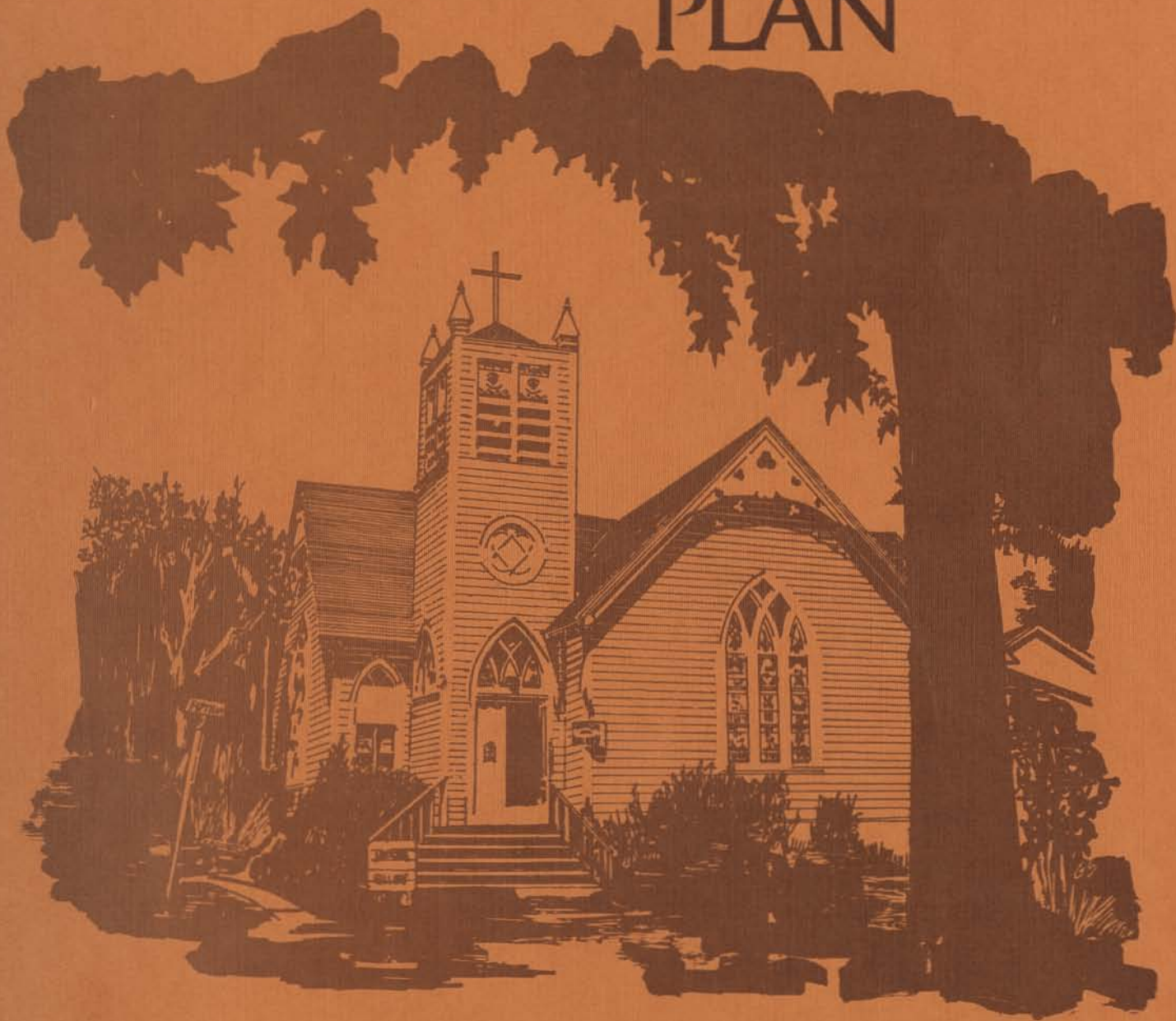


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CRESWELL COMPREHENSIVE LAND USE PLAN



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Environmental Studies Center
University of Oregon
Eugene, Oregon 97403

CRESWELL
COMPREHENSIVE
LAND USE PLAN

March, 1975

The preparation of this report was financed by the City of Creswell and was conducted under the direction of the Creswell Planning Commission. Larry D. Henderson, project consultant.

Creswell Planning Commission
Members 1973

Cecil Rhodes, Chairman
Bob Marquess, Vice Chairman

Clen Brundidge
Jerry Dentel

Harry Mawson
Robert Taylor

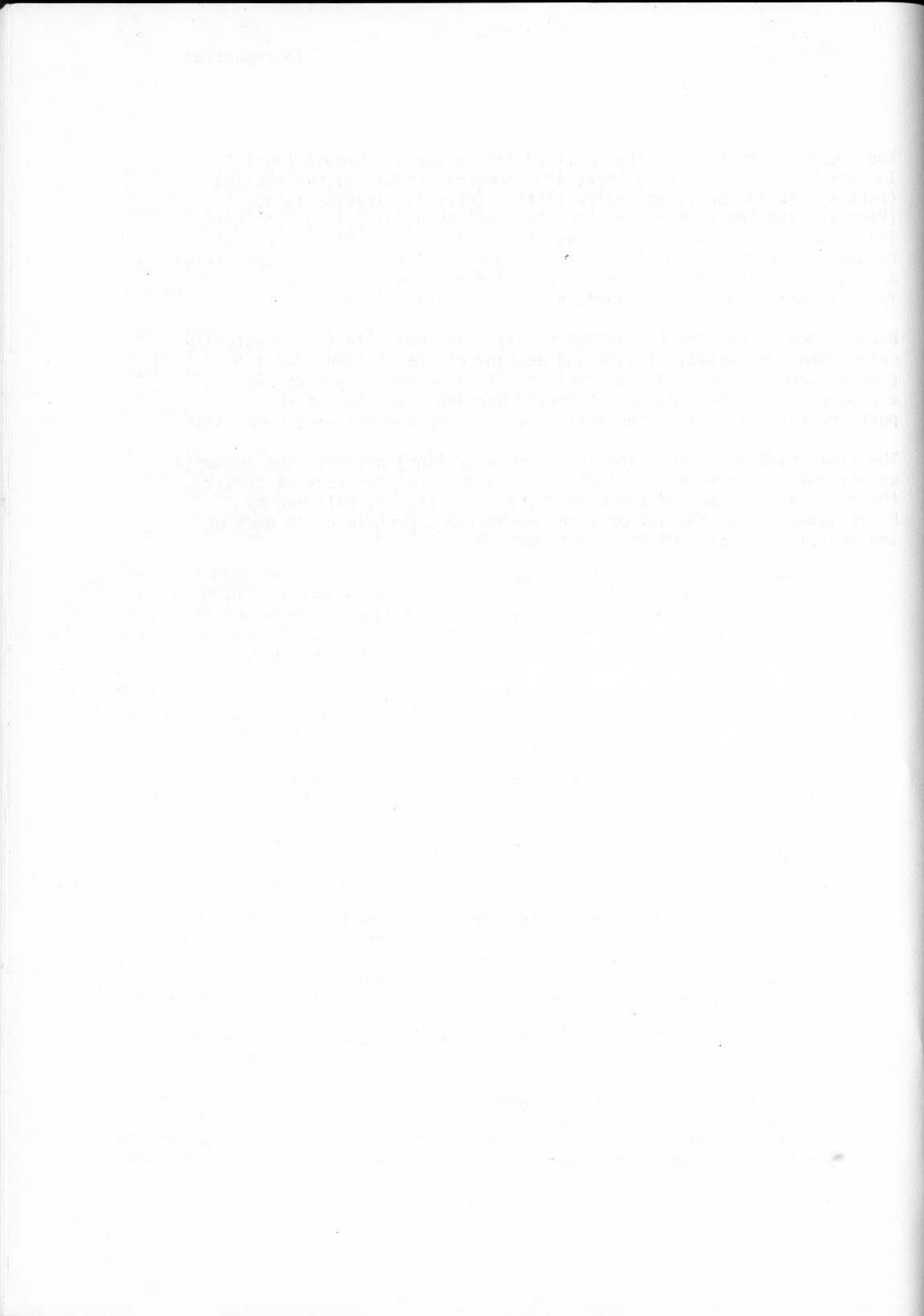
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Introduction

The development of Creswell started in 1871 in anticipation of becoming a major agriculture processing and distribution center for the southern end of the Willamette Valley. The optimism, however, was premature and Creswell's development proved to be slow and sporadic.

Today, the situation is changing. Because of new demands in type and location of housing and new living patterns, the rural Creswell area is becoming one of the more desirable areas in the Eugene-Springfield metropolitan region in which to live. Consequently, the pace of Creswell's development is increasing.

Creswell is already beginning to face some of the growth problems facing metropolitan cities, such as deterioration of older business and residential districts and rapidly increasing demands for more and better public services. Problems of transportation and public utility expansion have become complicated and valuable agricultural and open lands have been prematurely devoured by uncontrolled spread of new housing, commercial and industrial development.

Recognizing Creswell's growth potential and that problems always seem to accompany growth, many of Creswell's citizens are questioning the future of their city. Will the city fall prey to the familiar pattern of uncoordinated growth and urban sprawl? Will growth occur in the traditional haphazard manner and be uneconomical in regards to public

services including utility expansion, transportation improvement, and new schools? Is Creswell's citizenry typical of other communities where the citizens are either unwilling or unable to work together to build a desirable future?

These questions and many others have been met head-on by Creswell's Planning Commission.

The attempt to find answers pertaining to Creswell's future has proven to be the most ambitious undertaking for the Planning Commission. Two years have been devoted toward this challenging task and the work has been long and tedious and has taxed the patience and reserves of the commissioners.

A critical point has been reached in these planning efforts of the Planning Commission. A significant quantity of data and information has been accumulated about the City's situation and potential. From this accumulation, certain problems and opportunities have been clearly defined and some alternatives have become apparent.

The next step is the critical one: to publicly discuss the problems and opportunities and weigh the alternatives to decide which of them to pursue and which to reject. In other words, the time has come to where the community, in total, must decide what forms of action are most important and acceptable - the priorities for the community.

This report is in response to this critical step and has been prepared to aid the Commission in concluding their studies and to begin the necessary public discussion relating to these studies.

Simply, the report's purpose is to present and illustrate the numerous planning issues confronting Creswell's officials and residents.

This report is not intended to limit public discussion to these issues touched upon here, nor should it be viewed as presenting the arguments on any side of any issue raised in this report.

To aid busy readers and yet offer information, this report has been divided into 4 main sections: (1) Part 1, an overview of the City's planning process - what has been done and what remains to be done; (2) Parts 2 through 9, in which the important issues facing Creswell are raised and discussed and the findings pertaining to these issues are summarized; (3) Part 10, which presents the planning goals developed by the Planning Commission; and (4) the Conclusion and Recommendations.

The most important portion of this report is occupied by the first section (Part 1). Not only does Part 1 review what has been accomplished prior to this report, but it also reviews those steps which remain to be taken in finalizing a Plan to guide the growth of the City.

The second section is further divided into 8 parts: Growth (Part 2), Industry (Part 3), Housing (Part 4), Commercial (Part 5), Recreation (Part 6), Public Services and Facilities (Part 7), Transportation (Part 8), and Implementation (Part 9). Following discussion of these individual topics, specific issues of urgent concern and interest are raised. Each part then closes with a summary of the Planning Commission's and author's findings in terms of existing problems, conditions, factors, and opportunities pertaining to the specific topic.

Because goals form the foundation of any plan (which in turn eventually determines the quality of life and destiny of the residents of the planned community) it is important that they be publicly examined and evaluated. For this reason, the third section (Part 10) of this report presents, in total, the goals developed by the Planning Commission.

The final section (Conclusion and Recommendations) presents the author's assessment of the planning completed to date. For the sake of brevity, the basic assumptions of the author are first listed, followed by brief summaries of the author's recommendations pertaining to each of the individual topics of Parts 2 through 9.

The first part of the report deals with the general situation of the country and the progress of the work during the year. It is followed by a detailed account of the various projects and the results achieved. The report concludes with a summary of the work done and a list of the names of the persons who have taken part in it.

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Overview

"As Creswell adjusts to one change within the community, two more arise; as one problem is solved, larger ones appear . . . Although we are trying to adjust to the rapid changes within the City, we have come to the point where we can no longer deal with problems as they arise. It appears that somehow we must determine beforehand what changes Creswell is faced with, the problems these changes will bring, and how to deal with or; preferably, avoid these problems."

This statement (made by Ken Schwering, Mayor of Creswell) was one of many statements made early in 1971, advocating that the City of Creswell seek solutions to its future growth problems before they affected the City directly. Hence, Creswell's elected leaders acknowledged that to guide the growth and development of their city, a great deal of planning would be required.

Although it will be awhile before numerous subdivisions and shopping centers start appearing in the Creswell area, the area has already begun to become urbanized. That this urbanization process has started is seen in the observations that new houses are being built along country roads surrounding Creswell, old farmhouses are being bought and remodelled by "urban people", scattered mobile homes are appearing here and there, and parcels of "vacant" farm land are being sold to urbanites for personal recreation use or for speculation.

Granted, these changes are hard to see unless special attention is called to them. For example, a number of Creswell's residents reflected to the author that they didn't know that vacant farmland, just outside Creswell, wasn't exactly abandoned until they asked the price of the land. Without such an observation, one would tend to think that Creswell doesn't need planning because nothing is happening here . . . when, in fact, a great deal is happening.

