



# Creswell Downtown Plan

Prepared for  
The City of Creswell  
P.O. Box 276  
Creswell, Oregon 97426

Prepared by  
Lane Council of Governments  
99 East Broadway, Suite 400  
Eugene, Oregon 97401

**May 2001**

# Acknowledgments

This plan was developed by Lane Council of Governments (LCOG) with the guidance of the City of Creswell, the Downtown Creswell Citizen Advisory Committee, and the ODOT/DLCD Transportation Growth Management Program.

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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This Plan was adopted by the Creswell City Council  
under Creswell Ordinance Number 402 on May 29, 2001.



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# Introduction

The City of Creswell (City) and the Lane Council of Governments (LCOG), in coordination with the Oregon Department of Transportation (ODOT), initiated a planning process for Creswell's downtown in August 2000. The project was funded by a grant from the ODOT/Department of Land Conservation and Development Transportation Growth Management (TGM) Program, with matching funds provided by the City in the form of in-kind services.

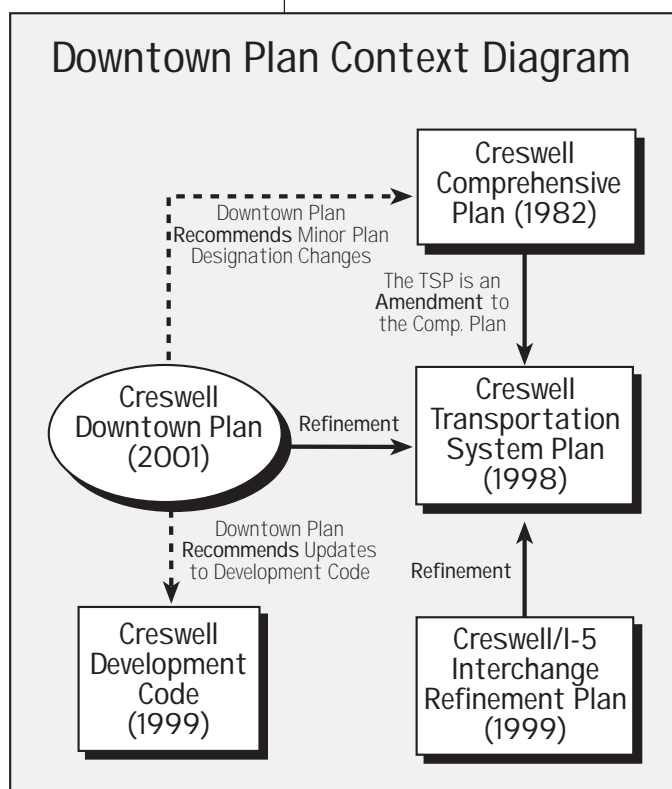
This Plan was created in close consultation with the Downtown Creswell Citizen Advisory Committee (CAC), a nine-member committee that met on a monthly basis. The Plan creates a vision for Creswell's downtown and will be the basis for future transportation-related capital improvements and land uses in the downtown.

The proposed projects shown in this Plan are intended to be a refinement to Creswell's *Transportation System Plan (TSP)* which was adopted in 1998. The actions in this Plan do not obligate or imply obligations of funds by any jurisdiction for project level planning or construction. However, the inclusion of proposed projects and actions does serve as an opportunity for the projects to be included, if appropriate, in documents such as the State Transportation Improvement Program (STIP) and allows the City to pursue funding opportunities as they arise.





The land use design guidelines and standards presented in this Plan will ultimately be incorporated into the *Creswell Development Code* where they will become legally binding. The guidelines and standards will also serve to guide business and property owners as they remodel and improve the downtown buildings in the future and will help provide clear direction to the Planning Commission and City planning staff as they review future downtown development proposals.

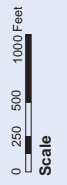
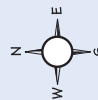
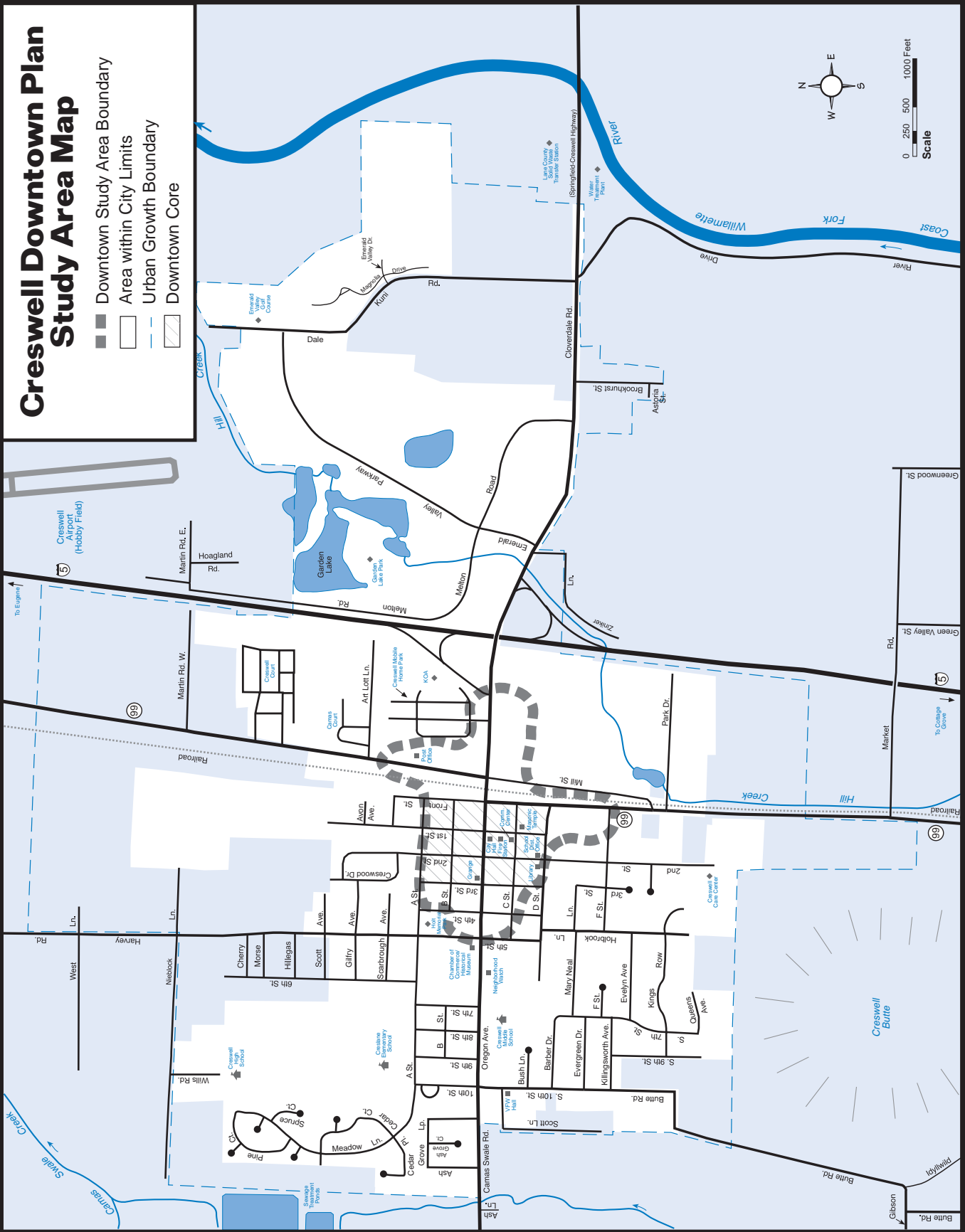
## Plan Context

The *Creswell Downtown Plan* is a refinement to the *Creswell TSP*. The *Downtown Plan* conforms to all *TSP* goals and policies, but provides much greater detail on proposed transportation improvements for the downtown area. The land use component of *Downtown Plan* also makes recommended revisions to the *Creswell Development Code* (1999), particularly for the downtown commercial zone, and recommends some minor plan designation changes that will be considered as the City updates its *Comprehensive Plan* (1982).



# Creswell Downtown Plan Study Area Map

-  Downtown Study Area Boundary
-  Area within City Limits
-  Urban Growth Boundary
-  Downtown Core





The *Downtown Plan* also reflects projects proposed under the *Creswell/Interstate 5 Interchange Refinement Plan*, which was produced by ODOT and adopted by the City in 1999. This Plan recommends long-range improvements along the state highway segments in the City including Highway 99, the I-5 Interchange, and Oregon Avenue between I-5 and Front Street (see Appendix E). The proposals in this Plan are reflected on the Existing Conditions Map located on page 9.

## Study Area

The project study area was the entire City of Creswell. The City's overall transportation system, connections between the downtown and residential areas, and the relationship between the downtown and other commercial areas are all important factors for planning in the downtown. However, the primary study area covers approximately 48 acres and is located generally along Oregon Avenue between the I-5 Interchange and 5th Street, and along Highway 99 between Art Lott Lane and F Street (see Study Area Map).

## The Planning Process

Citizen involvement was an important component for the development of this Plan. The Plan development was guided by a nine-member CAC, which was approved by the City Council on July 10, 2000. The CAC represents a range of downtown business and property owners, residents, and a representative from both the Planning Commission and the City Council. This group met on a monthly basis between August 2000 and February 2001 and each CAC meeting was open to the public. Staff from ODOT and the TGM program have also provided valuable technical assistance throughout this project.

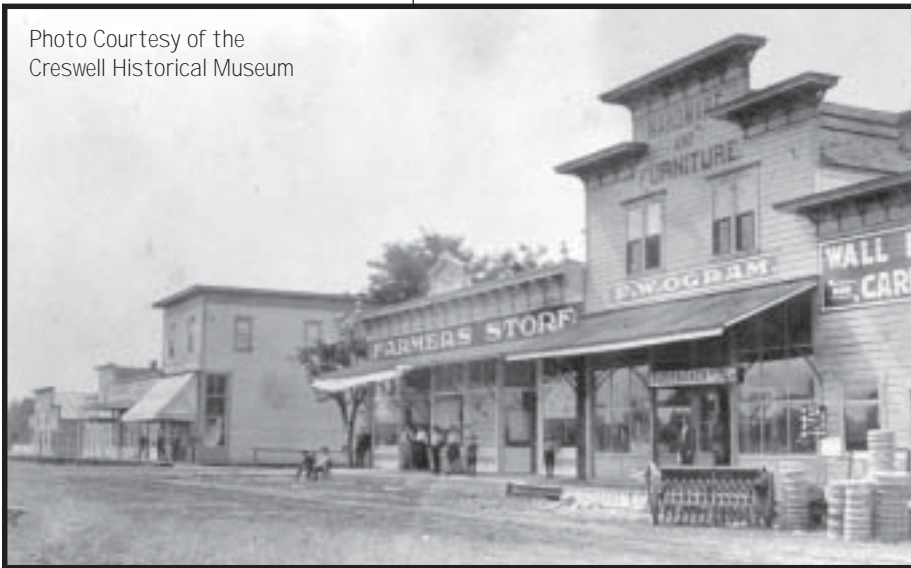
Public involvement activities included the following:

- An issues survey was mailed out to 350 business and property owners and residents within the downtown study area. The survey was also published in the *Creswell Chronicle*. A total of 51 responses were received.
- A public workshop on downtown design principles (sponsored by TGM) was held at the Community Center on September 19, 2000. This event was advertised through posters and a display ad in the *Creswell Chronicle*. Approximately 35 people attended this event.
- A public workshop was held on February 13, 2001, to present the *Downtown Plan* concept and receive feedback. This event was advertised through posters, a display ad in the *Creswell Chronicle*, a mailing of approximately 300 post cards, and by CAC members going door to door to downtown businesses. Approximately 50 people attended this event.
- A presentation of the *Downtown Plan* concept was given to the Creswell Chamber of Commerce/Kiwanis on May 8, 2001.
- The Planning Commission and City Council held a joint public hearing on May 29, 2001 (Plan was adopted - Ordinance 402).

## Background

The city of Creswell is located approximately ten miles south of the Eugene-Springfield metropolitan area and approximately ten miles north of Cottage Grove. Two state highway facilities (the Goshen Divide Highway/Highway 99 and the Oregon Avenue/Cloverdale Road) join here and serve as part of the *main street* through the center of town. An interchange on I-5 also joins these highways and provides freeway access to the city.

Photo Courtesy of the  
Creswell Historical Museum



Historically, Creswell's downtown was oriented around the railroad and most commercial development in the early days of Creswell was situated along Front Street and Oregon Avenue. Photo shows Front Street in 1905.

Creswell was first settled in 1872 by Alvin Hughes and James Robinett. In 1873, the Creswell Post Office opened and Ben Holladay of the Oregon-California Railroad Company named the city after John Creswell who was then the Postmaster General. The City was incorporated in 1909. During the early 1900s, downtown Creswell was oriented along the railroad as shown in the photo of Front Street (left).

Over the past 50 years, land development patterns have not changed much while the population has grown steadily. The 1999 population of 3,280 is five times the 1950 population of 662. Current projections indicate this population is expected to grow to 5,400 people by the year 2015. During the last eight years the City has experienced an average growth rate of about 3.3 percent. This rate of growth is higher than most other cities in Lane County. Recent growth within the city has mostly focused on residential development. Within the last year, the Planning Commission approved a 96-lot subdivision to be developed in two phases not far from downtown Creswell. Recently there has been increased interest in commercial and resort commercial sites across I-5 from the downtown area.

In August 1998, the Creswell City Council adopted a TSP funded in part through Highway 99 Corridor Planning Funds. As part of this Plan, ODOT developed a Refinement Plan for the Creswell I-5 Interchange. Also in 1998, the city completed a Strategic Plan focusing on economic development.

# Existing Conditions

## Road System

Two state highways, Highway 99 (Goshen-Divide Highway) and Cloverdale Road/Oregon Avenue pass through the downtown study area. Highway 99 runs north-south and jogs at Oregon Avenue for one block as it crosses the railroad tracks. These two state roadway segments, along with Oregon Avenue to the west of Highway 99 (a City roadway), are all classified as arterials under the adopted TSP. Mill Street, D Street, and First Street north of Oregon Avenue are classified as minor collectors, and the remainder of the streets within the study area are classified as local.



Oregon Avenue at Second Street looking east

## Traffic Volumes

Based on 1999 data, the highest traffic volumes in the study area occur in the segment of Oregon Avenue between Mill Street and Front Street where Highway 99 traffic is combined with traffic moving from I-5 into the downtown via Oregon Avenue. The average number of daily trips in this area is 14,400. Between I-5 and Highway 99, Oregon Avenue carries an average of 8,700 daily trips; Highway 99 north of I-5 carries an average of 5,600 daily trips; Highway 99 south of Oregon Avenue carries an average of 6,300 daily trips; and Oregon Avenue at Tenth Street carries a daily average of 2,450 trips.

## Accidents

Within the study area, two intersections have had a relatively high incidence of traffic accidents. These are:

### **Oregon Avenue (I-5 to Front Street)**

The roadway segments along Oregon Avenue from the Interstate-5 interchange to Front Street currently experiences a low to moderate level of congestion. This situation is aggravated due to the location of railroad tracks within this stretch and due to the fact that Highway 99 makes a jog from Mill Street to Front Street in this location. Between January 1991 and October 1996, a total of 18 accidents occurred at the signalled intersection of Oregon Avenue and Highway 99/Mill Street, making this the most accident prone intersection in the city. As traffic volumes increase, the situation will likely worsen. ODOT completed a refinement plan for this area in 1999 which, when implemented, should greatly improve the safety and congestion problems in this area. The Plan calls for improved pedestrian and



The intersections along Oregon Avenue at Front Street and Mill Street are currently two of the most dangerous in the city with Highway 99 jogging across the railroad in this location.

bike facilities, a rebuilt highway bridge (to modern urban standards), realignment of the I-5 ramps, re-routing Highway 99 along Mill Street east of Oregon Avenue, and eventually converting Oregon Avenue to a five-lane segment from the I-5 ramps to Mill Street as traffic volumes dictate. However, these proposed improvements are not likely to occur within the near future due to funding constraints (see Appendix-B for details on the *I-5 Interchange Refinement Plan*).

### Front Street at Oregon Avenue

Front Street is located about 40 feet west of the railroad tracks. Currently, Highway 99 jogs onto the southern extension of Front Street from Oregon Avenue. The intersection is currently marked with a yellow flashing signal and a three-way stop, with traffic permitted to make right-hand turns from Front Street onto Oregon Avenue without stopping. This tends to cause confusion for drivers unfamiliar with the intersection. The segment of Front Street north of Oregon Avenue presents difficult traffic issues for drivers wanting to enter Oregon Avenue from the north due to traffic volumes and the grade change between the tracks and Front Street (approximately ten feet). Between January 1991 and October 1996, a total of eight accidents occurred at this location, making this the third most dangerous intersection in the city.



### Bicycle System

Currently, there are no designated bicycle facilities in the city. Often, bicyclists use the sidewalks along the busier streets, which cause hazards for both pedestrians using the sidewalks as well as

With its flat terrain, downtown Creswell is well suited for bicycle travel. Currently, lack of bicycle facilities prevents safe access to businesses and residences in the area.

cars pulling out of parking areas not expecting bikes to be using the sidewalks. Bicycle access to the businesses along Highway 99 and Oregon Avenue can be hazardous because there are no bike lanes or shoulders, and traffic volumes and speeds are relatively high. Angle parking along Oregon Avenue between Front Street and Fourth Street utilizes much of the public right-of-way (38 feet) and therefore, adding bicycle lanes in this area is not feasible unless the current parking configuration is modified.

With its flat terrain, the downtown is well suited for bicycle travel. The adopted TSP shows planned bike lanes on Highway 99, Fifth Street, Oregon Avenue between I-5 and Front Street, and along D Street and A Street (parallel to Oregon Avenue). The TSP also recommends looking at the feasibility of adding bike lanes on Oregon Avenue from Front Street to Fifth Street, which is currently not possible due to the existing on-street angle parking. Bicycle parking in the area is currently lacking.

### **Pedestrian System**

Much of the study area currently lacks sidewalks, including Highway 99, Oregon Avenue between the I-5 interchange and Front Street, Mill Street, and many of the local streets. Sidewalks are present along Oregon Avenue west of Front Street, but are somewhat narrow, which presents limitations in terms of additional street tree plantings, placement of benches, or use for outdoor seating or merchandise display. A number of the street corners have no ramps and do not meet Americans with Disabilities Act (ADA) standards. The pedestrian crossings at the railroad tracks are also in poor condition and do not meet ADA standards. Utility poles that line the north side of Oregon Avenue further limit access and usable sidewalk space.

Due to relatively high speeds, high traffic volumes, long crossing distances, and numerous driveways, safe pedestrian crossing of Highway 99 and Oregon Avenue east of Highway 99 can be problematic. The intersections along Oregon Avenue to the west of Highway 99 currently have crosswalks, although the crossing distances are somewhat long. Sidewalks are scheduled for construction in spring 2001 along the east side of Highway 99 north of Oregon Avenue and on the north side of Oregon Avenue between the I-5 interchange and Highway 99. The adopted TSP proposes adding sidewalks to all streets within the study area.



Sidewalks are present along Oregon Avenue to the west of Front Street, but are generally too narrow to accommodate street trees, benches, or merchandise display.



Sidewalks will soon be constructed along this side of Oregon Avenue, but are lacking along other streets in the downtown area.



Commercial parking to the east of the railroad is accommodated entirely through private parking lots.

lot is located at the corner of First Street and C Street. Several small private lots are also located in this area, including a lot in front of the Creswell Plaza (22 spaces), a lot behind the Roundup Tavern (12 spaces), and several small lots associated with businesses along Front Street south of Oregon Avenue (Highway 99).

## Parking

Within the study area, there is a mix of on-street parking and parking lots. Parking on the east of the railroad is provided entirely through privately owned surface parking lots associated with businesses, as on-street parking is not possible due to right-of-way limitations. To the west of the railroad, on-street angle parking is provided along Oregon Avenue and parallel parking is available along all other streets except portions of Front Street. A public parking lot is located behind the community center (20 spaces) and an LTD Park-and-Ride lot is located at the corner of First Street and C Street. Several small private lots are also located in this area, including a lot in front of the Creswell Plaza (22 spaces), a lot behind the Roundup Tavern (12 spaces), and several small lots associated with businesses along Front Street south of Oregon Avenue (Highway 99).

See the *Development/Redevelopment Potential Analysis* section on page 16 and the *Existing Conditions Map* for a more detailed inventory of parking.



Commercial parking to the west of the railroad is accommodated through a mix of small private and public parking lots and on-street parking.

## Public Transit

LTD began providing service to Creswell and Cottage Grove in 1997. Service to Creswell is offered six times daily during the weekdays and two times on Saturday, with a single stop at the LTD Park and Ride lot, which is located at the intersection of First Street and C Street.

## Rail

The Siskiyou rail line runs through downtown Creswell, roughly parallel to Highway 99. There is currently no passenger rail service to Creswell. Two freight trains pass through Creswell—one at about 2:30 a.m. and another at about 7:00 a.m. Two other local trains also pass through Creswell at about 7:00 a.m. and 9:00 p.m. The trains generally cause considerable traffic backup along Oregon Avenue and Highway 99. Under the current *Interchange Refinement Plan*, Highway 99 will be re-routed along Mill Street and a fly-over of the tracks (bridge) will be constructed south of F Street. The at grade rail crossing on Oregon Avenue will remain.

# Creswell Downtown Plan Study Area

## Existing Conditions Map

March 2001

### Legend

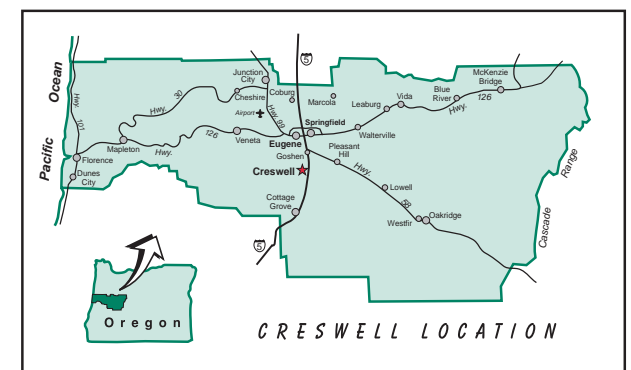
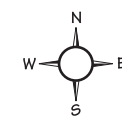
- Tax Lot Lines
- Existing Number of Parking Spaces
- Existing Public Sidewalks
- Existing Curb Cuts/Driveways (does not include residential drives)
- Existing Traffic Signal
- Existing Stop Sign
- Railroad
- Existing Residential Use

### Planned Transportation Facilities

(from Creswell TSP and Creswell/I-5 Interchange Refinement Plan)

- Planned New Roadways or Major Upgrades (ODOT - Int. Refinement Plan)
- Planned New Traffic Signal (ODOT - Interchange Refinement Plan)
- Planned Sidewalks (TSP)
- Planned Sidewalks (spring 2001)

0 50 100 feet  
Scale



## Land Use

Historically, Creswell's downtown was oriented around the railroad and most commercial development in the early days of Creswell was situated along Front Street and Oregon Avenue. This area of downtown, although lacking historic buildings, still retains the look and feel of a historic downtown.

All of the land within the downtown study area is designated for either commercial or public facilities/government uses. However, the area currently contains a mix of commercial, residential, and government land uses. Most of the commercial uses are located immediately adjacent to Highway 99 and Oregon Avenue where traffic volumes are the highest. Commercial uses here include offices, restaurants, gas stations, auto services, convenience stores, and other retail uses. The City's one grocery recently moved from downtown to the east side of the I-5. Generally, most of the residential uses within the study area are found along A, B, C, and D Streets and are typically single-family homes. Government uses include a city hall, post office, library, fire station, and community center. Current plans call for expansion City Hall at its current location on the corner of Oregon Avenue and First Street.

There are currently no designated public open spaces or parks within the downtown study area other than the small lawn in front of the City Hall, which is ultimately likely to be displaced by City Hall expansion. Hult Memorial Park is located within close proximity of downtown Creswell at the corner of Fourth Street and B Street. The Creswell Chamber of Commerce and Historical Museum is located in a former church along Oregon Avenue at Fifth Street and is a landmark building that can be seen from downtown Creswell.



The commercial development to the east of Highway 99 is generally suburban commercial in style and tends to be more auto oriented.



To the west of Front Street, commercial development is more typical of a historic downtown. This area is also home to the city hall, library, historical museum, Chamber of Commerce, and fire station.



## Issues Survey Results

The Downtown Survey was sent out to approximately 300 businesses, property owners, and residents within the downtown study area and was printed in the July 26, 2000 edition of the *Creswell Chronicle*. A total of 51 responses were received as of August 14, 2000, and the results are listed below. The majority of the respondents either lived within, or owned a business or property within the study area. For a complete list of survey results, see Appendix A.

### Transportation and Streetscape

In terms of the existing transportation system, dangerous intersections and congestion were identified as significant problems, with the intersection of Oregon Avenue and Front Street being specifically named on most of the surveys.

The primary destinations of those visiting downtown were the post office, gas station, retail, restaurants, and work. General services and City Hall were also common destinations. The primary mode of transportation for those traveling to the downtown was the automobile, but walking was also a common mode. Once in the downtown, about half of the respondents indicated they walked between destinations while the other half drove. The majority of the respondents indicated that they did not feel safe walking downtown. The primary reasons given were dangerous intersections, excessive vehicle speed, and lack of sidewalks.

The majority of the respondents felt that current downtown parking was generally adequate for customers and employees but not sufficient during special events like the fourth of July celebration. In terms of the type of parking preferred, parking lots and on-street, angle parking were favored to parallel parking. Parallel parking was likely less popular than angle parking because it would result in the loss of some downtown spaces if the current angle parking were converted.

When asked if the downtown should include additional public amenities, the majority of the respondents indicated that they would. These included (in order of popularity) benches, bicycle racks, street trees, planters, public restrooms, undergrounding of overhead utilities, welcoming signage, hanging baskets, and banners. Other suggestions included additional streetlights and public mailboxes.

## Land Use

Survey respondents indicated that they would like to see a mix of land uses or activities downtown. The most popular responses were for retail, restaurants, a farmers market, general services, and government services. A movie theater was another popular choice and although the size of Creswell would not likely support this use, it indicates that recreational/entertainment types of uses are desired.

