facilities in terms of capacity to serve the needs of the District.

- Are the District facilities presently at full capacity?
- If not, what is the percent of capacity?

With the District population expected to grow by some 40% in the next 12-14 years, are the present facilities adequate to meet the increased population's demand for park facilities?

- If so, when will the demand exceed the supply?
- If not, then what facilities need to be added to the District to meet that demand?
  - How are the facilities defined?
  - How is the demand defined?
  - What allocation of SDCs should be made to meet that demand?
  - How long will it take to fund those facilities with SDCs?

All of these are preliminary questions, and are not an exclusive list.

### **How to proceed**

ORS 223.309 provides:

(1) Prior to the establishment of a system development charge by ordinance or resolution, a local government shall prepare a capital improvement plan, public facilities plan, master plan or comparable plan that includes a list of the capital improvements that the local government intends to fund, in whole or in part, with revenues from an improvement fee and the estimated cost, timing and percentage of costs eligible to be funded with revenues from the improvement fee for each improvement.

(2) [Sets for the requirements for modification of the plan]

Implementation of SDC's is a careful process, requiring factual determinations, rational calculations, public hearings and District Board approval.

- Ideally, that process up to the point of public hearings could be handled by a professional organization that specializes in working with special districts to work through the SDC process.
- Ideally, grant funding could be obtained to procure such services
- The District Board must form a specific committee that will:
  - Thoroughly familiarize itself with the statutes authorizing implementation of SDCs
  - Create a Capital Improvement Plan in conjunction with the District’s Master Plan – see prior discussion.
  - Identify capital projects which are SDC eligible
  - Use SDC resources from other special districts such as the Bend Metro Park and Recreation District and the Hood River Valley Parks and Recreation District to familiarize it with successful methodologies for implementing SDCs in park and recreation district applications.
  - Define policies that can be fairly implemented
  - The committee should be composed of the District’s Executive Director and at least one District Board member. Community members willing to work through the process of gathering and evaluating information should be encouraged.
  - Seek avenues of grant funding for retaining a professional organization to work through the process.
  - Create a District SDC implementation plan that meets mandated criteria and requires periodic updates

Below is a sampling of other jurisdictions and special districts SCDs for residential homes. Comparison of the various jurisdictions’ tax rate would be instructive in analyzing these SDC charges.

Sisters Area Parks and Recreation District \$0.00	Crook County Parks and Recreation \$1,887.00
La Pine Parks and Recreation District \$0.00	Redmond \$2,672.00
Sisters \$613.00	Bend Parks and Recreation \$6,476.00
Klamath Falls \$1,121.00	City of La Pine adopted SDCs for the new water and sewer system, to be phased-in in 2018.
Seaside \$1,591.00	
Madras \$1,718.00	
Lincoln City \$1,850.00	

**A list of possible initial SDC funded Capital Improvement Projects for the District is attached as Appendix 8**

## **ADDITIONAL FUNDING OPTIONS**

### **Local Option Tax**

In 2009 the District voters approved a permanent tax rate of 30 cents per \$1,000.00 valuation. The revenue generated only covers less than half of the District's funding needs. That revenue is sufficient to pay the debt on the Community Center building, the salaries of an Executive Director and her bare bones part time staff, pay the on-going utilities, and pay related administrative expenses such as insurance, and accounting fees. The result of necessary budget allocations have limited District programs, and challenged the District in maintaining and repairing District property. The District, in facing the future, needs additional staff. It is calculated that the general operating fund should be at a minimum 50% more than what it currently is. And this is considered a "now" need.

The District has enjoyed recent success in procuring grant money but these come with specific limitations and guidelines. Using such grant monies for the general operating fund is not possible.

As the residential and business buildout of the District progresses, the tax levy revenue will also increase. The current rate of growth is about 3 to 4 %.

The District has authority to ask voters for temporary taxing authority above the permanent rate limitation. This is known as "local option tax." Local option taxes are limited to five years for operation and 10 years for capital construction purposes. The amount that can be requested is limited by the State Constitution, and the procedures set out by statute in ORS 280.060.

Funds may be obtained as prescribed in ORS 280.040 (Definitions for ORS 280.040 to 280.145) to 280.145 (Serial levy under former law) for the purpose of financing the cost of any service, project, property or equipment which a subdivision has lawful power to perform, construct or acquire, and of repairs and improvements thereto and of maintenance and replacement thereof. ORS 280.050

District elections are authorized for the second Tuesday in March, the third Tuesday in May, the third Tuesday in September, and the first Tuesday following the first Monday in November. Voter participation to approve the local option ad valorem property tax requires at least 50% of the registered voters eligible to vote in the election cast a ballot with a majority decision ("the double majority rule") for all elections except for the general election in an even numbered year (where a simple majority of those casting ballots decide).

The timing of when to place the matter for a District vote is a factor to consider.

### **General Obligation Bonds; Revenue Bonds**

These are mentioned for tracking purposes and may be a useful method at some point in the future. General Obligation Bonds are a form of government borrowing. Issuance authority and terms are set by statute.

- Used for capital construction
- Paid back with property taxes
- Double –majority approval required

## Revenue Bonds:

- Paid back with any revenue of the District
- Voter election only required if sufficient requests for an election are made
- Election requires double-majority approval.

## **POSSIBLE DISTRICT EXPANSION**

The topic of placing a measure on the ballot to expand the size of the District had been the discussion of many Board meetings prior to 2014. It seemed the prevailing view was that with an increase in District size would result in an increase in District revenue. And, at a time when the District was struggling financially, that seemed a possible solution. The Board ultimately decided against placing the measure on that ballot.

Seeking to expand District boundaries for the sole purpose of generating more revenue is not a sound idea because it provides minimum tangible benefit to the taxpayers within the expanded District boundary.

The geographic area to the north of the current District is not served by a park district. It is not served by a water district. The area basically from Fall River to the southern boundary of Sunriver contains a significant population. There appears a growing support for the District to expand to include that area. If the District is to expand north, it must provide services and facilities to that area. And that starts with the acquisition of additional park properties in that area, supported by a sensible plan for development.

As of the time of this writing no identifiable Deschutes County owned land was located within the possible District expansion area. There are large peripheral holdings by the Bureau of Land Management. Transfer of BLM land to the District requires an act of congress and a presidential signature. The balance of the area is in private ownership, with the exception of Water Wonderland II, which is a sanitation district. To acquire necessary land for park development would require either a purchase or donation. And, as previously discussed, unless the land comes with water rights, development of any kind is limited by a 5,000 gallon per day well, without the ability to store water for higher demand periods – such as for irrigation of grass.

Nonetheless, the District remains open to the discussion. And such discussion was specifically referenced in NCP Policy 17.1(a), as referenced on page 19 of this Update.

The District has determined that there are many school children who reside within the District, but who attend school outside the District. It was deemed important to establish some after school services to this population if a suitable facility could be located in that area.

