Creswell
Comprehensive Land Use Plan

September 13, 1982
# Table of Contents

Section I: Planning Programs and Objectives ................................................................. 1  
   A. Previous Community Planning ................................................................. 1  
   B. Current Planning Platform ................................................................. 3  
Section II: Resources Inventory ................................................................................. 3  
   A. Community History .......................................................................... 3  
      Early Settlement .................................................................................. 3  
      Founding of Creswell ......................................................................... 3  
      Incorporation and Growth ................................................................. 4  
   B. Related Agency Planning and Programs .................................................. 5  
      Federal ................................................................................................. 5  
      State ................................................................................................... 6  
      County .................................................................................................. 8  
      City and Local ....................................................................................... 9  
   C. Environmental Setting .......................................................................... 11  
      1. Region ............................................................................................ 11  
      2. General Planning Study Area ............................................................ 11  
   D. Population ............................................................................................. 20  
   E. Housing ................................................................................................. 24  
   F. Economy ................................................................................................. 27  
   G. Land Use .............................................................................................. 36  
   H. Public Program and Facilities ................................................................. 44  
      Government ......................................................................................... 44  
      Library ................................................................................................. 45  
      Community Center ............................................................................. 45  
      Law Enforcement ............................................................................... 45  
      Fire Protection .................................................................................... 45  
      Public Works ....................................................................................... 46  
      Solid Waste .......................................................................................... 48
Table 1- Flood Profiles- Coast Fork Willamette River

Table 2- Population Profile- 1970

Table 3- Survey of Housing Conditions

Table 4- Housing Assistance Needs

Table 5- Labor Force Statistics

Table 6- Occupational Characteristics

Table 7- Employment by Industry

Table 8- Non-Agricultural Wage and Employment

Table 9- Manufacturing Employment

Table 10- Income and Distribution

Table 11- Anticipated Employment Needs

Table 12- Net New Jobs Needed by Year 2000

Table 13- 1971 Land Use Statistics

Table 14- 1978 Land Use Statistics

Table 15- 1981 Land Use Statistics

Table 16- Effluent Concentration Characteristics
Section I: Planning Programs and Objectives

A. Previous Community Planning

Initial concern for guiding the growth of Creswell is evidenced a little over 18 years ago, when the City adopted a zoning ordinance during August of 1960. This was followed by adoption of a subdivision ordinance in July 1966. In January 1969, the City Council expressed growing concern over community planning and development by appointing the first City Planning Commission. This action provided the council with their first advisory body to study; analyze and make recommendations to elected city officials, on matters regarding city planning and development as provided for in Chapter 227 of the Oregon Revised Statutes. Formalization of Planning Commission duties and functions followed by ordinance in July 1972.

During 1969, Creswell was the object of a University of Oregon Class Research Study, dealing with community problems, resources and solutions. From references contained in the study report, other such class studies were accomplished in 1958 and 1964. Here lies the beginning of endeavors leading toward comprehensive evaluation of the community, its desires and future hopes.

In 1971, a Creswell Planning Program was initiated and directed by the Creswell City Council and Planning Commission and conducted by students of the Department of Urban Planning at the University of Oregon. During the same year, Lane Council of Governments (LCOG) was formed, with Creswell supporting and participating in planning functions and services of that agency. Two years were utilized to complete the planning program, with the Creswell Comprehensive Land Use Plan being published in March 1975 by LCOG. This plan was the subject of community presentation, public hearings and subsequently adopted by the City Council in April 1975.

During 1977, Creswell submitted their 1975 Comprehensive Land Use Plan to LCDC for compliance review and certification. In September 1977, the plan compliance review and staff report identified plan deficiencies and non-compliance in state-wide goal areas. Subsequently, the City applied to LCDC in January 1978 for a Planning Assistance Grant to accomplish necessary compliance work.

The grant was approved for fiscal year 1978-79, providing for the following planning work:

1. Introductory/organizational meetings to establish a working relationship with the Creswell Citizens Involvement Committee for the Citizens Involvement Program; plan review and identification of community issues and opportunities; identify areas where data is lacking and schedule acquisition; develop and adopt community goals and objectives

2. Citizens Involvement Program (LCDC Goal 1) – Conduct seen (7) work progress review and citizen input meetings through the CIC.

