

REVISED TECHNICAL MEMORANDUM

DATE: April 7, 2023
TO: City of Prineville
FROM: Ryan Farncomb, Nadine Appenbrink, Matthew Flodin – Parametrix
Robin Scholetzky – UrbanLens Planning
SUBJECT: Revised Technical Memo #1: Updated Plans, Policy, and Funding Review
CC: David Amiton, ODOT
PROJECT NUMBER: 274-2395-121

PLANS, POLICY, AND FUNDING REVIEW

Introduction

This memorandum provides plan and policy context for the *City of Prineville Transportation System Plan (TSP) Update*, consistent with the most recent Oregon Department of Transportation (ODOT) *Transportation System Plan Guidelines*.¹ This review summarizes relevant regional, state, county, and local plans, policies, and documents, including where changes are needed to comply with state plans, policies, or regulations. The project team reviewed the following documents:

Local Plans, Policies, and Other Documents

- City of Prineville Land Use Code (Chapter 153) (updated 2022)
- Cascades East Transit Regional Transportation Plan (adopted 2020)
- Third Street Redevelopment Plan (2017)
- City of Prineville Standards and Specifications (updated 2013)
- OR Highway 126 Corridor Facility Plan (2012)
- Central Oregon Rail Plan (2009)
- City of Prineville Urban Area Comprehensive Plan (2007)
- Prineville / Crook County Airport Master Plan (2003)
- City of Prineville Downtown Enhancement Plan (1997)
- City of Prineville Current and Past Transportation Budget
- City of Prineville Current and Historic Funding Sources

¹ <https://www.oregon.gov/odot/Planning/TSP-Guidelines/Pages/default.aspx>

State Plans and Policies

- Oregon Statewide Transportation Improvement Program (STIP)
- Oregon Transportation Plan (OTP) (2006)
- Oregon Freight Plan (OFP) (2011, updated 2017)
- Oregon State Rail Plan (OSRP) (2020)
- Oregon Transportation Planning Rule (TPR)
- Oregon Highway Plan (OHP) (and amendments) (1999-2022)
- Oregon Public Transportation Plan (OPTP) (1997, updated 2018)
- Oregon Bicycle and Pedestrian Plan (OBPP) (2016) & Design Guide (2011, updated 2016)
- Oregon TSP Guidelines (2008, updated 2020)
- Oregon Highway Design Manual (2012, updated 2023)
- Oregon Transportation Safety Action Plan (TSAP) (2016, updated 2021)
- Oregon Aviation Plan (2007, updated 2018)

State Statutes and Regulations

- OAR 734-051-4010 – Access Management Standards for Approaches – General Provisions
- HB 3379 Administrative Rule (2010)

County Plans and Policies

- Crook County TSP (2005, updated 2017)
- Crook County Comprehensive Plan (last amended 2002)
- Crook County Parks and Recreation District Master Plan (2007, updated 2021)

Other Policies and Guides

- National Association of City Transportation Officials (NACTO) Small Town and Rural Design Guide
- U.S. Department of Transportation (USDOT) Policies on Environmental Justice and related policies

PLANS AND POLICY REVIEW

This section summarizes plans, policies, and other documents that have an impact on the transportation system in Prineville. The plans and policy review is presented as a series of summary tables organized by jurisdiction. The tables include an overview of a given document, a brief description on the relevance to the TSP update, and any recommended policy or planning updates to be addressed by the TSP process.

The plans and policy review is organized by jurisdiction, beginning with local plans and policies, before moving on to state, county, and national/practice-wide plans, policies, and documents. Recommended updates to the City's development code to achieve compliance with the TPR or other state statutes and regulations are addressed in the Code and Regulatory Review section of this memorandum.

Local Plans, Policies, and Other Documents

Table 1-1. Local Plans, Policies, and Other Documents

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
City of Prineville Land Use Code (Chapter 153) (updated 2022)	<ul style="list-style-type: none"> See the <i>Code and Regulatory Review</i> section in the memorandum. 	
Cascades East Transit Regional Transportation Plan (adopted 2020)	<ul style="list-style-type: none"> This plan provides a structure for transit provision and related services in Central Oregon through 2040. This structure will provide a baseline for further policy discussions and establish what the most pressing needs and opportunities are. Future funding allocations are divided into near-term (2025), mid-term (2030), and long-term (2040) enhancements. 	<p>Future transit needs and desires for Prineville include:</p> <ul style="list-style-type: none"> New Community Connector route for Prineville-Redmond-Bend. New fixed-route/deviated route service. Vanpools to dispersed employment sites. Common deviated fixed-route stop in Prineville. Potential future flex-route. Route 26 modifications: increasing frequency, adding an evening trip, re-routing to serve Redmond Airport and Central Oregon Community College, interlining with Route 24 for one-seat trip to Bend, adding weekend service, adding midday service 2-3 days a week, increasing local circulation in Prineville via Dial-A-Ride or Community Connector. Establish small scale mobility hub in Prineville at Thriftway or Ray's by 2030. Expand maintenance facility to store 2 vehicles by 2040. Add 5 transit stops by 2025 and 5 more by 2030. Modify development code to require coordination from developers on provision of transit stops, orientation of building features towards transit, and parking measures to increase transit access.
Third Street Redevelopment Plan (2017)	<ul style="list-style-type: none"> This plan provides a framework for redeveloping Third Street from the Crooked River to the east City limits to form a cohesive appearance and function that capitalizes on the historic buildings and open spaces. Amenities to be constructed include and are not limited to: sidewalks, street lights, and bicycle racks. 	<ul style="list-style-type: none"> Improvements on Third Street should concurrently incorporate mandated and recommended enhancements.