When asked if the current downtown is attractive, 25 responded that it is somewhat attractive, 19 responded that it is not at all attractive, and one responded that it is very attractive. Common reasons given for the downtown not being attractive were that many of the buildings are vacant, dilapidated, or poorly maintained. Others commented that the downtown, in its current condition, does not attract people and that the downtown is not distinctive and lacks character or a theme. Not surprisingly, most respondents indicated that they thought there is high redevelopment potential for downtown.

The majority of the respondents indicated that they thought the City should require additional design standards for new downtown development. Reasons cited for supporting this were that new development should have a *quaint* look, there are currently too many boxy metal buildings, and that there is no continuity in building style. Reasons against requiring design standards included fear of higher development costs for new businesses and lack of flexibility. Although not part of the question, many commented again that existing buildings should be repaired or remodeled.

# Visual Preference Survey Results Summary

A visual preference survey was presented to the Creswell Downtown CAC on October 17, 2000. A total of 40 images were shown and the Committee rated each image individually on a scale ranging from very negative to very positive in the context of downtown Creswell. The scores were then tallied during the meeting and each image was reviewed once again, this time knowing what the overall group score had been. As each image was shown for the second time, the participants listed what they liked and disliked about that particular image and this was recorded on flip charts. A summary of the results is listed below, sorted by general categories.



Image receiving positive Visual Preference Survey rating (Bend, Oregon)



Image receiving very negative Visual Preference Survey rating (Highway 101, Florence, Oregon)

## Transportation

### Like:

- Textured/aggregate sidewalk
- Bike lanes
- Bulb outs/curb extensions on corners
- Brick highlights on sidewalks
- Brick sidewalks
- Clean streets
- Wide streets
- Fresh new paving on streets
- Colored cross walks
- Pavers marking cross walks
- Parallel parking on one side/angle on the other

### Dislike:

- Lack of good sidewalks
- Non pedestrian-friendly streets
- Streets that are difficult to cross (lack cross walks/too wide)
- Lack of bike lanes
- Parking lots right next to the street
- Roads only designed to get people through downtown
- Missing sidewalk segments
- Sidewalks too close to busy street (no buffer)
- Medians on busy streets

## Land Use

### Like:

- Nice, well-maintained buildings
- Awnings
- Lots of glass/window on storefronts
- Small, nice signs (blade signs)
- Lots of design detail on facades of buildings
- Lots of activity on the streets (cars/people)
- Consistency of building types
- Quality building materials (brick)
- Image of downtown Hood River (fits Creswell)
- Two-story buildings
- Quaintness of buildings
- Buildings oriented to street
- Landmark buildings

### Dislike:

- Bare walls
- Poorly maintained buildings
- Too many signs
- Bland, utilitarian buildings
- No signs or benches (lack of character)
- Sterile streetscape



Image receiving very positive Visual Preference Survey rating (Hood River, Oregon)



Image receiving positive Visual Preference Survey rating (Corvallis, Oregon)

## Amenities

### Like:

- Large street trees
- Ornamental street lights
- Banners
- Hanging baskets
- Benches
- Flowers/planters
- Bicycle parking
- Public plazas/courtyards/pocket parks

### Dislike:

- Potential maintenance related to street trees and hanging baskets
- Power lines and poles
- Billboards

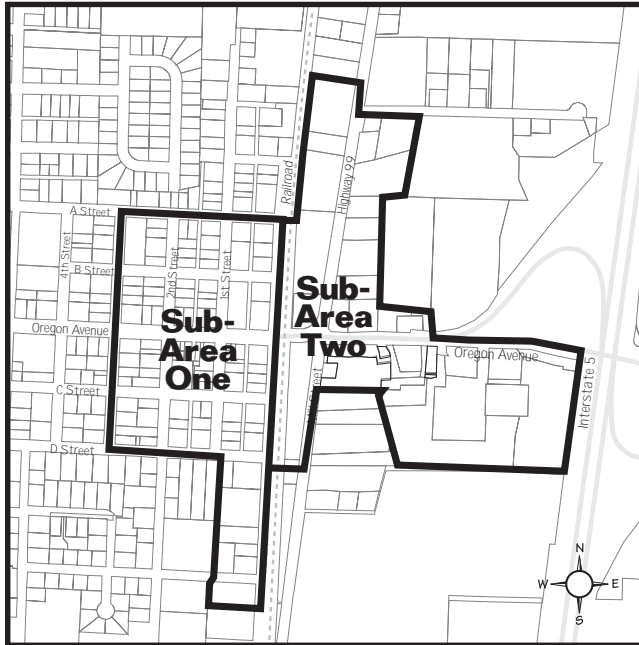


Image receiving negative Visual Preference Survey rating (Monroe, Oregon)

# Development/Redevelopment Potential Analysis

A development/redevelopment potential analysis for two sub-areas in the Creswell downtown has been prepared in conjunction with the Downtown Creswell Redevelopment Potential map. The downtown study area has been divided along the railroad tracks with Sub-Area One largely representing the downtown core and Sub-Area Two representing the area east of the railroad tracks, north and south of Oregon Avenue.

These two areas have a distinctly different character. The purpose of this analysis is to predict development and redevelopment potential within the study area in order to identify future transportation needs such as parking and access.



## Sub-Area One

### Existing Character

Sub-Area one contains Creswell's historic downtown core. The street network is on a grid with relatively wide rights-of-way (80 feet on Oregon Avenue and 60 feet on all other streets). Typically, the lots in this sub-area are small in size (less than 1/2 acre) and include a mix of commercial, residential, and civic uses.

The sub-area is zoned primarily for commercial use with some smaller areas zoned for public facility use. The types of commercial development include professional services, restaurants, and auto-related businesses, among other uses. The Creswell City Hall, fire station, and community center are also located here. There are also a large number of single-family homes, mainly in the blocks between A and B Streets and C and D Streets. Very little new development has occurred in this area over the past decade.

### Number of Acres by Land Use

Currently Undeveloped	1.48
Existing Commercial Land Uses	6.38
Existing Public Land Uses	1.53
Parking Lots	0.60
Residential Use (Plan-Designated for Commercial Use)	7.88
<b>Total Acreage</b>	<b>17.87</b>

## Developable Land

There are currently 14 undeveloped lots in the sub-area totaling 1.48 acres. All of these lots are relatively small in size although contiguous undeveloped lots are located on Second Street between Oregon Avenue and B Street, and on Front Street between Oregon Avenue and C Street. Two small, vacant buildings are located on the corner of Oregon Avenue and Second Street.

## Land with Redevelopment Potential

The table below depicts the land that could be considered as candidates for redevelopment due to low improvement values (value of structure on lot). However, this is only an indicator of redevelopment potential. Those lots fronting busier streets such as Oregon Avenue have a higher likelihood of being redeveloped for commercial uses due to increased visibility than those lots on less traveled streets.

*Developed land designated for commercial use, where improved value is less than land value, or where improved value per acre is less than or equal to \$100,000 (by acres)*

Existing Commercial Land Uses	1.09
Existing Public Land Uses	0.11
Currently in Residential Use but Plan-Designated for Commercial Use	1.47
Total Acreage	2.67

## Projected Future Uses

Projected future uses in Sub-Area One can expect to be similar to the commercial uses already in place. The prime area for future development would likely be within the existing vacant lots (1.48 acres). The prime area for redevelopment in this area would be in the two vacant buildings on Oregon Avenue, and perhaps some of the other developed lots with a low improvement value.

There is currently a significant amount of land (1.47 acres) within Sub-Area One that is in residential use, but that has a plan designation of commercial. It is very unlikely, based on the trends of the past two decades, that all of this land will convert to commercial use, at least not in the near future. The most likely scenario would be that some of the residential lots with low improvement values would gradually be redeveloped for commercial use and that some of the larger residences would be converted to office or retail use within the existing structure. Properties in close proximity to Oregon Avenue would be the most likely to convert from residential to commercial use due to their better visibility.

## Circulation

An interconnected street network (grid) serves sub-area one with Oregon Avenue, an arterial, providing the major east-west circula-

# Creswell Downtown Existing Parking (Downtown Core)

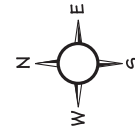
December 4, 2000

## Legend

OS: On-Street (public)  
 Pr: Private Lot  
 Pu: Public Lot  
 Tot: Total Combined Spaces

## Total Parking Spaces:

On-street: 332  
 Private Lots: 188  
 Public Lots: 38  
 Total: 558



tion. Major north-south circulation is accommodated on First and Fifth Streets (collectors) to the north of Oregon Avenue and Highway 99 (Front Street) to the south of Oregon Avenue. The remaining local street network is well connected and provides good vehicular circulation throughout the area. Bicycle and pedestrian circulation is currently somewhat limited due to lack of sidewalks and bike lanes.

### Existing Parking

Sub-Area One currently has a total of 558 parking spaces. Of these, 332 are on-street spaces (angle on Oregon Avenue and parallel on all other streets), 188 spaces are in private lots, and 38 spaces are in public lots (LTD Park-and-Ride, and community center).

### Projected Future Parking Needs

Currently, the off-street parking requirement for the downtown commercial area is the same as for all other new commercial uses in Creswell. The Creswell Development Code requires one parking space per 100-400 square feet of gross floor area, depending on the type of use. It is important to point out that these parking requirements tend to make it unfeasible to develop small lots common to Sub-Area One because the parking lot required would consume much of the property.

Using a set of general assumptions, future parking needs can be roughly estimated. This calculation assumes that all of the vacant land (1.48 acres), the residential land with low improvement value (1.47), and the current commercial land with low improvement values (1.09 acres) would develop or redevelop into new commercial uses over time. This development scenario would require an additional 213 off-street spaces if the current development code were followed (see calculations below).

### Projected Future Parking Requirements

Current Use	Size	Assumed Parking Requirement	Assumed Lot Coverage	Off-street spaces required
Vacant	1.48 acres	1 per 300 s.f.	40%	86
Residential with Low Imp. Value	1.47 acres	1 per 400 s.f.	40%	64
Commercial with Low Imp. Value	1.09 acres	1 per 300 s.f.	40%	63
				Total: 213

### Access to Properties

Because Sub-Area One is made up of a series of small blocks, road frontage along all parcels in this area is currently available, and access is generally not a problem.



Formal, or safe, bicycle access to almost all commercial property in the sub-area is currently nonexistent, although bicycle lanes planned in the TSP will greatly improve bicycle access in this area when implemented.

### **Access Management**

Access Management is balancing access to developed land while ensuring movement of traffic in a safe and efficient manner. Access management techniques are used to manage entrances and exits and related turning movements onto and off highways, as well as design criteria and standards necessary to preserve the operational capacity, speed and safety of the roadway.

In Sub-Area One, unrestricted access points along Highway 99 (Front Street) south of Oregon Avenue are problematic in terms of both local pedestrian and auto circulation and through traffic using the state highway. This stretch of road currently is not up to urban standards, lacking curbs and gutter as well as sidewalks. Scattered areas of informal parallel head-in parking along the State Highway creates unsafe conditions as cars pull out from numerous locations.

Along Oregon Avenue, relatively few curb cuts exist due to the land use configuration in this area with most buildings fronting directly onto the street. Parking in this area is for the most part provided by on-street spaces and in lots that are accessed from adjacent local streets. If this development pattern continues, access management along this street will not become a significant issue.

### **Sub-Area One Recommendations:**

- Reduce the off-street parking requirements in Sub-Area One. This will provide a significant incentive for development and redevelopment in this area and will make the smaller lots more usable from a site design standpoint. To offset the loss of future parking spaces, the City should develop additional public parking lots in the downtown as needed, improve signage to existing public lots, and more efficiently use on-street parking.
- Re-zone the block bound by A Street, B Street, Second Street, and Third Street and the block bound by C Street, D Street, Second Street, and Third Street from its current designation of commercial to residential. These two blocks are currently entirely in residential use. Re-zone the lots fronting onto Oregon Avenue between Third Street and Fourth Street from residential to commercial. This acknowledges that the two blocks currently in residential use and that front onto low traffic streets are less likely to convert to commercial use, and that the lots fronting onto Oregon Avenue have a better potential to support commercial uses.
- Provide safe bicycle access to commercial properties as indicated in the TSP plus along Oregon Avenue between Front Street and Fifth Street.
- Bring the west side of Highway 99 (Front Street) up to urban standards including curb and gutter and sidewalks and limit access points. Parallel parking bays can be provided on the west side of the street and on the east side once Highway 99 has been re-routed along Mill Street to the east of the railroad.

## Sub-Area Two

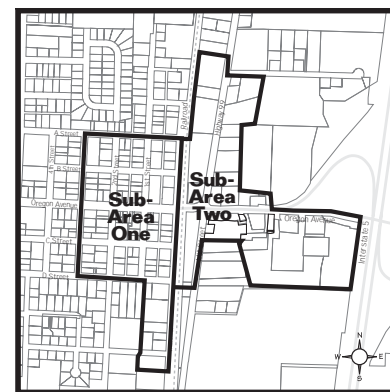
### Existing Character

Sub-Area Two, east of the railroad tracks, generally includes larger lots than those in sub-area one. Commercial uses include gas stations, fast food establishments, auto-related businesses, a motel, and a bank, among other uses. The commercial development in this area tends to be more *suburban* in style and oriented toward I-5 and Highway 99 traffic.

### Number of Acres by Land Use

Currently Undeveloped	12.10 acres
Existing Commercial Land Uses	15.15 acres
Existing Public Land Uses	0.75 acres
Currently Used for Parking*	0.82 acres
Currently in Residential Use but Plan-Designated for Commercial Use	1.61 acres
<b>Total Acreage</b>	<b>30.43 acres</b>

\*The 0.82 acres of parking only includes the largest parking areas in sub-area two.



### Developable Land

There is significantly more undeveloped land in sub-area two (12.10 acres) than in Sub-Area One (1.48 acres). The largest of these includes an undeveloped lot north of the DariMart on Highway 99, and two other undeveloped lots on the east side of Highway 99. The two undeveloped lots on the east side of Highway 99 surround a new building. There are four undeveloped lots that are bordered by the Creswell Inn Motel and TJs restaurant. Two of these lots are of significant size. There is no access to these lots off of Oregon Avenue. Access would probably have to be provided from Mill Street.

Ray's grocery store has relocated to a new location east of I-5, which leaves the former building vacant at the corner of Oregon Avenue and Mill Street.

### Land with Redevelopment Potential

The table below depicts the land that could be considered as candidates for redevelopable property because low improvement values (value of structure on lot).

Developed land designated for commercial use, where improved value is less than land value, or where improved value per acre is less than or equal to \$100,000 (by acres)

Existing Commercial Land Uses	3.93 acres
Existing Public Land Uses	0.00 acres
Currently in Residential Use but Plan-Designated for Commercial Use	1.61 acres
<b>Total Acreage</b>	<b>5.54 acres</b>

### **Projected future uses**

Further extension of commercial development along Highway 99 and the intersection of Highway 99 and Oregon Avenue are probable based on recent trends. I-5 Tire and DariMart recently opened at the intersection. Ray's grocery store recently become vacant and has significant redevelopment potential due to its highly visible location. Access to some of the lots that are set back from Oregon Avenue is problematic and limit their developability.

All of the residential lots (1.61 acres) in Sub-Area Two have a land or improvement value less than \$100,000. There may be some future redevelopment potential on those lots, particularly those that are located on Highway 99, which is a prime commercial area.

### **Circulation**

Primary circulation within sub-area two occurs along two state highway segments. The first, Oregon Avenue between the I-5 interchange and Front Street, provides east-west circulation and carries nearly 9,000 vehicles per day (1999), providing access to both I-5 and Highway 99. Highway 99 provides the major north-south circulation through the sub-area, carrying an average of 5,600 vehicles per day. Both Oregon Avenue and Highway 99 are state highway facilities and accommodate a great deal of pass through traffic, and are designated in the Creswell TSP as truck routes. Numerous curb cuts and driveways access the commercial uses along these streets and congestion is becoming a problem in this area. Mill Street is the only other public street in this sub-area and is classified as a minor collector. Under the *Interchange Refinement Plan*, Highway 99 will eventually be re-routed along Mill Street south of Oregon Avenue. This will improve circulation in this area by eliminating the awkward Highway 99 jog across the railroad. The lack of a local street network in this sub-area limits future development potential for vacant commercially zoned properties both north and south of Oregon Avenue.

### **Existing Parking**

There is currently no on-street parking anywhere in Sub-Area Two and none planned. Approximately 600 parking spaces currently exist, all of them in private parking lots.

### **Projected Parking Requirements**

The current development code requires one parking space per 100-400 square feet of gross floor area, depending on the type of use. Using a set of general assumptions, future parking needs can be roughly estimated. This calculation assumes that all of the vacant land (12.10 acres) and all of the land currently in residential use (1.61 acres) in this sub-area will be developed in the future for commercial uses. It also assumes that many of the existing

## Projected Future Parking Requirements

Current Use	Size	Assumed Parking Requirement	Assumed Lot Coverage	Off-street spaces required
Vacant	12.10 acres	1 per 300 s.f.	40%	702
Residential	1.61 acres	1 per 300 s.f.	40%	94
				Total: 796

commercial uses will redevelop over time, but that the parking lots associated with the existing commercial uses would be sufficient to accommodate the new uses.

Based on this development scenario, an additional 796 off-street spaces would eventually be required in Sub-Area Two if the current development code were followed (see following calculations).

### Access to Properties

Access to existing commercial properties in Sub-Area Two is generally directly from Highway 99, Oregon Avenue, and Mill Street (future Highway 99) in the form. In some cases, businesses are accessed from these roads via an informal pattern of driveways, as is the case with the Creswell Inn Motel and TJs Restaurant. A fairly large area of undeveloped land to the south of Oregon Avenue is currently very difficult to access, as no local or collector street network exists. This commercial block covers an area equivalent to approximately six city blocks, but is accessed from just two sides. Developability of these properties is in question unless better access can be provided.

Formal, or safe, bicycle access to almost all commercial property in the sub-area is currently non-existent, although bicycle lanes planned in the TSP will greatly improve bicycle access in this area when implemented. A Bicycle lane will be constructed spring 2001 along the north side of Oregon Avenue and the east side of Highway 99.

### Access Management

The *Creswell/Interstate-5 Interchange Refinement Plan* identified the large number of curb cuts and driveways accessing Oregon Avenue, a state highway, as an issue in terms of public safety and congestion. The refinement plan calls for consolidating and eliminating access points where possible along Oregon Avenue to ensure the ramp terminals operate at acceptable levels of service. At a minimum, this refinement plan calls for a 500-foot access control line from the proposed ramp terminals. Within this area, ODOT has the authority to acquire the right of access from property owners where appropriate. In most cases, ODOT acquires access rights just along portions of properties. Gaps, called *reservations of access*, may remain along the property's frontage. The reservation of access gives a property owner the right of access to the state highway only at specific locations. The property owner must still apply for an approach permit at these locations.

Although not identified in the *Interchange Refinement Plan*, access along Highway 99 north of Oregon Avenue and Mill Street (future Highway 99) south of Oregon Avenue has similar access control issues, with numerous curb cuts near a major intersection.

Access management generally involves balancing access to developed land while ensuring movement of traffic in a safe and efficient manner. All access consolidation within this area should be done in a way that provides ample access to all developed and undeveloped lots.

**Sub-Area Two Recommendations:**

- Retain the current off-street parking requirements as listed in the Creswell Development Code. The large lots available in this area make the siting of off-street parking much more feasible than in Sub-Area One.
- Two new public roads should be constructed to provide improved access into the properties currently blocked from development due to the existing land use pattern (see existing conditions map). These roads should include on-street parking.
- Consolidate access points along Oregon Avenue, Highway 99 (north of Oregon Avenue), and Mill Street (south of Oregon Avenue).
- Provide safe bicycle access to commercial properties as indicated in the TSP.

# Downtown Plan Objectives and Strategies

This section contains design objectives and strategies for downtown Creswell, and reflects and compliments the goals of the adopted *Creswell Transportation System Plan* (listed below). The objectives and strategies are intended to respond to downtown issues identified during this planning process and to implement the vision that has been developed by the downtown plan citizen advisory committee.

The objectives and strategies may never be achieved in their entirety, but chart out a consistent course of action, provide a target towards which the City can strive, and provide a basis from which the City can seek funding.

## Downtown Creswell Vision Statement

Downtown Creswell will enhance our residents' quality of life by providing an economically viable and attractive business community served by safe and efficient transportation options, while maintaining the City's historic, small-town, and friendly atmosphere.

### **Goals from *Creswell Transportation System Plan***

*(The TSP goal provided a framework for the development of the downtown objectives and strategies)*

1. **Transportation Balance:** Provide for a balanced transportation system to give mobility to all segments of the community.
2. **Quality of Life:** Enhance the City's quality of life by providing efficient, safe, convenient, economic, and aesthetically pleasing transportation systems for the movement of people and goods.
3. **Alternative Modes:** Reduce reliance on the automobile by providing more safe and convenient options for bicycling, walking, paratransit, carpooling, and public transit.
4. **Connectivity:** Create an interconnected street plan to support existing and future land uses.
5. **Equity:** Provide transportation opportunities for the transportation disadvantaged.
6. **Minimize Negative Impacts:** Maximize the benefits and minimize effects of transportation on the social, economic, and natural environment.
7. **Compatibility of Systems:** Minimize conflicts and facilitates compatibility and connections between transportation modes.
8. **Safety:** Create a safe and efficient transportation system.
9. **Financially Sound:** Create a transportation system that is financially feasible, cost-effective, acceptable, and that minimizes administrative costs.

## Objective 1

Improve auto, bike, and pedestrian access and safety throughout the downtown and provide a comfortable environment for pedestrians and bicyclists.



Colored crosswalks clearly emphasize pedestrian crossing areas and can add an attractive element to the street.

Source: TGM

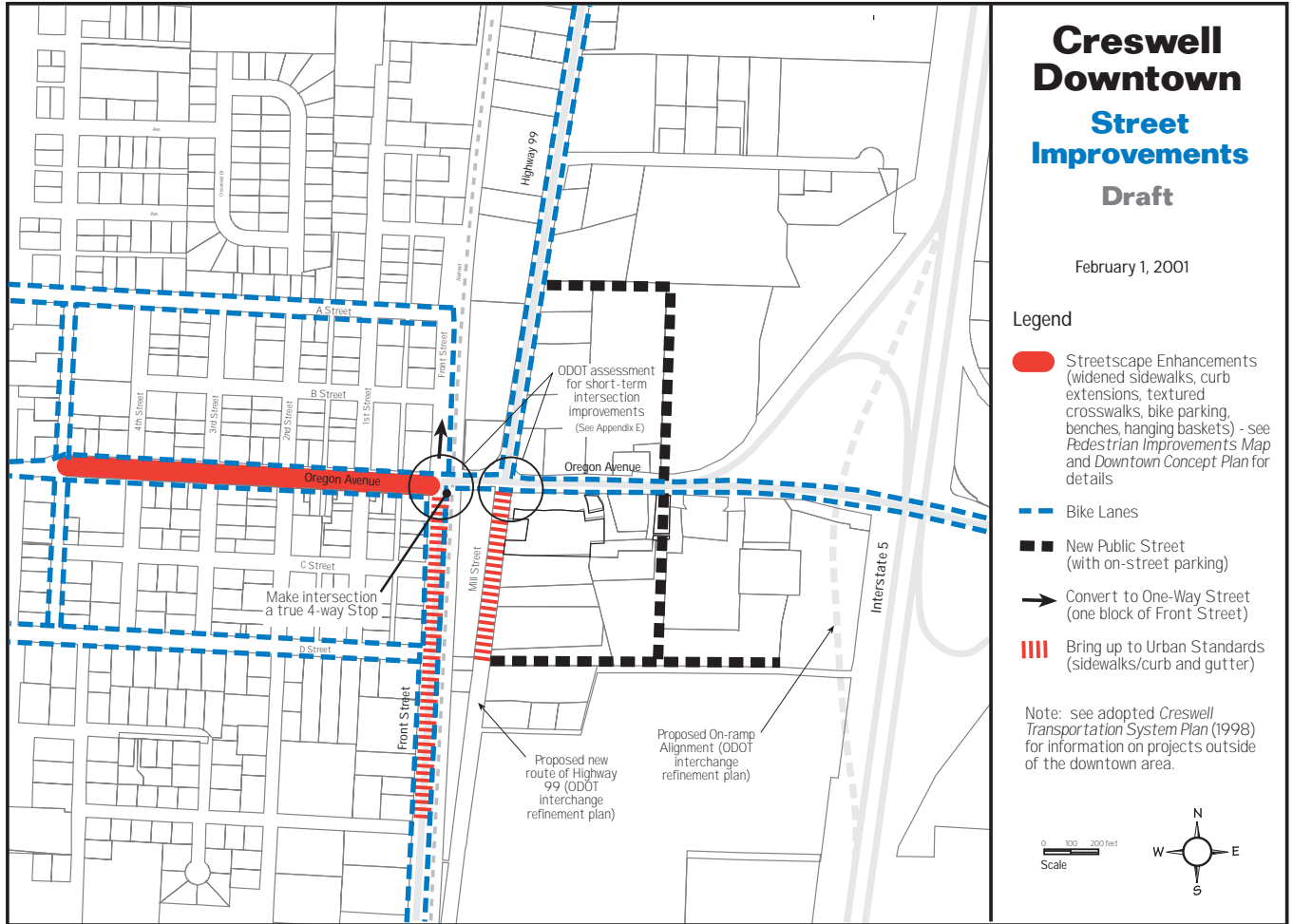
## Strategies:

- A. Construct colored crosswalks at key intersections along Oregon Avenue to improve visibility;
- B. Widen sidewalks along Oregon Avenue from Front Street to Fourth Street to create a more usable pedestrian space;
- C. Construct missing sidewalk segments in the downtown area as shown in the adopted *Creswell Transportation System Plan* (1998);
- D. Construct curb extensions at intersections along Oregon Avenue from Fifth Street to Front Street to reduce crossing distances and calm traffic;
- E. Improve the pedestrian crossings over the railroad on both sides of Oregon Avenue (bring up to Americans with Disabilities Act [ADA] standards);
- F. Stripe bicycle lanes on Oregon Avenue from Front Street to Fifth Street (requires converting angle to parallel parking);
- G. Stripe bicycle lanes on Highway 99 north and south of Oregon Avenue, on A Street, on D Street, on Fifth Street, and on Oregon Avenue from I-5 to Front Street (see Street Improvements Map). These projects are currently included in the TSP;
- H. Improve the lighting in the alley between the public parking lot located adjacent to the community center and Oregon Avenue;
- I. Construct new public streets to provide better access to the properties east of Highway 99 (see Street Improvements Map). This project is contingent on the relocation of the I-5 off-ramp to allow suitable spacing between the off-ramp and the proposed new intersection on Oregon Avenue. The proposed intersection of the new street



Curb extensions or bulb outs at street corners reduce pedestrian crossing distances, calm traffic, and can provide useful public spaces.

