

TECHNICAL MEMORANDUM #5B

Date: May 25, 2011 Project #: 11168

To: PPMT and PAC Members

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Subject: Alternative Land Use Strategies in Support of OR Highway 126 Mobility, Safety & Performance Standards

This memorandum presents a summary of responses to land use strategies presented in Technical Memorandum #4B and discussed with the Project Advisory Committee (PAC) and Project Management Team (PPMT) on April 6, 2011. The strategies included: Rural Cluster Zoning; Mix of Uses in Employment Areas; Employment Retention in Prineville; Planning for Alternate Modes and Connectivity; and, Rural Service Area Land Uses. The PAC and PPMT members were asked to provide feedback on which strategies should be further evaluated. A summary of respondents' feedback is provided in the *Evaluation Summary* section of this memorandum; the results of the "evaluation preferences" forms submitted by participants are found in Table 5B-1.

As presented in Technical Memorandum #4B, five strategies related to land use were examined for their potential effect on preserving capacity and enhancing safety and performance in the OR Highway 126 corridor. The strategies and associated regulatory modifications necessary to implement them are intended to supplement and enhance the Opportunity and Constraints Analysis (Technical Memoranda #4A and #5A). PAC and PPMT members were asked to evaluate how potential changes related to land use and development regulations can impact corridor performance, as well as the feasibility of implementing various strategies. The strategies that are promoted for more evaluation can inform the refinement of the transportation improvement alternatives, a process that is detailed in Technical Memorandum #5A.

Evaluation Summary

Technical Memorandum #4B provided information regarding a variety of alternative land use strategies that could alter how land in the OR 126 corridor develops in the future, with the intended consequence of positively affecting traffic operations and safety. The information identified the potential benefits of implementing particular alternatives, as well as some of the challenges, without concluding that one or another approach should be implemented.

In April, members of the PAC and PPMT were asked for their feedback regarding the merit of further exploring any given land use strategy in the context of the concepts being analyzed for the



Corridor Facility Plan (see Technical Memoranda #4A and #4B). Project participants were asked to consider each approach, to weigh its merits based on the qualitative analysis provided and experiential knowledge of the corridor, and to indicate on a form whether or not the alternative should be further examined and possibly included as part of the recommendations in the Corridor Facility Plan. Table 5B-1 presents the responses gathered from PAC and PPMT members indicating their preferences. Eight response forms were completed and returned; the numbers in Table 5B-1 indicate how many votes each evaluation action received.

The feedback forms indicated a strong preference for (1) further evaluating mixed uses in employment areas; (2) employment retention in Prineville; and (3) planning for alternative modes and connectivity. Interest in rural cluster zoning and development and diversification in land uses in Rural Service Centers was more tentative, tempered by concerns about existing land use patterns, making rural land too urban, and limited development potential.¹ As noted in Technical Memorandum #4B, these land use options are also challenging to implement because they require amendments to state regulations and local code.

The three land use options for which further evaluation is most preferred are also not without their challenges. In terms of mixed uses in employment areas, modifications to the City of Prineville Land Use Code would be necessary to expand the types of business and service commercial uses allowed in the Limited Industrial (M1) Zone, similar to recent city-initiated updates that expand uses in the Airport Commercial (AC) Zone. In addition, restrictions on the size and location of commercial development in both the AC and M1 Zones would be necessary in order to prevent the uses from attracting trips from outside the zone, competing with other established commercial areas in the city, and significantly reducing the industrial land supply.

Existing policies in both Crook County and City of Prineville Comprehensive Plans support employment retention and expansion in Prineville, another of the land use options for which strong preference for further evaluation was indicated. Economic analysis conducted for the 2007 City of Prineville Urban Area Comprehensive Plan found the need for additional industrial land near the airport, which will require a UGB amendment as identified in Technical Memorandum #4B. A buildable lands inventory and needs analysis would need to be performed in support of an application for a UGB amendment.

¹ Rural cluster zoning and land use diversification in Rural Service Centers were the only two strategies to receive votes and comments under “eliminate from further evaluation.”

Table 5B-1: Evaluation Summary for Alternative Land Use Options

Alternative Land Use Option	Evaluation Preference			
	<i>Evaluate Further</i>	<i>Possibly Evaluate Further</i>	<i>Eliminate from Further Evaluation</i>	<i>Evaluate Further with Modifications:</i>
Rural Cluster Zoning	2	6 Difficult considering established land use pattern Consider service roads When does rural cluster become urban	1 Already happening with Regional Lands Analysis	Good idea - but with way property broken up in Powell Butte, don't think it is possible
Mix of Uses in Employment Areas	7 City of Prineville already considering Pursue, but severely limit potential range of commercial uses	2		Good idea but will not be able to limit use of airport businesses to airport users
Employment Retention in Prineville	8 Always State of the art roundabout at Airport	1 Not sure necessary since EDCO and other organizations do this		
Planning for Alternate Modes and Connectivity	4 Both Intra-Industrial and Prineville --> to Industrial	4 Already happening with COIC and regional transit system		If this means HOV lane - too expensive. If it's bus service, worth exploring.
Rural Service Area Land Uses	1	5 Seems far out	2 Size of current RSA limits potential	Don't duplicate service but maybe add to Rural Service Areas (Repair, Feed Store, Hardware)

Promoting alternative modes of transportation and connectivity to improve mobility and safety conditions in the OR 126 corridor would also necessitate amendments to County and City development regulations. Requirements for sidewalks and bike lanes would need to be included on roadway design cross-sections and specified as a condition of approval for industrial development. In order to make connectivity requirements meaningful and successful, additional changes are needed to make roadway standards consistent between the County and the City.

Recommendation and Next Steps

All of the alternative land use strategies explored in Technical Memorandum #4B, if implemented, could have a positive effect on transportation mobility and safety in the OR 126 Corridor. None of strategies are directly influenced by the design of the corridor and could, either independently or in some combination, complement the corridor design alternative that is ultimately selected. While based on a relatively small number of participant responses, the evaluation summary indicates support for pursuing a few of the land use strategies explored and eliminating others from further consideration.

The recommendation is to further pursue the three strategies that garnered the greatest support from project participants: 1) mixed uses in employment areas, 2) employment retention, and 3) planning for alternative modes and connectivity. Further evaluation of these three strategies in the context of the Corridor Facility Plan will include recommendations for specific amendments to local land use and development regulations and draft language that could be used to modify local ordinances. The recommendations and draft code language will be included as a deliverable in Task 9: Adoption and Implementation following the completion of the Draft Facility Plan for project participants' review and comment. The final proposed recommendations and draft implementation language, formatted to be consistent with existing City and County ordinances and "adoption ready," will be included as part of the final Corridor Facility Plan.