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
City of Prineville Standards and Specifications (updated 2013)	<ul style="list-style-type: none"> • These standards establish guidelines and regulations for public works improvements in the City of Prineville. • Guidelines pertaining to this TSP update include roadway standards such as slope, sight distance, road crown, curb return radii, street striping, and storm sewer design. 	<ul style="list-style-type: none"> • Final design and implementation of projects in the TSP update should adhere to the Standards and Specifications for design and construction.
OR Highway 126 Corridor Facility Plan (2012)	<ul style="list-style-type: none"> • “Establishes a long-term vision for OR Highway 126” by addressing congestion, improving safety, supporting economic development and population growth, and serving statewide mobility needs. 	<ul style="list-style-type: none"> • Refer and conform to recommendations in the Facility Plan if changes to OR 126 are carried out. Projects within Prineville include: <ul style="list-style-type: none"> ➢ Airport Road / Millican Road – Reroute to Tom McCall Road ➢ Tom McCall Road – Interchange ➢ Tom McCall Road to Prineville “Y” – Widen highway to four lanes ➢ O’Neil Highway – Reroute to US 26 ➢ Prineville “Y” – Signal or multilane roundabout
Central Oregon Rail Plan (2009)	<ul style="list-style-type: none"> • This plan addresses “various rail related safety, congestion, freight mobility, and economic development issues for Central Oregon.” Also notes the importance of maintaining rail service by Class 1 haulers to preserve regional economic strength. • Recommends using City of Prineville’s railroad to enhance freight mobility, centralize pick-up and drop-off locations, and coordinate trucking to rail transfers. 	<ul style="list-style-type: none"> • Incorporate relevant goals from Central Oregon Rail Plan for changes to rail procedures and related infrastructure as appropriate. These goals include strategies to improve utilization and take advantage of unique benefits of the City of Prineville Railroad: <ul style="list-style-type: none"> ➢ Take advantage of and maximize opportunities with the area’s shortline railroad, City of Prineville Railroad. ➢ Prioritize and encourage support of trucking freight to COPR Freight Depot for transfer to rail mode. ➢ Identify support infrastructure which will be needed to support rail-served sites and begin to incorporate this infrastructure in transportation system plans. ➢ Investigate terminal development and grant funding opportunities (which would include multimodal) at Prineville Junction.

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
City of Prineville Urban Area Comprehensive Plan (2007)	<ul style="list-style-type: none"> Provides direction for “directing and managing growth” in Prineville; establishes that “community goals become the foundation” for local government’s decision-making. Contains guidance on downtown revitalization, urban land use policies, enhancing local economic growth, creating a functional, efficient, and safe transportation system, strengthening all residential areas through proximate access to amenities with inclusion of multimodal facilities, and coordinating public services with provision for urban facilities. 	<ul style="list-style-type: none"> Align the TSP with the policies, problems, and recommendations of the Urban Area Comprehensive Plan in developing updates to the Prineville transportation system. <ul style="list-style-type: none"> ➢ Create a functional transportation system to maximize and extend the life of transportation facilities and improve livability throughout the Prineville community. ➢ Create a supportable method for determining and monitoring street capacity and service levels needed for a safe and efficient transportation system. ➢ Create a supportable method for determining adequate and consistent transportation impact analyses, mitigation procedures, and transportation improvement options. ➢ Develop a supportable and sustainable financing method for funding necessary transportation system master plan improvements.
Prineville / Crook County Airport Master Plan (2003)	<ul style="list-style-type: none"> This plan details the role the Prineville Airport plays in the region’s transportation network and economic vitality. Recommends improving airport facilities and adjacent roads, as well as forecasting aviation activity to determine future facility needs. 	<ul style="list-style-type: none"> Integrate Plan’s recommendations for improvements to aviation-related facilities, ranging from access roads to new buildings. Goals include: <ul style="list-style-type: none"> ➢ Enhancing safety and security ➢ Preserve and protect investment ➢ Support economic growth ➢ Accommodate demand
City of Prineville Downtown Enhancement Plan (1997)	<ul style="list-style-type: none"> Identifies existing plans that affect the downtown core and recommends improvements to increase comfort and safety for those walking and bicycling, establish guidelines for sidewalk width, and provide access for those traveling by car while limiting vehicle access where applicable. 	<ul style="list-style-type: none"> Ensure construction of TSP projects conforms to guidelines and demonstrates progress towards fulfilling established goals in Downtown Enhancement Plan. <ul style="list-style-type: none"> ➢ Focus on improving sidewalks, crossings, access management and driveways.
City of Prineville Current and Past Transportation Budget	<ul style="list-style-type: none"> See Table 1-2 City Transportation Revenue. 	<ul style="list-style-type: none"> Current budget provides guide for current transportation budget and likely future funding for projects in the updated TSP.
City of Prineville Current and Historic Funding Sources	<ul style="list-style-type: none"> See Table 1-3 City Transportation Fund Revenues by Source. 	<ul style="list-style-type: none"> Note historic funding patterns and reconcile desired transportation projects to adopted budgets.

