

Deschutes County

# Tumalo Community Plan

2020-2040



Deschutes County Community Development  
Updated 2024

# Introduction

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The Tumalo Community Plan (Community Plan) is an integral part of the Deschutes County Comprehensive Plan and, upon adoption by the Board of County Commissioners, constitutes an official chapter (Section 4.7). The Community Plan may only be changed if it is reviewed through an official legislative plan amendment process. The Community Plan’s goals and policies provide a decision-making guide for land use planning, capital improvements, and physical development during the next 20 years (2020 – 2040). It is anticipated that Deschutes County, Oregon Department of Transportation (ODOT), special districts, residents, and community leaders will consult the Community Plan when preparing land use or transportation projects in Tumalo.

Tumalo is a small rural community located approximately three miles northwest of Bend in the center of Deschutes County. Oregon Administrative Rules recognize areas in Deschutes County like Tumalo as an “Unincorporated Community” under OAR 660-022. Of the four types of unincorporated communities identified in OAR 660-022, Tumalo is a Rural Community. OAR 660-022 states a Rural Community is a place “which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area.”



Image: Metal Statute, Photo Credit: Deschutes County Staff

Deschutes County plans and regulates land uses in Tumalo under this legal definition. The Deschutes River and U.S. 20 bisect Tumalo. Single-family home neighborhoods, a small commercial node, as well as Tumalo Community School all lie north of the highway and west of the river. Additional commercial and industrial properties are located on the south side of the highway. This includes a more recent residential neighborhood with higher densities than previously found in Tumalo. Although this Community Plan only addresses lands within the Tumalo boundary, access to U.S. 20, local businesses, district offices, Tumalo Community School, and Tumalo State Park create a hub that attracts nearby residents and visitors.

The Tumalo Community School, within the Redmond School District, had originally served children between kindergarten and 8<sup>th</sup> grade, with an approximate attendance of 407 students in 2010. Beginning in 2020, due to decreasing student attendance numbers, the school transitioned away from a middle school model and began serving around 250 students between kindergarten and 5<sup>th</sup> grade. The school's geographic service area extends to the outlying areas of Bend, in addition to Tumalo.

Just one mile away, Tumalo State Park encompasses approximately 156 acres with an addition 52 acres of contiguous surrounding land also owned and operated by the Oregon State Parks system. The park offers camping, picnicking, fishing, hiking, and wildlife viewing and hosted approximately 517,000 visitors in 2021. Its location provides an excellent place to camp while enjoying Central Oregon's surrounding amenities and year-round recreation. A 2.4-mile segment of the 12-mile Deschutes River Trail is accessible from a day-use area parking lot within Tumalo. The trail follows the Deschutes River south 1.4 miles to Riley Ranch Nature Reserve, which offers additional trails.

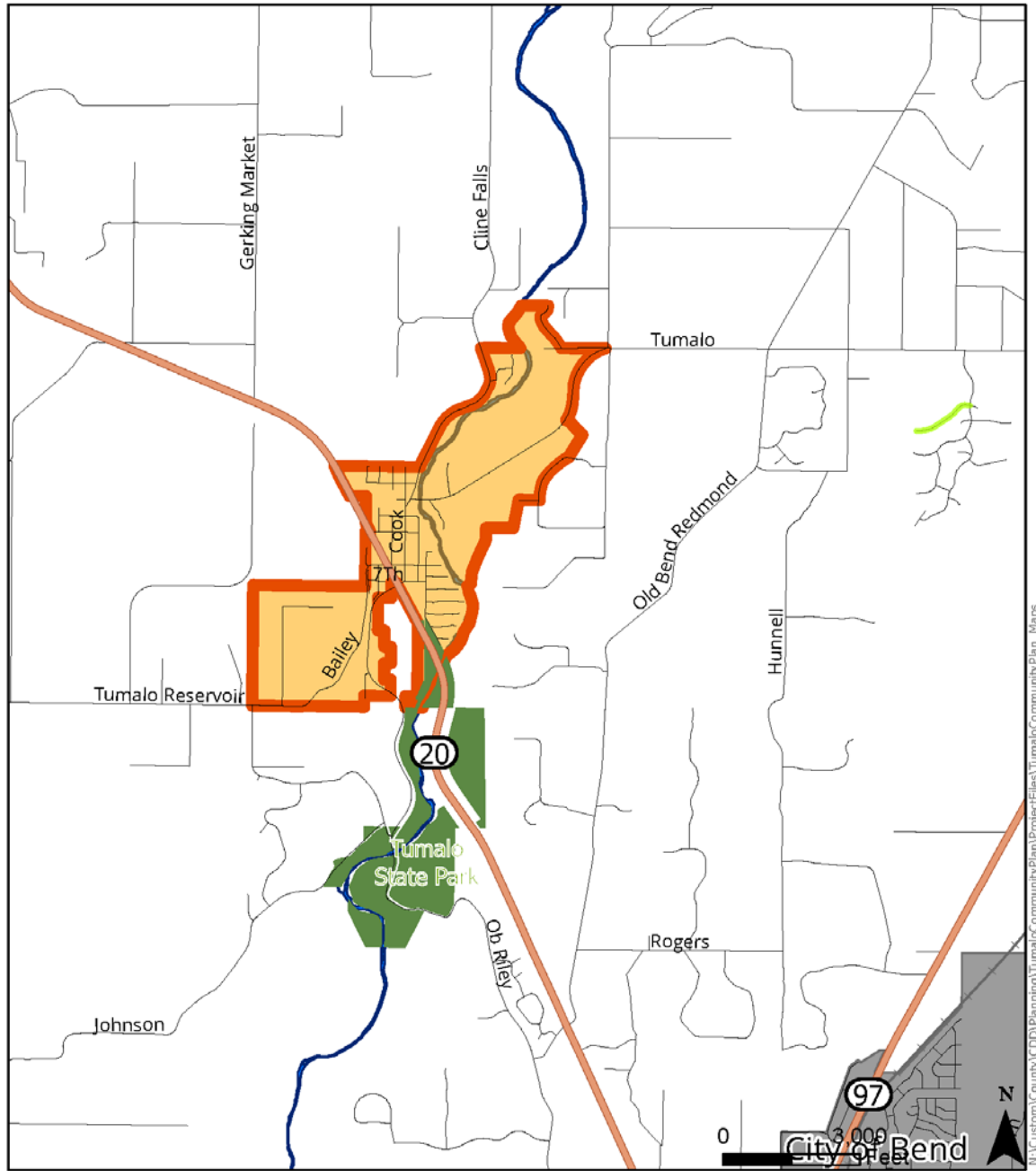
Between 2010 and 2020, Tumalo has undergone significant changes in terms of land use activities and transportation improvements. Several artisan shops have opened along Cook Avenue, there is a thriving food cart pod, the Twin Bridges State Scenic Bikeway rolls through Tumalo, and a two-lane roundabout is due to open in 2023/24 at US 20/Cook-OB Riley intersection. The County anticipates an additional roundabout at Cline Falls Highway/Tumalo Road intersection. A small-scale sewer system has developed that serves the higher-density neighborhood in an area bounded by the south side of US 20, Bailey Road, and OB Riley Road. Based on residents' requests, the County hired a consultant to conduct a sewer feasibility study, which was conducted in 2022. The sewer feasibility study provides a high-level assessment of the costs and potential for sewer expansion throughout Tumalo as many properties are on older septic systems. The feasibility study provided information to residents on potential next steps if the community chooses to form a sewer district.




Based on the changes noted above and the population growth in the community, the County determined it was time to update the 2010-2030 TCP. The County also received a Transportation Growth Management (TGM) grant to focus on bicycling, walking, and transit, aka active transportation, in Tumalo. Both efforts involved extensive coordinated public outreach.

The TCP Open Houses occurred in the Tumalo Community School gym on May 11, 2022 (kickoff meeting); August 8, 2022 (draft goals and policies); and May 17, 2023 (revised draft goals and policies). Additionally, staff held Meet A Planner one-on-one sessions in Tumalo from June 13-24, 2022 and again from May 2-9, 2023. Finally, staff created public web pages and online story maps to summarize the project, conduct surveys, and provide updates.

The TGM grant took a similar approach to public outreach, including a June 8, 2022, walking tour of downtown Tumalo where the public provided comments and suggestions. The TGM bike/ped/transit grant also included a story map, a website, and stakeholder advisory committee meetings. The TGM grant's recommendations for bike/ped/transit are incorporated into the TCP.