3. Land Use Planning (LCDC Goal 2) – Define planning area and obtain agency agreement; agency(s) planning input and coordination; documentation of applicable
existing resources and inventory data to support planning proposals; review existing subdivision ordinance.

4. **Agricultural Lands** (LCDC Goal 3) – Inventory, map, and analyze implications and relevant agricultural land policies.

5. **Forest Lands** (LCDC Goal 4) – Non-applicable and to be so stated in the plan.

6. **Open Space, Scenic and Historic Areas, and Natural Resources** (LCDC Goal 5) – Inventory, assess, and identify requirements and policies for open space, energy resources, fish and wildlife, groundwater resources, historic sites and areas, and potential bicycle and recreation trails.

7. **Air, Water, and Land Resource Quality** (LCDC Goal 6) – Assess existing status of air, water, and land resource quality, develop appropriate policies, reference applicable agency plans and quality standards and/or plans and programs.

8. **Areas Subject to Natural Disaster and Hazards** (LCDC Goal 7) – Address identified flood plain areas, HUD flood area mapping and formulate appropriate community development policies.

9. **Recreational Needs** (LCDC Goal 8) – Inventory existing recreational lands. Identify future needs and policies.

10. **Economy (of the State)** (LCDC Goal 9) – Document and assess current economic status of Creswell. Develop economic element, policies, and coordinate with regional and state economic needs and plans. Inventory and identify suitable areas for economic activities.

11. **Housing** (LCDC Goal 10) – In compliance. Organize and clarify goals and policies in plan rewrite.

12. **Public Facilities and Services** (LCDC Goal 11) – Coordinate policies with county-wide solid waste plan and program. Prepare and coordinate phased growth policy and facilities and services extensions with affected agencies.

13. **Transportation** (LCDC Goal 12) - Incorporate airport in transportation element, reconsider transportation element in light of all mode- components and coordinate with applicable agencies.


15. **Urbanization** (LCDC Goal 14) – Prepare future estimates of population, evaluate growth boundaries with respect to components of Goal 14, develop a site specific Urban Growth Boundary, and coordinate with County Subarea Plan. Develop and coordinate phased growth policy with Lane County.

16. **Willamette Greenway** (LCDC Goal 15) – Identify with Coast Fork of Willamette River and reference County Subarea Plan.

17. Prepare draft report for agency review and coordination.

19. Prepare and submit a project completion report to LCDC through the City of Creswell.

The foregoing work was directed to expand upon and correct deficiencies in the Creswell Comprehensive Land Use Plan, with emphasis on citizens’ participation to insure the planning process reflects community desires and aspirations.

B. Current Planning Platform

The plan revision process was completed in early 1981. The revised Creswell Comprehensive Plan was adopted in April of 1980 and resubmitted to LCDC on July 1, 1981. LCDC reviewed Creswell’s acknowledgement request on September 24, 1981 and adopted a continuance order which gave Creswell additional time to address issues involving Goals 2, 5, 6, 7, 9-12, 14, and 15.

Immediately following LCDC’s review and action on the Creswell acknowledgement request, the plan revision process was resumed. A decision was also made to review the Creswell zoning Ordinance. Work on the revision of the plan and zoning ordinance extended through the spring of 1982 with adoption of both documents coming in late June of 1982.

Section II: Resources Inventory

A. Community History

Early Settlement

At the time the first white men ventured into the Creswell-Cloverdale area, they found it inhabited by Kalapooia Indians. The Indians consisted of three basic tribes located at Enterprise, Cloverdale and Cottage Grove, existing primarily on game and produce, with their main camp area near the river.

Initial settlement in the area was by pioneers who came overland in 1852 by wagon train. Settlement was accomplished during 1852, through the Donation Land Claim Act of 1850, when W.R. Jones settled in Cloverdale and established a grist mill. The first store in the area was opened by John T. Gilfrey during 1854 and W.R. Jones laid out a townsite for Cloverdale in 1855, in anticipation of the future location of the railroad.

Founding of Creswell

Donation Land Claims by Caleb Colvin, Alvin Hughes, Pleasant C. Noland, Steve O. Martin, and James Robinett reflect early settlement in the area which is now Creswell.