After about a year of planning, a La Pine Park and Recreation District after school program was able to be established for the 2016-2017 school year at the Three Rivers School. This program supports the local Sunriver community in offering a safe and fun environment for students (K-5) to spend time together after school. The program runs from September to May, Monday – Friday from after school until 6:00pm. The program has been highly successful and is at or near capacity. Discussions are on-going to expand an after school program for older students. A suitable location appears to have been identified.

The after school program has been self-sustaining, with a combination of user fees and grants from the Sunriver Women's Club.

The District is encouraged by these developments. Clearly there is a strong need for park and recreation services in that area.

Some discussion has emerged inquiring about the possibility of expanding the District south into Klamath County. At a minimum, the same concerns and basic issues arise as in the discussion about expanding the District northward. Also true, there is no park district serving that area. However, there are indications from Klamath County residents who use District facilities that they would be in favor of such District expansion.

The District feels the best approach to both of these possibilities is to encourage discussion and continue to evaluate. The focus, as always, centers on the citizens we serve. If we are to expand the District we must focus on serving those areas as well.

## **REVIEW OF THE 2013 PLAN UPDATE**

A review of the 2013 Plan Update does not reveal any new strategies. Nor does it reveal any new planning that has not been referred to previously in this 2017 Update.

## **REVIEW OF THE 2005 LPRD COMPREHENSIVE PLAN**

### **Overview: Mandates for Review**

The District's 2005 Plan, on page 7 stated:

"...[E]very 10 years a major evaluation and update of the Comprehensive Plan should be conducted. This should be as thorough as the process utilized to develop the current plan, and should be scheduled with sufficient time, staff and budget resources as needed."

Also on page 7: **"Each winter/spring as the district prepares its annual plan and budget for the coming fiscal year, the Comprehensive Plan should be referred to for consistency and guidance.** The five-year action plan is designed to be the basis of goals, strategies and actions for each annual plan and should be followed as closely as possible. The key to implementing the 5-year action plan is to move specific strategies and actions from the 5-year plan to the annual plan as funding and resources become available. Additionally, the 5-year plan should be updated annually, i.e., adding a year with programs and projects that are identified in the Park and Facility Master Plan." (Emphasis added)

That 2005 Comprehensive Plan was 125 pages.

In the 12 years since that plan was approved many things suggested in that plan have been accomplished. Many more of the suggested goals have not been able to be accomplished, primarily due to a lack of funding. 12 years is very long time as the calendar goes, but in reality substantial changes within the community have occurred that must be addressed if the District is to be responsive to those changes. The 2005 Plan was very thorough, and a many parts of that Plan remain entirely valid. It can still be a valuable tool to address those changes that have occurred.

### **Details:**

The 2005 Plan included five goals [page 8]. A brief summary of each and a brief current status of each is outlined in the following chart:

2005 GOAL	2017 SUMMARY STATUS
1. Create a sustainable organization and build organizational capacity	The District voters approved a tax levy in 2009. This allowed for a main community center to be financed and built, as well as the hiring of an executive director for the District.
2. Improve existing parks and facilities	Community Center, Heritage Park, Finley Butte, Rosland Park have all received major improvements; grant applications pending
3. Plan for future parks and facilities	Comprehensive Plan Update
4. Improve existing recreation programs	On-going, within budget constraints, grants, user fees
5. Plan for future recreation programs	Comprehensive Plan Update

The 2005 Plan clearly made the determination that for the five goals to be realized, a continuing adequate source of funding was required. Although a tax rate of thirty cents per \$1000 assessed value was approved in 2009, it brings in only enough revenue to maintain the facilities with a minimum staff and provides nothing for the District’s programs. For these programs, the same basic financial issues have not changed from 2005, and indeed for 15 years before that. The District’s programs are funded at present by grants, in-kind services, volunteer hours, rents, program registration fees, pop can collections and annual fundraising events.

Some initial observations:

1. Current tax revenue provides only a minimum for presently operated facility maintenance. More costly repairs are often deferred. The roof on the JC Johnson Building needed a new roof in 2005 [2005 Plan, page 23]. In 2015 a grant covering \$10,000 of the needed \$16,000 was obtained (or 62.5% of the actual funds needed). The District made the decision to go forward with the new roof because further delay in replacing the roof put the building in jeopardy, and would likely cost even more damage and repair costs if delayed any further. That \$6,000 difference then became unavailable for programs.
2. Current tax revenue provides for a salaried Executive Director, and part time staff.
3. Current tax revenue will not presently support additional facilities (operations, maintenance, staffing) other than what is currently owned and operated by the District.
4. Future tax revenue is expected to increase by reason of new construction within the District, and by reason of increased valuation of taxed properties.
5. Serious consideration must be given to implementation of SDCs – System Development Charges to fund capital improvements under ORS 223.297 to 223.314.

6. Current programs operate with part time paid staff and a host of community volunteers. Without these volunteers, the programs would not be possible. The District must continue to actively recruit and train volunteers.
7. The District has experienced some communication challenges with various non-profits that use District facilities such as the South Central Little League. These challenges can be best averted by entering into an MOU (Memorandum of Understanding) that sets forth the relationship as to fees, facility use, dates and any in-kind exchanges – such as painting, mowing, trash removal and other issues that must be specified.
8. These MOUs have the benefit of setting forth who does what, and eliminate misunderstandings. They also serve as a promotional tool for recruiting volunteers to a particular activity, because it can define what is needed and expected.
9. The District should seek refinancing of the existing loan on the Community Center Building if it works to the overall financial advantage of the District.

With funding limitations, just how is the District currently meeting its Vision and Mission Statements? How is the District serving the recreational and educational needs of the District?

An examination of current programs and facilities use is in order.

## **CURRENT PROGRAMS AND FACILITY USE**

### **Youth Programs:**

- La Pine After School Program (The HUB) at the Community Center:

The La Pine Park and Recreation District community school program (aka “the Hub”) provides youth of La Pine and surrounding areas with a safe and nurturing environment where they can develop healthy relationships while participating in life enriching activities. This program is designed to enhance your child’s academic performance, encourages and develops personal discipline and promotes healthy lifestyles.

- Sunriver After School Program at Three Rivers School
- Youth Basketball for K-5
- Football: Young Guns Football Camp for grades 3-8
- Soccer for K-5
- Kenpo Karate
- Summer Adventure Days

### **Groups using District sports facilities include**

- Finley Butte is used by the South Central Little League
- Community Center used for Pickleball

### **Groups using District facilities include**

- Frontier Days
- Veteran’s Day Celebration
- Chamber of Commerce Spring Sportsman’s Show and BBQ competition
- Chamber of Commerce for some breakfasts, dinners and other special events

- Oregon Snowmobile Association
- Various Non-profits for meeting space
- Community meetings and forums hosted by government agencies
- La Pine Rodeo Association
- Youth wresatling
- Cascade Lakes Relay
- Private groups for such things as family reunions
- Boy Scouts
- Cycle Oregon

### **Adult Programs**

District programs provide accessible recreation and educational opportunities for adults of all ages in the greater La Pine area. The District has made use of an online calendar of activities and events for easy community access.