If development in and around Creswell continues at its present rate and pattern, it will prove costly to serve with sewer and water, schools, parks, police and fire protection, and roads. In addition, the anticipated development will encroach upon natural resource areas, agricultural lands, wildlife habitats, drainage basins, and open spaces important to the City and its vicinity from an ecological, economic, social, and aesthetic standpoint. Already, uncontrolled growth is causing pollution problems, land use conflicts, and traffic congestion.

Obviously, growth and development cannot be stopped. In fact, it is desirable to have growth and development. The fact remains, however, that if development continues to occur in its present uncontrolled, haphazard pattern, the Creswell area will soon lose its attractiveness as a desirable place to live.

The real question before you, then, is "what kind of living environment do you want for you, your children, and their children? What kind of an environment will the Creswell area have in, say the year 1992?"

In order to answer, it will require looking beyond your own immediate living area which is being affected with these problems and view the impact of growth on all 23 square miles of the Creswell area.

Of all the tools used to understand and guide the complex forces of growth, the "General Plan" is the most important. Not only does it illustrate the desired future land use in the vicinity, it also serves as the public's document defining what the citizenry want as a living environment, and makes proposals and recommendations for getting it.

There are three ways to look at a plan.

1. The Plan is ideal - it represents the best of everything - the more detailed a plan, the better it is.
2. The Plan is too restrictive - it represents too much control by government in the name of public interest - no plan is best.
3. The Plan is a compromise - it represents a balance between public desires and private restrictions.

Regardless of one's personal views, it should be apparent that a plan developed as a compromise would be the more successful. However, developing such a plan is not an easy task, as it involves answering the following questions.

1. What does the community want to achieve - what kind of environment is desired? The preservation of productive agricultural land around Creswell, for example, may be a desired goal of the residents in the area.
2. What is preventing the community from achieving what it wants - what are the restraints to obtaining the desired environment? A number of farmers in the Creswell area have abandoned their orchards and croplands because property taxes have increased to the point where it is no longer economical to continue their operations. The largest portion of the increased taxes goes to paying for public services benefiting the increasing number of rural residents around the farmlands, and for subsidizing the taxes lost from other abandoned farmlands.
3. What can the community do to achieve what it wants - how can the restraints be removed? Although property tax relief for productive farmland would certainly help the area's farmers, this would only serve to shift the tax burden onto other properties. A more feasible approach would be to discourage the proliferation of residential uses in productive farmlands and to reduce the public's costs for services by encouraging compact and orderly growth.

In other words, planning means to determine "where you want to go" and "what is the best way to get there". Hence, the task facing Creswell's officials is to identify the common principles toward achieving the objectives of the City's citizenry.

The City Plan, then, should consist of statements of goals and recommendations and an accompanying illustration to guide the development of the Creswell area. As statements, the Plan goals and recommendations are descriptions of ends that Creswell's residents and officials should strive to achieve. They are directed at both the correction of existing problems and the anticipation of future growth and improvement. Therefore, the goals and the recommendations must be developed only after certain assumptions are made concerning the Creswell area, and with consideration toward what was found to exist in the vicinity.

During the course of the Planning Commission's planning efforts to date, many careful investigations were undertaken on existing and projected conditions in the Creswell area. The outcome of these investigations resulted in certain basic determinations being made

about the City. The determinations regarded both existing conditions and projected conditions, and are summarized and presented in the following parts of this report as "findings".

The next step then is public examination and evaluation of the Planning Commission's findings and proposals. As these are publicly discussed, the need to make hard choices will arise. Each issue raised in this report, for instance, has alternative courses of action. Hence, a decision must eventually be made on which course or courses of action best suit Creswell's needs. The Planning Commission has the responsibility to reflect these decisions in the Plan and the City Council has the final responsibility to adopt these decisions as public policy.

In summary, the final Plan will serve as public policy and must include the following:

1. A statement of goals which reflect the public's consensus about the course of development and growth in the Creswell area and the quality of life.
2. A statement of recommendations (or objectives) which prescribe the desired courses of action or methods to be utilized to attain the public's goals, including broad criteria to be used for day-to-day decision making in locating the general categories of land use, public services and facilities, and transportation.

(The statements of goals and recommendations are the core of the Plan and thus, should be stressed and written as such.)

3. A Plan diagram which is merely a graphic representation of the goal and recommendation statements applied to land use needs presently and in the future.
4. A statement ordering specific community programs or studies which will focus on more definitive and immediate aspects of problems.

Growth

DISCUSSION

Some of the issues discussed in this report have impact primarily on matters of community welfare such as economic growth, efficient transportation, and preservation of open space. Others have impact primarily on common matters of individual need such as adequate housing, recreational opportunities, and readily available commercial facilities. "Growth", however, is one issue that clearly has an across-the-board impact on all matters involved in determining the future of a community.

Because "growth" is such a critical element in shaping a community's future, it is the most important issue facing Creswell. Growth forces changes and policies on this key issue will affect all elements of the Plan; hence, decisions on growth will go a long way to determining the kind of city we want and get.

The most obvious effects of growth are the changes it brings. When new families move to a community, the need for more housing and jobs increase. More housing and new industry requires that more land be developed and municipal services be extended. When this happens, there is an immediate strain on schools, parks, and other public facilities and new demands on the local transportation system are

created. Until new facilities and streets can be built, the existing facilities and streets must absorb the increased demands. Of these changes, only those affecting land use are immediately apparent, mainly in the form of new houses and new industry. The other less tangible changes occur gradually, but steadily.

As we plan to accommodate change, we must evaluate its effects to insure that it brings improvement, and that we continue to move closer to our desired future.

One way to evaluate the effects of change is to consider the costs and benefits it brings with it. New development calls for extension of facilities and new city services, and the costs of such extensions may vary a great deal depending on where the development takes place. If it occurs near existing development, for example, roads and utilities are close at hand. If this is the case, existing schools, parks, and streets may serve the new residents for a time. If, on the other hand, growth occurs away from built-up areas, costs will be much higher. This is because utilities and roads must be extended much further to serve the area, and new schools and parks may have to be built and equipped.

Development brings the benefits of new jobs and thereby adds to the economy and to the tax base. Where growth occurs outside built-up areas, costs will be much higher. This is because utilities and roads must be extended much further to serve the area, and new schools and parks may have to be built and equipped.

Development brings the benefits of new jobs and thereby adds to the economy and to the tax base. Where growth occurs within built-up areas, existing facilities may be used more efficiently. With more people, variety can be added to a city and new opportunities created for everyone. With a large population a swimming pool may be justified; support may be generated for a community center; and we may be able to afford recreational areas such as Garden Lake Park. With more people, additional specialty shops and specialty services add to the variety and quality of life.

On the other hand, growth may eliminate as many opportunities for improvement as it offers. If the Butte is developed with homes, for example, we gain housing but at the direct loss of open space. If the result does not show general improvement and satisfaction, we must take costly steps to retain the things we value highly. In all cases, however, we should be aware of change and aware of what may be lost and what may be gained.

One problem now facing Creswell stems from the desire to diversify its economy. We do not want to depend solely on one type of industry for employment. Therefore we seem to be in agreement on diversification in employment, but the problem arises when we ask, "how?" and "where?"

"How" we diversify our economy concerns the types of industry we want. In view of increased concern with the environment, it is important to consider carefully any side effects a new industry may have. Factors of air, water, and noise pollution must be examined to make sure we do not bring in new or added problems. In short, we must balance our need for jobs with our need to protect the environment.

"Where" the industry is to locate in the City opens a new series of questions of major concern. "Where" industry locates is too important to be left to chance, so government must guide this development to serve the public interest. Locations can be concentrated or dispersed, but they should be planned. A selected location should consider the cost of providing city services and should minimize traffic congestion. For the citizen, the problem of where industry should locate is different; people may prefer to live close to work but not too close!

Industry has been used here as one example of growth; housing and commercial uses provide other examples. However, all types of new land use raise questions which must be answered if we are to guide growth successfully. Through growth we build and rebuild our city - our environment. We must consciously and carefully consider what kind of life and what kind of city we want to have, then guide our growth accordingly to achieve these goals.

Guiding our population growth, even when we have determined what we want physically, is no simple matter. Existing means of regulating population growth are limited and complex. They are limited by our constitutionally guaranteed freedom of movement; we cannot stop people from moving to Creswell. Furthermore, the majority of our population growth in the past decade was due to "natural" increase rather than people moving here from other areas. When today's teenagers mature, they will need jobs, homes of their own, places to shop, and parks and schools for their children. To put it another way, our next wave of population growth is already here.

We cannot, then, stop growth; indeed, there is a recognized need for a certain amount of growth. Some stimulation is necessary to replace worn-out buildings, to renew old areas and to fill industrial vacancies caused by technological change. With this in mind, the question of limiting growth really becomes more a matter of whether or not we "encourage" growth.

Creswell is now engaged in activities which clearly encourage growth. For example, a local agency contacts industries in other cities to interest them in locating in Creswell.

In trying to guide industrial growth, we must consider the steps we should take seeking to attract industry. What concessions, if any, will we make to induce industry to locate here? Will we provide

above-average services for industrial areas? Will we reserve more land for industry so that new firms will have a wider selection of sites? Or, on the other hand, will we adopt stricter requirements to make sure the industrial plant which locates here will be a welcome addition (which, in fact, is an inducement to some industries)?

With tourism we must ask similar questions. How much land will we devote to tourism in the way of hotels and motels; how much in the way of facilities such as information booths and additional signs to direct non residents? We must consider what we gain from tourism in dollars, in shared facilities, and in new opportunities; but, we must also consider the congestion, added service costs, and the inconvenience tourism can bring.

These questions and others dealing with growth have no easy answers. But they must be asked, considered, and discussed if we are to arrive at acceptable solutions. While we cannot stop growth, we can choose not to actively promote or encourage it. While we may not prevent vacant lands from being urbanized, we can plan their development intelligently to accommodate growth without excessive cost and without excessive disruption. Time and growth will necessarily change our city; but we can plan so that change works toward our goals and, at the same time, save those qualities and features which make Creswell a unique place to live.

CHOICES FOR GROWTH

As we publicly discuss the advantages and disadvantages of growth, the need arises to make hard choices. Where alternative courses of action are available, a decision must be made: which course or courses of action best suit Creswell's needs?

To deal with growth, we can group our available actions into three broad categories of choice. Each category calls for certain policies to make it a reality. These policies affect land and, consequently, directly affect the General Plan and Creswell's future development.

The first category calls for action to: Strongly discourage growth. Policies which follow from this idea focus on activities within local control which affect growth. Once these activities have been identified, policies could be developed which stop efforts to promote growth and begin efforts to slow down growth.

Among the policies to support this course of action would be those which seek to:

1. Eliminate promotional activities which portray Creswell as an ideal place to live, work, and play.

2. Terminate existing efforts to bring new industry here.
3. Take steps to discourage new industry from locating here by eliminating excess industrially zoned land.
4. Discourage expansion of local firms.
5. Gear public services and facilities to existing needs.

The second category assumes an active role to: Strongly encourage growth. This category is an attempt to increase the past growth rate for Creswell. Policies necessary to support this approach call for all-out efforts to encourage new industry to locate here. In addition, we would advocate the expansion of firms already located here and step up promotional activities to aid tourism and growth.

Supporting policies could include those designed to:

1. Increase existing promotional activities which encourage people to come here as tourists and residents.
2. Expand current programs aimed at bringing new industry to Creswell.
3. Add to industrially zoned land to give new industry a broad selection of sites.
4. Encourage and aid the expansion of local firms.
5. Propose public services and facilities with excess capacity designated to accommodate desired growth.

The third category calls for efforts designed to produce: Guided growth. Policies necessary to achieve this would recognize that a certain amount of growth may be necessary and even desirable. However, for the most part, such growth will occur "naturally", since it needs little official encouragement. Consequently, policies would emphasize the establishment and maintenance of a stable, diversified economic base as well as other qualitative considerations. Such policies would:

1. Reduce current promotional activities to a level required for establishment and maintenance of a stabilized economic base.
2. Modify existing industrial expansion programs to selectively encourage firms which will respect the environment and provide jobs for unemployed residents.
3. Provide industrially zoned land to meet short-term projected demand only, and thereby discourage premature industrial expansion.

4. Selectively encourage expansion of local firms whose operation does not harm our environment.
5. Plan and provide public services and facilities to accommodate population increments based upon natural increase and a "preferred" level of in-migration.

Through this brief listing of available opportunities for action and the policies which follow from them, it should be apparent that we can, and do, influence our future. The issue which must be discussed now is the direction in which we shall seek to influence the future.

FINDINGS

Because of the topographic conditions, general low permeability of the soils and high ground water table, the area around Creswell is generally unsuited to the use of septic tanks and drain fields as a means of sewage disposal. Hence, development of urban densities in the rural area around Creswell is precluded until sewer and water is provided.

If a community water supply were to be extended through the rural lands surrounding Creswell, development on these lands would be stimulated and rural residents would be faced with higher property taxes and a financial burden because of the additional costs required to provide other services such as road improvements and added school facilities.

Untimely and unnecessary development pressures on Creswell's vacant rural lands will increase the average cost per acre, limiting the number of persons who can afford to farm or leave the land vacant; consequently, land speculation will result.

The present growth of Creswell and its surrounding area can best be described as confused with uneven scatteration of development outward causing many problems for best and efficient use of the lands. Simply, growth in the Creswell area has not been orderly.

Growth in the area has simply followed paths of least resistance; paths dictated largely by the location of roads rather than the physical characteristics of the land. When growth is allowed to occur without consideration for the physical characteristics of the land, the livability and efficient utilization of the land is in danger of being damaged and land use problems difficult to solve are created.