During 1871, the Oregon-California railroad came south from Eugene, along the west side of the river to a point just north of what is now the City of Creswell. This prompted J.T. Gilfrey to move his store from Cloverdale to the Creswell area in 1871-72.

The year 1872 was the beginning of Creswell. During the year, Alvin Hughes and James Rovinett each donated five acres of land and founded the town. As the railroad continued
southward, the town as christened by Ben Holladay of the Oregon-California Railroad Company, named after John Creswell, who was US Postmaster General at the time the post office was opened in 1873.

With the completion of the railroad through Creswell, new settlers began to move into the community. The period, 1875 to 1909 was one of rapid growth, with a population of 500 being attained in 1885. The first school was erected in 1875 and is currently used as the City Library and Civic Club House. Dr. L.D. Scarbrough, the first physician to practice in Creswell arrived in 1867. A three-story grist mill was erected on the river during 1878, one and one-half miles southeast of the City.

In July 1882, a major fire destroyed a large portion of the business area. The business section was rebuilt and the first church (Methodist) was completed in 1889. Community social life centered around lodges, with the Masonic Building constructed sometime during the 1870's and the Odd Fellows added in 1903.

By 1893, the area around Creswell was devoted to wheat and raising of large numbers of cattle and hogs.

**Incorporation and Growth**

With the arrival of more people due to the Bohrnstedt Company's promotion of 5,000 acres of fruit tree groves, the need for city government became evident. In June 1909, a community election resulted in incorporating the City, with George L. Gilfrey becoming the first mayor. The population of the community at this time was around 500.

In a short time the City could boast of the Creswell Telephone Company, established in 1910, a cannery completed in 1913, a prune-dryer, tile factory, livery stable, two drug stores, two dentists, three doctors, a jewelry store, millinery store, four groceries, apple packing plant and a theater known as "The Opera House." However, with the collapse of the Bohrnstedt Company, population decreased to 273 in 1920.

With the construction of the Southern Pacific Railroad line around 1870, Lynx Hollow Creek was diverted to the north, causing flooding of some 1,000 acres during periods of heavy rains. The Creswell Water Control District was created in 1958 and through the Federal Watershed Protection and Flood Prevention Act, a diversion channel was built to the river to correct this problem. The project incorporated flow control for diversion of flood waters to the river, with provision for northern flow to support livestock needs. This project has made possible the beneficial use of lands that were formerly subject to flooding.

Creswell Irrigation Association is the result of acquiring an 1879 water right, the second oldest in the State, to provide water for agricultural uses along its ditch system. The initial ditch supplied water to operate a flour mill and drive a turbine which supplied Creswell with electricity. The Creswell Volunteer Fire Department supported operation of the ditch until it was purchased by the irrigation association in 1957. The ditch currently irrigates a little under 400 acres of land with the potential of irrigating 1,500 acres of adjacent land.

The first road connecting to Eugene was a toll road, later taken over by the County and in 1922, improved and paved by the State Highway Department as the new Pacific Highway (Hwy 99). In 1956, the first two lanes of Interstate 5 were completed, just east of the railroad and in 1962, the highway was expanded to a full four-lane divided freeway, with an
interchange connecting to Oregon Avenue. During 1963, the present airport was established east of the freeway. A modern municipal water system has evolved over the years, a new City Hall and Fire Station were completed in 1940, and a modern lagoon type sewer system, one of the first of its type in the State, was completed in 1962.

Creswell has grown at a modest rate since the 1930’s, except during the war years and immediate post-war period, when the growth rate doubled. With the completion of the Interstate Highway through Creswell in 1962 and close proximity to the rapidly expanding Eugene-Springfield Metropolitan Area, Creswell’s growth rate has accelerated.

Close proximity to the Eugene-Springfield Metropolitan Area and its major employment center, coupled with Creswell’s environment of a small city and adjacent rural living, indicates a continued growth impact for the city and its environs. This is evidenced by recent housing development within the city, annexations for subdivision purposes and increased residential activity and support facilities east of the freeway.

