



City of Prineville

DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

PLANNING COMMISSION STAFF REPORT

DATE: September 17th, 2024

SUBJECT: Proposed Prineville Urban Renewal Plan

PROPOSAL: The City Council is considering the potential adoption of a Prineville Urban Renewal Plan (Plan). The Planning Commission is not being asked to approve the Plan, but rather make a recommendation to the City Council on its content and conformance of the Plan to the Comprehensive Plan. This action does not require a public hearing before the Planning Commission. However, if there is anyone present at the meeting who desires to provide input, it is recommended the Planning Commission allow that input.

Summary and Background

There are no explicit review criteria for a Planning Commission for the review of an urban renewal plan. The Oregon Revised Statute (ORS) ORS 457.089 (1) states that “An urban renewal plan and accompanying report shall be forwarded to the planning commission of the municipality for recommendations, prior to presenting the plan to the governing body of the municipality for approval under ORS 457.095”. The generally accepted practice is for the Planning Commission to provide input on the relationship of the Plan to the Local Objectives (Section XI of the Plan), and particularly to its conformance to the Prineville Comprehensive Plan.

The Prineville Urban Renewal Plan Area (Area) consists of approximately 174 total acres. The primary purposes of the Plan are to improve the transportation system including pedestrian access and streetscape improvements, address infrastructure deficiencies, provide economic development programs to improve buildings and incentivize development in the Area and provide recreation improvements to the Area.

It is anticipated that the Plan will take thirty (30) years of tax increment collections to implement. The maximum amount of indebtedness that may be issued for the Plan is not to exceed Forty-Seven Million Nine Hundred Thousand Dollars (\$47,900,000). Detailed financial analysis is in the Report Accompanying the Prineville Urban Renewal Plan (Report). Urban renewal allows for the use of tax increment financing, a funding source that is unique to urban renewal, to fund its projects. Tax increment revenues - the amount of property taxes generated by the increase in total assessed values in the urban renewal area from the time the urban renewal area is first established - are used to repay borrowed funds. The borrowed funds are used to pay for urban renewal projects and cannot exceed the maximum indebtedness amount set by the urban renewal plan. Urban renewal does not increase property taxes but reallocates the taxes that are already assessed. The impact of urban renewal financing is on the regular taxing districts. The Report Accompanying the Plan fully describes the financing and impacts.

Section XI of the Plan contains the findings of the conformance to the Comprehensive Plan and this section is included in the text of this report. The numbering of the goals and policies reflects the numbering that occurs in the original document. *Italicized text* is text that has been taken directly from an original document and therefore cannot be changed.

The projects identified in the Plan were examined against the Comprehensive Plan goals to ensure that the projects conformed to the Comprehensive Plan. The projects are described more fully in Section V of the Plan and fall within the following Comprehensive Plan categories.

- Community Characteristics
- Parks and Recreation
- Economy
- Transportation and Circulation
- Housing

Prineville Comprehensive Plan

Chapter 1: Community Characteristics

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

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

Local Business Incentives, Values and Policies

Any project in the downtown central business district area may receive expedited City review and processing for any required land use procedure.

A downtown revitalization program shall be researched and developed to include incentives and other features desired by the community. These may include the following:

- *Use of urban building materials that are compatible with historic structures and reduce energy consumption.*
- *Use of multiple-story building architecture for maximum utilization of land. Coordinate with the Crook County Fire and Rescue Department on building heights.*
- *Improved signage techniques.*
- *Street tree programs.*
- *Pedestrian amenities and improved crossing corners.*
- *Pocket parks and pedestrian rest areas.*
- *Improved lighting systems to improve nighttime commerce, (pedestrian scaled lighting), safety, and reduced impact on abutting neighborhoods.*
- *Opportunities for public art and expression.*
- *Parking district programs and other techniques to improve parking supplies for patrons.*
- *Placing overhead utilities underground shall be a priority.*
- *Improve outdoor trash storage and removal systems.*
- *Identify links to nearby neighborhoods and make sidewalk improvements.*
- *Establish consistent design standards for downtown streets, sidewalks, and pedestrian amenities.*
- *Encouraging a full spectrum of local businesses – i.e. hardware stores, theater, etc.*

Support the formation and continued operation of a business association and designate a staff liaison to attend Chamber of Commerce meetings

FINDING 1:

The Plan contains projects that will improve the commercial and residential neighborhoods through improved multi-modal transportation, improved storefronts and signage, added streetscape including lighting, trees, benches, trash receptacles, banners, artwork and pocket parks. The Plan also includes funding for the rehabilitation of buildings, improved storefronts and multiple-story buildings. The Plan is in conformance with the Community Characteristics Chapter of the Comprehensive Plan.

Tourism and Visitor Values and Policies

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

- *Improve and enhanced community entry areas.*
- *Examine strategies for improving choices in restaurants and entertainment options.*
- *Encourage key anchor stores in the downtown core, including businesses that encourage nighttime activities (i.e. movie theaters, quality sit-down restaurants, etc.)*

FINDING 2:

The Plan contains projects for improving the overall atmosphere of the central business district through enhanced areas including streetscape improvements, pocket parks and improvements to buildings. Building improvements will provide opportunities for improving the choice in restaurants and entertainment options and could encourage key anchor stores in the downtown core. These projects will support increased tourism and visitors to the city. The Plan is in conformance with the Tourism and Visitor Values and Policies Chapter of the Comprehensive Plan.

Chapter 4: Parks Recreation and Open Space

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

Policy 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.

