

# City of Prineville

## Urban Area Comprehensive Plan *Acknowledged by DLCD 2007*

Text Amendment: Ordinance 1212 Medical Marijuana 3/31/2015

Text Amendment: Ordinance 1215 & 1222 Recreational Marijuana 6/23/2015 & 4/28/2017

Text Amendment: Ordinance 1254 Replaced Chapter 7 (Housing) 10/22/2019

Text Amendment: Ordinance 1269 Replaced Chapter 4 (Parks) 09/14/2021

**This version of the Plan incorporates citizen, joint Planning Commissions, City Council, County Staff and other agency comments collected in 2004-2007.**

**Special Note:** *This is Prineville's first individual Comprehensive Plan ("Plan"). Currently, the Crook County Comprehensive Plan covers the City. The City began the task to develop its own Comprehensive Plan as part of the State of Oregon Periodic Review Order and subsequent to the City completing the Urban Growth Boundary (UGB) expansion.*

*There are many ways to design a City Comprehensive Plan and no two are alike. Prineville's Plan must be unique to Prineville and reflect the vision and expressions of the community. Therefore, this Plan is a "value driven" document. The intent of this format is to clearly incorporate the local values, goals and aspirations of the community. These values are recognized as the driving force behind the land use concepts advocated in the policies and goals contained within the Plan.*

*This Plan does not repeat unnecessary amounts of technical support data and exhibits that can be better located in an appendix. The result is a concise document that is easier to understand and more useful for citizens. The graphics and text in the plan may be subject to change, as new information is made available. However, it is timely to review the local value statements and other concepts to make sure they accurately reflect the desires of the community before proceeding to develop any implementing ordinances or revisions to local codes.*

## **Special Thanks & Acknowledgements**

The City of Prineville Comprehensive Plan could not have been completed without the assistance of our citizens. Their participation was invaluable to the success of the document and was instrumental to developing the values, goals, and policies that are needed to shape the future of Prineville.

Various public bodies and agencies also participated in the process and deserve special recognition for their efforts to refine the document. They are listed as follows:

**City of Prineville:**

City Council  
City Planning Commission  
City Staff

**Crook County:**

County Court  
County Planning Commission  
Crook County Natural Resources Committee  
Crooked River Watershed Council  
County Staff

**State of Oregon:**

Department of Transportation  
Department of Land Conservation and Development  
Department of Fish and Wildlife

**Federal Government:**

Bureau of Land Management  
US Fish and Wildlife  
Corps of Engineers

**Private Groups:**

Greg Winterowd and Tim Brooks - Winterbrook Planning  
Brooks Resources Corporation  
Tia Lewis, Esq. - Schwabe Williamson and Wyatt LLP  
Laura Cooper, Esq. - Ball Janik LLP

**Special Recognition:**

Special recognition and gratitude goes to DLCD Representatives Mark Radabaugh and Jon Jinings for their continued assistance in providing guidance to the City on urban and rural interface issues. Their dedication, professionalism, and overall helpfulness was essential in the development of our first, independent, Comprehensive Plan implementing the Statewide Planning Goals. Small cities, like Prineville, could not effectively complete periodic review and goal compliance tasks without assistance from DLCD. To that end, we are also thankful for the grant assistance and consideration of the Salem DLCD staff, Larry French and Rob Halliburton from which funding was provided for this task, and several other key projects.

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	April 2006

# Introduction

## Purpose and Intent

The Prineville Urban Area Comprehensive Plan, known from here on out as the “Plan”, is a dynamic and inspirational guide for directing and managing growth in the community. This document supercedes the previous Comprehensive Plan with Crook County and Prineville combined. The City of Prineville has chosen to have its own Plan and implementing land use ordinances.

The jurisdiction of the Plan applies to the areas within the Urban Growth Boundary (UGB). The Plan provides for and anticipates community-planning needs for all aspects of the urban environment. The Plan is a dynamic document that will be modified, refined, and changed from time to time when new values are determined. The City of Prineville will strive to manage those changes in a deliberate manner in order to reflect the desires and wishes of Prineville residents. Prineville’s residents have made it clear that the small town feel of the community is a key feature of what makes the community livable and desirable. This Plan will focus on preserving this key feature.

Since 1973, Oregon has maintained a strong statewide program for land use planning. The State of Oregon requires that all cities conform to the Statewide Planning Goals as applicable. The foundation of that program is a set of 19 Statewide Planning Goals. The goals express the state’s policies on land use and on related topics, such as citizen involvement, housing, and natural resources. Most of the goals are accompanied by ‘guidelines,’ that are suggestions about how a goal may be applied. As noted in Goal 2, guidelines are not mandatory.

Oregon’s statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the Statewide Planning Goals. The State’s Land Conservation and Development Commission (LCDC) review plans for such consistency.

When LCDC officially approves a local government’s plan, the plan is said to be ‘acknowledged.’ After acknowledgement, the Plan becomes the controlling guide for implementing ordinances. Oregon’s planning laws apply not only to local governments but also to special districts and state agencies. The laws strongly emphasize coordination -- keeping plans and programs consistent with each other, with the goals, and with acknowledged local plans.

## **A Summary of Oregon's Statewide Planning Goals**

### **GOAL 1**

**CITIZEN INVOLVEMENT** Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

### **GOAL 2**

**LAND USE PLANNING** Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

### **GOAL 3**

**AGRICULTURAL LANDS** Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, and Division 33. *This goal does not apply to land within the Prineville UGB.*

### **GOAL 4**

**FOREST LANDS** This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses." *This goal does not apply to land within the Prineville UGB.*

### **GOAL 5**

**OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES** 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.

### **GOAL 6**

**AIR, WATER AND LAND RESOURCES QUALITY** This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

### **GOAL 7**

**AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

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### **GOAL 8**

**RECREATION NEEDS** 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.

### **GOAL 9**

**ECONOMY OF THE STATE** Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

### **GOAL 10**

**HOUSING** This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

### **GOAL 11**

**PUBLIC FACILITIES AND SERVICES** Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should to be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

### **GOAL 12**

**TRANSPORTATION** The goal aims to provide "a safe, convenient and economic transportation system." It requires communities to address the needs of the "transportation disadvantaged."

### **GOAL 13**

**ENERGY** Goal 13 requires that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

### **GOAL 14**

**URBANIZATION** This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land." It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses.

### **GOAL 15**

**WILLAMETTE GREENWAY** Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River. *This goal does not apply to land within the Prineville UGB.*

### **GOAL 16**

**ESTUARINE RESOURCES** This goal requires local governments to classify Oregon's 22 major estuaries in four categories: natural, conservation, shallow-draft development and deep-draft

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development. It then describes types of land uses and activities that are permissible in those "management units." *This goal does not apply to land within the Prineville UGB.*

### **GOAL 17**

**COASTAL SHORELANDS** The goal defines a planning area bounded by the ocean beaches on the west and the coast highway (State Route 101) on the east. It specifies how certain types of land and resources there are to be managed: major marshes, for example, are to be protected. Sites best suited for unique coastal land uses (port facilities, for example) are reserved for "water-dependent" or "water related" uses. *This goal does not apply to land within the Prineville UGB.*

### **GOAL 18**

**BEACHES AND DUNES** Goal 18 sets planning standards for development on various types of dunes. It prohibits residential development on beaches and active foredunes, but allows some other types of development if they meet key criteria. The goal also deals with dune grading, groundwater drawdown in dunal aquifers and the breaching of foredunes. *This goal does not apply to land within the Prineville UGB.*

### **GOAL 19**

**OCEAN RESOURCES** Goal 19 aims "to conserve the long-term values, benefits, and natural resources of the near shore, ocean and the continental shelf." It deals with matters such as dumping of dredge spoils and discharging of waste products into the open sea. Goal 19's main requirements are for state agencies rather than cities and counties. *This goal does not apply to land within the Prineville UGB.*

The previous Crook County Plan addressed the above goals as required. This document conforms to the Oregon Revised Statutes, Department of Land Conservation and Development rules and regulations as well as the Oregon Administrative Rules governing the Land Conservation and Development Commission. The context of the Plan has been developed in cooperation with Crook County and the Urban Management Agreement provisions contained in the Appendix of this document.

Looking beyond the conventions of law, this Plan exceeds minimum legal requirements to get at what local citizens desire. It describes who lives in the community, reflects upon Prineville's history, documents its use of land, examines its roadways, studies its economics, systems and governance, and assesses its current physical and ecological environment.

This new Plan does much the same as the old Plan except that it is "value driven" and more clearly expresses the vision of the *urban* community. The Plan provides direction to the City decision makers based upon those values. This Plan is intended to serve as a guidebook for city officials, based on the community's real-life conditions by helping its officials make informed decisions.

The advantage to having a "value driven" Plan is that the community goals become the foundation for decision-making on a variety of levels within the local government. Values tend to have more meaning than long lists of temporary tasks that have a limited shelf life and require constant revision. The City of Prineville's Comprehensive Plan values are based upon locally established vision, long range-goals, and clear policies derived from extensive public participation and local knowledge of community leaders. Thus, the Plan contains goals and policies based on the City's values, set in the context of current and potential opportunities, concerns and capabilities. The Plan

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is meant to last for the 20-year planning horizon and thus, the values of the community need to be clearly expressed in the Plan before any changes are made to the implementing ordinances.

Ultimately, this Plan is a useful planning tool that will help shape the City's zoning and subdivision regulations, capital improvement programming and budgeting, and other legal and regulatory actions necessary to manage Prineville's physical, social, and environmental character. All of these implementation tools must be consistent with this Plan in order to be consistent with State law.

Some elements of this Plan address several goals in order to retain consistency and ease of review for local citizens. To that end, the Plan contains the following elements:

- **Community Characteristics**
- **Land Uses and Zoning Designations**
  - **Natural Environment**
  - **Parks and Recreation**
  - **Economy**
- **Transportation and Circulation**
  - **Housing**
- **Public Services and Facilities**
- **Appendix**

### **Planning Process**

Planning is an ongoing process that requires extensive public input to accurately capture the desires of the community. All too often, we hear about growth creating unwelcome or unanticipated changes that cause anger and frustration. This Plan seeks to resolve some of the issues related to growth by providing clear policies on what the built environment should look like and how it should operate. This requires a significant amount of meaningful public involvement.

The goal of meaningful public involvement requires balancing many individual concerns and goals to arrive at a vision that reflects the unique aspects of Prineville. Meaningful public involvement requires a certain amount of outreach in order to entice busy citizens to get involved. Public involvement does not have to require laborious or extended night meetings. Technology, community websites, varied communication methods and other techniques are readily available as an alternative to numerous meetings as a way to avoid waiting for hours to deliver testimony. Prineville's citizens are perceptive and ready to respond on a variety of levels and local city officials will continue to embrace the concerns of their constituents and taxpayers.



### **The Decision Makers**

The City currently operates a City Manager/Council form of government. Citizens are encouraged to participate in Council meetings and decision-making proceedings. With regard to land use planning, the City Council appoints a 7-member Planning Commission to serve as a quasi-judicial body that acts as a research and fact-finding group to analyze research and make recommendations to the City Council regarding the appropriate use and development of land throughout the municipality. The Planning Commission serves as the primary citizen involvement committee consistent with the requirements of the State Land Use Planning Goal 1.

### **Local Values and Vision**

Land use planning is more of an art than a science, and often fraught with legal jargon and the potential for vast amounts of litigation – yet land use planning can be straightforward and productive if we focus on the elements that make for a quality living environment.

The intent of this Plan requires focus on the planning techniques that replicate and preserve the best of Prineville’s small town features. The community has expressed its desire to retain a “small town feel” as growth occurs throughout the community. The focus of this Plan is to make sure that the growth and redevelopment of the community adheres to this concept. One of these techniques requires a careful examination of neighborhoods and the local elements that influence livability.

This Plan will begin with an assessment of what makes Prineville’s neighborhoods complete and livable. Prineville’s neighborhoods are not just limited to residential areas but those areas necessary so people can work, shop and play within close proximity of their homes. This concept is the foundation of “complete neighborhoods” and often reflects the places we would like to live in. Again, it is understood that there will not be a cookie-cutter approach or attempts at a “one size fits all” template for Prineville. Likewise, this Plan contemplates changes over time that responds to future needs and concepts that are beneficial to the community. The goal of this Plan is to serve the needs of all citizens by providing many choices and opportunities for housing, employment, shopping, services, and recreation.

### **What is the Community Vision?**

The best way to approach the development of this Plan is to first examine where the community has come from, and where the community wants to go, by beginning with an assessment of current needs and issues and examining previous plans as a basis. The previous County/City Plan expressed a vision of Prineville that was helpful for determining what the community issues were in the past. A vision of the future, based on previous goals in the earlier Plan is a good way to proceed. More current visions [as expressed by community participants in the planning process], is the second step, outlining possible policy directives and the formation of initial goals in response to current and emerging issues.

A more intensive and directed goal-setting exercise follows, followed still by the creation of policies designed to achieve those goals by guiding City and agency behaviors. Programs then emerge to implement the policies, allowing the City to create individual tasks that can be included in annual departmental budgets. As the years pass, the community can then review the execution of the Plan’s programs, evaluating progress and revising the plan as necessary.

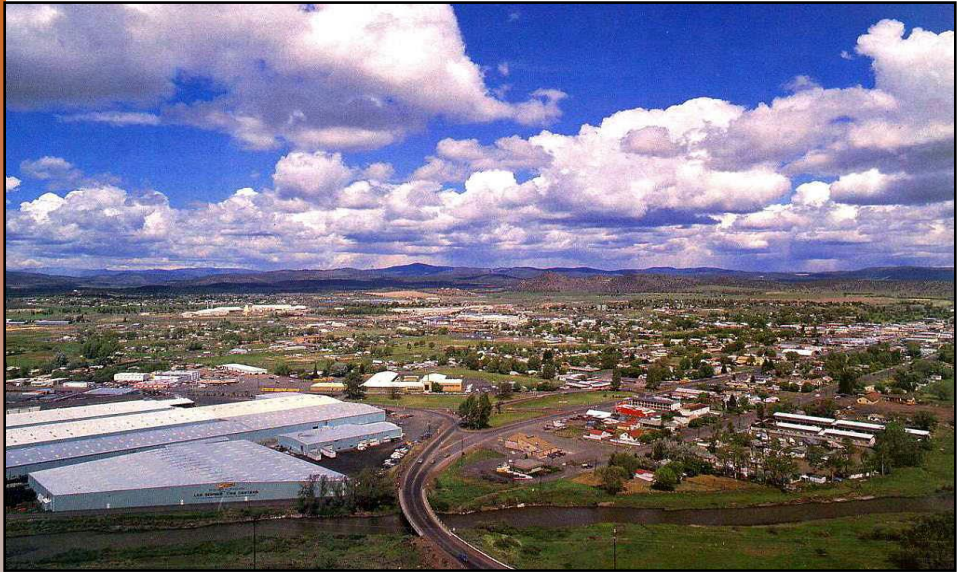
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Planning, through a structured and deliberate process, creates and tests future scenarios. The results are a preferred course of action to achieve a desired result. The policies and programs included in this Plan reflect the Prineville resident's preferred direction and instruct community leaders on how to achieve the community's long-range goals. Thus, the Plan focuses on basic principles:

***Goals form policies, policies form programs and budgets,  
implementation occurs, and the result is accomplishment.***

The Prineville Comprehensive Plan must have solid community involvement during its review and preparation. Likewise, the Plan will function better if there is as much support as possible throughout its implementation. Prineville has used an array of public involvement techniques including a series of community workshops, design charrettes, a telephone survey, informational pamphlets in utility mailings, full-size posters and an interactive Web site to solicit and receive community comments on the plan, its vision, goals, policies and programs.



# 1

## *Community Characteristics*

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# Chapter 1 Community Characteristics

## **Purpose and Intent**

This chapter examines the community history and defines a variety of local urban elements that are essential for a high quality of livability. Those elements are then transformed into goals, policies and programs necessary to guide community growth and the visual aspects of the community.

**What is our history and how has it shaped our past? How can you know where you are going until you know where you have come from?**

The visual aspects of the Prineville community are unique. Dramatic geological features frame the community setting. The area is rich in history and contains many structures retained to provide a vital link between the past and the future. The community cherishes its' history and small town characteristics.



## **Incorporation of Prineville**

Established in 1868, Prineville is the oldest community in the Central Oregon region, and one of the state's first incorporated cities. Prineville was incorporated in Wasco County that later became Crook County. The historic Crook County Courthouse, which has been in continuous use since its construction in 1909, stands as the community's dominant landmark. Like other towns in the region, Prineville's origins are tied to the land – agriculture and forest products manufacturing. In addition, like other communities in the region, it has diversified into other industries while keeping its well-established manufacturing heritage alive and well. In 1882, the Legislative Assembly established Prineville as the county seat. The voters confirmed the choice of Prineville, the only incorporated town in the county, in the 1884 general election. Prineville was named in honor of the town's first merchant, Barney Prine.

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Barney Prine settled on the banks of Crooked River, where he built a blacksmith shop and a store-saloon. Prineville was the first and, for many years, the only town in the 10,000 square mile



County, bounded by The Dalles on the north, Linkville (Klamath Falls) on the South, Eugene City on the west and Canyon City on the east. Before 1902, when the first high school was organized, anyone wanting an education beyond the 8th grade had to go to The Dalles or Eugene City. In March of 1877, Monroe Hodges rode horseback to The Dalles to file the first plat of Prineville. Prineville maintained its place as the trade center of Central Oregon until 1911, when the Union Pacific and

Oregon Trunk Railways were extended south from the Columbia River to Bend. In 1917, recognizing that Prineville would fade unless adequate transportation was available, the citizens of the city voted to build their own railroad to join the OT and UP north of Redmond. Through years of low revenues and high costs, the City operated the railway. Finally, in the late 1930s and early 1940s, sawmills began to reap the harvest of the vast stands of Ponderosa Pine from the Ochoco Mountains. The lumber was shipped over the City of Prineville Railway, resulting in the title of, "The Largest Ponderosa Pine Shipping Center in the World". Therefore, the C of P Railway became an asset to the city, and further gained the distinction of being the only city-owned and operated railroad in the U.S.

### Railroad History

*The City of Prineville Railway is the last operating railroad company of a type of railroad that used to be quite common in the state of Oregon: a civic connection railroad*

In the early years, railroad transportation was everything to a city. However, the large long distance railroads could not be responsible for building railroads to all of the tiny cities, some of which were quite insignificant points on the map. Therefore, as railroads were built, various groups of concerned citizens in the cities that were left out of the long distance railroad plans built their own connections to the large railroads.



*Prineville was at one time the largest city in Central Oregon. However, neither the Oregon Trunk nor the Union Pacific backed Deschutes Railroad was planning to build a railroad to that city due to its location relative to the Deschutes river canyon. Therefore, in 1911 the Prineville & Eastern Railway was incorporated by concerned citizens. However, little came of the proposal. In 1916, the city council of Prineville decided to take things into their own hands. Voters passed the bond measure 355 to 1. The terms were not attractive to investors, but they were purchased later under slightly changed terms. Grading of the line began in 1916. By 1917 the company had a used steam locomotive on hand, and by 1918 the line had started offering freight and passenger service from a connection with the Oregon Trunk and the Des Chutes Railroad at Prineville Junction and the city of Prineville. The early years were difficult due to the small amount of traffic hauled. During the depression, the city defaulted on the bonds. Passenger service over the railroad ceased in 1939. During the 1930's, some hope did arrive. There were several small lumber mills built in Prineville. In the 1950's and 1960's, there was so much traffic on the line that the city tax rate was one of the lowest in Oregon due to the income from the railroad. It is still in operation, and is still owned by the city of Prineville. It is managed by a commission appointed by the city council. Passenger service over the line was put back in the mid 1990's in the form of the Crooked River Dinner Train. They are now operating steam as well, with a logging locomotive that is owned by the Oregon Historical Society.*

*Excerpt from A Brief History of the City of Prineville Railroad by Glenn Laubaugh*

### **Crook County**

Crook County was established on October 24, 1882. It was created from the southern part of Wasco County and named after U.S. Army Major-General George Crook, a hero of the Snake Indian Wars. Crook County is situated in the geographic center of Oregon. It has been reduced from its original size of 8,600 square miles to 2,986 square miles by the creation of Jefferson County in 1914 and Deschutes County in 1916. The current boundaries were established in 1927. Jefferson and Wheeler Counties bound Crook County to the north, Grant and Harney Counties to the east, and Deschutes County to the south and west.



### **Early Community Growth**

Early routes over the Cascades were difficult to find and traverse, thus delaying development in the area until access was more developed. The first effort was in 1862 when a supply train with cattle crossed the Scott Trail. This was also the first group of non-natives to spend the winter in central Oregon. The discovery and development of the Santiam Pass in the 1860s made development of the area much easier. Today, the economy of the county continues to reflect certain elements of agriculture and forestry, but these resources are diminishing. Agriculture is supported by the development of irrigation districts, which permits the raising of hay, grain, mint, potatoes, and seed.

Range and forestlands allow grazing for a sizable livestock industry. The Ochoco National Forest's stand of ponderosa pine is the main source of lumber. As the lumber industry suffers with restricted timber harvest, tourism, recreation, and homebuilding are helping to strengthen the economy.

### Population

The first census in 1890 showed a population of 3,244 excluding Native Americans. There has been a dramatic increase and fluctuation in the population's growth. The last several censuses have shown an increase in inhabitants with the 2002 population at 8,325 representing a 43% increase from the last census in 1990.

Crook County and Prineville have been growing at a rate that is more than twice the state average for the last 5 years. It has ranked in the top 10 (of 36 counties) for growth in number of residents for the past three years. In 1990, the town's population was 5,410, which has grown to 8,500 in 2003.

### Recent Development



The community has been making significant public investments in expanding hospital facilities, a new high school, a new public library, a new public park and extensive playground, and fully serviced industrial park.

Prineville is also home to Oregon's third largest privately held company and third largest overall Central Oregon employer - Les Schwab Tire Centers. Schwab

employs over 1,000 people in Crook County. The company has been in a steady growth pattern for quite some time, building two new warehouse/distribution centers in years 2002-2003 for a combined area of 1,089,000 square feet. These recent additions give Les Schwab over 2,000,000 square feet of warehousing to support the firm's 313+ retail tire stores throughout the West.

Other large manufacturers have made Prineville their home including Clear Pine Molding (Contact) and Woodgrain Millwork each with nearly 500 employees and Pioneer Cut Stock Inc.

Prineville also has a high concentration of trucking/ground transport companies. With seven regional firms based in the town, businesses in the region have excellent service and rates for transport to and from major markets. Outside the manufacturing and distribution sectors, agriculture still plays an important economic and cultural role for residents of the town and Crook County. Annually, the industry contributes more than \$40 million to the local economy in commodities sold.

### Livability

Prineville is a community with a strong identity. Community leaders must have the town's interests at heart and with the residents engaged in many civic activities. A good example is the connection between residents, businesses and the school system. Remarkably, Prineville has approximately 600 students involved in its School-to-Work program - an effort to provide students in the area with practical work experience in area businesses. The high level of community-wide participation contributes to the town's low dropout rate which is less than half that of the state average.



## *Community Characteristics*

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Prineville's low cost of housing is an asset to the community, with the one of the lowest median home prices in the region, and nearly the least costly average home price as compared to other communities in Central Oregon.

### **Climate**

With a strong heritage in agriculture - rodeos, county fair, and outdoor recreation are very popular in the community. The town is also the gateway to the Ochoco National Forest, Painted Hills National Monument, and a host of lakes and reservoirs popular with boaters and fishermen. Near-year round golfing is a popular attraction for visitors and residents alike given that Spring comes earlier and Fall stays later in Prineville. The climate of the Prineville area is characterized by many sunny days with an average of 11 inches of rainfall and 14 inches of snow each year. The average temperature can fluctuate in summer and winter rising or falling 40 to 50 degrees in a single day. Prineville summer temperatures range from an average high of 85 degrees Fahrenheit with low humidity to a low of 44 degrees Fahrenheit. Winters average highs are in the 40's to lows in the 20's.

### **Fast Facts**

- ◆ Prineville has Oregon's highest per capita of manufacturing jobs
- ◆ Oregon's largest School-to-Work program operated in Prineville through a partnership with the Chamber of Commerce
- ◆ The City of Prineville operates the last municipally owned freight railroad in the United States, a 17 mile stretch between the town and the shared mainline
- ◆ Prineville is its only incorporated city within Crook County's sizeable 2,982 square miles of area.

### **Environment and Geology**

Prineville is located at the base of high plateaus and traversed by many natural drainage ways. Ochoco Creek and the Crooked River run through the center of the community. Various greenbelts and wildlife-rich riparian areas exist within the community. This situation offers opportunities to develop additional preservation greenbelts and multipurpose areas that can buffer these sensitive lands from the negative impacts of urban development.

The 100-year floodplains near the rivers are potential hazard areas for development. The land area within the Prineville UGB includes over 320 acres within the floodplain.

Many small drainage tributaries of the major streams have high flood hazard and erosion potential within localized areas. However, these localized flash flood conditions do not contribute significantly to flood conditions when channeled into the larger drainages. Many hazard areas can or have been partially, or totally, reclaimed through adequate engineering, especially where drainage can be provided within areas of high water tables. Seasonally high water table problems are caused by spring runoff of snow melt, by flood and sprinkler irrigation, and by soils with high enough clay content to make them impervious to ground water flow. The general soil boundaries indicating ground water problems have been further modified by engineering practices such as diversion canals, drainage ditches, and interceptor drain tiles.

## *Community Characteristics*

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The areas indicated as having extreme or moderate high water table's present problems for foundations, underground utilities, septic tanks, wells and adequate drainage. Engineering techniques may solve these problems. Consequently, increased development costs can be expected. There are approximately 760 acres of soils poorly suited for foundations in the Prineville Urban Area. These soils, also located within areas of high water tables, create additional limitations for sewers, water systems, and other underground utilities. Severe limitations also exist for roadways because of the soils' high shrink-swell characteristics. Problems associated with these soils include foundation cracking, settling and water damage to structures, and underground utility systems that may result in pollution of groundwater.

The general geology of Crook County is almost entirely volcanic in origin. The Clarno and John Day Formations are the most extensive with Columbia River Basalts, Dansforth Mascall Rim Basalts, Deschutes Formations and unconsolidated materials (i.e. alluvial valleys and terraces, etc.) following in decreasing order. The steepest slopes (in excess of 30%) generally pose higher development and maintenance costs for structures and utilities, although modern engineering technology and design may alleviate some or all of these limitations. Shallow rocky soils, high erosion potential, mass movement, septic tank limitations and low agricultural potential commonly characterize steep slopes.

### **Issues, Goals, Policies, and Programs**

Prineville is a small rural community. It provides both shopping and employment for City and Crook County residents. The City was built along the rivers and railroad tracks, using the rail to ship the lumber and agricultural products that came into the town from the nearby farms. As the rest of Central Oregon grew, so did Prineville, but at a much-reduced rate given its distance from regional centers like Bend. State highways improved vehicular access to Prineville from points west, and the residential population found that the multiple access routes allowed for improved transportation to needed goods and services not readily available in Prineville. Today, new residents come to Prineville because of its small-town character and current low housing prices, locating their families in this community though their jobs; service and shopping needs may be elsewhere.

Prineville's street patterns and subdivisions testify to a value of open spaces and easy vehicular and large transport access. As time passed, there was a transition from the older streets lying parallel to the old railroad line to the newer ones paralleling section lines. Over time, orientation to the railroad gradually became less important. Subdivisions rotated to match section lines, accommodating rural land ownership patterns as surrounding farmland converted to residential and urban uses.

Prineville has historically attracted people for two primary reasons: one for its natural resource and recreation based heritage and another for its emergence as a small town within Central Oregon. Although previous traditional industries are rapidly diminishing, as illustrated by the reduction in the lumber and agricultural industries, new community construction is taking place on lands that were formerly farmed for many years or had a history of underdevelopment. Historic buildings do remain evident in the central business district and nearby neighborhoods. Longstanding businesses, with original facades and signage, are adjacent to newer establishments. Industrial areas are continuing to develop with needed businesses and manufacturing offering much needed jobs for the community.