La Pine Park & Recreation works in collaboration with many other organizations in order to provide quality programming in our District. Some of those organizations include COCC and their Small Business Development Center, La Pine Chamber of Commerce, OSU Extension, Deschutes Public Library, COIC, La Pine Senior Center, La Pine High School, and Deschutes County Health Services, just to name a few. The adult education coordinator has the responsibility to develop and nurture these types of partner relationships and make them relevant to the citizens of the District.

The City of La Pine is a strong proponent of the District offering educational opportunities, especially as related to the natural local environment. As stated in the City of La Pine Comprehensive Plan, page 53:

3. Coordinate with the La Pine Park and Recreation District to ...:

c. create an educational program that better informs the community about the importance of natural systems, cultural/historic areas, and open spaces. This may include collaborative efforts educational providers and parks district.

The City of La Pine also strongly supports continuing education as part of the area’s roadmap to economic strength and stability. As stated on page 87 of the City’s Plan:

La Pine’s focus on economic development is a key component of its vision to be a “complete” community. As previously discussed in other Plan chapters, the concept of creating a complete community begins with providing enough jobs, education, services, and industry to sustain the community without heavy reliance upon other nearby cities such as Bend and Redmond.

Access to post-secondary education was cited on the City’s Plan at page 96 as one of the identified factors most directly affecting La Pine’s economy.

**Adult Learning Programs [Goal 8 NCP, District’s Mission Statement, City of La Pine Comprehensive Plan pages 11, 51, 52, 53, 87]**

The District offers a variety of learning programs which cater to all ages of adults:

- Adult GED Program – weekly classes and online study
- Central Oregon Community College – offering live streaming community classes at the Community Center’s Computer Lab
  - The District and COCC have formalized an MOU wherein the District provides the computer lab space and COCC provides the 12 computers, projector, projection screen and printer. COCC provides maintenance and technical support. COCC conducts computer classes at the center to meet community needs
  - The District is able to use the computers and related equipment for its own class offerings and for staff training.
  - As increased demand for these programs continue, consideration must be given to expanding or relocating them to use the John C. Johnson Building. That building may at some point be expanded by adding an Annex wing.
- Business Development
  - In an effort to address some of the issues South County businesses face, a collaborative partnership has formed between local and regional Public, Nonprofit, Private, Education, and Government organizations in order facilitate efforts to develop solutions which promote vibrant business in the Greater La Pine Area. La Pine Park & Recreation, along with the La Pine Chamber, EDCO, and COCC’s Small Business Development Center, has come together to promote business development in our community.
- Adult Education Partnership
  - To promote engagement, organization and action among its members as they serve the educational needs of the adult population of South Deschutes County
  - Partners meet quarterly to maintain frequent communication among members, report programmatic updates with each other and support individual efforts as is necessary and helpful.
  - Partners share and cross-promote classes, workshops and events in order to increase community awareness of the variety of educational and recreational opportunities provided for adults across all organizations involved.
  - Partners work together for the purpose of fostering new ideas and crating shared goals in order to better serve in South Deschutes County through member’s various programs.

**Adult Recreation is a continually developing program and includes:**

- Golf Clinics
- Move for the Health of It
- Pickleball
- Winter walking program
- Chair Tai Chi
- Sightseeing tours to area attractions, such as Collier State Park, Cove Palisades State Park
- Aquasize (partnering with Best Western Hotel)

## **Yearly Cleanup Days**

The District partners with the Youth Corps to perform needed spring cleanup and fuel reduction at Rosland Park Campground and Picnic Day Use Area. It is hoped that their efforts would continue, as they perform a vital service to the District.

## **Evaluation**

The Budget Committee for fiscal year 2016-2017 made it clear that all of these programs needed to be self-supporting. The same formula that was the source of funds to support District programs in 2005 is the very same formula in 2016: grants, in-kind services, rents, program registration fees, pop can collections and annual fundraising events.

It would appear that if the programs are self-supporting, then it could be concluded that the District is in fact meeting the goals it has financially available to it.

District management since 2015 has done considerable reorganization of District offerings in order to meet these revenue mandates.

The Adult Programs are now divided into four components: Education, Recreation, Health, and Business Development.

- Education -- Generates immediate revenue to the District
- Recreation -- Generates immediate revenue to the District
- Health – Generates immediate revenue to the District
- Business Development – Helps generate revenue for the community

Health and Business Development components were not a direct part of the 2005 Plan. However, achieving better response to community needs was implicit in that Plan.

The Youth Programs – These programs are headed to a firmer financial footing. Program fees are being supplemented with grants, which are being aggressively pursued. The very last thing that the District wants to do is to reduce its Youth Programs.

The next section deals with a review of the 2005 Chapter 3 -- Plan Recommendations: Goals, Strategies & Actions, and a checklist of items accomplished by 2017.

## **REVIEW OF PROGRESS TOWARD IMPLEMENTING THE 2005 GOALS**

As recommended in Chapter 3 of the 2005 Plan, certain specific strategies and actions were determined necessary to accomplish the stated goals.

**2005 Strategies for Goal 1: Create a sustainable organization/build organizational capacity  
[pages 17-19]**

2005 Recommendations	2017 Status	2005 Specifics yet to implement
Strategy 1 – Board Development	All actions have been accomplished	
Strategy 2 – Build Community Involvement and Support	All but one action have been accomplished. Social media and website in place	A public relations and information plan always needs to work toward improvement
Strategy 3 – Interim Funding	Permanent funding has been accomplished, as well as the necessary annual review of program user fees.	
Strategy 4 – Seek Permanent Funding	Permanent tax levy is accomplished. Some consideration should be given to returning to the voters to increase the rate or ask for a local option tax	<ol style="list-style-type: none"> <li>1. A System Development Charge program should be planned and implemented to build new parks and facilities</li> <li>2. Obtain sources of funding for their ongoing maintenance and operations</li> </ol>
Strategy 5 – Annual Budget Development Process	All actions have been accomplished	
Strategy 6 – Improve financial Management	All actions have been accomplished	
Strategy 7 – Develop a Staffing Plan	All actions have been accomplished	
Strategy 8 – Personnel Management	All actions have been accomplished	
Strategy 9 – Volunteer Program	Most actions are accomplished	<ol style="list-style-type: none"> <li>1. Develop an orientation manual for volunteers so they are familiar with District procedures and policies;</li> <li>2. Develop a program for evaluating and recognizing volunteers.</li> </ol>
Strategy 10 – Office Automation	All actions are accomplished	Computer upgrades and conforming technology on-going

**Accomplishments Under Goal 1:** Create a sustainable organization and build organizational capacity [2005 Plan, pages 8-9]

- Board training and orientations practices are in place and followed
- An Executive Director has been in place since 2011
- Administrative and Board Policies are in place, organized, indexed and readily useable and available. Policies are in line with accepted SDAO guidelines and in conformity with the laws of the State of Oregon. These include:
  - Financial management procedures
  - Board Member Duties and Responsibilities
  - Contracting
  - Investments
  - Meetings and Records
  - Personnel
  - District Fees and Facility Use
  - Miscellaneous Administrative Policies
- Budgeting process is timely, and reporting requirements have been met

**Remaining Tasks Under Goal 1:**

- None perceived

Actions recommended in Strategies 2 and 4 through 10 in Goal 1 should be included in the job description for the District’s Executive Director. These suggestions are found on pages 17-19 and pages 40-42 of the 2005 Plan.