The development spreading out from Creswell has taken place in a spotted manner with intermittent large open tracts of vacant land,

and is predominantly low density characterized as "urban sprawl". The vacant lands adjacent to the City are being converted for residential uses while many unused tracts of land within the City are being by-passed.

Such an inefficient pattern of growth is costly in regards to city services and facilities, will lead to costly annexations, and encourages premature abandonment of farms and orchards which add to the character of the area and provide an income for the land.

There is adequate vacant land within the existing city limits such that population could probably double with no change in existing density characteristics. This vacant land is not maintained, has an unappealing appearance, and is a financial burden to the City's tax payers.

Orderly growth cannot be accomplished without the cooperation of public investments. However, the City's limited availability of public funds (small tax base) limits the City's capability to invest in expansion of city services and facilities. Full utilization and improvement of the City's investment in existing services and facilities must be realized before expansion would be economically feasible.

In addition to the above findings, the following findings must be considered when developing a growth policy and plan for the City.

1. The population of the Creswell area is projected to double by the year 1990.
2. Creswell has a relatively clearly defined heart or focus for the community and its vicinity.
3. Creswell lacks clearly defined neighborhoods and has intermixing of incompatible land uses.
4. The location of existing roads and community facilities, and the railroad and airport, are fixed elements having major influence on Creswell's future growth, character, and form.
5. Lands with at least a 1% chance of flooding each year comprise approximately one-third of the potentially developable area around Creswell.
6. Consideration must be given to the local people and their social and psychological needs when planning for the physical growth of the City.

7. A lack of local citizen involvement in local planning matters has resulted in land use regulations which fail to adequately control development because public support has not been apparent.

A final consideration must be given to Lane County's General Plan (currently being developed). Basically, the Plan (as being proposed) designates Creswell as a "Major Development Center", indicating that Creswell is a "satellite" community to the metropolitan area and should be encouraged to secure a sound local economic base and adequate local commercial, professional, educational and social services.

Industry

DISCUSSION

Of all types of land use in Creswell, industrial land use is the most critical because it has a substantial impact on other aspects of Creswell's development. The nature of this impact will depend upon how and where the industrial growth takes place. If, for example, the new "industrial plant" locates close to existing industry in the City, traffic to and from that area will be increased. If, on the other hand, new industry locates outside the current industry area, it may reduce traffic congestion in the City.

The potentially far-reaching effects of industrial land use make it vitally important that citizens and city government spell out public consensus on the desired role of industry in Creswell. Another compelling reason for public consensus on industry is its importance in terms of the local economy. And, finally, the growing public demand for regulation of industry to protect the local environment calls for clear definition of public consensus.

In order to serve the public interest when establishing policies dealing with industry, local government must consider citizen opinion, economic needs, and the realistic choices available to us. The policies which result may take many forms. For example, we may take an active or passive role in dealing with industrial development. An

active role could either encourage or discourage more industrial uses; but whichever the case, our city government would have to take the lead. For example, it should make sure that existing local regulations directly implement public policy. Going further, if new regulations were necessary to obtain the desired results, our elected officials should enact the required ordinances. The City could also buy and hold land for industry, since private owners often lack the ability to do so because of tax pressures.

A less active role for city government would mean that we would rely almost solely on the functioning of the real estate market and the independent and often uncoordinated efforts of industry itself to determine Creswell's industrial development. Local government could still develop policy but it would take fewer, less vigorous steps to bring such policy into being.

ISSUES

At this point, Creswell's officials are faced with two major questions:

1. What kind of public policy should Creswell have on industrial growth? and
2. What role (active versus passive) should the city government play in fulfilling this public policy?

More specifically, the following issues need to be discussed:

1. Should Creswell follow a public policy which encourages industrial growth without regard to type of industry? An alternative would be a selective industrial growth policy designed to provide jobs for present city residents who are unemployed. A third choice should be a policy intended to discourage industrial growth.
2. Should industrial land be purchased by the City in order to preserve it for orderly future development?
3. Should we reduce taxes on privately held, vacant industrial land to assure its preservation for long-term future need?
4. Should industrial land be located throughout the City, or should it be concentrated?

FINDINGS

Job opportunities in the area are very limited and the majority of the working residents are dependent on employment in other localities.

Some industrial uses have encroached into some residential zoned and non-zoned areas causing land use conflicts.

Generally, the industries presently located in and around Creswell are not compatible with other development due to smoke, noise, exposed storage of materials, and heavy traffic.

None of the existing and potential industrial sites have adequate freeway access currently free from conflicts with normal city traffic. However, logical freeway access points may be possible in the future at the Dale Kuni Road and Market Road crossings.

Increased assessed value of industry tends to reduce taxes on residential properties. Hence, if residential development exceeds industrial growth, the cost of providing services increases for the homeowner.

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Housing

Those who favor a more active city role in housing cite the great need for housing, the high costs of overcrowding and the growing separation of income groups. Those who oppose a more active city role in housing are quick to show the problems such a role could bring. They believe housing is best provided by private enterprise and point to the failures of public housing.

FINDINGS

Today there is a need in Creswell for more variety in housing types. This need is reflected in the observation that while there are more than 370 single-family units in Creswell, there are only 34 multi-family units and 81 mobile units (4 mobile homes on individual lots, 77 mobile homes in parks).

A trend seems to be evolving in the City toward a higher proportion of multi-family dwellings.

The City has a high proportion of substandard housing units, an inadequate amount of both private and public housing for the elderly, and many unused or abandoned dilapidated structures.

The following proposed housing policy for the City of Creswell was submitted by a special housing study committee formulated by the Planning Commission and chaired by Jim Heaton (the policies served as the primary basis for formulating the Commission's housing goals listed in Part 10 of this report) . . . IT SHALL BE THE POLICY OF THE CITY OF CRESWELL TO:

Provide an opportunity for adequate housing for every individual without regard to race, religion or financial standing.

That all housing within the city be constructed in accordance with county and state building codes.

No building shall be constructed or maintained in such a way that it creates or maintains an eyesore or hardship on its neighbors or its community.

Individuality of design in architecture and landscaping shall be encouraged.

At no time will an unsanitary condition be allowed to exist.

/s/ James D. Heaton
/s/ Raymond F. Norris
/s/ Kay Pawlowski

Commercial

DISCUSSION

Commercial development, like housing, has a secondary effect on growth; its primary effect is on the day-to-day activities of people.

The important point here is providing commercial uses when they are needed and where they are needed. Unless new areas are carefully planned, stores and shops tend to develop haphazardly. Without a plan it is extremely difficult for city government to withstand the tremendous pressure for excessive commercial zoning.*

From the standpoint of citizen satisfaction, commercial activities take on even more importance. A community with convenient stores and shops can reduce travel time and cost associated with shopping. This, in turn, should reduce traffic congestion on local streets. With enough commercial uses in the right locations, both individuals and the city save money. But this balance is difficult to achieve because the city's plans can only "allow for" commercial development. They cannot produce it.

* See zoning ordinances.

In planning for commercial land use, Creswell should try to assure that needed shopping goods and commercial services are readily available to both residents and visitors. To achieve this, a set of area and locational standards should be developed and included in the General Plan. These standards should match up the number and size of shopping facilities to the number of people in the area to be served. These standards would be a guide to planning new areas and to measuring the commercial services now being provided. By regularly testing these standards and refining them when it is indicated to do so, we can in the long run improve the quality of commercial services in Creswell.

In re-examining these adopted commercial standards we can ask, "Are we satisfied with commercial services as they are today?" If so, are steps necessary to maintain these services? If not, how can our public policies be changed to improve them?

The following commercial issues must be publicly discussed:

1. Should the General Plan provide for, and protect, specific areas for two distinct types of commercial activity?
(Presently, Creswell's commercial area is serving primarily local residents, while the potential from freeway traffic is yet to be tapped.)
2. Should the City take steps to enhance and rebuild its older central commercial district?
3. Should the City seek advice, expertise, and manpower from the local business groups in planning for commercial facilities and designing commercial standards?

FINDINGS

Creswell's residents are within the sphere of influence of regional shopping facilities outside the area. Therefore, many of the routine as well as the larger purchases are made outside Creswell.

Creswell's existing and potential commercial activity can be classified into three broad categories: business, community commercial, and freeway commercial. The present facilities for business (bank, real estate, etc.) and community commercial (grocery store, drug store, etc.) activity draw on a strong support population of at least 4,000 people from an area of at least 3 miles radius. The freeway commercial facilities are yet to be developed but the potential for strong freeway support is feasible with intelligent planning.

Recreation

DISCUSSION

Although occupying a relatively small portion of Creswell's area, our park system holds great importance for a number of reasons. We use parks as play areas for children, as places for family outings, and as gathering points for the neighborhood and for various organizations. Many look to parks as providing the open space and recreational facilities needed to relieve tensions of everyday living. Still others view our parks as important tourist services that enhance our economic base.

In trying to develop policy for parks, a number of courses of action are available. As with the other elements, many of the alternatives are closely linked to the issue of growth. For example, if growth is strongly favored, policy emphasizing the provision of public parks in newly developing neighborhoods would logically follow.

Emphasis on public parks in all newly developing neighborhoods can be costly. Therefore, to meet high standards and still promote growth, the policy of "private parks" in new developments could be accepted. There are numerous other steps which could be taken, but generally emphasis should remain on new and growing neighborhoods.

If, on the other hand, limited growth is favored, a different set of policies on parks would be required. The City could, for example, strengthen efforts to bring older parks and neighborhoods up to modern park standards. In addition, development of those parks and facilities that are heavily patronized by visitors could be minimized.

There are a number of choices open, but they are not independent choices. The City's position or policy on parks should reflect its policy on growth. When the City has decided how it stands on growth, it can then develop a consistent policy on parks. Many choices are available, but those choices which conflict with the adopted policy on growth should be eliminated.

ISSUES

Briefly, some immediate park and recreation issues to be considered are:

1. Should park and recreation facilities be provided?
2. Should higher priority be given to providing a park in the older area of the City? Or should parks in newly developing neighborhoods receive higher priority? In other words, since funds are limited, should preference be given to neighborhood parks or to a larger central park? A central park could provide recreational facilities in greater depth and variety.
3. Should developers of new residential developments be required to provide park space for the neighborhood?

OPEN SPACE

Along with recreation, issues relating to Open Space should also be discussed. There are a number of choices available which can reflect the the varying wishes of the local people, but these choices can be reflected in four main issues:

1. Should the City follow a policy of direct action in open space? This would mean an emphasis on purchase of open space with federal and state financial assistance.
2. Should the City attempt to preserve open space through regulation? This method would rely on subdivision regulations and the authority of the City to zone land.
3. Could the City use tax incentives to preserve open space?

4. Should the City rely solely on voluntary action of citizens to preserve and maintain open space? This role would require the lease involvement by the City and would assign the lowest priority to open space.

FINDINGS

Presently, there is a growing need for adequate parks and public open space in and around Creswell.

The existing city park adjacent to the fire station is inadequate for the City's needs and, although easily accessible by visitors, it is poorly located for utilization by children.

Some choices are:

1. The school sites and playgrounds are well suited to help satisfy the recreational needs of the City's youth and could be utilized as community recreational areas for organized activities on a cooperative basis between the school district and a local park district.
2. The old school site, now vacant, is ideally located for a city central park and conceivably could be developed for outings and activities of local organizations, local families, and visitors.
3. For rural recreational use, the Garden Lakes area is ideally suited.
4. Creswell Butte is the only topographic prominence in the City's vicinity. In addition to other advantages, city purchase of the Butte would provide the opportunity for utilization as public open space or other city uses, such as water resources.
5. As private open space use, agriculture is ideally suited to large areas as is the local golf course. Such private uses add to the character of the area, replenishes the oxygen supply, and provides an income from the land (which helps to delay intensive development).

The recreational potential of the river has not been fully realized in the Creswell area. There are currently no developed public facilities along its shores and access is generally blocked by private land ownerships. However, the County has plans for a future river park at the land-fill site and the State has proposals for acquiring land adjacent to the river as part of the "Willamette Greenway" project.

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The work has been carried out in accordance with the programme of work approved by the Council of the League of Nations. It has been a most successful one and has resulted in the completion of a number of important projects. The results of the work are set out in the following pages.

The first project was the study of the economic situation of the country. This was done by a committee of experts who have prepared a report on the subject. The report shows that the economy of the country is in a state of depression and that it is necessary to take measures to stimulate it.

The second project was the study of the social situation of the country. This was done by a committee of experts who have prepared a report on the subject. The report shows that the social conditions of the country are very poor and that it is necessary to take measures to improve them.

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Public Services & Facilities

DISCUSSION

Creswell's very existence arises from the need to provide water, sewers, streets, fire and police protection, refuse collection, and schools. In fact, provision of these services and facilities accounts for the majority of Creswell's expenditures. Obviously, it is important that this element of the City's planning be considered very carefully.

Since the needs facing the City are unlimited, while the city's funds are limited, decisions and choices must be made on how these funds are to be spent. We all recognize that a city's policies on providing services to new areas affects the city's growth. Unfortunately, however, we often overlook the fact that policies of providing services to new areas also affect policies of improving and maintaining services in the city's older areas; hence, ultimately affecting the overall level of the city's services. It appears then, that a first step in determining how the city spends its funds should be to make a basic decision on growth.

The city's decision on growth will be directly reflected in public services and facilities. If, for example, a policy in favor of growth is adopted, it would call for the extension of water, sewer, and other

utilities into vacant areas to speed development. These extensions could be financed by bond issues and paid off as the areas develop. However, if a policy in favor of limited growth was adopted, emphasis might be placed on improving services and facilities in older areas rather than on building new extensions.