Source: TGM



and Oregon Avenue may require restricted turning movements (right in/out) to prevent dangerous crossings. The new streets should include on-street parking when constructed to help diversify the parking mix in this area;

- J. Work with ODOT to develop short-term improvements for the intersections of Oregon Avenue and Highway 99 that will alleviate congestion and safety issues until the interchange refinement plan is implemented (options could include adding protected left-turn lanes, striping modification, and adjusting signal timing);



Newly installed sidewalks and bike lanes in downtown Coburg.










# Creswell Downtown Pedestrian Improvements

Draft

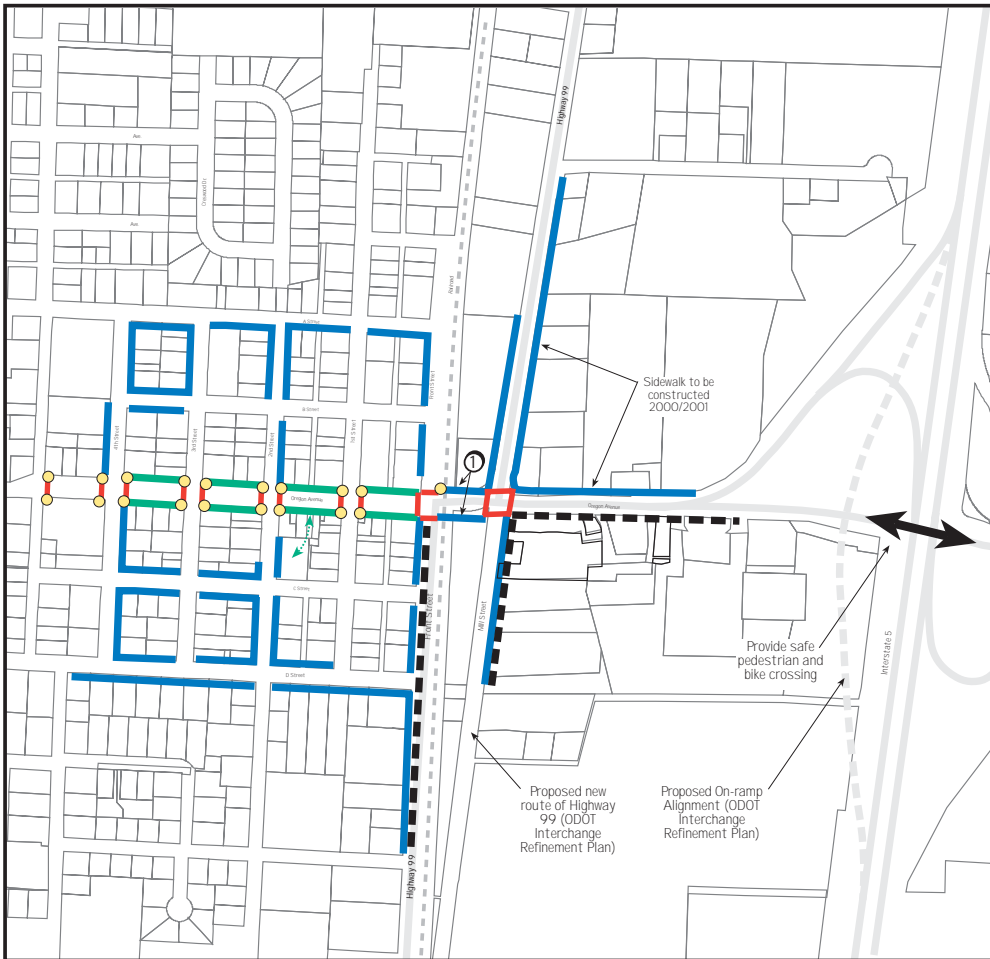
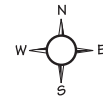
February 1, 2001

## Legend

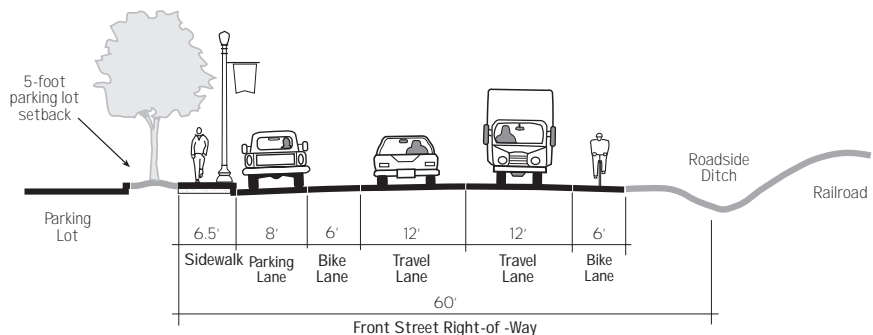
-  New Sidewalks
-  Widened Sidewalks (14 feet)
-  Curb Extensions
-  Colored or Textured Cross Walks
-  Pedestrian Connection
-  Consolidate Access Points
-  Improve Pedestrian Crossing at Tracks (make ADA compliant)

Note: see adopted *Creswell Transportation System Plan (1998)* for information on projects outside of the downtown area.

0 100 200 feet  
Scale



Access points will be consolidated and sidewalks added as Front Street is brought up to urban standards. The cross section to the right depicts Front Street with urban standards.



\*This cross section is conceptual and depicts the ideal standard for this road segment. Current land use and right-of-way configuration along Front Street may require this standard to be modified.

- K. Lobby for the implementation of the adopted *Creswell/Interstate 5 Interchange Refinement Plan* to help alleviate congestion and traffic safety issues at the intersections of Oregon Avenue and Highway 99; and
- L. Consolidate access points where possible along the south side of Oregon Avenue from the I-5 ramp to the railroad, along the east side of Mill Street, and along the west side of Front Street.

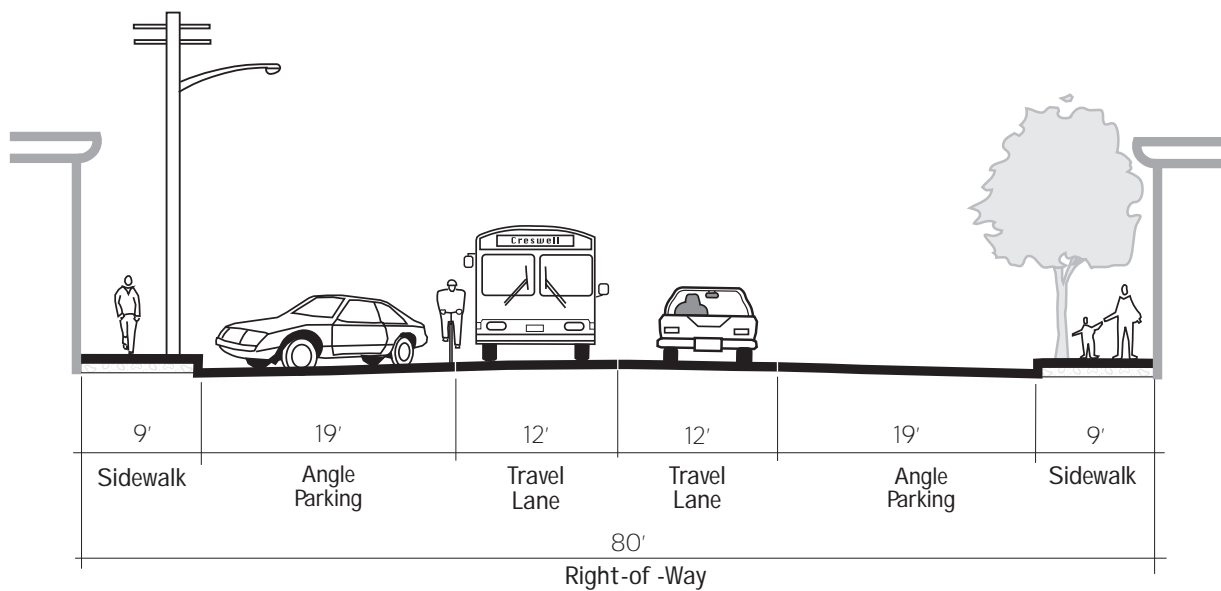
## Objective 2

Improve the utilization of the public right of way along Oregon Avenue.

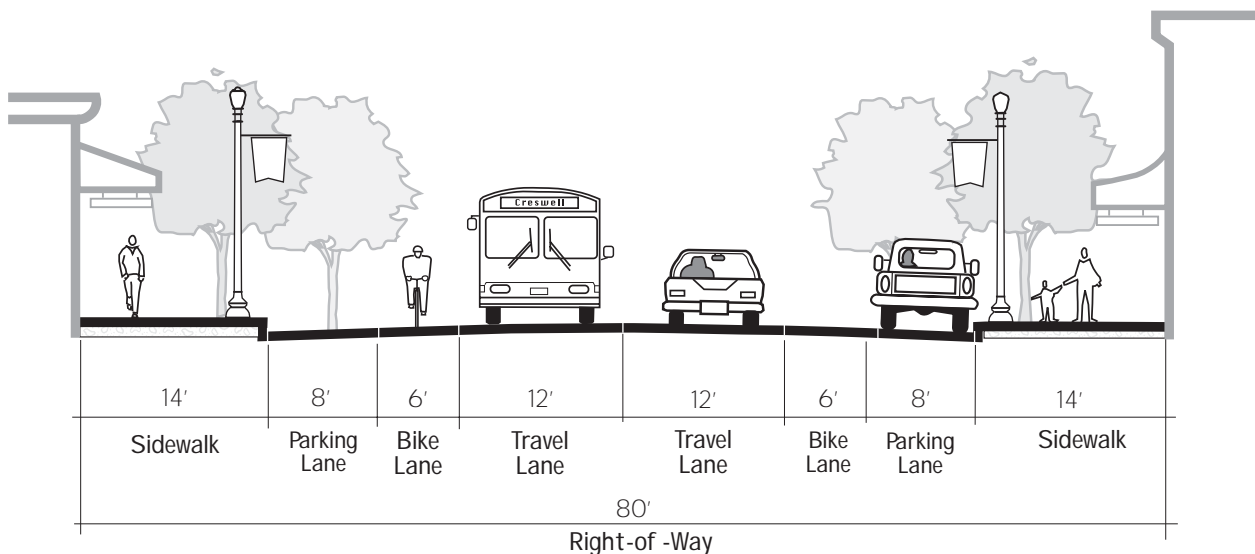
### Strategy:

- Convert existing angle parking along Oregon Avenue to parallel parking between Front Street and Fourth Street to allow the right-of-way to be used for wider sidewalks, bike lanes, street tree plantings and landscaping, ornamental lighting, curb extensions, and seating. This will result in the loss of approximately 14 parking spaces along the four blocks of Oregon Avenue (parking loss will be mitigated elsewhere).

### Oregon Avenue Existing Conditions

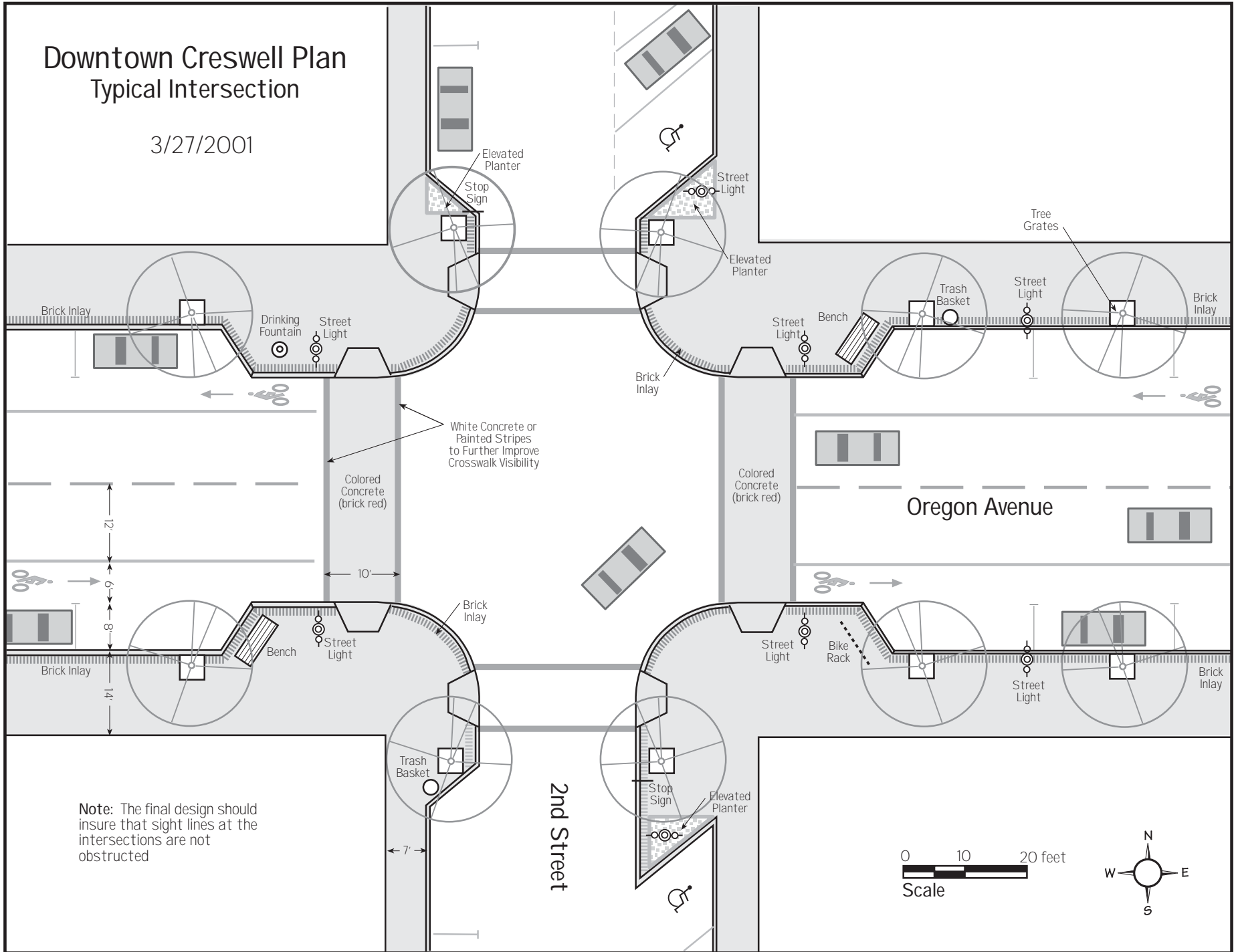


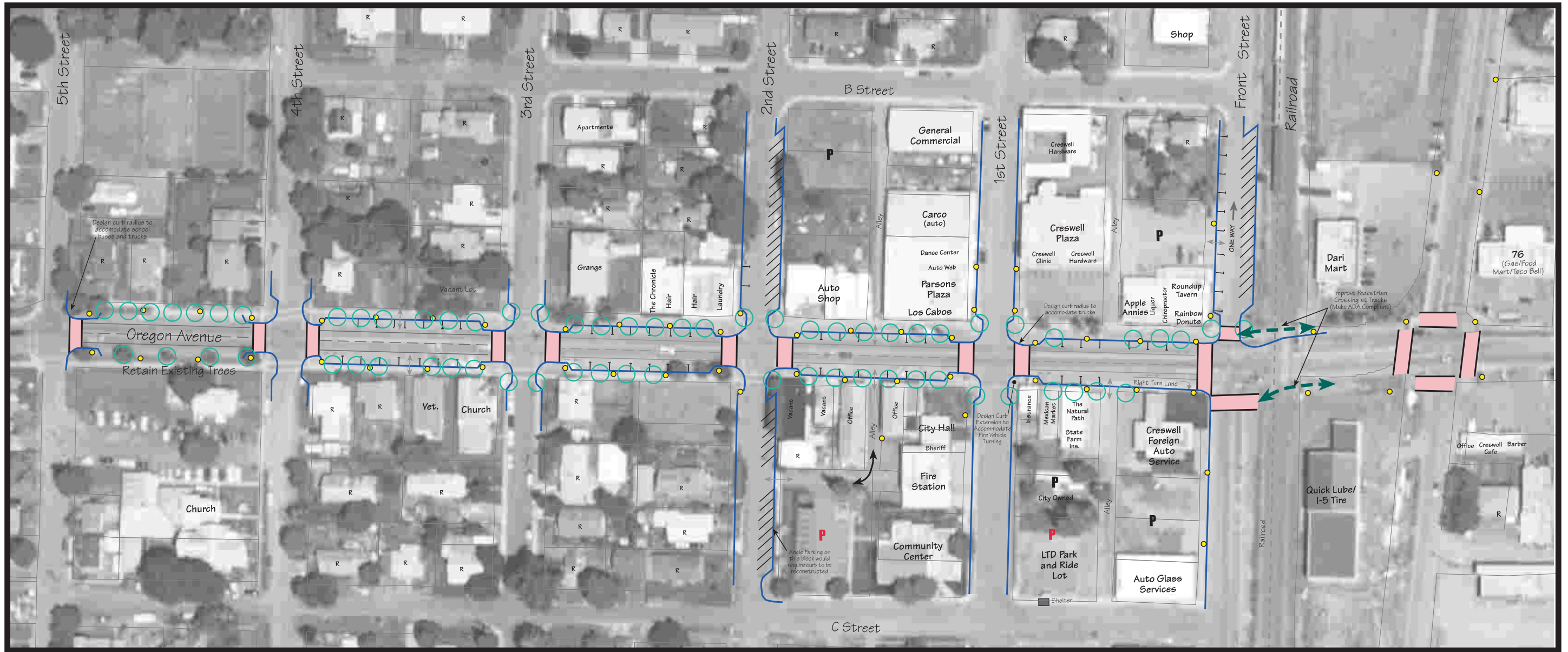
### Oregon Avenue with Parallel Parking, Widened Sidewalks , and Bike Lanes



# Downtown Creswell Plan Typical Intersection

3/27/2001

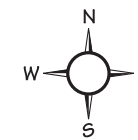
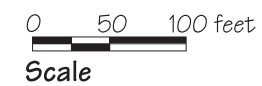




# Creswell Downtown Plan

## Proposed Oregon Avenue Capital Improvements

May 2001



### Legend

- Tax Lot Lines
- New Curb Line
- New Street Tree
- P Existing Public Parking Lots
- P Potential New Public Parking Lots
- Ornamental Street Light
- Colored Concrete Cross Walk

**Note:** This plan is conceptual. The exact location of elements shown above will be determined during design refinement and engineering once project funding is obtained.

## Oregon Avenue Existing Conditions



## Oregon Avenue with Proposed Streetscape Enhancements






Proposed Oregon Avenue enhancements would include widened sidewalks, curb extensions, ornamental lighting, street trees, benches, colored crosswalks, bicycle lanes, and undergrounding of utilities.

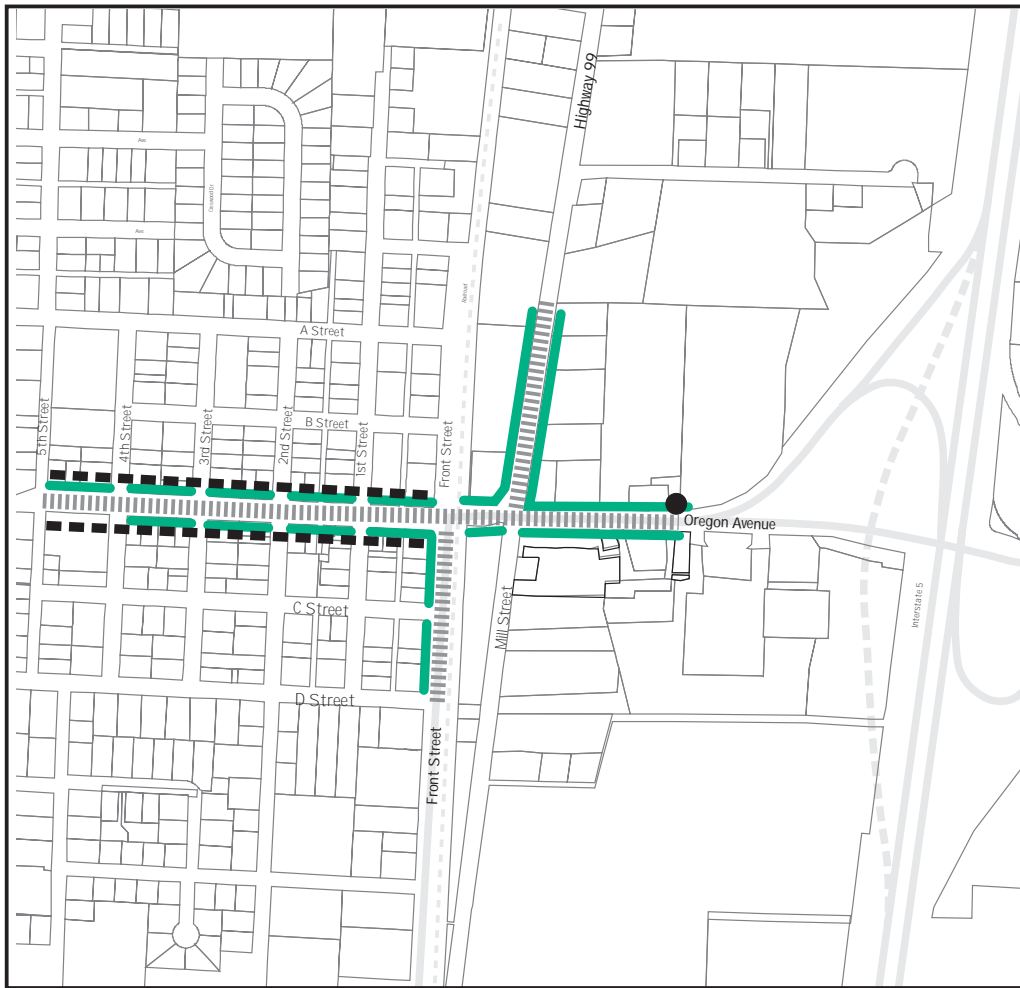
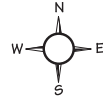
# Creswell Downtown Streetscape Elements

February 1, 2001

## Legend

-  Ornamental Street Lights (lamp posts will accommodate banners and hanging baskets)
-  Street Tree Plantings and other Landscape Elements
-  New Entry Signage
-  Undergrounding Utilities

0 100 200 feet  
Scale



## Objective-3

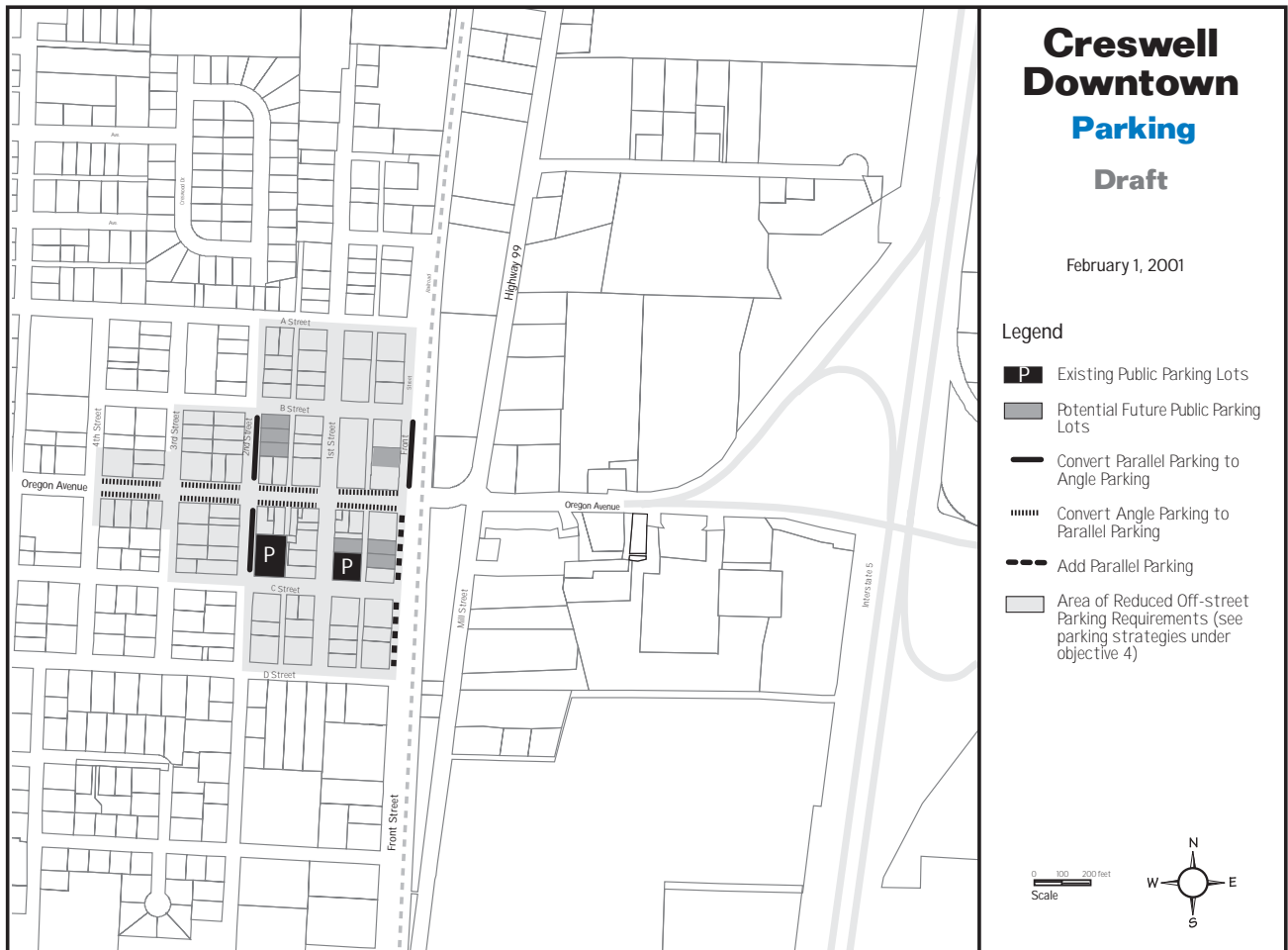
Provide adequate parking within the downtown area.