### Tumalo Vicinity Map



-  Tumalo State Park
-  City of Bend
-  Unincorporated Community

Tumalo Vicinity Map

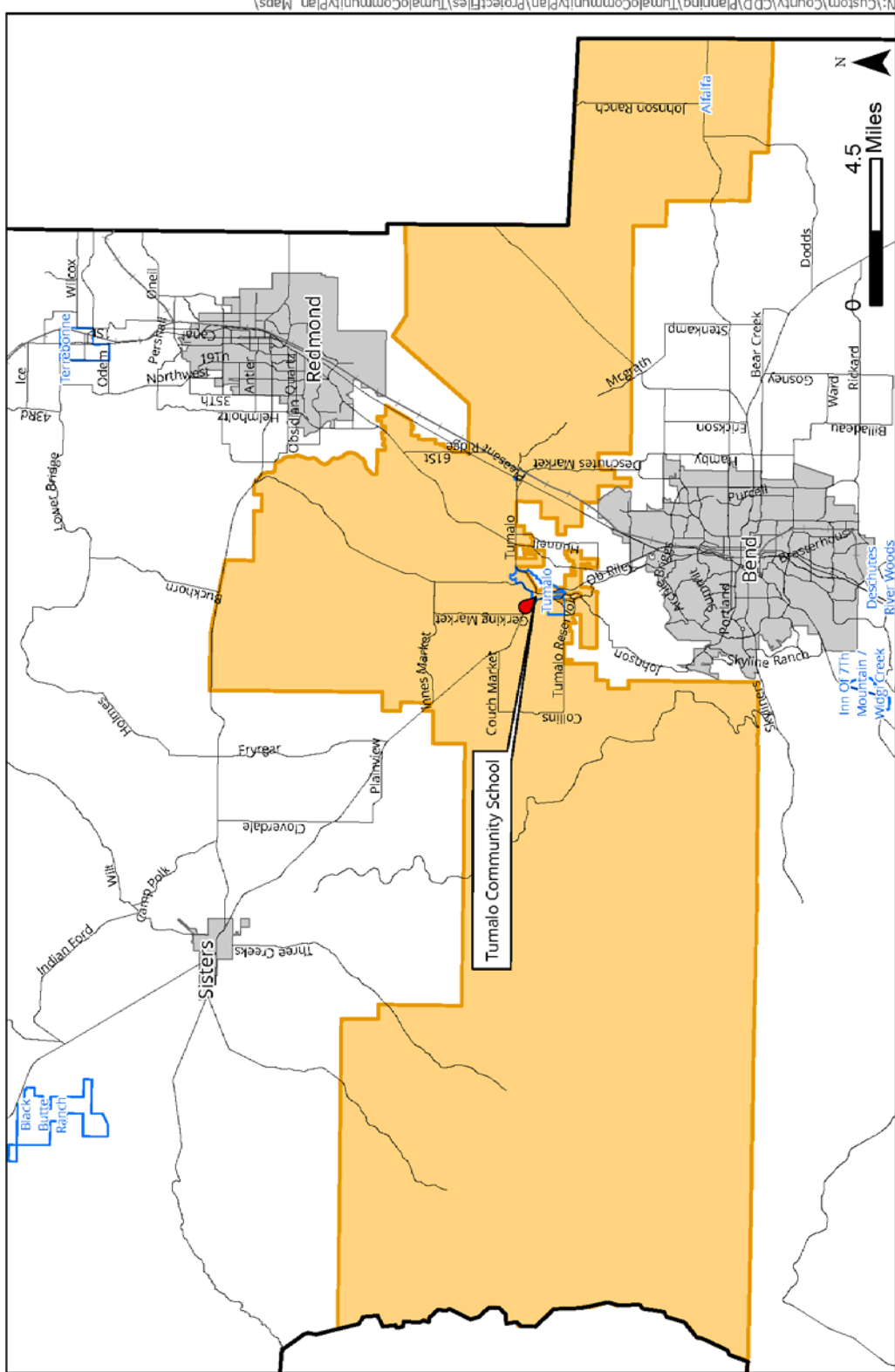


6/15/2022









### Tumalo Community School Student Boundary Map



**Tumalo Community School  
Attendance Area**

6/23/2022

-  Tumalo Community School
-  Tumalo School Attendance Area
-  Unincorporated Community
-  County Boundary

# Community Vision Statement

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*Retain the livability of Tumalo as a rural small town, by ensuring safe and efficient public services and collaborating with the surrounding rural area.*

Tumalo residents' input crafted this community vision for 2020 to 2040. It is their intent that the Community Plan, developed in cooperation with Deschutes County, will serve as a framework to realize this vision. The community input came from several public venues. These included public open houses, one-on-one meetings with County planners, public surveys, online comments, and e-mails to County staff. Input came from people who lived within the boundaries of Tumalo as well as those who live near Tumalo and either shop or work there or send their children to school there.

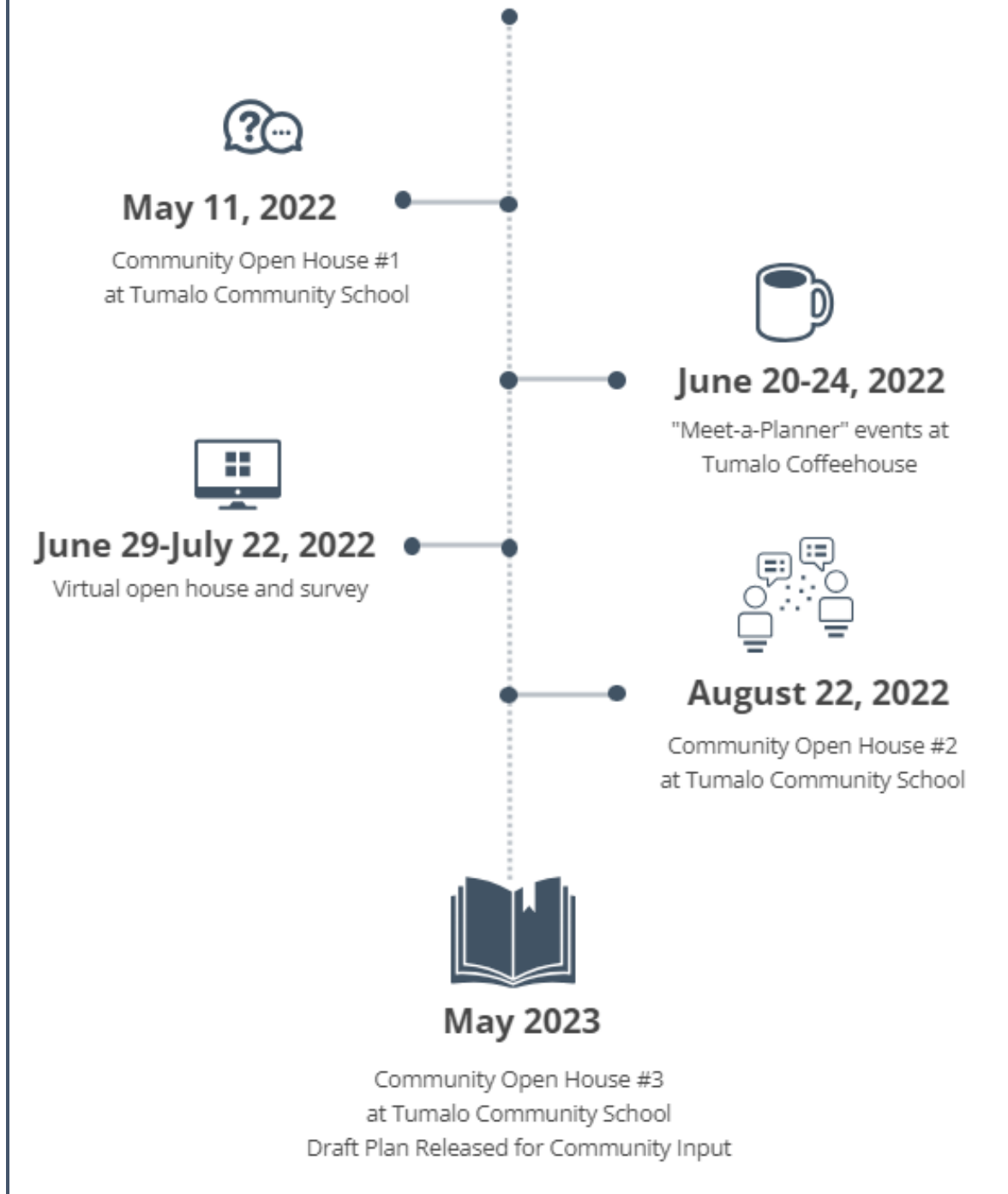
Notice of the first open house was mailed to every property (261 total) in Tumalo as well as flyers hung through the community. In-person open houses were held at the Tumalo Community School on May 11 and August 22, 2022, and averaged between 50 and 70 attendees at each meeting. A virtual open house and survey was held between June 29, 2022 - July 22, 2022, and gathered 55 responses related to the community vision and key issues facing Tumalo.

Staff held a one-on-one engagement series called "Meet A Planner", in which community members could have a 30-minute conversation with a planner to express the key issues, challenges, and concerns facing Tumalo. Seven meetings occurred between June 20-24, 2022, either in person at Tumalo Coffeehouse or virtually.

The County developed an e-mail listserv for the project updates by collecting emails through sign-in sheets at the open houses or directly via the project website. As of June 1, 2023, 181 community members subscribed for project updates. Nine total project updates were sent throughout the process to advertise in-person and online engagement events.

The 2010-2030 and 2020-2040 Community Vision statements are practically identical. The only changes were directed at deletion of the hyphen in "small-town" and changing "rural community" to "rural area." The latter relates to Oregon Administrative Rule (OAR) 660-022 and how that provision clarifies that the word "community" refers to a more geographically limited area. Overall, respondents expressed a strong desire to keep the vision statement unchanged and for Tumalo to remain rural in nature. The intent to keep the community rural is consistent with OAR 660-022.

# Community Input





# History

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Situated at an elevation of approximately 3,200 feet, Tumalo lies in the middle of the Upper Deschutes River Basin (river miles 157 and 158). The commercial core of Tumalo lies on an alluvial bowl bounded by the Laidlaw Butte and the bluff of the Deschutes River canyon. The Deschutes River bisects the community. Originally named Laidlaw, Tumalo was platted by the Laidlaw Townsite Company in 1904. However, development originally began in 1899 when the Three Sisters Irrigation Company incorporated. Under the Carey Act, they made plans for diverting water from Tumalo Creek and the Deschutes River to irrigate approximately 60,000 acres of arid land. As the town grew, it became a voting precinct in 1906, with 65 registered voters compared to Bend's 66. Out of nearly 900 platted lots, a third were sold by 1907.

Town founder A.W. Laidlaw of Portland and his investors believed that Tumalo would become the heart of Central Oregon. By 1909, the Laidlaw community aspired to establish the junction of two railroads, and thereby creating a new "metropolis" in Central Oregon. There were reasons for optimism as railroad magnates James Hill and E. H. Harriman were competing to finish a rail line from the mouth of the Deschutes River to Central Oregon. Mr. Laidlaw assumed the rail line would come south, up the Deschutes River canyon, into the newly platted town. Assertions were also made that the Laidlaw community would benefit from connection to another rail line, one that followed the North Santiam River and crossed over the Cascades.

Ultimately, neither of these two projects came to fruition. At the end of 1909, the Columbia Southern Railroad still ended in Shaniko, and the Corvallis and Eastern rail lines remained stalled at the foothills west of the Cascades. Both rail line projects ultimately languished for approximately 15 years. Following the announcement in 1910 that the Columbia Southern Railroad was connecting to Bend instead of Laidlaw, Bend began outpacing Laidlaw in population. As a result, Laidlaw's population decreased to 250 people, with many businesses relocating to Bend. The small town remained as Laidlaw until the Laidlaw Post Office closed in 1913. The post office eventually reopened in 1923 as the Tumalo Post Office, and the name of the town was changed to Tumalo.