Table 1-2. City Transportation Revenue

	FY 17-18	FY 18-19	FY 19-21	FY 21-22	FY 22-23	Current Balance (May 2023)
Transportation SDC Fund Resources	\$1,055,005	\$1,866,752	\$4,060,653	\$1,804,245	\$2,151,745	\$11,042,659
Transportation SDC Fund Expenditures	\$99,419	\$365,999	\$4,060,653	\$1,804,245	\$2,151,745	N/A
Transportation Fund Resources	\$1,825,901	\$2,396,790	\$3,821,758	\$2,116,292	\$3,975,392	N/A
Transportation Fund Expenditures	\$1,494,543	\$2,007,489	\$3,821,758	\$2,116,292	\$3,975,392	N/A

Source: City of Prineville Adopted Biennial Budget, July 2021 – June 2023

Table 1-3. City Transportation Fund Revenues by Source

	FY 17-18	FY 18-19	FY 19-21	FY 21-22	FY 22-23
Inter-governmental	\$968,081	\$1,315,073	\$1,962,700	\$1,037,600	\$2,116,700
Franchise Fees	\$173,000	\$430,000	\$665,000	\$349,000	\$709,000
Interest	\$3,185	\$5,778	\$10,000	\$1,000	\$2,000
Miscellaneous	\$11,878	\$14,581	\$28,000	\$19,000	\$38,000
Transfers from Other Funds	\$400,000	\$300,000	\$700,000	\$400,000	\$800,000

Source: City of Prineville Adopted Biennial Budget, July 2021 – June 2023

State Plans and Policies

Table 2. State Plans, Policies, and Statutes

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
Oregon Statewide Transportation Improvement Program (STIP 2021-2024)	<ul style="list-style-type: none"> Oregon's four-year transportation capital improvement program. The STIP documents funding sources and implementation schedules for transportation improvement projects and programs throughout the state. The STIP divides projects and programs into two broad categories: Fix-it and Enhance. Fix-it activities fix or preserve the transportation system, while Enhance activities enhance, expand, or improve the transportation system. 	<p>Prineville's current projects in the 2021 - 2024 STIP include:</p> <ul style="list-style-type: none"> Constructing approximately 3.7 miles of multi-use trail in Barnes Butte Recreational Area. <ul style="list-style-type: none"> Funding through "Other" phase for total of \$469,642. "Other" phase to take place in 2022; scheduled completion in early Fall 2023. Designing future construction of ADA-compliant curb ramps along OR 126 and U.S. 26. <ul style="list-style-type: none"> Funding through "Prelim. Engineering" phase for total of \$4,642,700. "Construction" is last phase to take place; scheduled for 2024. Installing upgrades on U.S. 26 from Meadow Lakes Dr – Combs Flat Rd which include signs, signals, storm system, pavement preservation, and sidewalk/crosswalk and ADA improvements. <ul style="list-style-type: none"> Funding through "Prelim. Engineering," "Right of Way," "Utility Relocation," and "Construction" phases for total of \$10,584,301. "Construction" is last phase to take place; scheduled for 2023 following PS&E completion. Projects not completed before the TSP update should be included in the updated Prineville TSP to ensure synchronicity.
Oregon Transportation Plan (OTP) (2006)	<ul style="list-style-type: none"> A 25-year plan that provides policy direction and a framework for prioritizing transportation improvements in Oregon. Seeks to meet transportation challenges of the state through maintaining assets, investing in technology, integrating transportation and land use, and integrating transportation system across jurisdictions 	<ul style="list-style-type: none"> The OTP is currently being updated and is scheduled to be adopted in early 2023. The Prineville TSP should adhere to the policies and direction of the updated OTP.
Oregon Freight Plan (OFP) (2011, updated 2017)	<ul style="list-style-type: none"> Identifies challenges facing Oregon's freight system including system operation and development, safety, communications, environmental considerations, and funding. Implementation actions to improve the freight system include working with cities and counties to consider the freight system in transportation planning, as well as developing performance measures to prioritize investments in freight improvements. 	<ul style="list-style-type: none"> Consider strategies for better coordinating land use and transportation planning decisions with freight needs.