## *Community Characteristics*

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A variety of shopping districts extend along the street systems. These separate the typical residential subdivision pattern that represents the style of single-family land development over the past century or more. Large numbers of established trees and open spaces still exist along the Ochoco and Crooked River within the urban areas.

### **Desired Community Development Characteristics**

Prineville's residents agree the community's appearance is very important. Additionally, they are concerned about the transitions between different types of land uses and the influx of new development that is urban in nature. Citizens want to have a more stable economic environment that allows workers to avoid daily trips to other cities. They also want to have the shopping and service opportunities that larger cities provide without losing small town feel and becoming saturated with prototypical franchise and big-box architecture. The community's entries on the highway corridors need to be improved to define the character of the growing community for visitors and residents alike. Citizens want to recognize and utilize the surrounding agricultural, recreation, and natural areas while preserving views and maintaining a supply of open space around the community. Overall, citizens desire a quality living experience that allows them to raise their children in a safe and nurturing environment; an environment where children can grow up, get the education and jobs they need.

As the community grows, the public must determine what land use planning techniques are necessary for guiding and shaping new developments and how to revitalize re-developing areas of the City and urban area. The community must be able to guide and shape growth in order to achieve thoughtful and quality development. The concepts contained in this chapter are intended to ensure community growth and redevelopment enhances the local quality of life by:

- *Emphasizing and enhancing the community's small-town character*
- *Emphasizing the importance of providing a quality environment to raise children*
- *Providing for compatibility in land uses*
- *Promoting "complete neighborhoods" so residents are not inconvenienced by the lack of nearby essential goods and services, employment and recreation*
- *Emphasizing that the Downtown areas must be strong enough to compete with other nearby communities and strip commercial.*
- *Promoting quality of life for citizens by improving residential areas*
- *Encouraging strong activity in commercial and industrial areas*
- *Recognizing that the natural environment is an integral part of the community*

The implementation of the above concepts should result in a more interconnected community that meets the needs of Prineville's families, residents, visitors, businesses, and the environment.

### **"Complete Neighborhoods" are key to the success of Prineville**

How we design and build our neighborhoods is of extreme importance to the community. The expected growth and expansion of the community will occur in and around the natural topographic features. This will create development patterns that result in large neighborhoods that cannot link up to one another. Because of this, newer neighborhoods must be as self-supporting as possible, meaning they should contain nearly all of the amenities and services (or easy access to those that are not in the immediate area) needed for daily living.

## *Community Characteristics*

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The overall goal for Prineville is to provide various neighborhood types ranging from small hobby farms, single-family and multi-family neighborhoods, to commercial and industrial use areas linked together by common features such as open space, trails, transportation networks, etc. Regardless of the type of neighborhood, all neighborhoods should contain specific types of convenience features and amenities, easily identified as essential to providing the lifestyle that Prineville seeks to maintain and build upon.

Neighborhoods should be designed to be self-supporting and contain mixed-uses, pedestrian amenities, open spaces, employment/shopping/service opportunities, and consideration of lands needed for public uses. The land uses may include elements necessary to complement and improve the adjacent or abutting existing urban form by utilizing planning techniques to reduce: traffic congestion and trip lengths, poor neighborhood design leading to urban and suburban sprawl, infrastructure costs, environmental degradation, and piecemeal development patterns that lead to additional community expense and subsidy.

The purpose of this section is to require the development of master plans for new or enhanced neighborhoods. The goals, policies, and programs in this chapter are designed to protect and enhance the community's neighborhoods. They address the interrelationships of spaces and systems incorporating the entirety of the community's physical environment in a manner that cannot be achieved in this plan's other chapters. These relationships shape community identity, providing the context in which the community residents live, work, move, and play.

### **Goal # 1: Improve the function and appearance of the community's residential neighborhoods, commercial and industrial areas.**

#### **Residential Neighborhood Values and Policies**

Residential neighborhoods shall include the following features:

Master plan required. Before any required land division approval or design review approval, a master plan shall be prepared for all parcels and sites over 5 acres in size as of the date of adoption of this plan. Other types of development proposals may require master plans and/or master planning techniques.

"Complete neighborhood" land use and design standards. Neighborhood Master Plans shall be evaluated based on the adopted land division and zoning ordinance criteria as applicable, and shall also contain the following neighborhood design elements:

- Development of residential neighborhood lots shall use planned unit development techniques or zoning overlays to permit and control mixing of uses.
- Neighborhood lots shall be designed to be within 1200 feet of open spaces, parks or other recreational areas. Trails and sidewalks are considered to be basic infrastructure and may not be considered as open spaces for meeting this requirement unless they are located in special preservation areas such as riparian areas, etc. The 1200-foot distance shall be measured along the proposed or existing walking surfaces such as ADA accessible sidewalks, trails, and streets.

## *Community Characteristics*

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- Neighborhoods shall include a mix of housing types to achieve at least 60% of the maximum density designated for the underlying zones, including non-residential lands. The mix of housing types shall not exceed the density for the underlying zone unless a public park greater than 3 acres in size is proposed to be within the neighborhood. In no case, shall the density exceed 10 % of the maximum density for the underlying zone and in no case shall the higher density dwellings be located next to existing lower density dwellings unless separated by a setback twice the requirement established for the residential dwellings.
- Neighborhoods shall include designation of public use lands necessary for schools, trails, emergency services, infrastructure support systems, transit amenities, and natural resource protection in accordance with this Plan and State law.
- Neighborhoods shall contain small blocks not exceeding 660 feet in length; with a maximum perimeter of 1,600 feet unless separated by open spaces and other recreational uses or when the City has approved an exception to block length.
- Neighborhoods shall contain open spaces, typical municipally-sized parks, in addition to trails, pocket parks, pavilions, squares, plazas, greenbelts, natural resource protection areas, structured and unstructured open space, etc as appropriate to the setting and density of the area.
- Neighborhoods shall contain employment/shopping/service opportunities located in areas that can be served by transit and easily accessed by residents in the neighborhood. Residentially oriented services (i.e. convenience stores, laundromats, cafés, etc.) shall not exceed a distance greater than 2640 feet (1/2 mile) from one another unless as approved by exception.
- The required neighborhood design elements shall be included in all master planned neighborhoods *unless* it can be proven that the abutting and/or adjacent developed lands include the elements necessary to meet the intent of this section. Adequate proof shall include studies, demographic data, and other suitable information to provide the City with factual data to support findings for approval. The expense for supplying the proof shall be borne solely by the property owner or applicant. The proof shall provide reliable evidence that the adjacent and/or abutting properties contain the elements necessary to create or complement the proposed neighborhood.

### **Programs:**

The City shall draft and adopt design guidelines and other planning tools that educate, encourage and regulate the development of neighborhoods. Such planning tools include, but are not limited to the following:

1. Draft and adopt updated local zoning ordinance provisions to reflect the desired design element necessary to regulate growth.

## *Community Characteristics*

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2. Draft and adopt updated local land division ordinance provisions to reflect the desired design element necessary to regulate growth.
3. Draft and adopt a consolidated neighborhood overlay map showing potential new neighborhood areas.
4. Provide incentive programs when at all possible to encourage affordable housing in new neighborhood development.
5. Create a model urban living environment guideline
6. Draft and adopt neighborhood design guidelines

## **Commercial and Industrial Area Values and Policies**

**New commercial and industrial areas shall include the following features:**

Commercial and industrial area development plan required. Before any required land division or design review approval, a development plan shall be prepared for all parcels and sites contemplated for development. The intent of these policies is to create “complete commercial and industrial areas” and avoid piecemeal development practices that can lead to unnecessary community subsidy and sprawl.

Land use and design standards. Commercial and Industrial development plans shall be evaluated based on the adopted land division and zoning ordinance criteria and shall also contain the following design elements:

- Planned unit development techniques or zoning overlays to permit and control mixing of uses. This may include access to sidewalks, trails, transit, open space, parks or other recreational areas.
- Architectural features that articulate the exteriors of large buildings to reduce the visual mass and enhance the architecture of the community.
- Outdoor amenities in the form of pocket parks, plazas, exercise facilities, on site cafes, day care facilities or other features that enhance the working experience for employees and reduce vehicle trips.
- Techniques to provide and implement design features that minimize the negative effects of infill development by improving compatibility with existing structures and land uses.
- Orienting the building primary access point to a public sidewalk or street.
- Planting and maintenance of suitable street trees.

## *Community Characteristics*

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- New parking areas shall, to the greatest extent practical, be placed around new buildings in order to avoid concentrations of parking and excessive walking distances from the street to the primary access point.
- Adequate off-street parking for bicycles.
- Adequate buffers from incompatible uses. *i.e. If new commercial and industrial uses are proposed to be located next to existing residential dwellings they must be separated by a side or rear yard setback twice the requirement established for the use.*
- Designation of public use lands necessary for schools, trails, emergency services, infrastructure support systems, transit amenities, and natural resource protection in accordance with this Plan.
- New development of commercial lots shall contain, at a minimum, 51% commercial use to minimize the exclusive use of a commercial lot as primarily residential
- Area studies containing analysis of the land uses contained within the perimeter of the development site. This may include demographic data necessary to show the quality and quantity of the existing commercial and industrial types, mixed-uses, open space and recreation areas, public use lands, trails and sidewalks, and utility needs. The City staff, in collaboration with the applicant proposing the development, shall jointly evaluate the commercial/industrial area study and determine what land uses are necessary to promote and implement the “complete industrial and commercial area” concept. The City may require certain missing commercial/industrial to be developed on or adjacent to the redevelopment property or require a pro rata cash contribution to the future development of such elements. The required “complete” design elements shall be included in all (re)development proposals unless it can be proven that the abutting and/or adjacent developed lands include the elements necessary to meet the intent of this section.

### **Programs:**

The City shall draft and adopt design guidelines and other planning tools that educate, encourage, and regulate the development in commercial and industrial areas. Such planning tools include, but are not limited to the following:

1. Draft and adopt updated local zoning ordinance provisions
2. Draft and adopt updated local land division ordinance provisions
3. Provide incentive programs to encourage quality commercial development and infill projects.
4. Draft and adopt a consolidated neighborhood overlay map showing potential neighborhood redevelopment areas and needed commercial and industrial services and employment centers

## *Community Characteristics*

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5. Draft and adopt new commercial and industrial design guidelines
6. Draft and adopt design guidelines for single-family housing in commercial and industrial areas.
7. Develop incentives that encourage high quality building design in all new construction, renovations and rehabilitation
8. Require a high level of property maintenance throughout the commercial and industrial community
9. Review code enforcement role and procedures for effectiveness in abating zoning violations
10. Identify community entry locations to be revitalized and sponsor a competition for entry statement designs in cooperation with other civic groups, schools and volunteer organizations. Create welcoming and visually important entry statements along highway entries.
11. Develop parking standards that incorporate on street parking.
12. Reduce the distance pedestrians must travel when crossing streets, using sidewalk “bulb-outs” and pedestrian “islands” at key intersections.
13. Work with ODOT to make highway environments more walkable, particularly through the commercial core areas.
14. Install lighting that is more pedestrian in scale along popular walking corridors.
15. Orient and screen truck loading docks and service areas to minimize impacts on adjoining residential areas and to decrease or eliminate in street parking loading and unloading.
16. Locate parking lots to encourage pedestrian access to commercial uses from adjoining neighborhoods.
17. Locate and screen solid waste bins and recyclable materials to minimize impacts on adjoining residential areas.



**Goal # 2: Improve and strengthen the function and appearance of the community's downtown central business district.**

**Local Business Incentives, Values and Policies**

- Any project in the downtown central business district area may receive expedited City review and processing for any required land use procedure
- A downtown revitalization program shall be researched and developed to include incentives and other features desired by the community. These may include the following:
  1. Placement of buildings close to the sidewalk areas.
  2. Orientation of building entrances to streets and sidewalks.
  3. Reduced side and rear yard setbacks.
  4. Use of urban building materials that are compatible with historic structures and reduce energy consumption.
  5. Use of multiple-story building architecture for maximum utilization of land. Coordinate with the Crook County Fire and Rescue Department on building heights.
  6. Improved signage techniques.
  7. Street tree programs.
  8. Reduce the need for tractor-trailers to access the downtown area for supplies and services.
  9. Develop delivery systems that do not negatively affect pedestrians, shoppers, and traffic flows.
  10. Pedestrian amenities and improved crossing corners.
  11. Pocket parks and pedestrian rest areas.
  12. Improved lighting systems to improve nighttime commerce, (pedestrian scaled lighting), safety, and reduced impact on abutting neighborhoods.
  13. Reserved on street parking spaces for disabled, public transportation, maintenance and emergency services.
  14. Opportunities for public art and expression
  15. Parking district programs and other techniques to improve parking supplies for patrons.
  16. Placing overhead utilities underground shall be a priority.
  17. Improve outdoor trash storage and removal systems.
  18. Identify links to nearby neighborhoods and make sidewalk improvements.
  19. Establish consistent design standards for downtown streets, sidewalks, and pedestrian amenities.
  20. Encouraging a full spectrum of local businesses – i.e. hardware stores, theater, etc.
- Support the formation and continued operation of a business association and designate a staff liaison to attend Chamber of Commerce meetings

## *Community Characteristics*

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### **Programs:**

The City shall:

1. Draft and adopt exemptions and special procedures for expedited processing of any development application in the downtown central business district.
2. Update and implement the Downtown revitalization program. This may include purchase, consolidation and assembly of property for sale or lease to key businesses.
3. Appoint a staff member to be a liaison for local businesses on downtown issues.
4. Review water/sewer services and projects to ensure adequate service delivery to the downtown area.
5. Update the existing Downtown Enhancement Plan and expand the borders of the “downtown core” as currently designated in the plan.
6. Revise the land division and zoning ordinance to allow mixed-use development.
7. Draft and adopt a design assistance program to help business owners, builders and contractors create new construction and renovation plans that enhance the central business district’s character.
8. Explore the feasibility of urban renewal and other business improvement districts.
9. Coordinate with the downtown business owners for the creation and adoption of a sustainability plan for publicly owned projects and other developments within the downtown business district.
10. Coordinate signal timing with ODOT for maximum benefit to the urban area.
11. Take appropriate steps to encourage the development of truck stop facilities.
12. Provide information to builders on meeting or being exempted from universal access requirements in historic structure renovations.
13. Take appropriate steps to encourage the development of a multi-use path that connects downtown businesses with outlying residential neighborhoods.

### **Tourism and Visitor Values and Policies**

**Downtown central business district areas and the community in general can benefit from strong tourism and other visitor attraction strategies. These strategies include, but are not limited to the following:**

- Improve coordination between City, local tourism agencies and Chamber of Commerce.

## *Community Characteristics*

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- Improved website and other web-based tourism enhancement techniques.
- Improved access to the historical assets of the community by developing heritage markers and/or interpretive signs for visitors and local residents alike.
- Improve and enhanced community entry areas.
- Maximize local railroad assets for tourism opportunities.
- Study seasonal differences in traveling public and target business and recreational advertising strategies to match needs.
- Sponsor children’s activities and other venues to attract families and other visitors to the community.
- Examine strategies for improving choices in restaurants and entertainment options.
- Encourage key anchor stores in the downtown core, including businesses that encourage nighttime activities (i.e. movie theaters, quality sit-down restaurants, etc.)

### **Programs:**

The City shall:

1. Inventory, document and photograph all historical assets within the community.
2. Work with local citizens to coordinate opportunities for accessing local historical assets and design a historic walking tour.
3. Coordinate and sponsor a competition for entry statement enhancements and designs in cooperation with other civic groups.
4. Acquire necessary property and obtain necessary approvals from ODOT for enhancing ROW areas for tourists and visitors.
5. Improve visual connections to the central business district by installing effective directional signs at logical street access points.
6. Study shuttle service from Redmond airport to Prineville’s central business district and other commercial activity areas.
7. Coordinate with other local groups to develop a central business district hospitality study that includes activities for local youth.
8. Encourage travelers to spend the night and enjoy Prineville.
9. Work with local business groups to maximize coordination efforts and effectiveness of such programs.

# 2



## *Urban Land Use and Zoning Designations*

Prineville's Comprehensive Plan	
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	April 2006

## **Chapter 2 Urban Land Uses and Zoning Designations**

### **Purpose and Intent**

The Prineville urban area contains land use descriptions and zoning for residential, commercial, and industrial areas. This chapter examines the different zone and land use designations and implementation strategies. The primary designations implement the strategies that regulate the use of land and its ability to support the community's long-term development objectives. The goals, policies and programs contained in this chapter will help the City manage its land uses to meet the growth needs of the Prineville community. It should be noted that the existing Comprehensive Plan Map, also known as the "Prineville Area Physical Development Plan", will need to be updated and various changes made given the age and poor drafting quality. Commensurate with revisions and improvements to the Comprehensive Plan Map, various errors were discovered on the 2006 Zoning Map. These errors and other needed revisions will be needed to improve consistency and compatibility with the revised Comprehensive Map.

### **Issues, Goals, Policies, and Programs**

The anticipated growth of the community will create a variety of pressures upon local citizens, the environment, and infrastructure of Prineville. A variety of land uses and commensurate development regulations will help keep community values intact.

The intent of this chapter focuses on specific land use practices that provide the guidance necessary for accommodating growth while continuing to preserve, maintain, and enhance Prineville's community values.

### **Definitions**

Marijuana Grow Site (MG) - means a location that grows and/or processes marijuana that exceeds the amounts allowed by State law for an individual or household.

Marijuana Facility (MF) - means a location where Marijuana is grown, processed, sold or dispensed or any combination of these activities which is registered by the State of Oregon.

### **Goal # 1: Create land use zones and land use regulations that enhance Prineville without sacrificing community values**

#### **Residential Zone Values and Policies**

- Residential zones should be places where citizens can raise their families in a safe and nurturing environment.
- Residential zones that include amenities promoting family living environments and safe places for children to play walk to school, and experience natural resources are highly desired.

## *Urban Land Uses and Zoning Designations*

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- Residential zones that include compatibility standards to facilitate transitions between new and established uses will help to alleviate the pressures of growth upon existing community residents.
- Residential zones that provide for a broad range of densities and housing choices avoid creating imbalances that require remedies using community subsidy or tax dollars.
- Residential zones must include outright permitted and conditional uses adequate to develop “complete” neighborhoods and suitable living environments.
- New residential developments shall analyze the impact of the new development upon community infrastructure, natural resources, and local cultural attributes before development can proceed. Any necessary mitigation plan shall be examined for feasibility and effectiveness in remedying the impacts. No new development shall be permitted which creates the need for subsidy by community members, in other words, “new development shall pay its’ own way.”
- Prineville has many natural features worthy of preservation and enhancement. New residential developments shall incorporate where practical, existing natural features into new projects as a way to protect the natural beauty of Prineville.
- Residential zones shall promote walk ability and connectivity to adjacent neighborhoods, open spaces, parks, and commercial nodes.
- Residential zones shall incorporate affordable housing concepts.

### **Programs:**

The City shall:

1. Develop an overlay zone that identifies logical neighborhood boundaries that contain or could contain elements that support the development of “complete neighborhoods.”
2. Examine the existing neighborhoods and determine what amenities are lacking in each area such as open space, trails, service centers, infrastructure, pedestrian amenities, etc.
3. Update local land use regulations to facilitate quality development allowing for the efficient development of complete neighborhoods.
4. Update local land use regulations to include compatibility standards that will accommodate new development while minimizing the disruption to the existing community.
5. Regularly monitor the housing supply and support land use changes that encourage more housing choices and proper supply levels.
6. Update local land use codes to ensure the community that new development pays its’ own way and does not require community subsidy.

7. Inventory all natural features and cultural attributes that require special protection or special consideration prior to new development.
8. Promote the appearance of open space through clustering of building groups.
9. Create flexible zoning standards to allow for affordable and smaller lot sizes where appropriate and ensure compatibility with adjacent development.
10. Assess the connectivity of new residential neighborhoods with commercial nodes and schools, and assure that walkable distances are in place.

### **Commercial Zone Values and Policies**

- Commercial zones shall be places that provide a wide range of services and goods to citizens in a convenient manner and without creating unnecessary subsidies.
- Commercial areas, nodes, and zones should be located throughout the community to provide convenient shopping, employment, and services to citizens in an efficient manner.
- Commercial zones must include outright permitted and conditional uses adequate to fully support the needs of the Prineville community.
- Commercial zone regulations should be flexible and include incentives to attract businesses to create a self-supporting community and competitive business environment.
- Commercial zones should provide adequate opportunities to locate and operate businesses so Prineville can be as self-sufficient as possible without requiring citizens to make excessive vehicle trips to other communities.
- Commercial zones should receive high priority for improved infrastructure and other government capital improvement programs.
- The downtown business commercial core area is a key feature of Prineville and should be enhanced to provide a draw for all citizens and visitors alike. Convenient and plentiful transportation and parking opportunities are necessary for the success of the downtown area.
- Commercial areas should provide not only service and shopping opportunities but adequate supplies of employment opportunities.
- Commercial projects that contain quality architecture, reflective of the locale and environment, mixed-uses, open spaces, pedestrian amenities, and adequate parking areas shall be required and promoted throughout the community as the city grows.
- Commercial projects that are aesthetically designed to blend in with the environment and are compatible with mixed-uses and residential areas will be encouraged over commercial developments that require large acreages and private parking fields.



## *Urban Land Uses and Zoning Designations*

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- Commercial projects that maximize land spaces and are multi-storied with opportunities for upper-floor and/or offices and housing should be encouraged as a way to utilize valuable lands efficiently.
- Existing strip commercial areas can be unsightly, unsafe, and create excessive vehicle trips. Successful development strategies should include methods for redeveloping and improving the curbside appearance and function of existing strip areas.
- New extensions of commercial strip areas shall be developed only when it can be proven that needed services could not be provided to the community without developing lands at the ends of the exiting strips. Such new extensions shall be designed as centers with shopping streets or lanes instead of direct highway access. Building setbacks in commercial strip areas shall be such as to minimize distances onto sidewalks and streets, thus encouraging safe and easy pedestrian and bicycle access.
- New commercial areas, not at the ends of existing strips shall be designed as commercial nodes or centers to avoid creating new strip areas.
- Commercial areas should allow for service, repair and small manufacturing as a way to preserve industrial parcels in large acreages. Special incentives may be needed to control land prices for these uses.
- New commercial zones should be in areas where commercial and support services are needed and will thrive.
- Marijuana Facilities (MF) may be allowed in Commercial Zones through the application of Marijuana Overlay and process found in the City of Prineville Land Use Code Chapters 153, 153A and 153B.
- Marijuana Grow Sites (MG) may be allowed in Commercial Zones through the application of the Marijuana Overlay and permit process found in the City of Prineville Land Use Code Chapters 153, 153A and 153B.

### **Programs:**

The City shall:

1. Develop an overlay zone or framework plan locating anticipated new commercial areas throughout the community.
2. Evaluate existing commercial zones and determine where and what business services are lacking within the community.
3. Update the local land use regulations in order to improve, enhance, and encourage quality commercial development, including modifying commercial zone setback requirements, parking standards, and bicycle parking requirements.

## *Urban Land Uses and Zoning Designations*

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4. Evaluate and coordinate business incentive programs with other entities and economic development agencies.
5. Prioritize business area needs when developing infrastructure programs and capital improvement planning within the community.
6. Monitor and report on the quality, function, and improvement required of downtown area parking. A parking district program should be explored as a way to maximize parking opportunities.
7. Explore and develop incentives for locating more employment and upper story housing opportunities in the downtown area.
8. Develop a development guideline and site plan template for the downtown area.
9. Update local land use regulations to facilitate quality commercial development promoting efficient development of land and successful commerce.

### **Industrial Zone Values and Policies**

- Industrial areas that are served by adequate community transportation, convenient connections to highway access, workforce housing, water, and sewer, communication, power and gas systems will have a competitive advantage in the Central Oregon Region.
- Industrial zones should provide the greatest density of manufacturing jobs per acre, exclusive of workforce housing, and be located in places that do not disrupt the function of other land uses.
- Industrial zones should provide places for manufacturing, repair, with potential for high concentrations of jobs, products, and services in areas that can be conveniently served by transportation and easily accessed by high numbers of employees.
- Industrial activities should include buffers to protect any nearby neighborhoods and/or workforce housing from the negative effects of industrial activities. Heavy industrial uses should be located away from residential neighborhoods.
- New Industrial zones should be located close to other industrial zones as a way to maximize available infrastructure.
- It is necessary to prioritize capital improvements in industrial areas to attract and retain industrial and manufacturing uses.
- Clean industries are preferred. Industries that produce excessive noxious airborne particulates and non-disposable hazardous waste may not be allowed.
- Industrial zones shall have vegetative buffers to reduce the negative impacts of large, plain buildings, outdoor storage, mechanical equipment, and large parking areas on adjacent less intensive zones or uses.

## *Urban Land Uses and Zoning Designations*

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- Industrial areas that provide a wide choice of parcel sizes including workforce housing options and are highly desirable.
- Large industrial lots of more than 20 acres in size should be reserved as an enticement for attracting new industry.
- Small service, repair, and manufacturing industries should be encouraged to locate in commercial areas, if appropriate, as a way to retain large industrial acreages. Special incentives may be needed to offset the difference in land costs.
- Industrial areas that provide mixed-use opportunities and service uses for employees can reduce excess vehicle trips and community subsidy. They should be encouraged in industrial zones subject to proper siting and regulations that limit standard or non-workforce housing.
- Larger width streets are appropriate in industrial areas as are employee amenities including public, parks, day care, respite areas, trail connections, and other outdoor recreation opportunities.
- Incentives that retain and attract industries to Prineville will benefit the community as a whole by improving the employment and population balance and promote overall economic growth.
- Industrial areas near local airports can enhance commerce and attract compatible aviation activities and industries.
- Industrial areas near the City Railroad facilities can enhance commerce and attract supportive activities and industries. Industrial uses should be encouraged to use railroad facilities for transportation of heavy freight, thus reducing vehicular traffic on roadways.
- There are several older industrial zone designations within Prineville that are no longer appropriate due to: abutting development patterns; redevelopment and site changes that have occurred as a result of a declining timber industry; specific locational characteristics that are better suited to mixed-use urban development patterns; and, brownfield redevelopment opportunities. These unique areas should be converted to other uses subject to proper analysis, zone changes, and plan amendments as needed.
- Conversions of industrial lands to other uses shall only be allowed for development of mixed-use projects. These conversions will only be allowed when the zone change and plan amendment process includes studies, as appropriate, showing that the conversion does not negatively affect the 20 year supply of industrial lands.
- Marijuana Facilities (MF) may be allowed in Industrial Zones through the application of the Marijuana Overlay and permit process found in the City of Prineville Land Use Code Chapters 153, 153A and 153B.

## *Urban Land Uses and Zoning Designations*

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- Marijuana Grow Sites (MG) may be allowed in Industrial Zones through the application of the Marijuana Overlay and permit process found in the City of Prineville Land Use Code Chapters 153, 153A and 153B.

### **Programs:**

The City shall:

1. Maintain an inventory of industrial uses; analyze and determine desired uses.
2. Develop an overlay zone locating new industrial areas throughout the community.
3. Evaluate how to best improve the west entrances to the community adjacent to industrial areas.
4. Update the zoning ordinance to improve development patterns.
5. Develop incentive programs for locating new industry including workforce housing.
6. Modify the Transportation System Plan to include special street standards for industrial areas.
7. Work with local and regional economic development agencies to highlight Prineville as a dynamic place to locate and operate industrial businesses.
8. Coordinate industrial development with railroad facilities and encourage railroad use to the greatest extent possible. Special incentives may be applicable.
9. Monitor and evaluate the Prineville Layout Master Plan in order to provide coordinated land use and activity planning that enhances the nearby industrial areas.
10. Encourage nonpolluting industry.