FINDING 3:

The Plan contains two projects for adding to the parks and recreation options for visitors and residents of Prineville: pocket parks in the Area and development in and around Ochoco Creek Park. The Plan is in conformance with the Parks and Recreation Chapter of the Comprehensive Plan.

Chapter 5: Economy

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.*
- *The adoption and implementation of a Downtown Enhancement Plan will help to ensure the long-term success of the urban core area.*

FINDING 4:

The entire focus of this urban renewal plan is on the downtown business district and improving the capital assets of the Area to support economic activity in the Area. These activities range from streetscape improvements, multi-modal transportation improvements, storefront loans or grants, redevelopment loans or grants, improvements to the parks and addition of pocket parks. The Plan is in conformance with the Economy Chapter of the Comprehensive Plan.

Chapter 6: Transportation and Circulation

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

Transportation Choices and Vehicle Alternative Values and Policies

General Transportation Street Network

- *A transportation system that includes alternate modes in addition to vehicle needs is a State requirement. The term "Alternate Mode" includes anything, besides single occupant vehicles, capable of moving people and goods such as rail, pedestrian facilities, bike lanes, air transport, transit, and the like.*
- *Alternate mode use is essential for providing a full complement of transportation choices and that land use regulations need to include an analysis of transportation impacts, needs, and mitigation options.*
- *Traffic calming measures in core commercial areas and residential neighborhoods can reduce vehicular speeds on roadways and create a safe pedestrian/bicycle environment.*
- *The vitality of the community is dependent upon a fully functional transportation system that provides a variety of mobility options and consolidates multiple transportation modes in a way that encourages multi-modal travel.*
- *The community, as a whole, will benefit from transportation systems that provide sidewalks, trails, open spaces, connections between open space, bike lanes, land uses that support transit, transit amenities, alternatives to signals or stop signs, pedestrian amenities, and protected sidewalks to encourage alternate mode use and promote a high level of livability.*
- *Safe streets, particularly for pedestrians, children, seniors, and the disabled are essential to addressing all community transportation needs.*
- *Street trees, pedestrian amenities, separated sidewalks; curb extensions, traffic calming, and other related devices can be useful design elements especially when supported by a cost benefit analysis showing they are appropriate.*
- *The Prineville community desires to maximize the Rights-of-way (ROW) for the use of pedestrians, shoppers, parking where appropriate, and add public directional signage including but not limited to streets, alleys and canal right-of-ways.*

Bicycle and Pedestrian Policies

- *Encourage pedestrian and bicycle movement as a safe, feasible alternative to the automobile.*
- *Avoid conflicts (combining intersections) among differing transportation modes.*
- *Preserve space along existing and proposed principal and minor arterials and require at least one combined bicycle and pedestrian path.*
- *Require all proposed activity centers generating large amounts of traffic to provide safe and convenient off-street bicycle parking space and routes in their design.*
- *Insure neighborhoods and activity centers, including public loading and pickup areas, are served by pedestrian and bicycle routes.*
- *Provide curb cuts at all corners, intersections, or locations where bicycle and pedestrian routes and paths intersect with streets.*
- *Provide for paving of pedestrian and bicycle ways where appropriate.*
- *Improve signs, markings, and safety features on existing bicycle and pedestrian paths.*

FINDING 5:

These projects in the Plan include multi-modal transportation improvements to encourage all modes of transportation in the Area. These projects include construction and replacement of new sidewalks and lighting that provide a safe path of travel, enhance sightlines for vehicles and shorten crossing distances for pedestrians at intersections. The goal is to also enhance the connection between the downtown and the City's off-street trail network. The Plan is in conformance with the Transportation Chapter of the Comprehensive Plan.

Chapter 7: Housing

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

Policies

1. *The City shall encourage development of higher density and multifamily housing in close proximity to services and major transportation corridors or other areas designated for this use and limit low-density housing in these locations.*
7. *The City shall allow for a mix of residential uses with other compatible uses in appropriate locations.*
15. *The City shall support and encourage multi-modal transportation designs and provide access internally and adjacent to new and existing developments.*

FINDING 6:

These projects in the Plan will help provide an atmosphere that may attract redevelopment and development of housing in the Area. These projects include placemaking projects such as construction and replacement of new sidewalks, adding streetscape, lighting, banners, hanging baskets, upper floor redevelopment and development of new multi-story buildings. This future development will be in close proximity to the services and a multi-modal transportation network in downtown. The Plan is in conformance with the Housing Chapter of the Comprehensive Plan.

Attachments: Prineville Urban Renewal Plan
Accompanying Report
Proposed Boundary Map

Staff Conclusions and Recommendation:

Based on the findings stated above, Staff finds the “Prineville Urban Renewal Plan” to be in compliance with the City’s Comprehensive Plan. Staff recommends the Commission adopt these findings as evidence that the Plan is in compliance with the City’s Comprehensive Plan and make that recommendation to City Council.

Motions:

Approved no Recommendations – *Meets Comprehensive Plan, no recommendations prior to adoption.*

I move the Prineville Planning Commission adopt the findings of fact in this report and Section XI of the draft Urban Renewal Plan as findings that the Prineville Urban Renewal Plan conforms with the Prineville Comprehensive Plan and do not recommend any changes prior to adoption of the proposed Prineville Urban Renewal Plan by the Prineville City Council.

Approved with Recommendations – *Meets Comprehensive Plan, Changes recommended.*

I move the Prineville Planning Commission adopt the findings of fact in this report and Section XI of the draft Urban Renewal Plan as findings that the Prineville Urban Renewal Plan conforms with the Prineville Comprehensive Plan and recommend the following changes prior to adoption of the proposed Prineville Urban Renewal Plan by the Prineville City Council.