In those early days, Laidlaw had a weekly newspaper, a barbershop, two-story hotel, lawyers' offices, wallpaper company, bakery, feed stores and bank. Today, legacy buildings include the Laidlaw Bank and Trust Property and Tumalo Community Church.

# Land Use

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The 1979 Deschutes County Comprehensive Plan designated Tumalo as a Rural Service Center because it contained a concentration of residential and commercial properties. A 1979 inventory showed Tumalo consisting of 491 acres and 288 tax lots. In 1994, the Oregon Land Conservation and Development Commission adopted a new Oregon Administrative Rule for unincorporated communities, instituting new land use requirements for Tumalo (OAR 660, Division 22). As part of periodic review, in 1997 Deschutes County updated its Comprehensive Plan and implemented zoning regulations to comply with these state requirements. Based on public input, Tumalo’s boundary was amended to accommodate 504.11 acres and 321 tax lots. A 1999 amendment removed three tax lots that were accidentally included, leaving Tumalo with 318 tax lots as inventoried during the County’s 2010 update to the Tumalo Community Plan. Deschutes County Code (DCC) 18.67 implements land use zoning in Tumalo while DCC 18.67 Table A sets road standards.

Since the 2010 Deschutes County Comprehensive Plan update, including updates to the Tumalo Community Plan, the total number of tax lots has increased to 361. The increase in tax lots can be attributed to land use patterns in the area including land divisions, property line adjustments, and property-specific tax lot review related to the original Laidlaw Town Plat.

## Population and Demographic Data

Single-family residences are the predominant land use in Tumalo. Tables 1, 2 and 3 cite Deschutes County Assessor data and an adopted 20-year population forecast to estimate Tumalo’s 2021, future build out, and 2040 population.

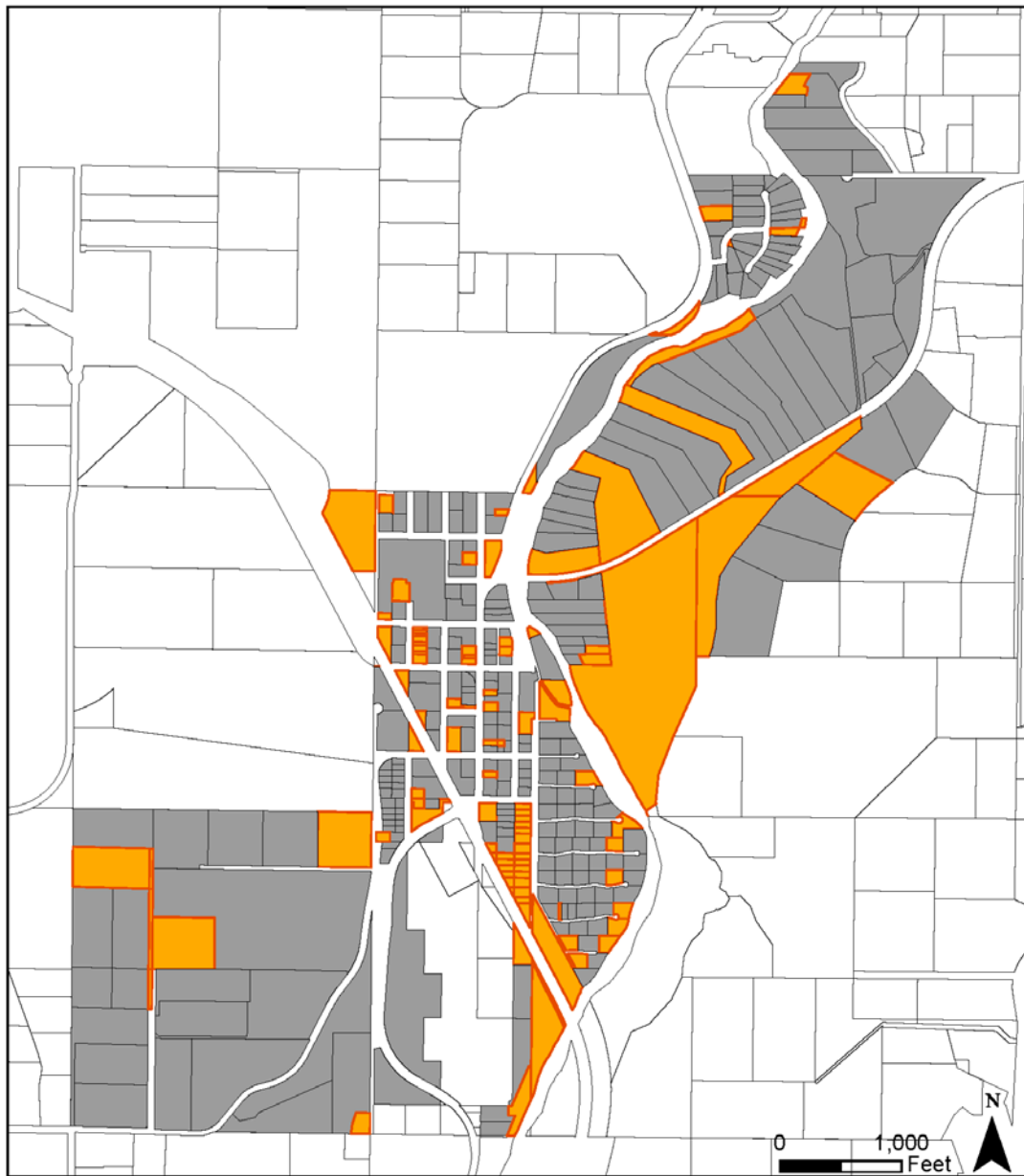
**Table 1 - 2021 Tumalo Population Estimate**

Housing Units*	Deschutes County 2020 Census (Persons Per House)	2021 Population Estimate
232	2.47*	574
*2021 Assessor's Data	*2020 Census Data	

**Table 2 - Tumalo Projected Build Out**

2021 Population Estimate	Potential Dwelling Units*	Deschutes County 2020 Census (Persons Per House)	Future Population on Undeveloped Lots	Build Out Population
<b>574</b>	101	2.47	<b>250</b>	<b>824</b>
*Assessor's Data 2021				

### Tumalo Vacant Parcels and Projected Build-Out Map (2020)



-  Vacant
-  Built Out



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**Table 3 - Tumalo Population Forecast**

Year	Forecasted Population	Average Annual Growth Rate (AAGR)
2021	574	2.2%
2022	587	2.2%
2025	600	2.0%
2030	612	1.7%
2035	622	1.5%
2040	631	1.3%
2045	639	1.2%
2047	647	1.1%
2050	654	1.1%
2055	661	1.1%
2060	669	1.1%
2065	676	1.1%
2070	684	1.1%
2072	691	1.1%

County Population Forecast (Portland State University, 2022)

Tumalo’s projected population for 2040 is 631. This projection is extremely conservative due to limited wastewater infrastructure discussed below in Public Facilities and Services. As Table 2 illustrates (and further detailed in Table 6), a vacant lands inventory performed in 2021 identified 105 undeveloped residential lots capable of supporting up to 101 potential dwelling units. If all 105 undeveloped lots become developed and household unit size remains at 2.47, Tumalo’s population would increase by 250 people, bringing its total to 824. Under this scenario, Table 3 shows that full build out would not occur until after 2072. Since the 2020 Tumalo Community Plan adoption, Tumalo and the surrounding County jurisdiction are projected to experience the compounding factors of an aging population and a notably lower fertility rate. The age and fertility data combined with an overall expectation for increased population within cities and other sub-areas of Deschutes County results in a lower average annual growth rate than previous years. Other factors potentially affecting the relatively low forecasted population growth rate include housing availability and affordability challenges, the heightened cost of living, and the detrimental impacts of regional wildfires.

## **Race and Ethnicity**

Tumalo is a predominantly white community, though the population growth over the past 10 years has seen an increase in racial and ethnic diversity, primarily among Hispanic or Latino community members. The percentage of Hispanic or Latino community members has increased from 3.3% (2010) to 6.6% (2020) of the total population. For the purposes of providing race and ethnicity data for Tumalo, population counts for the Tumalo Census Designated Place (CDP) are utilized below in Table 4, rather than the County’s population estimate provided in referenced Tables 1 and 2. The most significant difference between

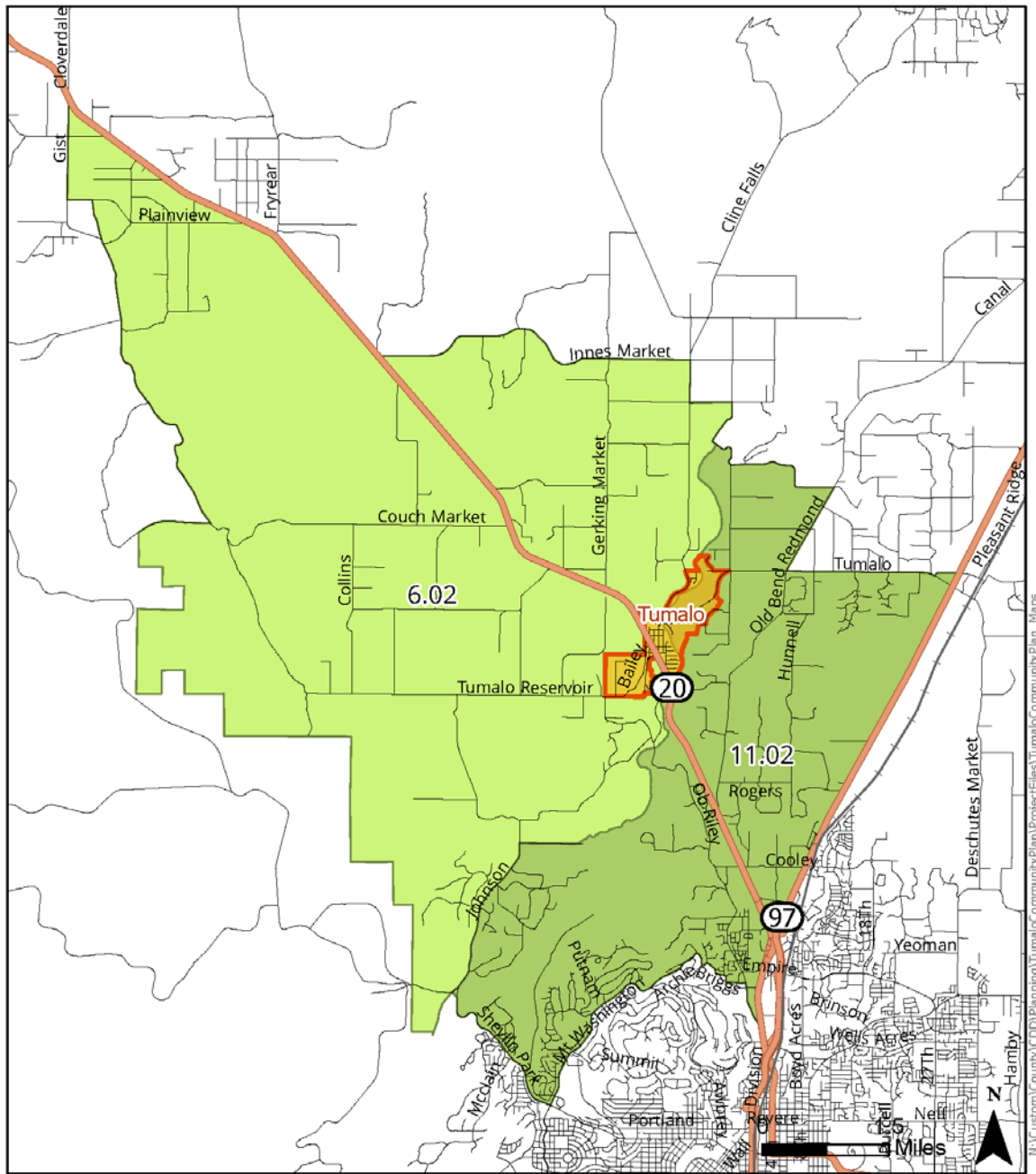
2010 and 2020 is seen in the “White alone” single-race individuals, with the percentage of individuals decreasing from 93.2% of the total population (2010) to 88.5% (2020).