### **Goal # 2: Update the UGB boundary when necessary.**

#### **Urban Growth Boundary and Policies**

- The UGB must include all of the land needed for residential, industrial, and commercial development for ~~at least~~ a 20-year period.
- UGB reserve planning is a valuable tool for predicting future growth areas over a 50 to 100 year period. The appendix contains the map of the UGB expansion areas developed in discussion with property owners and as reviewed at various public meetings. See appendix for the UGB Reserve map.

### **Programs:**

The City shall:

1. Periodically evaluate land capacities and land supplies for each zone and element of the General Plan every 2 years as appropriate.
2. Maintain adequate levels of residential, commercial, industrial, and recreation lands for a 20-year period.
3. Use a variety of methods to predict land needed for a 20-year period.
4. Prepare, adopt, and update infrastructure master plans to properly accommodate growth without excessive public subsidy.
5. Actively seek and acquire land needed for future infrastructure to avoid excessive land prices for property necessary for: transportation, water, and sewer improvements; telecommunication needs; energy needs; emergency service substations; gas; electricity; protection of natural resources; and, other needed facilities.
6. Regularly update and map population projections to support changes to urban growth boundaries and other land use planning tools.
7. Build community consensus and utilize a pragmatic approach when developing annexation programs.
8. Recognize the importance of the agricultural and urban interface areas and reduce conflicts between both uses as growth occurs.
9. The City shall initiate urban area reserve planning in the year 2007 and complete the study for presentation to the Planning Commission for review and recommendation to the City Council. The urban reserve planning study shall utilize a variety of predictive techniques; not limiting the study to just absorption rates, but taking into consideration selective industry incubation, local cultural desires, workforce housing and mixed use development techniques, infrastructure capacity, industry and commercial trending, economic and market studies, incentive programs, labor pool analysis, etc.
10. The City shall coordinate population studies and statistical review with Crook County.
11. The City shall develop an annexation program that evaluates and describes the ways and means of adding land to the City limits. The study shall include a variety of annexation techniques appropriate for a dynamic community and seek to minimize community anxiety about inclusion to the incorporated area. The study shall include a financial analysis describing the advantages and disadvantages of annexation with regard to tax revenues, expense of service delivery, and citizen expectations with a high emphasis on producing satisfaction rather than discord.
12. Prineville shall require open space buffers and/or other development techniques to reduce conflict between urban and agricultural areas.

**Goal # 3: Broaden the availability of alternate mode transportation options by organizing land uses in an efficient manner**

**Alternate Mode Transportation Values and Policies**

- Alternate mode transportation opportunities should be expanded as part of new development and redevelopment proposals.
- The topography of the Prineville community is mixed. The outlying areas contain various landforms that necessitate the creation of separate residential areas in-between the rimrock/plateau features. These areas will need to be developed as “complete neighborhoods” to provide proper service levels, infrastructure systems, reduced vehicle miles traveled, and other designs/devices that support alternate mode use.
- The Prineville community desires to move towards creating land use patterns that support a multi-modal transportation system. This technique will seek to connect all areas of the community resulting in greater sustainability of all resources in spite of the challenges created by the varied topography.
- Land use patterns can be improved by the use of master plans for certain developments. Master plans which emphasize aesthetics and community compatibility, circulation, landscaping, open space, storm drainage, utilities, building location and design, and access to commercial and community facilities will provide the most efficient use of land and encourage the use of alternate modes for transportation.
- Higher density residential areas that are within walking distance of shopping, jobs, open space, recreation, and transit services will use land efficiently without sacrificing the existing low density residential character.
- The existing street grid system, with modifications to enhance views and respond to natural topography, is a good way to provide connectivity between all uses and encourage alternate mode use.
- New developments and redevelopment projects that place housing within walking distance of shopping, services, employment, parks, recreation, and schools will be the easiest to serve with transit and other alternate modes of travel.

**Programs:**

The City shall:

1. Revise the land use regulations to recognize outlying areas will require special design considerations to avoid community subsidy and excessive vehicle miles traveled.
2. Consider efficient land use techniques as a way to use land efficiently and create better sustainability of resources.

3. Revise the land use regulations to include a requirement for master planning, as appropriate.
4. Revise the development regulations to encourage higher density residential development near shopping, jobs, recreation, open space, services, higher order street classifications, and future transit corridors.
5. Develop street standards that regulate the spacing, classification, and placement of needed street types. Higher order streets shall include elements beyond sidewalks to support alternate mode use, including but not limited to the establishment of bicycle lanes.
6. Update the City Code of Ordinances to require adequate bicycle parking facilities when deemed appropriate.
7. Create incentives and other land use regulations that support mixed-use development techniques. The regulations must include effective standards for mixed-use developments adjoining less intensive uses to reduce conflict between such uses.

### **Goal # 4: Establish appropriate land use regulations to support a sustainable community**

#### **Sustainable Community Values and Policies**

- Sustainable development techniques and other sustainable community options should be part of many community functions and services.
- Sustainability concepts allow communities to use land wisely and sustain inventories of limited resources for a longer amount of time.
- The community will benefit from incorporating sustainability concepts throughout the governmental structure and the local planning program.
- The community should look to City government as a model for sustainability. Local businesses and industries could benefit from following the demonstrated success of the governmental sustainability programs.
- The community will be able to regulate growth and encourage compact development at the core of the city by providing incentives for infill and redevelopment projects.

## *Urban Land Uses and Zoning Designations*

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### **Programs:**

The City shall:

1. Examine and implement a sustainability program for all City resources.
2. Develop energy efficiency targets and guidelines for the construction, renovation or operation of municipal facilities, incorporating new technologies for passive solar lighting and heating, appliances, HVAC, insulation, high-efficiency fleet vehicles, cooperative purchasing strategies and other applications.
3. Coordinate and develop an informational flyer and website data to help local businesses create healthy and sustainable working environments.
4. Review regulatory, pricing, taxing, and capital improvement practices to encourage urban development within city limits and develop strategies for encouraging compact development of vacant or under-utilized land to limit pressure for expanding the city's boundaries.
5. Promote land use regulations that encourage energy conservation and reduce air pollution.
6. Monitor the sustainability plan for effectiveness and modify the plan where necessary to meet community expectations.

### **Goal # 5: Establish growth management tools and other strategies to pace land development with the ability to provide the required services within the community**

#### **Growth Management Community Values and Policies**

- Prineville will need to utilize various planning strategies to accommodate growth and have a higher success rate for developing as intended and with minimum conflict.
- Properly accommodating future growth assures the community that new development and redevelopment are supported by adequate infrastructure.
- Infrastructure expansions and improvements at the core of the community tend to regulate growth at a pace that the community can accept without reducing service levels for existing residents.
- Capital Improvement Plans that support existing industry, commerce and residential areas before serving new urban lands typically utilize limited public funds in an efficient and practical manner without subsidizing growth.



## *Urban Land Uses and Zoning Designations*

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- Growth models can help predict the intended pattern of growth and provide realistic development guidelines for developers.
- Development must “pay its own way” to reduce community subsidy and minimize the negative effects of growth.
- Limitations on development outside of the City limits will reduce unnecessary “leap frog development” and unanticipated City subsidy.
- Developers must be required to analyze the full impact of proposed development upon infrastructure, schools, parks, natural resources, cultural resources and emergency services before development.
- Marijuana Facilities (MF) and Marijuana Grow Sites (MG) may be allowed in Industrial or Commercial Zones through the application of the Marijuana Overlays and permit process found in the City of Prineville Land Use Code Chapter 153, 153A and 153B. Approval of the Marijuana Overlays found in the City of Prineville Land Use Code shall be required to:
  - be consistent with the Comprehensive Plan;
  - be suitable for the MF and MG in accordance with the Prineville Land Use Code;
  - be considerate of the public health, safety, and welfare;
  - be licensed by the State of Oregon.
- This policy establishes guidance for the siting of Measure 91 (aka Recreational Marijuana) marijuana grow sites and facilities in the City of Prineville as authorized by State Law and Federal Law. The City of Prineville has developed Comprehensive Plan Policies and Land Use Codes which establish how Oregon’s Measure 91 is addressed by the City of Prineville. The City of Prineville is positioned to allow recreational marijuana grow sites, processing and facilities consistent with the Oregon Measure 91 in the event that circumstances change pertaining to Marijuana, including but not limited to changes of status at the Federal law level.

### **Programs:**

The City shall:

1. Create a priority system for the planning and funding of local infrastructure improvements. Prioritize capital expenditures by a) mandated by legislative authority of State or City, b) maintaining the City’s commitment to public health, safety, and welfare, c) maintaining the viability of existing facilities and services, d) increasing the efficiency of existing facilities and services, and e) expansion of the existing system for new services.
2. Utilize transportation system improvements as a growth control measure with highest priority given to projects within the City limits, and maintenance of existing facilities shall receive priority before outer area improvements.
3. Develop an overlay model of desired growth patterns and land uses.

## *Urban Land Uses and Zoning Designations*

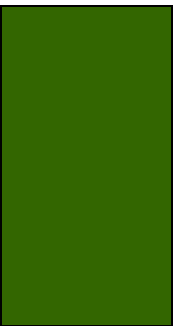
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4. Reject public development projects that are beyond the city's financial and physical capabilities to maintain and protect.
5. Analyze fiscal impacts of an annexation concurrent with analysis of potential revenues.
6. Abstain from annexing land without a concurrent waiver of M37 and other necessary requirements such as non-remonstrance agreements and support for future transit.
7. Consolidate the General Plan Map and the Zoning Map into one document.
8. Regularly examine impact fees and other implemented exactions for legal appropriateness and consistency in application.
9. Examine and update all processing fees to make sure that the cost of service is borne by those receiving it.
10. Encourage, monitor, and provide incentives for infill development over new projects at the fringe of the urban growth boundary.
11. Enter into discussions with Crook County to improve the current intergovernmental agreement.

# 3



## *Natural Environment*

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<a href="#">Issues, Goals, Policies, and Programs</a>	
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## Chapter 3 Natural Environment

### Purpose and Intent

The future of Prineville will be shaped by how the community decides to accommodate growth and balance that against preservation of various elements of the natural environment. The State of Oregon Goal 5 Guidelines establish that the following resources shall be inventoried: a. Riparian corridors, including water and riparian areas and fish habitat; b. Wetlands; c. Wildlife Habitat; d. Federal Wild and Scenic Rivers; e. State Scenic Waterways; f. Groundwater Resources; g. Approved Oregon Recreation Trails; h. Natural Areas; i. Wilderness Areas; j. Mineral and Aggregate Resources; k. Energy sources; l. Cultural areas. Local governments and state agencies are encouraged to maintain current inventories of the following resources: a. Historic Resources; b. Open Space; c. Scenic Views and Sites. Following procedures, standards, and definitions contained in commission rules, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.

Prineville's topography and small town charm are inseparably linked with natural floodplains and drainage ways, air quality issues, sensitive riparian areas, steep slopes, varied topography, historic flooding potential, urban flora and fauna, and high water tables. Thus, Prineville will need to adopt development regulations to protect critical areas (sensitive fish and wildlife habitat, frequently flooded areas, steep slopes, wetlands) and preserve air quality. Regulations should be balanced with other local values and in conformance with state law. Efforts to protect the natural environment should focus on maintaining a balance between the economy and ecology of the area while enhancing the aesthetic and livability ideals of the community.

In 2006-07, the City contracted with Winterbrook Planning to prepare site-specific inventories of the location, quantity and quality of Goal 5 resources within and immediately outside the Urban Growth Boundary. Winterbrook worked with Crook County GIS staff to prepare detailed maps and spatial analysis of significant riparian corridors, wetlands, wildlife habitat and scenic areas.

The Goal 5 inventory "clusters" significant natural resource into the following contiguous natural resource sites:

1. **Barnes Butte Scenic Area and Hudspeth Drainage**
2. **Upper Ochoco Creek Riparian Corridor and Scenic Rimrock**
3. **Lower Ochoco Creek Riparian Corridor**
4. **Upper Crooked River Riparian Corridor and Scenic Rimrock**
5. **Lower Crooked River Riparian Corridor and Scenic Rimrock**
6. **Ryegrass Drainage Riparian Corridor**

Winterbrook also worked with Crook County staff to map significant groundwater resources and Goal 7 natural hazards, including steep slopes, slide hazards, floodplains and dry wash areas. There is considerable overlap between Goal 5 natural resources and Goal 7 natural hazards within the Prineville UGB: approximately two-thirds of Prineville's Goal 5 natural resource area is affected by one or more natural hazards.

## *Natural Environment*

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Next, Winterbrook prepared a draft limited protection program for all significant natural resources. The limited protection program balances urban development needs with conservation of the Goal 5 resource site. Generally, this program begins with existing Crook County and Prineville regulations, and combines Goal 5 (natural resource) and Goal 7 (natural hazard) protection programs where appropriate.

Next, Winterbrook evaluated the economic, social, environmental and energy consequences of three alternatives:

1. full local protection of each resource site (allow no conflicting urban development);
2. no local protection (allow conflicting urban development without mitigation); and
3. limited protection of each resource site based on the draft Goal 5 protection program.

After considering the draft limited protection program and its ESEE consequences, the City adopted a final Goal 5 protection program that implements the following natural resource and hazard policies.

### **Issues, Goals, Policies, and Programs**

The City of Prineville and the surrounding area lie in a spectacular basin framed by dramatic geological forms and resource lands. Area residents have quick and convenient vehicle access to a variety of rural areas, forests, reservoirs, recreational areas, rivers, creeks, and other open spaces. Some of these areas, such as the Crooked River and Ochoco Creek riparian systems, public lands, open spaces, parklands, and plateaus are within the city limits. Preservation and enhancement of surrounding natural environmental system is a vital aspect of the community. Providing trails and alternate mode access to these special areas is necessary to avoid capacity issues, encourage healthy lifestyles, and to encourage safe access by children and adults. Protection of these special areas offers more than just aesthetic benefits; they can preserve the community's natural beauty without sacrificing economic development.

Local area livability can be enhanced and growth can occur in and around special areas if development regulations take the following issues into consideration:

- Opportunities for trail connections to existing and planned public parks and other recreational activities
- Updating the Code of Ordinances to improve regulations related to natural hazards such as flooding, wildfire, etc.
- Special setbacks from cliff edges and architectural design requirements for hillside areas.
- Inventory and analysis of important wildlife habitat
- Enhancement of the urban forest
- Increased air and water quality
- Preservation of key open spaces
- Protection of local values regarding the social and ecological benefits of maintaining the natural environment

**Goal # 1: Protect and enhance identified Goal 5 resources and other features of the natural environment using a variety of methods and strategies**

**Natural Environment Values and Policies**

- Local citizens desire to be good stewards of their community’s natural resources, including significant natural resource sites and natural hazards shown on the Prineville Goal 5 and 7 inventory.
- The local economy can benefit from efforts to protect the natural environment. Prineville considered the economic consequences of resource and hazard protection in its analysis of economic, social, environmental and energy (ESEE) consequences of alternative resource protection programs.
- Programs are needed to address the protection of the natural environment in a balanced and fair fashion given the urban development goals of the City. Prineville’s limited protection program achieves an appropriate balance between urban development needs (employment, housing, schools, parks and institutions), conservation of significant natural resources, and protection of life and property from natural hazards.
- Riparian and wetland areas support important wildlife and ecology and should be retained and enhanced to the greatest extent possible. Wildlife habitat associated with rivers, creeks and wetlands will be protected by maintaining and enhancing riparian vegetation within significant riparian corridors.
- The creeks and rivers that traverse the community need special setback protection and corridor enhancement. Prineville has applied a three-tiered protection program that recognizes different levels of development that have occurred near Ochoco Creek, Crooked River, and the Hudspeth and Ryegrass Drainages.
- The cliffs and rimrock areas should be preserved and local regulations should be crafted to limit development intrusion into these areas. Prineville will continue to apply Crook County scenic setbacks along rimrock canyons as land is annexed to the City, and new local regulations will protect the rimrock face and talus slopes below.
- Barnes Butte provides the scenic backdrop and identity to Prineville, and is recognized as the community’s defining scenic resource site. Prineville will allow for an appropriate residential development, while protecting Barnes Buttes and associated steep slopes, dry washes and raptor habitat through a three-tiered protection program.
- The Prineville community has long experience with damaging floods. Prineville will amend the floodplain ordinance to incorporate a “no net loss of flood storage capacity” standard. Significant riparian corridors and wetlands within the 100-year floodplain will have a high level of protection.

## *Natural Environment*

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- Air inversion policy ...[no change, or we could add language noting that tree conservation in riparian/wetland/habitat areas will have positive benefits for local air quality]
- The local water table is high in many areas of the community. To avoid further contamination of local aquifers, Prineville shall protect inventoried groundwater resources through adoption of a well-head protection ordinance as recommended by the Oregon Department of Environmental Quality.
- The open spaces and natural areas within the community need to be inventoried and networks of open space within the community shall be maintained and enhanced, including wildlife habitat corridors, storm water management areas, trails and other sensitive areas. Prineville will maintain updated inventories of Goal 5 natural resource and Goal 7 hazard areas.
- The local urban forest helps to create shade, improve respite areas, enhance drainage ways, and beautiful the community.
- Citizens should have convenient access to natural areas when practical and as long as sensitive areas are not diminished by such access.
- Children and other citizens will benefit from learning about and understanding the special characteristics of urban wildlife and natural habitats.

### **Programs:**

The City shall:

1. Create an inventory of Goal 5 resources and natural areas that require special protection and new regulations.
2. Coordinate with the Crook County Parks and Recreation Department to develop an inventory of open spaces that can complement the system of parks and other recreational spaces.
3. Develop a system of linking open spaces, cultural/historic areas, natural areas, recreational areas, and public parks in coordination with the Parks District and other affected agencies.
4. Create a program that better informs the community about the importance of natural systems, cultural/historic areas, and open spaces.
5. Support and collaborate with the Parks District to keep the community Parks and Recreation Plan comprehensive and updated, outlining current and future requirements for open space and related Goal 5 resources.
6. Work with surrounding jurisdictions, including Crook County and BLM, to develop and implement a regional system of Goal 5 and open space corridors.



## *Natural Environment*

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7. Evaluate and update all ordinances regarding riparian setbacks, flood plain protection, enhancement and development mitigation.
8. Encourage corridor development for riparian protection, pedestrian use, and wildlife routes.
9. Re-evaluate street design guidelines to include provisions for street trees, paths as alternatives to sidewalks, and plantings that provide shade and a variety of drainage controls.
10. Update and modify development regulations to provide protection of Goal 5 and other natural resources, reduce potential for flooding, and encourage private and/or public-private partnerships to protect and enhance sensitive natural areas.
11. Encourage revenue-producing activities in sensitive areas, resource land, and park and recreation development opportunities if they help protect natural features.
12. Leverage funding for habitat improvements by applying for grants to develop and protect natural areas, build trails, and sustain wildlife as appropriate.
13. Develop focused donation programs to help manage identified sensitive areas, naming of open spaces, riparian corridors, respite areas, waysides, trail segments, and other programs that can count toward grant match programs.
14. Encourage provision of open space with new development by providing developer incentives in addition to minimum standards in regulations.
15. Restore the functions of damaged wetlands and floodplains within the community by identifying a feasible variety of strategies and implementation techniques.
16. Create design guidelines to include provisions for critical areas and natural resource lands that minimize fragmentation of species and habitat due to development.
17. Limit development that diminishes desired or indicator species in or adjacent to fish and wildlife habitat areas.

# 4

## *Parks, Recreation and Open Space*



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<a href="#">Issues, Goals &amp; Policies</a>	
<a href="#">Park Land</a>	
<a href="#">Camping</a>	
<a href="#">Trails</a>	
<a href="#">Recreation Programs and Events</a>	
<a href="#">Management and Operations</a>	
<a href="#">Community Needs</a>	
<p><b>Goal #1:</b> In collaboration with the Crook County Parks and Recreation District and other partners, provide public parks, recreational facilities, trails, programs and events that meet the diverse needs of users, and that enhance the health, livability, and quality of life of the community.</p>	
<p><b>Policy 1.</b> Promote a collaborative system to maximize the benefits of parks and recreation. Ensure a consistent and seamless arrangement for system operations.</p>	
<p><b>Policy 2.</b> Activate parks, and facilitate the coordinated provision of recreation programs and events.</p>	
<p><b>Policy 3.</b> Enhance existing parks and facilities and develop new opportunities to provide engaging community recreation and social spaces that meet the needs of residents, workers, and visitors now and into the future.</p>	
<p><b>Policy 4.</b> Protect natural resources and provide trails to connect people to parks, open space and community destinations.</p>	<b>September 2021</b>
<p><b>Policy 5.</b> Maintain and replace assets in a sustainable manner and preserve and showcase the area’s historical and cultural heritage for future generations.</p>	

## Chapter 4 Parks, Recreation and Open Space

### Purpose and Intent

The State of Oregon requires that cities manage and operate adequate facilities for recreation and open space. Key elements of the parks plan required by the state include a map to indicate the location and boundaries of the park system, and appropriate zoning and map designations including objective land use and siting review criteria. Open space responsibilities also overlap with Goal 5 issues but the emphasis for utilization and preservation remains the same.



This chapter discusses how the City of Prineville intends to provide public parks and recreation areas and strives to strengthen the City's parks and recreation opportunities through land use strategies and inter-agency cooperation. Based on the Unified Parks and Recreation System Plan developed in collaboration with the Crook County Parks and Recreation District (CCPRD), this chapter describes existing conditions, community needs, goals, and policies related to the park system. The Unified Parks and Recreation System Plan is herein adopted by reference and provides a more comprehensive description of the park and recreation system and the long-term plan for the future.

The City and CCPRD have been successful working together to leverage resources for the parks and recreation system. With over 19 sites that represent approximately 915 acres of public parks and recreation facilities, and dozens of programs and community events, parks and recreation are a major part of community identity and livability and central to the area's long-term future.

### Background

In 1983, voters formed the Crook County Parks and Recreation District with boundaries based on the City's urban growth boundary. The City owned and managed parks prior to transferring these sites to CCPRD. In 1990, CCPRD expanded its boundary through annexation and the current boundaries match the Fire and Rescue District, Fire Zone #2.

In 2004, CCPRD completed a Comprehensive Plan for parks and the improvement and development of District operations and administration, parks and facilities, and recreation programs. In 2021, the City completed its first comprehensive plan (the Unified Parks and Recreation System Plan) for parks and recreation in partnership with CCPRD and with support from Crook County. The Plan outlines priorities for the future guided by the community's vision, a technical analysis of needs, and a strategic approach to implementation.



**Issues, Goals & Policies**

Prineville’s unique setting, climate and culture all influence park and recreation opportunities. Located in Central Oregon’s high desert, Prineville is surrounded by agricultural lands and publicly managed open spaces including the Crooked River and Crooked River National Grasslands, and Ochoco National Forest. Many local schools also provide opportunities for public recreation and use during non-school hours. The area’s many park and recreation opportunities are central to the area’s high quality of life, but steady growth and continued demands on park services resources are important considerations for the future.



**Park Land**

Together, the City, County and CCPRD own or maintain 19 parks and facilities, totaling approximately 915 acres. Only two sites are outside of the city, but within the CCPRD boundary (Crooked River Wetlands and Ochoco Lake Campground). CCPRD serves a population of approximately 14,269 residents (2017 Crook County estimates) and covers approximately 60.8 square miles. Just outside the city, there are approximately 467 acres of state land, as well as thousands of acres of national forest east of the CCPRD boundary. The Crooked River Canyon (a designated Wild and Scenic River), Prineville Reservoir, and Ochoco Lake are also popular destinations nearby.

*Park Inventory Summary*

Park Type	Total Acreage	Total Sites
Neighborhood Parks	22.2	9
Community Parks	55.4	3
Natural Areas	120	1
Special Use Sites	239*	4
Undeveloped Parks	480	3

Source: Crook County GIS, City of Prineville. \*Includes acreage for golf course, fairgrounds, Crook County RV Park, and Ochoco Lake Campground.

There are many different types of recreation facilities that offer places to play, relax, or gather. Ochoco Creek Park serves as the city’s central park and offers the largest range of experiences, from community gatherings and play to off-street biking and basketball. Most parks provide restrooms, picnic facilities, and an open lawn area. Fewer sites offer places to play or dedicated natural areas as part of the park design. There are also several specialized facilities such as camping areas, off-leash dog areas, and public art/memorials.

In 2017, the City completed the Crooked River Wetlands to improve municipal wastewater treatment. The wetlands now provide a range of benefits from cost savings and recreational opportunities to educational and environmental benefits. The City also conducted major changes to

## *Parks, Recreation and Open Space*

the water distribution system to improve water conservation efforts and protect the city’s water supply. During this same time the City acquired the Barnes Butte Recreation Area, a 460-acre parcel located at the east end of the city limits.

### **Camping**

CCPRD provides camping areas at three sites. Located close-in to Prineville, the RV Park borders the fairgrounds and offers a range of amenities for RVs, as well as camping and reservable cabins. In addition to campgrounds, Ochoco Lake and Haystack Reservoir provide access to water recreation, and also offer day use. A large percentage of CCPRD’s budget stems from camping fees.

#### *CCPRD Camping Areas*

Site	Owner	Spaces	Amenities
Crook County RV Park	Crook County	<ul style="list-style-type: none"> <li>• 81 RV sites</li> <li>• 9 tent sites</li> <li>• 2 cabins</li> </ul>	RV hookups, laundromat, community room, WiFi, dump station, pavilion
Ochoco Lake	Oregon State Parks	<ul style="list-style-type: none"> <li>• 22 tent sites</li> <li>• 4 hike/bike sites</li> </ul>	Potable water, picnic tables, fire pits, restrooms, boat launch, trails, swimming
Haystack Reservoir	BOR	<ul style="list-style-type: none"> <li>• 16 RV/tent sites</li> <li>• 3 reservable sites</li> </ul>	Picnic tables, restroom, trails, boat launch, swimming

### **Trails**

There are a variety of paved and unpaved trails in Prineville. The City’s Transportation System Plan (TSP) lists a total of four off-street paved trails totaling approximately 3.2 miles completed as of 2013. In addition, many of the proposed bicycle plan elements of the Crook County TSP provide direct connections to the City of Prineville. Since this time, the City has been active in adding additional trails and connections to this network. As part of the Ochoco Mill Site redevelopment, the multi-use path on the east side of Combs Flat road has been constructed from 3rd Street south to the hospital.

The 66 Trail System provides the primary nearby single track trail access for all ability levels. The existing 2.3 miles of Lower 66 trails are contained within Oregon State Park property. Managed by the Central Oregon Trail Alliance (COTA), volunteers are actively expanding this trail system on both sides of Highway 126. Along with city trails, the Crooked River Scenic Bikeway extends 25 miles south from the City of Prineville, along Highway 27 to a point just below Prineville Reservoir’s Bowman Dam.



## Parks, Recreation and Open Space

### Existing Off-Street Paved Trails

Trail	Approximate Length (miles)
Ochoco Creek Shared-Use Trail	1.7
Highway 26 Trail	1.0
O'Neil Highway Trail	0.2
Iron Horse Trail	0.3
Total	3.2

### Recreation Programs and Events

CCPRD partners with other providers and volunteers to offer over 30 different programs, classes, events, and camps. For overall enrollment, fitness/health-related classes such as gymnastics and karate, and educational/technical classes such as dog obedience and hunter safety have experienced the largest recent enrollment. There is limited capacity for indoor spaces and



facilities such as Ochoco gym and the Juniper Art Guild are at capacity for scheduling additional activities. CCPRD programs draw participants from within the CCPRD boundary and beyond. Based on enrollment data, there are a considerable number of participants that live outside the boundary.