Perhaps equally important as a decision on growth and older city versus new city is, "How will the choices made be paid for?" All alternatives will cost money, but the costs are not the same nor will they be paid in the same measure by the same people. Different groups will be affected in different ways by the choices made.

In order to understand the consequences, we must first look at some of the costs of growth. See map for areas, page 64.

One of the reasons why new growth is costly is the higher proportion of children in new areas. People moving into new areas are mainly young couples with growing families. It makes little difference whether these couples come from other cities or are local residents starting their own homes. The result is a young population with an urgent need for community services and facilities. Especially urgent are the needs of the children for adequate schools, close play areas, and safe streets.

When new areas are developed, the city's property tax base is increased; that is, higher assessments in the new areas will produce new tax revenues for the city. Rarely, however, does the tax increase from new residential areas pay for the public facilities that are needed by those areas. The difference must be made up from some other source. The particular way in which this cost difference is made up usually shifts the tax burden from the group who benefits the most to another group who benefits the least. In other words, the cost difference has traditionally been paid by the entire city.

Recognizing this "inequality" in tax burden, some cities with high growth rates have recently begun imposing new charges on developers and heavier assessments on developing areas. In this manner, it is argued, new areas can come closer to paying their own way.

The unintended effect of this recent policy, however, is to make it even more difficult for low and moderate-income families to own their own homes. This effect arises simply because the added costs of development are passed on by the developer to the home buyer in a higher sales price. Needless to say, such an unintended side effect only adds to the housing problems.

The task facing the City then, is to try to find a way to pay for services to new areas which will not add to the housing burdens of low and moderate-income families. There are a number of ways to deal with this dilemma.

One alternative is to limit growth. If growth is limited, the need for new services is reduced. New areas could still be developed but at a more comfortable and economical pace.

Another alternative is to plan the direction of new growth to reduce costs. In this way, areas close in or nearer to existing community services would generally be developed first.

A third alternative would be to rely upon new restrictions and higher assessments to make sure new areas pay all the costs of their development. In this case, the city should also work towards a federal, state, or local program to aid local low- and moderate-income families in obtaining housing.

ISSUES

Some of the issues to be resolved include:

1. Should Creswell's city government take a more active role in the timing of development through extending or withholding public services and facilities?
2. Should Creswell concentrate on bringing its older areas of the city up to modern standards rather than directing its attention and funds mainly to new areas?
3. Should Creswell rely heavily on assessments, subdivision improvement requirements, and service charges to cover the costs of new development?

DRAINAGE CONTROL

In and around Creswell there are a number of areas in which heavy rains cause severe ponding and flooding. Some of these areas have already been built in, and in the future there will be attempts to build in others. But, in these "ponding" areas that are undeveloped, the city still has the opportunity to guide and control their use.

There are two major strategies: (1) "preventative" measures such as restrictive hazard zoning and (2) "protective" measures such as construction of drainage channels.

The "preventative" approach can still be effective in vacant ponding areas if building in these areas is restricted by hazard zoning. For example, in the areas where ponding would be hazardous, construction would not be allowed. In other areas which would probably be ponded but may not be hazardous, limited construction could be permitted.

In addition, hazard zoning could be applied to properties adjacent to drainage channels to prevent obstruction of the natural drainage of the vicinity. Hazard zones incorporating these ideas are now under study by the County Planning Department.

The "protective" approach is usually adopted "after-the-fact". That is, once a ponding area has been built upon, the only reasonable means of protecting against damage is a drainage channel. Drainage channels are not only costly to create, but also prove to be costly to maintain.

Both "preventative" and "protective" measures can minimize damage to public and private property. The issue is, which means should be favored as city policy?

FINDINGS

Currently, the availability of social services, health services, medical facilities, cultural facilities, and recreational opportunities is seriously limited in Creswell.

Creswell's schools are generally at capacity or slightly under, and the available means of financing is not adequate to meet the city's growing educational needs. The present school sites are adequate by changing the location of the junior high and elementary school.

Traditionally, the location of the city's services and facilities has been in response to immediate problems rather than planned in advance. Such a practice has created even greater problems. Water lines, for example, have been extended into the rural areas; consequently, strip residential development has been stimulated within agricultural lands.

The Lane County Boundary Commission has a policy of no longer allowing the extension of water districts to vacant parcels lacking provisions for sewer service. Hence, future development will be determined primarily by the location of sewer facilities.

The existing sewer system is sufficiently adequate to handle all expected development if limited to serving the current service area and a portion south and southeast of the city. The design capacity for future expansion will in large measure be determined by the amount of growth desired in the areas north of the present city limits and east of the freeway.

Because of poor physical conditions and inadequate drainage facilities, and because of increased water run-off created by reduced ground cover and impervious building materials such as paving and rooftops, the incidence of local flooding and ponding has increased in some portions of the city.

Transportation

DISCUSSION

There are today a number of transportation problems facing Creswell. But for the most part these problems seem small compared to those potential problems to be faced by the City 20 years from now. However, when planning, the real problems of today must first be considered while consideration of "potential" problems of the future must be avoided.

To begin any planning discussion on future transportation, we need to ask, "How well is the present transportation system meeting the city's needs?" We should also ask, "What effect will present and future transportation have upon the growth and form of the city?" And finally, "What effect will present and future transportation have on the city's environment?"

In answering, "How well the present transportation system is meeting Creswell's needs", we must concede that today Creswell's transportation system provides many people with adequate transportation. True, there are problems such as congestion and lack of parking in the central district, some delays during rush hours, a few dangerous intersections, and unnecessary traffic over residential streets. However, if you own and drive a car in Creswell, there are few transportation problems of crisis proportions.

On the other hand, for the approximate 50% of the city's residents unlicensed to drive cars, the present system must be described as far from adequate. Obviously, the needs for transportation are not limited to the auto element and cannot always be met by more roads and new street improvements.

It should be recognized that with transportation, the needs (and consequently the problems) of a city increase even faster than the city's population growth. Thus, as a community grows, the cost per person to publicly finance the local transportation system will increase. If Creswell continues to grow, for example, each resident will pay more each year to allow for more intensive rush hours, new roads, new street improvements, additional traffic safety measures, and continuing street maintenance. In addition, the City's increasing population will demand, and be required to pay for new sidewalks, parking areas, bike-trails, and (eventually) mass public transit.

In addition to considering current transportation needs, we must also consider "how transportation can affect the growth and form of the city".

The Eugene-Springfield metropolitan area grew up with the automobile; and with more and more people owning cars, builders were able to sell homes further away from the metro-employment center. Consequently, Creswell has also grown. Other things have helped, but the auto made it possible. The cycle began with the automobile permitting a new urban form and has ended with the development of a number of small, scattered rural cities dependent primarily upon the automobile; other types of transportation being no longer self-supporting.

The growth and development of Creswell, then, is based on a transportation system which, in turn, is dependent on the automobile. This has permitted Creswell's present spread-out development.

The final consideration we must make is "what impact the transportation system has or will have on the environment". The effect of the existing road system on the land is apparent. Most people are also aware of the noise created by traffic and the air pollution created by autos, trucks, and buses.

Although these "environmental" problems seem beyond the scope of Creswell's city government, many of them have immediate local impact. Again, we must consider the problems, the alternatives, and what we are willing to pay for solutions. These solutions need not, in all cases, mean additional expenditures; they can mean changes in city priorities and changes in public funding. Such decisions, however, will call for policy guidance from the City's citizenry. The need for public response to transportation issues should not be underestimated.

ISSUES

Some of the transportation issues which must be discussed are:

1. Should Creswell continue to rely primarily upon the automobile and the freeway, or should it take steps to support the creation of a more diversified transportation system (impossible as it seems, there are alternatives)?
2. Should Creswell set aside industrial areas to provide jobs so as to reduce commuting? There is no acceptable way to make sure that people will live and work within the same general area. But in addition to giving them that choice, the approach would disperse industry. In addition, it could avoid traffic jams of people all trying to drive to the freeway access at the same time.
3. Should Creswell encourage high intensity development within the City? Such a policy could possibly hasten the onset of a future mass transit system between Eugene and Creswell.
4. Should the City take steps to restrict unnecessary through traffic in residential neighborhoods?
5. Should the City take steps to improve, create, and maintain within the City, pedestrian ways for the benefit of those who do not own or drive cars, yet who need easy and safe access to necessary facilities?
6. Should Creswell's city government encourage mass transit in preference to heavier use of the freeway?
7. Should the City request the County to prohibit roads in or across large open spaces and prime agriculture land?
8. Should the City request improved bus service between the surrounding cities?
9. Considering the airport: Should the City take actions favoring the development of the airport as a major "small-craft" facility for the region?

FINDINGS

The transportation system in and around Creswell has been created primarily, if not exclusively, for vehicular modes; however, the system does not form an effective and integrated network. Design of the system has been done on a piecemeal basis and lacks a clearly defined system for separating local and through traffic.

Consequently, problems have been created in relating residential streets to each other and to arterials and collectors.

Inappropriate commercial and residential uses have been allowed to develop along the City's major streets and collectors, creating numerous access hazards, dangerous intersections, and traffic conflicts.

The local streets are substandard, but they are more than adequate for serving as short access routes between the residence and the collector street.

Many of the local residential streets are unnecessarily being used for through traffic, resulting in dangerous streets and an undesirable living situation.

The major and collector streets in the City are currently in need of widening or other improvement to meet present traffic loads. (The situation will grow more critical as development causes greater traffic volume.) Among these are:

Highway 99
Oregon Avenue
5th Street
10th Street

Large undeveloped tracts remaining within the City provide the opportunity for preplanned street layouts and the avoidance of many of the problems relating to haphazard street patterns.

There is no public transportation either within Creswell or between Creswell and other localities. This makes commuters depend upon the automobile and renders certain segments of the population less mobile because of age or disability.

Pedestrian paths, sidewalks, and bicycle routes are basically non-existent, forcing residents and children to use streets in order to reach neighbors, schools, parks, and stores.

Implementation

DISCUSSION

In terms of form, a City Plan is not a zoning ordinance or a blueprint for specific development of particular buildings, streets, and so on. Instead, a plan will present a number of broad development guidelines and serve as an illustrative example of these guideline policies. The policies can be applied to individual projects of private developers or to area-wide programs conceived by local agencies and organizations. In other words, a plan, which is long-range, comprehensive and focused on physical development, provides a guide for specific developmental decision making. It does not, in itself, set down the decisions.

Hence, Creswell's City Plan should be oriented to deal with large-scale persistent, area-wide problems that beset the Creswell area. Most of these problems have been examined at length by the City's Planning Commission and by the special "Preliminary Study" conducted by students of the University of Oregon at the beginning of the Commission's planning program.

Four problems of critical concern, however, have not been adequately studied, as they are beyond the scope of the Planning Commission and the Plan. The Plan should recognize these problems and direct that studies be made and action programs be developed. Preferably, these studies should be conducted by special citizen advisory committees and their recommendations should be submitted to the City through the Planning Commission for policy or action adoption.

The four critical problems are:

1. The physical and economic problems that plague the commercial enterprises of the City (with special emphasis on the older central district and strip development along Highway 99).
2. The City's potential for industrial development (with special emphasis on the locational and environmental aspects of future industry).
3. Methods to increase and disperse the supply of sound housing within the City, for the elderly and low- and moderate-income families.
4. The social problems that plague the City including the lack of recreation and health facilities and critical needs of the elderly.

Because of its general nature, the Plan will be suitable for review and amendment (though it should be revised only in response to fundamental changes). The Plan will retain its value in the face of new conditions and altered needs only if periodic review and necessary amendments are carried out.

The Plan, when adopted, becomes public policy - therefore the method of adoption is by resolution of the City Council. Upon adoption it then becomes the official guidelines for future decision-making by these elected representatives and their appointed officials with respect to public facilities and services and private land-use control. As public policy it will provide the guidelines for how the means of implementation should be directed. In addition, citizens are better able to make their own decisions with the knowledge of anticipated action by the local officials.

The various methods to implement the Plan may be by ordinance or by resolution. Development regulations, such as building and housing codes, zoning, subdivision, sign, flood plain development ordinances, mapped streets acts, etc., require adoption by ordinance as law. Other means to implement the Plan are matters of policy and do not carry the force of law, such as long-range financial plans for public facilities and programs, matters of cooperation between governmental

agencies, encouragement of public participation in the planning process, etc. Still other proposed means to implement the Plan are intended as suggestions by the city (in the interest of cooperation, coordination, and mutual benefit) to agencies and organizations outside the authority of the City Council, such as utility, school and park districts, the Air Pollution Authority, state and federal agencies, and private organizations (e.g., professional, private utilities, etc.). Finally, other means of implementation are indicated as a need for further study and appropriate follow-up action for various specific matters of concern.

FINDINGS

The zoning and subdivision ordinances of the City are far inadequate to meet foreseeable problems and needs. Updating of these ordinances is in progress. In addition, the City's building and nuisance controls are also insufficient, making it extremely hard to enforce even minimum standards of habitability and compatibility.

There are many levels of government including Federal, State, Regional, County, and special service districts influencing the growth and form of the Creswell area without adequate coordination of plans.

Growth outside the City has been piecemeal. A major cause of this piecemeal activity is the lack of planning and coordination between the County and the City.

Current policies of local public utility districts supplying services in the rural area around Creswell do not reinforce or support the concept of an "urban service" area.

Data is being collected by all levels of governmental agencies. However, a uniform system for cataloging and centralizing this data has not been developed, making it extremely difficult for the City to obtain this data and; once obtained, to interrelate the information into meaningful conclusions.

City officials have expressed a concern that residents of the area have not demonstrated interest in the development and livability of Creswell even when confronted with specific issues. On the other hand, residents have expressed a concern over the degree to which they can provide input to or influence city decisions which affect their lives. It is strongly apparent then, that a lack of communication between residents and their city officials has arisen from a lack of citizen involvement or vice-versa.

