

### City of Prineville

# DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT STAFF REPORT

**DATE:** September 17, 2008

**PROJECT NUMBER:** Comprehensive Plan Map Amendment #2

**APPLICANT:** City of Prineville

**OWNERS:** 451 separate properties – see Exhibit D

**PROPOSAL:** The City of Prineville proposes to re-designate

approximately 117.5 acres of land from industrial to residential on the City's Comprehensive Plan Map and to rezone approximately 4.0 acres of land from heavy industrial to residential on the City's Zoning Map. These proposed changes are referenced as "zone error corrections" in the City's Urban Area Comprehensive Plan, adopted in 2007. The intent of these map amendments is to make the referenced City maps consistent with each other and the actual residential use of these properties as developed.

**LOCATION:** The proposed amendments include properties located

in the northern portion of the City, east of North Main Street and to the south, east, and northeast of the Woodgrain Millworks facility. See the Location Map in Exhibit A for the boundary of the affected properties.

COUNCIL MEETING DATE: September 23, 2008

STAFF CONTACT: Scott Edelman, Senior Planner

### **APPLICABLE CRITERIA:**

(1) City of Prineville Code of Ordinances, Title XV – Chapter 153, sections 250 through 260, inclusive.

(2) City of Prineville Urban Area Comprehensive Plan

(3) Statewide Planning Goals 1-16

### **EXHIBITS:**

Exhibit A – Site Location Map

Exhibit B – Comparison of Comprehensive Plan Map and Zoning Map

Exhibit C – Proposed Comprehensive Plan Map as Amended

Exhibit D – Table of Properties and Property Owners

### Background:

The City of Prineville Urban Area Comprehensive Plan was acknowledged by the Department of Land Conservation and Development (DLCD) in October, 2007. One of the mandates included in the Comprehensive Plan is the correction of several "zoning errors" throughout the City. These are properties within the City for which the Comprehensive Plan Map designation and Zoning Map designation are inconsistent and can create difficulties for property owners when they try to sell or develop their land.

The 451 properties on 117.5 acres are all designated as industrial on the Comprehensive Plan Map but have been developed with residential uses. As a result, the City's land inventory, used to justify the Urban Growth Boundary expansion of 2004, treated these lands as residential. Of the 117.5 acres, all but approximately four acres are currently zoned R-2 for general residential uses. The remaining 25 properties on four acres are still zoned M-1 Limited Industrial but have been developed with residential homes. These discrepancies among the Comprehensive Plan Map, Zoning Map and actual uses permitted are the result of procedural errors. The amendments proposed are intended to correct these errors by reconciling the land designations and use.

On September 2, 2008, after consideration of the staff report and written and oral public testimony, the City of Prineville Planning Commission made a decision to approve the proposed Comprehensive Plan Map and Zoning Map amendments and made a formal recommendation to the Prineville City Council to adopt an ordinance formalizing the map amendments.

### Findings Summary:

The following summary findings support the proposed Comprehensive Plan Map amendment to re-designate the 451 subject properties (117.5 acres) from Industrial to Residential and to rezone approximately 4.0 acres from heavy industrial to residential on the City's Zoning Map based on the following primary points:

- The City of Prineville Comprehensive Plan mandates the correction of zoning errors, including the inconsistency between the Zoning Map and Comprehensive Plan Map designation for the subject site.
- The City's industrial lands inventory, which was used to support both the most recent expansion of the City's Urban Growth Boundary and the Comprehensive Plan, included the subject site as land needed for residential development, not industrial.
- 3. Recent development patterns around the subject site have been entirely residential and are not compatible with industrial development on the subject site.

### Staff Findings:

### 1. City of Prineville Code of Ordinances, Title XV - Chapter 153

### 153.256.030. Decision on plan amendments and zone changes.

- A. Except as set forth herein, the Planning Commission when acting as the Hearings Body shall have authority to make decisions on all quasi-judicial zone changes and plan amendments. Prior to becoming effective, all quasi-judicial plan amendments and zone changes shall be adopted by the City Council.
- B. In considering all quasi-judicial zone changes and those quasi-judicial plan amendments on which the Planning Commission has authority to make a decision, the City Council shall, in the absence of an appeal or review initiated by the Council, adopt the Planning Commission decision. No argument or further testimony will be taken by the Council.