**Table 4 - Tumalo CDP Race and Ethnicity (2010 and 2020)**

	<b>Tumalo (2010)</b>	<b>Tumalo (2020)</b>
<b>Total Population:</b>	488	558
Hispanic or Latino	16 (3.3%)	37 (6.6%)
Not Hispanic or Latino:	472 (96.7%)	521 (93.4%)
<b>Population of one race:</b>	460 (94.3%)	506 (90.7%)
White alone	455 (93.2%)	494 (88.5%)
Black or African American alone	1 (0.2%)	1 (0.2%)
American Indian and Alaska Native alone	3 (0.6%)	6 (1.1%)
Asian alone	1 (0.2%)	2 (0.4%)
Some Other Race alone	0	3 (0.5%)
<b>Two or More Races:</b>	12 (2.5%)	15 (2.7%)
<b>Population of two races:</b>	6 (1.2%)	12 (2.2%)
White; Black or African American	1 (0.2%)	1 (0.2%)
White; American Indian and Alaska Native	3 (0.6%)	6 (1.1%)
White; Asian	2 (0.4%)	0
White; Some Other Race	0	4 (0.7%)
Asian; Native Hawaiian and Other Pacific Islander	0	1 (0.2%)
<b>Population of three races:</b>	6 (1.2%)	3 (0.5%)
White; Asian; Native Hawaiian and Other Pacific Islander	6 (1.2%)	3 (0.5%)

*2010 and 2020 US Decennial Census, Tumalo CDP-specific data*

### Tumalo Census Designated Place (CDP) Map



Tumalo Census Designated Place

- Tumalo Unicorporated Community
- 11.02
- 6.02



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## Land Use Designations and Inventory

Deschutes County Comprehensive Plan designations identify general land uses for the community of Tumalo and provide the legal framework for establishing zoning districts. Zoning regulates land uses that are allowed in each respective district. Table 5 lists Tumalo comprehensive plan designations and corresponding zoning districts. Table 6 summarizes existing property inventories within those zoning districts, including those properties that may be encumbered by multiple zones. Detailed descriptions of the Tumalo Comprehensive Plan designations are provided below.

**Table 5 - Tumalo Land Use Designations**

<b>Comprehensive Plan Designations</b>	<b>Zoning Districts</b>
Commercial (TuC)	Commercial District (TuC)
Floodplain (FP)	Floodplain (FP)
Industrial (Tul)	Industrial District (Tul)
Research and Development (TURE)	Research and Development District (TURE)
Residential (TuR)	Residential District (TuR)
Residential 5 Acre Minimum (TUR5)	Residential Five Acre Minimum District (TUR5)

**Table 6 - Tumalo Land Use Inventory**

<b>Zone</b>	<b>Residential Units / Number of Lots</b>	<b>Commercial &amp; Industrial Developments / Number of Lots</b>	<b>Undeveloped Parcels</b>	<b>Total Number of Parcels</b>
TUC	43 Units / 36 Lots	31 Buildings / 28 Lots	51	115
TUR	80 Units / 78 Lots		18	96
TUR/TUC	3 Units / 3 Lots		2	5
TUR/FP	27 Units / 27 Lots		10	37
TUR5	57 Units / 54 Lots		12	66
TUR5/FP	27 Units / 24 Lots		8	32
TURE		1 Building / 1 Lot	1	2
TUI		13 Buildings / 5 Lots	1	6
FP			2	2
<b>Total</b>	<b>237 Units / 222 Lots</b>	<b>45 Buildings / 34 Lots</b>	<b>105</b>	<b>361</b>

Assessor's Data 2021/2022

**Commercial (TUC).** A “Commercial” designation allows a range of limited commercial and industrial uses to serve Tumalo and the surrounding area. In general, the designation extends north from the approximate intersection of Riverview Ave and Cedar Lane (bound by U.S. 20 to the west) to 3<sup>rd</sup> Street between Wood and Wharton Avenues. Commercial lands

also comprise an area west of U.S. 20 between 5<sup>th</sup> and 8<sup>th</sup> Streets, bound on the west by Strickler Ave and Bailey Road.

This designation was originally intended to accommodate a mixture of small-scale commercial and limited industrial uses that historically existed within the community. The core commercial area initially encompassed lands adjacent to Cook Avenue, north of U.S. 20. The designation was ultimately expanded between Cook and Wharton Avenues, extending south to U.S. 20. This area includes the “Tumalo Mall,” an existing commercial and retail complex. The use of this building received authorization as a nonconforming use in 1986 and site plan alterations in 1987 and 1988. These land use actions brought the existing uses and structures into compliance with the commercial zone.

Currently, the core commercial area supports a variety of uses and development including cideries, a food cart pod, a greengrocer, the Tumalo Country Store gas station and general store, Tumalo Irrigation District office, a veterinary clinic, a second commercial complex at the intersection of 4<sup>th</sup> Street and Cook Ave, the Historic Tumalo Church buildings, vacant property owned and maintained by the Tumalo Community School, and a boutique leather goods manufacturer. The majority of these uses and structures have received land use approval within the past four years. The Tumalo commercial zoning district also allows for limited residential development and uses.



Photo: The Bite Food Cart Pod, Photo Credit: County Planning Staff

Floodplain (FP). A “Floodplain” designation protects the public and private property from hazards associated with floodplains; conserves important riparian areas along rivers and streams for fish and wildlife resources; and preserves significant scenic and natural resources. This designation follows the channel of the Deschutes River that bisects Tumalo. The areas of special flood hazard are identified by the Federal Insurance Administration in a report titled *Flood Insurance Study for Deschutes County, Oregon and Incorporated Areas*. This report was revised in September 2007, and includes accompanying Flood Insurance Rate Maps. The Flood Insurance Study is on file at the Deschutes County Community Development Department.

In 2020, the Deschutes Basin Habitat Conservation Plan (HCP) was finalized and approved by the U.S. Fish and Wildlife Service. The HCP, which is a 30-year plan, was part of an application for an Endangered Species Act incidental take permit (ITP) that authorizes incidental take, aka death, of listed species (Oregon spotted frog, bull trout, steelhead trout, and sockeye salmon) caused by covered activities. Based on the HCP, Wickiup Reservoir will alter its operation to improve conditions in the Deschutes River between the reservoir and Bend. The minimum flow will be 100 cubic-feet per second (cfs) in Years 1 through 7, 300 cfs in Years 8 through 12, and 400 cfs (with provisions for up to 500 cfs) in Years 13 through 30. These increases in winter flows will likely change floodplain patterns within range of the Tumalo community. Additionally, enhanced lidar terrain data derived from the Oregon Department of Geological and Mineral Industries (DOGAMI) may indicate a changing floodplain component of the Deschutes River within Tumalo. The existing FP zoning district is subject to goals and policies within this community plan and the Comprehensive Plan, are directed at producing the most accurate floodplain data possible for the Tumalo community.

Industrial (TUI). An “Industrial” designation allows a limited range of industrial uses to serve Tumalo and the surrounding area. The designation recognizes nonconforming industrial uses and properties suitable for limited amounts of additional industrial development. This designation is concentrated around the Knife River operation, which is technically outside of Tumalo, that fronts O.B. Riley Road and U.S. 20 and includes warehouse uses, mini-storage facilities, and other industrial-related development and uses.

Research and Development (TURE). A “Research and Development” designation allows research and development facilities requiring a more rural, non-industrial location to be sited in Tumalo. This designation contains two parcels in one ownership located on the southeast slope of Laidlaw Butte. It was originally created to accommodate a research and development site and associated uses predating Deschutes County’s 1979 zoning ordinance.