### Strategies:

- Convert portions of Front Street and Second Street to angle parking on one side. This will add approximately 38 additional on-street parking spaces on these three blocks;
- Provide several small public parking lots within the downtown commercial zone to accommodate future retail/commercial growth;
- Better utilize the existing public parking lots by placing signs directing drivers to these lots (especially the seldom used public lot behind the community center);
- Encourage employees of downtown businesses to avoid using customer parking for their own vehicles while at work;
- Provide bicycle parking throughout the downtown.

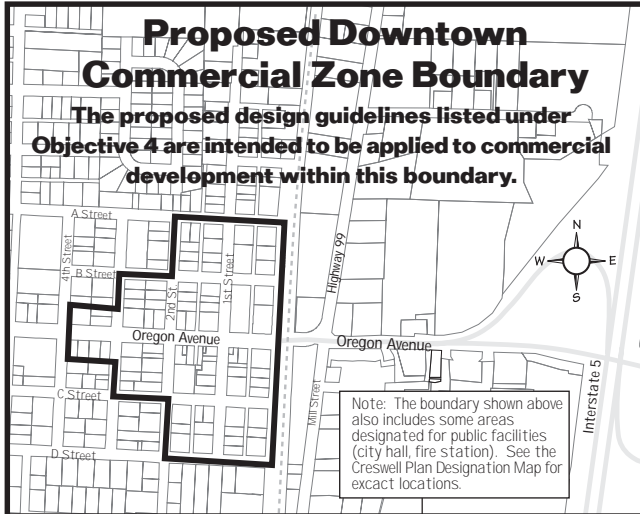


Utilizing less busy side streets for angle parking is an effective way to increase the overall number of spaces in a downtown.



## Objective 4

Ensure that future downtown development is of high quality and follows basic downtown design principles (new regulation should be written in a way that does not discourage future investment in the downtown).



## Strategy:

Incorporate design standards for the downtown commercial zone into the Creswell Development Code. The proposed design standards are listed below and have been broken into the general categories of building orientation, building architecture, pedestrian amenities, parking, signage, and permitted uses. These standards will also serve as a guide for future downtown facade, signage, and other building improvements.



Historically, downtown buildings have been oriented toward the street creating an interesting and attractive streetscape and comfortable pedestrian environment.

## Building Orientation

Intent: To create streets, which are attractive to pedestrians, create a sense of enclosure, and provide activity and interest along the street edge of the building.

1. New buildings shall have minimal front and side yard setbacks and shall be oriented toward the major street front.
  2. On corner lots, buildings and their entrances shall be oriented to the street corner. The portion of a corner lot adjacent to the corner shall not be used for parking.
- The primary entrance should be located on the street, not the parking lot. If this building orientation is not achievable due to site constraints, a variance may be granted by the planning commission allowing other alternatives.



3. Buildings on corner lots are more visible than mid-block buildings and therefore can be very influential to the character of the street. Use of corner lots for parking is discouraged and buildings on corner lots are encouraged to be at least two stories in height, helping to anchor the street.
4. Ground floor spaces should be used for retail and commercial uses, while the upper floors of a building may be commercial or residential.

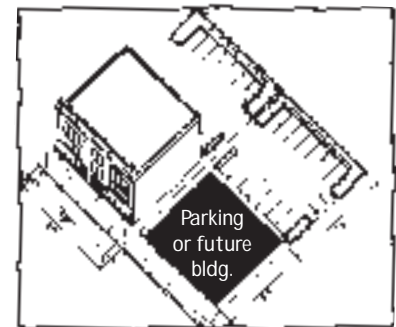
Source: TCM Program



Corner lots offer unique opportunities because of their visibility and access from two streets.



Building's set toward the street create pedestrian interest and provides highly visible retail space.



Preferred building-parking orientation

### Recommended Setbacks for the Creswell Downtown Commercial Zone

- **Front Yard Setback:** Minimum: 0 feet; Maximum: 5 feet
- **Rear Yard Setback:** None
- **Street Facing Side Yard Setback:** Minimum: 0 feet; Maximum: 5 feet
- **Side Yard Setback:** None, except that buildings shall conform to the vision clearance standards in the Creswell Development Code.
- **Allowed Extensions into the Public Right of Way:** Eaves, bay windows, overhangs, awnings, cornices, canopies, pergolas, and similar architectural features may encroach into setbacks by more than five feet, subject to compliance with applicable standards of the Uniform Building Code and Uniform Fire Code.
- **Maximum Building Height:** three stories or 36 feet.
- **Maximum Lot Coverage:** 100 percent lot coverage is permitted, except where compliance with other sections of the Development Code preclude this.

## Building Architecture

**Intent:** To create high-quality, visually interesting buildings within Creswell's downtown of a character that typifies its small town atmosphere. New commercial buildings should provide architectural relief and interest, especially on facades facing a public street. Blank walls and utilitarian structures are uninteresting, do not reflect the historic nature of downtown Creswell, and do not promote civic pride, and therefore should be avoided.



Visually interesting buildings are critical to a downtown. Blank walls are boring and unfriendly and should be avoided, especially on sides facing a street.

1. All new buildings shall provide architectural relief and interest, especially on facades facing a public street, with emphasis at building entrances and along sidewalks, to promote and enhance a comfortable pedestrian scale and orientation. Blank walls shall be avoided.

2. If blank walls are required for structural reasons, any walls visible from public streets shall include a combination of architectural elements and features such as offsets, entry treatments, a pattern of varied materials and colors, decorative murals, division into bays, etc.

3. Buildings shall include design elements such as large, regularly spaced and similarly shaped windows with window trim. Windows shall cover between 50 to 80 percent of the ground floor facade area on all building sides facing a public street.

Window shall begin 18 to 30 inches above the sidewalk rather than continue down to street level. Second story windows shall continue the vertical and horizontal character of the ground level windows.

4. Transom or clerestory windows are encouraged above building entrances.

5. Buildings with flat roofs shall include a decorative cornice or decorative moldings at the top. Buildings with a pitched roof shall include eaves.

6. Building materials and paint colors should be compatible with the surrounding area and can include masonry, tile, stucco, split face (decorative) concrete block, or wood. Buildings made of unadorned poured or tilt-up concrete or metal siding are not allowed. Bright paint colors used to attract

attention to the building will detract from the welcoming tone of the downtown area and, for that reason, will not be allowed.



Large windows with window trim provide architectural relief and interest to a building's facade.

7. Awnings and overhangs serve a variety of functional purposes. They provide a decorative feature for a business, shade and shelter for pedestrians, act as energy savers by regulating sunlight, and provide a place for signage. New and remodeled buildings facing Oregon Avenue shall include overhangs or awnings projecting a minimum of four feet and a maximum of eight feet over a sidewalk or other pedestrian space. The design, materials, and colors of these features shall complement the architecture of the building. Lighted, plastic, or bubble awnings are not allowed.



In addition to providing shade and shelter for pedestrians, awnings create a decorative feature for a business and its surroundings.



The Creswell Plaza building on Oregon Avenue has good architectural detail including decorative cornices, arches, and large display windows.

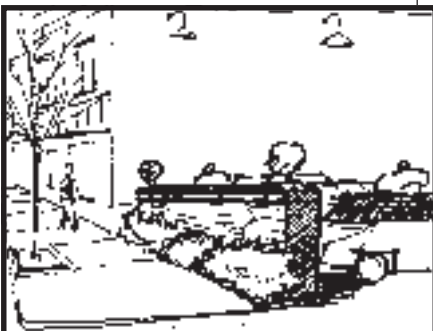
## Pedestrian Amenities

**Intent:** To enhance the pedestrian environment adjacent to new commercial uses.



Planters and benches provide a pedestrian amenity and enhance the overall downtown aesthetic.

Downtown parking should be to the side and rear of the building and buffered from the street by landscaping or walls.



Source: City of Sumner, Washington



1. To help accommodate the pedestrian use that new development will generate and to help enhance the overall downtown appearance, every new building should provide (one) or more of the alternatives listed below for each 4,000 square feet of building. Pedestrian amenities may be provided within a public right-of-way when approved by the planning commission.
  - a. A plaza, courtyard, or extra-wide sidewalk next to the building entrance
  - b. Planters or hanging baskets

- c. Sitting space (e.g., dining area or benches)
- d. Public art (e.g., fountain, sculpture, mural, etc.)
- e. Special paving such as brick or tile (must meet ADA standards)

Amenities should be compatible with adjacent downtown development and the *Downtown Plan*.

Decorative paving  
in Hood River



## Parking

**Intent:** To minimize visual impacts of parking lots on the downtown area and to provide incentives for new development by reducing or eliminating mandatory off-street parking requirements in the Downtown Commercial Zone.

1. Off-street parking shall be located to the rear or side of the building. On corner lots, the parking should not be located adjacent to the street corner.
2. Parking areas located adjacent to a road right-of-way shall be buffered by a five-foot landscaped strip between the parking lot and road right-of-way and contain at least one deciduous street tree every 30 feet.

3. All parking facilities shall include landscaping not less than 7 percent of the area devoted to outdoor parking facilities.
4. New commercial uses within the Downtown Commercial Zone that contain less than 4,000 square feet of floor area are exempt from all off-street parking requirements if desired. Building square footage exceeding 4,000 square feet will be required to provide off-street parking of the amount currently required under the *Creswell Development Code*. On-street parking spaces that are immediately adjacent to the use can be counted toward this requirement. A waiver may also be provided by the Planning Commission if a workable parking alternative is demonstrated (such as a shared lot agreement with an adjacent business).
5. Bicycle parking required as listed on Table 17.4.1 of the *Creswell Development Code*. If the bicycle parking requirement can not be met due to site constraints, the bicycle parking may be located elsewhere in the Downtown Commercial Zone in a location suggested by Creswell planning staff or the Planning Commission.



Bicycle parking will be added to the downtown area as streetscape improvements are made and as new development is required to provide it under the *Creswell Development Code*.

## Signage

Intent: Signage in the Downtown Commercial Zone should contribute to the overall visual quality of the downtown and enhance the pedestrian experience of the area by providing signs that are pedestrian scaled and located so as to be legible to pedestrians on the sidewalks.



Key elements of the proposed sign guidelines include size, materials, placement, and illumination.

1. Wood or metal is the recommended material for the sign. The sign should not be constructed of plastic.
2. Wall-mounted signs in the Downtown Commercial Zone are encouraged, but shall not exceed an area of 10 percent of the wall to which the sign is attached or 50 square feet in size.
3. Sign graphics shall be carved, applied, painted, or stained.
4. Sign graphics shall be simple and bold, keeping with the historic theme

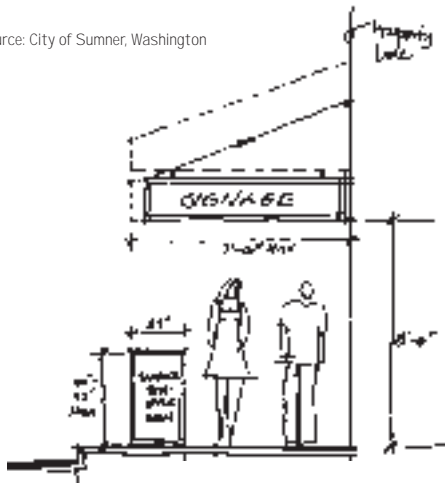
- of downtown Creswell.
5. The number of colors used on signs shall be minimized for maximum effect. Four colors, including the background color, is the maximum. Fluorescent colors are not allowed.



Signage by its nature is eye catching and memorable and therefore has the ability to create a lasting impression of a downtown area if nicely done.

6. When lighting is used for signs, only subdued and indirect lighting is allowed. Signs illuminated from inside are not allowed with the exception of neon window lights.
7. Projecting (blade) signs are encouraged, especially along Oregon Avenue, preferably suspended from an awning, and should not exceed 10 square feet per face. No projecting signs should be used above the first story.

Source: City of Sumner, Washington



Pedestrian-scale projecting signs help create an attractive streetscape and are encouraged, especially along Oregon Avenue.



Springfield, Oregon

## Permitted Uses for the Downtown Commercial Zone

Delete permitted use #21 from the Downtown Commercial Zone section of the *Creswell Development Code*. This item currently permits “rental storage units, including recreational vehicle and equipment storage”.

Rational: Storage units are typically windowless buildings and contain little architectural detail and therefore do not fit the vision or theme desired for downtown Creswell.

The remainder of the permitted uses currently listed in the Code for the Downtown Commercial Zone will remain the same.



Vacant lot at the corner of Oregon Avenue and Second Street



Potential building style and orientation with proposed development code modifications at the same location; Also shown are the proposed streetscape enhancements in this area.



## Objective 5

Provide incentives and otherwise encourage better upkeep and improvement of existing downtown buildings.

### Strategies:

- Form a downtown association, a downtown pride committee, or a sub-committee of the chamber of commerce to work with business and property owners on beautifying the downtown and implementing the *Creswell Downtown Plan*;
- Identify and pursue funding for facade improvements and upkeep of existing buildings (see *Funding Sources*);
- Investigate the formation of economic improvement district or business improvement district.



A recent facade upgrade of an older retail building.

## Objective 6

Provide incentives to encourage investment and development in the downtown.

### Strategies:

- Reduce off-street parking requirements for new development within the Downtown Commercial Zone (see Objective 4); compensate for loss of parking by better utilizing on-street parking and by providing additional public parking lots;
- Leverage private investment by rejuvenating the downtown streetscape (e.g., new sidewalks, ornamental street lights, benches, planters, and street trees)

## Objective 7

Allow for a mix of uses in the downtown area.

### Strategy:

- Maintain sections of the existing *Creswell Development Code* that allows for residential uses on second story above a commercial use.

These buildings contain ground floor retail space with residences above, adding to the vitality of downtown Springfield.



## Objective 8

Provide attractive public spaces and facilities in the downtown area.



Bulb outs, in addition to shortening crossing distances for pedestrians, provide usable public space.

### Strategies:

- Install bulb outs (curb extensions) and wider sidewalks along Oregon Avenue between Front Street and Fourth Street;
- Site any future new public facilities including the library, post office, and city hall within the downtown area; and
- Encourage the designers of any future city hall to create a landmark building.



The photo enhanced image demonstrates the potential impact that a landmark City Hall building could have on downtown Creswell. Future expansion of City Hall is planned for this site, although the building has yet to be designed.

Note: Large caliper street trees should be used so they can be pruned soon after planting to minimize hindering circulation and blocking signage.

## Objective 9

Create a unifying theme for downtown Creswell that helps retain the small town atmosphere and that gives the downtown a sense of place.

### Strategies:

- Install old-fashioned ornamental street lighting, banners, hanging baskets, etc. within the downtown core (Oregon Avenue from Front Street to Fifth Street);
- Carry these elements beyond the downtown core, especially along Oregon Avenue and Highway 99; and
- Place an attractive entry sign near the intersection of Oregon Avenue and the I-5 on-ramp (site with ODOT assistance). This sign should be well landscaped and lit at night.



Hanging baskets and ornamental street lights help provide a consistent theme throughout downtown Albany.



Hood River's street lighting and banners provide a consistent theme throughout their downtown.



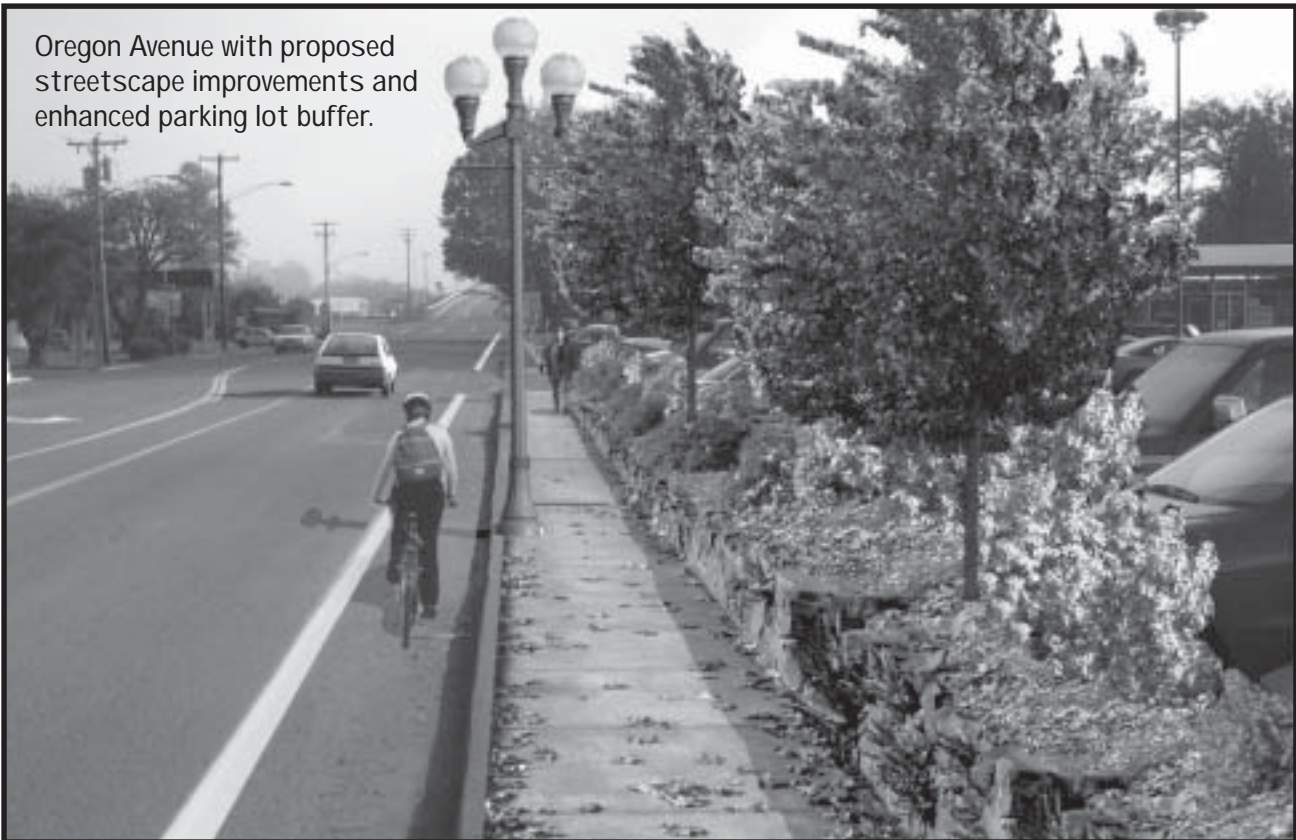
Nicely landscaped entry signage with lighting is a relatively inexpensive way to beautify a city's downtown. Signage should be situated in a location that is highly visible, but should not block driver's line of site.



Oregon Avenue east of Mill Street (looking east) - Existing



Oregon Avenue with proposed streetscape improvements and enhanced parking lot buffer.



Street trees, street lights, and banners will help extend the downtown theme along Oregon Avenue toward I-5 and along Highway 99. Planned bike lanes will provide safe bicycle access to the area while providing separation between pedestrians and cars. Plantings and walls can be used to screen parked cars.

## Objective 10

Beautify the downtown streetscape and create a place that people will want to visit and spend time.

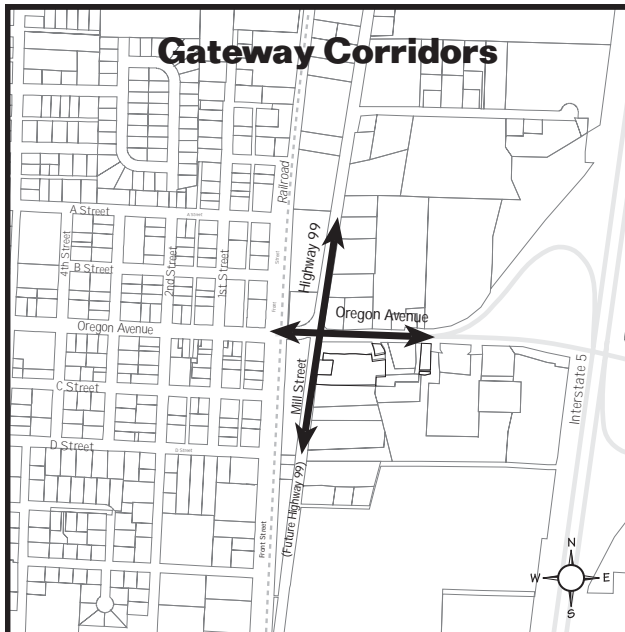
### Strategies:

- Provide amenities such as benches, drinking fountains, banners, raised planters, hanging baskets, wide sidewalks, bicycle parking, ornamental street lights, and street trees (provide irrigation), especially in the downtown core.
- Place an informational kiosk near city hall which could include a display on the history of Creswell, meeting notices, information, and a public bulletin board;
- Underground utilities along Oregon Avenue between Front Street and Fifth Street to improve overall aesthetic quality and to allow for the growth of large canopied street trees;
- Promote the painting of murals on blank walls throughout the downtown. Mural themes should focus on local human and natural history, and should not be used for advertisement purposes. A mural commission or society should be formed to review designs, promote locations, and seek funding.



Murals can be used to cover blank walls while celebrating the natural and human history of Creswell. This mural was recently added to the I-5 tire building and was based on a historic photo of a Creswell blacksmith shop.

# Gateway Corridors



Three key gateways to Creswell's downtown are located along Oregon Avenue between I-5 and Front Street and along Highway 99 from both the north and south. These corridors serve as important entryways to the downtown and therefore should receive special attention to ensure an attractive streetscape as future development occurs. Due to its high visibility and easy access, the commercially zoned land along these corridors has great potential for future development and redevelopment. The *Interchange Refinement Plan* has proposed that Highway 99 be re-routed along Mill Street south of Oregon Avenue in the future, so this will ultimately become the major entryway to downtown Creswell from the south. These gateway streets and the land uses along them are often the first impression visitors have of Creswell.

The following guidelines are recommendations for future commercial development and are intended to supplement, not override, Creswell's existing general commercial zone standards. The guidelines recommend site planning and design techniques that will help future commercial development make a positive contribution to the attractiveness of Creswell's gateway corridors in ways that will not limit a site's developability or economic viability.



The Siuslaw Valley Bank building on Oregon Avenue is well landscaped and oriented towards the street with clearly marked parking areas to the side and rear.

## Site Design and Parking

In order to create street definition, activity, and interest along Creswell's gateway corridors, the preferred siting of new commercial buildings is close to the street rather than set back from the street behind large parking lots. Setbacks of between 25 and 50 feet are recommended where site size and configuration permit.

Large unlandscaped parking lots are generally unattractive and should not dominate Creswell's gateway corridors. Where lot configuration and existing uses allow, parking areas should be located to the rear or sides of the building. Parking lots that are situated immediately adjacent to the street should be buffered using vegetation or low screening walls. Landscaping within a parking lot, including large canopied trees, provides shade and breaks up the expanse of asphalt and parked cars and is encouraged in all parking lots,

no matter where they are situated. Parking lot buffers and landscaping should be designed to achieve the desired buffering while not significantly obstructing views from the street to the commercial uses or signage. Planting larger, mature trees that can be pruned to a fairly high level soon after planting is one way to ensure this vision clearance.

### **Building Architecture**

To create high-quality, visually interesting buildings along these gateway areas, new and remodeled commercial buildings should be designed to provide architectural relief and interest. Blank walls and utilitarian structures are uninteresting and will not make a positive contribution to the quality of Creswell's gateway corridors and should be avoided.

Building facades that face onto the public streets should include large, regularly spaced and similarly shaped windows with window trim. Building entrances should be oriented towards both the street and the parking lot. Recommended window coverage on facades facing the street is between 50 and 80 percent. If blank walls are required for structural reasons, any walls visible from public streets should include a combination of architectural elements and features such as offsets, entry treatments, a pattern of varied materials and colors, decorative murals, or division into bays.



To create street definition, activity, and interest, the preferred siting of new commercial buildings along Creswell's gateway corridors is towards the street, with parking to the side and rear.



### **MARKETPLACE ENTRY**

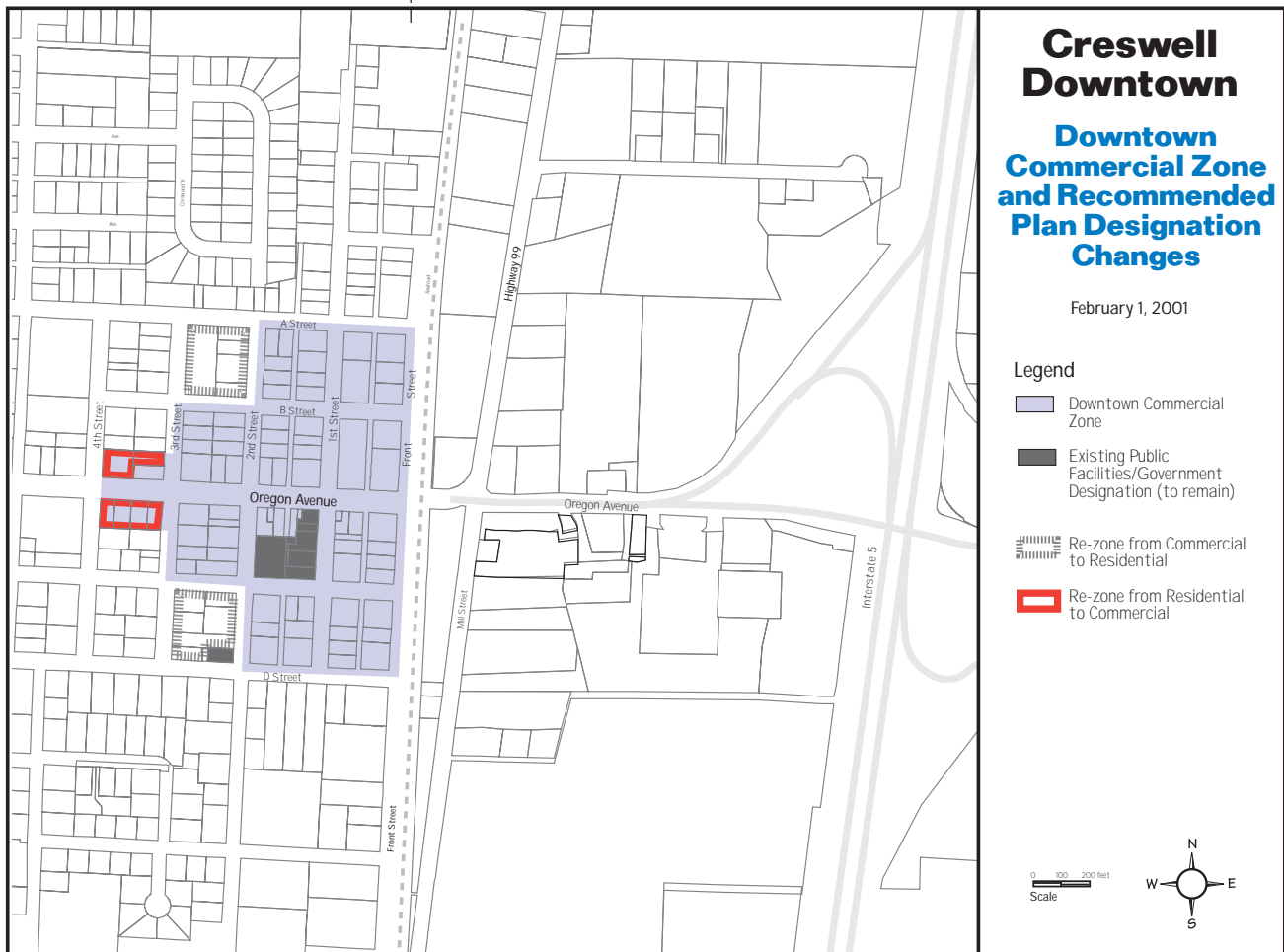
The proposed improvements to the facade of the Creswell Marketplace building on Oregon Avenue, as shown above, include the use of numerous large windows and architectural detail and are consistent with the architectural guidelines listed above. (Note: this design is preliminary and subject to modification).

