



City of Prineville

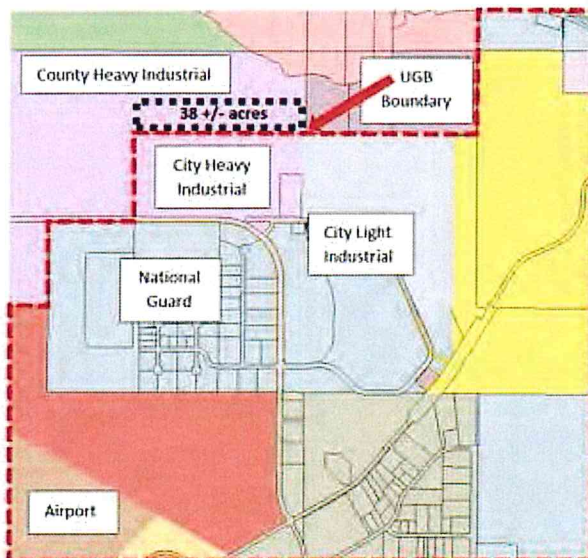
DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

CITY COUNCIL STAFF REPORT

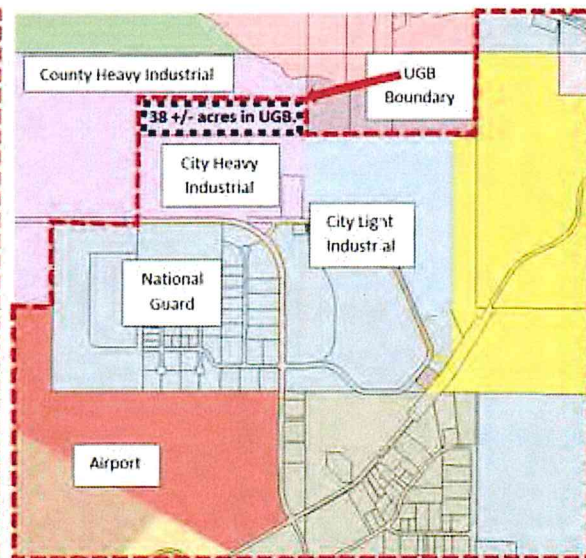
Date: September 26, 2017
File No.: AM-2017-101
Applicant/Owner: Crook County
Location: A portion of T15, R15, S02, Tax Lot 200.
(aka Property 1 – 217-17-000325-PLNG)
Notice sent to DLCD: 8/16/2017.
Neighbor Notice: 9/5/17.
Newspaper Notice: 9/15/17 and 9/22/17
Public Hearing: Planning Commission - 9/19/17
Staff: Phil Stenbeck, Planning Director

Proposal: Crook County proposes adding approximately 38 +/- acres of a 230 site to the City of Prineville UGB and changing the 38 acres from a County Comprehensive Plan designation of Heavy Industrial (HM) to a City Comprehensive Plan designation of Light Industrial and bring the 38 acres into the City UGB. The amendment would make this portion of the parcel consistent with the remaining 192 +/- acres of the property. The map below shows the 38 acre change.

UGB Expansion and Plan Amendment - Before.



UGB Expansion and Plan Amendment - After.



Background

192 acres of the subject site is within the City UGB and City Limits boundary. In order to position the site for efficient future development opportunities, thereby making it ready for development, Crook County has initiated this UGB expansion and plan amendment.

Staff Findings

The following findings are intended to support the proposed UGB expansion and plan amendment by demonstrating compliance with the City of Prineville Zoning Ordinance, Comprehensive Plan and Oregon's Statewide Planning Goals.

The following section of the City of Prineville Zoning Ordinance is applicable to this proposal in regard to the procedures to be followed in considering the plan map amendment.

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 a legislative amendment which expands the UGB and changes County Comprehensive Plan designation to a similar City Comprehensive Plan designation. As such, it is subject to the process as outlined above. The purpose of the public hearing set for September 26, 2017 is to hold a public hearing to make a decision on the proposal. The Planning Commission recommends approval of the proposal to the City Council.