**2005 Strategies for Goal 2: Improve Existing Parks and Facilities [pages 19-26]**

2005 Recommendations	2017 Status	2005 Specifics yet to implement
Strategy 1 – Establish Maintenance Standards for Existing Parks and Facilities	Maintenance schedules are established	
Strategy 2 – Establish Annual Maintenance and Operation Budget for existing parks and facilities	The Budget for FY 2016-2017 was able to get this strategy accomplished.	
Strategy 3 – Establish Capital Improvement Plan (CIP) and Budget for Existing Parks and Facilities	Not accomplished, set as a goal progress by this 2017 update	A master plan for each park should be completed; develop CIP showing costs and scheduling of projects; Funding proposals should be presented to the voters, as well as seeking funds from grants, community groups, partners and volunteer contributions.

Strategy 4 – ADA Accessibility Plans	Most actions are accomplished. An ADA powered door must be installed at the Community Center, and be planned for the JCJ Building.  <b>Note:</b> an ADA playground for children and youth is being considered	
Strategy 5 – Plan for Maintenance Facility	Plan In progress; some landscaping maintenance is by contract, some by volunteers. Funding for such a facility is not yet available	Plan for a centralized maintenance facility; consider sharing maintenance equipment and responsibilities and possibly a facility with other agencies;
Strategy 6 – Organize a Community Flagship Park Improvement Project	The actions have been used with success many times, and will be used in the future	
Strategy 7 – Caretaker Residents	Caretaker trailers on park properties have created legal problems if the employee is terminated	

**Accomplishments Under Goal 2:** Improve existing parks and facilities [2005 Plan, page 9]

- Annual maintenance schedules and budgets now exist for each existing facility
- The Community Center and associated playground are in place and well-functioning with recreation and office space. Continuing efforts have resulted in a licensed catering kitchen, computer lab, and improvements in flooring.
- Maintaining existing facilities – progress has been made, but budget limitations make this a challenge

**Remaining Tasks Under Goal 2:**

- Securing a consistent source of funds to upgrade and maintain existing facilities
- Master plans and capital improvement budgets for existing facilities need to be developed to guide future improvements and developments prior to any additional funds being spent on current facilities.

Actions recommended in Strategies 1 through 7 in Goal 2 should be included in the job description for the District’s Executive Director. These suggestions are found on pages 19-20 and page 43 of the 2005 Plan.

**Accomplishments Under Goal 3: Plan for future parks and facilities [2005 Plan, pages 9-10]**

- Groundwork for future parks and facilities is on-going. This includes District transparency with its residents, keeping them informed of District issues through social media, newspaper articles, radio, and open meetings with opportunity for public

comment, and the posting of agendas, Board Meeting minutes and digital recordings of Board Meetings on the District's website.

- Community partner relationships are very much improved, and the lines of communication remain open.
- The District has obtained a 150 acre parcel adjacent to the City of La Pine for the future Rodeo grounds, Equestrian Center, and Frontier Days. Initial concepts have been informally discussed with the La Pine Rodeo Association and Frontier Days, as well as various community partners and stakeholders, including veteran's groups. The District is at the very beginning of this process, and no funds are yet available to actually implement any of the ideas and concepts. The development of the 150 acre parcel is first dependent upon community input so that a master plan can be developed with community buy-in.
- The District has met with Deschutes County to develop mechanisms to acquire park and trail lands. The Newberry Country Plan specifically mentions this in Policy 4.1(b) and 17.2(b). Several contiguous parcels of County owned land in what is called the "Red Zone" [flood plain] have been transferred to the District for future park purposes. These are now incorporated into the Audia Park location.

### **Remaining Tasks Under Goal 3:**

- In the 2005 plan, there was discerned a desire for the District to construct an aquatic center. That desire is still a talking point in the community. Other larger area sister communities have been able to build such facilities. But their experience in the yearly costs of operation have led the Board to believe that even after the initial cost of construction, the yearly expenses of properly operating such a facility are far beyond the present ability of the District to support, even when user fees are in place. Thus even if "Developer Fees" or SDC's are accumulated to build the facility, the cost of running it cannot come from such SDC's. The present tax base of thirty cents per \$1,000 valuation would have to be substantially increased to make such an aquatic center feasible. On the other hand, the District will be in a better situation to evaluate the economics of such an aquatic center as the population and area industrial components increase.
- Acquiring additional park land and facilities is an on-going process.

### **Additional Tasks Under Goals 2 and 3**

Upgrading signage for currently developed parks will enhance their use and purpose, and increase public awareness. Well-designed signs make it easier to navigate and leave a positive impression on the viewer. Signage must be consistent with the rural character of the area. Scrolling digital signs can be useful for conveying information to the public such as special events, District meetings, conferences and the like. Signs within the City limits must be in conformity with the City of La Pine's Sign Ordinance. Proper signage for all future parks should be carefully planned.

Professional signage design services are available. Grant money should be pursued to obtain proper design, placement and cost for creating and placing the signs.

**Accomplishments Under Goal 4: Improve existing recreation programs [2005 Plan, page 10]**

- For the budget year 2016-2017 the District’s Budget Committee was able to evaluate programs with a budget for each program that projects expenses, revenues and fees.
- Program leaders and coaches are qualified and screened prior to participation, including staff and volunteers.
- Program leaders/instructors receive training and orientation regarding District policies, procedures and program standards.
- The District has been fortunate that a group of concerned local residents came together and formed “The La Pine Park and Recreation Foundation.” The Foundation’s Mission Statement is *“To support the La Pine Park and Recreation District and enhance access to educational and recreational opportunities by assisting with facility improvements and financial aid for programming.”* The Foundation has been highly successful in its fundraising efforts, and without these efforts many of the District’s existing programs would either not exist or be significantly cut back. The District and the Foundation are in the process of defining their respective roles in “fund-raising” and “friend-raising” events. The District is mindful that fund-raising events planned by the District have to be properly budgeted and evaluated prior to the District undertaking them and spending District resources of staff time and money on them. The same applies to “friend-raising” events.
- Friend-raising events are well suited for recruiting volunteers that are vital to the District’s programs.