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The second part of the report deals with the financial situation of the organization. It gives a detailed account of the income and expenditure for the year and shows how the funds have been used. It also contains a list of the names of the persons who have contributed to the work.

The third part of the report deals with the administrative work of the organization. It gives a detailed account of the various committees and their work and shows how the organization has been managed during the year. It also contains a list of the names of the persons who have taken part in the administrative work.

The fourth part of the report deals with the work of the various committees and their work during the year. It gives a detailed account of the work of each committee and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the committees.

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The sixth part of the report deals with the work of the various societies and their work during the year. It gives a detailed account of the work of each society and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the societies.

The seventh part of the report deals with the work of the various clubs and their work during the year. It gives a detailed account of the work of each club and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the clubs.

The eighth part of the report deals with the work of the various associations and their work during the year. It gives a detailed account of the work of each association and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the associations.

The ninth part of the report deals with the work of the various unions and their work during the year. It gives a detailed account of the work of each union and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the unions.

The tenth part of the report deals with the work of the various organizations and their work during the year. It gives a detailed account of the work of each organization and shows how they have contributed to the work of the organization. It also contains a list of the names of the persons who have taken part in the work of the organizations.

Goals

Before firm statements can be made about the kind of life we would like and the kind of city we would like Creswell to be, it is necessary that common values and goals be identified and agreed upon. Only then can we determine where we want to go and make a real effort toward getting there.

Usually, the prospect of conflict and argument outweighs the need for a public body to solicit and recognize the values and goals commonly shared by the citizenry. Fortunately, Creswell's Planning Commissioners accepted this responsibility and despite the difficulty of the task and the frustrations they experienced when suspicions were aroused and agreement or compromise seemed impossible, they made an "all-out" attempt to identify the community-wide values and the goals commonly shared by the citizenry.

The first step in the Commission's search involved surveying the community's many residents to identify their individual, general values and goals. Next, the Commission had to determine which of these general values and goals were in fact commonly shared and could be agreed upon and which of these were not in conflict with the Commission's own factual findings.

The result of the Commission's efforts is the following objective statement and list of planning goals to be included in the preliminary Plan document for final adoption by the local citizenry and the City Council:

It is the primary objective of the City of Creswell to provide a pleasant, healthy, attractive and rewarding atmosphere for all those individuals and families who come to Creswell to live, shop, work, play, relax and learn. To ensure that the City's physical, social and economic growth and development is compatible with this primary objective, the citizenry of Creswell and their representatives have established this Land Use Plan and these Community Policies to be used as guidelines for decisions made both publicly and privately.

The Land Use Plan has been developed by the City of Creswell to graphically project future land use changes, growth and development into an integrated relationship with the land use pattern currently existing within and around the city area, and to illustrate the combination of activities, circulation, image and compatibility desired by the citizenry of Creswell.

The Community Policies have been developed to serve as a means for evaluating all proposed projects and programs in relation to Creswell's total desired development; and for incorporating those proposals which represent desirable improvements, while discarding current practices which experience and research have indicated are not desirable.

Creswell fully recognizes that it will have to adapt to changing growth patterns and to new concepts of development. The Land Use Plan and the Community Policies, therefore, should not be conceived as an inflexible blueprint for the future; but as a commonly adopted document which describes and attempts to direct the ever-changing development of the community in a way desired by its members.

It should be clear then that the Plan and the Policies are intended for use as a continuing decision guide in identifying Creswell's priorities.

Land Use Policies

In order to meet Creswell's foreseeable needs, the City and its citizenry should ensure allocation of land areas for specific activities according to the City's Land Use Plan and with consideration to public facilities and services.

In allocating land areas for specific land uses, every attempt should be made to (1) designate and preserve land areas of prominent and accessible location for public and quasi-public structures and facilities; to (2) designate and preserve adequate and suitable land for the expansion or development of desired commercial, business or light compatible industrial uses; to (3) designate and preserve for open space those areas of unique value for recreation, leisure or "breathing space"; and to (4) establish and preserve a residential density pattern that will produce pleasant, healthy and attractive concentrations of residences and that will not overburden the City's public facilities nor cause congestion.

In determining whether or not a proposed construction, project or development is in fact a desired improvement: Those proposals which are complementary and compatible with the surrounding activities should be encouraged; whereas, those which are not complementary nor compatible and those which create demand for unnecessary extension of costly public utilities should be discouraged.

Transportation Policies

The City and its citizenry should design and develop a safe comprehensive circulation system which serves Creswell and its surrounding area and which efficiently integrates transportation facilities to land use activities according to the City's Land Use Plan and with consideration to public facilities and services.

In designing such a circulation system, every attempt should be made to (1) provide free and uncongested routes between homes and places of shopping, employment and other non-residential activity and to discourage through traffic from passing through residential areas; to (2) provide, where necessary, for parking areas to meet the needs of the population and the facilities; and to (3) provide and promote safe and pleasant routes for traffic other than auto traffic.

In determining whether or not a proposed route or transportation facility is in fact a desired improvement: Those proposals should be discarded which (1) encourage scatteration of development in areas physically unsuited for development; which (2) encourage residential development in prime agricultural areas or areas with "open space" or recreational values; and which (3) disrupt existing residential neighborhoods.

Public Utility Policies

The City and its citizenry should design, develop and improve the Public Utility System in a manner which serves Creswell and its surrounding area and which promotes a balanced community according to the City's Land Use Plan.

Every attempt should be made for maximum utilization of existing utilities before extending or expanding the systems to other areas where conditions are appropriate and sufficient.

To ensure that public utilities are in fact extended in a logical and economic manner: Development in areas where utilities are already present and where there is vacant land available for development should be encouraged; whereas, those land division, annexation and other practices which promote development in areas prior to extending services should be discouraged.

Those who benefit directly or indirectly from their use should share equally the financial burden of extending public utilities.

Housing Policies

The City and its citizenry should make every attempt to assure a variety of dwelling types and to provide housing opportunities for the total cross section of Creswell's population.

Proper standards of design, construction, and maintenance should be promoted, but not to the extent that individuality and creativity is discouraged.

In determining whether or not a proposed dwelling or housing project is proper and desirable: Those proposals which are not compatible with present or foreseeable surrounding uses and those which do not insure some sense of privacy and a pleasant and healthful living environment, regardless of dwelling type, cost, or location, should be discarded.

Economic Policies

The City and its citizenry should make every attempt to develop and promote Creswell as a satellite community to the Eugene-Springfield Metropolitan area. The City should not be just a "commuter" or "bedroom" community but should have as much economic independence and diversity as possible.

Commercial Service Policy

The City and its citizenry should promote and preserve well-balanced and complementary commercial and business services, convenient facilities, and an enjoyable and attractive climate for Creswell's residents.

Industrial Policy

The City and its citizenry should encourage the installation and preservation of light compatible industrial establishments which would be most desirable for Creswell from both the social and economic standpoint.

Public and Social Service Policies

The City and its citizenry should provide for good access to all types of public and social services, either by bringing the services to the people or the people to the services.

Multiple and maximum utilization of the existing public facilities for public and social service programs and community activities should be promoted.

Recreation and Cultural Policies

The City and its citizenry should provide adequate recreational, leisure, and cultural facilities necessary for a sound and healthy community.

Those places and objects of historic value and cultural importance to Creswell should be protected, maintained, and displayed for the enjoyment of all.

Community Involvement Policy

The City and its citizenry should provide opportunities for, and encourage, all residents to fully participate in Creswell's activities and government and to enjoy and contribute to Creswell's natural and man-made environment.

Implementation Policies

The City and its citizenry should make every attempt to develop and achieve continuing coordination and cooperation of public and private agencies in regard to development policies, programs, and projects and to promote sound planning and desirable development by private enterprise.

The City should implement this plan and these policies through zoning and subdivision ordinances and other development, construction, and health codes and through a continuing program of public communication which keeps the City's objective and the citizenry's priorities constantly before the eyes of the public, its organizations, and its officials.

Conclusions & Recommendations

ASSUMPTIONS

In order to reach conclusions from background studies and to determine recommendations, it is necessary to rely upon certain assumptions - especially, when future conditions are evaluated.

The character of Creswell will probably continue to be predominantly residential with only limited supporting commercial development. Any industrial development will occur on the periphery of the city and be freeway oriented.

In the very near future, the policies of the County and the State will be to not allow any further development unless the minimum level of services is available ("Minimum level of services" includes community water supply, community sanitary sewers, electric power, police and fire protection, solid waste collection, streets with curbs, gutters and sidewalks, and parks.).

In regards to the Creswell area, a minimum level of services cannot be provided without annexation to the City (Lane County is not expected to assume this responsibility, especially in areas adjacent to cities.).

A trend toward higher population density is occurring as a result of residential preferences and public policies.

GROWTH

In order to deal more effectively with the problems of sprawl and scatteration of growth, the City could adopt a "compact growth" policy.

Basically, this means that growth would be met by filling in vacant land within the City and by redeveloping those sections of the City where people no longer want to live or own businesses. When outward expansion becomes appropriate and necessary, it should be channeled only into those rural areas adjacent to the City which presently have already begun to develop.

The purposes of recommending a "compact growth" policy are:

1. To prevent scattered or haphazard growth which increases the value of intervening vacant land to the point that the fill-in process is delayed; which makes it difficult to provide and finance schools, roads, water, sewerage, fire protection and other services provided by the public; and which brings financial hardship on the owners of undeveloped intervening properties.
2. To allow the City and public to capitalize on present investments in existing public utilities by encouraging the development of vacant land where services are currently available; the redevelopment of substandard, abandoned, and dilapidated structures within the city; and the reduction of the amount of utilities which are not being used efficiently.
3. To allow the City's residents to capitalize on their own individual investments in the community and to reinvest their public funds in critically needed improvement and updating of services and utilities; thereby making the City a more enjoyable and attractive community in which to live.

The principal means of implementing a "compact growth" policy is to control the location, timing and financing of the City's public investments for the provision of services and utilities. At the least, this should include control over school locations, sewage collection and treatment, water service and transportation facilities. In addition, for enhancement of living conditions, provision should also be made for parallel development of parks and open space.

Conclusions and Recommendations

The City should encourage and plan with Lane County to provide adequate and appropriate areas for people who are not engaged in full-time agricultural operations, but wish to live in a rural atmosphere and still have access to urban services. Such rural residential areas are not appropriate in productive agricultural areas which should be retained for full-time agricultural use, nor within the City's "service" area which should be designated for compact growth. Rural residential activity then, should be designated in the city's surrounding non-agricultural, rural areas provided, however, that provisions are made for future, orderly development when urban facilities become available. A word of caution: animals which are typically kept in rural residential areas pose as great, if not greater, sanitation problems to humans. Hence, a large lot does not imply that the owner can keep, for example, a horse on the property.

INDUSTRY

A study program to evaluate the possibility of future industrial development should be undertaken as soon as possible by Creswell.

The excess land currently zoned industrial should be zoned for specific and appropriate purposes.

The tourist industry should be regarded as a potential, but small, part of the local economy.

The City should adopt a policy that any new industrial activities that locate in the Creswell area be limited to only those which broaden and improve the local employment base and which do not detract from the enjoyable and attractive assets of the area.

The following minimum locational standards should be used in designating specialized industrial locations for the Plan.

1. Access to an arterial road or the freeway is foreseeable or immediately available. Access generating traffic through areas planned for residential and commercial uses should be avoided.
2. Industries should be grouped and located so that they may be adequately served by commercial transportation facilities and major utilities including electric power lines, trunk sewer lines, trunk water lines, trunk gas lines, and fire and police facilities. The provision of such facilities should not create: (a) excessive burdens on such services; (b) the lowering of service levels in the vicinity; or (c) excessive or unreasonable financial burdens on other properties in the vicinity.

3. Sufficient natural or man-made features exist or can be provided in the development process so as to otherwise insure compatibility with adjacent areas, considering, among other factors: (a) prevailing winds; (b) noise, water and air pollution; (c) physical character of the anticipated development such as off-street parking, openness and attractiveness of the setting, location and height of structures, and landscaping; (d) natural hazards such as flooding, drainage and geological conditions.

The City should avoid premature industrial location when it would lead to curtailment of agricultural production and loss of open space, or in other ways be in conflict with the goals and objectives of the Plan.

HOUSING

Solutions must be sought for increasing and dispersing the supply of sound housing for low- and moderate-income families and individuals. A local citizen's committee should be initiated to study this problem.

The City should plan for and encourage multi-family and elderly housing in specific areas.

Mobile home parks and subdivisions should also be encouraged; yet, the standards for such must be upgraded.

Minimum safety and occupancy standards for housing should be adopted (ideally, they should be the same throughout the region).

The older homes in Creswell that are well kept and restored add a great deal to the City. However, some older houses need repair and should be taken care of. In addition, abandoned and dilapidated homes in the City should be replaced. Such objectives should be included in the Plan.

COMMERCIAL

Creswell should strive to obtain a broad and diversified commercial base, with minimum of overcrowding. Diversification of commercial residential services is desired. To this end, the City should recognize its relationship to the larger, metropolitan commercial activity and in this context, provide with the Plan the framework for local commercial growth.

The land zoned for commercial uses should be correlated with the growth projections and should be located both to conveniently serve the population and to implement the City Plan's objectives.

Conclusions and Recommendations

The regulations pertaining to the commercial zones utilized by the City, should provide for the gradual removal of existing land uses which are incompatible with commerce in the commercial zoned districts.