Residential (TUR). A “Residential” designation allows a mixture of housing types and densities suited to the level of available water and wastewater facilities. The purpose of this zoning district is to allow new residential development that is compatible with the rural character of the area. Originally, the residential district boundary coincided with the boundary of the old Laidlaw Plat including the Deschutes River Homesites platted between Riverview Avenue and

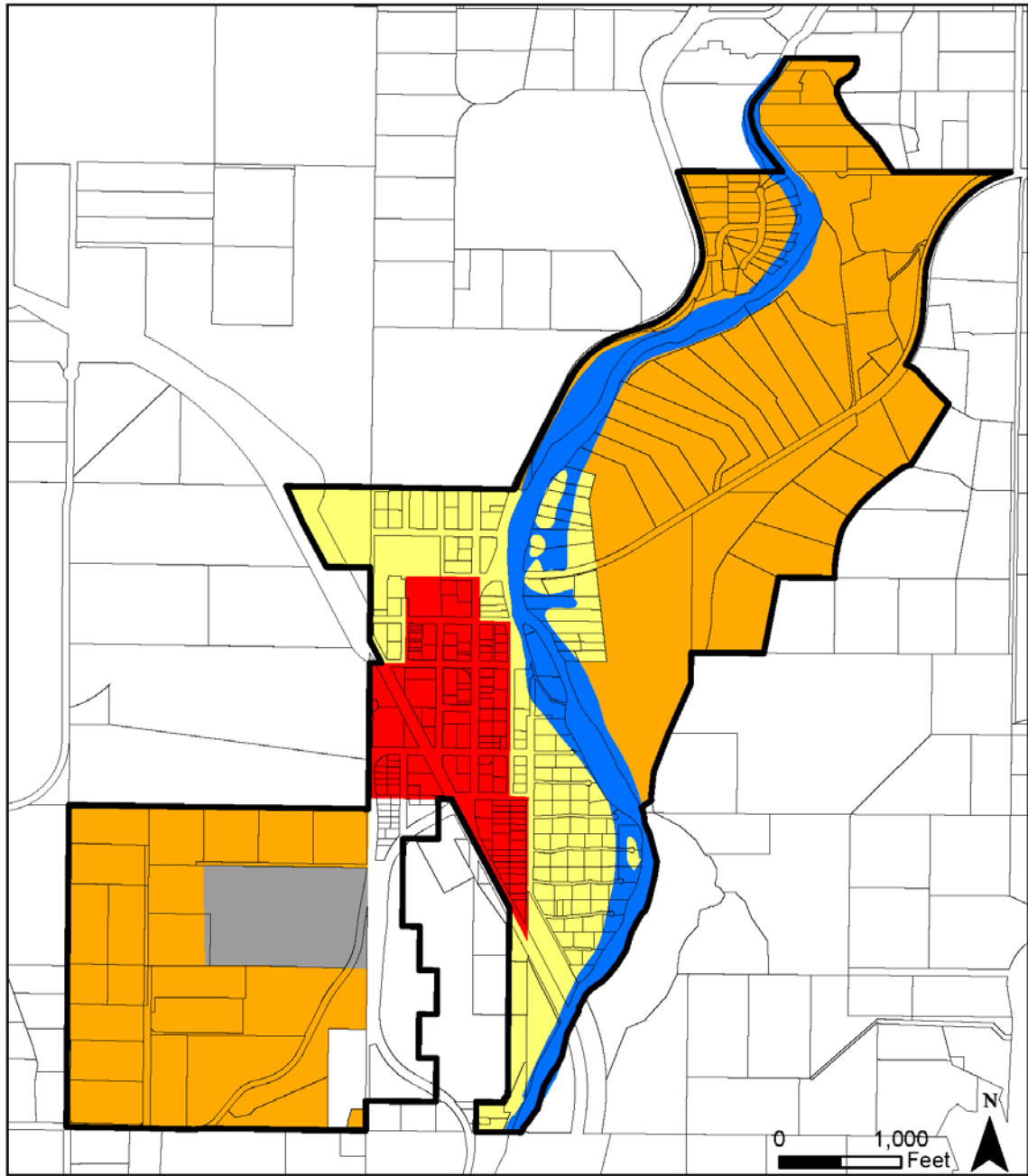


the Deschutes River. Today, it also includes the area surrounding the Knife River aggregate site south of U.S. 20.

Residential 5-Acre (TUR-5). A “Residential 5 Acre Minimum” designation retains large rural residential lots. The lands designated Residential-5 acre minimum include the larger parcels east of the Deschutes River and the southeast from Laidlaw Butte.



### Tumalo Comprehensive Plan Map



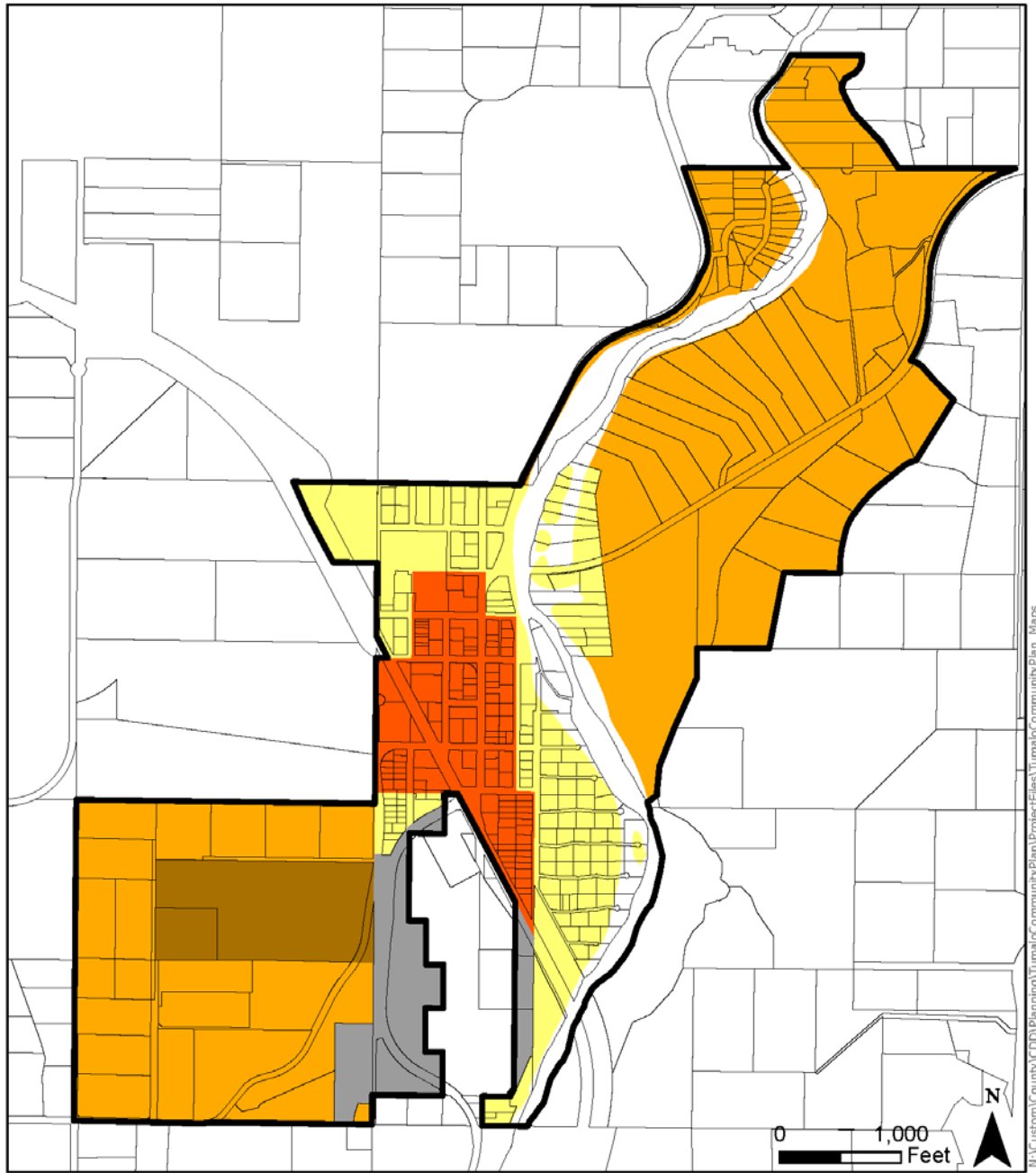
### Tumalo Comprehensive Plan 2020

- FP - Flood Plain
- TUC - Tumalo Commercial
- TUR5 - Tumalo Residential 5 Acre Minimum
- TURD - Tumalo Research & Development
- TURM - Tumalo Residential - Medium Density



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### Tumalo Zoning Map



### Tumalo Zoning Map 2020

- TUC - Commercial
- TUR - Residential
- TUR5 - Residential 5 Acre Minimum
- TURE - Research & Development
- TUI - Industrial

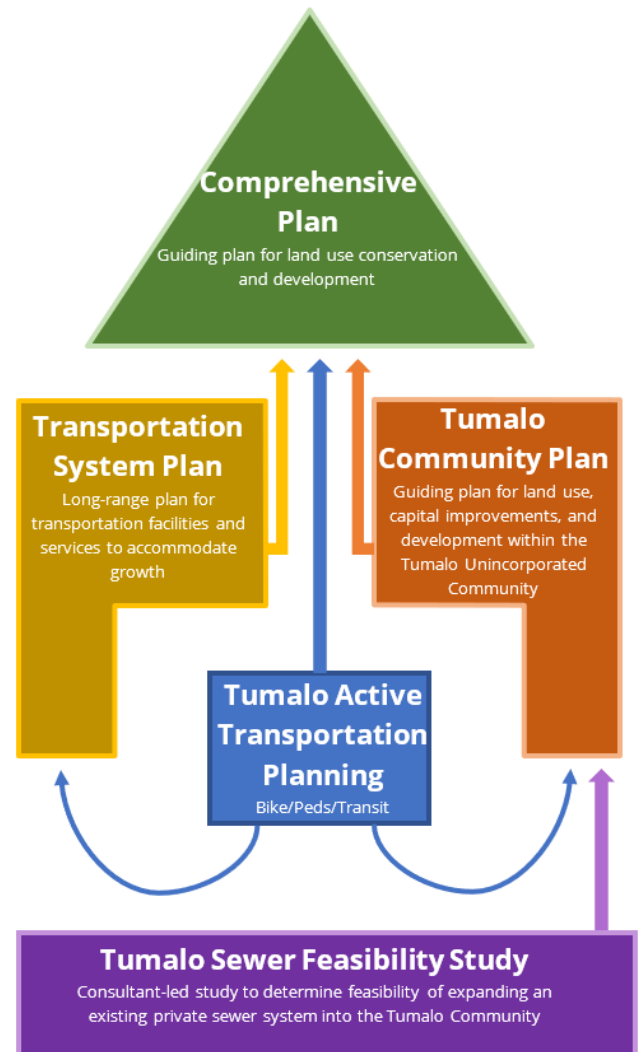


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## Relevant Studies and Planning Processes

The Tumalo Community Plan, as a subset of the Deschutes County Comprehensive Plan, relates directly to other relevant county plans and policies. These plans and policies include, but are not limited to, the County Transportation System Plan (TSP), Tumalo Active Transportation Planning efforts, and a Tumalo sewer feasibility study. The TSP is a long-range plan that identifies improvements to the County’s transportation facilities and services to accommodate projected population and employment growth within the County over a 20-year period. The Tumalo Active Transportation update is an effort to update the transportation element of the Tumalo Community Plan, specifically regarding active transportation such as biking, pedestrian access, and public transit. The Tumalo Sewer Feasibility Study is a consultant-led study to evaluate three potential sewer options for Tumalo. The graphic below illustrates how these various plans interact with one another and fit within the larger regional planning efforts.