B. Related Agency Planning and Programs

Creswell’s development and planning therefore, is affected by public agencies and programs, which are beyond the administrative control of the City. Many of these agencies established fundamental requirements or guidelines in program and/or service areas, which are common to the general public welfare. It is therefore essential that the implications of these agency requirements or guidelines are recognized and coordinated with city planning efforts. The following excerpts reflect principal problem areas, concerns, and requirement or guidelines which pertain to the growth and development of Creswell.

Federal

National Environmental Policy Act of 1969 (NEPA), (Pub. Law 91-190; 83 Stat. 852; 42 U.S.C. 4331 et. seq.). This law establishes a national policy which will encourage productive and enjoyable harmony between man and his environment, promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man, and enrich the understanding of the ecological systems and natural resources imported to the Nation.

Clean Air Amendments of 1970 and 1977 (Pub. Law 91-604; 84 Stat. 1709; 42 U.S.C. 1857h-7). In carrying out research pursuant to this act, the Administrator shall give special emphasis to research on the short and long-term effects of air pollutants on public health and welfare. (Amended in 1977)

Federal Water Pollution Control Act Amendments of 1972 (Pub. Law 92-500; 92 Stat. S.2770, Oct. 18, 1972). This law establishes national policy with respect to standards for water quality and sets direction for achieving these standards.


Cultural Resources Protection: Antiquities Act of 1906 (P.L. 59-209); Historic Sites Act of 1935 (P.L. 74-292); Reservoir Act of 1960 (P.L. 86-523); National Historic Preservation Act of 1966 (P.L. 89-665); Federal Aid Highway Act of 1968 (P.L. 90-

Department of Agriculture, Soil Conservation Service – Soils, Creswell Area, Oregon – Resource Data For Land Use Planning and Community Development.


**State**

Oregon Revised Statutes Chapter 197, Comprehensive Planning Coordination; Planning Districts (SB 100). This law establishes State policy to assure the highest possible level of livability in Oregon, by providing for properly prepared and coordinated comprehensive plans for cities and counties, regional areas, and the State as a whole; establishes the Department of Land Conservation and Development (LCDC) for administering comprehensive planning coordination.

Oregon Revised Statutes Chapter 92, Subdivisions and Partitions.

Oregon Revised Statutes Chapter 215, County Planning; Zoning and Housing Codes.

Oregon Revised Statutes Chapter 222, City Boundary Changes; Mergers and Consolidations.

Oregon Revised Statutes Chapter 227, City Planning and Zoning.

Oregon Department of Environmental Quality, operates under ORS Chapter 468 and OAR Chapter 340 in managing and maintaining statewide environmental quality. Activities and authority include Statewide Water Quality Management Plan, Water Pollution Control, (ORS 467), Air Pollution Control, Noise Pollution Control and Solid Waste Disposal.

**Oregon Department of Transportation**

Aeronautics Division, Oregon Aviation System Plan, Technical Report, Vol. I Main Body and Vol. II Appendixes, 1974. This plan sets forth state aviation system objectives and descriptive list of airport improvement projects in Appendix S-V.

Highway Division, Six Year Highway Improvement Program, Fiscal Years 1980-1985, approved by Transportation Commission June 29, 1976. This document sets forth scheduling of capital expenditures for highway improvements in Region 3 (Creswell jurisdiction) for this six-year period.

Parks and Recreation Branch, Statewide Comprehensive Outdoor Recreation Plan:


Oregon Department of Commerce

Fire Marshal, Rules and Regulations for Fire and Life Safety
Building Codes Division, State Building Code.
Real Estate Division, Subdivision Control Law and Approval of Sales.

Water Resources Department, administers appropriation of ground and surface waters.

Oregon Department of Human Resources, programs and policies for delivery to the public or state social services.

Oregon Division of State Lands, regulates and issues permits for any alteration of State waterways (ORS 541.605-541.695)

Center for Population Research and Census, responsible for annual determination of city population, when filed with the Secretary of State, becomes the basis for the distribution of certain highway, liquor, cigarette taxes and general fund revenues as required by law.

Oregon Public Utility Commissioner, supervises and regulates public utilities, railroads and motor carriers within the State.

Oregon Department of Fish and Wildlife, Report to Lane Council of Governments Regarding Identification of Fishery Values in Lane County with Recommendations for their Protection and Enhancement, February 1971. This report presents data on countywide fish distribution and population, angler effort and catch, monetary values, habitat protection and enforcement needs and program recommendations.