**Remaining Tasks Under Goal 4:**

- Determine the exact relationship between the District and the Foundation with regard to all fund-raising activities, and define who does what. Finish an MOU between the District and the Foundation, to include provisions for inclusion of the Foundation in the District’s planning efforts.
- Actions recommended should be incorporated into the job description of the District’s Executive Director found on pages 33-34 and pages 65-67 of the 2005 Plan.

**Accomplishments Under Goal 5: Plan for Future Recreation Programs [2005 Plan, page 10]**

- Improving and expanding existing recreation programs and planning for future recreation programs is on-going and managed by the District’s Executive Director.

**Additional Tasks on Goals 4 and 5:**

These goals are best maintained if the District management is able make use of updated computer technology. Data collection, data processing, storage with a server and/or cloud technology, refinement of the District’s website to include the ability to register on-line for classes, payment processing, search engine optimization are but a few of abilities deemed necessary. Not only is the District in need of efficient internal technology for staff use and planning, but it is essential that the community be able to access useful and accurate information

concerning District operations, programs, facilities, Board of Directors, and District policies. Useful additional features would be on-line video tour of District facilities, and a showcase of the District's future plans.

The need for additional parks and additional programs is apparent. None of these can be accomplished without additional personnel and of course volunteers.

**Based on the forgoing, these additional Administrative Goals are adopted:**

1. Continually monitor projected income from all sources and spending needs and adjust immediate planning goals as necessary. The District's fiscal policies should be reviewed and, as necessary, updated annually.
2. Aggressively seeking available grant money
3. Undertake a yearly review of this Comprehensive Plan Update and make necessary adjustments. In so doing, continue to balance District Planning with Goals and Policies of the NCP and the City of La Pine Comprehensive Plan.
4. Planning for the hiring of additional staff to properly maintain service levels to the community consistent with the District's Mission and Vision Statements. Such additional staff should have defines job descriptions.
5. Adoption of competitive salary schedules and benefit packages for both management and staff
6. Plan for additional management level employees with defined job description and duties
7. Continue to seek an advantageous refinancing of the Community Center Building Loan
8. Continue to expand District programs in recreation and education – including working with COCC and OSU for credit education program opportunities in La Pine
9. Maintain strong and productive relationships with Community partners, including the City of La Pine, Deschutes County, La Pine Chamber of Commerce, local non-profits such as the Community Kitchen, Veteran's Organizations, newspapers and radio, the La Pine Frontier Days and the La Pine Rodeo.
10. Expand the volunteer base. Volunteer hours are vital for in-kind District contribution in grant funding requirements.
11. Work with the City of La Pine and the Urban Renewal District to exchange information and planning for future District projects that come within those boundaries.
12. Understand that the City of La Pine's Comprehensive Plan will be updated periodically in likely response to housing demands, which could increase population densities in certain areas of the City, and thereby increase reasonable demands for necessary park and recreation services beyond the District's initial planning. Land use for the downtown area is still evolving.
13. Create a plan for signage for all park facilities.

**Equipment storage and repair facility**

As the District acquires additional equipment used in maintenance, repair and the like, the need for a centralized location to store equipment and effect repairs becomes even more important. In addition, some park equipment is used only seasonally and needs to be stored and maintained between usage periods. The District needs to create a master plan for a secure equipment storage and for a repair facility. This will allow proper maintenance and repair even when our severe winter snow and ice would otherwise limit such.

# La Pine Urban Renewal Plan

## Adopted by the City of La Pine

### July 23, 2014

### (Excerpts)

From page 3:

## **II Introduction**

The La Pine Urban Renewal Plan (Plan) has been developed for the La Pine City Council (City Council) with the cooperative input of a Citizens' Advisory Committee. The Plan contains goals, objectives, and projects for the development of the La Pine Urban Renewal Area (Area). The overall purpose of the Plan is to use tax increment financing to overcome obstacles to the proper development of the Area.

The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped. These areas can have old or deteriorated buildings, public spaces that need improvements, streets and utilities in poor condition, a complete lack of streets and utilities altogether, or other obstacles to development. The Area has infrastructure needs, lacks adequate streetscape and parking, and does not have a program for assistance to business owners.

Urban renewal allows for the use of tax increment financing (TIF), a financing source that is unique to urban renewal, to fund its projects. Tax increment revenues – the amount of property taxes generated by the increase in total assessed values in the urban renewal area from the time the urban renewal area is first established – are used to repay borrowed funds. The funds borrowed are used to pay for urban renewal projects.

In general, urban renewal projects can include construction or improvement of streets, utilities, and other public facilities; assistance for rehabilitation or redevelopment of property; acquisition and re-sale of property (site assembly) from willing sellers; and improvements to public spaces. The specific projects to be approved in this Plan are outlined in Sections IV and V.

Urban renewal is put into effect when the local government (the City of La Pine, in this case) adopts an urban renewal plan. The urban renewal plan defines the urban renewal area, states goals and objectives for the area, lists projects and programs that can be undertaken, provides a dollar limit on the funds borrowed for urban renewal projects, and states how the plan may be changed in the future.

**Appendix 1, page 1**

The Area, shown in Figure 1, consists of approximately 577.13 total acres: 498.02 acres in parcels and 79.11 acres of public right-of-way.

From page 5:

**Goals and Objectives**

The goals of the Plan represent the basic intents and purposes. Accompanying each goal are objectives, which generally describe how the Agency intends to achieve the goals. The urban renewal projects identified in Sections IV and V of the Plan are the specific means of meeting the objectives. The goals relate to adopted plans, as detailed in Section XI, and were developed with input from the La Pine Urban Renewal Plan Citizens’ Advisory Committee, and community input from the urban renewal open house. The goals and objectives will be pursued as economically as is feasible and at the discretion of the urban renewal agency. The goals and objectives are **not ranked by priority**.

From page 7:

**[Goal] 6 Public Facilities**

Provide opportunities for residents and visitors alike to shop and recreate in La Pine, supporting public service providers and existing businesses and providing stimulus for new economic activity.

Objectives

- a. Assist in development and redevelopment of public facilities that provide vital services (fire, police, and medical), gathering spaces, and other services for the community, including the proposed Rodeo and Events site.

From pages 9-10

**V. URBAN RENEWAL PROJECTS**

Urban renewal projects authorized by the Plan are described below. Public improvements authorized under the Plan include assistance to help create a district identity for the Area, upgrade of utilities to encourage development, and economic assistance to developers. The projects are in conformance with the La Pine Comprehensive Plan, The La Pine Corridor Plan, and the La Pine Transportation Systems Plan as detailed in Section XI of this Plan.

As shown in the Report, urban renewal funds will be combined with existing and other future sources of funding to finance project costs. Projects authorized by the Plan are:

**A. District Identity/Transportation Improvements**

....

- 5. Gathering spaces

Develop gathering spaces to add to the overall positive environment of the Area, encouraging visits to the Area by citizens of La Pine and visitors to the Area.

....