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
Oregon State Rail Plan (OSRP) (2020)	<ul style="list-style-type: none"> One of several statewide transportation mode and topic plans that refine, apply, and implement the long-range vision of the OTP. Addresses needs in the statewide rail system, including both passenger and freight rail modes. Also includes example projects, organized by type. 	<ul style="list-style-type: none"> Consider the goals, policies, and example projects established by the OSRP. Consider needs and conditions of the Prineville Railway as relates to transportation and industrial development.
Oregon Transportation Planning Rule (TPR)	<ul style="list-style-type: none"> <i>See the Code and Regulatory Review section below for more information.</i> 	
Oregon Highway Plan (OHP) (and amendments) (1999-2022)	<ul style="list-style-type: none"> A functional element of the OTP. The OHP establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Emphasizes efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. 	<ul style="list-style-type: none"> Policies in the OHP must be considered for any improvements, modifications, or policies that would affect U.S. 26, OR 126, OR 370, and OR 380 in the City of Prineville. OHP policies provide guidance in developing recommended improvements that would impact the accessibility, mobility, or function of each highway. OHP mobility standards are applicable to U.S. 26, OR 126, OR 370, and OR 380. OR 27 is not under OHP mobility standards because it is owned by the City of Prineville within the City Limits. The OHP will be updated as soon as the new Oregon Transportation Plan is adopted, anticipated in early 2023.
Oregon Public Transportation Plan (OPTP) (1997, updated 2018)	<ul style="list-style-type: none"> One of several statewide transportation mode and topic plans that refine, apply, and implement the long-range vision of the OTP. Establishes goals for public transportation in Oregon. Provides guidance for the development of transit, rideshare, and transportation demand management services over a 20-year period. Provides technical information on public transportation standards and needs that assist communities preparing the TSPs required under the TPR and responds to TPR requirements for per capita reductions in vehicle miles traveled in Oregon's metropolitan communities. 	<ul style="list-style-type: none"> Consider the public transportation goals of the OPTP in developing policies and plans for the public transportation system.
Oregon Bicycle and Pedestrian Plan (OBPP) (2016) & Design Guide (2011, updated 2016)	<ul style="list-style-type: none"> Adopted in 2011 as an appendix to the <i>Oregon Highway Design Manual</i> and serves as a modal element of the OTP. Provides guidance for planning, design, and operation of facilities for bicycle and pedestrian travel. Contains standards and designs for bicycle and pedestrian facilities on state highways, as well as for a variety of roadway types and land uses. 	<ul style="list-style-type: none"> Consider standards and designs within the OBPP when proposing pedestrian and bicycle projects on state facilities within Prineville.
Oregon TSP Guidelines (2008, updated 2020)	<ul style="list-style-type: none"> Step-by-step guidance for TSP preparation emphasizes the linkage between local needs, the availability of transportation funding, and conformity with the applicable elements of the TPR and the OTP. 	<ul style="list-style-type: none"> Conform to the recommendations and guidance provided in the updated 2020 TSP guidelines.

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
Highway Design Manual (2012, updated 2023)	<ul style="list-style-type: none"> Provides guidance for the design of new construction, major reconstruction, resurfacing, restoration, and rehabilitation of state roadways. Sets guidance and design standards for urban transportation facilities, including vehicle and multimodal facilities. Supports better modal integration in urban contexts through urban design guidance. 	<ul style="list-style-type: none"> Conform to the recommendations and guidance provided in the Highway Design Manual Update for state highways within the City – U.S. 26, OR 126, OR 370, and OR 380. Urban design guidance may support greater flexibility for improving modal integration on U.S. 26, OR 126, OR 370, and OR 380. The TSP update will consider the appropriate urban contexts and corresponding guidance for these roadways. If needed, consider alternative roadway standards and coordinate with ODOT to obtain necessary approvals, if practicable.
Oregon Transportation Safety Action Plan (TSAP) (2016, updated 2021)	<ul style="list-style-type: none"> An element of the OTP that provides the long-term vision of zero deaths and life-changing injuries and provides goals, policies, and strategies to work toward this vision. 	<ul style="list-style-type: none"> Consider TSAP long-term goals and policies for transportation safety. Consider the TSAP Emphasis Areas framework to help characterize safety issues in Prineville.
Oregon Aviation Plan (2007, updated 2018)	<ul style="list-style-type: none"> A comprehensive overview of Oregon’s aviation system that assesses existing airport infrastructure, economic benefits of the aviation industry, and significance of each airport. 	<ul style="list-style-type: none"> Consider and comply with standards in OAP when evaluating Prineville Airport.

State Statutes and Regulations

Table 3. State Statutes and Regulations

Plan, policy, or document	Relevance to the TSP	TSP Update Recommendation
OAR 734-051-4010 – Access Management Standards for Approaches – General Provisions	<ul style="list-style-type: none"> Applies to approaches to state highways. Cross references relevant standards for infill development, redevelopment, interchange construction, modernization, or other roadway projects. Includes provisions for private approaches and cross references standards for spacing distance, sight distance, safety, and other considerations (-4020). 	<ul style="list-style-type: none"> Comply with rule when considering changes to U.S. 26, OR 126, OR 370, and OR 380.
HB 3379 Administrative Rule (2010)	<ul style="list-style-type: none"> An administrative rule that establishes an application process that local governments can use for economic development projects if unable to meet funding or timing requirements of the Transportation Planning Rule (TPR) related to state highways. 	<ul style="list-style-type: none"> This rule provides flexibility in meeting state obligations for local projects. Options Prineville could apply for include time extensions to meet TPR requirements, alternate means of funding, and adjustable traffic performance measures.