The City should encourage reinvestment in, and redevelopment of the older commercial district as a vital center of the Creswell area. In regards to such redevelopment, provisions for off-street parking and unloading areas should be developed. Such objectives should be reflected in the Plan objectives.

Until sewage facilities are programmed for this area, use of land east of Interstate "5" as a "freeway commercial" district is not recommended.

RECREATION

As it is centrally located and within easy walking distance of most of the homes in the City, the old school site should be acquired and developed as a central city park and picnic area.

The Garden Lakes vicinity should also be acquired and developed. Its location and its physical characteristics make it ideal not only for local, but also tourist recreation and relaxation activity.

To preserve the prominent landmark for future aesthetic and open space utilization, a plan for outright purchase of the Creswell Butte should be developed as soon as possible.

A plan for the retention of other open space where development is either undesirable or physically unlikely, should also be developed using means appropriate to each circumstance: outright purchase, conservation easements, zoning, tax policies.

A local school-park cooperative agreement and working arrangement between the City and the school district should be initiated to insure that permanent recreation facilities can be an integral part of the community's life. Such an objective should be included in the Plan.

The City should make provisions which require subdivision developers to dedicate land with their subdivision for public park development or else pay a fee in lieu of such dedication for park site acquisition that would serve the subdivision.

PUBLIC SERVICES AND FACILITIES

Until coordinated plans, programs and budgets for extension have been developed by year and by geographic area, public utilities, services and facilities should not be extended beyond the current

service area to adjoining areas where the full range of services are not available. To this end, the timing and location of public school construction and electric and gas extension should be related to and not out of sequence with the extension of the City's public services and facilities. Obviously, such a policy cannot be implemented without the full coordination and cooperation between the City, the County, the school district and the other local public utility agencies. The City should undertake immediately, efforts toward such coordination and cooperation.

In general, the City's residents subsidize the extension of facilities to new subdivisions. The City should immediately take steps to update the subdivision ordinance to insure that the amount of city subsidies for facilities in future subdivisions are minimal. (However, this should not preclude subsidies where a development implements the goals and objective of the Plan.) In line with this recommendation, a system of user charges for public services should be incorporated to provide for both operation costs and the future improvement or replacement of obsolete facilities.

More medical and health care of all types are needed. A local citizen's committee should be initiated to study possible solutions. Such a study should stress the urgent problems of emergency aid.

The City should take the steps necessary to prevent disposal of waste material into the drainage system.

In addition to the above, consideration should be given to the following:

Every city is responsible for providing a multiplicity of services. Also, the normal functioning of the City necessitates expenditures for certain necessary supplies. Creswell has been particularly fortunate thus far in that many of its residents have contributed time and labor and materials generously. This has enabled the City to economize in many areas.

However, if the City of Creswell is to extend and improve the level of services, increased expenditures will be necessary. Any substantial growth within the City would further increase the extent of services required, and consequently, the amount of money that would have to be spent.

The cost of providing some services decreases greatly as the extent of their operation increases. In some instances, the task of providing these services can be shared with a larger governmental unit on a contractual basis, at a cost far below what the city itself would have to spend. Mr. Robert Elfers,

Administrative Assistant to the County Commissioners, has indicated that Lane County is willing to work out such arrangements with cities. Some of the services that could be handled in this manner are the following:

- (a) Planning
- (b) Zoning and subdivision administration and building and sanitation inspection and administration
- (c) Street maintenance (for construction of new streets, the County has found it cheaper to put the work up for competitive bids. However, routine maintenance is most economically performed by the County.) In addition to actual street surface maintenance, such jobs as sign repair, stripping, ditch cleaning and weed spraying could be included.
- (d) Police protection
- (e) Park maintenance

TRANSPORTATION

The transportation portion of the Plan should deal with all aspects and forms of transportation--including automobile, trucks, the airport, the railroad, public transit, bicycles, and pedestrians. Of primary concern is that the local transportation system be redesigned and improved in such a manner that it will effectively and efficiently interconnect the various activities of the Creswell area.

In addition to eliminating some specific traffic hazards, the following actions should be undertaken in regards to vehicular traffic within the City.

1. Plans should be developed to reduce the concentration and smooth the flow of traffic through the commercial districts during "rush hours".
2. The major collector streets in the City should be improved and maintained in such a way that through traffic can move expeditiously and safely.
3. Non-collector, residential streets should be designed to be compatible with residential needs rather than with the needs of the automobile. Specifically, discourage unnecessary circular or through traffic in residential areas.

Sidewalks should be installed by the developer for all new developments. Where sidewalks do not currently exist on developed property; plans, programs and methods of financing should be developed to provide sidewalks.

IMPLEMENTATION

Immediately following the adoption of the Plan, the City's zoning and subdivision ordinances should be reevaluated and updated to be more consistent with the Plan's policies and with newer practices of land use and development control.

The older commercial district and its surrounding area should be identified on the Plan as an "opportunity" or "redevelopment" area. Although the desired priority land use would be indicated on the Plan, the ultimate design and procedures for redevelopment should be influenced primarily by the preferences of owners and occupants of the designated area and the capability of local organizations to implement solutions. In addition, other specific areas in the City can also be designated as an "opportunity" or "redevelopment" area.

The Plan should be reviewed and reevaluated periodically by the Planning Commission and the City's citizenry. The Planning Commission must be responsible ensuring that the review is completed and that appropriate changes to the Plan are recommended to the City Council. The review should include, at minimum, the following:

1. Evaluation of progress in the implementation of the Plan with special emphasis on the:
 - (a) attainment of the goals and objectives
 - (b) extent to which the recommendations are being followed or developed
 - (c) administration and application of plan policies
2. General review of the findings and basic research information and data.
3. Recommend subsequent studies and plans and the establishment of priorities.
4. Recommend additions and amendments or alterations to the Plan and/or its administration and application.
5. Public hearing(s) by the Planning Commission on all recommended additions and amendments or alterations to the Plan.

Citizen participation should be utilized in finalizing the Plan and should be continued, expanded and strengthened in future review procedures for this Plan as well as in new phases of the planning program or in special study programs. Updating of city ordinances are currently underway.

APPENDIX A

BRIEF SUMMARY OF CONCERNS EXPRESSED BY RESIDENTS OF THE CRESWELL AREA PARTICIPATING IN LOCAL "PLANNING FOR PEOPLE" MEETINGS, OCTOBER THROUGH DECEMBER, 1971.

I. GENERAL CONCERNS

- maintain district's individuality, scenic values, and rural atmosphere
- inevitable population growth requires planning to maintain quality of living and to improve economic values

II. LAND USE AND DESIRED GROWTH

- restrict residential use to areas between Class I farm land and the forested hills
- public services to scattered development be paid for by developers and users
- retain the best land for farm use
- use marginal farm land for rural type residential
- industry and commercial uses are needed, but keep out those which pollute air, water, and scenic elements
- centralize industry in marginal areas, rather than scattered through areas appropriate for other uses
- proper management and reforestation of forested hill lands; justifies tax incentives

III. PUBLIC SERVICES

- financially improve and support police protection
- plan future roads for proper location and environmental consideration
- better transportation for metro commuters
- improve and revise property taxing practices
- a swimming pool is needed near the high school when the area can afford one
- further study is needed on the local airport development and its effects

IV. ENVIRONMENT

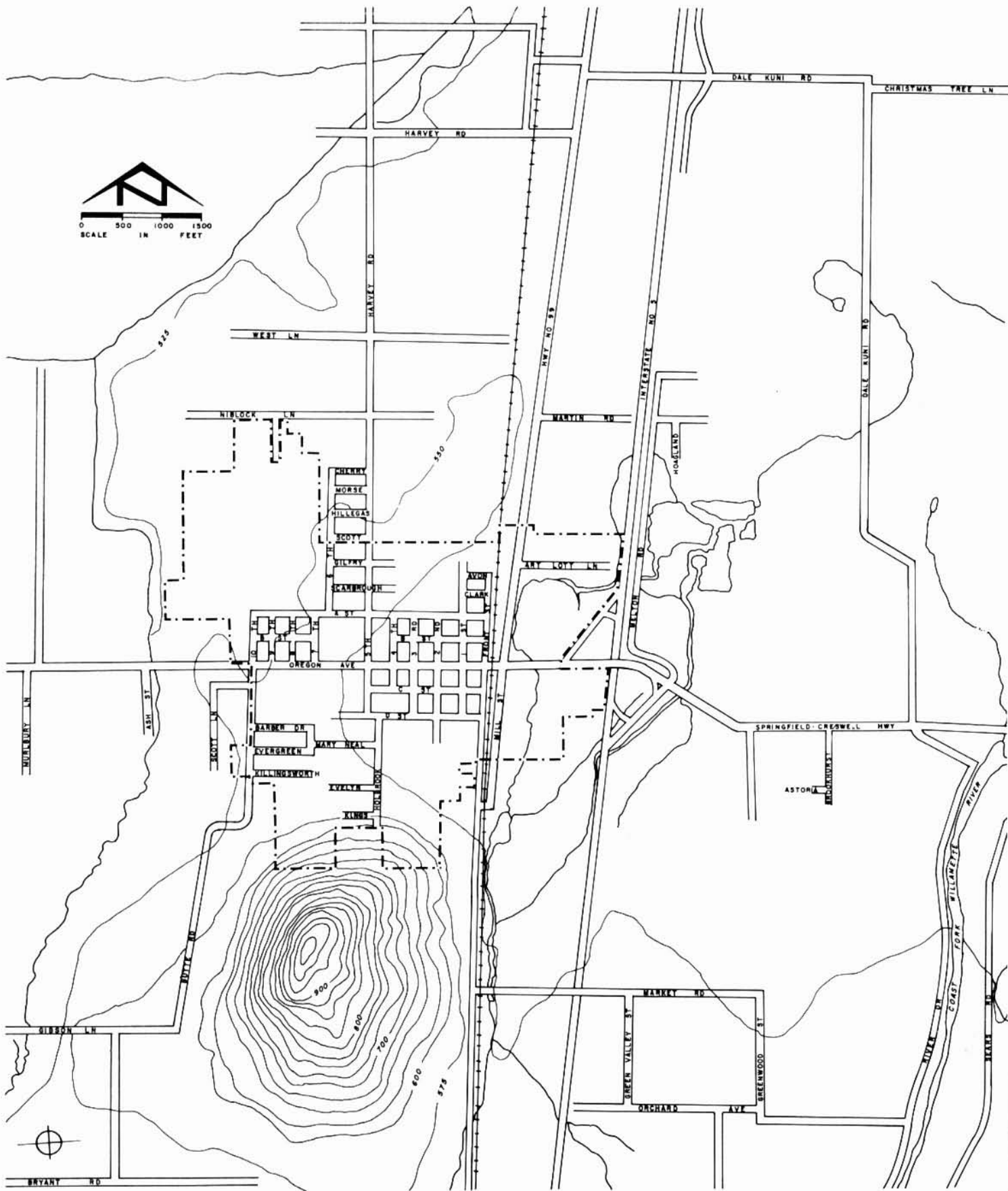
- water...clean it up and keep it clean
- Greenway Park is possible on the coast fork of the Willamette at the junction of the freeway and River Drive
- County should fulfill its obligation at the Creswell landfill and follow with a park and campsite

V. HUMAN NEEDS

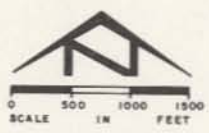
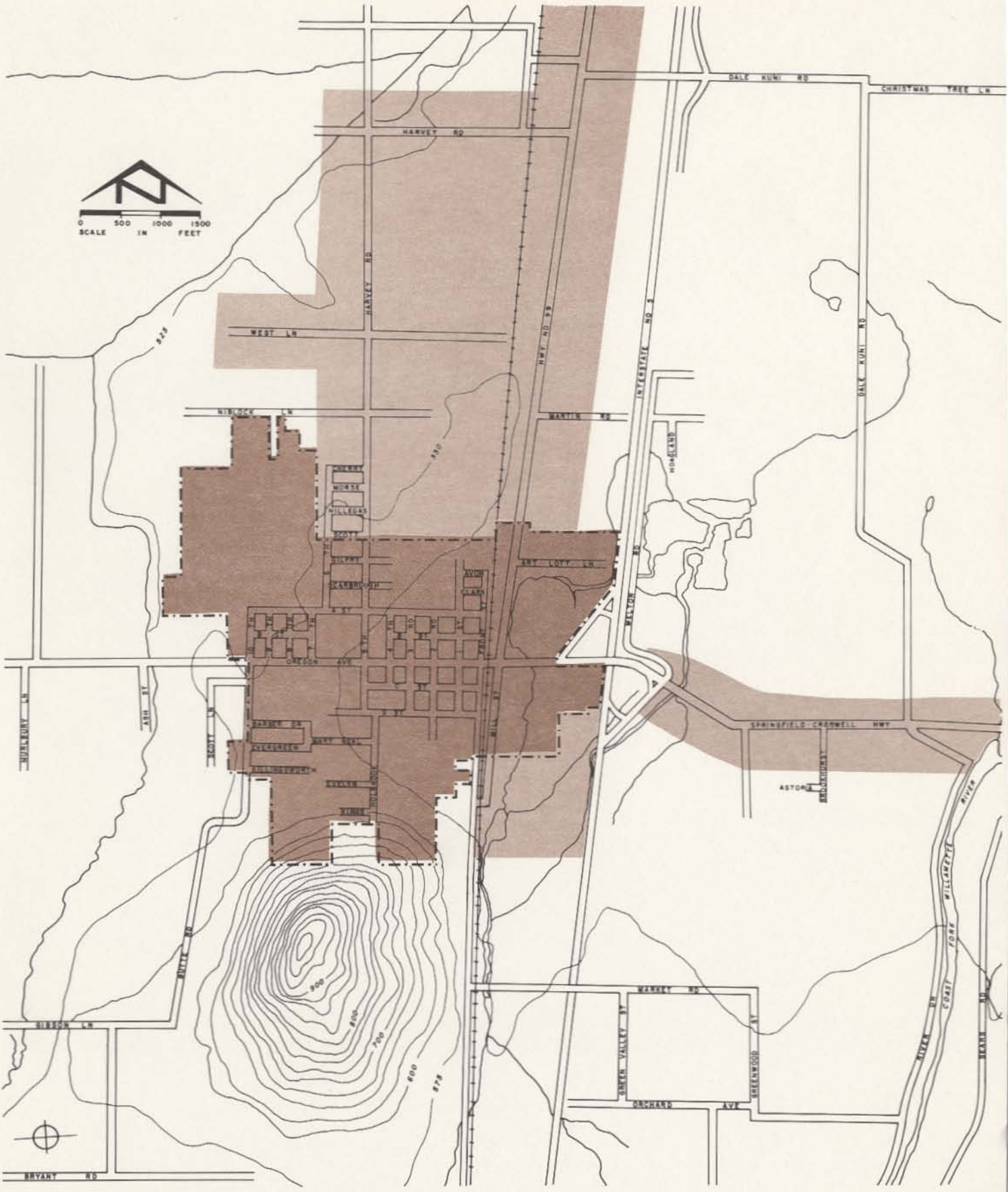
- develop a recreational plan to encourage tourists into the area and to satisfy local needs
- jobs are needed
- need for all types of housing
- additional primary classrooms are needed
- multiple use of school facilities for all ages
- get the burden of educational financial support off property taxes
- on-the-job vocational training is needed