Lane County Local Government Boundary Commission, The commission operates under ORS 199.410 through 199.540 to guide the creation and growth of cities, special service districts, and privately owned community water and sewer systems. City annexation and special service districts are applicable to Creswell.

County

Lane County Department of Environment Management

Division of Planning, “A Comprehensive Land Use Plan for the Lower Coast Fork Subarea.” This subarea plan contains the City of Creswell and was adopted June 4, 1975 by Lane County. Creswell is designated a Major Development Center where growth should be encouraged and accommodated. Principal considerations are defining the areas of agency jurisdiction and interfacing of Creswell and Subarea planning, proposals, and policies.

Division of Solid Waste Management, responsible for countywide solid waste management program, disposal sites, solid waste transfer station and future resource recovery programs.

Division of Environmental Health and Water Pollution Control, “Water Quality Report.” Presents the quality status of ground and surface waters in the Coast Fork Willamette River sub-basin and indicates water quality problems. “Water Quality Management Plan.” This plan presents programs for the correction of existing water pollution problems and guidance in the prevention of future problems.

Lane County Department of Public Works. This agency is responsible for public works functions of the County. The Division of Transportation is responsible for the planning and maintenance of the County road system. The Department has recently completed a Master Plan for the Creswell Municipal Airport to provide for: a safe, clear runway system with adequate length and strength for Basic Utility Stage II development, and capability for expansion to a General Utility Airport; public terminal facilities for general aviation aircraft, passengers, and pilots, with convenient parking, adequate buildings, and sufficient access systems; a flexible development plan with interrelationships of space and use that will enhance service and optimize community benefits; an economical layout that will provide suitable facilities and generate necessary revenues to allow proper operation, development, and management of the airport.

Lane Regional Air Pollution Authority (LRAPA). In the interest of the public health and welfare of the people, it is declared to be the public policy of the LRAPA to restore and maintain the quality of the air resources of the territory in a condition as free from air pollution as is practicable, consistent with the overall public welfare of the territory.

Lane Council of Governments (L-COG). Local county-wide planning coordinating agency, A-95 clearing house and grant application support services. Provides LCDC program coordinating services for LCDC supported planning programs in Lane County.

Lane Transit District (LTD). The District operates within the framework of DRS Ch. 267 and is responsible for public transportation in Lane County.

Lane County Department of Public Safety. Police protection provided to the City of Creswell by contract with the Sheriff’s Department.

Lane County Department of Parks and Open Space. Responsible for countywide program provision, operation, and maintenance of County parks and open space. A 1970
study, Central Lane Regional Parks (B27), indicates regional park and open space proposals which relate to the City of Creswell.

Lane County 208 Waste Water Management Interim Facilities Report (B47), L-COG, August 1976; Comprehensive Sewerage Facility Review, L-COG, April 1978. Comprehensive sewerage plan report to guide overall delivery of sewerage services within the Lane County Section 208 study area.

City and Local

Creswell Comprehensive Land Use Plan presents proposed community development policy, the subject of current LCDC Compliance Planning.

Ordinance No. 139, Establishing a City Planning Commission and Prescribing its Powers and Duties.

Ordinance No. 143, as amended, Zoning Ordinance of the City of Creswell, Oregon.

Ordinance No. 156, Creswell Annexation to and Contract with the Creswell Rural Fire Powers and Duties.

Ordinances No. 272, 318, 385, Transportation System Plan

Ordinance No. 429, Parks and Open Space Master Plan

Ordinance No. 442, Creswell Development Code

Creswell Irrigation Association, provides and maintains a system for agriculture irrigation.

Creswell Water Control District, provides and maintains a system for area drainage and agricultural purposes.

Creswell Rural Fire Protection District, provides contract fire protection services to the City of Creswell.

Education Facilities Expansion Study School District No. 40, Creswell, Oregon. Briscoe and Berry, Architects, A1A, June 27, 1977. This study evaluates existing educational facilities and establishes expansion options for accommodating expansion of educational facilities of the District.

C. Environmental Setting

1. Region

Creswell is located at the southern extremity of the Willamette Valley, where the foothills of the Coast and Cascade Ranges begin to merge. The urbanizing area of Creswell is situated approximately one mile west of the Coast Fork Willamette River and is in the northern portion of the drainage basin associated with the river.