## Public Facilities and Services

Tumalo is served by six special districts: Laidlaw Water District; Deschutes County Rural Fire Protection District #2; Redmond School District; the Tumalo Town District Improvement Company, Tumalo Irrigation District (via the Rimrock Water Improvement District), and Swalley Irrigation District. Tumalo’s public facilities and services are described below in greater detail.

### Domestic Water

The Laidlaw Water District serves the area identified as the old Laidlaw Plat, and the area described as T16S R12E section 29 (W1/2 SW1/4), section 30 (E1/2 SW 1/4), (SW 1/4 SE 1/4),

and section 31(NE1/4, N1/2 SE1/4), near Beaver Lane to the north of the core Tumalo community area. The power and authority given to Laidlaw Water Supply District as a government entity is vested and exercised by a board of commissioners, each of whom is an elector of the district. These commissioners have the authority under ORS Chapter 264 to determine rates and the type and extent of water supply facilities. Deschutes County coordinates with the Laidlaw Water Supply District when a property owner initiates a land use application within their district through noticing and the solicitation of agency comments. During the land use process, Laidlaw Water Supply District identifies conditions they will impose on the development proposal. The Laidlaw Domestic Water District currently depends on three groundwater wells.

The District's groundwater source does not exceed current EPA maximum contaminant limits. No treatment is performed, and none has been required by the Oregon Health Authority. Properties in Tumalo, but located outside Laidlaw District boundaries, rely on private domestic wells for drinking water. State law, Oregon Revised Statute 537.545, exempts private wells if domestic consumption is less than 15,000 gallons per day and irrigation of a lawn or noncommercial garden is less than one half-acre.

## **Wastewater**

Tumalo does not have a community-wide wastewater facility. Instead, land uses in Tumalo currently rely on on-site wastewater systems, ranging from newer alternative treatment technologies (ATT) and filter systems, to older drainfields. Onsite systems in some cases, are insufficient and improper for a development site. According to the Deschutes County Onsite Wastewater Division, most of Tumalo's soils are rapidly draining, with rapid or very rapid permeability. Given these soil characteristics, standard septic systems can only be sited on lots greater than an acre. Smaller lots, between a half-acre and an acre are obligated to site more expensive onsite systems such as sand filters and ATTs. Additionally, there are circumstances in Tumalo where certain lots cannot be developed or redeveloped because they are too small or lack sufficient area to meet setback requirements for septic system drainfields.

Deschutes County zoning regulations restrict the type and intensity of allowed land uses to those which can be served by an Oregon Department of Environmental Quality (DEQ) approved onsite wastewater disposal system. The County does not allow uses or densities that are unable to obtain a permit for a DEQ approved onsite system. In addition, County zoning regulations set minimum lot sizes to ensure the onsite systems do not exceed soil capacity of treating wastewater effluent. These circumstances have prompted residents and business owners to express support for exploring funding opportunities to establish a community wastewater facility to maintain surface and groundwater quality.

The exception to the above is a small, privately owned wastewater system (Tumalo Property Owners Association or TPOA) that was approved in 2018 to service a compact residential development on the south side of U.S. 20 between essentially Bailey Road and O.B. Riley

Road. This private system also serves a strip mall and several other small businesses on that same south side of U.S. 20. TPOA is a Septic Tank Effluent Pumping (STEP) system, meaning biosolids are pretreated, placed in a septic tank, then the effluent is pumped into a pressurized pipe and sent up to a holding tank located on property owned by the Laidlaw Water District.

In 2022, at the request of property and business owners in Tumalo, Deschutes County, used American Rescue Plan Act monies to fund a feasibility study to evaluate possible ways to provide sewer service to Tumalo. The County selected the engineering firm Murraysmith (later absorbed by CONSOR) to perform the wastewater feasibility study with the results presented to the Board on December 21, 2022.<sup>1</sup> The feasibility study reviewed the following scenarios, all of which would require crossing U.S. 20:

1. Expand the TPOA system; establish a separate collection and treatment system within Tumalo;
2. Install a collection and disposal system in Tumalo with a connection to the City of Bend's North Interceptor line at Cooley Road/U.S. 20.

The feasibility study included additional concepts related to scale and/or phasing such as:

1. Providing service to only the commercial core along Cook Avenue;
2. Providing a larger system that would serve the Tumalo commercial core and residential areas west of the Deschutes River and north of U.S. 20.

The feasibility study provided cost estimates for construction and hook-up fees and monthly bills. The amounts vary widely depending on number of lots served, amount of grant funds acquired, connection fees, and monthly bills.

Community members have expressed concerns about being required to hook up to the system when a) their septic system begins to fail and b) the private system is within 300 feet or less to their property line and legally available. Staff received a massive stream of public comments expressing opposition toward a private system expanding into Tumalo and concerns about the private system being able to charge onerous fees to connect to the system. A smaller group, primarily those with commercial properties along Cook Avenue, supported the development of a sewer system.

The sewer feasibility study documented the estimated costs and timelines for a sewer system. Ultimately, whether a sewer authority is created, and a sewer system is provided in Tumalo will be a decision for the community, not the County.

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<sup>1</sup> <https://online-voice.net/tumaloseweroptions/>

The formation of a sewer district is not a land use action and thus is outside the scope of the TCP. However, based on massive public input during the various TCP open houses, the TCP has added policy language specific to sewers.

### Emergency Services

The Deschutes County Rural Fire Protection District #2, governed by an elected five-member volunteer Board of Directors, was established in 1952 to provide fire prevention, protection, and suppression services to residents living outside municipalities and areas not already served by established fire protection districts. In 1991, the district added emergency medical services. Today, District #2 covers approximately 140 square miles of suburban and forested land surrounding Bend and serves approximately 25,000 constituents. The average population of the district greatly increases seasonally due to tourism.

The actual delivery of fire and emergency medical services to district constituents is provided through a contract with the City of Bend Fire Department. Station 302 is located on 4<sup>th</sup> Street in Tumalo. The station was originally built in the early 1970s and a new building was constructed in 2019 to the immediate east. The station is staffed with an advance life support-equipped fire engine, brush/interface pumper, and an ambulance.



## **Irrigation Water**

Tumalo Town District Improvement Company (also known as the Tumalo Town Ditch Company) draws irrigation water based on three water right certificates with priority dates of 1904, 1905, 1938, 1950 and 1952. The system consists of a three-mile ditch that begins near the bridge at Tumalo State Park, parallels the river, crossing Bailey Road at the Tumalo Feed Company Restaurant, then continuing under U.S. 20 to the commercial district. The ditch serves approximately 43 customers and is used for irrigating lawns and gardens<sup>2</sup>.

North of the Tumalo commercial core, within the unincorporated community boundary, is a small residential enclave centered around Beaver Lane located within the Rimrock Water Improvement District. This District is owned and managed by a private water patron who distributes purchased water deliveries from Tumalo Irrigation District (TID) to the residential properties within this residential area. TID, first established through the construction of canal infrastructure in 1883 and organization as a district by 1922, diverts water from Tumalo Creek below Shevlin Park and the Deschutes River near Pioneer Park, with additional water storage through the Crescent Lake impoundment system. TID serves approximately 7,400 acres of irrigated lands to support livestock, hay, alfalfa, garlic, lavender and other crops and farm uses<sup>3</sup>. There are approximately 685 customers served by TID.

East of the Deschutes River, within the Tumalo unincorporated community boundary, are properties located within the Swalley Irrigation District. Swalley draws water based on a priority water right certificate dated September 1, 1899, and was incorporated as a municipal irrigation district in 1994 after 95 years of private ownership and operation. Swalley Irrigation District currently serves approximately 4,333 acres of irrigated lands around the vicinity of Tumalo, east of the Deschutes River and west of Highway 97. There are approximately 668 customers served by the Swalley Irrigation District.

## **Recreational Trail**

The Bend Metro Park and Recreation District (Park District) provides parks, trails and recreation programming for residents encompassing the Bend Urban Area. Tumalo is located outside the district boundary by approximately two miles. However, the Park District does have recreational interests that extend outside its current boundary. In 2002, the Park District and the City of Bend collaborated on the development of the Deschutes River Trail (DRT) Action Plan. This plan identified the desire to complete the Deschutes River Trail through Bend and connect it on both ends to destinations outside the urban area. The development of the Riley Ranch Nature Reserve between O.B. Riley Road and the Deschutes River at the north end of Bend has helped extend the DRT. The ultimate northern extent of the planned DRT follows the Deschutes River from the Bend Urban Growth Boundary to Tumalo State Park and on to Tumalo. The Park District continues to work with private property owners and the Oregon State Parks and Recreation Department in an ongoing

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<sup>2</sup> <https://www.tumalo.org/files/98649cf93/Water+User%27s+Handbook.pdf>

<sup>3</sup> <https://www.tumalo.org/about-us>



effort to assemble a continuous publicly owned corridor for the trail. Fortunately, the portions of the trail corridor closest to Tumalo are already in public ownership. The Park District and the County support the development of this trail corridor between Tumalo and Tumalo State Park as a hard-surfaced shared-use path that utilizes the current grade-separated crossing underneath the U.S. 20 bridge on the west bank of the Deschutes River. The State Historic Preservation Office (SHPO) has identified archeological resources that will need to be protected during the trail's construction and usage.

ODOT in 2022-23 is building a bicyclist/pedestrian-only underpass at U.S. 20/4<sup>th</sup> Street to make crossing the highway much easier. This multiuse path will connect to Bailey Road. The existing Twin Bridges State Scenic Bikeway would also utilize this shared-use path instead of the U.S. 20/Bailey-7<sup>th</sup> intersection as it does currently.