Finding 1: The proposal is for a quasi-judicial zone change and plan amendment. As such, it is subject to the process as outlined above. The purpose of the public hearing set for September 2, 2008 is for the Planning Commission to hold a public hearing to make a decision on the proposed Comprehensive Plan Map amendment. If the Planning Commission approves the proposal, the City Council will have the option of adopting the Commission's decision or conducting further review.

# 2. City of Prineville Urban Area Comprehensive Plan, Chapter 2 Urban Land Uses and Zoning Designations

### (Pg 30) 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.

Finding 2: As stated in the above referenced statement, various errors were identified that created inconsistencies between the Zoning Map and Comprehensive Plan Map. Staff finds that the proposed Comprehensive Plan Map amendment and rezone is one of the referenced errors for which the Comprehensive Plan mandates the City to correct.

### 3. City of Prineville Urban Area Comprehensive Plan, Chapter 5 Economy

### (pg. 82-83) 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.

Finding 3.a.: The properties affected by the proposed amendments have been developed with residential uses. The properties to the immediate north of the subject area are zoned and developed residentially. The Hudspeth Drainage area runs along the southeast portion of the subject area, which includes potentially sensitive wetlands and steep slopes which are referenced in the Comprehensive Plan statement above. Staff finds that the proposed map amendments are consistent with the goals of the Comprehensive Plan relating to development adjacent to existing residential neighborhoods and potentially sensitive areas.

### **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.	Fotal 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	569.0¹

Finding 3.b.: As stated previously, 25 properties on approximately four acres of the subject site are currently zoned M-1 Limited Industrial but are developed with residential uses. This portion of the subject area is part of the Carpenter property referenced in the table above. Staff finds the proposed rezone of these 25 properties from M-1 Limited Industrial to R-2 General Residential is consistent with the

<sup>&</sup>lt;sup>1</sup> Acreages estimate until verified with GIS and survey data

Comprehensive Plan statement above. The other properties in the 117.5 subject area are already zoned R-2 General Residential.

### 4. City of Prineville Urban Area Comprehensive Plan, Chapter 7 Housing

### (Pg. 126) Housing Values and Policies

- It is essential to develop strategies that increase the variety of housing choices in the community. These strategies must include an inventory and analysis of needed housing types, existing housing supplies, and strategies for meeting the changing community demographic.
- It is necessary to provide adequate buildable residential land for the 20 year planning horizon.

Finding 4: The City of Prineville has included the subject area within its inventory of land available for residential development. This is due to the fact that the majority of the properties are already developed with residential uses and, as stated previously, the area is more suitable for residential development due to existing residential development to the north and the Hudspeth Drainage area to the southeast. The subject area has access to Peters Road, a collector street, and N. Main Street, a major arterial, providing suitable access for a residential development. The site has City utilities within the property or within close proximity to it. Overall, the property is correctly placed within the community to support a variety of residential uses as intended by the Plan. Staff finds the above housing values and policies to be met by the proposed map amendements.

### 5. Oregon's Statewide Planning Goals

The proposed Comprehensive Plan Map amendment is found to be in compliance with the applicable Statewide Planning Goals as set forth in the findings below.

GOAL 1: To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

FINDING 5: The City of Prineville provided notice to the Oregon Department of Land Conservation and Development (DLCD) on July 15, 2008, 49 days in advance of the scheduled public hearing on September 2. This meets DLCD's requirement for a 45 day notice. As required by the Prineville Code of Ordinances, notice was mailed to all owners of property within 250 feet of the subject area 21 days prior to the scheduled hearing and was posted in the Central Oregonian two consecutive weeks prior to the hearing.

GOAL 2: To establish a land use planning process and policy framework for all decision and actions related to use of land and to assure an actual factual base for such decisions and actions.

FINDING 6: The City of Prineville has an acknowledged Comprehensive Plan and Development Ordinance that contains the policy framework for land use decisions and actions for the City of Prineville. This proposed Comprehensive Plan Map Amendment is being processed in accordance with this policy framework.