### Management and Operations

Prineville's major public agencies share responsibilities in providing parks and recreation services, including the City and School District. The City is responsible for management and operations of the golf course, Barnes Butte Recreation Area and the Crooked River Wetlands complex, while the School District provides public access to several indoor facilities and fields. To promote coordination, the Local Intergovernmental Committee involves members from each of the major governmental agencies at the local level, including the City, School District, and CCPRD.

### Community Needs

Throughout development of the Unified Parks and Recreation System Plan process, the City and CCPRD relied on a range of events and activities to hear from the public and identify the types of ideas and improvements that will be needed to build a stronger system of public parks and recreation opportunities. The following are needs identified for parks and recreation areas within the City of Prineville and CCPRD boundary.

- Diversified, multi-generational experiences: In general, a focus on offering age-appropriate activities emerged as a key opportunity, as well as supporting activities that people of different ages could enjoy together. Many parks lack play areas or have play areas that are aging or limited in interest for different age groups. Providing more opportunities for teens

was among the top three areas participants would like to see expanded, followed closely by opportunities for older adults/seniors, and then kids (6-12). Another widespread recommendation involved providing more ADA accessible recreation opportunities.

- Opportunities for year-round enjoyment: Numerous responses captured a desire for Prineville residents to enjoy places to play or recreate year-round, particularly during winter months. In general, a common sentiment emerged, describing a lack of places to play and socialize indoors throughout the year. Questionnaire respondents identified covered and indoor spaces as the second greatest need for Prineville's parks and facilities.
- Repairing/replacing the community pool: Prineville's only community pool (the public pool at Ochoco Creek Park) was built in 1950 and CCPRD and pool supporters have been looking into options for its future. According to the questionnaire, building a new pool as part of a community recreation center was the top need by a significant margin (67%) and updating/rebuilding the existing pool also received strong support (27%). Further supporting this desire, questionnaire results showed swimming as one of the most popular activities.
- Integrating nature: A connection to nature stands out as a distinguishing aspect of Prineville's system. Prineville and the surrounding area offer a wealth of experiences from backcountry adventure and exploration to scenic routes and vistas. Community members and visitors enjoy spending time in nature and value large natural areas and undeveloped sites. Some of questionnaire respondents' most popular destinations are the trails looping around the Barnes Butte Recreation Area, the green space within Ochoco Creek Park, and the open space in the Crooked River Wetlands Complex. Residents appreciate these wild, undeveloped spaces, particularly for walking, exercising, dog walking, and observing wildlife. Connections to nature inspired a range of ideas for exploration.
- Expanded trail network: Prineville has good connectivity and an emerging trail system, with an even greater potential to expand the network. Similar to state and regional trends, walking and trail-based activities are of the top activities in Prineville. Building on the need for safe, walkable access to parks and the popularity of cycling, an interconnected multi-modal trail network linking Prineville parks is a major opportunity.
- Safe, family-friendly places: Questionnaire respondents who don't use parks in Prineville cited feeling unsafe/unwelcome as the primary reason (along with being too busy) keeping them from using parks. Prominent issues involve the perception of homelessness, antisocial behavior, drug/illegal activity and trash. Overall, community members are seeking improvements to make all of Prineville's public spaces feel comfortable, welcoming, and safe.
- Fiscal sustainability: Participants expressed concern about sufficient budget to maintain existing parks and facilities, renovate or add new facilities, and keep recreation costs affordable for community members. Parks management and quality may be compromised due to high demand and resource shortages.



**Goal #1: In collaboration with the Crook County Parks and Recreation District and other partners, provide public parks, recreational facilities, trails, programs and events that meet the diverse needs of users and that enhance the health, livability, and quality of life of the community.**

**Policy 1. Promote a collaborative system to maximize the benefits of parks and recreation. Ensure a consistent and seamless arrangement for system operations.**

The City shall:

- Follow a formalized collaborative approach to providing parks and recreation services. Work closely with CCPRD, the County, School District and other partners to ensure a collaborative approach to the provisions of park and recreation services. CCPRD will serve as the primary lead in providing these services.
- Coordinate the land use and development process. In the City of Prineville, the City will lead the land use development process using this Plan as a guide and coordinating with CCPRD and the County as applicable.
- Work with CCPRD and the Chamber of Commerce to explore opportunities for private recreational enterprises or public/private partnerships, and to promote tourism within the city and greater region.

**Policy 2. Activate parks and facilitate the coordinated provision of recreation programs and events.**

The City shall:

- Integrate the area's unique history and cultural heritage in the parks and recreation system.
- Provide signage and facilities to support environmental education and interpretation, including information on wildlife in developed parks and natural areas, particularly at points of interest such as trailheads, viewpoints and sensitive areas.
- Designate the Crooked River Corridor as a hub for recreation. The cluster of parks, natural areas, historic sites, and recreation areas along the Crooked River should be leveraged for natural resource protection, economic development, and community identity.
- Evaluate and improve park accessibility. Working with the CCPRD, complete an ADA assessment and/or transition plan to identify required upgrades in accordance with the Americans with Disabilities Act.
- Work with local partners to increase localized events and keep them relevant/stimulating.
- Collaborate with local and regional partners to build necessary infrastructure for bicycle tourism.

**Policy 3. Enhance existing parks and facilities and develop new opportunities to provide engaging community recreation and social spaces that meet the needs of residents, workers, and visitors now and into the future.**

The City shall:

- Continue leveraging park land level of service standards. Any decision to add new park land should consider a range of factors including park access, needed maintenance and ongoing operating expenses and additional factors as part of the land review process.

*Existing and Future Park Land Levels of Service*

Park/Facility	Total Existing Acres	Adopted Park Land Level of Service Standard (acres/1,000)	Existing Park Land Level of Service (acres/1,000)	2040 Future Level of Service (acres/1,000)
Neighborhood Parks	22.2	1.5 to 2	1.6	1.21
Community Parks <sup>1</sup>	73.4	5 to 7	5.1	4.0
Total Developed Parks <sup>1</sup>	95.6	N/A	6.7	N/A
Natural Areas <sup>2</sup>	580	20+	40.6	31.6
Special Use Sites	239.3	N/A	N/A	N/A

Notes: <sup>1</sup> Includes Seehale Property (18 acres); <sup>2</sup> Includes Barnes Butte (460 acres).  
 Source: Portland State University Population Research Center, "2019 Annual Oregon Population Report Tables," Table 4 (population of Prineville and Crook County). Population of Crook County Parks & Recreation District was estimated by FCS GROUP; Existing population (2019) = 14,269; Future population (2040) = 18,348.

- Coordinate with CCPRD to implement adopted park dedication standards. CCPRD should continue to identify potential future neighborhood parks in future growth areas using approved park dedication standards, as well as other design and acquisition guidelines.
- Develop a land dedication policy based on the recommended classification standards and the anticipated cost of developable park land.
- Coordinate new park design and development with surrounding land uses. Design and develop parks that consider nearby neighbors and land uses.
- Design parks with consideration for sustainability, water quality, water conservation, and flood impact mitigation. All new recreation facilities should be designed and constructed using green design and development practices.
- Embrace park connections to water with waterfront paths, overlooks, and access. Collaborate with CCPRD to acquire strategic areas along rivers and canals to protect and conserve scenic, recreational and natural areas that are accessible to the community.
- Design all facilities for operational efficiency and safety, and for barrier free access as required by the Americans with Disabilities Act (ADA).
- Focus on place making to create parks as memorable and engaging places. Emphasize park design, site character, identity, and sense of place through the use of art, colors, plantings,

natural elements and topography. Incorporate natural, cultural and historical elements and interpretive/educational features.

### **Policy 4. Protect natural resources and provide trails to connect people to parks, open space and community destinations.**

The City shall:

- Continue to build on the river corridor vision by focusing on continuous and connected greenways along the Ochoco and McKay Creeks, and the Crooked River for safe and efficient multi-modal connectivity and healthy wildlife habitat.
- Continue to develop a comprehensive and inter-connected off-street trail system that provides connectivity to destinations throughout Prineville and to surrounding destinations for bicyclists and pedestrians.
- Collaborate with State Parks to identify a solution for safer access to the 66 Trails.
- Create opportunities for residents and visitors to connect with nature, both physically and visually, including new or improved pollinator patches, protection or integration of native plants, introduction of urban wildlife corridors, and protection and access to natural areas.
- Integrate flood mitigation into site design. Parks in flood zones should be designed to control floodwater during rainy seasons, while also designed for passive recreation and non-motorized connections.
- Pursue master planning and phased improvements at the Barnes Butte Recreation Area. As part of ongoing planning, the City should work with CCPRD to examine potential for BLM lands near Barnes Butte.
- Acquire open space lands, when appropriate, as a means of protecting unique environments and providing passive recreation opportunities.
- Improve the urban tree canopy in parks and along street frontages.

### **Policy 5. Maintain and replace assets in a sustainable manner and preserve and showcase the area's historical and cultural heritage for future generations.**

The City shall:

- Coordinate with CCPRD in maintaining park and recreation facilities based on the needs and characteristics of specific parks.
- In collaboration with the County and CCPRD, develop a reporting program for all park concerns or maintenance needs. Use the program to track the types of maintenance needs and park or facility "hot spots" to inform future workload planning and annual budgets.
- Working with CCPRD, ensure adequate staffing levels to deliver safe, high quality, and needed park and recreation services.
- Use sustainable, easy-to-maintain landscaping materials and practices in all parks.
- Develop and implement edge treatments to improve the management of the areas where traditional park features intersect with natural areas.

5



*Economy*

Prineville's Comprehensive Plan	
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## Chapter 5 Economy

### **Purpose and Intent**

Goal 9 of Oregon’s Statewide Planning Goals and Guidelines pertains to economic development. This goal calls for diversification and improvement of the economy. It requires communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs. Thus, the City of Prineville is required, by law, to provide at least a 20-year supply of commercial and industrial land and commensurate infrastructure. The goal also requires that comprehensive plans shall “include an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends.”

There is no dispute that successful commercial and industrial activity requires sufficient and suitable land inventories. Careful attention to the necessary space requirements and locational considerations of potential commercial and industrial uses is necessary to promote, maintain, and encourage a variety of local economic activities on lands that are competitively priced. It is generally understood that when the supply of economic lands are constrained, land prices unnecessarily increase and this could reduce Prineville’s chances at attracting business.

In conformance with Goal 9, the City conducted and updated a Buildable Lands Analysis<sup>1</sup> in order to evaluate land availability and examined market trends. Other studies were also used to determine land supply and long-term land needs and together with the updated buildable lands inventory, are good data sets from which to derive assumptions about economic land needs. Local and regional experts have also supplied the city with information about other economic factors that affect Prineville. The findings derived from the Buildable Lands Analysis and other studies were used to address the key factors of Goal 9 identified above. The bulk of these data sets are located in the appendix.

Understanding the City’s economic assets will also be a key task in analyzing the existing and future economy. Land use planning, permitting processes, infrastructure development and related efforts of the City will influence future business development. Coordination with local business groups such as the Chamber of Commerce and Economic development For Central Oregon will be essential to identifying what type of development enhancement and infrastructure is necessary to support desired industries. The City and private groups will need to work together and implement programs as necessary to help companies and new businesses easily locate in Prineville, expand, and stay competitive in the local and regional markets.

### **Issues, Goals, Policies, and Programs**

#### ***Assumptions and Trends***

The City of Prineville can play an active role in helping to support the local economy by continuing to enhance existing businesses and generate new activity. The local economy of Prineville is directly tied to land zoning and available supply, historical land uses, local and regional

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<sup>1</sup>

*The analysis has been updated as needed to reflect actual land absorption, City Council policy, and other relevant inventory monitoring factors.*

## *Economy*

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demographics, labor pool, suitable housing, public services and transportation facilities. City regulations have a direct impact on the ability of existing business to expand and attraction of new business.

Private and public economic development efforts should focus on strategies that increase the opportunities for existing businesses. Likewise, efforts should also focus on expanding the possibilities for future workers and entrepreneurs by offering opportunities for local citizens to stay in the community and obtain nationally competitive jobs.

The national economy, society, and environment are key factors that will influence the local economic climate of Prineville. This chapter illustrates Prineville's existing economic patterns and potential economic opportunities. The analysis begins with a review of the current economic state of economic development in Prineville and Crook County. It also is necessary to identify any obstacles to future enterprise. This type of analysis approach can strengthen the community's position as a unique, established, and attractive place to work, live, shop, and recreate.

### ***Access and Location***

The City of Prineville is a small community approximately 17 miles outside of the Highway 97 corridor, which is a vital link to the Willamette Valley and other metropolitan areas. The location of the community and proximity/distance from Highway 97 will continue to be somewhat of an obstacle for new businesses and industries that rely on speedy shipping and proximity to support services in Bend, Redmond, Portland-Metro and the I-5 Corridor. However, the charm of the area, quality of life, good development climate, Enterprise Zone, City-owned railway, volume of available land and lower land costs will continue to be elements that can help overcome the distance to regional highway issues. The recent development of the Millican Highway connection from Highway 20 (Burns) to Highway 126 at the industrial park will be an advantage for trucks looking to avoid the congestion in Bend and Redmond. Even though the community is removed for the Highway 97 corridor, the time savings gained from the Millican Highway connection will help to compensate for the loss in direct or origination trips. The addition of truck stop services near the intersection of the Millican Highway and Highway 126 will help to serve the industry while reducing the negative impact of the truck traffic upon the rest of the community at the City center.

### ***Alternatives to Access Difficulties – A Focus on Technology***

Difficulty in reaching convenient access to regional transportation corridors can be partially overcome by transitioning to a technology and knowledge-based economy. Jobs that rely upon the development of technology and the transfer of knowledge products do not necessarily rely upon large amounts of truck shipping necessitating regional highway access. Information and technology markets influence and support all types of industries from retail to wholesale to manufacturing and service firms. Such industry is changing the speed and efficiency of business operations, the skills of workers, and the expectations of consumers. As a result, business owners and employees in the technology industries do not need to solely rely on ground shipping to deliver products to customers. Linking economic development strategies to a technological based economy is a trend that will be critical to enhancing the local job market.

### ***Downtown Prineville - The “Core” Commercial Area***

Prineville has a viable downtown area, which serves as a central feature in the community. Various studies have shown that this is where the maximum effort should be expended to improve the retail business climate. The downtown area could benefit from the addition of commercially zoned lands as necessary to deepen lots and broaden redevelopment opportunities.

### ***Other Commercial Areas***

The existing development patterns and commercial zoning designations have given rise to commercial development adjacent to the primary roadways in a “strip” configuration. The negative effects of such strip development include:

- poor access control, conflict with ODOT, and undesirable access for commercial developments;
- shallow lot depth limiting future business or center-type development;
- poor sign control and limited aesthetic options;
- longer vehicle trips to reach needed shopping services; and,
- reduced opportunities for buffering between land uses.

Strip commercial areas on the edges of the community force shoppers to travel by cars along the primary access ways. Pedestrian and alternate mode opportunities are lost when commercial zones are located great distances from population centers and neighborhoods. In addition, sole reliance upon vehicle travel to reach strip shopping areas can lead to unnecessary vehicle travel and expensive widening improvements along major roads. The synergy of commercial activities is lessened when commercial uses are not located in centers or downtown. Mixed-use zoning and rezoning of certain parcels to provide enough land in sizes necessary to accommodate commercial centers rather than a continuation of additional shallow-depth strip commercial will be necessary to provide a better balance of commercial development and reduce unnecessary vehicle trips.

### ***Industrial Areas***

The community also has a major industrial area near the Prineville Airport and a railroad dependant industrial area in the NW quadrant. These industrial areas are top priorities for local decision makers concerning infrastructure planning and economic expansion incentives.

There are various older, industrial areas scattered around the city, but these tend to create incompatibility issues with adjacent residential and mixed-use areas as well as disrupt natural drainage ways and riparian areas. Some of these older industrial areas have been developed with residential uses and suffer from incompatible Plan designations. The City intends to rezone the undeveloped portions of these industrial areas to mixed-use areas and residential zones without negatively affecting the industrial land inventory. The trend to incorporate mixed-uses on lands that are incompatible with established residential uses will enhance the ability of the community to add more mixed-use zones throughout the urban growth boundary. The properties slated for proposed rezoning are shown on Map No. 3 in the appendix.

### ***Critical Drivers of Prineville's Economy***

Many factors drive an economy. Some are influenced by the global economy, others by federal and state policies, and still others by regional elements. Some factors are in the control of the community and others are not, yet they all interrelate. One of the first steps in developing sound



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economic development plans is to understand what drives the local economy. The factors identified as those most directly affecting Prineville's economy included:

### **Types of Businesses:**

- Traditional manufacturing businesses: products, components, machines, farm and construction equipment, woods, metals, glass, stone, fertilizer and chemicals, and composite materials.
- Emerging businesses: high tech, Internet, e-commerce, creative services, and, mixed-use developments providing jobs and workforce housing to reduce employee commute time/highway congestion.
- Support businesses: Suppliers, retail, services and repair, personal and business services. A variety of company sizes: from small to large - commensurate with growth trends.

### **Business Operations:**

- Skilled workers
- Workforce housing
- Telecommunications capacity
- Access to support services
- Access to capital

### **Regional Development Factors:**

- Infrastructure & transportation
- Land availability and cost factors
- Affordable housing
- Access to post-secondary education system

### **Business Climate Factors:**

- Public policies, fees, land use restrictions
- Tax structure and Strong stable government
- Transportation options

### ***Livability & Image:***

- Small town charm, arts & culture, access to services
- Growth management
- Overall quality of life
- K-12 education system
- Access to health care
- Access to quality shopping and recreation

It is essential that Prineville's community leaders examine how these drivers, whether they are strengths or weaknesses, affect economic development planning. Businesses, industry groups, the Chamber of Commerce, city staff, community development representatives and others involved in the adoption of the Plan identified the following as *key issues* that will likely influence the future economy.

1. The ability to capture the growth in emerging industries such as high tech, software, bioscience, and e-commerce.
2. The ability to redevelop areas to meet density and employment goals while keeping a sense of place.
3. The need to consider small business and local services as part of the overall economic picture.
4. How to develop an image for Prineville that will support and retain existing businesses and attract new ones.
5. The link between Prineville's economy and that of the broader Central Oregon region.
6. How to identify, improve, and pay for the basic transportation and infrastructure needs necessary to facilitate business development.
7. How to develop and retain quality workforce housing.

### ***Existing Economic Conditions – National, State, and Local Trends***

The community will need to monitor and consider the importance of local and national trends and related economic activities as part of local growth management. For example, the *2000 Census*, *Economic Development for Central Oregon (EDCO)* and other local experts have provided data used to forecast certain features of the local economy. This data is utilized in the subsequent economic evaluation detailed below.

**Labor Statistics and Trends**

The unemployment rate in Crook County was at 4.4% in 2000, which was slightly lower than Central Oregon (Crook, Deschutes, & Jefferson County) at 4.9% but higher than the nation at 4.0% for the same year. The primary means of transportation for the local workforce was private vehicles where 69.3% of the workers drove alone while commuting to their jobs. Interestingly, 23.6% of Prineville’s commuters carpooled to places of employment and only 3.3% walked to work.

**Local Unemployment Rates as Compared to State and Nation**

	Central Oregon	Oregon	U.S.
1996	8.7%	5.9%	5.4%
1997	8.1%	5.8%	4.7%
1998	7.2%	5.6%	4.5%
1999	6.7%	5.7%	4.2%
2000	6.5%	4.9%	4.0%
2001	6.9%	5.9%	4.8%
2002	8.0%	7.5%	5.8%
2003	8.0%	8.2%	6.0%
2004	7.0%	8.5%	5.5%
2005	6.1%	6.9%	5.1%
2006	5.4%	6.0%	4.6%

Crook, Deschutes and Jefferson Counties vs. Oregon and U.S.

Sources: U.S. data from January 2007 Employment and Earnings (BLS), Oregon and regional data from Oregon Employment Department.

Car commuting in Crook County is higher than other places in Central Oregon. This is expected because of the rural setting and distance from other employment areas in Bend and Redmond contributing to a higher commute rate. This situation will not change until the local population can support more industry, service and retail choices in the Prineville community.

	Central Oregon**	Oregon*	WA*	CA*
<b>TRADE</b>				
Plumber	\$23.52	\$24.40	\$23.58	\$20.36
Receptionist	\$10.82	\$10.50	\$10.93	\$11.20
Secretary	\$12.65	\$12.64	\$14.06	\$14.25
Truck Driver, Heavy	\$16.34	\$15.83	\$17.03	\$16.75
<b>PROFESSIONAL</b>				
Industrial Production Manager	\$34.54	\$33.63	\$35.66	\$36.07
Marketing Manager	\$37.21	\$38.03	\$41.30	\$42.47
Electrical Engineer	\$32.49	\$33.12	\$33.96	\$36.01

**Average Wages Offered for Selected Occupations**

\*Bureau of Labor Statistics (2001 most recent stats) \*\*Oregon Employment Department (2002 stats)

Income Level Comparisons

Income Levels										
	Median Income (family of 4)*					Per Capita**				
	2004	2003	2002	2001	2000	2002	2001	2000	1999	1998
Crook	\$47,900	\$45,100	\$35,300	\$34,700	\$34,400	\$21,859	\$21,070	\$20,225	\$21,168	\$19,905
Deschutes	\$57,800	\$54,200	\$45,000	\$44,200	\$41,600	\$28,193	\$27,585	\$26,469	\$26,077	\$24,784
Jefferson	\$45,200	\$43,800	\$36,700	\$36,500	\$35,900	\$20,510	\$17,867	\$17,746	\$18,806	\$18,328
Oregon	\$58,600	\$56,300	\$48,900	\$47,800	\$46,000	\$28,792	\$28,222	\$27,660	\$26,261	\$25,446

\*U.S. Department of Housing and Urban Development

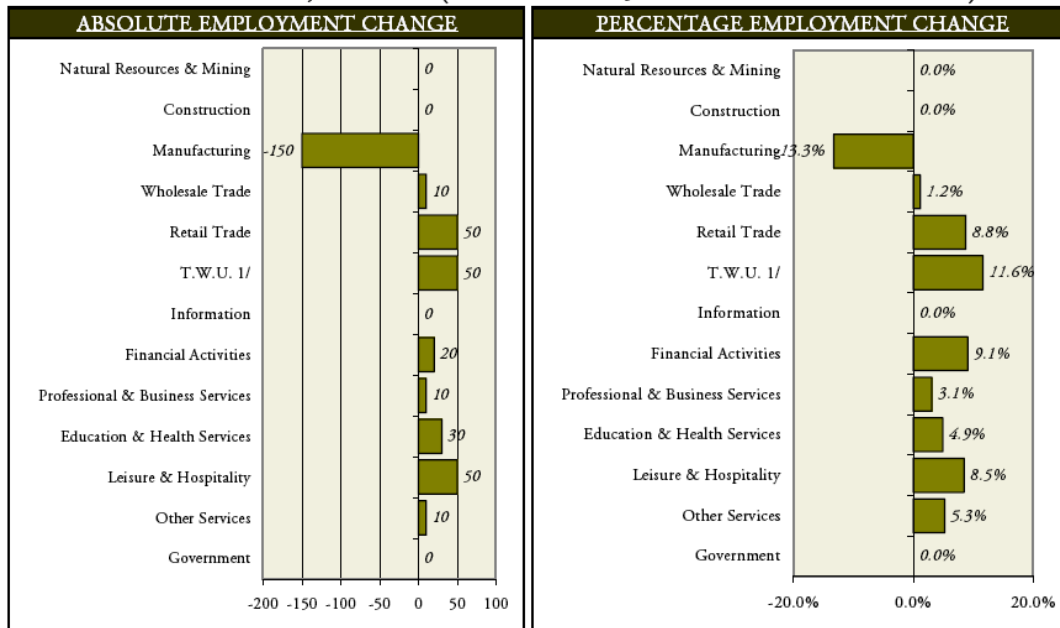
\*\*U.S. Bureau of Economic Analysis

Sources: U.S. data from January 2001 Employment and Earnings (BLS), Oregon and regional data from Oregon Employment Department.

Availability of Products and Services

Competition for products and services currently provided by Bend and Redmond will typically continue until there is an adequate demographic base in Prineville to support additional shopping, employment and service needs of the community. The large commute has certain disadvantages in that it tends to over-utilize existing road capacities at peak hours and this creates a high subsidy for City and State transportation projects, etc. However, the ability for business owners to draw from a wide labor pool is an advantage and helps to broaden job choices for residents. As the community diversifies and moves further away from a farm and forest based economy the opportunities for more variety in employment and shopping choices is expected to increase.

EMPLOYMENT CHANGE BY MAJOR NAICS CLASS  
CROOK COUNTY, OREGON (OCTOBER 2005 THROUGH OCTOBER 2006)



SOURCE: Oregon Employment Department

## Economy

### Employment Changes

Industry growth was led by Transportation and Warehouse (11.6%), Financial Activities (9.1%), Retail Trade (8.8%), and Leisure and Hospitality (8.5%). Manufacturing was the only industry that had a net loss of jobs between October 2005 and 2006. The manufacturing industry lost 150 jobs for a decrease of 13.3%. This decrease is attributable to a decrease in wood product manufacturing. The Oregon Employment Department releases updated ten year employment forecasts every two years at the regional level. The most recent forecast (2004-2014) indicates an anticipated 17,520 job increase for Region 10. Future employment gains are expected to be realized largely through service sector growth. Roughly 50.3% of anticipated employment growth is projected to originate from Professional & Business Services, Education & Health Services, Leisure & Hospitality Services, and Other Services. Prineville and Crook County lie within State of Oregon Assessment Region 10. The Region 10 data indicate that non-farm income is dramatically increasing. These regional reports show that manufacturing, lumber remanufacturing production and service sectors are expanding as population growth occurs.

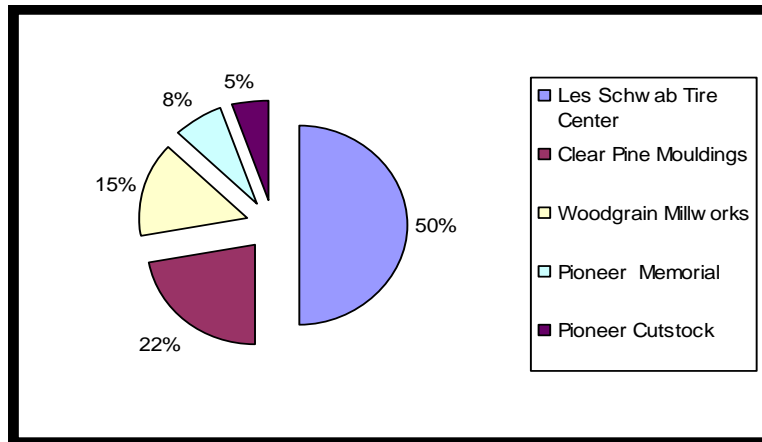
### Primary Industries and Employers

The primary industries in Crook County and Central Oregon are listed in the table below.

PRIMARY INDUSTRIES IN CENTRAL OREGON		
County	Industry	Total Employment
Crook	Agriculture	400
	Distribution & Warehousing	1,402
	Education & Health Services	559
	Tourism	425
	Wood Product Manufacturing	1,084
Deschutes	Computer & Electronic Manufacturing	362
	Distribution & Warehousing	862
	Health & Social Assistance	5,908
	Professional, Scientific & Technical Services	1,889
	Recreational & Transportation Equipment	1,110
	Tourism	7,652
Jefferson	Wood Product Manufacturing	1,920
	Agriculture	630
	Health & Social Assistance	198
	Manufacturing & Fabrication (includes Wood Product Manuf.)	1,264
	Recreational Equipment Manufacturing	250
	Tourism	556

Local occupations are distributed among several areas and are consistent with the recent Census data. Management, professional, and related occupations cover about 21% of the employed individuals in Prineville; 26.7% in production, transportation, and material moving; while another 37% work in the sales, service and offices occupations. Farming accounts for only 2.5% of city occupations and less than 1% of total revenue generated in Crook County.