### **Transportation**

Tumalo requires a transportation network that provides safe and efficient through movements for traffic traveling on U.S. 20. Equally important is maintaining local access to residential and commercial areas, as well as the Tumalo Community School. U.S. 20 runs diagonally east-west through Tumalo and contains two travel lanes and a center turn lane. Its volumes and speed make north-south street connections challenging. ODOT has a two-lane roundabout at U.S. 20/Cook-O.B. Riley programmed for construction in 2023. The roundabout will add sidewalks along U.S. 20 for several hundred feet as well as along O.B. Riley and Cook. The roundabout will help lower speeds on U.S. 20, which is now posted at 45 mph down from the earlier posting of 55 mph.

There are three access points to U.S. 20: 5<sup>th</sup> Street; 7<sup>th</sup> Street/Bailey Road; and Cook Avenue/O.B. Riley Road. The first two have turn restrictions and only Cook/O.B. Riley will allow all movements. Within Tumalo, there are several paved and unpaved streets, totaling approximately 4.7 miles.

Average daily traffic (ADT) counts measured the following vehicles:

- 5<sup>th</sup> Street recorded 3,118 ADT (2022)
- Bailey Road, 1,234 ADT3 (2022)
- Cline Falls Hwy, 4,039 ADT (2022)
- Cook Avenue, 6,697 ADT (2022)
- Tumalo Road, 3,753 ADT (2022)
- O.B. Riley, 2,061 ADT (2022)
- U.S. 20, 0.10 miles east of Cline Falls Hwy, 10,276 ADT (2021)
- U.S. 20, 0.10 miles west of Cline Falls Hwy, 6,837 ADT (2021)

To protect the function of a highway, it is often necessary to limit access and control turning movements. ODOT limited the movements at U.S. 20/Bailey-7<sup>th</sup> to right-in, right-out only (RIRO) for 7<sup>th</sup> and RIRO and left-in at Bailey. There is also a raised refuge for bicyclists and pedestrians at U.S. 20/Bailey-7<sup>th</sup>. The two-lane roundabout will make U.S. 20/Bailey-7<sup>th</sup> into

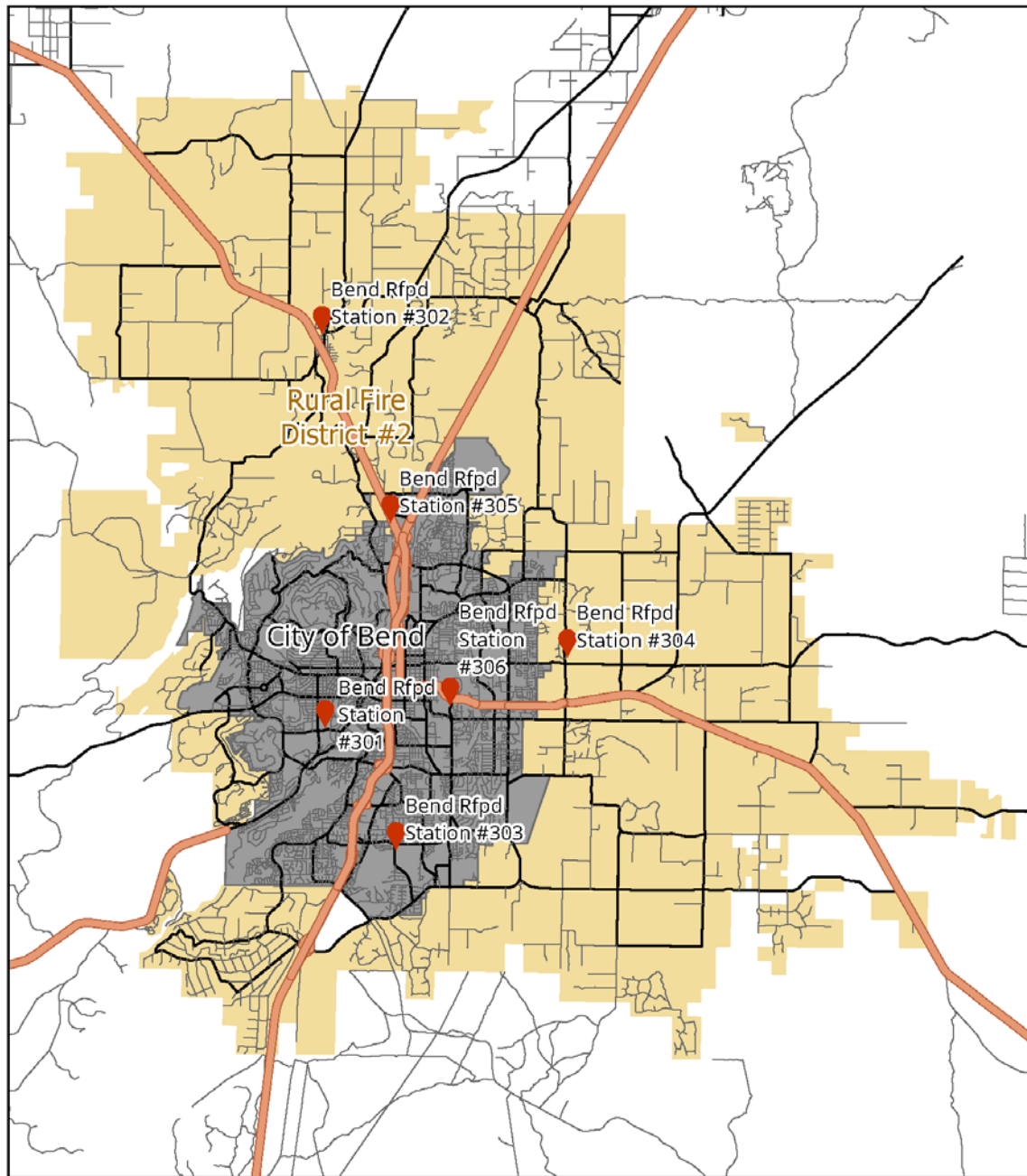




a RIRO intersection and Cook/8<sup>th</sup> will become a RIRO intersection as well. This will reduce the number of conflict points at these intersections. A conflict point is a location where vehicles turning or passing through can collide. By restricting turn movements or redirecting property access to side streets or alleys, the number of crashes on the highway and the local road system can be lowered. Implementing additional measures such as traffic calming, improved pedestrian crossings, or reducing the travel speed on the highway can benefit an entire community.

The County continues to provide sidewalk infill through both transportation improvements and requirements tied to land use approvals. Cascade East Transit (CET) master plan calls for examining a transit stop in Tumalo. Due to ADA requirements, the transit stop must be accessed via sidewalks. The current intent is to have the stop on Bruce Avenue between 5<sup>th</sup> and 7<sup>th</sup> once there is sidewalk.

The only change to the functional classification system was changing Cook Avenue from a collector to an arterial in the 2010-2030 Transportation System Plan (TSP).

### Rural Fire Protection District #2 Map



-  Fire Departments
-  Rural Fire District #2

### Tumalo Fire District



6/23/2022

## Surrounding Land Uses

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Residents outside Tumalo identify with the area because it is where many buy certain goods and services, send their children to Tumalo Community School, attend church, or otherwise convene with other community members. The following Comprehensive Plan designations and related zoning districts are within a mile of the formal Tumalo unincorporated community boundary.

### **Agriculture**

An “Agricultural” designation and Exclusive Farm Use (EFU) zone protect farmlands in Deschutes County pursuant to Statewide Planning Goal 3 (Agricultural Lands). As discussed in the Agricultural Lands Section of the Comprehensive Plan, protecting farmlands is one of the primary goals of Oregon’s land use system. When the Comprehensive Plan was first adopted in 1979, there was general consensus for an agricultural goal:

*“To preserve agricultural land in Deschutes County for the production of farm and forestry products, as well as the public need for open space.”*

In 1992, Deschutes County completed a farm study report. The purpose of the study was to ensure that EFU zoning and standards for farm divisions and dwellings were consistent with Goal 3 and relevant administrative rules. The study found that farms in Deschutes County usually contained irrigated and non-irrigated land, as well as soils of different classes. The study identified seven agricultural subzones. For each subzone, standards determined minimum parcel sizes for farm divisions to protect the commercial agricultural land base. The subzone immediately adjacent to Tumalo is the Tumalo/Redmond/Bend subzone (EFUTRB). The minimum acreage for this subzone is 23 acres of irrigated land. Approximately 2.5 miles farther east, there are approximately fourteen (14) Alfalfa area subzone parcels (EFUAL) that allow a minimum of 36 acres of irrigated land. The EFUAL subzone parcels are intermixed with EFUTRB subzone parcels.

Since the latest Tumalo Community Plan update in 2010, there have been increased numbers of land divisions approved in the vicinity of Tumalo, some of which are designed to support both nonfarm and farm-related dwellings and accessory structures. Home Occupations, or home-based business uses have become increasingly common within the surrounding EFU lands. In addition to the increasing number of approved land divisions, EFU dwellings, and Home Occupations, the EFU lands surrounding Tumalo have also seen an increase in marijuana and hemp-related farm uses and structures since the statewide legalization of recreational marijuana and the passage of the 2018 farm bill allowing hemp production. Please refer to the Agricultural Lands section of the Comprehensive Plan for more details about agricultural land in Deschutes County.

## **Rural Residential**

A “Rural Residential Exception Area” designation and corresponding Multiple Use Agriculture (MUA-10) zone apply to lands for which Deschutes County justified an “exception” to Statewide Planning Goal 3. Multiple Use Agriculture applies to agricultural lands that have been demonstrated to be unsuitable for commercial farming, but retain enough agricultural practices that are compatible with rural development. The minimum lot size for new subdivisions in this zoning district is ten acres. There are several MUA-10 subdivisions within a mile of Tumalo. Approximately one-half mile south of Tumalo lies the Cascades Academy, located on MUA-10 zoned property. Cascades Academy is a pre-kindergarten through 12<sup>th</sup> grade independent private school<sup>4</sup>.