**C. Public Facilities/Infrastructure**

1. Rodeo/Event Site development
2. Development and redevelopment of public facilities that provide vital services (fire, police, and medical), gathering spaces, and other services for the community.
3. Upgrade/provide infrastructure as necessary to allow for the development or redevelopment of parcels within and adjacent to the urban renewal area.

**Appendix 1, page 3**

La Pine Rodeo Association  
P. O. Box 674  
La Pine, OR 97739  
Web: [WWW.LaPineRodeo.com](http://WWW.LaPineRodeo.com)

**CONCEPT AND WISH LIST FOR LA PINE RODEO DEVELOPMENT OF NEW LANDS**

**GENERAL AREA:**

- Electric outlet "stations" to accommodate Vendors & RV's
  - Specific locations based on land designated for Rodeo use overall plan
- Potable Water hydrants located strategically around the Rodeo area for use by Vendors, RV's, Rodeo Water Truck, and Stock Pens.
- Large Main Entrance into the Rodeo area built with logs with large sign "La Pine Rodeo"
- Two large permanent restrooms capable of accommodating a minimum of ten people at any given time. Both Male and Female Restrooms with a minimum of four showers available for Rodeo Contestants. <sup>RV</sup> These facilities can be shared with Frontier Days.
- Permanent Concession Stand within close proximity of Rodeo Arena for La Pine Rodeo Association sales of merchandise, food, and beer. *(JAWT)*
- Outdoor Area Lighting covering entire Rodeo Grounds and Arena. *PPMTEL*
- Permanent Parking area for spectators to accommodate approximately 2000 marked parking spaces, with close in parking to rodeo entrance for handicapped and designated VIP's. Can be included with overall parking plan and use of reserved parking signs. ✓
- Designated Permanent Parking for Rodeo Contestants must be separate from spectator parking and any other designated parking due to personal stock brought in. Area must be large enough to allow parking of RV's and Trucks with Trailers. Should be constructed near backside (east side between 6<sup>th</sup> Street and Pengra Street) of arena opposite of bleachers. Lighting of overall area required along with designated electrical hook-ups and water hydrants for contestants use. ✓
- Minimum of six pens or corrals set up on north end of rodeo area, near contestants parking to accommodate contestant's personal stock for overnight stays. -
- Designated Permanent Parking for Rodeo Stock Contractors and large 18 wheel stock trucks. Must be able to accommodate large stock trucks and trailers with a turnaround for entry and exit. Should be constructed on north end of rodeo area with large open access from 6<sup>th</sup> street.

Yman's Shed

La Pine Rodeo is a 501c (4) Organization  
EIN #54-2125846

**La Pine Rodeo Association**  
**P. O. Box 674**  
**La Pine, OR 97739**  
**Web: WWW.LaPineRodeo.com**

**RODEO OUTDOOR ARENA:**

- Permanent raised and covered bleachers to accommodate a minimum of 2500 spectators, a minimum of two full bleachers to accommodate the handicapped with wheelchair access.
- Permanent entry area with minimum of two ticket booths.
- Paved walkways leading to bleachers to accommodate handicapped.
- Paved or grass area near bleachers or directly behind bleachers with numerous twenty and thirty amp electrical hook ups for use by Rodeo Vendors. -
- Permanent announcer's raised and covered platform with full view of Rodeo Arena. -
- Numerous permanent stock pens with platform for loading and unloading all stock. -
- Permanent run alleys to move stock from pens as needed. -
- Actual inside arena to be a minimum of 250 feet long by 150 feet wide, this does not include space required rough stock chutes, roping chutes and pens, catch chutes and stripping pens which are located directly off arena. -
- Minimum of eight permanently secured bucking chutes. -
- Permanently installed fencing around entire rodeo area to prevent random use and facilitate paid entry to rodeo. -

**FUTURE DEVELOPMENT:**

- Complete Indoor Arena with lighting (preferred climate controlled) for year-round use by Rodeo Association for staging various equestrian events. Large enough to accommodate equestrian riders and spectators, requires access to rodeo stock pens and rodeo arena.
- Stock pens and covered stables built off RV Parking area to accommodate long term stay of people traveling with personal horses. -

**NOTE:**

*Academy - Junior Event Center -*

Final concepts and ideas furnished as specific layout of land grant is proposed. All items listed are preliminary in nature.

**La Pine Rodeo is a 501c (4) Organization**  
**EIN #54-2125846**

## **La Pine Frontier Days Association**

### **CONCEPT IDEAS and wish list for development of new land**

#### **FRONTIER DAYS AREA**

- Approx. 500' x 1000' (11.5 acres) area for vendors, stage and entertainment area, carnival, etc. for Frontier Days
- Electric outlet "stations" to accommodate vendors and RV's – electricity set-ups would also accommodate RV's for other events
- Water hydrants located strategically around the area for use by vendors, RV's, etc.
- Dirt area for Lawnmower Racetrack (could be used year-round for other appropriate uses)
- Eventual set-up for 2 stages (large and secondary) at opposite ends of the midway
- PA System throughout the midway for announcements
- Paved access drives surrounding the area with paved access to entry
- Large Main Entrance into the area built with logs with large sign
- Permanent Park Bench seating in shady area
- Outdoor Area Lighting for park
- Event Center with minimum 80' x 150' building (or equal to average conference usage) for quilt show, youth fair, indoor displays, etc. To be used for future conventions or events.

#### **RODEO OUTDOOR ARENA**

- Permanent covered bleachers to seat min. 2500
- Permanent entry area with ticket booth
- Paved walkways to bleachers
- Paved or grass areas to accommodate vendors
- Permanent Announcer's Stand
- RV Hookups for contestant's use
- Stock pens
- Water Hydrants for vendor/stock use

#### **GENERAL FOR BOTH EVENTS & THE AREA**

- 2 Permanent Bathrooms to serve both the Frontier Days and Rodeo (min. 6 stalls each, men's & ladies and possibly showers & laundry that can be opened for specific use by rodeo contestants or RV spaces use only - designed in such a way so they can be used

by Frontier Days when the Rodeo is not going (closed access during rodeo for rodeo use only)

- Primary parking area 350' x 2000' (16 acres) directly off 6<sup>th</sup> Street, with two driveways for entrance and exit. This would be used for main event parking and could be closed off when no events are going. None of the trails etc. would be accessed from this parking area.
- Secondary parking off 5<sup>th</sup> Street & Pengra (Appx 12 acres) – this will be used during the rodeo for rodeo rigs and overflow event parking. Will act as parking to access trails, picnic areas and playgrounds.
- Install fencing along West and North Boundary to prevent continued random use from the neighborhoods.