GOAL 3: To preserve and maintain agricultural lands.

FINDING 7: Goal 3 does not apply to land within the Urban Growth Boundary (UGB).

GOAL 4: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water and fish and wildlife resources and to provide for recreational opportunities and agriculture.

FINDING 8: Goal 4 does not apply to land within the UGB.

GOAL 5: To protect natural resources and conserve scenic and historic areas and open spaces.

GOAL 6: To maintain and improve the quality of the air, water and land resources of the state.

GOAL 7: To protect people and property from natural hazards.

FINDING 9: As part of its 1978 Comprehensive Plan, intended to address Oregon's State Planning Goals 5, 6 and 7, Crook County adopted a Physical Limitations map. This map identifies portions of the subject area to have steep slopes. Since these slopes encompass only a small portion of the subject area, and the majority of the area is already developed, staff finds this property to be suitable for residential development and the proposed Comprehensive Plan Map amendment to be consistent with Goals 5, 6 and 7.

The 1978 Physical Limitations Map also identifies a portion of the subject property as having "soils unsuitable for septic tanks." Since the subject site has been annexed into the City limits, any development will be served by the public sanitary sewer system, as are all currently developed properties within the subject area. As a result, this designation is no longer of significance in relation to the subject site.

The City of Prineville Comprehensive Plan, acknowledged by DLCD in 2007, includes language addressing Goal 5, 6 and 7 issues. Among the work programs

identified with in the Comprehensive Plan to address these issues is the mandate to "create an inventory of Goal 5 resources and natural areas that require special protection and new regulations. This inventory will be accompanied by a Goal 5, 6 and 7 maps that will replace the County's 1978 Physical Limitations Map. Though not yet adopted by City Council, the draft inventory and map do not identify steep slopes as a significant issue in relation to the subject site.

The draft Goal 5 inventory and Goal 5, 6 and 7 maps do identify a portion of the area as being within a "significant ground water sensitivity zone." As there are no septic systems on the site, the only potential threat to this zone would be drainage created by development on the subject site. Any new development within the subject area will have to demonstrate appropriate drainage treatment through the land use process.

Based on the findings above, staff finds the proposed map amendments to be consistent with Goal 5, 6 and 7.

GOAL 8: To satisfy the recreational needs of the citizens of this state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

FINDING 10: The City of Prineville has inventoried the recreational needs of its citizens and has addressed those needs through provisions for parks and open space in the Development Code and jointly with the Crook County Parks and Recreation District in the Parks Master Plan. The proposed Comprehensive Plan Map amendment is consistent with Goal 8 because there is no land within the subject site designated for parks and open space.

GOAL 9: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens.

FINDING 11: As part of its 1978 Comprehensive Plan, the County adopted two maps that deal with industrial lands in the Prineville Area, the Physical Development Plan and the Industrial Sites Map.

These maps were replaced by the Crook County Comprehensive Plan Map, adopted by the City of Prineville in 1984 which designates industrial, commercial and residential lands. The 1984 Comprehensive Plan Map was the basis for the map submitted to DLCD with the City of Prineville Comprehensive Plan in 2007, although this map expanded on the 1984 version to encompass the current urban growth boundary (UGB). These maps designate the subject area as industrial. The Comprehensive Plan Map submitted to DLCD with the Comprehensive Plan is the map that is proposed to be amended.

In regard to Goal 9, the City of Prineville treated the subject area as residential in the buildable lands inventory used to support the expansion of the urban growth boundary (UGB) in 2004, which included approximately 827 acres of industrial land. It is also treated as residential in the 2007 City of Prineville Comprehensive Plan. Since both the UGB expansion and Comprehensive Plan were approved without this property being treated as industrial land, staff concludes that there is sufficient industrial land within the UGB to ensure the proposed Comprehensive Plan Map amendment will not conflict with Goal 9.

GOAL 10: To provide for the housing needs of citizens of the state.

FINDING 12: The City of Prineville maintains an inventory of lands needed to provide for the housing opportunities for its citizens. The proposed Comprehensive Plan Map amendment is consistent with Goal 10 because it legitimizes 117.5 acres of land that is currently zoned residential and/or developed with residential uses.