The chapters of the City of Prineville Comprehensive Plan which are relevant and applicable to the proposed map amendment are discussed below. Specific items within these chapters which are not relevant to this proposal and are not listed in order to achieve maximum clarity and efficiency. Further, the proposal has been determined to have no significant impact on the following chapters:

- Chapter 3, Natural Environment
- Chapter 4, Parks, Recreation and Open Space
- Chapter 5, Transportation
- Chapter 7, Housing
- Chapter 8, Public Facilities and Services

While there will be inevitable impacts on the community in relation to each of these areas upon development of the subject site, it is the opinion of the City that there is no foreseeable impacts in relation to any of these areas that will result from re-designating the subject site from heavy industrial to light industrial and bringing it within the UGB. If the proposal was to re-designate the site to a residential or commercial zone, then there would be a potential impact in each of these areas. As a rezone from one industrial category to another, it is not possible to measure any significant effects until a development is proposed on the site. The impact on each of these areas of City concern will be addressed through submittal and review of future development applications.

2. City of Prineville Comprehensive Plan – Chapter 1: Community Characteristics

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.

Finding 2A: The site will require further development plans and/or master plans to ensure development that is consistent with both internal development of the site as well as land use and development patterns on adjacent properties. The map amendment and UGB expansion of the subject site will help facilitate the efficient development of this site.

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.

- 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.

Finding 2B: The items listed above are all components of Site Plan and Design Review. Through application of the Zoning Ordinance, these will be addressed during the review of a site plan approval and will be applied to all future development on the site. While the map amendment and UGB expansion do not directly affect implementation of these standards, creating a uniform single jurisdiction for the site, rather than a split jurisdiction will facilitate future development of the site.

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
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.

Finding 2C: The items listed above are primarily either addressed through application of the Zoning Ordinance during site plan and design review, through enforcement of the Zoning Ordinance in the case of violations, or are specific programs that would be implemented separately from this request. None of these items applies directly to the proposed map amendment or UGB expansion.

3. City of Prineville Comprehensive Plan – Chapter 2: Urban Land Use and Zoning Designations

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

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.
- 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.

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Finding 3A: As all of the points above simply refer to “industrial” without differentiating between light/limited industrial and heavy industrial, the proposed amendment does not negatively impact any of these stated industrial zone values and policies. The proposed change preserves the intended purpose of the site for industrial uses. The proposed amendments do support several of these values and policies by making City services available and more consistent with the intended use. Changing the 38 +/- acre strip from outside the UGB to inside the UGB will provide the opportunity for City services allowing continued planned expansion of the City’s Industrial lands inventory. This will allow for more efficient and timely development of this key industrial property.

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.

Finding 3B: This proposal is consistent with the listed City programs above, which have been a part of the City's strategic planning for years. Item 8 is not applicable to this proposal as the site is not near rail infrastructure, so taking full advantage of the community's rail service is not a likely possibility for a type of industry that requires heavy use of shipping services.

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 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.

Finding 3C: When considering any UGB expansion or plan amendment, the City must ensure that all projected residential, industrial and commercial development needs can be met over a 20-year period. Regardless of the amount of industrial land that may be necessary in a future UGB expansion, this proposal to change a portion of this property (38 acres of a 230 acre site) from County heavy industrial to City heavy industrial will not significantly affect the industrial land inventory. Further, since the future use of this site will be for Industrial development, there is relatively little difference between the County and City designations. The advantage of the amendment is to facilitate more efficient development of the site.

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.

Finding 3D: Allowing this site to develop as a coordinated single site will increase the likelihood of master planning, efficient development and a concentration of similar uses that meet several of the values, policies and programs within this section. While alternative modes of transportation are not a requirement of this development, facilitating a coordinated campus-style master plan under single

ownership will increase the likelihood that the development could eventually encourage or take advantage of alternative modes.

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.

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.

Finding 3E: The sustainability initiatives highlighted in this section are not related to this proposed map amendment as they are to be implemented through other City

policies. However, by allowing the subject site to be developed within the UGB, the amendment may support the sustainability of development on this site.

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.
- 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.

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.

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.

Finding 3F: Most of the items listed above are addressed or will be addressed in other City policies. The proposed amendment and UGB expansion does not negatively impact any of the listed values, policies or programs.

4. City of Prineville Comprehensive Plan – Chapter 5: Economy

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.

Finding 4A: As stated previously in this report, the economic opportunities analysis (EOA) included in the Prineville Comprehensive Plan, indicates a need for an additional 393 acres of industrial land. The Plan does not differentiate between light/limited and heavy industrial land; therefore this proposed UGB expansion and Plan Amendment is only going to reduce the inventory needs in a very minor manner. By facilitating the development of this 38 +/- acre site as part of a 230 acre single site, the proposed amendment will help to ensure that the overall 230 acre site will continue to be used for large-lot development, rather than be subdivided into smaller parcels.