#### POSSIBLE PROJECT TIME FRAME FOR INITIAL USE

- Determine placing of the area for main parking, Frontier Days, Rodeo grounds, auxiliary/rodeo parking
- Grade and prepare these areas for future development

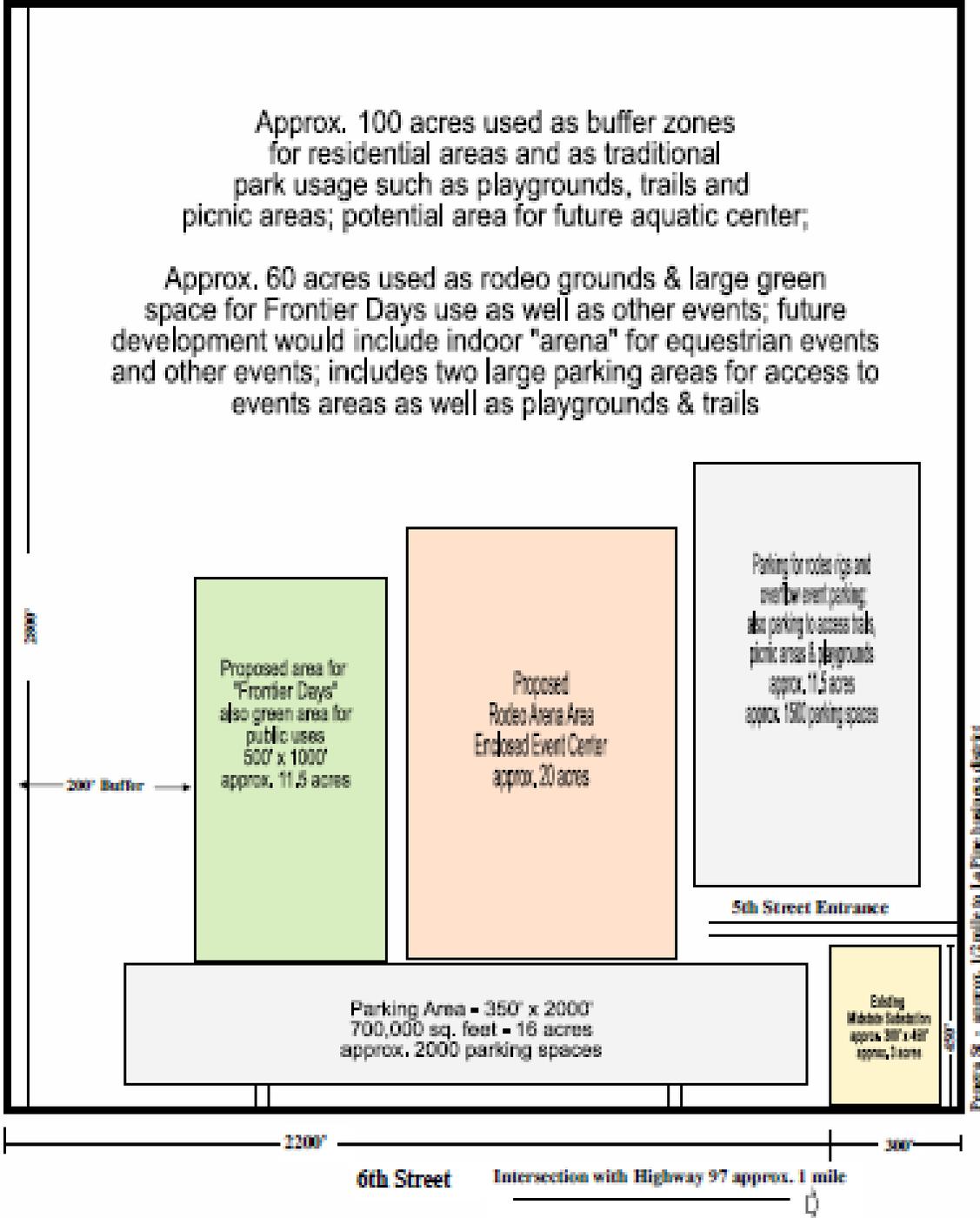
PLEASE NOTE: After the placements have been determined, the first year Frontier Days could plant a grass area without having water on site and bring in generators for electricity. No true infrastructure would be needed except perhaps a driveway installed for access off 6<sup>th</sup> Street.

- Determine where best placement is for new well or wells to service all areas. Install at least one well prior to initial opening; Install main lines to areas to be watered initially
- Determine Electricity demands; plan, permit and place electricity infrastructure to main areas Determine number and types of electricity needed; plan for number of panels, outlet boxes, etc. Install as much of the needed electricity as possible given costs, etc. and prepare for what can be added as money is raised (i.e. run main conduits, etc.)
- Determine irrigation needs for the main grassy area of Frontier Days. Install sprinkler lines and sprinklers.
- Plant grass seed or if possible obtain grant for sod and place the sod
- Create driveway(s) from 6<sup>th</sup> Street; improve driveway off Pengra St.
- Final clean-up, grade and gravel of initial parking areas
- Move and utilize existing Rodeo bleachers, stand, pens, etc.

#### Appendix 3, page 2 of 4

## **LONG-TERM POSSIBLE FUTURE DEVELOPMENT**

- Indoor Rodeo Arena for use year-round for rodeo/equestrian and other events held on a dirt area – access to stock pens and rodeo camp
- Permanent “Frontier Village” with permanent vendor space inside frontier style store fronts...a church, meeting hall, school, etc. connected with board walks. Could be open on weekends for a 6 week time frame surrounding the 4th of July Celebration. Usage year-round for weddings, parties, etc.
- Nature Trails, Archery Shooting Trail, Disc Golf Course, Picnic areas & play-grounds to be placed North of the main structures of the Rodeo and Frontier Days area so they can be used and accessed at all times even when other events are using the main facilities.
- Paved parking areas



Appendix 3, page 4 of 4

## 150 Acre Sample Revenue Producing Activities and Events

Rodeos	VIP events
Equestrian events	Funeral receptions
Draft horses and trailers	Talent shows
Frontier Days	Dog shows
Concerts, indoor and outdoor	Art Festivals
RV Parks and Campgrounds	Birthday parties
Veterans' events and Stand-downs	Anniversary parties
Native American Events, history and traditions	Turkey shoots
Boy Scouts Jamborees	Chicken shoots
Girl Scouts Jamborees	Movie nights
Town Gatherings	Mule Days
Weddings	Celebration of Honor
Receptions	Remote controlled car and boat events
Reunions	Political Debates
Frisbee Golf	BMX Competitions
Archery and Small Arms training	Trade shows
Pool tournaments	Boat shows
Foosball	RV shows
Christmas Lights, trail	Car shows
RV gatherings	Annual gatherings
BBQ parties	Church organizations
Fire Safety events	Square dancing
Cooking events, cook-offs	
Survival Seminars	
Adventure events	
Tech shows	
Brain storming	
Special person or groups	