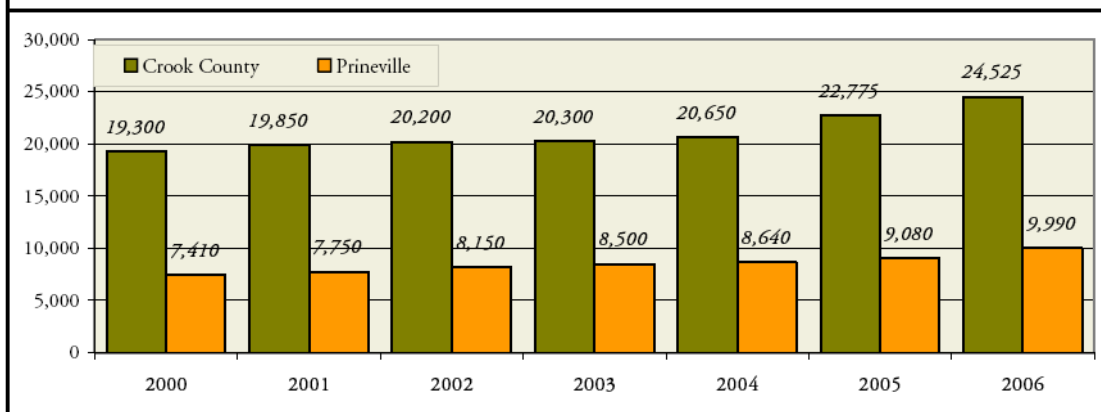
**Top Private Largest Employers in Prineville**



Prineville has the highest per capita of manufacturing jobs in the state. The demand for remanufactured wood and secondary wood products, high number of ground transportation companies (7), and the Les Schwab distribution plant are the primary reasons for this situation.

**ANNUAL POPULATION ESTIMATES  
STATE, REGIONAL, & LOCAL TRENDS (2000-2006)**

Region/ Location	Year (July 1st Estimates)							00' - 06' Growth	05' - 06' Growth
	2000	2001	2002	2003	2004	2005	2006		
Oregon	3,436,750	3,471,700	3,504,700	3,541,500	3,582,600	3,631,440	3,690,160	1.2%	1.6%
Region 10	155,050	161,300	166,550	170,700	176,350	186,865	198,205	4.2%	6.1%
Crook County	19,300	19,850	20,200	20,300	20,650	22,775	24,525	4.1%	7.7%
Prineville	7,410	7,750	8,150	8,500	8,640	9,080	9,990	5.1%	10.0%



SOURCE: Oregon Population Research Center

Despite healthy population increase over each of the last six years, a significant population influx occurred in 2005 which displayed 10.3% growth in a single year. It is predicted that inflation in housing prices in competing markets, namely Bend and Redmond, is largely responsible for Crook County's recent popularity. Over the next twenty years, the Oregon Office of Economic Analysis fully expects regional and County-level population to continue a healthy growth pattern. Through 2025, State forecasts estimate an additional 91,382 individuals are expected to permanently reside within Region 10, 9,090 of which to be captured by Crook County, a capture of roughly 9.94%. Additionally, roughly 82.3% of anticipated Crook County population growth will be realized through net immigration.

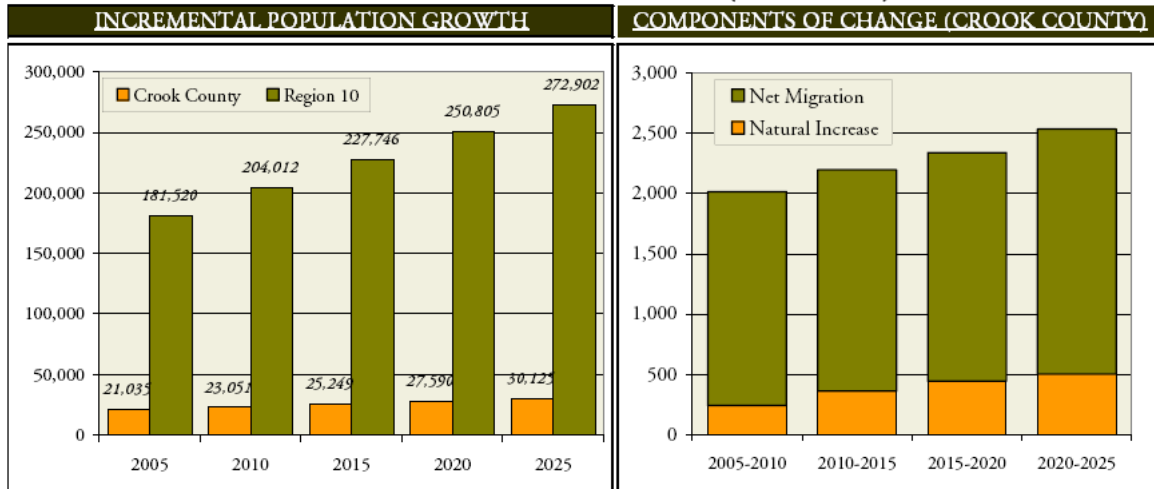
## Economy

Over time, and as the population increases, the trend will be for more diversification in job choices. According to the Oregon Employment Department report, [Employment Projections by Occupation 2002-2012](#)<sup>2</sup> the community can expect to see the greatest job growth in the following occupational areas:

- Health Care
- Professional and Technical
- Service and Retail including hospitality services

The increase in health care jobs is much different from the current local situation and is primarily due to an expected increase in young families with children, and an older population made up of retirees and baby-boomers. As the older population and general population increases so does the need for more choices in medical services. Health care professionals are in current demand and this is expected to continue as the largest growth area. The City will need to provide the proper amount of developable and adequately zoned lands to accommodate the expected increase in healthcare businesses and medical services. Prineville's small town charm and high level of livability will continue to attract young professionals and entrepreneurs. The retail and service markets will need to respond to this influx in order to meet demands of the growing population, particularly as housing choices increase. The City will need to provide the proper amount of developable and adequately zoned lands to accommodate the expected increase in professional, technical, service, and retail professions.

### 20-YEAR POPULATION PROJECTION REGION 10 AND CROOK COUNTY (2005-2025)



SOURCE: Oregon Office of Economic Analysis

### Specific Employment and Industry Projections

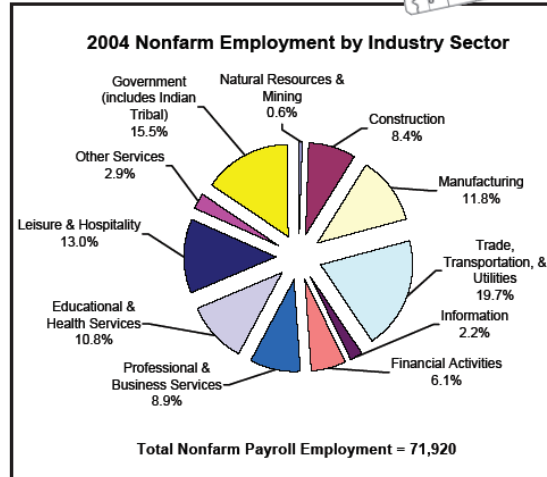
The 'snapshot' of data tables below provide a more precise projection detail for a period of 10 years beginning in 2004. This data is derived from the 2000 Census and information prepared by the Oregon Employment Department (OED). This type of projection is useful for analyzing the current land use ordinances to make sure the community can adapt to the projected needs.

*Generally, the current ordinances are adequate, although a few modifications are needed to better support desired outcomes.*

# Region 10 Industries At A Glance ...



Industry	2004	2014	Change	Percent Change
<b>Total Nonfarm Payroll Employment</b>	<b>71,920</b>	<b>89,440</b>	<b>17,520</b>	<b>24.4%</b>
Natural Resources & Mining	450	480	30	6.7%
Construction	6,030	7,640	1,610	26.7%
Manufacturing	8,510	8,910	400	4.7%
Trade, Transportation, & Utilities	14,150	17,750	3,600	25.4%
Information	1,560	1,880	320	20.5%
Financial Activities	4,370	5,120	750	17.2%
Professional & Business Services	6,400	8,810	2,410	37.7%
Educational & Health Services	7,800	10,170	2,370	30.4%
Leisure & Hospitality	9,370	13,060	3,690	39.4%
Other Services	2,120	2,480	360	17.0%
Government (Includes Indian Tribal)	11,150	13,160	2,010	18.0%



Industries With the Most Jobs	2004 Employment	2014 Employment	Projected Change	Percent Change
Food Services & Drinking Places	5,507	7,325	1,818	33.0%
Wood Product Manufacturing	4,020	3,898	-122	-3.0%
Specialty Trade Contractors	3,812	4,840	1,028	27.0%
Administrative & Support Services	3,504	5,126	1,622	46.3%
Ambulatory Health Care Services	2,772	3,638	866	31.2%

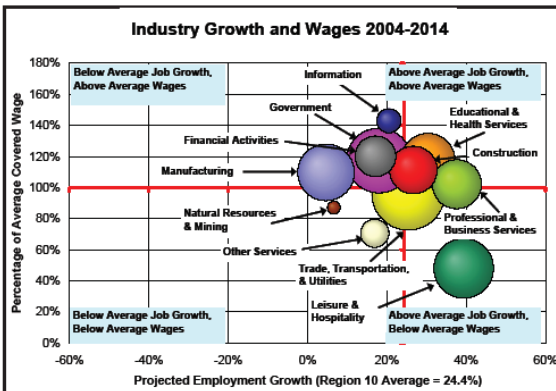
  

Industry	2004 Employment	2014 Employment	Projected Change	Percent Change
Food Services & Drinking Places	5,507	7,325	1,818	33.0%
Administrative & Support Services	3,504	5,126	1,622	46.3%
Accommodation	2,340	3,703	1,363	58.2%
Specialty Trade Contractors	3,812	4,840	1,028	27.0%
General Merchandise Stores	2,167	3,134	967	44.6%

Industry	2004 Employment	2014 Employment	Projected Change	Percent Change
Electronics & Appliance Stores	169	301	132	78.1%
Accommodation	2,340	3,703	1,363	58.2%
Museums; Parks & Historical Sites	71	111	40	56.3%
Motion Picture & Sound Recording Ind	89	134	45	50.6%
Administrative & Support Services	3,504	5,126	1,622	46.3%

\*Limited to industries with a minimum 2004 employment of 40 and that satisfy Employment Department confidentiality criteria.



For additional information, contact Steve Williams at [Stephen.C.Williams@state.or.us](mailto:Stephen.C.Williams@state.or.us) or (541) 388-6442

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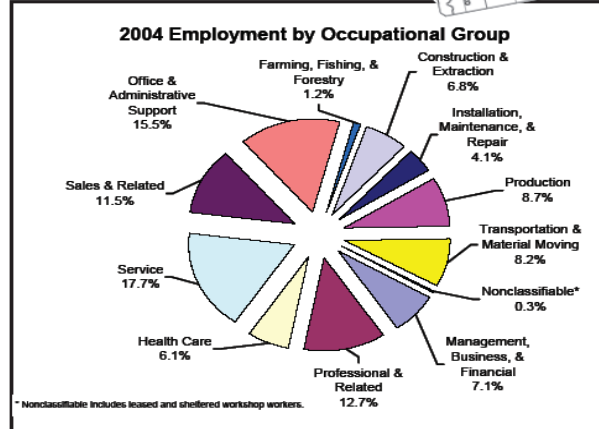


# Region 10 Occupations At A Glance ...



Occupational Group	2004 Employment	Percent Of Total	Statewide % of Total
<b>Total Payroll Employment</b>	<b>72,598</b>	<b>100%</b>	<b>100%</b>
Management, Business, & Financial	5,182	7.1%	8.7%
Professional & Related	9,219	12.7%	15.5%
Health Care	4,458	6.1%	6.4%
Service	12,874	17.7%	15.2%
Sales & Related	8,340	11.5%	10.6%
Office & Administrative Support	11,254	15.5%	16.6%
Farming, Fishing, & Forestry	895	1.2%	2.4%
Construction & Extraction	4,930	6.8%	4.3%
Installation, Maintenance, & Repair	3,001	4.1%	4.0%
Production	6,292	8.7%	7.9%
Transportation & Material Moving	5,927	8.2%	7.6%
Nonclassifiable*	226	0.3%	0.7%

\*Nonclassifiable includes leased and sheltered workshop workers.



### Top Performing Occupations

Occupations With the Most Jobs	2004 Employment	2014 Employment	2004-2014 Percent Growth	2004-2014 Growth Openings	2004-2014 Total Openings*
Retail Salespersons	2,756	3,721	35.0%	965	2,091
Waiters & Waitresses	1,571	2,236	42.3%	665	1,591
Cashiers	1,448	1,874	29.4%	426	1,128
Office Clerks, General	1,414	1,751	23.8%	337	687
Laborers & Freight, Stock, & Material Movers, Hand	1,372	1,551	13.0%	179	628

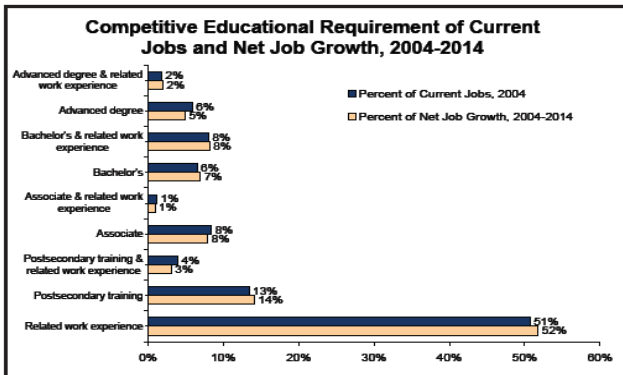
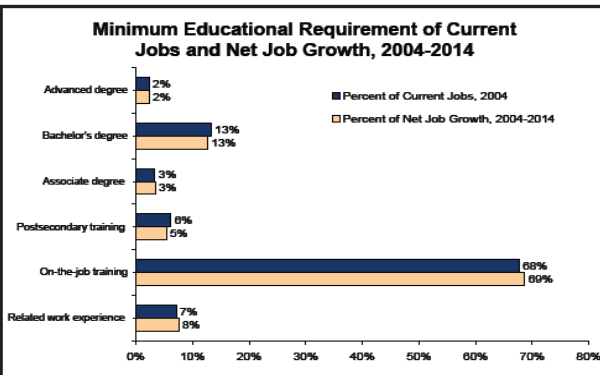
  

Occupations Adding the Most Jobs, 2004-2014	2004 Employment	2014 Employment	2004-2014 Percent Growth	2004-2014 Growth Openings	2004-2014 Total Openings*
Retail Salespersons	2,756	3,721	35.0%	965	2,091
Waiters & Waitresses	1,571	2,236	42.3%	665	1,591
Customer Service Representatives	911	1,366	49.9%	455	626
Cashiers	1,448	1,874	29.4%	426	1,128
Registered Nurses	1,247	1,616	29.6%	369	682

Occupations Growing the Fastest**, 2004-2014	2004 Employment	2014 Employment	2004-2014 Percent Growth	2004-2014 Growth Openings	2004-2014 Total Openings*
Correctional Officers	62	328	429.0%	266	307
Aircraft Structure, Surfaces, Rigging, & Systems Assemblers	42	92	119.0%	50	69
Amusement & Recreation Attendants	239	423	77.0%	184	269
Hotel, Motel, & Resort Desk Clerks	129	203	57.4%	74	145
Entertainment Attendants & Related Workers, All Other	52	80	53.8%	28	45

\*Total Openings include openings resulting from growth and from workers leaving the occupation. \*\* Limited to occupations with a minimum 2004 employment of 40.



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The predictions for commerce and industry growth do not show a large increase in the type of high employment, large industrial development that Prineville and EDCO hope to attract to the community and region. However, the current economic incentives, limited land supply in other nearby communities, and the level of commitment shown by local leaders may dispel the predicted trend and lure additional large manufacturing, industrial, and technologically-based businesses to the community.

The OED predictions do not take into account the current lack of desirable industrial land in Bend and Redmond. This factor alone has proven to be valid with the recent development of several new industrial parks near the Prineville Airport and brisk 2004-2006 land sales in adjacent industrial areas. Developers are keen to focus on Prineville now that there is a better selection of industrial parcels to choose from in the UGB. The selection has been enhanced by the recent UGB expansion, which added over 540 acres of industrial land to the UGB.

### *Existing Economic Conditions Conclusion*

Prineville's local leaders encourage quality development and job creation. While retail, service, and the health care industry will continue to grow and expand, community leaders have aggressively focused efforts on attracting large industrial development. It is anticipated that these efforts will bring forth industries that rely on a large number of employees and create additional family-wage jobs in the community. Community leaders have made it clear that large industrial development is needed in addition to the sectors identified in the predicted trend data. Likewise, there is a companion goal to reduce the daily commute for local residents by the creation of additional family wage jobs within the community.

According to Economic Development for Central Oregon -EDCO staff –

*“Central Oregon has steadily diversified its employment and economic base. For the past decade, Deschutes County has lead Oregon in high technology growth (over 270%). Numerous companies from the Silicon Valley, Portland-Vancouver Metro, and Puget Sound have relocated or expanded here - escaping skyrocketing costs, electricity shortages and tight labor markets. Many of these firms are small but extremely innovative, producing niche-market products from semiconductors to software, medical instruments to recreational equipment.”*

Competitive wages relatively lower housing costs, and high quality of life features will continue to attract businesses and companies to the region. Prineville will need to supply adequate levels of skilled labor force, developable lands and increased housing choices to continue to be attractive to new business development as a way to compensate for less-than-perfect access to key highways.

Overall, Central Oregon is a desirable place to locate businesses and while the region is not on the I-5 corridor there are certain advantages to the area given the labor rate comparisons and other positive demographic features. Oregon's largest School-to-Work program operates in Prineville, through a partnership with the Chamber of Commerce.

**Existing and Proposed Industrial Opportunities - Industrial Land Site Requirements**

Prineville has a variety of industrial areas spread throughout the community. A few industrially zoned lands suffer from a lack of performance standards, which can lead to compatibility issues with adjacent residential neighborhoods. The transition from a lumber based economy to tourism and locational factors have rendered some industrial parcels ripe for redevelopment into other less intensive or mixed uses. As older industrial areas transition to mixed-uses and new industrial areas are created, the City will need to explore alternatives to incompatibility issues including but not limited to rezoning, mixed-use development techniques and additional setback and compatibility standards.

**THE OCHOCO LUMBER MILL PROPERTY - A REDEVELOPMENT SITE**

*A few industrial areas such as the former Ochoco Lumber Mill site lie adjacent to the UGB and along Highway 126. The redevelopment of these types of sites will require careful planning and use of mixed-use development techniques as a way to avoid the negative effects of additional strip commercial development patterns. The Ochoco Lumber Mill site is too close to residential uses to continue as heavy manufacturing. Thus, a new type of zone, one that is compatible with adjacent development patterns, is more appropriate.*

*Numerous discussions with the owner of the Ochoco Lumber Mill property have revealed that they wish to potentially develop a mixed-use project on the site. This would include commercial, industrial, open space and housing activities. The owners have stated that they also intend to enhance the alignment of Ochoco Creek and its floodplain where it crosses the site and develop suitable buffers and separation from the nearby existing neighborhoods. This type of redevelopment is consistent with Plan objectives and helps to diversify the economy as it further transitions from lumber to other needed business types.*

The recommended “complete neighborhood and commercial/industrial area standards” contain good compatibility requirements and will help to buffer industrial uses from other activities. The industrial areas that are close in and near the higher population areas contain the largest variety of industrial uses. It is expected that as land prices and population increase the existing heavier industrial uses will transfer to other less populated outlying areas. Traditionally, the smaller industrial uses such as service and repair or contractor services have located close to the urban core. The heaviest concentrations of industrial lots are in industrial parks as described below.

**Murphy Industrial Park**

Located in Prineville, the Murphy Industrial Park consists of 14.7 acres of light industrial zoned property with 10 lots ranging from 1 to 3.39 acres. The property is located 1/4 mile east of Hwy 26 and Hwy 126 and within Prineville's new enterprise zone. The Murphy Industrial Park is located in Prineville's designated Oregon Enterprise Zone, which offers qualifying businesses 100%, 3-5 year property tax exemptions on new, qualified investment in plant and equipment. The site is served with all utilities and is very nearly flat, ensuring ease of development.



### **Baldwin Industrial Park**

The Baldwin Industrial Park offers exceptional values on land and structures, as well as easy access to Hwy 126. The Park is part of the City of Prineville's newly developed industrial area and within the city's enterprise zone. The Park is only 17 minutes from the regional airport in Redmond and less than a half hour to Bend. The site is served with all utilities and is very nearly flat, ensuring ease of development. Forty (40) total acres are available with lots ranging from  $\frac{3}{4}$  of an acre to over 5 acres. The Baldwin Industrial Park is located in Prineville's designated Oregon Enterprise Zone, which offers qualifying businesses 100%, 3-5 year property tax exemptions on new, qualified investment in plant and equipment.



### **Tom McCall Industrial Park**

Crook County and other private developers own over 100 acres known as Tom McCall Industrial Park near the Prineville Airport<sup>3</sup>. The site is served with all utilities and is very nearly flat, ensuring ease of development. Certain development regulations imposed by the County control the purchase price and business plan of prospective developers. The intent is to preserve large parcels for industrial campus uses needing large site requirements.

### **Tom McCall Expansion - Prineville Industrial Park**



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<sup>3</sup> Crook County also owns over 1000 acres in the vicinity, which could be converted to future industrial uses.

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The Tom McCall Expansion, known as the Prineville Industrial Park is 118 acres in size and privately owned. The property abuts the County industrial lands and wraps around the Oregon Youth Association - OYA facility. This facility will be converted to Oregon National Guard uses. A variety of lot sizes are available ranging from .5 to 50 acres in size. Airport access to taxi ways may be available at the southern end of the property. There is an increasing need for additional access to the airport from adjacent lands. The FAA has traditionally discouraged such access but the viability of the airport depends upon such services.

### **Prineville Airport Business/Industrial Park**

The Prineville/Crook County Airport includes two runways with the largest offering a 5,000-foot runway capable of handling jet traffic at an elevation of 3,246 feet above sea level. Pilot activated runway lighting and fixed base operator (FBO) services are available. The airport has several sites available for industrial and commercial development but is for lease only.



### **Local Efforts to Target Desired Industries**

Economic Development for Central Oregon (EDCO) has focused their efforts in attracting new business and industry by targeting specific types of development. These include:

#### *General Industry Cluster Targets*

- Aerospace and Aviation
- High Technology (includes software, hardware and biotechnology)
- Light Industrial and Manufacturing (Plastics, assembly, printing, misc.)
- Recreational Equipment Manufacturing
- Research and Development Firms
- Secondary Wood Products
- Headquarter Firms

Within these broad categories, 21 of the nearly 1,000 SIC (Standard Industry Classification) Codes have been chosen by EDCO as specific targets for growth and recruitment. They include:

### **Specific Targets**

2396 Automotive Trimmings, Apparel Findings & Related Products

2542 Store and Office Fixtures (except wood)

2732 Book Printing

3751 Motorcycles, Bicycles & Parts

3792 Travel Trailers and Campers

3799 Transportation Equipment, NEC

3845 Electro medical & Electrotherapeutic Apparatus

3721 Aircraft

3728 Aircraft Parts & Engine Parts

7371 Software Development, Custom

7372 Software Development, Prepackaged



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3082 Plastics Profile Shapes, Unsupported  
3089 Plastic Products, NEC  
3672 Printed Circuit Boards  
5099 Durable Goods, Wholesale, NEC  
2541 Store and Office Fixtures, Wood  
2674 Bags, Uncoated Paper & Multiwall  
3086 Plastics Foam Products  
3087 Plastics Resins, Custom Compounding  
3674 Semiconductors & Related Devices  
3949 Sporting & Athletic Goods, NEC

All of the above targets are suitable uses in the Prineville community. However, the City wants to attract clean industries and avoid those that can cause harm to the environment or create potential City subsidy. This goal may mean that some industries may need to be carefully examined for potential community pollution. The City will need to make sure that the industrial and commercial zoning regulations can accommodate the future development industries identified above.

As mentioned above, the identified target industries do not necessarily match the forecasted local trends. However, this does not mean the desired industries are unsuitable for Prineville. On the contrary, the local desires, and State/National trends are all to be considered when developing the assumptions used to support this economic opportunities analysis.

### ***Industrial Land Inventory Needs Analysis***

Prineville is the only incorporated city within Crook County's sizeable 2,291 square acres. Prineville would like to provide jobs in the community for all of its' citizens and not suffer the negative impacts of the daily commute to other cities. The City of Prineville cannot meet this goal at present. Efforts to induce additional job creation are underway and were given a boost by the 2004 UGB expansion that took in an additional 540 acres of land for industrial purposes. The responsibility to maintain a supply of adequate industrial lands, and provide a sound industrial climate to support additional job creation is a continuing responsibility of the City as part of the Goal 9 requirements and City Council policy.

The development trend in Prineville is primarily a product of reaction to a changing lumber and agricultural base. Lands that were devoted to primary lumber manufacturing have either ceased operation or transformed to respond to market needs and available lumber supply.

From the mid-1980's until 2003, some industrial lands were permitted to allow development of non-industrial and/or commercial uses. These decisions were part of an effort to retain business and help provide jobs in the community. Higher land prices and limited supply of commercial land exacerbated this situation. However, this technique created problems with compatibility to primary industrial uses and tended to underutilize valuable industrial land resources. Better efforts at coordinated economic development strategies, appropriate mixed-use land development, and incentives to encourage commercial development in appropriate locations will reverse this negative trend.

The City intends to preserve industrial areas for predominantly industrial uses. This may be difficult in light of M37<sup>4</sup>, but development of incentive programs such as the Enterprise Zone and the City’s required M37 waiver as a condition of annexation will be helpful to preserving industrial lands for future economic development.

Numerous parcels of land in the UGB are inappropriately designated industrial. The zoning of these parcels will need to be corrected and appropriately zoned. The largest of these parcels are known as the Ochoco, Smith, Carpenter, and Rhoden sites. These were not considered prime industrial lands in the Benkendorf report and/or in related City studies. Other parcels of land containing residential homes have an inappropriate designation as “industrial” and need to be rezoned. See attached map showing proposed rezone areas. The 2004 UGB expansion industrial lands need analysis was based on a combination of factors. These factors continue to be useful for future land need forecasts.

The recent Benkendorf Report, as modified, other studies, and the recent UGB Expansion Report are the source of the current industrial inventory data. Modifications were completed using local and regional data and development trends combined with regional and statewide efforts to attract commerce and industry to the region. Thus, the forecasted land needs are a product of various technical sources in addition to the data listed above.

The appendix of this Plan shows that the bulk of serviceable and available industrial lands were essentially depleted as of 2004. The industrial inventory was replenished with the addition of 540 acres of industrial land in the UGB expansion approved by the State of Oregon in late 2004. This amount of land was thought to be more than adequate for at least the planning period, or 20 years. However, no amount of data or model can accurately predict the future economic land needs of a community or the exact amount of land needed in each category. Therefore, a variety of factors must be used to estimate the amount of developable land needed. Moreover, because it is not prudent to use absorption rates alone, the City has chosen to use the 11 forecasting factors described above. The result is an “estimate” of needed lands for the future beyond the recent UGB

**11 Industrial Land Forecasting Factors**

**Historical development trends**

**Availability of infrastructure and transportation access**

**Physical features that enable easy development; including infrastructure supply**

**Features that restrict or limit development – open space, natural resource protection**

**Location and proximity to labor force**

**Growth management goals and compliance with State law**

**Community employment needs, niche development, emerging markets**

**Complete neighborhood development techniques**

**Private or public ownership**

**Proximity to airport and glide path restrictions**

<sup>4</sup> M37 is a measure approved by Oregon voters to protect property rights for those who have owned property prior to restrictive land use regulations that limit allowed uses of property. M37 is being re-examined and it is unknown whether the measure will be sustained over the years

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expansion. These estimates are used as a basis for making land use decisions and as new data or new predictive models become available, the estimates will be revised.