County Plans and Policies

Table 4. County Plans and Policies

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
Crook County Comprehensive Plan (last amended 2002)	<ul style="list-style-type: none"> The comprehensive plan guides management of growth, implementation of regulations, and balancing of resources within Crook County. Provides policies to provide public facilities that support urban expansion. 	<ul style="list-style-type: none"> Consider comprehensive plan goals and policies as applicable, for example: <ul style="list-style-type: none"> ➤ Supply more bicycle paths in Prineville to facilitate recreation. ➤ Encourage pedestrian and bicycle movement as an alternative to motor vehicle travel. ➤ Provide access to arterials and collectors for developments where none exists.
Crook County Parks and Recreation District Master Plan (2007, updated 2021)	<ul style="list-style-type: none"> Details the desired vision for parks and recreation in Crook County, with a focus on how public recreation facilities and programs can stimulate healthy lifestyles, a strong economy, and a cohesive identity. Recommends strategies to augment existing assets based on key community needs, including park acquisition and natural areas and trails. 	<ul style="list-style-type: none"> Evaluate relevant projects that build proposed parks and natural area system and enhance residents' recreational needs, such as: <ul style="list-style-type: none"> ➤ Shared-use trails to connect parks to downtown. ➤ Expansions to singletrack mountain biking network.
Crook County TSP (2005, updated 2017)	<ul style="list-style-type: none"> This TSP establishes goals for Crook County's transportation needs through 2036 and provides a framework to both manage current facilities and plan for new ones. Outlines a variety of objectives and funding mechanisms for projects related to roadways, freight, safety, pedestrians, bicycling, transit, bridges, and air, rail, water, and pipelines. 	<ul style="list-style-type: none"> County roadways that are changed within the UGB should maintain consistency with Prineville's roadway standards. Crook County's transportation infrastructure should provide linkages to key destinations in Prineville and surrounding counties. Projects include expanding access to rural residential areas, analyzing reconstruction of U.S. 26 railroad bridge, widening roads and constructing multiuse trails to expand bicycle access, installing wayfinding signage, and raising transit service frequency and length.

Other Policies and Guides

Table 5. Other Policies and Guides

Plan, Policy, or Document	Relevance to the TSP	TSP Update Recommendation
National Association of City Transportation Officials (NACTO) Small Town and Rural Design Guide	<ul style="list-style-type: none"> Provides design information for a variety of multimodal facility types applicable to small town and rural settings, categorized by their degree of separation from the motor vehicle travel lanes. Defines facility design standards based on prevailing speeds and volumes of motor vehicle traffic. Not all design features are currently approved for use in the 2009 <i>Manual on Uniform Traffic Control Devices</i> (MUTCD), but the Federal Highway Administration (FHWA) intends to include NACTO's design features in the next version of the MUTCD. 	<ul style="list-style-type: none"> Consider the guide during development of bicycle and pedestrian improvement projects. Consider the guide when updating city design standards.
<p>U.S. Department of Transportation (USDOT) Policies on Environmental Justice and related policies:</p> <ul style="list-style-type: none"> Title VI of the Civil Rights Act (1964) Title 49 of the Code of Federal Regulations (CFR) Part 21, Nondiscrimination in Federally Assisted Programs of the Department of Transportation, Effectuation of Title VI of the Civil Rights Act of 1964 Executive Order 12898 – Federal Actions to Address Environmental Justice to Minority Populations and Low Income Populations Executive Order 13166 – Improving Access to Services for Persons with Limited English Proficiency USDOT Order 5610.2 – Order to Address Environmental Justice in Minority Populations and Low -Income Populations 	<ul style="list-style-type: none"> USDOT environmental justice (EJ) policies are found in the USDOT <i>Final Order to Address Environmental Justice in Minority Populations and Low Income Populations</i> (59 FR 7629) which mandates that transportation projects or programs that are public do not disproportionately impact low -income or minority populations. These policies also ensure fair participation in project processes by low income and minority populations and fair distribution of project benefits. Additional guidance is provided in FHWA Order 6640.23A, <i>FHWA Actions to Address Environmental Justice in Minority Populations and Low Income Populations</i>, as well as in the FHWA 2015 <i>Environmental Justice Reference Guide</i>. 	<ul style="list-style-type: none"> The public involvement and communications plan for this TSP update will ensure compliance with EJ rules through the following actions: <ul style="list-style-type: none"> Identify EJ populations residing and working within Prineville. Target outreach to EJ populations using translated materials and accommodations, a targeted Latino Community event, and accessible print and web materials. Collect anonymized demographic information at all public input junctions to track representation of EJ populations in the public process. Partner with non-profits and community-based organizations that directly serve or work with EJ populations. The Project Advisory Committee will seek to represent issues and needs specific to EJ populations.