GOAL 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

FINDING 13: The City of Prineville maintains inventories of its transportation system through its Transportation System Plan (TSP), as well as its sanitary sewer and water systems through its Wastewater and Water Master plans. The proposed map amendments are consistent with Goal 11 because there are adequate existing public facilities and services available to the subject area. The area has access to the City's transportation system, as well as having local access to city sanitary sewer and water systems.

GOAL 12: To provide and encourage a safe, convenient and economic transportation system.

FINDING 14: As found above, the City of Prineville maintains inventories of its transportation system through its Transportation System Plan. As part of its adopted TSP, the city has identified both N Main Street as a major arterial street and NE Peters Road as a collector street. As higher order streets, access will be significantly limited through the land use process, thereby contributing to both the safety and efficiency of these arterial streets.

GOAL 13: To conserve energy.

FINDING 15: The proximity of the subject area to the higher order streets, as described above, promotes the conservation of energy by providing an efficient means of transportation and connection to the greater Prineville community.

GOAL 14: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

FINDING 18: The majority of the properties within the subject area have already been developed with residential uses in accordance with City standards and policies. The undeveloped properties within the subject area have access to all city services including streets, water and sewer. Staff finds that further residential development on this site will contribute to an orderly and efficient transition from rural to urban land.

### Recommendation:

Based on the findings above, staff recommends that the Planning Commission approve an amendment to the Comprehensive Plan Map to re-designate the northern 14.1 acres of the subject site from light industrial to residential and the southern 0.4 acre tip of the subject site from light industrial to commercial on the Comprehensive Plan Map.

### **Planning Commission Decision:**

PLEASE NOTE: IT IS VERY IMPORTANT THAT THE WORDING OF A MOTION FOR DECIDING ON A LAND USE APPLICATION BE STATED AS PROVIDED BELOW, PRIMARILY TO ENSURE THAT THE STAFF REPORT AND PUBLIC RECORD ARE INCORPORATED INTO THE DECISION AS PART OF THE FINDINGS OF FACT.

### **MOTION IN FAVOR**

The Staff Report and record of tonight's proceedings are hereby incorporated as Findings of Fact in Favor of this Application. I Move that Comprehensive Plan Map Amendment #2 be **APPROVED.** 

### **MOTION IN OPPOSITION**

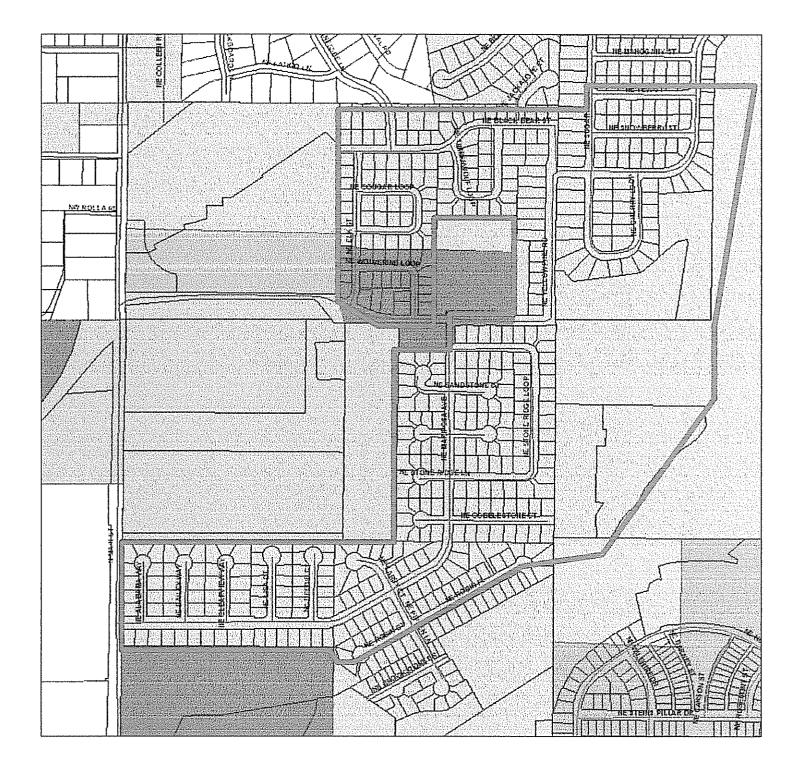
The Staff Report and record of tonight's proceedings are hereby incorporated as Findings of Fact in Opposition to this Application. I Move that Comprehensive Plan Map Amendment #2 be **DENIED** based upon Findings of Fact in opposition to the application.