# Plan Designation and Zoning

The following are recommendations for changes to the existing plan designation and zoning within downtown Creswell. See Development/Redevelopment Potential (page 16) for analysis. These changes will help better reflect existing land uses and potential for commercial development.

- Re-zone the block bound by A Street, B Street, Second Street, and Third Street and the block bound by C Street, D Street, Second Street, and Third Street from its current designation of commercial to residential. These two blocks are currently entirely in residential use.
- Re-zone the lots fronting onto Oregon Avenue between Third Street and Fourth Street from residential to commercial. This acknowledges that the two blocks currently in residential use and that front onto low traffic streets are less likely to convert to commercial use, and that the lots fronting onto Oregon Avenue have a better potential to support commercial uses.

The proposed downtown commercial zone along with recommended zoning changes have been reflected on the map below and will be taken up by the Planning Commission and City Council at a later date.





# Potential Funding Sources

The following is a list of potential funding sources currently available that may be used to help implement portions of *Creswell Downtown Plan*. It is important to point out that the capital improvements proposed in this plan will likely take a number of years to be fully implemented and that several of these sources of funding will need to be used in combination.

## Gas Tax Revenues

The State collects gas taxes, vehicle registration fees, overweight, and overweight fines, and truck taxes and returns a portion of the revenues to cities and counties. Typically, this funding is used to fund street construction and maintenance but it can be used to make any transportation-related improvements only within the public right-of-way, including sidewalks, intersection upgrades for pedestrians, and bike lanes.

## System Development Charges

System development charges (SDCs) are often used to fund public works infrastructure needed for new development. The objective of SDCs is to allocate portions of the costs associated with capital improvements to the developments that will increase demand on transportation, sewer, or other public systems. SDCs are not usually used to make general infrastructure improvements.

## Local Improvement Districts

There are several types of local funding districts that can be formed to finance different kinds of improvements to main streets. Some of these districts can fund capital improvement projects such as sidewalk improvements, while others support smaller projects.

The following are brief descriptions of these various district types and what kinds of improvements they can fund. Each of these funding sources is limited to a specific area where the taxpayers are the primary beneficiaries of the improvements. Each process must be approved by the City Council.

A **Local Improvement District (LID)** provides funding for local capital improvements such as sidewalks, streets, or bikeways. The assessment formula for an LID can be based on the linear frontage of property, trip generation, or other similar criteria. Individual property owners typically have the option of paying the assessment in cash or applying for assessment financing through the city.

An **Urban Renewal District** is funded by Tax Increment Financing (TIF). Within an Urban Renewal District boundary, property taxes are collected at a rate that is frozen at the time of creation of the

## Local Revenue Sources

## Local Revenue Sources (continued)

district. Increases in the property taxes create the increment financing and are earmarked for special capital improvement projects within the District. Urban Renewal Districts are typically in place from 20-30 years.

An **Economic Improvement District (EID)** involves basing assessments on property assessment values or are a simple fee on property. EIDs cannot fund capital improvement projects, but they generally fund smaller projects that complement larger downtown improvements. EIDs are limited to a five year duration and can be renewed. Several cities in Oregon have EIDs including McMinnville, Corvallis, Baker City and Joseph. EIDs are often managed by a downtown development group.

A **Business Improvement District (BID)** is similar to an EID except that assessments are paid by business owners rather than property owners. BIDs also cannot pay for capital improvements but can fund smaller projects. A BID can have a time limit or it can be perpetual.

### Bonds

Bonds provide a mechanism for obtaining immediate capital financing of infrastructure projects. Repayment of funds from approved bonds is obtained from other revenue sources over a longer period of time. A bond is a formalized agreement by which the bond issuer (borrower) promises to repay the bond purchaser (lender) a certain amount of money at a stated rate of interest on a certain date. Government debt can be incurred at interest rates that are lower than commercial rates because the interest is generally exempt from state and federal income taxes.

Measure 50 places additional limits on bonded debt, some of which had been exempt under Measure 5. For debt that had been exempt, *capital construction* now excludes reasonably anticipated maintenance and repairs, supplies and equipment not intrinsic to the structure, and furnishings (except those noted). The bond levy may be imposed for no more than the expected useful life of the project.

Listed below are six types of bonds available to municipalities and special districts: general obligation, revenue, assessment, non-profit corporation, refunding, and certificates of participation.

- **General Obligation (GO) Bonds:** GO bonds are usually those secured by the issuer's promise to levy a property tax to pay the bonded debt principal and interest. They can typically be sold at a lower rate of interest than any other bonds. GO bonds require voter approval, and proceeds may be used only for capital construction and improvements.
- **Revenue Bonds:** While generally bearing a higher interest rate than GO bonds, revenue bonds are secured by a commitment of system user fees or facility revenues, and fees can be increased if needed to pay debt sources.

- **Assessment Bonds (Bancroft Bonds):** Benefited properties are assessed to pay for a portion of the cost of local improvements. After the assessment procedure has been completed, owners of assessed properties have the right to apply to pay their assessment (exceeding \$25) over a period as determined by the municipality, with ten years as the minimum. Assessment bonds are sold by the issuer in an amount equal to the unpaid assessments. The issuer may pledge the city's full faith and credit.
- **Non-profit Corporation:** As traditional methods of financing capital construction become more limited, there may be an increase in financing through non-profit corporations created to issue tax-exempt obligations on behalf of the municipality. The proceeds of the non-profit corporation's bonds are then loaned or otherwise made available to the local government unit.
- **Refunding Bonds:** Current refunding bonds may be sold at a lower interest rate than the bonds outstanding and the proceeds used to redeem outstanding bonds, thus allowing the issuer to continue to pay the original debt at lower interest rates or, alternatively, allowing the debt service on the original bonds to be spread over a longer period of time.

Advance refunding bonds may be issued in advance of maturity or date of redemption. Proceeds from the sale of the advance refunding bonds are placed in an escrow account and invested so there is sufficient money to pay bondholders at the earliest possible call or redemption date.

- **Certificates of Participation (COPs) or Lease Purchase Revenue Bonds:** COPs are a financing technique for facilities, property and/or equipment that utilizes the leasing power of local governments. Unlike General Obligation Bonds, no new tax levy is authorized; therefore, there is no voter approval requirement. In general, Certificates of Participation represent *participation* in a tax-exempt lease, which is an agreement between a municipal government and a bank trust department or governmental agency, usually the former. Revenues to pay the COPs can come from a number of sources depending on the type of project financed. For example, COPs issued to finance a community facility or convention center may be paid back from the revenues generated by the facility that are not needed for operations, and special taxes such as hotel/motel taxes or business license fees. When the COPs are retired, the local government owns the project.

### Short-Term Debt

There are three types of short-term debt: (1) tax and revenue anticipation notes, (2) bond anticipation notes and warrants (Bancroft), and (3) public improvement notes. In all cases, short-term debt is incurred based upon, and secured by, anticipated future revenues and a line of credit. Issuing short-term notes allows the issuer to delay long-term financing until the market is more stable.

## State and Federal Sources

### Grants and Loans

There are several State and federal grant and loan programs available for economic development or specific transportation issues. Most programs require a match from the local jurisdiction. Most of the programs available for transportation programs are administered through the ODOT or the Oregon Economic and Community Development Department (OECDD). Listed below are some programs that may be appropriate for downtown projects.

### State Bicycle and Pedestrian Grants

ODOT's *Bicycle and Pedestrian Program* administers a program to assist in the development of walking and bicycling improvements.

Projects must be situated within existing street, road or highway right-of-way. Eligible projects include sidewalk infill, ADA upgrades, pedestrian crossings, intersection improvements, and minor roadway widening for bikeways. The maximum grant amount available per project is \$200,000. Solicitation began in September 2000 for this year's round of funding and project proposals were due on March 15, 2001. A voluntary match will count heavily in project scoring. Only one application per city is accepted. Projects that include bikeways and walkways as part of road construction or reconstruction are **not eligible**, as walkways and bikeways must be provided on these projects by law.

### Special Small City Allotment Program

The *Special Small City Allotment (SCA) Program* is restricted to cities with populations under 5,000. No locally funded match is required for participation. Grant amounts are limited to \$25,000 and must be earmarked for surface projects (drainage, curbs, sidewalks, etc.).

The program allows cities to use the grants to leverage local funds on non-surface projects if the grant is used specifically to repair the affected area. Criteria for the \$1 million in total annual grant funds include traffic volume, the five-year rate of population growth, surface wear of the road, and the time since the last SCA grant. The SCA is managed through ODOT.

### Transportation Growth Management Program

Oregon's TGM Program is a joint effort of ODOT and the Department of Land Conservation and Development (DLCD). TGM supports local government planning that encourages compact, mixed-use, pedestrian-, bicycle-, and transit-friendly development. Pending budget approval by the Oregon Legislature, grants are available every biennium.

One of the TGM Program's specific areas of assistance is the *Quick Response: Planning and Design Assistance*. The *Quick Response Program* provides free conceptual site planning, urban

design, and transportation planning consulting services for developers and local governments. One of the advantages of this *Program* is that it is available on short notice. Typically, the Quick Response Team can provide assistance within two weeks of a request, and most projects are completed within four to six weeks. The *TGM Program* can be contacted at (503)-373-0050 to request *Quick Response* services.

### **Immediate Opportunity Fund**

OECDD and ODOT administer the Immediate Opportunity Fund, a program designed to assist local and regional economic development. The primary factors in determining eligible projects under the Program are improvements of public roads, inclusion of an economic development-related project of regional significance, creation or retention of primary employment, and ability to provide local funds (50/50) to match grant. The maximum amount of any grant under the program is \$500,000.

### **The Oregon Livability Initiative: The 21<sup>st</sup> Century Community Fund**

The Oregon Livability Initiative was created by Governor Kitzhaber to encourage job creation in rural Oregon through investments in housing, transportation, water, and sewer. The Initiative seeks to revitalize downtowns and main streets, reduce sprawl and traffic congestion, reward development of affordable housing, and rebuild rural and distressed communities.

The 21<sup>st</sup> Community Fund has allocated \$30 million for the 1999-2001 biennium in revenue bonds to **Local Streets Networks** administered by OECDD. Funding is allocated by ODOT Regions on an equity basis. The purpose of the program is to provide local transportation system improvements where the improvements benefit state highways. A one-time round of applications was closed on May 19, 2000.

The Oregon Livability Initiative also includes \$5 million in the 1999-2001 biennium for the **Community Incentive Fund** administered by the Oregon Housing and Community Services Department. Flexible grants and loans will provide local governments and developers with state funds to help revitalize downtowns and community centers and put affordable housing near jobs. The Fund must be used for capital projects and cannot be used for planning, technical assistance, or other administrative or operating costs. Examples of projects may include “publicly owned improvements that are ancillary to a main street revitalization project and which clearly serve to render a downtown or main street area competitive or to improve the economic vitality, including improvements to access, street improvements, sidewalks, or parking;” “acquisition and/or development of a site that enables and employer to locate its business in or near a town center.”

**State and Federal Sources (continued)**

It is unclear at this point whether funding will be available in the upcoming biennium.

**Urban Forestry Grants**

The Oregon Department of Forestry's Urban and Community Forestry Unit supports the stewardship of Oregon's urban and community forests. Part of the program's goal is to foster public awareness of the contributions urban forests make to the quality of life and the environmental and economic well being of Oregon cities.

Through the Urban Forestry activities, on-site technical assistance is available for communities, nonprofit groups, and civic organizations who want to plant and properly maintain trees within their urban areas, especially street trees. Written information on tree protection ordinances, inventories, tree care, planting, tree selection, and urban forest management are also available.

**Transportation Equity Act for the 21<sup>st</sup> Century**

The (TEA-21) **Enhancement Program** provides federal highway funds for projects that strengthen the cultural, aesthetic, or environmental value of the transportation system. Enhancement funds are available only for special or additional activities not normally required on a highway or transportation project. There are 12 eligible activities including bike/pedestrian projects, and landscaping and scenic beautification. They cannot be used for routine or customary elements of construction and maintenance, or for required mitigation.

Projects must demonstrate a link to the intermodal transportation system, compatibility with approved plans, and local financial support. A 10.27 percent local match is required. The more match available and good political support is advantageous to an application. It is also important for a project to be part of a city's Transportation System Plan.

The Cities of Veneta and Coburg received funding under this program for sidewalk improvements and bike lanes.

Another element of TEA-21 that could potentially be used for main street projects include the **Congestion Mitigation Air Quality Improvement Program** (funding for air quality non-attainment and maintenance areas, such as intersection and signal projects that improve traffic flow). These funds are available through ODOT.

**Old Growth Diversification Fund**

Discretionary grants are available from OECDD to assist rural, timber-dependent and resource dependent communities with projects that could aid in averting decline of the community and stabilize and diversify their economies. Funding is available year round.

### **Oregon Tourism Commission**

Matching grants are available from the Oregon Tourism Commission. Funds are for tourism projects such as marketing materials, market analyses, signage, and visitor center development planning. No money is available for construction. The funding cycle varies.

### **Community Development Block Grants**

OECD D administers the State's annual federal allocation of Community Development Block Grants (CDBG) for non-metropolitan cities. The national objective of the program is "the development of viable (livable) urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low and moderate income." Eligible projects include downtown revitalization projects such as clearance of abandoned buildings and/or improvement to publicly owned facilities or infrastructure – curbs, gutters, necessary storm drainage, sidewalks, streetlights, landscaping, water and sewer lines, benches as long as they are permanently fixed to the concrete, etc. to help carry out a plan for revitalization of a downtown area. Funding is available on an ongoing basis. Matching funds are required.

### **Benton-Lane-Lincoln-Linn Regional Investment Board**

The 1999-2001 Legislature established regional investment boards to distribute State lottery funds through OECD D for economic and community development projects. In 2000 the Benton-Lane-Lincoln-Linn (BL3) Regional Investment Board was formed. The BL3 Regional Investment Board had approximately \$2.3 million to distribute across the four-county region. The regional investment boards distribute money from two funds; the Regional Investment Fund and the Rural Investment Fund. Examples of projects that may be funded through the Regional Investment Fund include training facilities and programs, outreach programs to small businesses, or projects to improve regional telecommunications infrastructure. The Rural Investment Fund has been used to support locally determined economic and community development projects ranging from infrastructure planning to distance learning to new business feasibility studies to industrial park marketing. Funds from the Rural Investment Fund are not available to projects focused in Eugene and Springfield.

Projects must be approved by the BL3 Regional Investment Board and all four county commissions.

If the Legislature approves continued funding for regional investment boards, solicitation of projects is expected to be in fall 2001. Lane Council of Governments facilitates the solicitation of projects in Lane County.

**State and Federal Sources (continued)**

**Oregon Downtown Development Association (ODDA)**

In the past ODDA has had some funding available for special projects. In 2000, ODDA solicited for proposals where a community would receive professional image development and marketing services. Eligible communities needed to be under 5,000 in population and be designated as Rural and/or Distressed by OECDD.

ODDA is also available for consulting on downtown issues.

**Lane County Community Development Road Improvement Assistance Fund**

Funding is available from the **Lane County Community Development Road Improvement Assistance Fund** for road improvements that are necessary for community development projects. Eligible projects for the Lane County Community Development Road Improvement Assistance Fund are limited to public road improvements of community development projects in which a city or other governmental entity has agreed to accept jurisdiction of the road improvements following completion of the project. Projects are reviewed twice a year. A subcommittee of the Lane County Roads Advisory Committee reviews the applications, makes a recommendation to the full Roads Advisory Committee, which then makes a recommendation to the Board of County Commissioners for final approval. Funding is from the federal forest revenues the County receives for road purposes.

**Rural Business Development Program**

Lane Council of Governments administers the USDA Rural Business Development Program. The Program provides loans from \$50,000 to \$150,000 to rural areas at prime rate. The Program does apply to community development projects. The main criteria for this Program is that jobs must be created on a ratio of 1 to \$35,000 loaned. LCOG's Loan Manager Steve Dignam can be contacted at (541)-682-7450 for more information.

**Federal Appropriations**

Members of Congress often earmark projects for funding in annual appropriation bills. This could be accomplished through a request to Congressman DeFazio, Senator Wyden, and/or Senator Smith. The most likely source of funding for projects for downtown projects would be the Veterans', Housing and Urban Development and Other Agencies Appropriations bill, and the Transportation Appropriations bill. These projects are often scrutinized depending on political realities.



### Grants

There are grants available for downtown projects from foundations. The Collins Foundation, Ford Family Foundation, and Meyer Memorial Trust have funded downtown projects that include historic building renovations and streetscape improvements. Historic Baker City, Inc. was successful in obtaining grant funding for several projects in downtown Baker City. Diane Adams is the contact at (541)-523-5442. One source to look for grants available in Oregon is the Oregon Foundation Databook. The internet is another source to check for grants from foundations. Some foundations do fund construction projects.

### Utilities

Electric utilities may be willing to fund some of the cost of the undergrounding of utility wires. It is doubtful that utilities could pay the entire cost of this expensive project.

### Banks

Banks have participated in helping to finance facade improvements in downtowns through a low interest loan program. Wells Fargo Bank has participated in this program in Silverton.

### Private Developers

The majority of local streets and sidewalks are paid for at the time of development by the developer, who includes the cost in the sale price of properties. This will also apply to bikeways, bicycle parking, and transit facilities. In this way, the benefiting users are paying for the cost of the system installation. The city then is responsible for maintaining improvements within the public right-of-way.

### Private Fundraising

Private fundraising is always an option for projects. The Silverton Mural Society has raised money to create several murals in the City of Silverton. The Mural Society also evaluates proposals for murals in the City.

# Proposed Capital Improvements List, Cost Estimates, and Potential Funding Sources

## Colored Crosswalks

- Along Oregon Avenue between First Street and Fourth Street (9 total)
- At Oregon Avenue and Front Street (three total)
- At Oregon Avenue and Mill Street (four total)

### \*Cost Estimate:

Approximately \$143,000

### Potential Funding Sources:

- ODOT Bicycle and Pedestrian grants
- TEA-21 Enhancement Program

## Curb Extensions

- Between First Street and Fourth Street (18 total)
- At Front Street (one total)

### Cost Estimate:

Approximately \$190,000

### Potential Funding Sources:

- Local Improvement District
- ODOT Bicycle and Pedestrian grants
- ODOT Special Small City Allotment Program
- Community Development Block Grants

## Entry Signage

- Near I-5 off-ramp (one total)

### Cost Estimate:

Approximately \$2,000–4000 (includes design, installation, and planting)

### Potential Funding Sources:

- Economic Improvement District
- Oregon Housing and Community Services Department Community Incentive Fund
- OECD Old Growth Diversification Fund
- Oregon Tourism Commission
- Grants including Collins Foundation, Ford Family Foundation, Meyer Memorial Trust
- TEA-21 Enhancement Program

*\*see cost estimate table on pages 67-68 for cost assumptions.*

### **Ornamental Street Lights**

- Along Oregon Avenue from Front Street to Fifth Street (approximately 50)
- Along Oregon Avenue from railroad to I-5 Ramp (approximately 17)
- Along Highway 99 north of Oregon Avenue (approximately ten)
- Along Highway 99 south of Oregon Avenue (approximately ten)

#### Cost Estimate:

Approximately \$748,000

#### Potential Funding Sources:

- Community Development Block Grants
- Grants including Collins Foundation, Ford Family Foundation, Meyer Memorial Trust
- TEA-21 Enhancement Program

### **Undergrounding Utilities**

- Along Oregon Avenue from First Street to Fifth Street

#### Cost Estimate:

Approximately \$500,000–\$700,000 (Pacific Power & Light) – additional study and negotiations necessary to determine exact cost.

#### Potential Funding Sources:

- Private utility
- Urban Renewal District
- Local Improvement District

### **Sidewalk Widening with Brick In-lay**

- Along Oregon Avenue between 1<sup>st</sup> Street to 4<sup>th</sup> Street
- Missing sidewalk segments in downtown commercial zone

#### Cost Estimate:

Approximately \$69,000 (would be done in combination curb extensions)

#### Potential Funding Sources:

- Local Improvement District
- ODOT Bicycle and Pedestrian grants
- ODOT Special Small City Allotment Program
- Oregon Housing and Community Services Department Community Incentive Fund
- TEA-21 Enhancement Program
- Community Development Block Grants

### **Street Trees with Irrigation and Protective Grates**

- Along Oregon Avenue between First Street and Fifth Street (approximately 55)
- Along Oregon Avenue between Railroad and I-5 Ramp (approximately 30)
- Highway 99 (approximately 30)

Cost Estimate:

Approximately \$94,500

Potential Funding Sources:

- Urban Forestry Grants
- Community Development Block Grants
- TEA-21 Enhancement Program

### **Adding Angle Parking**

- Front Street (one block total)
- Second Street (two blocks total)

Cost Estimate:

Front Street (north of Oregon Avenue): approximately \$25,100

Second Street (one block north and south of Oregon Avenue—east side only): approximately \$20,000

Potential Funding Sources:

- Oregon Housing and Community Services Department Community Incentive Fund
- TEA-21 Enhancement Program

### **Public Parking Lots**

- Paving LTD Park and Ride lot and lot behind Apple Annies
- Purchasing vacant lots for future public parking

Cost Estimate:

Approximately \$5,000 to \$7,000 per space

Potential Funding Sources:

- Federal Transit Administration for LTD lot

### **Bringing Street up to Urban Standards**

- Front Street between Oregon Avenue and D Street (west side only)

Cost Estimate:

Approximately \$42,000

Potential Funding Sources:

- TEA-21 Enhancement Program
- Urban Renewal District

- Oregon Housing and Community Services Department Community Incentive Fund

### **Interpretive/Information Kiosk**

- Adjacent to City Hall

Cost Estimate:

Approximately \$3,000

Potential Funding Sources:

- Oregon Housing and Community Services Department Community Incentive Fund
- BL3 Regional/Rural Investment Fund
- OECDD Old Growth Diversification Fund
- Oregon Tourism Commission
- Grants including Collins Foundation, Ford Family Foundation, Meyer Memorial Trust
- TEA-21 Enhancement Program

### **Streets**

- Convert one block of Front Street to a one-way street
- New streets south of Oregon Avenue
- New streets north of Oregon Avenue

Cost Estimate:

South of Oregon Avenue: Approximately \$272,000

North of Oregon Avenue: Approximately \$187,000

Potential Funding Source:

- Local Improvement District

### **Bike Lanes**

- Along Oregon Avenue between First Street and Fifth Street (approximately 55)
- Oregon Avenue east of railroad (south side only)
- Other (discuss with CAC)

Cost Estimate:

Approximately \$2,000 (striping only)

Potential Funding Sources:

- Local Improvement District
- Local Improvement District
- ODOT Bicycle and Pedestrian grants
- TEA-21 Enhancement Program

### **Other Streetscape Elements**

- Benches (approximately 8)
- Drinking fountain (one-two)
- Trash receptacles (approximately four)
- Planters (10–15 with bulbs-outs)

Cost Estimate:

Highly variable

Potential Funding Sources:

- Local Improvement District
- BL3 Regional/Rural Investment Fund
- Community Development Block Grants
- Grants including Collins Foundation, Ford Family Foundation, Meyer Memorial Trust

# Cost Estimates

## Cost Estimate Creswell Downtown Plan Capital Improvements

Project Description	Location	Cost Assumption*	Quantity	Length/Area	Estimated Cost**
Colored Cross Walks	Oregon Avenue (First Street to Fifth Street)	\$19/square foot	9 crosswalks	3,888 sf total	\$73,872 (\$8,208 per crosswalk)
	Oregon Avenue/ Mill Street Intersection	\$19/square foot	4 crosswalks	2,160 sf total	\$41,040
	Oregon Avenue at Front Street	\$19/square foot	1 crosswalk	660 sf	\$12,540
	Front Street (north of Oregon Ave.)	\$19/square foot	1 crosswalk	240 sf	\$4,560
Curb Extensions	Front Street (south of Oregon Ave.)	\$19/square foot	1 crosswalk	580 sf	\$11,020
	Oregon Avenue (Front Street to Fourth Street)	\$10,000/corner	19	-	\$190,000
Entry Sign and Plantings	Near I-5 off-ramp	\$2,000-\$4,000	1	-	\$3,000
Ornamental Street Lights	Oregon Avenue (Front Street to Fifth Street)	\$8,600/ 3-bulb fixture (includes electrical)	50	-	\$430,000
	Oregon Avenue (railroad to I-5)	\$8,600/ 3-bulb fixture	17	-	\$146,200
	Hwy. 99 north of Oregon Ave.	\$8,600/ 3-bulb fixture	10	-	\$86,000
	Hwy. 99 south of Oregon Ave.	\$8,600/ 3-bulb fixture	10	-	\$86,000
Undergrounding Utilities	Oregon Ave. (Front to 5 <sup>th</sup> )	\$500,000-\$700,000 (P&L rough estimate)	-	five blocks	\$500,000-\$700,000
Sidewalk Widening	Oregon Avenue (Front Street to Fourth Street)	Curb & Gutter: \$8.50/lf Sidewalk Widening: \$35/lf	4 blocks (both sides)	1,600 lf	\$69,600
	Oregon Avenue (Front Street to Fifth Street)	\$1,500/trees (including irrigation and grates)	55	five blocks	\$82,500
Trees	Oregon Avenue (Railroad to I-5 ramp)	\$200/tree (including some grates where needed)	30	Located on public right-of-way & private	\$6,000
	Highway 99	\$200/tree (including some grates where needed)	30	Located on public right-of-way & private	\$6,000
Adding Angle Parking	Front Street (north of Oregon)	Curb: \$8.50/lf	420 lf	one block (both sides)	\$3,570
		Culvert. In ditch: \$65/lf	210 lf		\$13,650
		Striping: \$0.80/lf	400 lf		\$320
		Paving: \$36/lf	210 lf		\$7,560
					Total: \$25,100
	Second Street (one block north and south of Oregon Ave.)	Curb: \$8.50/lf	440 lf	two blocks (one side)	\$3,740
		Striping: \$0.80/lf	600 lf		\$480
		Paving: \$36/lf	440		\$15,840
					Total: \$20,060

Bringing Street up to Urban Standards	Front Street (Oregon Ave. to D Street)	Sidewalk: \$25/lf Curb: \$8.50/lf	520 lf	Two blocks (west side)	\$13,000
		Parking Lane: \$18/lf	520 lf	Two blocks (west side)	\$4,420
		Bike lanes: \$15/lf	1,040 lf	Two blocks (west side)	\$9,360
				Two blocks (both sides)	\$15,600
Interpretive/Information Kiosk	Near City Hall	\$2,000-4,000	1		Total: \$42,380 \$3,000
Bike Lanes***	Oregon Avenue (Front Street to Fifth Street)	Striping: \$0.40/lf Bicycle Stencil: \$90	2,400 lf 11	Five blocks (both sides)	\$960 \$990
New Collector Streets	South of Oregon Avenue	Collector street with sidewalks and parking: \$170/lf		1,600 lf	Total: \$1,950 \$272,000
	North of Oregon Avenue	\$170/lf		1,100 lf	\$187,000

\*Cost assumptions include engineering and contingencies and are based on a number of sources.