CODE AND REGULATORY REVIEW

City of Prineville Development Code Audit

This section compares Oregon’s Transportation Planning Rule (OAR 660-012-0060) to the relevant policies in the Prineville Land Use Code to determine whether current code language complies with the TPR. This review also includes areas for City discussion and, where necessary, recommendations for amending the City’s code to address TPR requirements.

This audit is focused on specific sections of the City’s code and identifies sections that should be addressed in code updates later in the planning process, and builds on the recommendations completed in the previous TSP update in 2013.

City of Prineville Land Development Code, Chapter 153

Chapter 153 is the Zoning, Subdivision, Partitioning and Land Development Ordinance for the City of Prineville, Oregon. This ordinance implements the goals and policies of the City’s Comprehensive Land Use Plan and establishes zoning districts within the City. When adopted, the TSP update will be incorporated by reference into the ordinance. The TSP update will consider code amendments pertaining to transportation facilities, access, and procedural requirements as part of the update process.

Transportation Planning Rule

The TPR implements Statewide Planning Goal 12 (Transportation), which is intended to promote the development of safe, convenient, and economic transportation systems designed to maximize the benefit of investment and reduce reliance on automobiles.

Summary of Prior Code Changes from 2013 Transportation System Plan Update

The City of Prineville completed a full update of its Land Development Code in 2011. The highlights of these changes as reported as part of the November 2013 Transportation System Plan update included the following:

1. A Mix of Uses

- Allowing and encouraging mixed uses via the development of a mixed-use zone with both an employment mixed-use zone (with a focus on industrial development with commercial and residential development scaled to support it) and a commercial mixed-use zone (focus on mixing residential and commercial development).
- Requiring transit stops to be considered in the newly created high density and mixed-use zones.
- Additional provisions included flexibility for upper-level residential in commercial areas and the ability to provide for home occupations in residential areas located along collector and arterial streets.

TPR Reference(s): None; although all of these provisions contribute to opportunities for convenient development, which can reduce reliance on automobiles and encourage multimodal opportunities.

2. Providing for Alternative Modes

- Requiring bike parking with new commercial and industrial development and providing some vehicle parking relief for additional bike parking. Although a covered bicycle parking area is required for new development in the R-5 zone, the City should also consider adding required bicycle parking for multifamily development. (See Section 153.049.C.9)
- Requiring sidewalks in industrial areas. (See Section 153.060.H)

TPR Reference: OAR 660-012-0045(3)(a)

3. Requirements for a Transportation Impact Study/Analysis

- The 2013 Transportation System Plan update noted that the City does reference Transportation Impact Analyses within its Land Development Code when applying the Mixed Use Zone. However, the requirements of the traffic impact analysis (TIA) were located in the Transportation System Plan.

TPR Reference: OAR 660-012-0045(2)(b)

4. Permitting of Transportation Improvements

- The City has included transportation improvements within the Land Development Code (Section 153.121 Exception, Public Street/Highway Improvement). This includes a wide range of highway improvement activities as permitted outright in all zones which are exempt from local permit requirements, including the installation of additional lanes and pedestrian and/or bikeways within a highway right-of-way. The City also included the provision for a *consolidated review* in Section 153.012. For this TSP update in 2023, the City may also want to consider establishing a difference between Minor and Major (Transportation) Improvements.

TPR Reference(s):

OAR 660-012-0045(1)(a) (improvements)

OAR 660-012-0045(2)(d) (coordinated review)

Suggested Code Changes to Bring Forward

Additionally, there are several suggestions in the 2013 Transportation System Plan which were not brought forward into the City's Land Development Code as part of the TSP process that will likely be recommended for implementation as part of this project. These suggestions from the 2013 TSP are still relevant as they reflect Transportation Planning Rule requirements or expected work within the TSP process. These recommended changes are reiterated herein and include the following:

1. Street standards. The City should establish standards for local streets and access ways that minimize pavement width and total ROW consistent with the operational needs of the community and transportation facilities. Standards can include street widths and classifications, pedestrian access, and circulation requirements. Vehicle parking requirements should be sized for City of Prineville.

Current standards note that: *When design review is required, streets and public facilities shall be required in accordance with section 153.194 and the City's Standards and Specifications. These*

improvements include but are not limited to right-of-way dedication, streets, stormwater management, sidewalks, waterlines, sewer lines, access management and the like.

It is recommended that the City modify the above language to include a threshold and more definitive language.