Date this 2<sup>nd</sup> day of September, 2008

Written by: Scott Edelman, Senior Planner

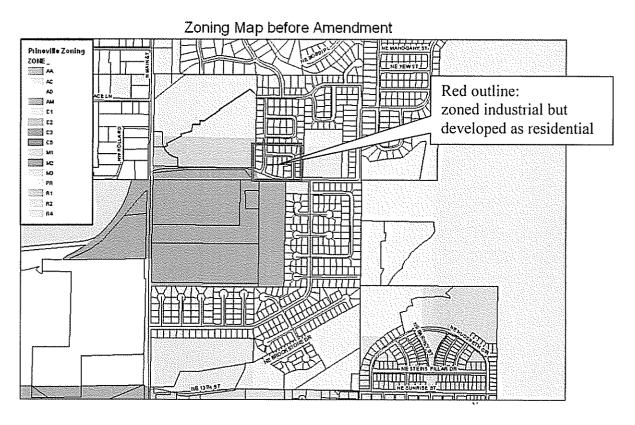
PLANNING COMMISSION CHAIR:	
	Date:
Paul Cuddy	

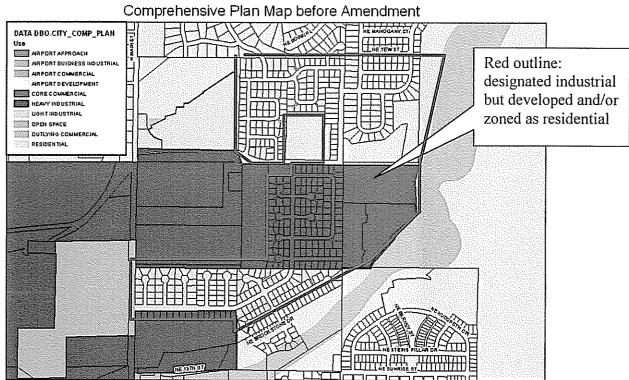
# City of Prineville – Comprehensive Map Amendment #2 Site Location Map



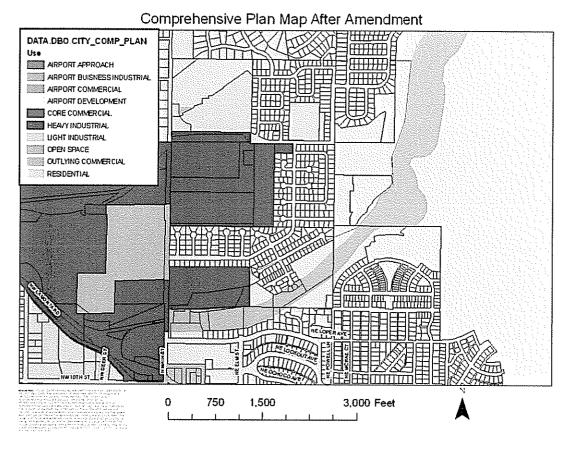
## City of Prineville – Comprehensive Map Amendments #2 Comparison of Comprehensive Plan Map and Zoning Map

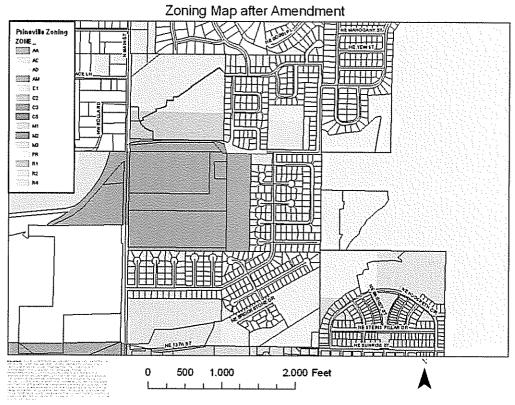
The following maps demonstrate the discrepancies between the City's Zoning Map (as well as current use of the properties) and Comprehensive Plan map.