### Appendix 4

## RURAL RESOURCE FORUM LA PINE

### Resources for Existing/New Businesses and Entrepreneurs

Dan Varcoe

#### STATUS/VISION:

- **La Pine Comprehensive Plan 2010 –**
  - The Value of developing businesses in place as well as attracting new biz.
  - La Pine's successful economic development is key to the vision to be a "complete" community.
  - Creating a complete community begins with providing enough jobs, education, services, and industry to sustain the community without heavy reliance upon other nearby cities such as Bend and Redmond.
- **Recent Community Surveys, Ford Leadership Alumni and Roadmap Interviews have found that we need to focus on:**
  - Local Business Development and grow
  - Business Attraction
  - Local Business Development and Training
  - Business coordination
  - Attract New business
  - More retail/restaurants/grocery stores
- **Top Initiatives from Assessment and Community input:**
  - Business Vitality
  - Marketing and PR
  - Beautification
- **Business Vitality Roundtables Explored**
  - Workforce challenges and solutions
  - Customer Service Values and enhancements
  - Business Marketing Practices
- **La Pine Chamber of Commerce Strategic Plan prioritizes Small Business Vitality Strategies**

#### **OUTCOME AND CONCLUSION:**

1. A culture of excellence in its business practices,
2. To help existing businesses grow, be more sustainable and profitable
3. Stabilize jobs and retain businesses to provide economic security for local families
4. Create a long-term business outreach strategy that involves locally trained and skilled leaders
5. Better connect local businesses with public and private Resources
6. Build the capacity of the community to help its businesses.

#### **WE PROPOSE TO CARRY OUT THIS MISSION BY BUILDING A MULTI-USE BUSINESS DEVELOPMENT CENTER THAT PROVIDES THE FOLLOWING:**

- Dedicated space for business skills training – A sense of "Place"
- Space for workforce training
- Space for Intern Training.
- Certifications – Pride Building in Business Excellence
- Conference Room availability
- Maker Space where craftspeople, builders and others can share ideas, skills and tools.
- Computer Room for Central Oregon Community College Online Education & Training Opportunities. Equipment is currently existing and could possibly be better utilized here.

#### GAPS

##### **Building and Equipment/Furnishing**

- Parking lot - \$70,000 - \$75,000
- Moving the building if needed - \$40,000
- Remodeling and repair of existing building \$75,000
- **Total Estimated: \$200 - \$250,000**
- Possible expansion of the building \$75,000
- Furniture, Desk, Tables, chairs etc \$12,000

#### Discussion about potential partners to help address the gaps/next steps:

##### **Partners and Users will provide sustainability and management –**

- **Partners:** Central Oregon Community College, (SBDC) Small Business Development Center personnel, La Pine Chamber of Commerce, La Pine Park and Recreation District, SCORE
- **Possible Building –** John C Johnson Building owned by La Pine Park and Recreation District (or acquire/build other)
- **Experienced Business Mentors**



## **Rosland Campground and Day Use Area**

Suggested plan for future use and site development and improvements.

October, 2017

The Rosland Campground Volunteer Committee, in working with the District's Executive Director and Board Chairman, submits the following for consideration for the future of Rosland Campground and Day Use Area:

### **Overall Considerations:**

1. Day use area continues to provide the community with access to the Little Deschutes River
2. Make operation sufficiently self-supporting to pay for its own employee/staff and overhead.
3. Campground – pays for most of the rest of the activities and recreation services to the community. It would also pay for overhead. Consider re-design and placement of campsites. Consider uniting the park into a single theme in the design process.
4. Apply for grants to install tanks for black and gray water, so can have showers and flush toilets.
5. Consider City Water and expense to bring it to the site.
6. Apply for grants to install electric to each campsite with hookups.
7. Consider power to tent sites as well.
8. Improvements to meet definition of expansion to qualify for SDC funding. Community demand for these improvements far exceeds the present ability of the District to supply without the implementation of SDC funds.
9. Potential Additional Community Activities:
  - Oktoberfest
  - Winter Festival
  - Winter Playland
  - Mardi Gras
  - Campouts for scouting
  - Community Picnics
  - Movie nights
  - Horseshoe tournaments

- Concessions for campers and river float trips
- Weddings
- Family reunions
- Dog Park
- Partnering with the Schools for living riparian instructional programs
- Nature and outdoor education
- Kayak instruction classes
- Camp cooking classes
- Cast Iron cooking events
- Chili competitions
- BBQ competitions
- Adopt a trail
- Nature Crafts activities
- Central point for bicycle touring
- Because of the site's interesting history some thought should be given to putting up historical information panels. Information and interpretive signage about the river trail would also be appropriate.
- Winter Festival of Lights and Santa's Village – partnering with local non-profits
- Music Events and Festivals
- Vintage RV gatherings
- Fairy House and Garden competitions
- Cross Country beginner's ski instruction and course
- Winter survival classes
- Nature photography classes

10. Affirmatively work with local non-profits and organizations to expand community involvement. Encourage each non-profit to have a "Rosland Weekend" for retreats and planning.

11. Apply for planning grants:

- Self-supporting – what it needs to become
- How to get there and time schedule – campground redesign and expansion
- Environmentally appropriate
- Park entrance beautification and widening – traffic safety
- Parking and lighting
- ADA compliance
- Solar components

12. Yurts

### 13. Overhead considerations

- Staffing
- Marketing
  - As part of a marketing plan, create a Rosland Campground Mascot that can be used in marketing materials. In addition, a costume suitable for a person to wear and used in much the same way as Smokey Bear and McGruff the Crime Fighting Dog.
- Supplies
- Maintenance
- Repairs
- Utilities – electric, trash, water testing, internet
- Administrative Costs:
  - Accounting related
  - On-going activity planning time
  - Insurance
  - Security

Rosland Campground and Day Use area is the one location where the community can have such a variety of locally popular activities in a riparian and forested location. The campground component will draw visitors to the area and be a valuable economic resource supporting the park. The Campground redesign is to remain consistent with City of La Pine zoning design components, which will enhance the camping experience for all users.

Two completed grants – one for the picnic shelter, and the other for the soft landing and river bank stabilization – have already laid the foundation for the overall design and improvements envisioned. The Rosland soft landing site is the downriver terminus of the Little Deschutes River Trail from Leona Riverside Park. This river trail, when completed, will be a truly “one of a kind” river trail within the entire state of Oregon.

The overall plan must emphasize a strong alliance and partnership with local citizens and maintain the recruitment and retention of volunteers.

The District must engage in an affirmative promotion of the Campground and Day Use Area. The goal would be to make the park a “buzz word” within the community. This can be done with an investment in simple signs along traffic corridors, suggesting for example “Save Rosland Campground” or “Rosland Campground YES.” Funding for such promotion could be sought from the City of La Pine as part of TRT Funds, or from the La Pine Park and Recreation Foundation.

## **List of possible initial SDC funded Capital Improvement Projects**

- Children's playground replacement equipment and upgrades in Heritage Park
- New water play area in Heritage Park
- Rosland Campground and Day Use Area facilities expansion
- Storage and repair facility for District equipment
- Purchase and development of property for future park in the north part of the District

## **Appendix 8**