2. Access management. The City's code includes language regarding multiple access management techniques (153.195.B(1)) but should consider adding language to clarify when redeveloping double frontage and/or corner lots to prioritize access to/from a lower-classification street.
3. Transportation impact analysis. Add the requirements for a Transportation Impact Analysis directly within the City's Land Development Code and cross-reference as applicable.
4. Pedestrian and bicycle connections. Current language references that an "easement may be required" for pedestrians and bicycles (153.092) and that, in conjunction with Site and Building Design Review "where appropriate" (153.020.G.2(f)): *Where appropriate, the design includes a parking and circulation system that encourages pedestrian and bicycle traffic.*

The TPR requirement for pedestrian and bicycle connections will be addressed through the TSP planning process. Existing conditions for pedestrian and bicycle circulation will be inventoried and assessed in Task 5, Transportation System Inventory and Needs Analysis. The City should consider opportunities to facilitate pedestrian and bicycle travel by requiring accessways between residential areas and neighborhood activity centers (community destinations) in developed areas. Code amendments in conjunction with pedestrian and bicycle connections could include:

- a. Require walkways, bicycle paths or other pedestrian ways internal to campus developments to provide direct and convenient routes to/from building entrances, parking areas and transit stops (Section 153.020 Site Plan and Building Design Review Provisions and Section 153.157-159 Subdivisions and Planned Unit Developments).
- b. Require infill sidewalks even for single family development and change of use along routes specifically designated for high pedestrian use such as arterials, collectors, safe routes to schools, etc. (Section 153.045-153.062 Specific Zone Requirements).
- c. Require pedestrian-scale lighting along major bike and pedestrian corridors (Section 153.020 Site Plan and Building Design Review Provisions and Section 153.157-159 Subdivisions and Planned Unit Developments).
- d. Explore adopting a transportation demand management (TDM) program that would allow larger employers the opportunity to potentially reduce trip counts in their transportation impact analysis through use of TDM measures (section 153.020 Site Plan and Building Design Review Provisions)

TPR Reference(s):

OAR 660-012-0045(2)(b) (TIA reference)
OAR 660-012-0045(3)(b) (bicycle access)
OAR 660-012-0045(3)(d) (safe and convenient)
OAR 660-012-0045 (5) (ped and bicycle circulation plan)
OAR 660-012-0045 (6) (streets and accessways)

Additional Considerations

Based on the scope of work proposed under the West Side Refinement Task, the City may want to consider the following:

1. Consider implementing an overlay map as part of the West Side Refinement task (Task 7) that encourages or requires higher density development near the downtown and other commercial nodes or adjacent to trails, paths and other bike and pedestrian routes that conveniently access downtown or other commercial areas.
2. Access management and access spacing standards (noted in Section 153.195) should be reviewed again to determine if they are appropriate for all areas of the City or if area-specific standards should be developed as part of the West Side Refinement. Specific areas could include: U.S. 26/NW Madras; Oneil Highway (OR 370), and NW 3rd Street.
3. The access management and access spacing standards do not currently include provisions for application of conditions of approval to protect transportation facilities. Consider a minor amendment to ensure the City can place conditions via a development decision.
4. For land use application noticing, the City should add ODOT to the list of those to provide notice to in Section 153.251.015.
5. Consider alternatives to system development charge (SDC) fees as an incentive to encourage mixed use and employment development.
6. Review requirements for infill sidewalks and bike lanes in approved industrial subdivisions which did not include sidewalks at time of approval and consider requiring sidewalks with any new development (153.194 Streets and Other Public Facilities).

TPR Reference(s):

OAR 660-012-0045(2)(a) access control
 OAR 660-012-0045(2)(e) conditions for development
 OAR 660-012-0045(2)(f) notice

7. Current code does not include language regarding changes to a site's zone and their 'significant effect' on transportation facilities for any zone other than the Mixed Use Zone in Section 153.063.G.4.
8. Suggest an amendment to Section 153.231.A to include transportation facility criteria/threshold for a Transportation Impact Analysis requirement. This amendment would increase the incentives for mixed-use development, support bicycle, transit, and pedestrian programs, and consider alternative mitigation strategies that may include improvements to parallel routes or alternative modes. In addition, increase requirements for interconnectivity between parcels and further limit direct access to higher-order facilities. The amendments would also develop language that permits the use of Alternate Mobility Standards.
9. As part of the TPR changes associated with the adoption of the Climate Friendly Equitable Communities in 2022, the requirements associated with OAR 660-012-0060 have been amended to provide for flexibility when addressing transportation changes associated with zone changes, including transportation demand management. These are important options for the City to include in their Land Development Code.
 - a. For example, when evaluating a zone change or Comprehensive Plan or Map amendment, all communities may apply transportation demand management techniques in order to mitigate for increases in traffic generation. (OAR 660-012-0060(1)c)

- b. Additionally, for transportation facilities outside of interchange areas, improvements to other modes of transportation may be provided as mitigation if certain provisions are met (OAR 660-012-0060(2)e)
- c. There is additional flexibility for approval based on the land uses, with provisions available for industrial lands, multi-modal, mixed-use areas (OAR 660-012-0060 (10 and 11))

TPR Reference(s):
 OAR 660-012-0045(2)(g)
 OAR 660-012-0060 Plan and Land Use Regulation Amendments

- 10. The City has a high ratio of required auto parking for all types of uses. These quantities could be reviewed in light of development patterns that have happened since the 2013 Transportation System Plan update.