VI. OTHER CONCERNS

- enforce environmental laws
- more equitable appeal procedures be developed for zoning and Planning Commission decisions
- County accept legal liability for zoning appeals and court litigation resulting from the application of zoning laws
- tax land on productivity rather than on market sales value



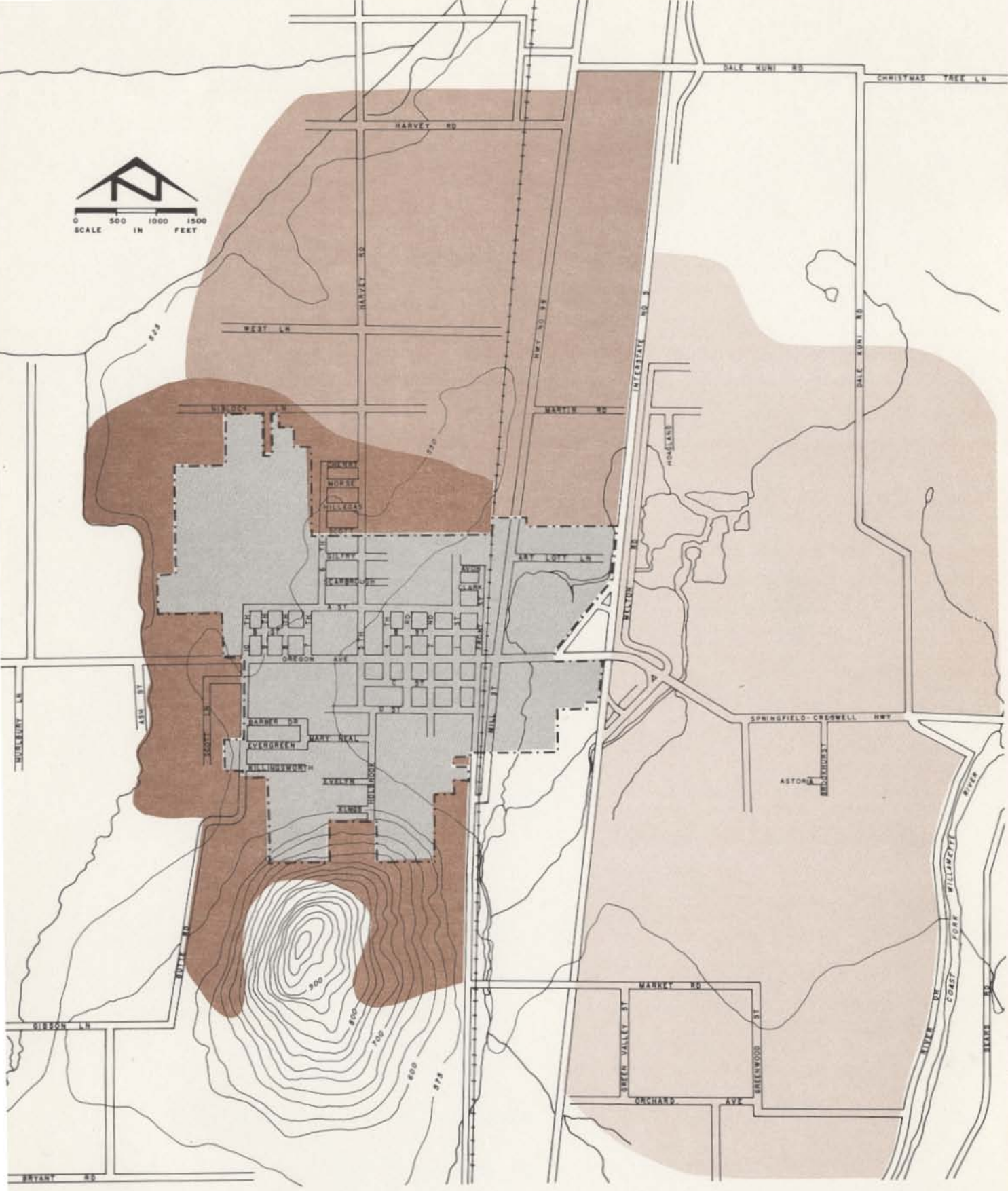
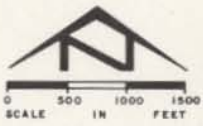
MAP 1



- COMMUNITY SEWAGE AND WATER
- COMMUNITY WATER

CURRENT SERVICES

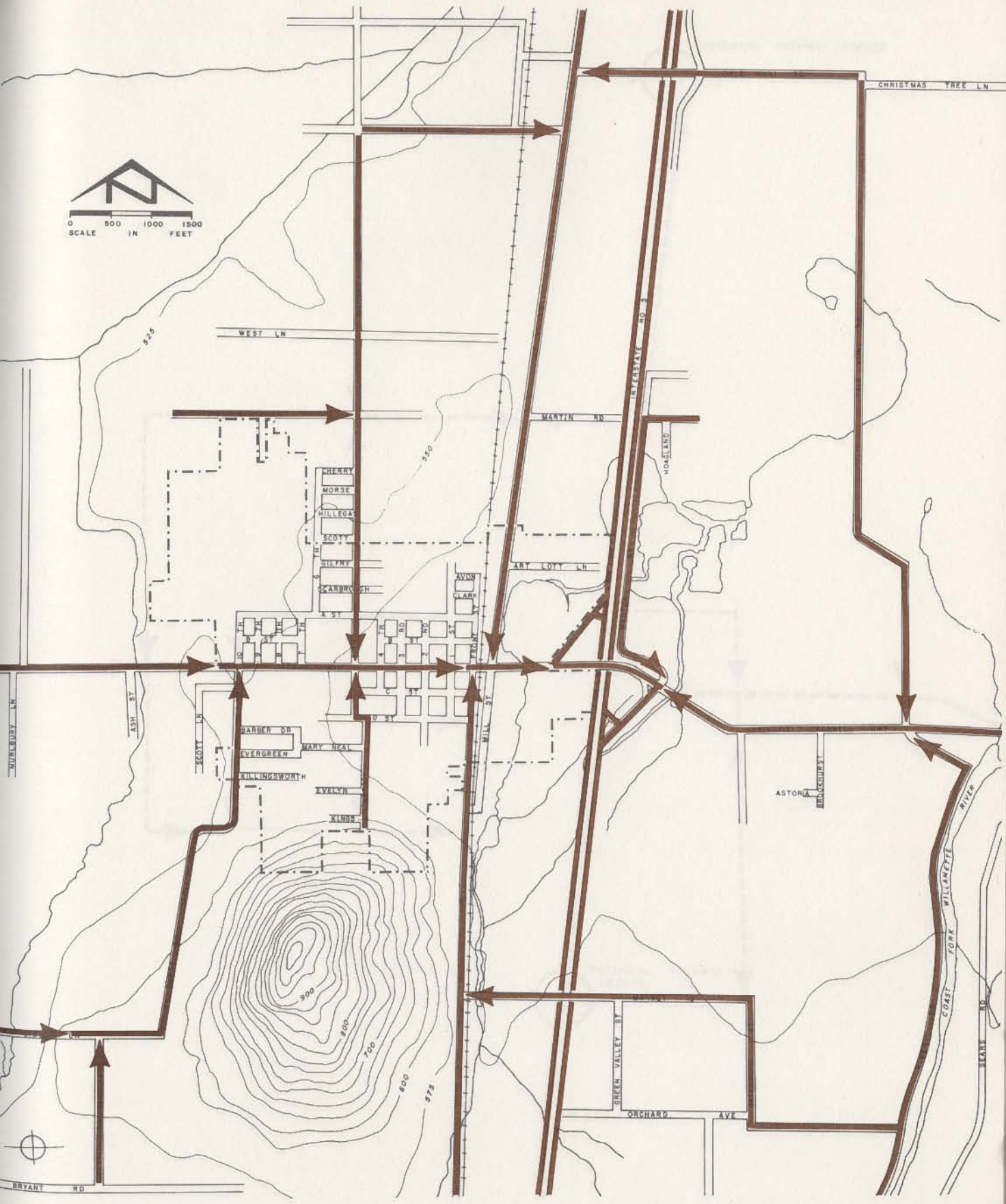
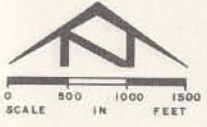
MAP 4



- CURRENT SERVICE AREA
- 1ST STAGE OF EXPANSION
- 2ND STAGE OF EXPANSION
- 3RD STAGE OF EXPANSION

**PROBABLE CITY SERVICE
EXPANSION**

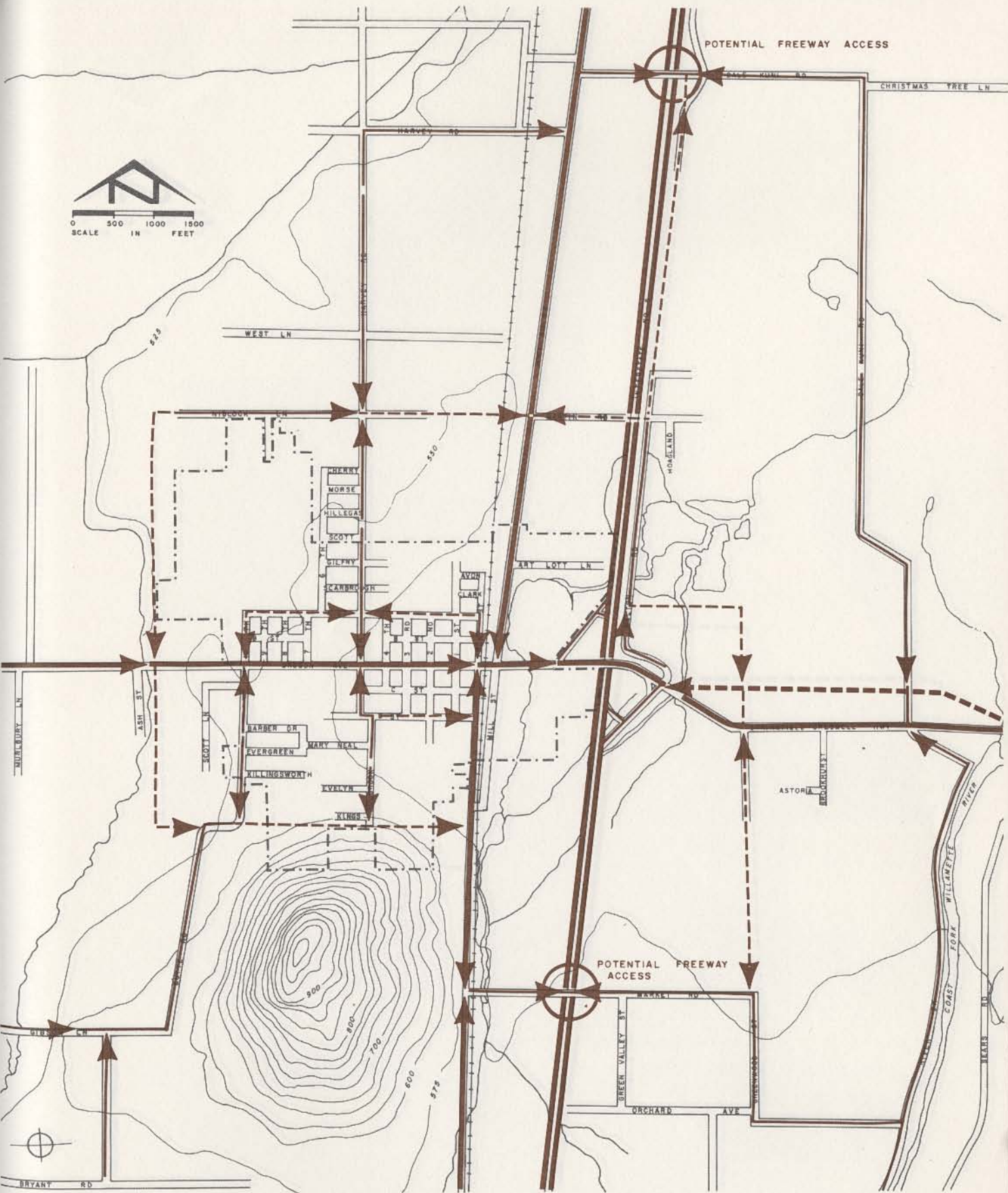
MAP 5



CURRENT COLLECTION
SYSTEM FOR
FREWAY DESIGNATION

ROAD PATTERN (A)

