

Chapter 23.68. PUBLIC FACILITIES AND SERVICES

23.68.010. Public Facilities and Services.

23.68.020. Policies.

23.68.010. Public Facilities and Services.

A. Introduction.

In a County growing as fast as Deschutes County the provision of public services is a major issue. Adequate services at the right locations are the result of planning, hard work and money. The present growth rate has exceeded the previous plans and hard work by local governments has not always been able to keep up with the demand, especially since there is a growing reluctance to pay the higher taxes it takes to obtain the public services. In addition, the scattered low-density development that has occurred in some places is so inefficient in supplying services that the needed facilities are excessively expensive or completely unprovidable.

B. Utilities.

Utility services are more easily, and less expensively, provided when development occurs in and around areas with existing utility lines. Large lots require long lines resulting in higher costs, and often discourage later redivision into smaller lots.

Small community sewage systems often have problems because of isolated peak use resulting in a discontinuity of waste. Often these systems are not properly operated or maintained. Once a breakdown occurs correction of the problem is difficult or uncertain. However, places such as Black Butte, Sunriver and Juniper Utilities have worked well because many homesites were served and the expense was acceptable to the families involved.

Because water is crucial to public health and safety it must be protected from contamination by waste discharge, poor well construction and high concentration of septic tank systems. This protection has not always occurred in the past. And small water systems have difficulty with maintenance and operation.

One proposal which is continually raised is the metering of water to reduce use and costs.

Of all public facilities (aside from roads) the extension of sewer and water service are the most critical to planning. Decisions as to where and when services will be provided can significantly reduce the costs of these, and other, services.

C. Law enforcement.

There are frequent complaints about inadequate police protection and a check of national averages indicates that in 1978 the County was eight officers short of equaling the national average of 1 officer per 1000 citizens. At the present rate of growth, and especially in the light of construction of such facilities as shopping centers, many additional officers and support personnel will be needed. In 1977 alone all types of crimes increased 12 per cent for the County Sheriff's Department. Increases in the cities were even higher. Yet, recent levies to obtain more Sheriff's officers have been rejected by the voters.

D. Schools.

One of the basic problems with larger amounts of residential development is that it rarely pays in property taxes for the services that must be provided. This is particularly true for the most expensive public facility--schools. Increasing permanent residences require more facilities and teachers. In the past much of the new development was expected to be seasonal recreation and therefore not likely to require schools. With the realization that much of the seasonal development is now becoming full-time residences that require school services the school districts have been forced to seek additional funds for new buildings and more teachers. In addition, since many of the new residences are in rural areas requiring ever more expensive busing the costs have risen even faster than expected. In School District 1 students bused increased from 26.5 percent in 1970 to 41 percent in 1977 and in one year (1977-78)

jumped to 46.6 percent. This busing requires approximately 7 percent of the total District budget. In School District 2J about 60 percent of the students are bused. In both districts the operating cost for busing (not including bus purchase) is nearly \$1.00 per-mile.

E. Fire. (See Natural Hazards Chapter also)

Perhaps the public service most often forgotten is fire protection. In many areas of the County no fire agency is responsible for fires which occur. To solve this problem fire districts are often formed in rural areas or fire protection contracts signed with fire protection agencies. However, even when fire districts exist the annexation of new developments may take over a year and in the past the Bend Fire District has had to put a moratorium on any new annexations because of facility shortages.

Many people assume protection is available from Federal or State agencies, but these offices have no authority or responsibility on private lands. Usually they are not trained to fight structure fires, and in the winter their firefighting equipment is drained and stored away.

As the County continues to grow many firefighting agencies are becoming increasingly concerned about the lack of proper controls to reduce fires in subdivisions, the inadequacy of firefighting equipment and training, and the need for more cooperation and mutual aid agreements between the various agencies. Proper planning and subdivision control is seen as critical in dealing with the situation.

F. Health.

County health departments have important impacts on development locally. Concern about water quality and available health facilities, as well as needs generated by different types of development, often bring the health and planning functions together.

As the community continues to grow, additional nurses, sanitarians, etc., are required. Without (the new) employees approvals may take weeks to obtain.

Sometimes people can be substituted for facilities as when Home Health nurses provide older people an opportunity to stay at home rather than requiring the construction of new hospital or nursing home units. At present, sufficient nursing home units exist locally.

Each of the County's hospitals is preparing a master plan to guide its growth. The effects of community growth are evident at St. Charles Hospital where growth, such as the new Mountain View High School, has created traffic congestion interfering with emergency hospital operations.

Providing public facilities is a complex and difficult task, but one critical to the community's growth.