\*\*Cost estimates are based on conceptual design only. Estimates should be recalculated following design refinement.

\*\*\*Cost estimates for all other bicycle projects and sidewalk projects in the downtown study area are included in the Creswell Transportation System Plan (1999).



The background of the page is a faded, grayscale photograph of a busy street intersection. In the foreground, a crosswalk with white stripes is visible. Several vehicles, including a large truck and a white SUV, are stopped at the intersection. Traffic lights are visible in the upper left and center. The overall scene is slightly out of focus, emphasizing the text overlay.

# **Appendix A**

## ***Issue Survey Results***



# Creswell Downtown Area Survey Results

The downtown survey was sent out to approximately 260 businesses, property owners, and residents within the downtown study area and was printed in the July 26, 2000 edition of the Creswell Chronicle. A total of 51 responses were received as of August 14, 2000 and the results are listed below.

## General Information

### 1. Where is your business, home, or property located? (Street address)

- 100 & 150 F St.
- 95 N Front St.
- Corner of Oregon and Front, 5 S Front St.
- 182 S Second
- 174 N First St.
- 108 1<sup>st</sup> St.
- 106 W Oregon Ave.
- 187 Oregon Ave.
- 2<sup>nd</sup> & Oregon Ave.
- 41 S 2<sup>nd</sup> St.
- 193 S Front St.
- 191 & 195 C St.
- 64 & 98 Oregon Ave.
- 275 S Front St.
- 345 E Oregon Ave.
- 165 E Oregon Ave.
- 150 S 2<sup>nd</sup> St.
- 210 B St.
- 150 S 2<sup>nd</sup> St.
- 95 N 1<sup>st</sup>
- 198 N 2<sup>nd</sup> St.
- 194 S 1<sup>st</sup>
- 150 N 2<sup>nd</sup> St.
- 69 N 2<sup>nd</sup>
- Row Road
- 90 S 3<sup>rd</sup> St.
- 13 N Front St.
- 96 N Mill St.
- 64 W Oregon Ave.
- 235 N Mill
- 945 Barber Dr.
- 438 D St.
- 73 S 2<sup>nd</sup> St.
- 124 N 3<sup>rd</sup> St, Apt#2
- 233 West A St.
- 287 S Front
- 134 W Oregon Ave.
- 281 Oregon Ave.
- 265 E Oregon Ave.
- 198 E Oregon Ave.
- 240 W Oregon Ave.
- 244 W Oregon Ave.
- 44 Oregon Ave.
- 108 North 1<sup>st</sup> St.
- 327 Front St.

### 2. If you run a downtown business, do you:

<u>11</u> own	<u>4</u> rent
<u>5</u> lease	<u>0</u> other

## Responses

### Transportation and Streetscapes

#### 3. Do the following traffic related problems exist downtown?

Check all that apply:

<u>27</u> congestion
<u>35</u> dangerous intersections
<u>19</u> confusing signage
<u>8</u> other

Please explain your answer:

- The corner of Front & Oregon intersection is confusing for drivers crossing the railroad tracks, unless you are familiar with the intersection, it is hard to tell right of way.
- Traffic lights
- Entrance and exit of KOA and trailer court, very dangerous I-5 traffic at light heading south on Hwy 99, can make a right turn on red light causing traffic on Front Street, trying to turn left is a problem.
- Currently the flow of traffic is terrible.
- Crossing at Hwy 99 S and tracks (Oregon Ave RRX) is congested and needs added traffic control.
- Intersection at 1<sup>st</sup> St. and Oregon Ave. is dangerous because stop signs (E & W) are not obvious enough.
- No parking
- Hwy 99 and Front St. hard to cross when walking, not enough signings for turn to Hwy 99 or on to Oregon. Have been cut off or are by cars in left lane
- Confusing signage at railroad track intersection
- Dangerous intersection at Main & Hwy 99
- The intersection at Oregon and Front Street is very confusing to visitors and newcomers. A signal light would help a lot.

- Oregon Ave. @ Hwy 99 is dangerous
- Exit on to Oregon Ave. from bank or Ray's Market, stop at Main St. and old Hwy 99
- Parked cars blocking the view of drivers turning onto Oregon Ave. from a side street
- I've seen a lot of close calls in the intersection of Hwy 99 and Oregon. People from out of the area don't realize the northbound traffic on Hwy 99 can turn right without stopping – people pull out in front thinking your going to stop.
- Congestion at railroad tracks
- Difficult when the railroad runs across the main road.
- Too much traffic and congestion between I-5 interchange and Front St.
- Right(s) of way & turn lanes over RR tracks
- There is some congestion when people are leaving work, but not a major problem.
- Sometimes I drive and find it hard to merge from 3<sup>rd</sup> St. to Oregon Ave. during peak hours. Also as a pedestrian is hard to know when it is safe to cross RR tracks. More congestion as city grows.
- Oregon Ave. @ Mill
- Railroad Crossing
- Oregon Ave. and Mill St.
- Oregon Ave. and Hwy 99
- Pave parking lots to reduce dust.
- Dangerous intersection by railroad tracks
- All three relate to the railroad crossing on Oregon Ave and the intersections on both sides of the tracks. The exits of 1-5 are the other areas of congestion. The east side is dangerous and the west side is confusing to traffic. All of these areas have been looked at many times before.
- Insufficient parking
- It's not that bad with the exception of the railroad intersection and that really only confuses out-of-towners.
- In 1970-1980 we had no problem, this is 30 years later, we need to update
- Train tracks
- Oregon Avenue and Highway 99
- Hard to back out of parking spaces

**4. What are your typical destinations when you go downtown?**

Check all that apply:

- 23 work
- 13 general services (e.g. doctor, accountant)
- 44 post office
- 24 restaurant
- 41 gas station
- 24 retail
- 3 community center
- 17 City Hall
- 4 library
- 7 other

*Please explain your answer*

- Groceries
- Freeway access
- Not applicable to me as a once per month visitor
- Grocery store
- North and south freeway exits
- Through town to Eugene, as I work in Eugene. Usually I walk when I go to downtown.
- Grocery
- Store
- Banking
- Grocery, gift shop

**5. How do you generally travel to these destinations?**

- 48 Car
- 1 Bus
- 4 Bicycle
- 23 Walk
- 0 other

- To Creswell from Sisters and return.
- Pickup
- We generally walk but there are times we also drive

**6. If you drive downtown, do you typically:**

- 22 Park in one place and walk to various destinations?  
24 Drive between destinations?

**7. If you work downtown and drive to work:**

**a. where do you typically park your car? \_\_\_\_\_**

- I leave it at home most of the time
- At work in Eugene.
- At our Store
- Hwy 99 in front of business
- Retired
- On curb
- School District Office
- On lot of business
- At my business
- Behind the hardware store
- Parking lot
- Front of business
- In parking lot of business
- In front of business
- In parking lot
- At place of business
- Across street
- Behind business

**a. About how far do you walk to your business from where you park? \_\_\_\_\_**

- 100 ft.
- 20 feet
- Parking lot to the door
- 20 feet
- 10 feet
- No distance
- 1 block away
- 30 feet
- Across street
- Short distance
- All very close

**8. Do you think there is currently adequate parking downtown for:**

Customers:	Yes <u>25</u>	No <u>19</u>
Employees:	Yes <u>19</u>	No <u>15</u>
Special events:	Yes <u>10</u>	No <u>26</u>

- But only because businesses share parking
- Not at Apple Annies
- What we have is sufficient for the businesses that are open

**9. What type of parking do you prefer downtown?**

- 24 parking lots  
31 on-street angle parking  
3 on-street parallel parking  
1 other

**10. As a pedestrian, are there areas of downtown where you feel unsafe walking?**

18 Yes      24 No

If yes, why do you feel unsafe?

18 dangerous street crossings; if so, where: \_\_\_\_\_

- 99 & Front St.
- Oregon Ave.
- Corner of Oregon Ave. & RR tracks
- Oregon Ave & RR tracks
- 99 & Oregon Ave.
- Oregon Ave. intersections
- Front St @ Cloverdale Rd.
- The whole area around the railroad tracks – Oregon & Hwy 99 and Mill Street
- Railroad tracks crossing
- Where Oregon Ave. is crossed by railroad tracks
- Corner of 99 and Oregon Ave.
- Crossing at RR and Shop Rite
- All along Oregon Avenue
- Highway 99 north and south
- City Hall and Oregon Ave.
- Railroad crossing
- Highway 99
- The RR intersection could be better, but there are so many other things that need attention first.

11 excessive vehicle speed; if so, where: \_\_\_\_\_

- Cloverdale East
- Main St. & A St.
- Mill Street to Hwy 99 N
- Oregon Ave. & Hwy 99
- A St.
- South 2<sup>nd</sup>
- Everywhere
- Highway 99 north and south

8 lack of sidewalks; if so, where: \_\_\_\_\_

- Front Street
- Most of the town
- Along Hwy 99 So. from Oregon Ave. to DariMart poorly defined sidewalks
- D Street
- Hwy 99
- 5<sup>th</sup> St.
- Around the park
- 2<sup>nd</sup> Ave.
- North and south Mill St. on east and west side of the streets
- Front Street

4 bicycles on sidewalks; if so, where: \_\_\_\_\_

- No problem
- Most of Creswell
- I don't blame the children for using the sidewalks – too dangerous to try to ride along with the traffic and all the congestion.
- Front of my shop for clients

3 too many curb cuts or driveways; if so, where: \_\_\_\_\_

5 potential crime; if so, explain: \_\_\_\_\_

- Too damn many unsolved burglaries
- Whenever you have run down buildings you have careless thinkers (not at all to be associated as blame to property owners)
- F Street
- F St. apartments
- All over town

7 other: \_\_\_\_\_

- Sheriff that can do something besides seat belt ticket
- Too much litter
- All power should be underground to clean main street appearances
- Sheriff only good for seat belt tickets, that's all they can do.
- Three-way stop with westbound clear through results in uncertain and risky moves – Oregon Ave at RRX.
- Cars do not stop for pedestrians
- Hwy 99
- Crossing on south side of Oregon Ave. to east side of Railroad tracks
- No
- Don't walk much
- Unsafe overpass
- Unsafe for older people or handicapped
- Corner of Oregon Ave. and Front St. is unsafe

**11. Should the downtown include the following amenities (check all that apply):**

37 benches      30 bicycle racks      19 drinking fountains      21 public restrooms  
23 planters      16 hanging baskets      24 street trees      6 banners  
19 welcoming signage      19 undergrounding of overhead utilities  
9 other:

- Tax breaks or whatever is needed to attract more business especially as it may apply to the needs of young people
- Sheriff can do something besides seat belt ticket.
- All ditches should have tile pipes underground such as along Hwy 99 & Front Street.
- A decent restaurant
- Public mailboxes – only one in whole town
- Lots of streetlights (that work!)
- Don't want to pay taxes this stuff takes
- All this would be beautiful, but fix the dilapidated eyesore buildings first.
- Dry cleaners, health food store, good produce, thrift stores.

**Land Use**

**12. What types of land uses would you like to see downtown? (check all that apply):**

22 general services (e.g. health; accounting)      6 housing  
24 government services      19 movie theater  
8 performance theater      24 restaurant  
30 retail      28 farmer's market  
9 other:

- Second hand store, computer store, pee wee golf
- Maybe, if well done
- Fast food - McDonalds, Burger King
- Would be nice to have another big grocery store to compete with Ray's and nice to have a Wal-Mart or Bi-Mart
- Murals on buildings
- Bowling Alley / swimming center
- Nothing, don't want to pay taxes.
- Occasional community garage sales
- Roller rink = youth center = ? activities areas
- Bi-Mart, Wal-Mart, Centennial Bank
- 24 hour restaurant
- Basically recreational stuff

**13. In general, do you feel that the downtown area is interesting and attractive?**

1 Very      25 somewhat      19 not at all

Please explain your answer:

- Needs a face lift
- Very potential! However, seeing the amount of empty buildings is somewhat negative PR campaign
- About the only interesting thing to see is the museum, some property on Oregon Ave. should be cleaned up.
- Low occupancy rates
- Poor maintenance
- Looks like dying town
- Could look much better

- Most of the older buildings have been torn down.
- The mural on my building is an example of eye appeal that could be expanded
- Creswell, to a degree (in my opinion), lacks residents who appreciate city or business sponsored beautification efforts, such improvements are often damaged or defaced.
- Needs to be cleaned up, buildings are old and cluttered.
- It's as though there are 2 separate towns divided by the railroad. If guests come to town they feel as though the Sentry Plaza is Creswell
- Could definitely use cleaning up and paint
- Buildings need to be refurbished, painted and modernized. Nicer restaurant choices.
- It is improving as some of the old buildings are getting face-lifts.
- Some buildings could use a facelift
- Eyesores on right when coming into town (closed gas station, car wash that is dilapidated
- More mail boxes, Bi-Mart, Wal-Mart, Goodwill or Salvation Army
- Parts of downtown are very old and need to be remodeled and painted or removed
- In the last week a few of the buildings have gotten new paint which has helped the looks, but there is nothing interesting in downtown. In order to get people to go downtown, you need to get more businesses with more to do.
- Power poles and power lines out dated, old run down buildings
- Rough road all around the railroad track area, no bike lanes to encourage people to view area in anything but a car
- Downtown is not made to attract people – it's going to need a lot of work and money
- It has been so small for so long, now it is having a hard time trying to accommodate all of the growth.
- It doesn't look attractive. I think it looks old and trashy sometimes.
- Mural at rest. Adds a lot! Old and interesting architecture.
- It's very plain
- These are a few points that catch ones attention such as the benches and flower pots
- Kind of a small town look
- It is nice, but could be more flowers around, as well as trees and baskets. Thievery is a problem.
- Old store fronts- businesses lack the foresight to make cosmetic changes to draw in new business- as city expands and builds newcomers will be "up to speed"
- We need a facelift. It takes resources and population to support the investment. I think the first thing is a plan that most people can buy into
- Trees and flowers would make it look more interesting
- Too many empty businesses
- Too plain and old fashioned
- Dark and gloomy at night
- Need more lights

**14. Should the City require additional design standards for new downtown development (building architecture and orientation, parking lot configuration, signage, plantings, etc.)?**

25 yes      13 no

Please explain your answer:

- Bring construction up- keeping quaint look
- Any mobile home parks or storage unit facilities should be prohibited from further expansion
- Downtown needs a shot in the arm. More rules & regulations will just discourage growth.
- Why add the cost to people who obviously can't fix what they have now?
- No more storage sheds inside the city limits.
- New developments should include planters, trees, murals, flags, etc. Perhaps a specific theme such as the old "fruitland" theme could be re-newed.
- It's fine now
- City should form a design committee to set standard as to size of new building's (height etc.) set up com-zone's light com. and industrial size & height of signs
- Modern buildings, handicapped accessible, green areas.
- I have a problem with government mandating everything.
- What is required now is sufficient
- Screen off unattractive buildings, obtain tenants for boarded up buildings
- All of the things listed above
- We don't know the current design standards, so we are unable to accurately answer this question
- I feel that there should be a coordinated effort – planning commission, peoples advisory and the general public, of how and where this whole area should be changed.
- Only enough to take care of the estimated future growth
- Creswell has been small and having a hard time with growth.
- Continuity in building style – upgrading of some of the existing substandard and run-down buildings, which detract from the overall appearance of the downtown area.
- I think there should be design standards for new buildings, etc. so everything will look nice.



- Seems like a good idea
- They should require beautification affect
- Enough with the boxy metal building structures
- Don't make it too complicated, but places should be attractive
- Too much changing of planning
- As noted above downtown needs to contemporize
- I think so as long as the plan is flexible, yet follows a reasonable line of thinking.
- My feeling is that downtown merchants have a hard time making enough money to justify higher costs than they have at present
- New sign ordinance
- Spruce up old buildings

**15. Do you feel there is redevelopment potential in areas of downtown (redevelopment can range from expansion or remodeling of existing structures to removing and rebuilding a new structure)?**

32 yes 5 no

If yes, please describe whether you think the changes would be minor or major and what type improvements you would like to see:

- Remodeling some existing, removing and rebuilding new where needed
- Tax incentives or whatever can be done to attract investors for properties that now sit vacant. Provide a working relationship with investors who will turn these properties into viable enterprises that positively affect the youth of this community.
- Clean up older buildings lets show some pride in our city!
- Block development.
- Lots of parking at new mini mall.
- Only if you can create a good traffic system, so the town isn't so plugged. It is stressful that so many streets cross the rail road tracks
- Consider assisting in retail development and encouraging things like auto shops, glass shops, lumber yards, re: industrial type activities to seek out more fringe locations. Perhaps designating a core area from Hwy 99 N&S at the east end to 5<sup>th</sup> St. at west end as a retail business and service area would be a start.
- They are moving out of town a large complex and downtown will suffer
- Major try to get the railroad tracks lowered to street level
- Clean up west end of N 2<sup>nd</sup> and Oregon block, hate to think of what would happen if that black berry patch caught on fire
- Same as "13" cleaning up, painting, plants – just an overall "welcome" feeling
- Major – removal of some old buildings, refurbishing old Main St and put new buildings on outskirts, more green areas, maybe a fountain. New community center with gym, pool and facilities for youth.
- Same as "13"- improving existing buildings with face-lifts.
- Remodeling of run-down structures.
- Elimination of the eyesores on right when coming into town.
- Even with the building of a new center (east of the I-5 freeway) I would still like to see Creswell clean up main street (old part)
- There are too many existing buildings that are empty or ugly or just wasting space. Some of this space should be used for positive retail development.
- This entails a lot of variables. I'm sure to be cost-effective many new structures would be needed. I feel it would be would be expensive to renovate some of the present structures. But if people were willing to do so – that would be ok. I would like to see some of the buildings made use of. I am concerned about the development of the plaza area east of downtown. Downtown would be appropriate for govt. services. I have mixed feelings about development.
- Could be minor or major depending on what the city decides. I would like to see older buildings with little or no function replaced or removed.
- Continuity in building style, upgrade existing buildings.
- I think remodeling would help to make it more attractive.
- Mostly cosmetics
- The old garage on the north side of Oregon Ave. at 2<sup>nd</sup> Street – the old movie theater and spot next to it has lots of potential
- I think there could be a major face lift for all, would be seen as a plus
- Painting and upkeep of existing buildings along Oregon Ave. Some are looking rather run-down. Also, there should be limits on what colors of paint can be used on the building. There should be standard color choices.
- The mall at the Parsons Building is attractive. Creswell garage, theater and Creswell Mercantile and possibly others are vacant.
- More improvements to park.
- Remodel of some existing buildings.
- As government services expand to growing communities LCOG should consider building a multi-purpose office building for county services: i.e., LCSO, Parole, AFS, Employment Dept, A&D counseling, etc. Creswell is a good

"in between" city for rural clients to go to.

- It will take major change but it does not have to happen over night. I think we need a nice sign at the entrance of Creswell off I-5 East and West. The entrance to Creswell by the car wash, Texaco and DQ are the first things you see and these areas need to be made more attractive and the intersections less confusing. The parking across the tracks needs to be more parallel so as to make the street wider.
- The city has not to date been encouraging to some of us to even attempt upgrading of storefronts; encouragement or assistance in many projects would be nice
- More sidewalks, brighter buildings, more trees
- More entertainment, late night stores
- Houses need to be fixed up because landlords don't care

**16. Are there other thoughts, concerns or ideas relating to downtown that you would you like to share?**

- We like what has been done at Creswell Hardware Store.
- We don't need another metal utility building. We do need to restore or create aesthetically pleasing enterprises that attract cultural diversity. A university classroom for adults who are interested in improving their computer skills.
- I would hate to see downtown dry up because everyone moves across the freeway to newer buildings and upgraded surroundings. Let's work on keeping downtown a place we can be proud of.
- Access to thoughts and frame I-5 needs to be improved.
- We desperately need another road out of town across tracks to the north. Everyone has to pass through the same intersection to reach freeway.
- Bicycle lanes added and marked for our future use, throughout the community, to schools and government buildings.
- Any plan that encourages local investment must be both user friendly and investor friendly. A long range plan that encourages downtown investment will need a "fairness to existing investors" motto but must offer incentives for change to accomplish desired results in say 10 years?
- Last but not least, incorporate a vacant building upkeep clause. Force Texaco, for one, to do something with their eyesore. I would still be operating it is they weren't so pig-headed and greedy.
- We are a rural town and that is why people live here. Most people work in Springfield or Eugene and it's hard to get them to trade locally.
- Creswell is growing and has potential with the development across the freeway; our "downtown" area needs attention to keep people on this sick of the freeway. I really believe special attention should be paid to this area. I feel it is vital to the continuing growth of Creswell.
- Somehow I would like to see a little more color in town. A little pizzazz.
- Creswell has potential for a major antique shopping area. There are already 5 or 6 antique dealers on Hwy 99 north of town. It would bring a lot of business into town. We also need a decent library building.
- Housing development should not have been allowed inline with the airport. People buying there should be fully informed that the airport was there first. Pilots have to learn at small airports to go on to airlines which is now our major transportation nowadays.
- Some kind of architectural design that would give the downtown a distinctive character.
- I have a river rafting business on my street and our main problem has been their customers parking their vehicles on the street in front of our houses (limiting our guest parking) for days at a time and up to a week instead of in front of their business or parking in the back of the house itself. I suppose everybody legally has a right to park anywhere on our street, but I guess it's more of a courtesy issue.
- Pleasant places to sit and eat a lunch – mini park or such.
- I live in Cottage Grove but I like this city so much more. For it to look as great as the people are would be great.
- We would like to know if we could build Residential or Commercial in our area soon!
- The 4-way stop on Oregon Ave. creates major congestion, loud noise and poor air quality –all trucks should be diverted via a truck route around the downtown core. Move the railroad tracks or build a over/under pass.
- I think a direction or theme for the area would be helpful. Murals may dress up some of the older buildings. Some of the buildings are beyond help. If we obtained low interest rate money and could lend it to merchants we might be able to work towards renovating the downtown. The city can get Rural Development money at low rates and make it available for approved improvements.
- As the area grows traffic is going to be more congested, especially on Oregon Ave. We need another access to I-5, preferably North of the existing 182 exit off I-5 at the existing overpass served by Dale Kuni Rd.
- We need a dry cleaner. The car wash is a pathetic eyesore. Have owner clean the boarded up gas station. Need more pride of ownership
- No more storage units downtown
- Large open ditches running parallel to railroad tracks
- Only one street crossing tracks
- For a small downtown, its very depressing – it could easily look and feel like Coburg or Jacksonville
- I personally think Creswell has a drug and crime problem and it progresses every year



# **Appendix B**

## ***Review of Related Plans***

- 1. Creswell Comprehensive Plan (1982)**
- 2. Creswell Transportation System Plan (1998)**
- 3. Creswell Strategic Plan (1998)**
- 4. Creswell/I-5 Interchange Refinement Plan (1999)**



# Comprehensive Land Use Plan Policy Framework

The following is a summary of the policies from the Creswell Comprehensive Land Use Plan (adopted in September 1982) that relate to the Creswell Downtown Plan study area.

## 2. Land Use Planning Policies

### Commercial

To create and protect areas suitable for commercial uses and services of community residents, visitors and tourists. These areas shall be adequately served by freeway access and/or accessible to outlying areas of the community.

### Industrial

To provide areas having a suitable environment for a range of industrial uses. This area will normally be established to be reasonably accessible and convenient to major transportation service.

### Park, Recreation and Open Space

To preserve and protect park, recreation and open space lands that contribute to the general welfare and safety, the full enjoyment, or the economic well-being of persons who reside, work or travel in, near or around them.

This area may be established when found necessary in order:

- 1) To preserve any existing open land type or use which has been established, or is proposed, to encourage development around it such as a golf course, country club, park and recreation facility, etc., and investments have been or will be made in reliance upon the retention of such open type use.
- 2) To buffer an otherwise incompatible use or zone.
- 3) To preserve and maintain natural drainage ways, lakes (natural or artificial) areas unsuitable for intensive development by virtue of physical limitations and environmental control areas for the protection of resource areas and wildlife habitat.
- 4) To preserve a valuable scenic vista or an area of historical significance.