MAP 6

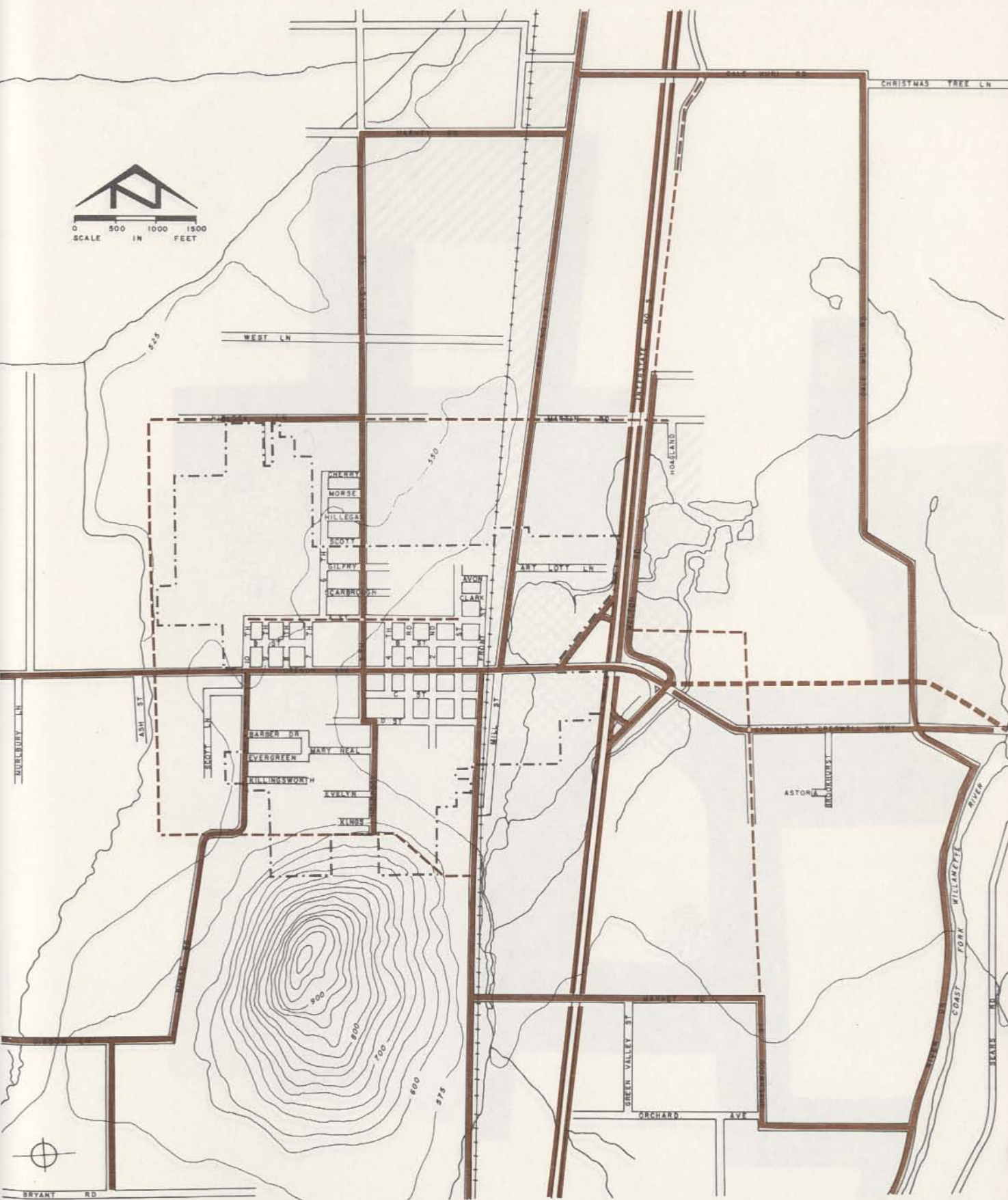
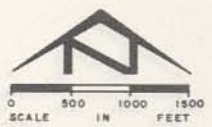


IDEAL COLLECTION
SYSTEM FOR
FREEWAY DESIGNATION

-  EXISTING
-  NEW OR IMPROVED COLLECTORS
-  NEW HIGHWAY-CONTROLLED ACCESS

ROAD PATTERN (B)

MAP 7

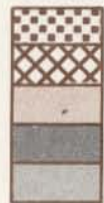
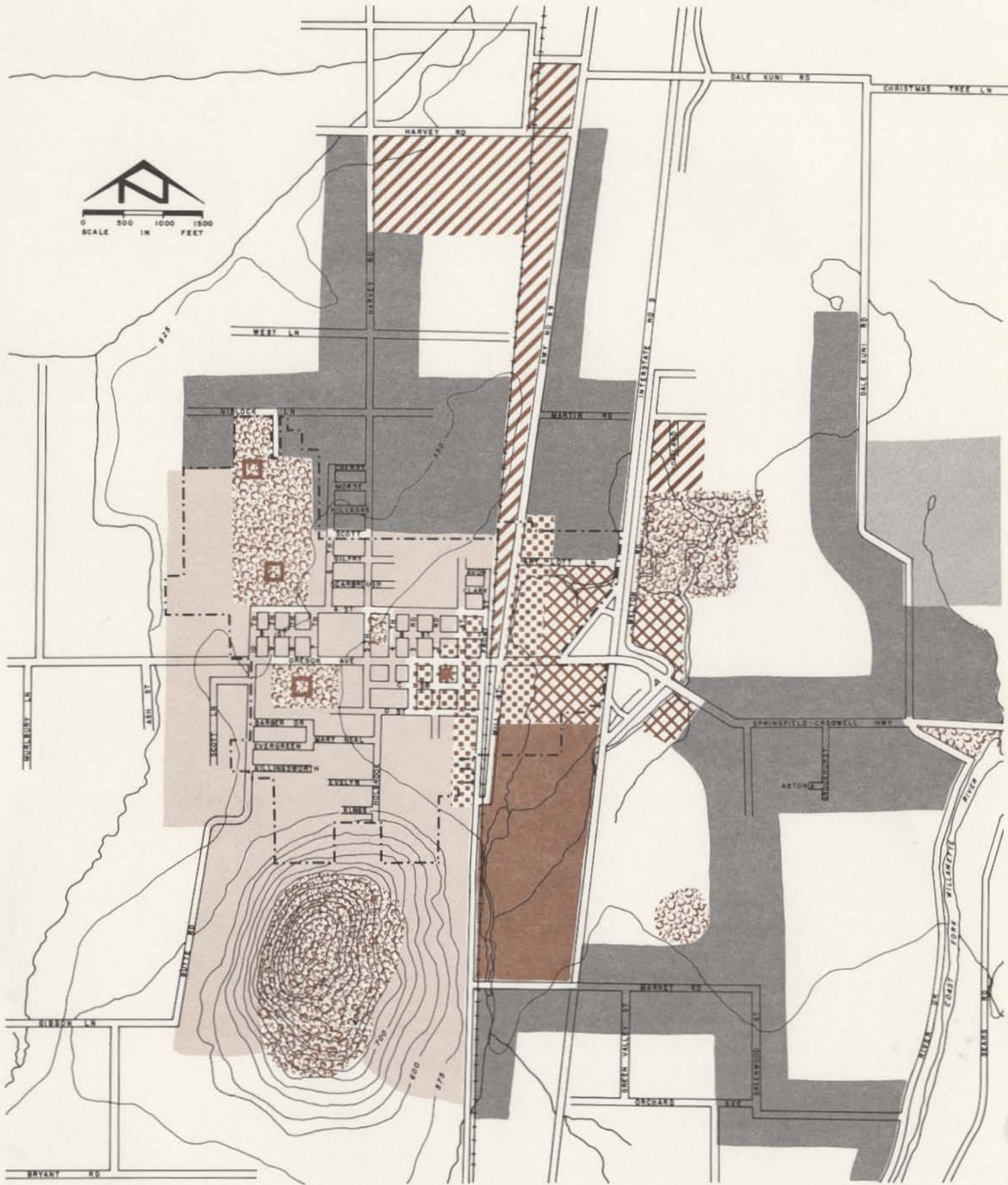


PROPOSED COLLECTION SYSTEM FOR FREEWAY DESIGNATION

- EXISTING
- - - NEW OR IMPROVED COLLECTORS
- · - · - NEW HIGHWAY-CONTROLLED ACCESS

ROAD PATTERN (C)

MAP 8



COMMUNITY-COMMERCIAL
 FREEWAY COMMERCIAL
 URBAN RESIDENTIAL
 RURAL RESIDENTIAL
 PLANNED RECREATIONAL-RESIDENTIAL

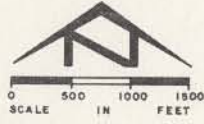


LIGHT INDUSTRIAL
 HEAVY INDUSTRIAL
 PARK/PLAYGROUND
 SCHOOL
 CITY-COMMUNITY CENTER

PROPOSED LAND USE DESIGNATION

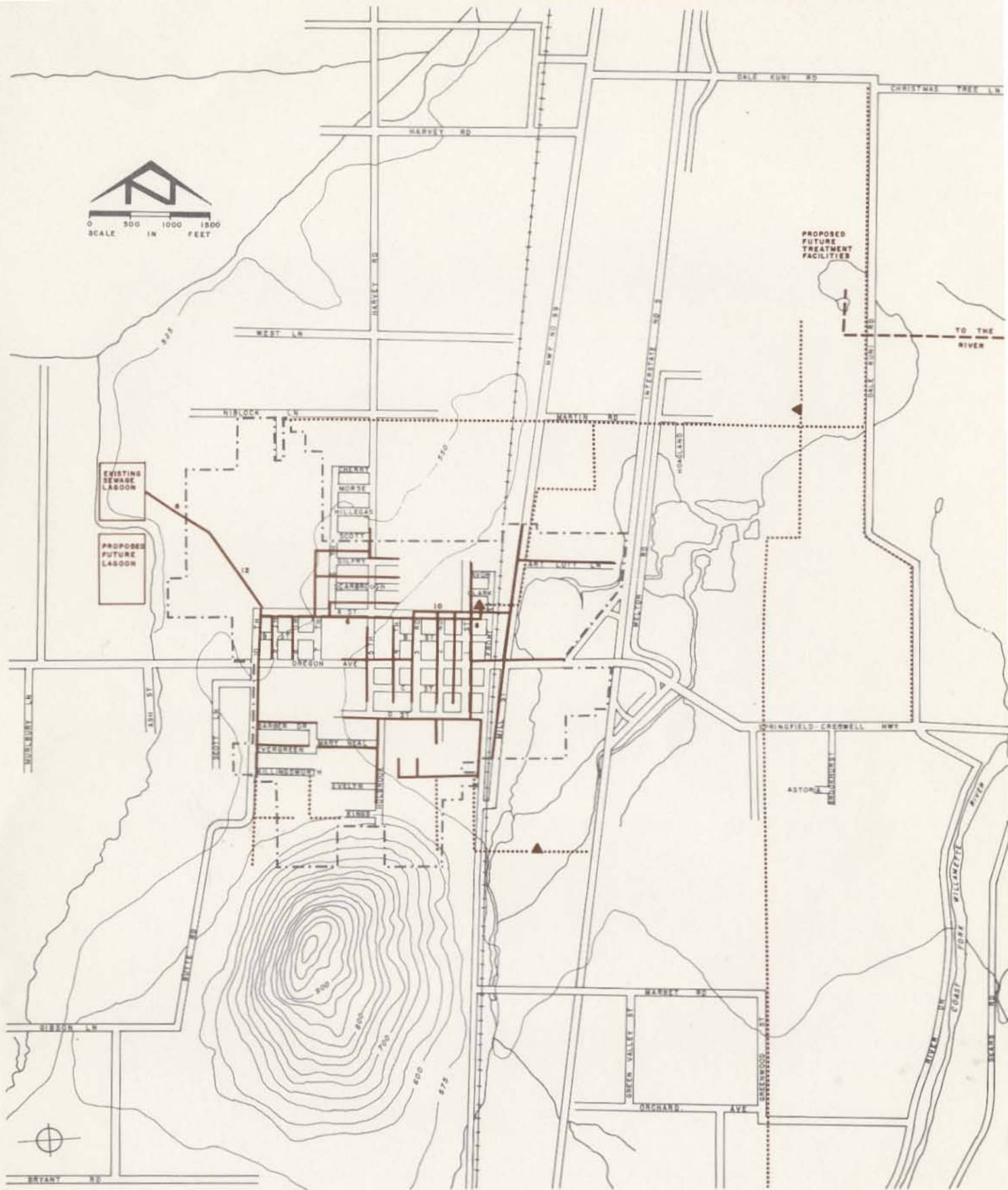
MAP 9

CORRESPONDING TO FIRST STAGE OF CITY SERVICE EXPANSION



- EXISTING SYSTEM
- PROPOSED PHASE 1
- - - - - PROPOSED PHASE 2

PROPOSED WATER SYSTEM



- EXISTING SYSTEM
- PROPOSED COLLECTOR TRUNK
(BRANCH LINES NOT SHOWN)
- - - - - PROPOSED OUTFALL
- ▲ PUMPING STATION

PROPOSED SEWER SYSTEM
MAP 11