TPR Reference(s): None; although requiring higher-than-needed parking ratios can result in less efficient uses of land; can limit new or infill development and reduce opportunities for mixed-use projects, which can result in higher vehicle miles travelled and other transportation-adjacent effects.

- 11. Definitions. The Climate Friendly Equitable Communities updates to the TPR have amended some of the definitions. Review with City's Land Development Code to ensure compatibility.

TPR Reference:
 OAR 660-012-0005: Definitions

Suggested definitions to include based on review of TPR:

(1) "Access management" means measures regulating access to streets, roads and highways from public roads and private driveways. Measures may include but are not limited to restrictions on the siting of interchanges, restrictions on the type and amount of access to roadways, and use of physical controls, such as signals and channelization including raised medians, to reduce impacts of approach road traffic on the main facility.

(4) "Accessway" means a walkway that provides pedestrian and or bicycle passage either between streets or from a street to a building or other destination such as a school, park, or transit stop. Accessways generally include a walkway and additional land on either side of the walkway, often in the form of an easement or right-of-way, to provide clearance and separation between the walkway and adjacent uses. Accessways through parking lots are generally physically separated from adjacent vehicle parking or parallel vehicle traffic by curbs or similar devices and include landscaping, trees, and lighting. Where accessways cross driveways, they are generally raised, paved, or marked in a manner that provides convenient access for pedestrians.

(9) "Bicycle boulevard" means bicycle facilities on streets with low motorized traffic volumes and speeds, designated and designed to give bicycle travel priority. Bicycle boulevards use signs, markings, traffic diverters, or other measures to discourage through trips by motor vehicles. A bicycle boulevard may also include traffic control features to create safe, convenient bicycle crossings of intersecting streets.

(18) "Local streets" means streets that are functionally classified as local streets to serve primarily local access to property and circulation within neighborhoods or specific areas. Local streets do not include streets functionally classified as collector or arterials.

(24) “Minor transportation improvements” include, but are not limited to, signalization, addition of turn lanes or merge/deceleration lanes on arterial or collector streets, provision of local streets, transportation system management measures, modification of existing interchange facilities within public right of way and design modifications located within an approved corridor. Minor transportation improvements may or may not be listed as planned projects in a TSP where the improvement is otherwise consistent with the TSP. Minor transportation improvements do not include new interchanges; new approach roads within the influence area of an interchange; new intersections on limited access roadways, highways, or expressways; new collector or arterial streets, road realignments or addition of travel lanes.

(31) “Pedestrian facility” means a continuous, unobstructed, reasonably direct route between two points that is intended and suitable for pedestrian use. Pedestrian facilities include but are not limited to sidewalks, walkways, accessways, stairways and pedestrian bridges. On developed parcels, pedestrian facilities are generally hard surfaced. In parks and natural areas, pedestrian facilities may be soft-surfaced pathways. On undeveloped parcels and parcels intended for redevelopment, pedestrian facilities may also include rights of way or easements for future pedestrian improvements.

(38) “Reasonably direct” means either a route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.

(43) “Separated or protected bicycle facilities” means bicycle facilities that are physically separated or protected from motor vehicle traffic by barriers that inhibit intrusion into the bicycle facility. Protection may include parked motor vehicles. Separated or protected bicycle facilities may be unidirectional or two-way. Separated or protected bicycle facilities are designed to address conflicting traffic at intersections and other vehicular accesses to the street or highway.

(44) “Shared parking” means parking spaces used to meet the parking mandates for two or more uses, structures, or parcels of land, to the extent that the owners or operators show the overall demand for parking spaces can be met by the shared parking.

Existing city definitions are included below:

Road or Street. A public or private way that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land, excluding a private way that is created to provide ingress or egress to the land in conjunction with the use of the land for forestry, mining or agricultural purposes. (O.R.S. 92.010(13))

Alley. A narrow street through a block primarily for vehicular service access to the back or side of properties abutting on another street.

Arterial. A street referring to “major” and “minor” classifications unless specifically stated, of considerable continuity which is primarily a traffic artery for transportation among large areas, and so designated by the Transportation Systems Plan as may be amended.

Bicycle Route. A right-of-way for bicycle traffic.

Collector. A street referring to “major” and “minor” classifications unless specifically stated, supplementary to the arterial street system and a means of transportation between this system and small areas; used to some extent for through traffic and to some extent for access to abutting properties and so designated by the Transportation Systems Plan as may be amended.

Cul-de-sac. A short street having only one end open to traffic and being terminated by a vehicle turnaround.

Half Street. A portion of the width of a street usually along the edge of a subdivision, where the remaining portion of the street could or is planned to be provided for in another subdivision adjacent thereto.

Local Street. A street intended primarily for access to abutting properties.

Marginal Access Street. A minor street parallel and adjacent to a major arterial street providing access to abutting properties but protected from through traffic.

Stubbed Street. A street having only one outlet for vehicular traffic and which is intended to be extended or continued to serve future subdivisions or development on adjacent lands.

Roadway. That portion of a street or road right-of-way developed for vehicular traffic.