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.
- 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.

Finding 4B: Most of the values, policies and programs listed above are either addressed or will be addressed in various City plans and policies.

Oregon State Planning Goals

Goal 1 - Citizen Involvement

To ensure the opportunity for citizen involvement in all phases of the planning process.

FINDING 5: Staff finds that the Comprehensive Plan Map and UGB amendment is following the City of Prineville Code requirements which includes a 35-day notice to DLCD, published newspaper notice, mailed notice to neighboring property owners 20 days prior to the first public hearing before the City Planning Commission and a hearing before the City Council. The process for this amendment meets the goal for citizen involvement. Staff finds the City's citizen involvement process to be consistent with Goal 1.

Goal 2 - Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

FINDING 6: Staff finds that the application of the City Industrial Comprehensive Plan designation and expansion of the Urban Growth Boundary (UGB) is meeting the purpose of Goal 2 by bringing the highest priority lands into the UGB consistent with its previous Comprehensive Plan designation. The record, including this report, establishes the factual basis by which this decision will be made. Staff finds the City's land use planning actions are consistent with Goal 2.

Goal 3 - Agricultural Lands

To preserve agricultural lands for agricultural use.

FINDING 7: Staff finds that the application of the Industrial Plan designation is consistent with Goal 3 since there are no agricultural lands involved in this amendment, nor are there any adjacent agricultural lands that could be impacted. Staff finds Goal 3 to be not applicable to this proposal.

Goal 4 - Forest Lands

To preserve forest lands for forest use.

FINDING 8: Staff finds that the application of the Industrial Plan designation is consistent with Goal 4 because there are no forest lands involved in this amendment, nor are there any adjacent forest lands that could be impacted. Staff finds Goal 4 to be not applicable to this proposal.

Goal 5 - Open Space, Scenic and Historic Areas, and Natural Resources

To conserve open space and protect natural and scenic resources.

FINDING 9: Staff finds that the application of the Industrial Plan designation is consistent with Goal 5. There are no natural features that have been identified with the site that need protections found in Goal 5. The site which is proposed to receive a City Industrial

Comprehensive Plan designation was previously identified in the County Comprehensive Plan as Industrial Land, thereby not impacting Open Space, Scenic and Historic Areas, and Natural Resources. Staff finds these measures and protections to be sufficient to ensure compliance with Goal 5.

Goal 6 - Air, Water, and Land Resources Quality

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

FINDING 10: Staff finds that the application of the City Industrial Plan designation will not change the type of air quality discharges from the Industrial site. Staff finds the City of Prineville has sufficient regulatory measures in place to ensure that subsequent development of the subject property will not produce unanticipated impacts resulting from the proposed amendment. Any identified potential impacts on air, water and land resources quality will be addressed and mitigated through review and approval of development of the site. It is only at time of actual project review and approval that the true impacts of such development can be identified, evaluated, and effectively mitigated. Therefore, staff finds the proposed amendment is consistent with and in compliance with Goal 6.

Goal 7 - Areas Subject to Natural Disasters and Hazards

To protect life and property from natural hazards.

FINDING 11: Staff finds that the application of the City Industrial Plan designation is consistent with Goal 7 including the City's identified 100-year floodplain that is not located on the site. Staff finds this amendment is consistent with Goal 7.

Goal 8 - Recreational Needs

To satisfy the recreational needs of the citizens of the state.

FINDING 12: Staff finds that the application of the City Industrial Plan designation is consistent with Goal 8, and can accommodate recreational sites or trails planned through the Industrial site. Staff finds that this proposed amendment is consistent with Goal 8.

Goal 9 - Economy of the State

To diversify and improve the economy of the State.

FINDING 13: Staff finds that the application of the City Industrial Plan designation is consistent with Goal 9. Goal 9, Oregon's Statewide Economic Development Goal, requires that local land use plans "provide for an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies." Goal 9 is intended to be applied on a community wide basis and requires that future economic growth be accommodated by ensuring that there is sufficient suitable land planned and zoned for commercial and industrial uses. Staff finds that this amendment is consistent with Goal 9.

Goal 10-Housing

To provide for the housing needs of the citizens of the state.

FINDING 14: Staff finds that the application of the City Industrial Plan designation to this 38 acres is consistent with the City Comprehensive Plan and Goal 10. It is anticipated that the addition of 38 acres of Industrial Land to the City's Industrial Lands Inventory will have no negative effect on the City Housing Inventory due to the fact that this area of the City is identified as a significant Industrial area in the City's Comprehensive Plan which is by Comprehensive Plan policy intended to not be Residential Land and not be adjacent to Residential Land. Staff finds this amendment is consistent with Goal 10.