G. Solid Waste.

In the past the County has had six landfills. Three of the landfills (Alfalfa, La Pine and Fryrear) have been closed in 1988, 1989 and 1990 and replaced with transfer and recycling stations. A fourth landfill, Negus, will be closed in 1992 and replaced with a transfer recycling station. The two remaining landfills, Knott and Demolition, will remain open and are expected to have a useful life until approximately 2010.

The Knott landfill receives the transfer and recycling waste from the four transfer stations. The Demolition landfill receives wood and demolition material. The Demolition site will be used as a source of approximately 1.5 million cubic yards for the Bend Parkway project. According to the Public Works Department's latest calculations, 24 percent of the waste stream is diverted from burial at the landfills through composting at the landfill site, the bottle bill, and the recycling of tires, cardboard, aluminum, oil, glass, newsprint, appliances, office and computer paper and plastic milk jugs.

H. Goals. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as framework for urban and rural development, and thereby a system or plan that coordinates the type, location and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

(Ord. 2002-005 §1, 2002; Ord. 2000-017 §1, 2000; Ord. 92-051, 1992; PL-20, 1979)

23.68.020. Policies.

1. General.
 - a. Public facilities and services shall be provided at levels and in areas appropriate for such uses based upon the carrying capacity of the land, air and water, as well as the important distinction that must be made between urban and rural services. In this way public services may guide development while remaining in concert with the public's needs.
 - b. While clear distinctions are not always possible between urban and rural services, those facilities (such as sewage treatment plants, water systems, schools and fire stations), which are necessary to service concentrations of people shall be known as key facilities and shall be located in urban areas or in rural service centers, if necessary, to meet the needs of existing rural residents. Key facilities shall be built to encourage urban, rather than increased rural, residential development. Rural services such as sheriff's patrol, snowplowing, schools and school busing shall be kept at levels adequate to meet public needs but not in excess to encourage additional development. Rural Service Centers are a logical location for future rural key facilities so that services may be used and constructed in as efficient a manner as possible (see Rural Development Chapter). Key facilities outside urban areas or Rural Service Centers shall be discouraged unless the facility is needed to serve existing development, is at the most efficient and economic location and is consistent with the capabilities of the land and the planned growth of the County.
 - c. Future development shall depend on the availability of adequate local services in close proximity to the proposed site. Higher densities may permit the construction of more adequate services than might otherwise be true. Cluster and planned development shall be encouraged.
 - d. The County shall prepare a Capital Improvements Plan which considers the costs and benefits of construction at various sites. Sites which are less expensive in the long run shall be given priority to less efficient sites.
 - e. Deschutes County shall encourage the formation of special service districts to serve rural needs rather than becoming involved with serving those needs. The County will foster coordination and mutual planning between the County, special districts, utility companies and service corporations. This shall include common trenching where appropriate.
 - f. Deschutes County shall coordinate with the cities and other service providers in urban areas to assure that all urban services are provided in an equitable manner and construction phased, based upon the time required to provide the service, the reliability of the service, the financial cost, and the levels of service needed. All services shall be provided consistent with the provisions of all other required services.
 - g. Because of the increasing cost of development which must be borne by local residents, the County shall investigate various methods to control or obtain funds for providing new public service levels. This investigation is to include review of a Systems Development Charge. The County shall conduct a review of systems development charges for areas outside the urban growth boundary by January 1, 1995.
2. Utilities.
 - a. Utility companies shall be offered an opportunity to comment on their ability to serve proposed developments.
 - b. New development shall not be located so as to overload existing or planned facilities, and developers or purchasers should be made aware of potentially inadequate power facilities in rural areas.
 - c. When feasible all utility lines and facilities shall be located on or adjacent to existing public or private rights-of-way so as to avoid dividing existing farm units, and transmission lines should be located within existing corridors as much as possible.
 - d. Power generation sites shall be landscaped and the site plan reviewed as part of the conditional use applications.