### Public Lands

- b) The City shall encourage multi-family expansion under provisions of the zoning ordinance on large available and/or redeveloped lots in proximity to the Community Commercial Center, to provide close relationships to support services for higher densities of population.
- i) The city shall provide for commercial expansion south along the Goshen-Divide Highway (Highway 99), west of the railroad and north along the east side of the Goshen-Divide Highway (Highway 99).
- j) The City shall provide for commercial expansion in the area just west of the freeway, north and south of Oregon Avenue/Cloverdale Road, particularly along Art Lott Lane, and change any industrial zoning in that area to commercial.
- l) The City shall encourage the expansion of the existing heavy industrial area south of Oregon Avenue, between the Freeway and the Goshen-Divide Highway to the Urban Growth Boundary.

## 3. Scenic, Historic Areas and Natural Resources Policies

- e) The City shall, through the review of building permits under site review procedures encourage the preservation, maintenance and operation of the sites and structures which have been identified as historically significant.

## 4. Air, Water and Land Resource Quality Policies

- c) The City shall encourage the improvement and upgrading of city streets and parking areas to urban standards to improve air quality.

## 5. Areas Subject to Natural Disasters and Hazards Policies

- c) The City shall ensure adequate provision is made or is available for accessibility of emergency vehicles and services during potential future flooding.

## 6. Parks, Recreation and Open Space Policies

g) The City shall coordinate the provision of pedestrian and bicycle linkages with the golf course, the proposed County Park, Willamette River Greenway, Garden Lake Park, and west of the freeway.

## 7. Economic Policies

o) The City shall support and/or actively participate in regional efforts which are directed toward the attraction and retention of acceptable business and industry, which currently consists of:

- a. Formation of a local development corporation, principally by private interests,
- b. Formation of an economic development district by local public agencies, and
- c. Formation of a Dry-Land Port District

q) The City strongly supports efforts to diversify and channel the local economy away from the declining wood products industry towards service, sales, and clerical jobs.

## 9. Public Facilities and Services Policies

### Municipal Government, Library Services and Community Center

c) Upon demonstrated library demands the City shall consider relocation of the library to a new facility.

d) The City shall continue to maintain the recently completed Community Center as a resource to meet the multi-purpose needs of the community, to include support of City meeting space needs.

### Public Works-Public Streets

p) The City shall continue to administer a joint City-State Improvement agreement to provide a "typical section" for upgrading of the Goshen-Divide Highway within the City of Creswell.

## 10. Transportation Policies

*The Transportation System Plan supercedes the Comprehensive Plan Transportation Policies (see Creswell Ordinance No. 385).*

# Transportation System Plan (TSP) Issues, Goals, and Policy Framework and Planned Project

The following is a summary of the *issues* from the adopted Transportation System Plan (TSP) (adopted in August 1998) that relate to the Creswell Downtown Plan study area.

### Existing Conditions

#### Interstate 5 Interchange, Oregon Avenue, and Highway 99

- Limited alternatives to using Oregon Avenue to get onto Interstate 5
- Railroad tracks/stop signs confusing as to which lane to be in
- Diagonal parking along Oregon Avenue is a safety hazard/limits bike use
- Many accesses to Shoprite parking area and other businesses in this area
- Access between Knechts Auto Parks and Siuslaw Valley Bank hazardous
- No parking allowed on Oregon Avenue – Mill Street to Overpass (are signs still in place?)
- Jog in Highway 99 at Oregon Avenue (**see below**)
- Right-turn lane going north on Highway 99 is confusing
- All facilities in this area are inadequate for bikes and pedestrians
- Parking in front of Dari Mart (C Street and Highway 99 south) obstructs view for cars getting onto Highway 99 from C Street

#### Other Roadways

- Access on Mill Street
- Signage in general should be evaluated

### **Other Issues**

- Truck traffic from north part of city on to Oregon Avenue (Fircrest currently uses Harvey Road to Oregon Avenue and does not use Highway 99)
- No bike lanes or bike racks anywhere
- Safety issues for school children (i.e., areas lacking sidewalks – Harvey Road, Nieblock Lane, Highway 99, Post Office to Art Lott Lane, 7<sup>th</sup>, 8<sup>th</sup>, and 9<sup>th</sup> Streets, Oregon Avenue to A Street, railroad crossing)
- Lack of a local street plan to guide future street development
- Limited public transportation

### **Future Conditions and Transportation Needs**

#### **Front Street at Oregon Avenue**

Front Street is located about 40 feet west of the RR tracks. Highway 99 jogs onto the southern extension of Front Street from Oregon Avenue without traffic control. The segment of Front Street north of Oregon Avenue presents difficult traffic issues for drivers wanting to enter Oregon Avenue from the north. Due to a grade change of roughly ten feet between the RR tracks and Front Street and the volume of traffic at this intersection, entering Oregon Avenue from Front Street can be both time consuming and dangerous. Consideration should be given to converting Front Street to one-way going north only.

#### **Bike and Pedestrian System**

No designated bike facilities. Pedestrian system is lacking key connections between the schools, to the park, and to the downtown commercial area. The provision of bike and pedestrian facilities particularly to the downtown commercial area could help to reduce short vehicle trips to this area thus reducing congestion. A complimentary and interconnected pedestrian/bicycle/pedestrian/public transit system will reduce dependence on only the car and enhance the overall operation of the transportation system.

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The following is a summary of the *goals* from the Transportation System Plan that relate to the Creswell Downtown Plan study area.

#### **Goals**

**1. Transportation Balance**

*Provide for a balanced transportation system to give mobility to all segments of the community.*

**2. Quality of Life**

*Enhance the city's quality of life by providing efficient, safe, convenient, economic, and aesthetically pleasing transportation systems for the movement of people and goods.*

**3. Alternative Modes**

*Reduce reliance on the automobile by providing more safe and convenient options for bicycling, walking, paratransit, carpooling, and public transportation.*

**4. Connectivity**

*Create an interconnected street plan to support existing and future land uses.*

**5. Equity**

*Provide transportation opportunities for the transportation disadvantaged.*

**6. Minimize Negative Impacts**

Maximize the benefits and minimize negative effects of transportation on the social, economic, and natural environment.

**7. Compatibility of Systems**

Minimize conflicts and facilitate compatibility and connections between transportation modes.

**8. Safety**

*Create a safe and efficient transportation system.*

**9. Financially Sound**

Create a transportation system that is financially feasible, cost-effective, acceptable, and that minimizes administrative costs.

The following is a summary of the *policies* from the Transportation System Plan that relate to the Creswell Downtown Plan study area.

## 2. Protection of Transportation Facilities

- a. The City shall protect the function of existing and planned roadways as identified in the transportation system plan.
- b. The City shall include a consideration of their impact on existing or planned transportation facilities in all land use decisions.
- c. The City shall protect the function of existing or planned roadways through application of appropriate land use regulations.
- d. The City shall consider the potential to establish or maintain pedestrian ways, paths or bikeways prior to the vacation of any public easement or right-of-way.
- e. The City shall require the dedication of right-of-way for planned transportation facilities as identified in the transportation system plan.
- f. Land development shall not encroach into the setbacks required for future street expansion.

## 4. Access Management

- a. The City shall develop an access control ordinance for major roadways including arterials and major collectors.  
*In the downtown study area, Oregon Avenue is an arterial; Highway 99 is an arterial from Oregon Avenue intersection north.*
- b. Driveways shall access the street with the lowest roadway classification. For example, a house on the corner of a collector and a local street shall gain access from the local street.  
*1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Streets are all local streets while D Street is a minor collector street. 1<sup>st</sup> Street is a minor collector street at the intersection of Oregon Avenue north. B and C Streets are local streets.*

## 5. Layout and Design of Transportation Facilities

- a. Roadways shall be designed to efficiently and safely accommodate emergency service vehicles.
- b. The City shall adopt standards for streets, bike lanes, multi-use paths, sidewalks, transit, and other transportation facilities and shall require such facilities at the time of land division or development.
- c. Streets, bikeways, and pedestrian ways shall be designed to meet the needs of pedestrians and cyclists in order to promote safe and convenient bicycle and pedestrian circulation in the community. Unless an equally adequate alternative route is proposed, all arterials and collectors shall have bike lanes. Bicycle facilities shall be designed for both internal circulation and to provide linkages to regional travel.  
*In the downtown study area, Oregon Avenue is an arterial; Highway 99 is an arterial from Oregon Avenue intersection north; and Front Street is an arterial from the Oregon Avenue intersection south to D Street.*  
*1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Streets are all local streets while D Street is a minor collector street. 1<sup>st</sup> Street is a minor collector street at the intersection of Oregon Avenue north.*
- d. Direct and convenient access for motor vehicles, public transit, bicycles, and pedestrians shall be provided to major activity centers including schools and other public buildings, shopping areas, parks, and employment centers.  
*LTD bus station is located at 1<sup>st</sup> and C Streets, across the street from the City Hall and Fire Station; one block from the main commercial and employment area on Oregon Avenue. The bus does not loop around the City of Creswell at this time. The bus station is 7 blocks from the middle school, and several blocks from the elementary school and high school.*
- e. All streets, bicycle, and pedestrian facilities shall connect to other existing and planned future facilities outside the development. Cul-de-sacs and other dead end street types shall be discouraged except where topography, natural features, or land development patterns preclude street connectivity. A multi-use path connecting the end of the cul-de-sac to other streets or activity areas shall be encouraged.
- f. Streets identified as future transit routes shall be designed to safely and efficiently accommodate transit vehicles and pedestrians. Coordinating with transit on curb return radius, lane width, and other transit needs is important to ensure transit can be accommodated.



- h. New pedestrian facilities and reconstructed existing facilities shall be built to City standards in accordance with state and federal law.
- i. City gateways, entranceways, and other key roadways shall be identified and improved with beautification and scenic amenities. Aesthetic improvements may include street design, landscaping, lighting, utility lines, park strips, noise abatement, transit amenities, etc.  
*Oregon Avenue is a major entranceway to the downtown from the I-5 corridor.*

**7. Bicycle Facilities**

- a. Bicycle safety devices such as bicycle-proof drain grates, rubberized pads at railroad crossings, and appropriate signage shall be used throughout the bicycle system.
- b. The City shall establish standards in the City zoning ordinance and subdivision ordinance for secure and safe bicycle parking and locking facilities for all new multi-family residential developments with four or more units, new retail development, and new office and institutional development.

**8. Pedestrian Facilities**

- a. The City shall identify high-priority areas lacking sidewalks and wheelchair curb cuts and construct improvements in these areas.

**9. Interstate 5 Interchange Refinement Plan**

- a. The City shall coordinate with the Oregon Department of Transportation (ODOT) to adopt a preferred alternative for the reconstruction of the Interstate 5 Interchange and Highway 99 and Oregon Avenue redesign.

**10. Public Transportation**

- c. The City shall encourage the development of a fixed-route public transportation service between Creswell, Cottage Grove and the Eugene-Springfield metropolitan area.

**11. Rail**

- a. The City shall continue to support the use of the railroad for freight service by designating land along the tracks for uses that depend on freight.  
*The railroad runs through the study area.*

**There are several projects including in the TSP that are located in or will affect the downtown.**

**High-Priority Projects** (to be completed within the next one to five years):

**Proposed Street around the Post Office.** Two local streets are proposed to serve developed and undeveloped parcels north and south of Oregon Avenue east of Highway 99 and Mill Street. These roadways are proposed to reduce traffic burdens on Oregon Avenue. The location of these two roadways will need to be refined over time.

**Highway 99/Oregon Avenue Intersection Improvements (part of Interstate 5 Interchange Refinement Plan).** Construct grade separated crossing over the RR connecting Mill Street to the S. Highway 99; improve signals; road mentioned above.

**Proposed Bike Lanes.** D Street south of Oregon Avenue; Highway 99 North and South; Front Street between A and D Streets; Cloverdale Road.

**Proposed Sidewalks.** East side of Highway 99 north of Oregon Avenue; Cloverdale Farm Road, east of Highway 99 on both sides of the road.

**Transit.** Only park and ride is located at 1<sup>st</sup> and C Streets.

**Medium-Priority Projects** (to be completed within the next six to ten years)

**Downtown Parking and Design.** This project will evaluate the feasibility of converting diagonal parking located along Oregon Avenue west of Front Street to parallel parking. The project will also evaluate alternative parking locations and other downtown pedestrian – and bicycle- oriented design features, for example, curb extensions at key intersections, the inclusion of trash enclosures, seating, drinking fountains, bike racks, and landscaping.

# Creswell Strategic Plan

The following is a summary of issues from the Creswell Strategic Plan (adopted in October 1998) that relate to the Creswell Downtown Plan study area.

## Key Findings and Recommendations from the Strategic Plan

- Should it decide to pursue economic development opportunities Creswell has a distinct advantage over other communities because of its quick access to I-5 and Hwy. 58. Firms that rely on truck transport for moving goods throughout the county, region and nation need convenient access to the interstate system and should find Creswell attractive in this regard. In addition, Creswell has rail service available, which gives manufacturers and shippers additional delivery options.
- When questioned about public services, survey participants rated fire protection, water and sewer service, and street maintenance, cleaning and lighting favorably. For various reasons, and partly because half of the respondents lived outside of the City, parks and recreation, law enforcement, and planning, zoning and building administration were rated less favorably. Over two-thirds of the respondents would neither vote for nor pay taxes to support any additional services.
- The majority of Creswell households would like to see more “retail businesses and stores,” more employment opportunities, and more light industrial manufacturing in the area. The proposed commercial development on the east side of I-5 could help supply some of these desired outcomes.
- Just over two-in-five favored an increase in “tourism and visitors” and “high tech manufacturing” for the area, about the same amount as favored “no change” in either feature. Most respondents (57%) wanted no change in “heavy industrial manufacturing.”
- About 75% of workers commute out of Creswell for their work. The vast majority would prefer to work in town given similar job opportunities. Over nine-in-ten (94%) of self-employed Creswell household heads tend to base their businesses in the Creswell area, though this number represents a small sample size.

## Implementation Project Ideas from the Strategic Plan

- Rebuild the arch over the highway that used to welcome people to Creswell
- Create an attractive design for the entrances of town (The Creswell Partnership for Economic Development wanted to include this as an implementation project after the community map was completed)
- Address the need for an adequate supply of serviced and appropriately zoned land for business development

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As part of the Strategic Plan, a SWOT Analysis, consisting of assessing the community’s Strengths, Weaknesses, Opportunities and Threats was conducted with the Creswell Partnership for Economic Development. The responses that relate to the Creswell Downtown Plan study area are listed below.

### Strengths

- Easy access to I-5 and Highways 99 and 58, with lots of road access and bike routes
- Small town atmosphere
- Lack of traffic congestion
- Museum that has been fully renovated
- Known as “The Friendly City”
- Aesthetics – beauty of a rural setting
- Lots of restaurants
- July 4<sup>th</sup> celebration and other events
- Financial institution that is supporting of community

### Weaknesses

- Highway 99 and Oregon Avenue is also a bad intersection
- Lack of bike lanes
- Aesthetics of Creswell entrance, downtown and residential
- the entrance is the “first impression” for visitors – needs to be improved
- some properties are deteriorated
- There is resistance by residents to things that might change the small town atmosphere of the community
- People buy outside of community – especially retail business
- Parking in downtown area is becoming a problem
- Access to Oregon Avenue
- Both parking and too many accesses

## Opportunities

- Migration into Oregon increases business opportunities
- Tourism

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Williams Research conducted a telephone survey of the residents of Creswell School District No. 40 on a variety of issues facing the area. Some of the suggestions that Williams Research made are related to downtown.

- 1. Gathering opinions about how to enhance the appearance of Creswell and carrying out feasible improvements.** Perspectives could be gathered by a variety of methods to maximize community involvement (town meetings, school contests, and so on.). Enhancements with majority support would be considered.
- 2. Improving parks and recreational facilities, local law enforcement, planning, zoning and building administration.** Satisfaction with these city services is relatively low, indicating the need for improvements. Support for additional city services is weak however, suggesting that it may be difficult to obtain additional public funding to make the necessary improvements.
- 3. Attracting more retail businesses and stores, employment opportunities and light industrial manufacturing to the Creswell area (while maintaining its “small town” feel).** It is recommended that any changes in appearance to the town, as well as increase in services, employment opportunities and industry, honor the “small,” friendly nature of Creswell, which are clearly valued attributes and reasons to live there.

## Creswell/Interstate 5 Interchange Refinement Plan

August 1999

Concept 1 was recommended as the preferred alternative for the Interstate 5 Interchange Refinement Plan. The Oregon Department of Transportation is scheduled to make these improvements in summer 2000. The improvements should help with safety issues particularly at the intersection of Highway 99/Front Street and Oregon Avenue.

The Creswell/Interstate 5 Interchange Refinement Plan was created in consultation with the Creswell Transportation Advisory Committee during its work on the Creswell Transportation System Plan.

### Concept 1 Description (the improvements within the Creswell Downtown Plan study area are in bold)

The I-5 undercrossing structure is significantly improved:

- The bridge is rebuilt to modern design standards, which includes widening to four lanes of traffic with shoulders;
- The profile grade is improved;
- Pedestrian, bicycle, and vehicular mobility and access is significantly improved;
- The east and west ramp terminals are redesigned;
- When warranted, a southbound entrance ramp is installed; and
- Oregon Avenue is a five lane section built to urban standards (as future needs dictate).

Melton Road at the east ramp terminal is aligned further east, at least 150 meters away from the ramp. The southbound ramp, on the west side, is also moved 70 meters further to the east from its existing location.

**When criteria are met, there are traffic signals at the northbound and southbound ramp terminals, and Goshen-Divide Highway (Highway 99)/Mill Street.**

**The intersection of Goshen-Divide and Oregon Avenue (Springfield-Creswell Highway) is redesigned. There is one traffic signal at this location; the primary intersection is Goshen-Divide and Mill Street.**

**Goshen-Divide Highway is realigned south of Oregon Avenue (Springfield-Creswell Highway). A bridge is built over the railroad crossing from Mill Street to intersect with an extension of King’s Row to the east.** The south terminus is north of Market Road and Mill Street is improved to urban standards (additional turn lanes, sidewalks, and drainage).

**There are median treatments along Oregon Avenue (Springfield-Creswell Highway) from the southbound ramp terminal to Front Street. ODOT, City of Creswell, and local business and property owners should create an access management plan. This plan should at least implement a local circulation pattern for the area south and north of Oregon Avenue that is bounded by Oregon Avenue, Mill Street, and Goshen-Divide Highway.**

The following existing conditions information as found in the *Draft Creswell Interchange Refinement Study* published in January 1998:

**Deficiencies for the Creswell/I-5 over crossing structure include:**

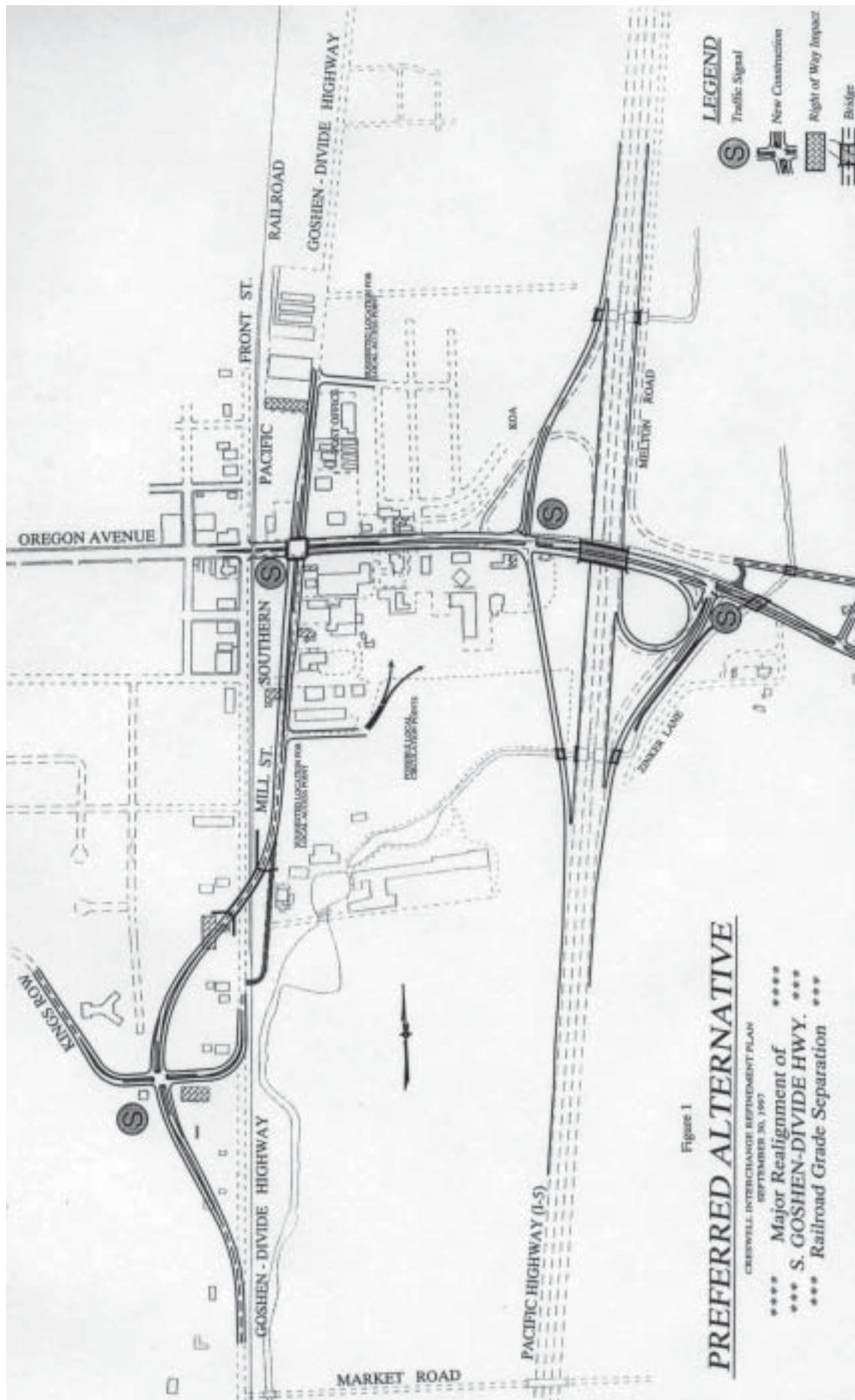
- Sight distances at both freeway ramp terminals are at minimum tolerable levels.
- The approximate 5 percent grades on both approaches of the structure can cause slow acceleration speeds for trucks turning west from the northbound freeway ramp terminal.
- The structure is very narrow. This does not encourage pedestrian and bicycle use.
- The southbound off-ramp occasionally “backs-up” to I-5.
- The guardrail off the end of the I-5 structure may be a visual obstruction to drivers at the freeway ramp terminals.

**Design, operational and safety deficiencies for the portion of Oregon Avenue that is located within the study area include:**

- Melton Road is located “straight-across” from the northbound freeway ramps.
- The southbound freeway off-ramp is located too close to the KOA access. The southbound “free-flow” right turn from the freeway off-ramp can interfere with the operation of the KOA access.
- There is an access located “straight-across” from the southbound freeway ramp terminal.
- There are too many accesses along Oregon Avenue increasing conflict points and the potential for accidents. This can both confuse drivers and cause congestion at times.
- There is no local connectivity for the portion of Oregon Avenue that is located between the railroad tracks and the Creswell/I-5 Interchange.
- The two intersections on Oregon Avenue that are formed by the “jog” of Goshen-Divide Highway are located too close to each other and have railroad tracks located between them. Westbound Oregon Avenue vehicles stack at the Highway 99/Front Street to the east of the railroad tracks.
- Traffic must cross the railroad tracks along Oregon Avenue at-grade. This is a safety concern.

