

ORDINANCE NO. 1269
AN ORDINANCE TO AMENND CHAPTER FOUR OF THE CITY'S COMPREHENSIVE PLAN (PARKS, RECREATION & OPEN SPACE)

Whereas, City of Prineville ("City") adopted a Comprehensive Plan on or about April 10, 2007, pursuant to Ordinance 1143 and codified in Chapter 154 of the Prineville City Code; and

Whereas, the City partnered with the Crook County Parks and Recreation District to complete an updated Parks and Recreation Master Plan; and

Whereas, based on the aforementioned Parks and Recreation Master Plan, City staff initiated amendment procedures to the City's Comprehensive Plan (Chapter 4) for review by the City Planning Commission; and

Whereas, pursuant to Section 153.252.020 of the Code, required notice was submitted to the Department of Land Conservation and Development and published 10 days prior to the initial public hearing scheduled for July 20, 2021; and

Whereas, on July 20, 2021, the City Planning Commission held a public hearing and consented to the amendment and recommended the City Council approve the proposed amendment to Chapter 4 of the Comprehensive Plan as shown on Exhibit A, attached hereto and by this reference made a part hereof; and


Whereas, pursuant to Section 153.252.020 of the Code, required notice was published 10 days prior to the City Council hearing of a legislative change scheduled for August 10, 2021; and

Whereas, the Prineville City Council conducted a public hearing on August 10, 2021, which consisted of the opportunity of written and oral testimony, review of staff reports, and consideration of the recommendations of the City of Prineville Planning Commission.


NOW, THEREFORE, the people of the City of Prineville ordain as follows:

1. That the City's Comprehensive Plan Chapter 4 is hereby amended as shown on Exhibit A.
2. The City Recorder shall place a certified copy of this Ordinance in the City's permanent records.
3. The Ordinance shall be effective 30 days following its passage by the City Council.


Presented for the first time at a regular meeting of the City Council held on August 24, 2021, and the City Council finally enacted the foregoing ordinance this 14th day of September, 2021.



Rodney J. Beebe
Mayor

ATTEST:


Lisa Morgan, City Recorder

<p>Prineville's Comprehensive Plan</p>	
<h2>Table of Contents - Chapter 4</h2>	
<p>Purpose and Intent</p> <p>Background</p> <p>Issues, Goals & Policies</p> <p>Park Land</p> <p>Camping</p> <p>Trails</p> <p>Recreation Programs and Events</p> <p>Management and Operations</p> <p>Community Needs</p> <p>Goal #1: In collaboration with the Crook County Parks and Recreation District and other partners, provide public parks, recreational facilities and trails, and 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>Policy 1. Promote a collaborative system to maximize the benefits of parks and recreation. Ensure a consistent and seamless arrangement for system operations.</p> <p>Policy 2. Activate parks and facilitate the coordinated provision of recreation programs and events.</p> <p>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.</p> <p>Policy 4. Protect natural resources and provide trails to connect people to parks, open space and community destinations.</p> <p>Policy 5. Maintain and replace assets in a sustainable manner and preserve and showcase the area's historical and cultural heritage for future generations.</p>	<p>Parks, Recreation and Open Space</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

Parks, Recreation and Open Space

to 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"> • 81 RV sites • 9 tent sites • 2 cabins 	RV hookups, laundromat, community room, WiFi, dump station, pavilion
Ochoco Lake	Oregon State Parks	<ul style="list-style-type: none"> • 22 tent sites • 4 hike/bike sites 	Potable water, picnic tables, fire pits, restrooms, boat launch, trails, swimming
Haystack Reservoir	BLM	<ul style="list-style-type: none"> • 16 RV/tent sites • 3 reservable sites 	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 from the Prineville Reservoir to the north, approximately 25 miles to the City of Prineville along Highway 27.



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 and trails, and 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 ¹	73.4	5 to 7	5.1	4.0
Total Developed Parks ¹	95.6	N/A	6.7	N/A
Natural Areas ²	580	20+	40.6	31.6
Special Use Sites	239.3	N/A	N/A	N/A

Notes: ¹ Includes Seehale Property (18 acres); ² 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 placemaking 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.

Parks, Recreation and Open Space

- Develop and implement edge treatments to improve the management of the areas where traditional park features intersect with natural areas.