- e. Electrical substations shall be a permitted use in all appropriate zones with final approval based upon County Planning Department acceptance of a detailed site plan. Minimum lot sizes shall not apply to substations, but adequate area for equipment, storage, buffer and potential expansion shall be required.
 - f. All new development shall be consistent with adopted sewage plans, and new community systems in urban areas shall be designed to fit into the municipal system. Also, in urban areas, where connection to a sewer system is not appropriate now but will be required in the future, dry sewer lines may be required for future use (this does not apply in larger lot subdivisions where no future sewers are anticipated).
 - g. Mutual agreements between the County and the cities shall assure sewer and water systems are extended in a planned manner.
 - h. Sewage treatment plants offer both problems and opportunities. To decrease the impact of noise and odor a large buffer area shall be required. The treated sewage (both septic tank sludge and municipal water) should be used as a resource and drill hole disposal discouraged.
 - i. Well marked recreational vehicle dump stations are needed locally and the County shall encourage such facilities in parks, service stations and other appropriate locations.
 - j. The capability for County land to be annexed into a city shall depend upon the availability of adequate services, such as water.
 - k. Metering of existing and future water systems shall be fostered.
 - l. Oregon Water Wonderland Unit 2 Sewer District. Through County file nos. PA-02-5 and ZC-02-3, the Board of County Commissioners approved a zone change for certain property in Section 25 of Township 20 South, Range 10 E.W.M. to Rural Residential with a Limited Use Combining Zone. The Board adopted the Limited Use Combining Zone to limit the uses that could be established on the subject property to those approved through its written decision dated March 28, 2003 and listed as follows: a sewage treatment facility, effluent ponds, ground application of treated effluent, agricultural use, and propagation and harvesting of a forest product.
3. Solid Waste.
- a. Existing solid waste sites should be protected and either expansion areas or new sites found. The Solid Waste Management Plan shall serve as the major document for site determinations.
 - b. In order to discourage open burning and to encourage recycling the County shall continue to offer a no-cost dump service and to consolidate dumping.
4. Law enforcement.
- a. Because of the difficulty in providing County-wide sheriff's patrol all future development shall be reviewed for the adequacy of police protection.
 - b. The County will seek to improve rural police protection, including the development of sheriff's substations, where feasible.
5. Schools.
- a. In light of existing problems with providing school facilities all new development shall be reviewed for its impact on the schools. Substantial expansion of school bus routes shall be discouraged, and the County shall require the dedication of adequate land for new schools required to meet the needs generated by major new developments. In addition, the County shall consider designating appropriate County lands for school sites.
 - b. Plans for schools shall consider the policies within the Oregon State Standards:

Minimum
Enrollment Site (acres)

Elementary School	550	10
Intermediate School	800	20
Senior High Schools	1300	30

- c. School districts shall cooperate with other affected agencies for efficient construction of recreation facilities (i.e., bike paths) and other public facilities.
 - d. School district boundaries should be regularly reviewed to best serve County residents.
6. Fire.
- a. Land for a fire station shall be dedicated in large developments.
 - b. The minimum diameter for water distribution mains on which fire hydrants are located shall be six inches.
 - c. Hydrant spacing should not exceed 1000 feet with minimum fire flow of 500 gallons per minute on subdivisions or developments with a population density of 2 or less single family units per acre; on subdivisions or developments where population density exceeds two single family dwellings per acre, hydrant spacing should not exceed 500 feet with a minimum fire flow of 750 gallons per minute. Where structural considerations warrant, additional requirements should be considered. Urbanizing area standards shall be those of the incorporated city. In rural fire protection districts final determination of standards will be made after discussion with the R.F.P.D.
 - d. Water source or storage shall have a capacity to support the required fire flow for a period of two hours in addition to maximum daily flow requirements for other consumer uses. Refer to "Water Supply Systems for Rural Fire Protection" NFPA Pamphlet #1231, 1975.
 - e. Fire protection and law enforcement agencies should strictly enforce solid waste disposal ordinances.
 - f. Fire stations should be built in an architectural style that will blend into the area of location.
7. Health.
- a. Assured health care for Deschutes County residents is an important public and private service. The County shall encourage and support public health programs for low income families and regular school health programs, as well as services like Home Health Care, and services to the elderly, disabled, blind and juveniles such as day care and foster homes. County support may be in the form of allocations from the County budget, political support, appropriate zoning or other useful action.
 - b. Adequate hospital and medical facilities shall be encouraged and County plans will consider the effect of incompatible land uses, noise and pollutants, as well as transportation and other factors, on these services.
 - c. Provisions for adequate cemetery sites shall be made, and alternative designs which conserve lands shall be encouraged.
8. Other.
- a. Adequate access to good public library service is important to many residents of Deschutes County and actions to assure such access shall be fostered.
 - b. Any major irrigation waterway within 100 feet of a proposed development shall be placed in a pipe at the developer's cost to protect young children from the hazard, subject to engineering feasibility and approval by the irrigation district.
 - c. All development in Deschutes County shall comply with all applicable state and federal rules, regulations and standards.

(Ord. 2003-015 §3, 2003; Ord. 2002-005 §1, 2002; Ord. 2000-017 §1, 2000; Ord. 92-051, 1992; Ord. 80-203, 1980; PL-20, 1979)