Goal 11 - Public Facilities and Services

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 15: Staff finds that the application of the City Industrial Plan designation to the site will help the site develop in a timely, orderly, and efficient manner by creating the opportunity to extend public facilities and services throughout the site and to adjacent lands in the City's UGB. The extension of services to and through the site will go through a review and approval process for extension of the services by city staff including and under the direction of the City Engineer. Initial water, sewer and traffic analyses have indicated that this site can be served by existing public facilities with reasonable off-site and on-site improvements made by the developer/property owner. Staff finds this amendment to be consistent with Goal 11.

Goal 12 - Transportation

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

FINDING 16: Staff finds that the application of the City Industrial Plan designation to 38 acres of land which is already designated as Industrial Lands in the County Comprehensive Plan is consistent Goal 12. The site will in essence change jurisdiction with no significant change in the anticipated or expected uses based on the County to City Comprehensive Plan designation thereby not changing the general character of transportation needs for the site. Additional transportation analysis will be done when a development is proposed. Therefore, staff finds the request is consistent with Goal 12.

Goal 13 - Energy Conservation

To conserve energy.

FINDING 17: Staff finds that the application of the City Industrial Plan designation will provide an opportunity to apply specific energy conservation policies and development standards based on the City's Comprehensive Plan, Land Use and Development Ordinances and Building Codes that ensure the Statewide Energy Conservation Goal is implemented on a site specific basis at the time of property development. As there is no specific development proposal for the subject property currently, it is completely uncertain what, if any, impact the proposed amendment will have on energy usage. The potential for

master planning a large industrial site provides great potential for creating efficiencies that will help to conserve energy. Staff finds this amendment is consistent with Goal 13.

Goal 14 - Urbanization

To provide for an orderly and efficient transition from rural to urban land use.

FINDING 18: Staff finds that the application of the City Industrial Plan designation is consistent with Goal 14 because this site is already designated as County Industrial Land thereby in accordance with the Statewide Planning Goals being the highest priority land for inclusion in the City UGB. Staff finds this proposal is consistent with Goal 14.

SECTION 4: *Transportation Planning Rule*

The following excerpts from OAR 660 (Transportation Planning Rule) which justify delaying the evaluation and mitigation measures for potential traffic impacts to the review and approval of the Regulatory Master Plan.

660-012-0060

Plan and Land Use Regulation Amendments

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
 - (b) Change standards implementing a functional classification system; or
 - (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.
- (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
 - (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or
 - (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

FINDING 19: Staff finds that this is an amendment to the Comprehensive Plan Map that will likely affect the City's transportation system. However, city staff finds that the types or levels of travel or access are consistent with the functional classification of the existing

transportation facility. Future development impacts cannot be adequately determined by this proposed amendment alone as there are no future uses proposed under the Industrial Plan designations. Staff finds that this amendment to the Comprehensive Plan Map appears to be consistent with OAR 660-012-0060, in that the City, County and State Transportation System will adequately meet the sites transportation needs as well as the needs of other adjacent properties within the City's UGB.

- (2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.
- (a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
- (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
- (c) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
- (d) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.
- (e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if the provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards.

FINDING 20: Staff finds that the application of the City Industrial Plan designation to this site is consistent with the planned function, capacity and performance standards of the site as planned by the County Comprehensive Plan and Transportation System Plan and facility. Staff finds that this amendment will effectively allow similar uses on the subject site that were allowed by the County Comprehensive Plan designation of Industrial. At the time of review of a development, all potential impacts and mitigation measures will be evaluated. Staff finds that this amendment is consistent with these policies.

Conclusions

Based on the findings above, it is the conclusion of the City Planning Commission that there are no potential negative impacts to any of the values, policies or programs listed in the City of Prineville Comprehensive Plan or Zoning Ordinance. This then translates into consistency with Oregon's Statewide Planning Goals. City Planning staff also find that the proposed amendments are supported in the City Comprehensive Plan including encouragement of economic development via addition of Industrial Land to the City's UGB.

The City Planning Commission has reviewed this request and recommends the City Council approve the UGB Expansion and Plan Amendment request.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Phil Stenbeck", written over a horizontal line.

Phil Stenbeck, CFM
Planning Director