Revisions to the Plan can occur at any time, once supporting evidence shows a need for a change or update. Thus, the community can be assured that careful monitoring of all predictive data will be the best method for addressing the economic land needs of the community.

The 11 forecasting factors can be used to formulate assumptions about economic trends and determine industrial land needs. These factors form assumptions and when combined with local planning and economic development goals, are intended to provide a foundation for assessing any changes in the Plan. As of the date of approval of this plan, the basic assumptions are as follows:

- The National, State and Local trend shows that the highest economic growth will be in Health, Retail, Service and Professional fields.
- The goals of the community and those of local economic development experts focus on high technology, manufacturing, and production as desired industries. These goals may conflict with the predicted trends.
- Public facilities that serve industrial lands must be complete and adequate to support community economic development goal. The most recent geological data shows the Deschutes Aquifer serves the industrial lands near the airport. This is in contrast to existing industrial sites (and other zones for that matter) located at lower elevations. Water supplies near the airport are more readily available and reliable than water sources at the center of the City.
- Lands that have appropriate infrastructure in place and are competitively priced will be easier to market to prospective developers. Lease-only lands are more difficult to market because of bank financing conditions.
- Industrial lands must be attractive and include support services and workforce housing for employees.
- The 2004 UGB expansion included lands specifically reserved for:
  1. Railroad, and/or railroad supportive uses
  2. Sewer Treatment Plant Expansion
  3. Large acreages for campus-like manufacturing or technical companies – publicly and privately owned
- Industrial lands that have historically supported lumber mills may need to redevelop in response to the economic changes and lack of raw timber supplies.
- Industrially designated lands near the core of the community will need to be reclassified to other zones to improve compatibility with abutting uses, encourage more mixed-use zoning, and to encourage innovative land use techniques that improve and broaden the labor pool. This conversion in combination with a need for additional industrial lands that are situated at the near the airport will require a future UGB expansion.



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- Airport lands are a valuable industrial resource requiring special management, planning, and development techniques. The Airport Master Plan deals with the specifics of airport development.
- The 2003 revised Benkendorf Report provides valuable data that must be combined with other studies/data and the above 11 factors to accurately represent the land needs of the community.
- Industrial lands that contain natural resource areas and other areas that require special protection will reduce the overall inventory of developable industrial land.

The above assumptions can be combined to make certain quantitative determinations about needed industrial land supplies over the 20-year period. As previously mentioned above, the City had added 540 acres of industrial land to its inventories in 2004 as shown on Exhibit I-1. Each portion of added industrial land area was given a label and a 25-30% non-buildable factor was applied to the various acreages in each area. In addition, some of the lands were slated for specific development purposes, which were not speculative. The sewer treatment plant and the lands reserved for railroad uses are examples of non-speculative development proposals. The charts shown below give the acreage details for vacant and developable industrial lands.

### Before UGB Expansion

Industrial Lands Available <u>prior</u> to UGB Expansion	Airport-publicly owned – lease only	Other- private and publicly owned
	305.0 acres	5.0 acres

### After UGB Expansion

Industrial Lands Available <u>after</u> UGB Expansion	Airport-publicly owned – lease only	Other- private and publicly owned
	305.0 acres	824.0 acres

The Prineville community had very little privately owned, developable, industrial land available before the 2004 UGB expansion. After expansion, development activity/absorption, development restrictions, and reservation for special uses reduced the number of developable acres to the amounts shown below.

**Reductions to Industrial Land Acreages after 2004 UGB Expansion**

Area or Area Number	Total Acres Without Reduction	Developable Acres With Reduction
Airport	305.0	210.0
UGB Area 6	160.0	120.0
UGB Area 6a	80.0	36.0
UGB Area 6b	160.0	150.0
UGB Area 7	313.0	219.0±
UGB Area 8	77.0	0.0 – sewer treatment plant only
UGB Area 9	34.0	14.7 – reserved for railroad uses
Totals	824.0	750.0

Some of the above acreage reductions are estimates based upon average percentage of developable lands that contain constrained areas such as rock outcrops, steep slope, future ROW areas, buffer areas, public facility needs, airport glide paths, and other obstructions to development. Modern engineering techniques and other development strategies may be able to increase the actual and final amount of developable land.

**Original Industrial Land Need Forecast**

The Benkendorf Report utilized a combination of forecasting techniques based upon future population estimates and employees per acre data. The 2003 revisions to this report show that additional amounts of non-lease industrial land are required for the needs planning period in addition to other industrial land types. The City originally thought it took in more land than it needed for industrial purposes because of the assumptions made in 2003. The amount of 824.0 acres reduced to 750.0 acres was a result of incorporating the variety of City-preferred techniques and assumptions described above. For example: it was assumed that the railroad uses anticipated in UGB Expansion Area 9 will not develop as quickly as other industrial uses given historical demand. In addition, the development restrictions (lease only, etc.) for lands at the airport create an obstacle for certain types of desired development. Because the airport and railroad are long-term community features that will take many years (more than 20) to fully develop, these areas should be reserved and not included in the total net need for the purposes of this planning period.

**Existing Industrial Lands Located Near Incompatible Uses**

The City has also continued analysis of the potential negative impacts of retaining heavy manufacturing and other industrial land designations currently located near the older parts of the city. In-depth review of these areas indicates the industrial areas are located in areas with limited water supply, adjacent to sensitive wetlands, steep slopes, and long established low-density residential development.

**Existing Residential Development on Industrial Lands**

The City has numerous residential homes built on industrially zoned lands. This situation needs to be corrected. The City has proposed a legislative fix to this situation and in combination with UGB expansion will serve to correct long standing zoning errors. A demonstrated need for additional developable residential lands (as described in following chapters) and to develop within the guidelines of a “framework plan” supports the rezoning of poorly located industrial areas to other uses. Map # 3 shows these areas.

**Additional Reductions to Industrial Land Acreages after 2004 UGB Expansion  
Due to Needed Rezonings\***

Land Area By Historic Ownership Name, etc.	Total Current Industrial Acres Requiring Rezoning to Other Uses
Carpenter	100.0
Rhoden	120.0
Ochoco	120.0
Smith	60.0
Northridge	115.0
Other Areas	20.0
UGB Area 9	34.0
Totals	569.0 <sup>5</sup>

*\*See Error and Potential Rezoning Map at Appendix.*

**Properly Located Industrial Land**

A future UGB expansion will add additional areas for industrial development near the airport and will help Prineville address the current jobs/housing imbalance. Redmond and Bend currently have a greater number of employment opportunities, which results in a significant number of Prineville’s residents commuting to other cities on a daily basis. Such commutes have the effect of over utilizing limited energy and natural resources, creating unnecessary business expenses, and increased infrastructure costs for community.

Commuting has been found to reduce effectiveness of business operations due to increased employee travel time and increased absences related to weather and road conditions. Likewise, Prineville has lower housing prices, which attract employees who cannot afford to live in Bend or Redmond<sup>6</sup>. Additional supplies of appropriately located industrial land will help to provide quality jobs in the Prineville community thus, reducing the need for citizens to seek employment in other cities.

<sup>5</sup> Acreages estimate until verified with GIS and survey data

<sup>6</sup> This is discussed further in the Housing section of the Plan.

**Current Industrial Land Prices – Supply and Demand**

The price of industrial land near the airport has increased from \$1.25 per square foot in 2004/05 to over \$4.50 a square foot in 2006. The increase is a direct result of limited supply of available industrial land and the effect of land prices in Redmond and Bend which are over \$9.00 per square foot. See attached Exhibit I-2.

Adding more industrial land to the UGB, in appropriate locations, will help to stabilize land costs and keep Prineville in top position with lower priced and larger sized lands ready for development.

The Baldwin Industrial Park and other newly developed industrial areas near the airport have experienced brisk development since the 2004 UGB expansion. This trend will continue and the proposed expansion of the UGB to add additional industrial lands near the airport, especially in an area with reliable water supply, will help broaden Prineville’s ability to attract and maintain business.

Restricting the ability to expand the UGB to include more industrial land will have a harmful effect on Prineville’s economy. The community needs to expand the UGB to remedy the loss of industrial land that should be rezoned to more appropriate uses. Thus, once the total amount of industrial land to be rezoned to other uses is removed from inventory and added to the previously identified need for a long-term supply of industrial lands the long term need now totals 1393 acres. This need in comparison to industrial land inventory shows that the UGB should be expanded to supply needed new industrial lands.

**Industrial Land Need Post-2004 UGB Expansion**

Industrial Acres Added to UGB In 2004 And As Reduced By Constraints	Identified Industrial Acres That Should be Rezoned to Other Uses	New Total Industrial Acreage Need
824.0 acres reduced to 750.0 acres	569.0	824.0 + 569.0 = 1393.0 acres

**Large Acreages Needed**

The community supports targeting of specific industrial uses that can provide many jobs at one location. These industries tend to require large acreages from 50 to 120 acres to support large buildings in a “campus” arrangement. Good examples of such developments are Les Schwab, Lancair, call centers, truck stops, workforce housing/industrial developments, and airports. The

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community intends to provide for and reserve large tracts for these types of development. The existing Enterprise Zone was created to entice large industrial developments to Prineville.

It is anticipated that there should be an inventory of large “for purchase” industrial lots appropriately located in industrial areas near the airport area. The City has determined that approximately 250 acres above the Benkendorf Report recommendation is appropriate. This allows for a variety of industrial development on the lands required for industrial development per the Benkendorf Report and related studies to provide for up to 5, 50-acre parcels, or combinations thereof, for large industrial development over the 20-year planning period. This assumption is based upon local data and the demonstrated goal of targeting specific industries beyond the current trends. It is important to do this since the trend information does not necessarily reflect the needs of a growing community like Prineville, where supporting a broader range of employment and industrial choices to reduce historical jobs/housing imbalances is a community goal.

### **Estimated 20-year Industrial Land Absorption Over the Planning Period 2005-2025**

Type of Industrial Lands	Years 2005-2010	Years 2010-2015	Years 2015-2020	Years 2020-2025	Total Acres*
Airport – Leased Only	Varies	Varies	Varies	Varies	210.0
Typical Industrial Lands	75 acres dev./year	50 acres dev./year	50 acres dev./year	50 acres dev./year	1125.0
Large Industrial Parcels	50 acres	50 acres	100 acres	50 acres	250.0
Railroad Lands	Varies	Varies	Varies	Varies	<u>15.0</u>
					1600

Industrial service, contractor operations, assembly, and repair businesses look to Prineville’s available industrial lands for development opportunities. This trend has resulted in a vast amount of industrial development activity in Prineville over the past 5 years, which has continued through 2006.

This trend is expected to continue as commercial lands increase in cost and pressure to accommodate growth continues. It is appropriate to assume that industrial uses requiring less than 15 acres of land each will develop the quickest during the planning period. The evidence to support this conclusion includes the past historical data showing that industrial development has been occurring on parcels less than 15 acres in size. Development in Baldwin and Murphy Industrial Parks specifically focus their marketing efforts on attracting smaller industrial developments.

### **Existing/Proposed Industrial Opportunities- Industrial Land Site Requirements**

The lack of easy to develop industrial lands in both Bend and Redmond will attract industrial uses to Prineville where land is plentiful and available at a competitive cost. Likewise, the demand for low cost developable residential land in Bend and Redmond will attract more people to Prineville where such lands are available and UGB expansion potentially supportable.

Both Bend and Redmond have had delays in getting their UGB expansion plans completed. This situation will encourage more people to locate homes and support businesses near or in Prineville. This eventuality is reflected in the table above where the first 5-year projection of typical industrial land absorption is estimated at 75 acres per year and then tapers off as Bend and Redmond resolve their inventory and UGB expansion issues.

The Prineville community needs additional industrial lands for the 20-year planning period as described above. The amount of land necessary to sustain the needs of planning period includes the acreages of those inappropriately located industrial lands that will be rezoned to mixed-uses as part of the Plan update mapping process. The programs listed below require regular review of the industrial lands inventory and recommend when and how future changes to industrial land inventories should be made.

### **Existing and Proposed Commercial Opportunities – Commercial Lands Site Requirements**

The City of Prineville contains five commercial zones located throughout the community. The 2004 UGB expansion plan did not include additional commercial lands even though there is a demonstrated need for an additional 100 acres of commercial land within the UGB. This is because the opportunity to rezone and revitalize various areas with mixed-use development techniques will satisfy the need. Therefore, no additional commercial land is needed at the periphery of the community. New commercial lands will occur as a result of the following actions:

- Addition of new commercial lands abutting the Downtown Core Area
- Addition of commercial land to serve neighborhoods and employment areas
- Addition of commercial and rezoned industrial land along the existing strip to deepen existing commercial lots for redevelopment to support commercial “centers.”

The City will need to encourage the additional of new commercial centers to areas near expanding residential areas and avoid lengthening the existing 3<sup>rd</sup> Street strip. This is sound land use planning and allows for flexibility to respond to market forces while recognizing that mixed-use planning and the “complete neighborhood” concept can meet the future economic development demand for any needed commercial development in the urban area.

The downtown core of the community is desired to be the focus of continued revitalization efforts. Several studies have been completed to provide guidelines for improved aesthetics and other development strategies intended to attract and retain businesses to the downtown area. However, this has been made difficult by the commercial “strip” that runs east-west along 3<sup>rd</sup> Street, also known as Highway 126 and Highway 26. Newer commercial stores have located along the strip and this has caused congestion by allowing direct access to the highway. The strip can also detract shoppers from the downtown area, which can create excess vehicle trips for citizens and reduce viability of the downtown core. Nonetheless, the newer franchises on the strip are desired commercial uses and help to address citizen needs for goods and services.

The opportunity for “center-type” rather than “strip” development is possible if the anticipated commercial rezonings occur over time. A new technique that builds on an old concept -“Main Street” type development, is a successful land use technique that can correct and improve commercial vitality by encouraging pedestrian access. “Main Street” development techniques provide for a more walkable shopping experience without excessive vehicle trips. The storefronts face a local access street that is perpendicular to the primary access street. Revisions to the development codes may be required to enable this development technique.

The 2004 UGB expansion took in additional new residential and industrial lands. The local topography necessitates that these new areas project “out” from the urban core to avoid steep rimrock and other topographical obstacles. The result is that the City, as a whole, is forced to grow in a less-than-compact form. However, the development pattern *within* the new areas can be compact and designed to serve as many citizen needs as possible. This means that mixed-uses, including convenience commercial service centers, open space, and some employment areas will be required to develop in new neighborhoods so as to reduce vehicle miles traveled and improve efficiency for all residents. The community will benefit from adding small commercial areas to new and revitalized neighborhoods as the community grows. Citizens have expressed a need for additional neighborhood and local shopping opportunities that do not require excessive vehicle trips or vehicle trips to other communities.

### **Commercial Land Inventory Needs Analysis**

The City conducted various inventory and land need analyses. The Benkendorf Report as revised states that approximately 100 acres of additional commercial land should be added to the existing commercial inventory. The original Benkendorf study advised that only 80 acres would be needed and this should be allocated to supply only two, 40-acre parcels for large “big-box” development.

There is a significant obstacle with the original Benkendorf recommendation. Big-box stores typify strip development unless they are located in centers or mixed-use areas. In addition, the community would not benefit from applying new commercial designations to only two areas of the community. This is because the community has diverse commercial needs and supports new commercial lands to be strategically placed throughout the community. Efforts to deepen the commercial designations in the downtown core and rezone redevelopment lands in other areas are a higher priority than only focusing on big-box development in a few areas.

Moreover, it is necessary to recognize that the Prineville community is made up of various neighborhoods separated by topography or other barriers. Some of these neighborhoods are located in areas that are not served with adequate commercial services. The broadly applied mixed-use and/ or improved land use development practices advocated in other parts of this Plan could not be achieved if the new commercial lands were limited to just two areas.

It could be detrimental to the community to limit new commercial areas to just two large businesses and not allow other areas to redevelop or respond to certain market forces in combination with mixed-use development techniques. Thus, Prineville’s economy will be benefited by being flexible with the placement of new commercial land needs over the 20-year period rather than restrict itself to 2 parcels limited to big-box developers.

## Economy

The commercial inventory data below is derived from the Benkendorf Report, as revised.

### Existing Developed Commercial Lands in the Prineville Urban Area

Zone	Code	Vacant Acreage	# of Parcels	Parcels within the UGB		Total Acreage	# of Parcels
				Non-Vacant (Developed) Acreage	# of Parcels		
Central Commercial	C-1	5.10	29	53.10	258	58.20	287
General Commercial	C-2	13.05	10	121.15	198	134.20	208
Professional Commercial	C-3	0.0	0	5.70	30	5.70	30
Neighborhood Commercial	C-4	-	-	-	-	-	-
Recreation Commercial	C-5	0.0	0	2.70	3	2.70	3
<b>Total Commercial - City</b>		<b>18.15</b>	<b>39</b>	<b>182.65</b>	<b>489</b>	<b>200.80</b>	<b>528</b>

### Commercial Land Need by Development Type, Prineville Urban Area

	Unadjusted Net Buildable Acreage Needed	Unadjusted Gross Buildable Acreage Needed	Additional Gross Acreage Needed	Total Adjusted Gross Buildable Acreage Needed	Net Buildable Acreage Available	Gross Buildable Acreage Available	2023 Net Need (or Surplus) - Gross Acreage
Commercial - non- lease only	112.8	141.0	100.0	221.0	33.57	41.9	199.1
Commercial - lease- only - Airport	12.5	15.6	0.0	15.6	18.8	23.5	(7.9)

The above tables include land within the airport facility that permits commercial uses. This public land is lease-only and not as desirable as private land that can be purchased. This is due to the financing difficulties presented by lease-only land and the development restrictions in place at the Prineville Airport.

It should be noted that the primary growth industry and target areas described earlier in this chapter also apply to the commercial analysis. Again, as the trend information suggests, the primary growth sectors will be health care and commercial activities, particularly service, and retail. The EDCO target areas are mostly industrial but could have a retail/commercial component that would be a secondary use to the primary industrial development.



## **Existing and Proposed Commercial Opportunities – Commercial Lands Site Requirements Conclusion**

The community is poised to respond to the need for additional commercial designations. The current UGB contains adequate lands upon which to develop needed commercial uses as long as the needed rezonings are timely and planned to respond to mixed-use and other development techniques that can enhance the urban community. Performance standards and the planned unit development (PUD) section of the implementing land use ordinances can help provide for a more integrated and balanced development pattern, particularly with new commercial areas. For now, the 100 acre commercial land need should be a starting point and not a limiting factor, especially if there is a demonstrated public need and benefit for additional commercial lands beyond the City recommendation. Thus, the City has developed a firm position that UGB expansion is not needed for adding lands solely for commercial development. Rather, new commercial areas should be the product of rezoning existing lands within the current UGB and/or when necessary to support mixed-use development strategies.

**Goal # 1: Provide adequate industrial and commercial land inventories to satisfy the urban development needs of Prineville for at least the 20 year planning horizon.**

### **Economic Values and Policies**

- Updates to inventories and analysis of needed industrial and commercial land types, existing land supplies, and economic development strategies for meeting the requirements of the community are essential. It is necessary to provide adequate buildable industrial and commercial land for at least 20 years.
- Updates to the inventories may be required in response to redevelopment, proposed zone changes, mixed-use development techniques and planned unit developments that enable “complete neighborhood” concepts and economic development opportunities.
- State, local, and nationwide trends are not adequate to properly estimate needed industrial and commercial lands. Other local information and economic development targeting goals must be used to properly evaluate future land needs.
- Adequate public facilities must be planned, funded, and installed to serve industrial sites and commercial areas.
- Preservation of large industrial parcels over 20 acres in size will attract target industries and new manufacturing businesses.
- Preservation of lands for workforce housing will also attract target industries.
- Urban reserve planning will be needed to project growth beyond the 20-year period imposed by the State of Oregon.
- Additional land is needed to support commercial and industrial uses. Where there are particular locational requirements for certain activities, amendments to the Comprehensive Plan may be necessary. Amendments should be evaluated in relation to all applicable policies of the Comprehensive Plan.

### **Programs:**

The City shall:

1. Regularly monitor and analyze commercial and industrial land inventories. When new lands are needed, the City Council shall authorize expansion of the UGB or other methods to ensure that at least a 20-year inventory of land for each category is available within the urban area.
2. Update and manage all public facilities planning to meet community and economic development goals while encouraging additional public and private investment in the community.
3. Explore and initiate methods for preserving large industrial parcels to meet projected demand.
4. Complete urban reserve planning consistent with the other provisions previously listed in this Plan. See attached Urban Reserve Area Map No. 4
5. Any correction amendments and needed legislative changes for rezoning shall be processed immediately upon City Council directive.
6. Develop a community entrance plan that fosters improved aesthetic treatments and buffering along the western entrances to the community.

**Goal # 2: Develop an “Economic Development Strategic Plan” and other mechanisms necessary for supporting and enhancing the local economy.**

### **Economic Values and Policies**

- Successful economic development strategies require cooperation with a variety of agencies and other groups to develop a plan that best meets the requirements of a growing community.
- Successful economic opportunities rely upon the communities’ ability to support and connect various elements of the economic development into an integrated framework.
- Promoting an entrepreneurial climate for existing and new businesses is a key factor in strategic planning.
- Providing a strong public partnership with local businesses is key to successful economic development.

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- Ensuring a high quality of life and the small town atmosphere is essential to addressing citizen concerns about growth and economic development.
- SDC charges must be carefully monitored and evaluated to ensure that development pays its own way while not creating obstacles to desired development.
- The adoption and implementation of a Downtown Enhancement Plan will help to ensure the long-term success of the urban core area.
- The State of Oregon transportation system (ODOT) has a significant effect upon the local community. Local groups and City decisions makers will need to establish good working relationships with ODOT to ensure coordination and quality development.

### **Programs:**

The City shall:

1. Organize and staff an economic development committee whose purpose is to monitor and recommend needed changes to the City economic opportunities analysis and develop an "Economic Development Strategic Plan." The committee shall include three members of the City Council, 2 members of the Planning Commission, and two ad hoc members of the community experienced in economic development and any staff members deemed appropriate by the City Manager.
2. Continue to refine which commercial and industrial activities are lacking in the community. The City shall identify needed commercial and industrial areas on an overlay map. The overlay map is a general framework plan that represents where certain areas of the community could benefit from additional commercial or industrial designations.
3. Develop strategies to capture the opportunities of a technology and knowledge-based economy.
4. Modify the land use development codes to better address economic development objectives and encourage appropriate mixed-uses in commercial and industrial zones.
5. Update and monitor the SDC methodology to assure appropriate charges to new development.
6. Adopt a Downtown Plan that includes a long-term strategy for enhancing development opportunities in the urban core and creates a "sense of place" for local residents and visitors alike

6



*Transportation and  
Circulation*



## Chapter 6 Transportation and Circulation

### **Purpose and Intent**

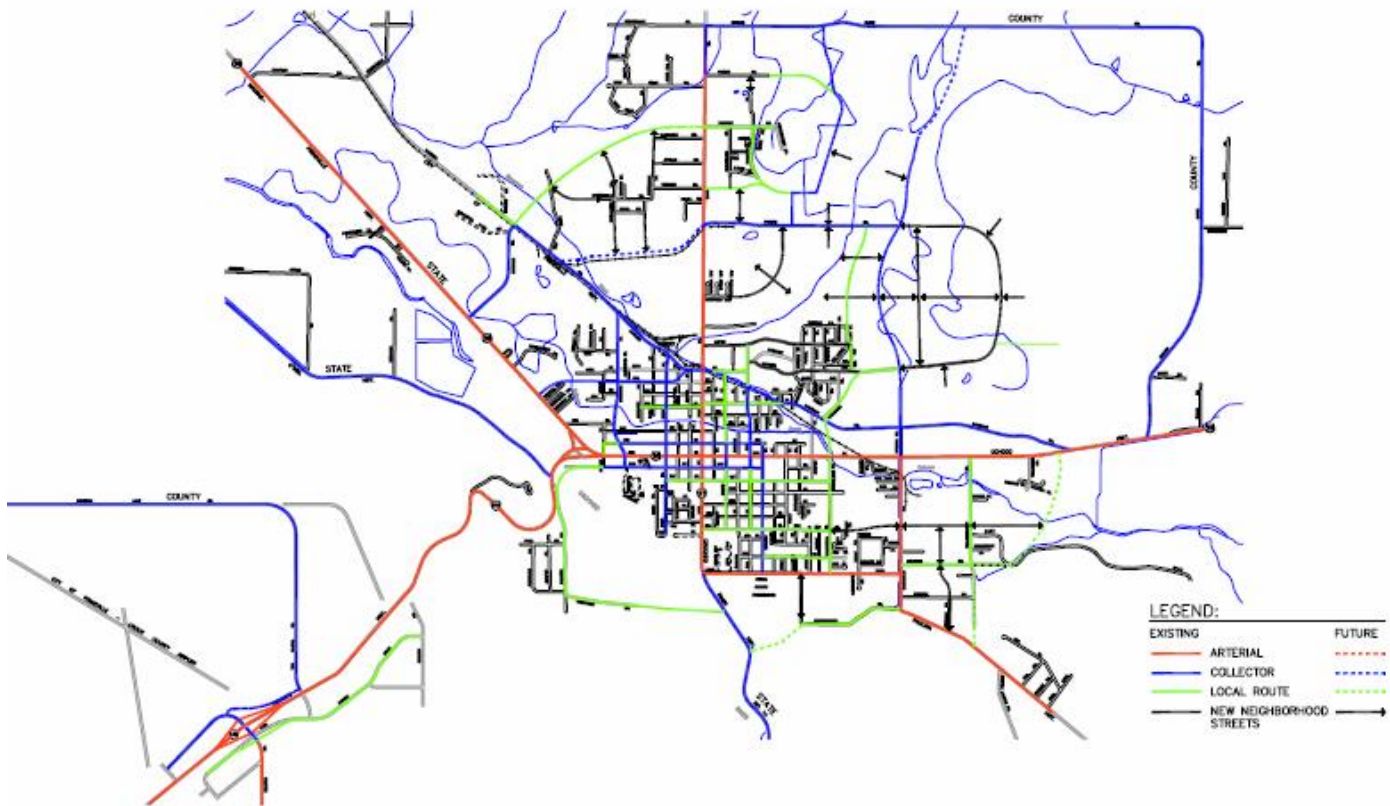
The foundation of the Prineville transportation system is a product of the existing roads and highways that cross the community. The basic grid is framed by the following roadways:

#### East-West Alignments

- Madras-Prineville Highway 26
- Lamonta Road
- Redmond Highway 126
- 3<sup>rd</sup> Street
- Loper Avenue
- 7<sup>th</sup> Street and future 9<sup>th</sup> Street if approved by Council
- Laughlin Road
- Lynn Boulevard
- O'Neil Highway
- 9<sup>th</sup> Street, (Northern Arterial)
- Peters from Lamonta to Combs Flat

#### North-South Alignments

- Main Street
- McKay Road
- Crooked River Highway 27
- Meadow Lakes Drive
- Court Street
- Harding Road
- Combsflat Road
- Paulina Highway 25
- Juniper Street



Other local roads form the internal grid serving the existing neighborhoods and outer areas. The unique topography is a challenge for extending the grid in typical rectangular patterns. Thus, there are areas within Prineville that will continue to suffer from lack of connectivity. Automobiles are the primary form of transportation but the intent of the community is to provide for alternate mode travel when practical and as a part of new street projects.

Public health and safety is the primary design goal of all transportation elements. This design goal is imperative as emergency services personnel measure success in the minutes it takes to get to a fire, injured or sick person, crime scene, or other catastrophe.