## **Surface Mining**

Located just outside Tumalo, a “Surface Mining” designation and corresponding Surface Mining (SM) zone authorize surface mining activities. This district allows development and use of mineral and aggregate resources consistent with Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces). It applies to two properties in the immediate vicinity, one at the north end of Tumalo, west of the Deschutes River and the other, adjacent to U.S. 20 and bisected by O.B. Riley Road, known as the Knife River operation. The Knife River properties are allowed through a limited combining zone to store, crush, process, sell and distribute aggregate minerals. One additional surface mine designated property of approximately 75 acres is located 1 mile south of the Tumalo community boundaries.

## **Flood Plain**

Several properties within the Tumalo unincorporated community and multiple parcels to the south and north are located within the Flood Plain Zoning District. These parcels are exclusively associated with the Deschutes River corridor and surrounding low-lying areas. The purpose of this zoning district is to protect the public from the hazards associated with flood plains; to conserve important riparian areas along rivers and streams for the maintenance of the fish and wildlife resources; and to preserve significant scenic and natural resources while balancing the public interests with those of individual property owners in the designated areas. Given the purpose of the zoning district, a majority of the flood plain designated areas outside of Tumalo are maintained as open spaces or otherwise undeveloped land, including portions of Tumalo State Park.

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<sup>4</sup> <https://www.cascadesacademy.org/about>

## Open Space & Conservation

Approximately one-half mile south of the Tumalo commercial core are properties within an “Open Space & Conservation” Zoning District, largely associated with the boundaries of Tumalo State Park and the contiguous Riley Ranch Nature Reserve, further south along the Deschutes River corridor. The purpose of this zoning district is to protect designated areas of scenic and natural resources; to restrict development in areas with fragile, unusual or unique qualities; to protect and improve the quality of the air, water and land resources and to plan development that will conserve open space<sup>5</sup>.



Photo: Tumalo State Park, Photo Credit: Hike Oregon

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<sup>5</sup> DCC 18.48.010



## Conclusion

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The TCP is the result of extensive outreach and interaction between staff and residents, business owners, property owners in Tumalo, and those who live near Tumalo and shop, recreate, or send their children to school there.

Nearly unanimously, respondents spoke of their deep affection for Tumalo and a sense of place. They valued the rural feel of Tumalo and appreciated the small-scale commercial core. Often they expressed a fear of not wanting Tumalo to become like Sisters or to be engulfed by Bend.

In updating the TCP, staff worked to balance the oft-expressed desire by the public for Tumalo to experience little to no change with a State land use system and County code that anticipates and legally must accommodate development. The Comprehensive Plan designations and the zoning designations for Tumalo in DCC 18.67 remain unchanged. Any application to amend the Comprehensive Plan or zoning designation would require public hearing before both the Deschutes County Planning Commission and the Board of County Commissioners. Those potential plan amendments and/or zone changes would have to demonstrate consistency with both the Comprehensive Plan and the TCP.

The TCP polices respond to public input regarding protecting the Deschutes River, concerns about the costs and timing of a future wastewater treatment system, the worries about traffic volumes, and the desire to protect the community and maintain its livability.



# Goals and Policies

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The following policies are designed to address issues specific to the Tumalo Rural Unincorporated Community. The policies supplement existing Comprehensive Plan policies and were developed from input received by community members, stakeholders, and input from relevant agency partners.

The following policies and policies are designed to address issues specific to the Tumalo Rural Unincorporated Community. The policies supplement existing Deschutes County Comprehensive Plan policies and were developed from input received by community members, stakeholders, and input from relevant agency partners.

## **Community Vision Statement**

Retain the livability of Tumalo as a rural small town, through safe and efficient public services and collaborating with the surrounding rural area.

## **Land Use Goal**

Continue to implement a clear and transparent planning process and policy framework reflective of the community's small-town rural character.

## **Land Use Policies**

1. Conform land use regulations to the requirements of Unincorporated Communities as defined in OAR 660 Division 22 or any successor.
2. Ensure County plans and land use regulations comply with state requirements for agricultural uses in the Exclusive Farm Use (EFU) zones.
3. Encourage the preservation of historical structures such as the Tumalo Community Church (1905) and the Laidlaw Bank and Trust (1910).
4. Review the Tumalo Community Plan periodically to determine if it meets the current and future needs of the area.
5. Encourage residents and community groups to reach out to Deschutes County for updates and information.

### **Natural Resources, Open Space, and Recreation Goal**

Support the preservation and conservation of natural resources, cultural resources, and open space while providing ample and diverse opportunities for recreation.

### **Natural Resources, Open Space, and Recreation Policies**

1. Continue to support Tumalo as a regional bicycle destination.
2. Support community and agency partners in planning and development of a multiuse trail system from Tumalo State Park to Tumalo.
3. Encourage consolidation of designated access points to the Deschutes River and education of trail users to preserve riparian areas.
4. Encourage voluntary designation of open space and public access to Deschutes River on adjacent private properties.
5. Provide County perspective and support for community-based restoration projects to protect the health and vitality of the Deschutes River and its tributaries.
6. Preserve publicly owned lands along the Deschutes River as designated open space.
7. Collaborate with public, private, and nonprofit organizations on infrastructure improvements near recreation areas including formal river access points, wayfinding signage, lighting, or sanitary facilities.
8. Support community efforts to designate the segment of the Deschutes River through Tumalo as an Oregon Scenic Waterway for its recreational values.
9. Coordinate with community partners on the development of a trails and recreation master plan.
10. Support community-led efforts to address concerns regarding recreational use of and impacts to the Deschutes River and its floodplain.
11. Coordinate with community partners on efforts to designate new parks and maintain local parks.
12. Encourage preservation or improvement of groundwater quality and the conservation of groundwater supplies.
13. Provide public educational outreach on the importance and benefits of water conservation, encouraging low water use, and drought tolerant landscaping.

14. Encourage Tumalo to become a fire-adapted community through the Firewise Program.

### **Residential Area Goal**

Maintain the small-town character and feel of Tumalo, while accommodating the community's residential growth.

### **Residential Area Policies**

1. Encourage density and design features that are compatible with existing development.
2. Permit livestock in the residential districts subject to use limitations.
3. Plan and zone for a diversity of housing types and densities suited to the capacity of the land to accommodate water and sewage requirements.
4. Explore legislative changes to limit multi-family housing to 4 units in Tumalo.

### **Economic Development Goal**

Retain the economic vibrancy of Tumalo's historic core and industrial areas while providing economic development opportunities that are compatible with the small town rural character of the community.

### **Economic Development Policies**

1. Encourage design standards in the commercial district so new development is compatible with the rural character of the community and reduces negative impacts on adjacent residential districts.
2. Explore alternatives to the solar setback standards for development within the commercial zoning districts of Tumalo.
3. Allow residential uses and mixed residential/commercial uses, without inhibiting future commercial development opportunities in the Commercial Zoning Districts.
4. Support economic development initiatives and tourism in the Tumalo area.
5. Allow for existing and future uses without producing adverse effects upon water resources or wastewater disposal. Coordinate with relevant agencies to ensure industrial uses meet requirements for water availability and wastewater disposal.

6. Limit industrial activities to low-impact uses that rely on rural resources as defined in OAR 660-004-0022(3)(a).
7. Limit industrial activities to low-impact uses that rely on rural resources as defined in OAR 660-004-0022(3)(a).
8. Encourage opportunities for public art in Tumalo.

### **Public Facilities Goal**

Ensure irrigation, domestic water, wastewater, and other utility systems are safe, efficient, and economical.

### **Public Facility Policies**

1. Consider water and wastewater capacity when assessing development capabilities on individual lots in Tumalo.
2. Promote efficient water and wastewater systems in new development to manage water resources carefully.
3. Encourage early planning and acquisition of sites needed for public facilities.
4. Support replatting of lots in the area comprising the Laidlaw Plat and other lands designated commercial to create lots large enough to accommodate a DEQ approved on-site sewage disposal system, or connection to a public sewer system if available, consistent with the findings of the Tumalo Sewer Feasibility Study (2022).
5. Coordinate with local Irrigation Districts and the Tumalo Town Ditch to avoid adverse effects on their infrastructure and distribution systems.
6. Maintain efforts to ensure the Tumalo domestic water system complies with public health regulations and state and federal water quality regulations.
7. If Tumalo residents initiate district formation, coordinate with the residents and business owners on the creation of a public sewer district.
8. Explore legislative approaches to preclude non-voluntary connections to private sewer systems.
9. Explore with Department of Environmental Quality (DEQ) to determine whether a property owner can record a land use provision stating a private sewer is not lawfully available under Oregon Administrative Rule (OAR) 340-040-0160 unless the land owner voluntarily consents to the connection.

10. Prohibit private sewers in Tumalo, unless the property owners of the lots in the Laidlaw Plat, Deschutes River Tract, and Deschutes River Homesite Rimrock Addition form a district and vote on the issue.

### **Transportation Goal**

Provide a safe and efficient system for all modes of transportation, including bicycle, pedestrian, and transit, to support local economic development, recreational uses, and community health.

### **Road Network Policies**

1. Periodically review the Transportation System Plan policies and standards for Tumalo to reflect best practices.
2. Periodically review existing roadway design requirements to ensure complete streets which accommodate all modes of travel.
3. Collaborate with the Oregon State Police and Deschutes County Sheriff's Office to address speeding within Tumalo.
4. Encourage ODOT to use its "Blueprint for Urban Design" for U.S. 20 projects to enhance the roadside environment by signage, accommodating alternate modes, roadside amenities, and landscaping.

### **Road and Sidewalk Policies**

1. Implement road development standards for Tumalo that are consistent with the small-scale character of the community.
2. Utilize land development and grant funding opportunities to improve street segments identified for improvement in the Transportation System Plan.
3. Provide functional, cost-effective sidewalks within the commercial core while preserving the rural character of the residential areas.
4. Provide sidewalks or multiuse paths where they are needed for safety, as set forth in the Transportation System Plan.
5. Construct sidewalks specified on community roads without curbs and gutters and allow adequate room for utilities.
6. Provide wayfinding signage and maintenance best practices on County arterials and collectors to ensure safe and accessible routes for all users.

7. Review Deschutes County Code (DCC) 17.48, Table B, Minimum Bikeway Design Standards, and consider revising widths of multiuse paths from 8 feet to 10 feet and up to 12 feet in areas with high mixed use.