**The refinement plan selected Concept 1A as the preferred concept. Here are the design concepts for Concept 1A:**

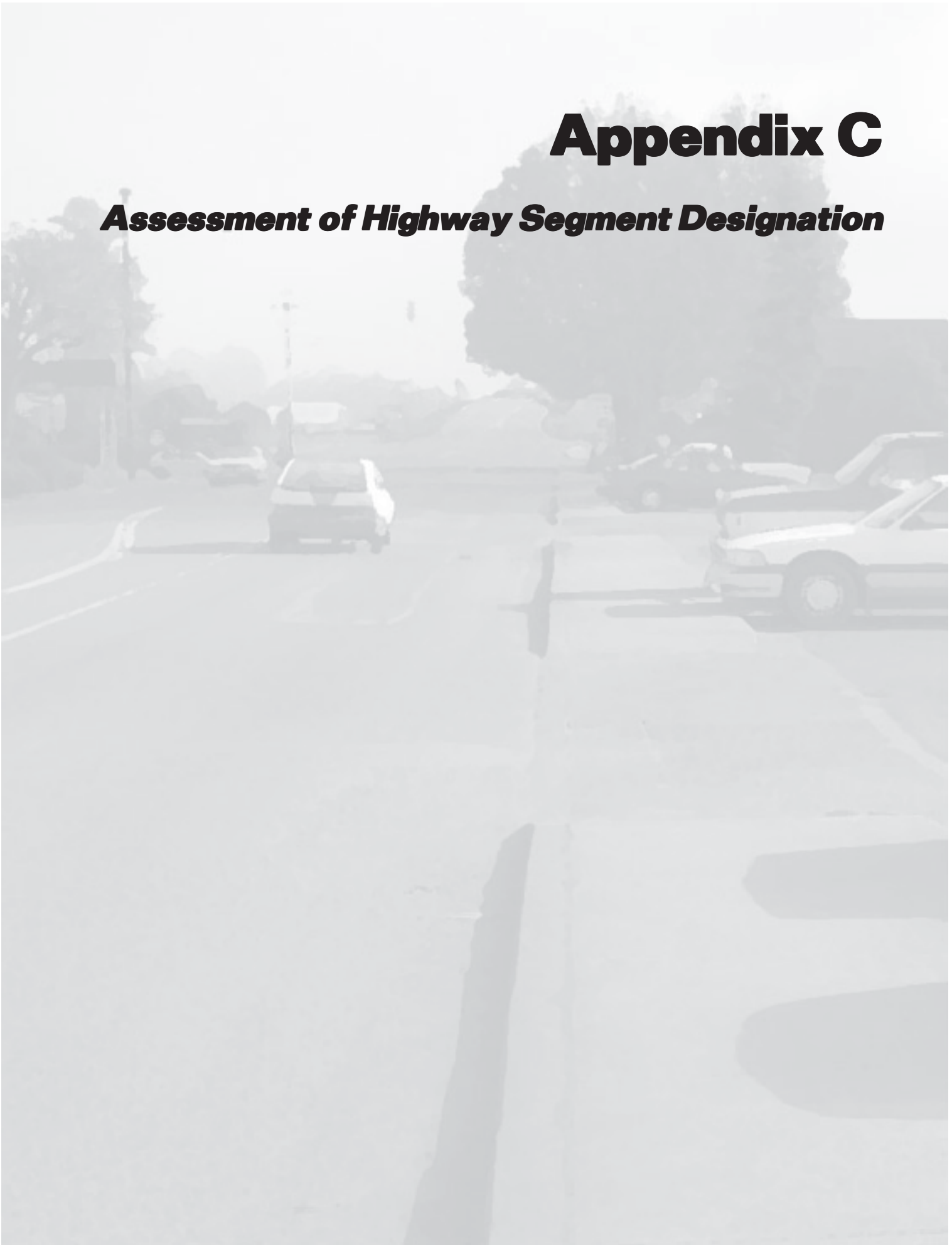
- Reconstruct the existing interchange to current design standards.
- Widen the structure over the freeway to provide for two additional lanes.
- Accommodate all transportation modes—motorized vehicles, pedestrians and bicycles.
- Improve the safe stopping-sight distance over the structure and at the ramp terminals.
- Improve both the northbound ramp terminal and the northbound freeway loop on-ramp.
- Relocate Melton road to meet minimum spacing requirements of at least 150 meters (500 feet) from the northbound freeway ramp terminal.
- Remove the southbound freeway loop on-ramp and replace it with a standard southbound on-ramp interchange leg.
- Relocate the southbound freeway ramp terminal approximately 70 meters (230 feet) to the east so that the distance between the ramp terminal and the KOA Access/Oregon Avenue Intersection is close to meeting the 150-meter (500 foot) standard.
- Construct dual right turn lane on the north approach of the Southbound Freeway Off-ramp at Oregon Avenue intersection for vehicles turning west on Oregon Avenue.
- Both northbound and southbound freeway ramp terminals meet Preliminary ADT Traffic Signal Warrants before the year 2015.
- Requires an additional eastbound and westbound lane along Oregon Avenue between the Creswell /I-5 Interchange and the Goshen-Divide Highway/Mill Street at Oregon Avenue Intersection.
- Includes the proposed extensions of either Nieblock Lane or West Lane easterly to Northern Goshen-Divide Highway.
- Includes the proposed extension of Kings Row both easterly and southerly to Southern Goshen-Divide Highway.
- Provides a grade-separated crossing over both the railroad and the portion of Goshen-Divide Highway that is located north of Market Road and south of Oregon Avenue.
- The new alignment of Goshen-Divide Highway will utilize Mill Street.
- A new “4-legged” intersection will be created on the new alignment of Goshen-Divide Highway south of the proposed grade crossing.
  1. The new alignment of Goshen-Divide Highway will be the main roadway.
  2. Kings Row will be extended both easterly and southerly to intersect the new alignment of Goshen-Divide Highway at right angles south of the proposed grade crossing.
  3. The existing Goshen-Divide Highway will be realigned to the west to intersect new alignment of Goshen-Divide Highway “straight across” from Kings Row.
- There will be a raised median on Oregon Avenue at the Front Street/existing Goshen-Divide Highway at Oregon Avenue intersection.





# **Appendix C**

## ***Assessment of Highway Segment Designation***







## **Assessment of Highway Segment Designation for Downtown Creswell**

January 2000

The state highway segments within the Creswell Downtown Study Area include Highway 99, north and south of Oregon Avenue and the segment of Oregon Avenue between the I-5 Interchange and Front Street. These segments were looked at in terms of their potential designation as Special Transportation Areas (STA), which would allow greater flexibility of state highway design standards and reduced mobility levels.

An STA balances highway performance and local access to community activities, business and residences. The focus of STAs is on pedestrian accessibility rather than on highway mobility. STAs are designed for use in downtowns, business districts and community centers and offer the opportunity to better preserve the community functions of compact downtown areas through pedestrian and multimodal accessibility. An STA must straddle a state highway with compact, mixed use development and buildings, rather than parking lots, that front the street (an STA cannot be located on a freeway). Planning for STAs must also address strategies for freight and through traffic and actions in other parts of the corridor to address overall through traffic needs.

It has been determined that in Creswell's case, STA designation of these highway segments would not be appropriate. The land adjacent to the state Highway segments are outside of what is considered Creswell's downtown core and contain land uses and site configurations which are typical of suburban highway development. Creswell's core downtown area, which is generally located on Oregon Avenue between Front Street and 4<sup>th</sup> Street, is not a state highway segment. The ability to implement the qualities an STA would promote is already permitted in this area.

Furthermore, Creswell has not been identified as a potential site for STA designation by ODOT, and is not likely to be in the future.





# Appendix D

## ***Proposed Development Code Language for Downtown Commercial Zone***

The proposed code language contained in this appendix is an interpretation of the design guidelines from the *Creswell Downtown Plan* and will be considered for incorporation into the *Creswell Development Code*.



# **Appendix E**

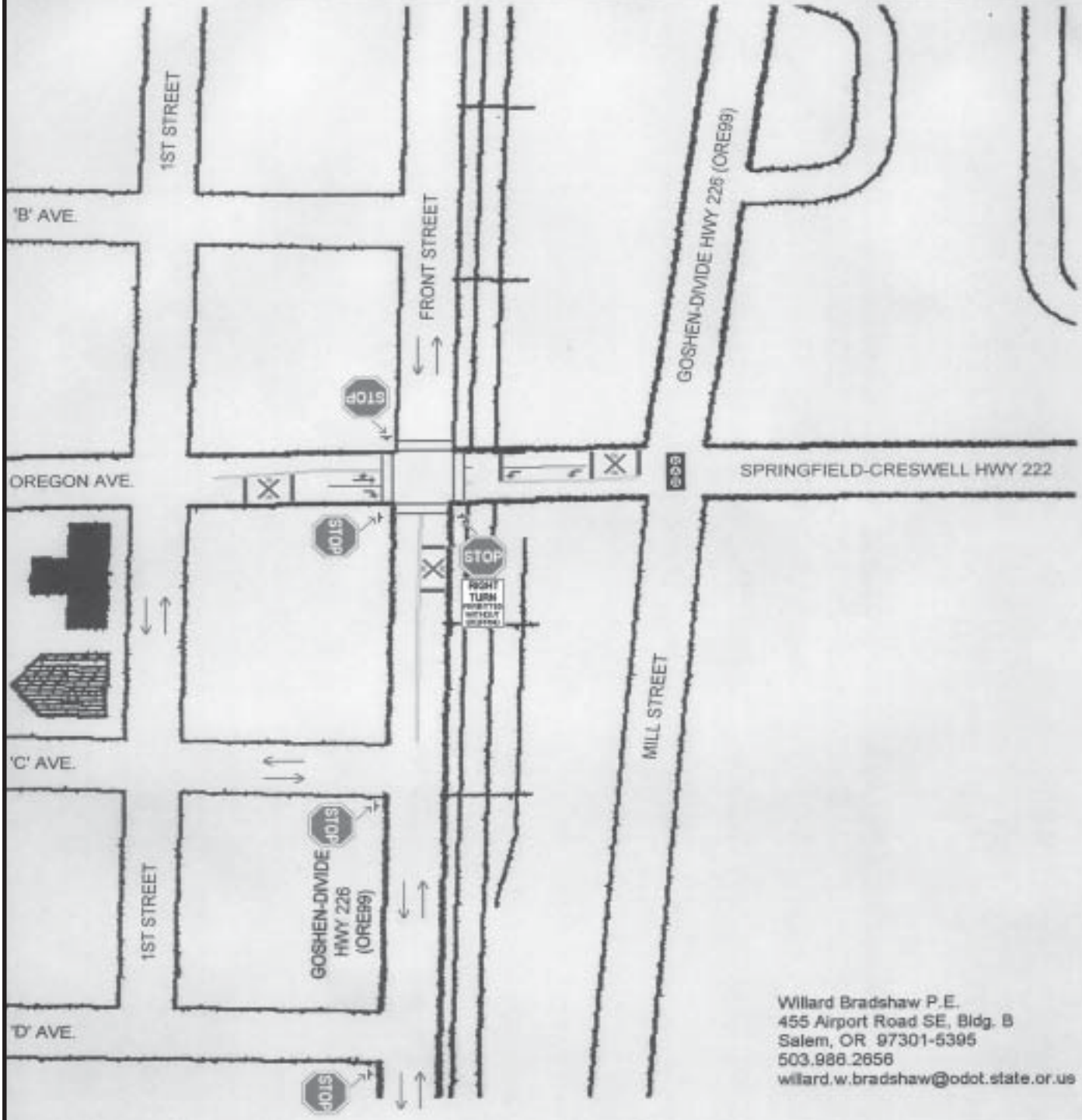
## ***Potential Oregon Avenue/Front Street Intersection Improvements (ODOT)***

Appendix E includes two preliminary options for traffic flow and safety improvements in the vicinity of the Oregon Avenue/Front Street intersection. These options were developed by ODOT and are preliminary.



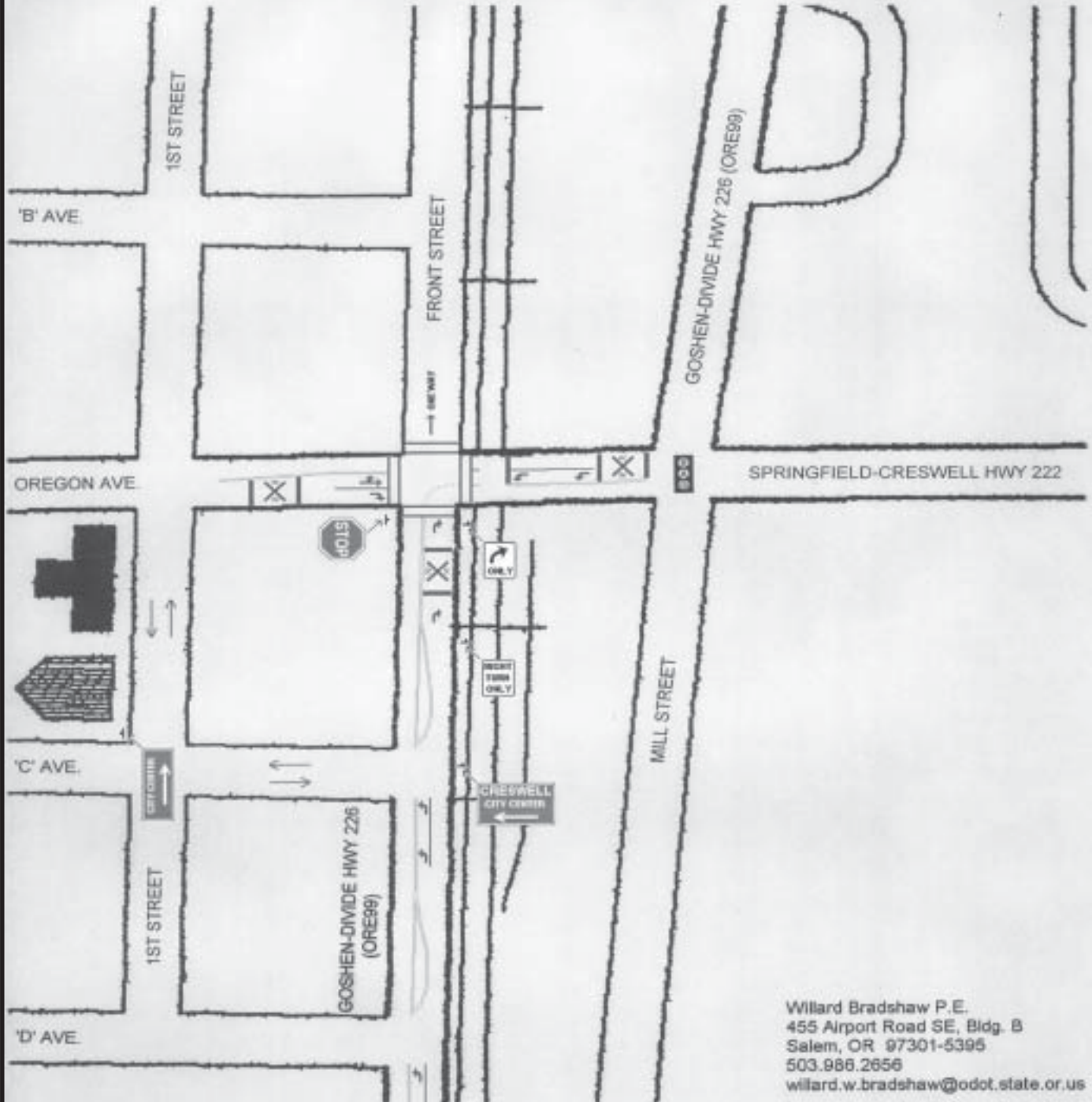


**EXISTING**  
**GOSHEN-DIVIDE HWY. NO. 226 (ORE99) at**  
**FRONT STREET & OREGON AVENUE**  
**M.P. 5.78**  
**CRESWELL, LANE COUNTY**



Willard Bradshaw P.E.  
 455 Airport Road SE, Bldg. B  
 Salem, OR 97301-5395  
 503.988.2658  
 willard.w.bradshaw@odot.state.or.us

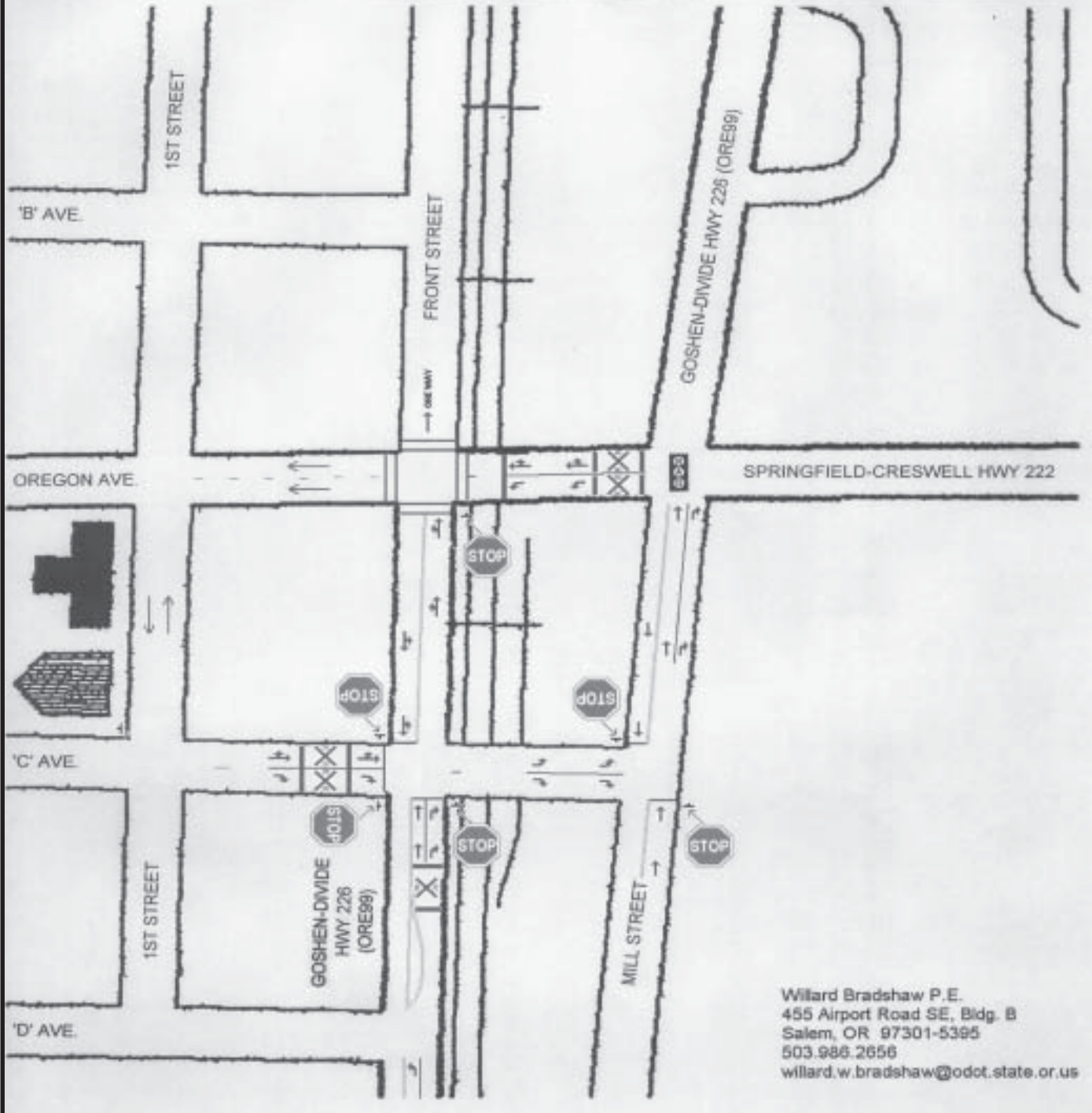
**HIGHWAY MOVEMENT RESTRICTIONS**  
**GOSHEN-DIVIDE HWY. NO. 226 (ORE99) at**  
**FRONT STREET & OREGON AVENUE**  
**M.P. 5.78**  
**CRESWELL, LANE COUNTY**



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 455 Airport Road SE, Bldg. B  
 Salem, OR 97301-5395  
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**COUplet**  
**GOSHEN-DIVIDE HWY. NO. 226 (ORE99) at**  
**FRONT STREET & OREGON AVENUE**  
**M.P. 5.78**  
**CRESWELL, LANE COUNTY**



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# **Appendix F**

## ***Public Hearing Minutes***





**Minutes from Joint Public Hearing of the Creswell City Council and Creswell Planning Commission to consider the *Creswell Downtown Plan*  
May 29, 2001**

City Councilors in attendance: Mayor Michael Dubick, Jenny Carmichael, Jeri-ann Cohen, Kristine Hisey, Robert Millam, and Marvin True

Planning Commissioners in attendance: Chairman Francis St Clair, Carol Gemmell, Keith Morgan, Marjorie Pound, and Steve Wolf

City staff in attendance: Linda James, City Administrator

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Mayor Dubick called the Joint Public Hearing to order at 7 PM to consider the adoption of Ordinance No. 402 to adopt the Creswell Downtown Plan as a Refinement Plan to the Creswell Transportation System Plan, and Declaring an Emergency.

Mayor Dubick recognized Jeff Krueger and Cynthia van Zelm of Lane Council of Governments (LCOG), and asked Mr. Krueger, Project Manager, to give a staff report on the *Creswell Downtown Plan*.

Mr. Krueger gave a short presentation on the *Creswell Downtown Plan (Plan)*. The *Plan* was funded by the Oregon Department of Transportation/Department of Land Conservation and Development Transportation Growth Management Program. Mr. Krueger went through the steps that the Creswell Citizen Advisory Committee (CAC) took to put together the *Plan*. Comments from a work session with the City Council and Planning Commission last month were incorporated in the *Plan*. Draft code language to incorporate concepts in the *Plan*, for consideration by the Planning Commission, should be ready in the next month. Mr. Krueger referenced the Findings in Support of the Ordinance Adopting the Creswell Downtown Plan as a Refinement to the Creswell Transportation System Plan (*Findings*) which he passed out to city councilors and planning commissioners. The *Findings* indicate that the TSP goals are being followed.

Mayor Dubick opened the meeting up for public comment from the audience.

Ed McCluskey expressed concern about 14 foot sidewalks. Eight feet to 10 feet sidewalks would be more applicable. Mayor Dubick and Mr. Krueger said the travel area on the sidewalks would continue to be about eight feet; the rest of the area would be for benches, trees, bike racks, etc.

Alan Bennett said there were a few items he did not see in the *Plan*: enough handicapped spaces for parking; reference to a potential pocket park at 2<sup>nd</sup> Street and Oregon Avenue; and potential use of the parking lot behind his building for a public lot. Mr. Krueger clarified that handicapped spaces will be provided and Mayor Dubick indicated that the parking lot behind Mr. Bennett's property was marked on the map as "future public lot."

In response to questions about parking, Mr. Krueger said that the concept in the *Plan* allows for the loss of 14 angle spaces. There would be a net gain, however, of 49 spaces with angle parking added on 2<sup>nd</sup> and Front Streets.

Johnny Johnson said that he thought bulb-outs had failed in Eugene and expressed a concern with having them in the *Plan*. Parking spaces may be lost. Don Ehrich, ODOT Region 5 District Manager, said bulb-outs will not result in a loss of parking space as parking spaces have to be at least twenty feet from crosswalks anyway.

Jenny Carmichael thought the issue Mr. Johnson may have been referring to was the material used for crosswalks in Eugene which did not work well. The *Plan* proposes material that is more resilient than the brick used in Eugene.

David Hemenway asked about an access road planned through his property in the southwest corner of the City. Would this *Plan* affect his property? Mayor Dubick said the *Transportation System Plan* and the *Interchange Refinement Plan* both already included the access road as part of its Plan; it is unrelated to the *Creswell Downtown Plan* – although its reflected.

Sheila Hale spoke in favor of the *Plan*.

Jeri-ann Cohen expressed concerns about the potential parallel parking spots on Oregon Avenue near the train tracks. There could be a hazard created in terms of car back-up.

Planning Commission Chair Francis St Clair read written comments from Melissa Cooper who expressed support for the *Plan*. She also expressed support for saving historic trees and homes.

Mayor Dubick closed the public testimony period.

Planning Commission Chair Francis St Clair opened up the Planning Commission meeting to comments from planning commissioners.

Ms. Gemmell expressed support for the *Plan*.

Chairman St Clair said the *Plan* was good but expressed concern about taking away the angle parking on Oregon Avenue.

Marjorie Pound expressed support for the *Plan* but said she wished the *Plan* had gone further in proposing a theme for downtown Creswell.

Keith Morgan echoed Jeri-ann Cohen's concerns about parallel parking on Oregon Avenue and potential danger with the railroad tracks.

Mr. Krueger said the CAC decided to approach the theme concept by proposing common design elements, i.e., streetlights and street trees. He also said that handicapped spaces were shown on the maps in the *Plan*. In response to a concern about maintaining trees, Mr. Krueger said that the planters being proposed are large enough and include irrigation and that trees would do well under these circumstances.

Steve Wolf had a question about the location of trees and streetlights on the map as some of them are placed where driveways are located on Oregon Avenue. Mr. Krueger said the maps are only conceptual in nature and the *Plan* would need to go through an engineering and design process to determine the exact location of trees and streetlights.

Chairman St Clair asked for a motion to recommend adoption of the Findings as proposed by LCOG staff, and Ordinance No. 402 (adopting Creswell Downtown Plan as a Refinement Plan to the Creswell Transportation System Plan) to the City Council.

Mr. Morgan moved, seconded by Ms. Gemmell to recommend that the Creswell City Council adopt the *Findings* and Ordinance No. 402. The motion passed unanimously by voice vote.

The Planning Commission hearing was closed and Mayor Dubick opened the City Council meeting.

Mrs. Hisey said the *Plan*, if implemented, provides incentive for people to come to Creswell as a destination.

Mr. True thought the maps were very effective and the *Plan* took into consideration many views.

Ms. James reminded everyone that the *Plan* was a guide and that any code changes will determine specifics on what is implemented.

Ms. Cohen noted that *Plan* needs to be capitalized in the title of the *Findings* and under Goal 7, the word "facilitates" needs to be singular, not plural. Overall, it is a good *Plan*.

Mr. True asked about continuing the design concepts to the interchange. Mr. Krueger pointed to pages 27 and 28 in the *Plan* that show the extension of street lighting and street trees to that area of the City.

Mayor Dubick asked for a motion to adopt Ordinance No. 402 and the *Findings*. Mr. True made the motion, seconded by Mrs. Carmichael. The motion passed unanimously by voice vote.

It was agreed that an Appendix in the *Plan* would include the minutes to establish a record of the various issues that came up at the Joint Meeting, in anticipation of future engineering and design.

The meeting adjourned at 8 PM

*Meeting notes taken by Cynthia van Zelm, LCOG staff.*

## Written Testimony Submitted 5/29/01

### Comments on Downtown Creswell Plan

To the council:

As a relatively new resident in Creswell, I was nervous when I found out about a plan being drafted to steer the future of this town. I planned to attend the last meeting, but illness prevented it. After waiting until the last moment, to find out what plans have been crafted for my new hometown, I must admit I felt a certain apprehension.

After reading the plan (yes, all of it), I just wanted to say: I am very pleased with the direction that the citizens and leaders of Creswell have chosen to go. The improvements are all reasonable and well intentioned. The computer-generated images present a possible future for Creswell, which I certainly want to stick around for. The goal of working with Creswell's historic past is certainly an admirable (and hopefully profitable) one. I have watched Coburg blossom into a destination for antique shoppers, and often wondered whether Creswell would find a similar niche. This plan seems like a step in the right direction—carving out a new identity for a small town, while retaining the essential things that make it unique. Perhaps we might recreate the famous "fruit arch" sign, or attempt to replicate architecture like that which was originally here.

From a critical standpoint I can only foresee a few objections, which is not to say that another person might find the whole thing objectionable. My only real concern is for the preservation of existing "history". The old trees, which provide a sense of age and gentility, should be saved if at all possible. I'm not suggesting the level of fervor that is often exhibited in Eugene (tree-sitters and what-not), but I would like to see that an effort is made to protect those old beauties. In a similar vein, the few remaining pre-WWII houses in the focus area, while not in the best condition, are worthy of a second glance. If their resale value is so low as to warrant their demolition, perhaps we could consider them for architectural salvage or relocation (as low-income housing????). If not, at least warm us, so we can take pictures and say goodbye.

All in all, I want to say, "kudos," and "let's get going!" on our way to a pleasant future.

Melissa Cooper  
147 North 3<sup>rd</sup> Street  
Creswell, OR