This chapter also addresses issues and ideas related to circulation and the interaction between transportation and land use. Bike lanes, sidewalks, trail connections, future transit expansions, transportation demand management, and transportation system management are meant to be considered for all new and enhanced transportation systems. Each new development must consider the impact of the development upon these systems and provide incremental mitigation for impacts. The arrangement of land uses and desired development patterns should focus on supporting alternate modes. The goal is to move the city toward alternate mode use as an alternative for those who do not wish to drive a car and as an alternative to excessive vehicle miles traveled as a way to deter sprawl.

The availability of adequate transportation facilities and resources are major factors in determining proper land uses and acceptable development patterns. The various zones and intensity of development influences the need and location for new transportation facilities, as well as the necessity for ongoing repair and maintenance of existing transportation facilities. Therefore, it is critical that modern planning techniques are employed that will ensure the highest level of coordination between land uses and transportation needs as a way to create an effective and efficient integrated urban system.

The City has developed a long-term master plan addressing transportation needs throughout the community. The Transportation System Plan (TSP) is a guide for helping the City make rational choices about the locations and type of needed transportation facilities. The TSP is based upon the individual needs of the community and the requirements to meet the State of Oregon Transportation Planning Rule.

Local community leaders and citizens expect that new growth pay its way and this means that the existing residents should not have to subsidize new development projects, particularly with regard to needed transportation improvements. Transportation remedies or “mitigation” programs must be established before authorizing development and new trips on the transportation system. The universal goal is to make sure that needed transportation facilities are in place, funded, or other acceptable mitigation provided before development is authorized to proceed. This type of “concurrency” reinforces the interdependence between land use and transportation. The community also accepts that there are many different types of transportation problems and will accept creative mitigation solutions that benefit the community as a whole.

The imposition of impact fees, system development charges (SDC’s), congestion pricing, infrastructure development, dedications, innovative land use and design, employee programs, special funding levies, promotion of tele-commuting, and tele-business, off-peak work hours and other devices, etc. are just some of the many tools that should be employed to maximize the efficiency of the local transportation network and achieve the intent of the Transportation System Plan (TSP).

### **Issues, Goals, Policies, and Programs**

Prineville is a growing community situated on unique system of highways, arterials, collectors and local streets. The highways and arterials mix heavy through traffic (serving regional agricultural, resource-dependent or recreational uses) with local traffic, placing trucks, passenger vehicles, bicyclists and pedestrians on the same rights of way. The City is attempting to move toward expansion of the transportation system commensurate with growth. Moreover, the City is striving to incorporate alternative modes of travel, including trails, bike lanes, and sidewalks into each new project and other street upgrades.

Besides the difficulty in expanding the system to meet a variety of needs, the cost of such facilities is very high and requires substantial capital to develop. The City’s budget is not adequate to resolve all transportation projects needs and other sources of money will be required in order to build the system as intended in the adopted Transportation System Plan. The high cost of increasing operational and material costs for facility improvements, limited construction time periods, and the conflicting demands of regional versus local traffic make Prineville rely more heavily on developers to solve problems that are directly tied to new growth. Existing problems



create complex funding issues since the State of Oregon mandates certain limitations on the expenditure of SDC's. Thus, existing problems not directly related to growth will require funding that is not solely obtained from SDC's. Thus, the community may have to rely on special levies, limited general fund revenues, the State's funding for highway maintenance and on other revenue sources for improvements to address local needs.

The Prineville community realizes that the mixing of local and regional traffic is a problem and separates the community into distinct areas thus reducing opportunities for effective connectivity. Local citizens must find creative ways to get from one area of the community to another during peak periods of the day since signalization is limited on the highways.

**Goal # 1: Create a functional transportation system to maximize and extend the life of transportation facilities and improve livability throughout the Prineville community.**

### **Transportation Choices and Vehicle Alternative Values and Policies**

#### **General Transportation Street Network**

- A transportation system that includes alternate modes in addition to vehicle needs is a State requirement. The term "Alternate Mode" includes anything, besides single occupant vehicles, capable of moving people and goods such as rail, pedestrian facilities, bike lanes, air transport, transit, and the like.
- Vehicle use is the primary form of transportation for the majority of its citizens, but increased alternate mode use is essential to the livability of the community and to preserve valuable resources.
- The street system shall be fully functional for the safe and efficient delivery of emergency services.
- Alternate mode use is essential for providing a full complement of transportation choices and that land use regulations need to include an analysis of transportation impacts, needs, and mitigation options.
- The highway systems contribute to the local economy and bring goods and services into the community bolstering local commerce and tourism.
- Balancing the needs of the local community with regional transportation needs must include open dialogue with citizens, state agencies, Crook County, local business interests, special interest groups, and tourism professionals.
- Traffic calming measures in core commercial areas and residential neighborhoods can reduce vehicular speeds on roadways and create a safe pedestrian/bicycle environment.
- Transportation problems will require comprehensive planning, regular monitoring and analysis, a systematic approach to problem solving.

## *Transportation and Circulation*

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- The vitality of the community is dependent upon a fully functional transportation system that provides a variety of mobility options and consolidates multiple transportation modes in a way that encourages multi-modal travel.
- The community, as a whole, will benefit from transportation systems that provide sidewalks, trails, open spaces, connections between open space, bike lanes, land uses that support transit, transit amenities, alternatives to signals or stop signs, pedestrian amenities, and protected sidewalks to encourage alternate mode use and promote a high level of livability.
- The City is required, by law, to design and implement a transportation system that meets the applicable TSP and TPR requirements for the 20-year planning period.
- The community will benefit from streets that are designed to permit emergency service vehicles to access all parts of the community in an efficient manner.
- The community will benefit from allowing the development of public and private streets to supply needed transportation systems.
- The City has limited funds to use for the maintenance of public streets.
- The ability to require the development of private streets systems, where appropriate and where they are guaranteed to be maintained by parties other than the City will reduce the overall funding need for street maintenance and the need to seek additional tax revenues from city. Private streets are legitimate components of the transportation system when designed properly and maintained to at least City standards.
- Transportation demand management (TDM) and transportation system management (TSM) techniques are useful tools in the design of the transportation system.
- Safe streets, particularly for pedestrians, children, seniors, and the disabled are essential to addressing all community transportation needs.
- Street trees, pedestrian amenities, separated sidewalks; curb extensions, traffic calming, and other related devices can be useful design elements especially when supported by a cost benefit analysis showing they are appropriate.
- The Prineville community desires to balance the highway needs of regional users with the local users in order to avoid creating highway improvements that sacrifice local values and damage economic interests.
- The Prineville community desires to maximize the Rights-of-way (ROW) for the use of pedestrians, shoppers, parking where appropriate, and add public directional signage including but not limited to streets, alleys and canal right-of-ways.
- Innovative intersection designs such as roundabouts can reduce cost and improve livability.

### **Railroad Issues**

The City of Prineville Railroad provides revenues to the operations of the local government, as well as the transport for the raw and manufactured products industry. With Prineville's connection to major north-south and east-west lines, customers can ship goods to almost anywhere in the United States at rates comparable with other Central Oregon communities in addition to providing a service to the tourism industry via the Prineville Dinner Train. The following are potential and existing problems associated with the Prineville Railroad:

1. The grade level crossing at 10th and N. Main Streets will become a hazard with increased auto and rail activity.
2. Morning commuters are delayed as much as 15 minutes at the Lamonta Road grade crossing due to close proximity of the railroad car weighing facility. Increased industrial activity would prolong delays.
3. Summer can create a visibility hazard for motorists (particularly those who are not familiar with Prineville) at the Seventh Street and Third Street crossings.

### **Specific Railroad Policies**

- Insure input from the Prineville Railroad upon plans for road construction adjacent to, or affecting, the railroad tracks.
- Provide appropriate measures (i.e. signals, gates, grade separation) as part of a long-range capital improvement program for all crossings.
- Relocate railroad car weighing scale facilities when conditions create longer delays of automobile traffic on Lamonta Road than the current maximum delays.
- Promote the value of the railroad and its transport capabilities to industries evaluating Prineville's location.
- Insure safe "sight distances" upon rebuilding of the Madras Highway grade crossing.
- Be prepared for increased demand for all rail transport of petroleum products, agricultural products, merchandise and passengers.

### **Transit, Taxi, and Specialty Bus**

Prineville has no formal public transit system although there are various private "for hire" and subsidized transit providers. The City does require transportation systems to be designed in such a way that they will accommodate transit vehicles and waiting areas. Users of Prineville's alternative modes of transportation are typically "transportation disadvantaged" and include children, the elderly population, the physically or mentally handicapped, and the economically disadvantaged. The public school system operates bus service for various ages of children and special activities. Prineville's cab service is radio dispatched. Main destinations are the city center, and the area east of Combs Flat Road. The busiest times for the service are Friday and Saturday nights. The Soroptomists Club sponsors the Senior Citizen Mini Bus. The bus operates five (5) days a week (and Sundays on special occasions) by means of volunteer drivers. Destinations for the increasing number of riders are oriented towards health services and shopping. Improvements to these systems include additional education about the service among the transportation disadvantaged, a wheel chair lift, more wheel chair ramps (curb cuts), and designated parking spaces of wider widths for disabled persons.

### **Taxi and Bus Policies**

- Investigate the possibility of a shuttle bus and staggered shifts with Prineville's major employers.
- Encourage private efforts to supply forms of inter and intra city transit to the commuter.
- Add loading zones in downtown core area and other commercial areas to facilitate loading and unloading of Senior Bus and other mass transportation options
- Ensure proper facilities are in place to allow for safe operation of mass transportation vehicles

### **Bicycle and Pedestrian Facilities**

A lack of developed marked routes and continuous grid pattern prevent the full utilization of safe and efficient bicycle and pedestrian routes. Sidewalks are more extensive, and along with alleys, more intensively used toward the center of town and near schools. They become sporadic and nonexistent away from the core area. Pedestrian crossings along major streets, particularly near schools, and activity centers, present hazards where there are no stoplights. Ochoco Creek Bike Path system serves several activity centers, among which are the public parks, schools and central Prineville. The path is aesthetically pleasing and is crossed by only five streets. However, it fails to provide direct access to the commercial and industrial activities in north Prineville, and the Fairgrounds complex in south Prineville. The majority of Prineville's commercial and public activity is south of Ochoco Creek, and because of the bike path's location on the creeks north side, it is impossible for those pedestrians and bicyclists originating south of Third Street to avoid mixing with motorized vehicles. The recently adopted TSP includes the long-range plans for the development of alternate modes and identifies areas where various alternate mode linkages are required.

### **Bicycle and Pedestrian Policies**

- Encourage pedestrian and bicycle movement as a safe, feasible alternative to the automobile.
- Avoid conflicts (combining intersections) among differing transportation modes.
- Require that all proposed subdivisions consider bicycle and pedestrian paths, integrated with the City Area bicycle and pedestrian path network, within the plat design, and to encourage these paths outside of the street right-of-ways preferably along preserved open spaces.
- Insure that bicycle and pedestrian paths, not along street right-of-ways are well lit and provide visual surveillance from the street.
- Preserve space along existing and proposed principal and minor arterials and require at least one combined bicycle and pedestrian path.
- Require all proposed activity centers generating large amounts of traffic to provide safe and convenient off-street bicycle parking space and routes in their design.
- Insure neighborhoods and activity centers, including public loading and pickup areas, are served by pedestrian and bicycle routes.
- Provide curb cuts at all corners, intersections, or locations where bicycle and pedestrian routes and paths intersect with streets.
- Provide for paving of pedestrian and bicycle ways where appropriate.
- Work with OID to promote pedestrian and bicycle connections along piped portions of the canal system.
- Consider bicycle and pedestrian paths among the improvements for properties that wish to be annexed to the city.
- Improve signs, markings, and safety features on existing bicycle and pedestrian paths.

### **Airports**

The Prineville Airport is owned by Crook County and jointly managed by the City and County via an Airport Commission. There are approximately 500 take-offs and landings per month with over 20,000 people per year using the Crook County airport. Approximately 25% of the landings and take-offs are Forest Service related. (15% for fire protection, 10% for the movement of personnel; 75-85% are business oriented including the 10% designated as Forest Service related, and 5-10% classified as other.) There are two (2) runways and improved taxiway, which is sufficient to handle corporate jets and general use aviation aircraft.

To date, most of Crook County's large business, commercial and heavy industrial firms use the airport. Airport development and expansion is important for Crook County's overall economic growth. The recent Airport Expansion Plan (also approved by the FAA) is located in the appendix of this document. The airport is in the process of expanding the airport consistent with the adopted expansion plan.

There are no other airstrips in the UGB. However, in the County, six (6) other airstrips; five (5) personal use airports in farm zones and one Forest Service airstrip at Rager Ranger Station are available. The Redmond Airport is located only 25 minutes away from the Prineville UGB.

Helicopter transport of injured persons from outlying areas to Pioneer Memorial Hospital, or from Prineville to Bend's St. Charles Hospital, saves time and lives. There are two helicopter pads in the County; the BLM maintains a facility at the County Airport and there is a second landing pad at Pioneer Memorial Hospital.

Both City and County agree that upgrades to the Crook County Airport facilities will increase its viability for attracting new industry and business. Improving the runway capabilities to handle larger aircraft; providing restrooms and a small lounge area for visiting air travelers; constructing additional hangars and aircraft parking space; maintaining the existing Airport Approach Zone and preserving space sufficient for the expansion of a helicopter landing pad at Pioneer Memorial Hospital.

### **Airport Policies**

- Continue to jointly monitor and manage the airport facility to ensure maximum service to users, safety, enhancements to economic development, and adherence to FAA requirements.
- Continue to adhere to the Airport Management Plan as a planning tool. Any significant modifications of the plan must be publicly examined through the land use process and be approved by City and County.
- Require bi-yearly audits and identification of approved capital improvement planning and budgets.
- Continue to examine and evaluate UGB expansion on the west side of the airport to facilitate airport expansion and/or new industrial zones as a compatible use and buffer to airport activities.

### **Programs:**

The City shall:

1. Inventory, analyze and recommend capital improvements to the entire transportation system by updating the existing Transportation System Plan (TSP) and other plans, on a regular basis to accommodate growth for a minimum of a 20-year period.
2. Update the adopted 2006 TSP (located in the appendix) to include a range of street types and classifications necessary to sustain the expected growth of the community and meet applicable Transportation Planning Rule (TPR) objectives.
3. Inventory and prioritize needed alternate mode improvements and project timing of implementation.
4. Inventory and prioritize funding alternatives necessary to implement the needed capital improvements.
5. Monitor the transportation system for effectiveness and describe any needed improvements for the upcoming fiscal year to the City Council every 12 months and before the budgeting process.
6. Coordinate discussions with local and state agencies, Crook County, local business interests, special interest groups, and tourism professionals about the performance of the transportation system and collect feedback for use in any TSP updates, capital improvement prioritization and budgeting programs.
7. Develop a safe and efficient transportation system based upon a thorough analysis of the costs and benefits associated with proposed improvements including but not limited to financial, social and environmental impacts. Prepare a cost benefit analysis for each capital improvement project over \$50,000.00 as proposed in the Capital Improvements Program (CIP).
8. Coordinate all transportation projects with emergency service providers, such as Police, Fire, Sheriff, Water and Sewer Departments, HazMat, Corps of Engineers, prior to listing on the CIP.
9. Design street templates that illustrate the different types and classifications of streets and transportation systems.
10. Prepare a Standards and Specifications manual describing the expected development standards for public and private transportation improvements.
11. Organize a technical transportation team as a way to examine transportation needs and review technical design methods and other trends. The membership of the technical team shall include City staff, ODOT, Crook County, transit providers, local engineering firms and other transportation professionals, including alternate mode experts. The team shall report their findings to the City manager for inclusion into the budgeting process and City Council updates.

12. It shall be the objective of the City of Prineville to maintain the Prineville City Railroad existing economic diversity status and potential for future growth.
13. When railroad rights-of-way are considered for abandonment or vacation, the City shall seek the preservation of these corridors for other transportation services.
14. The City shall work with Burlington Northern Santa Fe Railway to develop and implement a plan for train scheduling to ensure that the current needs of the Prineville railroad system are enhanced.

### **Goal # 2: Create a supportable method for determining and monitoring street capacity and service levels needed for a safe and efficient transportation system**

#### **Street Capacity and Service Levels Values and Policies**

- It is important to develop a safe and efficient transportation system that accommodates citizens and emergency service access without significant delay. Significant delays at intersections can create air quality issues, driver frustration, and reduce tourism.
- Providing free flowing capacity at all times may not be necessary and can lead to unnecessary capital expenditures.
- Development of a range of service levels will be necessary for peak hours of travel. Some streets will not be able to sustain delay free intersections.
- Certain intersections will always be congested, busy and delays may be necessary and preferred to excessive widening that change the small town character of the downtown area. Intersection delays may be acceptable as long as the performance level of the corridor is adequate. Some delay at intersections may be necessary as an alternative to expensive and underutilized transportation improvements.
- Neighborhood cut-through traffic should be avoided except where it is necessary to expand and inter-connect the City grid of streets.
- Volume to capacity ratio analysis is a good technique to use for determining intersection capacity.
- Two-way traffic on downtown streets is preferred as compared to one-way couplets unless authorized by the City Council.

### **Programs:**

The City shall:

1. Coordinate signalization performance with ODOT to improve phasing cycles.
2. Analyze and review accident data. Such analysis shall include mitigation options and implementation procedures.
3. Designate certain intersections that will always be subject to significant delay and do not warrant widening unless a significant public safety issue requires a remedy.
4. Examine and review corridor performance in addition to intersection performance.
5. Monitor air quality and submit a report to the Council for review.
6. Utilize the technical traffic team and/or traffic safety committee for evaluating neighborhood cut through problems and recommending potential solutions.
7. Create standards to evaluate local intersection and link performance using volume to capacity ratios.

### **Goal # 3: Create a supportable method for determining adequate and consistent transportation impact analyses, mitigation procedures, and transportation improvement options**

#### **Impact Analysis and Mitigation Values and Policies**

- It is important to analyze the impact of development upon the community.
- Growth should pay its own way without community subsidy.
- All new projects must be evaluated to determine the impact of such development upon the transportation system in a fair and equitable manner. The cost of this analysis may be borne by the developer unless adequate information is already contained within a recent study available to the City.
- The current edition of the Institute of Traffic Engineers manual should be used for determining traffic impacts on the local street system. However, alternate sources of data may be accepted when the ITE manual does not supply adequate information to do a proper analysis.
- There will be situations where typical traffic analysis will include subjective analyses and flexibility to achieve community goals. It is understood that traffic impact studies and analyses are very complex. Such studies are often more often than not, an art, rather than science.



## *Transportation and Circulation*

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- Transportation mitigation shall be proposed by the developer; and evaluated and determined to be acceptable by the City before issuance of any development permit.
- Transportation mitigation costs may be refunded for transportation improvements, cash contributions, right of way dedications, transfer of development credits and development rights, real property and other significant contributions as the City sees fit to accept.

### **Programs:**

The City shall:

1. Revise the land use regulations to include a requirement for traffic impact analysis and mitigation for all projects that produce over 20 peak hour vehicle trips.
2. Monitor the cumulative effect of trips identified in the submitted traffic analysis and compare with system operation.
3. Determine appropriate transportation mitigation that remedies traffic impacts for the build out of the development project. In some cases, this may require development of a TSP master plan improvement.
4. Establish a SDC methodology that established fees and refund programs for individuals and entities that construct TSP master planned transportation improvements.

### **Goal # 4: Develop a supportable and sustainable financing method for funding necessary transportation system master plan improvements over the life of the Plan**

### **Transportation Funding Values and Policies**

- It is important to develop a financing plan that can support the development of needed TSP facilities for the life of the plan.
- The State of Oregon requires the transportation system plan contain a funding analysis of the recommended transportation projects covering funding needs, funding resources, and a multiple-year financing plan.
- If the required funding analysis reveals an unrealistic plan, the City should discuss how additional funds will be raised or how land use assumptions will be re-evaluated to make the transportation plan affordable and achievable.
- Transportation funding is limited and SDC's are not the sole source of the City funding package.
- Alternate funding sources may need to be explored to enable the community to receive grants, implement the CIP, and maintain existing infrastructure.

## *Transportation and Circulation*

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- Alternate funding sources may include levies, increased taxes, local improvement districts, grants, franchise fees, tax increment financing, bonds, and other typical and atypical sources necessary for the full implementation of the TSP and maintenance functions.
- Eventually, the background growth of the community will exceed the capacity of the street system without consideration of any new development.
- The existing transportation system is nearing or has exceeded capacity. Therefore, new evaluation methods and transportation management techniques may be required to maximize the life of the system.

### **Programs:**

The City shall:

1. Add a financing element to the TSP and develop a listing of priorities for the anticipated transportation improvement projects for the transportation systems. The financing element shall highlight these improvement projects by giving project descriptions, anticipated year of project initiation, and associated costs and funding sources. In many instances, additional funding sources are possible and there is a potential to complete multiple projects in tandem. i.e. street, water and sewer as one project.
2. Review and update the TSP on a yearly basis. This regular updating shall include the City's priorities for additional transportation improvement projects and require further design studies and cost analysis. Implementation of these projects is based on a project prioritization that makes sure the interests of the community match the projects undertaken.
3. The City shall review SDC fees annually to assure revenue collected is adequate to pay for the identified improvements. Annual adjustments shall be made to SDC's to cover the costs associated with quantified inflation rates.

7



*Housing (2019)*

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## **Chapter 7 Housing**

### **Purpose and Intent**

The purpose of this chapter is to ensure the provision of appropriate types and amounts of land within urban growth boundary supporting a range of housing types necessary to meet current and future needs. These lands should support suitable housing for all income levels. Likewise, the Plan must also ensure that the appropriate type, location and phasing of public facilities and services are sufficient to support housing development in areas presently developed or undergoing development, or redevelopment.

This Chapter includes three supporting documents: (1) A Buildable Lands Inventory produced by Angelo Planning Group dated May 2, 2019; (2) A Housing Need Analysis produced by Johnson Economics dated June, 2019; and (3) A Housing Strategies Report produced by Angelo Planning Group dated June 10, 2019. These documents are the sources of information found in this Chapter and provide additional information for reference.

### **Introduction**

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Prineville is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. The City does this primarily by regulating residential land uses within the City, and working with and supporting non-profit and market rate developers, and other housing agencies in developing needed housing.

In addition, the City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning and Land Division Ordinances to meet a variety of housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with state and county agencies and other housing organizations. Potential strategies are described in more detail in section 4 of the Housing Strategies Report prepared as part of the Housing Needs Analysis in 2019.

## Housing

### Demographic Conditions and Trends

Unless otherwise noted, the flowing discussion refers to the Prineville Urban Growth Boundary (UGB) area, not the city limits.

- Prineville is a City of an estimated 10,000 people within its City limits, (11,910 people within the UGB), located in Crook County in Central Oregon. An estimated 19% of the population in the UGB lives outside the city limits.
- Prineville has experienced steady growth, growing over 36% in population since 2000. In contrast, Crook County and the state experienced population growth of 15% and 21% respectively. (US Census and PSU Population Research Center)
- The Prineville UGB was home to an estimated 5,218 households in 2018, an increase of roughly 1,850 households since 2000. The percentage of families fell between 2000 and 2018 from 67% to 53% of all households. The city has a smaller share of family households than Crook County (65%) and the state (63%).
- Prineville's estimated average household size is 2.26 persons, having also fallen since 2000. This is lower than the Crook County average of 2.31 and the statewide average of 2.47.

**FIGURE 1.1: PRINEVILLE DEMOGRAPHIC PROFILE (UGB)**

<b>POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2018</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(PSU)</b>	<b>10-18</b>
Population <sup>1</sup>	8,755	11,010	25.8%	11,910	8.2%
Households <sup>2</sup>	3,362	4,415	31.3%	5,218	18.2%
Families <sup>3</sup>	2,275	2,879	27%	2,755	-4%
Housing Units <sup>4</sup>	3,596	4,975	38%	5,307	7%
Group Quarters Population <sup>5</sup>	181	236	30%	118	-50%
<i>Household Size (non-group)</i>	2.55	2.44	-4%	2.26	-7%
<i>Avg. Family Size</i>	3.09	2.98	-4%	2.96	-1%
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2000</b>	<b>2010</b>	<b>Growth</b>	<b>2018</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>00-10</b>	<b>(Proj.)</b>	<b>10-18</b>
Per Capita (\$)	\$14,163	\$17,692	25%	\$18,503	5%
Median HH (\$)	\$30,435	\$30,628	1%	\$33,195	8%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

<sup>1</sup> From PSU Population Research Center, Population Forecast Program, final forecast for Crook Co. (2017)

<sup>2</sup> 2018 Households = (2018 population - Group Quarters Population)/2018 HH Size

<sup>3</sup> Ratio of 2018 Families to total HH is based on 2016 ACS 5-year Estimates

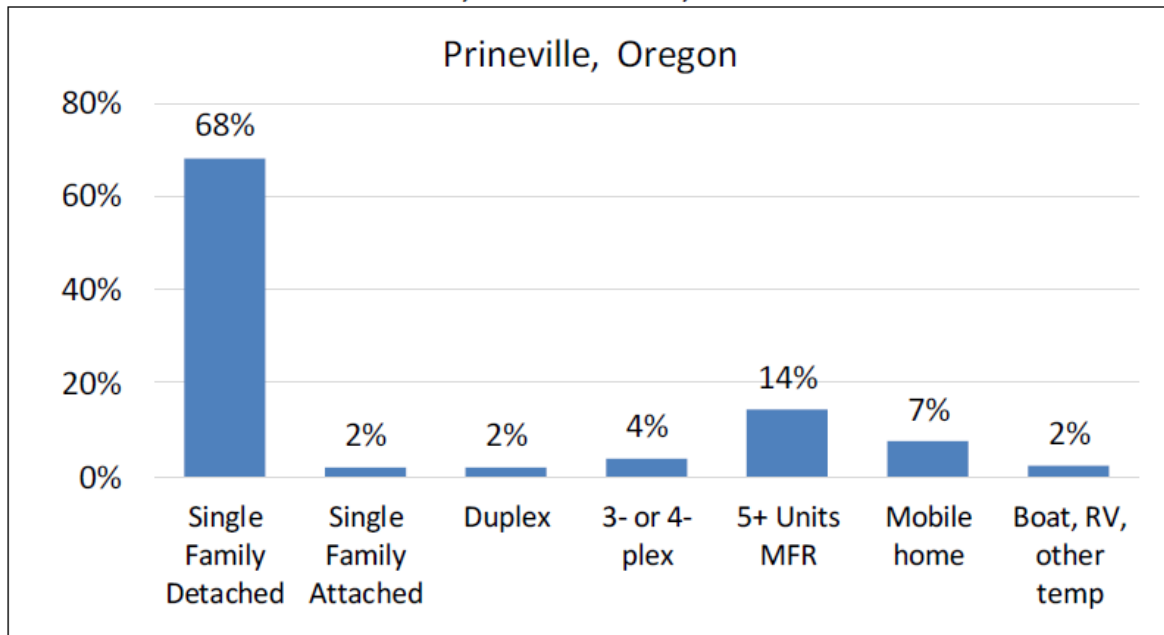
<sup>4</sup> 2018 housing units are the '10 Census total plus new units permitted from '10 through '18 (source: Census, Cities)

<sup>5</sup> Ratio of 2018 Group Quarters Population to Total Population is kept constant from 2010.

## Housing Conditions and Trends

- **Housing Tenure.** Prineville has a greater share of owner households (55%) than renter households (45%) according to the Census. The ownership rate in Prineville has fallen significantly from 63% since 2000. During this period the statewide rate fell from 64% to 61%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%). The estimated ownership rate is higher in Crook County (67%) and statewide (61%).
- **Housing Stock.** The Prineville UGB had an estimated 5,300 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 2.1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 68% of housing units (includes manufactured homes on a single-family lot). Units in larger apartment complexes of 5 or more units represent 14% of units, and other types of attached homes represent an additional 8% of units. (Attached single family generally includes townhomes, some condo flats, and plexes which are separately metered.) Mobile homes (in parks) represent 7% of the inventory.

**FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2017**

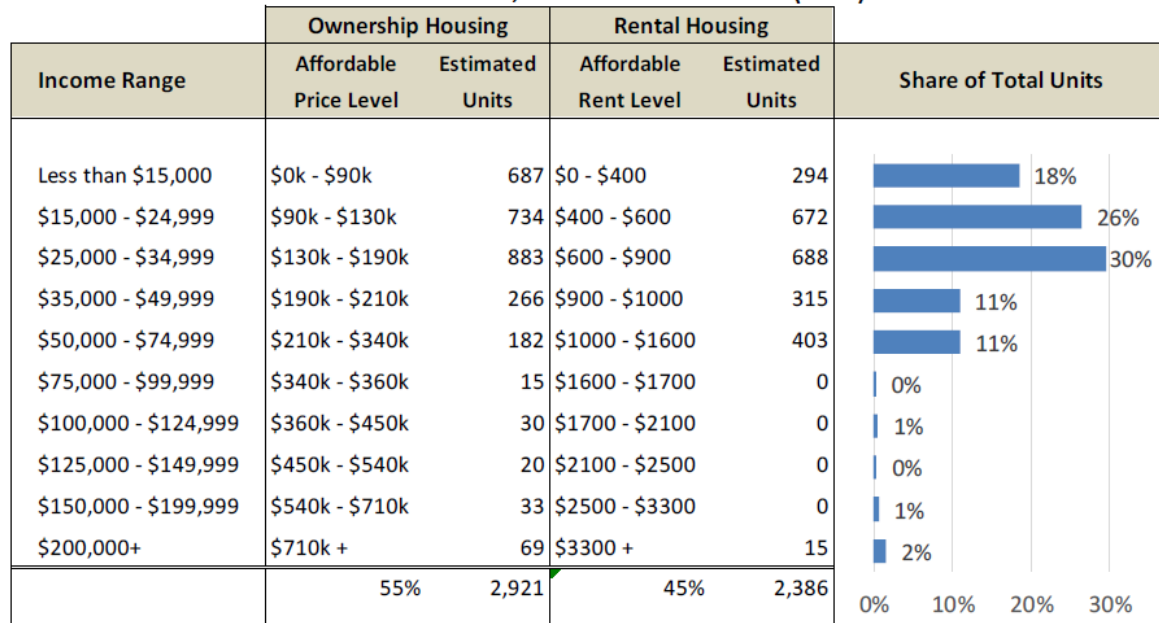


SOURCE: City of Prineville, Census ACS 2017

### Current and Projected Housing Needs

- The results show a need for 1,020 new housing units by 2039.
- Of the new units needed, roughly 57% are projected to be ownership units, while 43% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate in the future.
- The table shows no new need for ownership housing at the low-end of the pricing spectrum, but in the middle. This is because these are the value levels where a majority of the city’s housing is currently found. Therefore, what Figure 4.3 represents is that there may be support for some units at higher price points.
- The greatest need for rental units is found at the lowest and middle price points. There is support for some units in the \$900 to \$1,100 rent levels, which is above most current market rents. This shows that there is some support for new, more expensive rental supply. There is also a need for some single-family homes for rent at higher price points.

**FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2018)**



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2017 ACS 5-yr Estimates)



# Housing

**FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039), PRINEVILLE**

OWNERSHIP HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cumulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0k - \$90k	0	0	0	0	0	0	0	0	0.0%	0.0%
\$90k - \$130k	0	0	0	0	0	0	0	0	0.0%	0.0%
\$130k - \$190k	0	0	0	0	0	0	0	0	0.0%	0.0%
\$190k - \$240k	17	21	0	7	0	59	0	104	17.8%	17.8%
\$240k - \$320k	121	0	0	0	0	0	0	121	20.7%	38.6%
\$320k - \$360k	181	0	0	0	0	0	0	181	31.1%	69.6%
\$360k - \$450k	108	0	0	0	0	0	0	108	18.6%	88.2%
\$450k - \$540k	49	0	0	0	0	0	0	49	8.5%	96.7%
\$540k - \$710k	19	0	0	0	0	0	0	19	3.3%	100.0%
\$710k +	0	0	0	0	0	0	0	0	0.0%	100.0%
<b>Totals:</b>	495	21	0	7	0	59	0	<b>582</b>	<b>% of All Units:</b>	<b>57.0%</b>
<b>Percentage:</b>	85.0%	3.6%	0.0%	1.2%	0.0%	10.2%	0.0%	100.0%		

RENTAL HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cumulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0 - \$400	33	20	19	31	143	20	15	280	63.9%	63.9%
\$400 - \$600	0	0	0	0	0	0	0	0	0.0%	63.9%
\$600 - \$900	0	0	0	0	0	0	0	0	0.0%	63.9%
\$900 - \$1100	85	0	5	5	5	5	0	107	24.3%	88.2%
\$1100 - \$1500	0	0	0	0	0	0	0	0	0.0%	88.2%
\$1500 - \$1700	23	0	0	0	0	0	0	23	5.2%	93.4%
\$1700 - \$2100	5	0	0	0	0	0	0	5	1.1%	94.5%
\$2100 - \$2500	2	0	0	0	0	0	0	2	0.5%	95.1%
\$2500 - \$3300	22	0	0	0	0	0	0	22	4.9%	100.0%
\$3300 +	0	0	0	0	0	0	0	0	0.0%	100.0%
<b>Totals:</b>	170	20	24	36	149	25	15	<b>439</b>	<b>% of All Units:</b>	<b>43.0%</b>
<b>Percentage:</b>	38.8%	4.5%	5.5%	8.2%	33.9%	5.7%	3.4%	100.0%		

TOTAL HOUSING UNITS										
	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	
			2-unit	3- or 4-plex	5+ Units MFR					
<b>Totals:</b>	665	40	24	43	149	84	15	<b>1,021</b>	<b>100%</b>	
<b>Percentage:</b>	65.2%	4.0%	2.4%	4.2%	14.6%	8.3%	1.5%	100.0%		

Sources: PSU, City of Prineville, Census, Envionics Analytics, JOHNSON ECONOMICS

- Figure 4.4 presents estimates of need at key low-income affordability levels in 2018 and in 2039. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Crook County. An estimated 55% of households qualify as at least “low income” or lower on the income scale, while 17% of household qualify as “extremely low income”. Typically, only rent-subsidized properties can accommodate these households at “affordable” housing cost levels.

## Housing

**FIGURE 4.4: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, PRINEVILLE**

Affordability Level	Income Level		Current Need (2018)		Future Need (2039)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,410	862	17%	993	17%	131	13%
Very Low Income	50% AMI	\$27,350	1,811	35%	2,086	35%	275	27%
Low Income	80% AMI	\$43,760	2,876	55%	3,313	55%	437	43%

Sources: OHCS, Envirionics Analytics, JOHNSON ECONOMICS

\* Income levels are based on OHCS guidelines for a family of four.

## Comparison of Projected Need and Buildable Land Supply

- There is a total forecasted need for 1,021 units over the next 20 years. This is well below the estimated capacity of over 10,000 units. As Figure 5.3 below demonstrates, there is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 1,900 additional units, mostly in the medium-density residential zone.
- The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 216 acres of new residential development, but a buildable capacity of 1,569 acres.
- There is currently sufficient buildable capacity within Prineville to accommodate projected need. Some of this capacity is in the form of parcels with the potential for infill or redevelopment for future multi-family units. The character of this supply can help guide housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated in the City's updated Comprehensive Plan.

**FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)**

ZONE	Buildable Acreage				Projected Unit/ Net Acre	Housing Unit Capacity			
	Partially Vacant	Vacant	Total	Share		Partially Vacant	Vacant	Total	Share
R1 - Limited Residential	12	20	32	2%	4	42	93	135	1%
R2 - General Residential	171	728	899	57%	8	1,320	5,767	7,087	69%
R3 - County Residential	310	284	594	38%	4	1,097	1,523	2,620	26%
R4 - Resid. Redevelopment	3	4	7	0.4%	10	24	35	59	0.6%
CMU - Mixed Use	24	8	32	2%	10	239	77	316	3%
<b>TOTALS:</b>	<b>520</b>	<b>1,044</b>	<b>1,564</b>		<b>7</b>	<b>2,722</b>	<b>7,495</b>	<b>10,217</b>	
<i>Low Density Residential</i>	<i>322</i>	<i>304</i>	<i>626</i>	<i>40%</i>		<i>1,139</i>	<i>1,616</i>	<i>2,755</i>	<i>27%</i>
<i>Medium Density Residential</i>	<i>171</i>	<i>728</i>	<i>899</i>	<i>57%</i>		<i>1,320</i>	<i>5,767</i>	<i>7,087</i>	<i>69%</i>
<i>High Density Residential</i>	<i>27</i>	<i>12</i>	<i>39</i>	<i>2%</i>		<i>263</i>	<i>112</i>	<i>375</i>	<i>4%</i>

Source: Angelo Planning Group

## Housing

**FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2039) WITH AVAILABLE CAPACITY**

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached*	Multi-Family	
Buildable Land Inventory (Acres):	626	899	39	1,564
Estimated Land Need (Acres):	187	14	15	216
<b><i>Land Surplus (Inventory - Need:)</i></b>	<b><i>439</i></b>	<b><i>885</i></b>	<b><i>24</i></b>	<b><i>1,348</i></b>

Sources: Angelo Planning Group, Johnson Economics

For more detail on these findings please refer to the “Housing and Residential Land Needs Assessment Report” and the Buildable Lands Inventory (BLI) maps prepared for the city.

### Potential Strategies to Accommodate Future Housing Needs

The Housing Needs Analysis and Buildable Lands Inventory conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that additional land is needed in the future.

Although the City is not anticipated to need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the purposes of this Plan, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Prineville. Potential strategies not currently being undertaken by the City, or existing strategies with the potential to be strengthened or enhanced, are described in more detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

## *Housing*

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**Housing Goal: Provide opportunities for a wide range of housing types that meet the needs of residents with a full range of incomes and circumstances.**

### **Policies**

1. The City shall apply zoning designations and standards that create opportunities for wide variety of housing types, including but not limited to single-family detached homes, manufactured homes, duplexes, triplexes, four-plexes, townhomes, apartments, accessory dwelling units, cottage cluster housing, recreational vehicle parks, and mixed commercial and residential use.
2. The City shall encourage development of higher density and multifamily housing in close proximity to services and major transportation corridors or other areas designated for this use and limit low-density housing in these locations.
3. The City shall seek partnerships with non-profit housing developers and other agencies to create the opportunity to provide moderate-and low-income housing development and rehabilitation activities within the City.
4. The City shall continue to implement its Natural Feature Overlay District (NFOD) to help reduce the amount of development in hazardous areas such as floodplains and steep slopes as well as natural areas such as wetlands and rimrock.
5. The City shall employ strategies that support federal and state Fair Housing laws and other federal and state fair housing requirements to affirmatively further fair housing.
6. The City shall allow and support the development of Accessory Dwelling Units in all residential zones where single-family detached homes are allowed, as required by State law.
7. The City shall allow for a mix of residential uses with other compatible uses in appropriate locations.
8. The City shall support the maintenance and development of manufactured homes as an affordable housing choice in appropriate locations.
9. The City shall continue to support and publicize programs implemented by partner organizations which promote energy efficiency and use of other sustainable building materials and practices in the construction and rehabilitation of housing.
10. The City shall consider supporting programs implemented by partnering agencies which address the needs of the unhoused, as well as people with specialized housing needs, including medical hardships.
11. The City shall encourage maintenance and rehabilitation of the existing housing stock, including the extension of services and support local or regional programs that provide funding for these efforts.

## *Housing*

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12. The City shall encourage efficient use of residential land within the Urban Growth Boundary.
13. The City shall regularly monitor its supply of buildable land and shall provide a sufficient amount of residential land to accommodate residential growth.
14. The City shall continue to provide opportunities for the flexible design and siting of housing through the use of its Planned Unit Development provisions and other alternative land use permitting procedures and processes.
15. The City shall support and encourage multi-modal transportation designs and provide access internally and adjacent to new and existing developments.

8



*Public Facilities and Services*

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<a href="#">Public Facility Conservation Values and Policies</a>	
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	<b>April 2006</b>

## **Chapter 8 Public Services and Facilities**

### **Purpose and Intent**

The City of Prineville provides and/or permits a full array of public services and facilities. This chapter catalogs the existing facilities and utilities that serve the businesses and residents of Prineville. The intent of the chapter is to identify the current facilities and any future improvements, projects, costs, and sources for funding in order to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. The public services currently available within the city limits and UGB include:

- Community governmental services
- Emergency response services
- Land use planning and zoning control
- Health services
- Recreation facilities and services
- Public streets and maintenance
- Public water source, distribution, and maintenance
- Public sewer treatment, delivery, and maintenance
- Solid waste collection and disposal
- Storm water collection and distribution
- Electric power
- Natural gas
- Telephone and internet services
- Television, radio, cable and fiber-optic services

### **Community Governmental Services**

Prineville operates through a City Manager-Council form of government. The City Council hires the City Manager, creates policy and programs, and adopts a city budget supporting various municipal functions. The City Manager is responsible for hiring staff, responds to Council requirements, and manages the day-to-day functions of the local government and services, and plans for the future needs of the community.

### **Emergency Response Services**

The City of Prineville funds a local police department. Fire protection is funded by a separate Fire District budget. Services are provided to citizens through the urban area and in coordination with other agencies. The departments are consulted on new land use applications, which are examined in the context of services needed to support new growth.

### **Land Use Planning and Zoning Control**

The City of Prineville funds a community development department that serves the incorporated area and UGB. The department coordinates planning activities in the area between the City and UGB through an intergovernmental agreement with Crook County.



### **Health Services**

The City of Prineville is served by a private local hospital and various other medical facilities. Medical uses are permitted in many of the local zones.

### **Recreation Facilities and Services**

The City of Prineville contains various recreational facilities and services provided by the Federal government, State of Oregon, Crook County, City, and Crook County Parks and Recreation District. Each entity prepares master plans and other documents to serve community needs and anticipated growth of the area. The primary source of park land and services within the city limits is supplied by the Crook County Parks and Recreation District, which is separate from city government.

### **Public Street Systems**

The City of Prineville and the State of Oregon Department of Transportation provide and maintain various streets and bridges throughout the urban area. Transportation System Plans (TSP) are prepared and developed as needed to plan for growth and maintenance of facilities. Funding mechanisms and implementation guidelines are included in the TSP's as well as techniques to maximize investment and reduce vehicle miles traveled.

### **Public Water Systems**

The City of Prineville provides water source, disinfection, distribution and maintenance of a municipal water delivery system. The City utilizes a water system master plan that identifies capital improvements, funding and implementation. The master plan also identifies existing community needs, how to accommodate anticipated growth, reduction in private well heads, aquifer protection, land acquisition for new municipal well heads, reservoir siting and land needed for treatment and storage.



### **Public Sewer Systems**

The City of Prineville provides sewage collection, treatment, and maintenance of a municipal sewer system. The City utilizes a sewer system master plan identifying capital improvements, funding, and implementation. The master plan also identifies existing community needs, accommodation of new growth, and reduction in septic fields, new connections and future land needs for the community treatment plant.

### **Solid Waste Collection and Disposal**

Crook County operates a public landfill near the airport. Private landfills are located at Paulina and at Jasper Point. The County has updated its analysis of the landfill capacity and determines the life of the landfill will satisfy the needs of the community throughout the planning period to 2025. Plans to develop other sites are underway and supported by analysis and growth needs. Recycling of waste is required and programs are in place to encourage waste separation and reduction.

**Storm Water Collection and Distribution**

Prineville periodically suffers from significant storm damage related to flooding. Past significant events have resulted in analysis of risk areas and installation of various drainage facilities. These facilities are separate from the sewer system and rely upon natural topography for ultimate dispersal. The natural topography of the city and local riparian and stream areas help to deal with random events. The City has supported various studies that address flooding and how growth pressures may affect the availability and function of these drainage natural areas.

**Electric Power**

Electric power in Prineville is provided by two (2) companies, Pacific Power and Rural Electrification Association (REA), which is served locally by Central Electric Co-op. The City provides access to right of way and franchise availability to these service providers. Each provider utilizes a master plan for determining new substation areas and other elements necessary to accommodate anticipated growth.

**Natural Gas**

Natural gas is provided to urban area residents by Cascade Natural Gas. The City provides access to right of way and franchise availability for new extensions. Cascade Natural Gas utilizes a master plan for determining new substation areas and other elements necessary to accommodate anticipated growth. Propane is supplied by several private entities.

**Telephone and Internet Services**

Qwest and a variety of private wireless phone and internet providers primarily serve the community. Deregulation of the telephone service, satellite access and other advances in telecommunications allow Prineville residents a wide range of phone and Internet connection choices. Wireless access will also be expanding to serve local citizens.

**Telecommunications Infrastructure Snapshot**

Service or Infrastructure	Type	Provider	Capacity	Speed
Telecom System Backbone	Fiber  (via Redmond)	QWEST	OC48 (=1,344 T-1 lines)	2.488 Billion bits/sec.
POP	NA			
Installed Dark Fiber	NA			
Special Services	Cable Modem	Crestview Cable		
	T-1 Lines	Unicom, Shared Communications, other CLECS & ISP's		64k-1.54mb
	Dial Up Internet	Many ISP's		56K

### **Television, Radio, Cable and Fiber Optic Services**

Local TV is limited to PBS and other local stations while radio choices are broadening to match listener needs. Cable TV service provides access to premium and nationwide broadcasts. Fiber optic access is expanding throughout the community and of particular importance for public, commercial and industrial users.

### **Issues, Goals, Policies, and Programs**

State law and Goal 11, Public Facilities and Services, requires that cities plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

#### **Excerpt from Oregon's Statewide Planning Goals & Guidelines GOAL 11:**

*"Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. A provision for key facilities shall be included in each plan. Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan."*

Key public facilities are typically described as transportation systems; water supply; emergency services; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; solid waste collection and processing; energy and communication services; schools; and, community governmental services. While the City and other local providers offer a wide range of services, the key elements are essential to accommodating growth and maintaining public health and safety. Likewise, the City is required to prepare and maintain planning tools that make sure adequate levels of key services are available and not stressed beyond their carrying capacities.

The City of Prineville manages the key facilities such as governance, police, street, water and sewer, which are under their jurisdiction. Services like health, certain elements of recreation, fire protection, solid waste collection and processing, building permitting, schools, energy, and communication services are provided by other entities. Other City services are funded through a combination of resources and General Fund programs. The City budget process occurs every fiscal year and describes how services will be funded.

### **The basics... transportation, water and sewer**

Basic infrastructure - transportation, water and sewer systems - are carefully planned, monitored, studied, and provided to citizens by the City. The City Planning Commission and City Council review and approve public facility plans that support and accommodate growth. These documents, in addition to local regulations, implement the goals of the Plan.

The appendix of the Plan contains the public facility plans and current implementing regulations. The facility plans describe the water, sewer and transportation facilities, which support the land uses designated in the UGB. Likewise, capital facilities funding is included in the plans to ensure that implementation keeps pace with growth, and that such growth can be accommodated as required by law. The development patterns envisioned by the Plan and the commensurate level of maintenance necessary for each system is also part of each facility plan. The overall goal is to maintain and improve the quality of life for existing and future development by establishing and maintaining standards for the level-of-service of facilities.

### **Transportation**

Capital improvements and maintenance to the transportation system are inventoried and contained in the Transportation Systems Plan (TSP). The TSP identifies long term needs and recommends a priority system for implementation and possible funding sources.

The TSP elements are master planned to match the land needs of the community over the planning horizon; typically 20 years. The State requires cities to provide adequate lands for growth over the planning horizon.

Transportation systems are classified by type and use. The City has oriented streets in a grid fashion, and allows alternate street layouts, including private streets, as necessary to accommodate for topography and other limitations. Storm water collection and dispersal is included in such plans as well as alternate modes such as pedestrian facilities, bike lanes and transit services.

Funding for master planned streets typically comes from collection of system development charges (SDC's). Other street needs, maintenance, and operation are funded from the General Fund and/or a combination of alternate funding. Often, the development community has participated in building major sections of new streets when the City has focused funding to other community street needs. In these cases, the City is required by law to provide reimbursement for a portion of the qualified street construction cost. Demands upon the General Fund are expected to increase as competition for scarce dollars increases. Thus, the TSP examines a variety of funding options.

### **Water**

The water source, purification, and distribution system are also planned to serve the needs of the community for 20 years. The City utilizes groundwater to serve residents and maintains a system of water rights and permits necessary for additional sources. Future growth needs are examined in the Water Facilities Master plan. User rates are charged to those who affect the water system and these fees are used to maintain and upgrade the water system. A Water SDC charge helps to offset the cost of master planned improvements. Reimbursement for private development of water master plan projects is available according to State law.

### **Sewer**

The sewer collection system is comprised of gravity and pressure lines that deliver sewage to the treatment plant. Storm drainage is not collected in the sewer system. Master planned facilities are paid for using SDC's and other funding sources. Similar to streets, State law allows for reimbursement to developers who build master planned sewer improvements. The community sewer system was upgraded to serve the UGB in 2005. The treatment facility and settling ponds are expected to serve the community for another 5-10 years until the community converts to a mechanical system as recommended in the Sewer Master Facilities Plan.

### **Growth and Facility Demand**

Anticipated growth within the community may require expansion of facilities faster than the local government can provide. In these cases, it is essential that growth pay its own way in order to avoid unnecessary impacts upon existing residents and quality of life. Existing residents and those lands reserved and designated for public, commercial and industrial development should be given priority for service over new residential uses. This means that new development may need to supply an array of services to developments ahead of the City schedule and at their own cost, subject to City approval and authorization before development.

### **Goal # 1: Coordinate intra-agency efforts and create a system of public facilities for the planning horizon.**

#### **Public Facility Values and Policies**

- Local plans for providing urban levels of services to all land within the UGB must be comprehensive.
- Providing needed services in an economic and effective manner is good business and a good growth management tool.
- Plans providing for public facilities and services should be coordinated with plans for designation of urban boundaries, zoning, urbanizable land, rural uses and for the transition of rural land to urban uses.
- Entities other than the City of Prineville may be allowed to use the surface, subsurface and air above City right of ways provided that all applicable rules and regulations are adhered to. In no event, shall these entities create a situation whereby the City must subsidize activity or repair damage caused by other service providers.
- Public facilities and services in urban areas should be provided at levels necessary and suitable for urban uses without reducing service levels of existing residents.
- Public facilities and services in urbanizable areas should be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas should be based upon: (1) the time required to provide the service; (2) reliability of service; (3) financial cost; (4) levels of service needed and desired; and (5) economic benefit to the community.
- A public facility or service should not be provided to outlying urbanizable areas unless there is provision for the coordinated development of all the other urban facilities and services appropriate to that area.
- All utility lines and facilities should be located on or adjacent to existing public or private rights-of-way to avoid dividing existing farm units. Other locations may be approved if they are part of a planned development or master plan.

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- Plans providing for public facilities and services should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development action provided for by such plans should not exceed the carrying capacity of such resources.
- Recognize that there are two aquifers serving the community. The older, Prineville/Ochoco aquifer is smaller than the Deschutes aquifer located near the airport.
- Recognize that alternate water sources exist. Water from various irrigation districts may be available for urban uses.

### **Programs:**

The City shall:

1. Prepare and regularly update transportation, sewer, and water master plans. These master plans must examine the desired service levels, infrastructure needs of the urban area, funding, and implementation strategies. Levels of service standards shall be developed for the following areas:
  - Police Protection
  - Fire Protection
  - Emergency Medical Service
  - Transportation
  - Parks and Recreation
  - Natural Open Space
  - Public Buildings
  - Water System
  - Sewer System
  - Storm water System
  - Solid Waste Management
  - Schools
  - Utilities
  - Libraries
2. Coordinate efforts among the various agencies and entities that provide public services to the community. This may require the imposition of franchise agreements and special protocols and fees for using public right of ways.
3. Identify specific capital facilities projects for the City and for other agencies that may benefit from coordinating with the City. Prioritize capital improvement projects based on a series of criteria; identify project costs and likely funding sources; relate projected improvements to forecast demand on services; identify current and proposed levels of service for each public service; and, establish a siting process for the location of essential public facilities, including property acquisition needs.
4. Develop a concurrency requirement that new development demonstrate the adequate provision of public services or provide for impact mitigation.

5. Encourage communication and cooperation between the school district, developers, and the public. The local development codes and regulations shall require housing in close proximity to school locations.
6. Revise the local development regulations to require new development to provide appropriate infrastructure and public services as a condition of development.

### **Goal # 2: Create a system of conservation practices for public resources, services, and related facilities.**

#### **Public Facility Conservation Values and Policies**

- Conservation practices and other techniques for sustaining limited resources and facilities are good for the community.
- Natural resources, such as clean air and water, energy sources, timber sources, aggregate sources are limited in quality and supply.
- Public services such as public sewer, storm water collection, solid waste disposal, public facilities, other point of contact public services, and services related to emergency response are limited in supply and duration.
- In order to sustain local services and resources over the life of the Plan, and beyond, certain measures must be put into place to improve efficiency and limit wasteful practices.
- Land use regulations and long rangeland use planning have a direct connection to preserving and enhancing livability and the efficient delivery of emergency services.
- The Prineville community understands that making growth pay its own way is one of many techniques that can sustain limited resources without resulting in unnecessary subsidy.
- Local government and other agencies should set examples for the community by adopting and utilizing sustainability practices.
- The Prineville community expects the local school district and City Planning officials will coordinate the location of new school site and implement strategies for multiple use spaces. The opportunity for reduced vehicle usage at school campuses should be evaluated and implemented.
- Even with prudent management and careful sustainability of resources, the Prineville community understands that property taxes and current service fees may not be sufficient to provide the service levels desired by the community. In some cases, new funding strategies may be necessary.

### **Programs:**

The City shall:

1. Develop a sustainability program for all City functions, services, and products. The plan shall identify goals and levels of conservation necessary for the planning horizon. Such goals shall have measurable outcomes and be monitored on a regular basis to insure proper management and effectiveness.
2. Adopt regulations that require citizens to conserve water and reduce excessive irrigation of plant materials.
3. Develop air quality standards and monitor all air emissions into the community.
4. Develop an energy source and use evaluation plan. Implement measures to reduce energy consumption and unnecessary lighting.
5. Promote the creation of energy efficient structures and sustainable building practices. Requirements on specific architectural styles and materials may be necessary in order to reduce heating and cooling costs; a major part of local energy output.
6. Coordinate with Crook County on the supply and anticipated life of aggregate resources necessary to support development. Regulations to permit onsite rock crushing and extraction may be necessary to properly implement such programs.
7. Develop a study to monitor non-sewage infiltration of the community sewage system. Industrial discharge permits may be needed to adequately reduce negative effects of large volume discharges into the sewer system.
8. Storm drainage plans shall not permit drainage to enter the sewage system to the greatest extent practical.
9. Institute recycling program requirements aimed at reuse and reduction of solid waste. This may require implementation of, and changes to local garbage hauler franchise or license agreements.
10. Coordinate landfill needs and other operations with Crook County.
11. Examine and develop strategies for maximizing capacity of transportation systems before street widening.
12. Examine the actual cost of service for each service provided to the public. A cost/benefit analysis shall be developed in order to ascertain proper allocation of funding resources and or reduction/expansion of City services and programs.
13. Examine emergency service needs and funding necessary to provide adequate services levels throughout the community over the planning horizon. Land use regulations that examine potential for efficient delivery of emergency services will need to be incorporated into implementation codes.
14. Recognize that community development services are necessary to implement local land use regulations and long term planning needs. The City shall examine the potential for a fee supported current development department and General Fund support for long range planning functions.