# City of Prineville – Comprehensive Map Amendments #2 Proposed Comprehensive Plan Map and Zoning Map as Amended





# City of Prineville - Comprehensive Plan Map Amendment #2 Table of Properties Affected

Acres OWNER_NAME  0.15 CORWIN ANALISE T
HERNANDEZ-LOPEZ JOEL
HUAK
LARKIN DONALD J
SILVA NEMECIO LOPEZ
WILLIAMS DEBRA J
MARTHA
WARKEN BLANCHE M HARMON MADY!
ETO.
HATHERILL GARY DEAN
GROVER POLLIANNE M
MOFFITT RICHARD E
LES B
ISAACSON DAVID
SCHLACH I ER AARON R
WILKINS JASON S
DZ PKOPEKIEK INC
VIIVIERS ROGER A OCHOGO MINT GROWERS INC
S R S
DURKEE ROBERT 1.18
CONLEY LARRY DEAN
VAUGHAN JASON B
FAWBUSH RALPH E
(
CONTRACTOR & COSEPH
1
MARTIN DAVID R & AMY L
DAWSON TIMOTHY A
IRAILS WEST PROPERTIES LLC
BAYAKU LLU 3 HII DEDBDAND MAXNE A

### CITY OF PRINEVILLE

### ORDINANCE NO. 1157

AN ORDINANCE TO CHANGE THE ZONING AND COMPREHENSIVE PLAN MAP DESIGNATION OF A PARCEL OF LAND FROM INDUSTRIAL TO RESIDENTIAL IN COMPLIANCE WITH THE CITY OF PRINEVILLE COMPREHENSIVE PLAN

### THE PEOPLE OF THE CITY OF PRINEVILLE ORDAIN AS FOLLOWS:

WHEREAS, The City of Prineville provided proper public notice and held hearings before the City of Prineville Planning Commission and City of Prineville City Council in which oral and written testimony was taken regarding the proposal to change the Zoning and Comprehensive Plan Map designation of the subject properties shown on Exhibit A and described in Exhibit D, from Industrial to Residential.

WHEREAS, The City of Prineville Planning Commission and City Council have determined that it is in the public interest to make Comprehensive Map and Zoning Map corrections and thereby properly process and apply the correct Comprehensive Plan designation to the subject property.

WHEREAS, The City of Prineville Planning Commission on September 2, 2008, after consideration of the staff report and written and oral public testimony, made a decision to approve the Comprehensive Plan Map and Zoning Map amendments and made a formal recommendation to the Prineville City Council to adopt an ordinance formalizing the map amendments.

**WHEREAS**, The City of Prineville has identified the subject properties to be re-designated from industrial to residential within the City of Prineville Urban Area Comprehensive Plan.

# NOW, THEREFORE, THE PEOPLE OF THE CITY OF PRINEVILLE DO ORDAIN AS FOLLOWS:

Section 1: The Council specifically finds that the proposal known as City File Comprehensive Plan Amendment #2 complies with the City of Prineville Comprehensive Plan and statewide planning goals for the State of Oregon.

Section 2: The Council accepts the City of Prineville Planning Commission decision as forwarded, and adopts the proposed Zoning Map and Comprehensive Plan Map amendments, as set forth and attached to this ordinance.

Section 3: The City Recorder shall place a certified copy of this ordinance in the City's permanent records, the Community Development Department shall forward a certified copy of this ordinance and the adopted City of Prineville Comprehensive Plan to the Oregon Department of Land Conservation and Development along with the proper notice for acknowledgement within 10 days of the effective date of this ordinance.

Section 4: The Community Development Department shall notice all relevant parties of the adoption of this ordinance.

Approved by the City Council on the	day of	, 2008.
Signed by the Mayor on the day of	, 2008.	
	Mike Wendel, Mayor	
ATTEST:		

Section 5:

The City of Prineville Council adopts this ordinance to formalize the approval of

a Comprehensive Plan Map and Zoning Map Amendments for the City of Prineville as recommended by the City of Prineville Planning Commission...