The City is within the northern segment of the Lower Coast Fork Subarea, the planning unit for Lane County. Lane Council of Governments is the local government coordinating agency for governmental programs and Oregon State Administrative District No. 5 encompasses the community.

Eugene, the County seat, lies 10 miles north via Interstate 5 and Cottage Grove is a little over seven miles to the south. Interstate 5 is the principal north-south route connecting to the states of Washington and California and east-west highways providing access to the Cascades and Oregon Coast. The interstate system provides convenient access to the Eugene-Springfield Metropolitan Area, forming an important Willamette Valley link for commerce, tourists, and movement of locally processed wood products and agricultural commodities.

Creswell and its area of influence can be described as a portion of a finger river-valley radiating from the Eugene-Springfield Metropolitan area, with a backdrop of forested foothills to the east and west. The area still retains characteristics of its historical heritage, agriculture and timber processing. However, transportation and proximity to the Eugene-Springfield Metropolitan area, is subjecting Creswell to growth, change, and related pressures.

2. General Planning Study Area

The study area for Creswell includes the corporate limits of the City and surrounding General Planning Study Area, which contains potential areas for community growth and expansion. Definition of this area was coordinated through the Lane County Planning Division and L-COG Coordinator and confirmed by the Lane County Planning Director, through a Letter of Agreement, dated July 27, 1978.

The General Planning Study Area contains approximately 12.5 square miles, located principally in Township 19 South, Range 3 West, Willamette Meridian. Creswell is located slightly north of center in the study area.

Terrain and Drainage

Creswell and its immediate surrounding area is relatively flat river valley, drained by the Coast Fork Willamette River, located approximately one and one-half mile east of the City. The City is approximately 541 feet above sea level, with gradients running north and northeast to the river. Local drainage is provided and unnamed creek to the east, Camas Swale Creek on the north and Hills Creek on the east. Due to the relative flatness of the Valley floor, lack of uniform grade and some areas that lack well defined natural drainage, localized ponding occurs throughout the area.
Foothills of the Coast Range to the west rise to over 1,000 feet elevation and foothills of the Cascades, east of the river, to above 2,000 feet. Creswell Butte, the major land form just south of the City, rises to over 900 feet as a timber outcropping in the valley floor.

**Flood Potential (B32, B33, B34)**

Due to the previously described terrain characteristics and flat gradient of the Coast Fork Willamette River, there is a potential for flooding of land adjacent to the river during periods of high run-off. This potential for flooding also includes streams tributary to the Willamette and old river courses between Interstate 5 and the river.

The principal areas of concern for this flooding potential covers the Camas Swale area to the northwest and the area east of Interstate 5 to the river. The Camas Swale area has land that floods every year, much of it from high groundwater. The area east of Interstate 5 has some lands within the floodway and 100 year flood plain.

Tourist/convention/resort development has been designated for a portion of the land east of Interstate 5 southeast of the airport since this area represents a unique and valuable economic resource to the City of Creswell. A large lot ownership pattern and significant financial resources indicate that this area will be able to successfully address the expensive engineering analysis and construction constraints necessary to meet flooding hazards. However, all development within the floodway or floodway fringe must conform to appropriate federal (U.S. Army Corps of Engineers), State, Lane County, and Creswell building and flood hazard regulations.

Currently, the Creswell area is under an Emergency Mapping program to define the limits of potential hazard for the National Flood Insurance Program under the Department of Housing and Urban Development. In this regard, a Flood Hazard Map has been prepared utilizing the most recent data available. The map will be further updated as additional information becomes available.

Table 1- Flood Profiles- Coast Fork Willamette River

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<th>Elev. 100-Year Flood</th>
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</table>

In order to accurately delineate the hazard areas associated with potential 100-year flooding east of the freeway, area wide topographic data is required. With this information or localized topographic surveys, individual land utilization proposals may be evaluated as to hazard of flooding. In any event, land uses immediately adjacent to stream courses should be maintained in open use categories, such as the Willamette Greenway, the existing golf course, parks, and the like. In other areas, appropriate elevations above flood stage levels may be established to accommodate various types of land use, based on the need for flood hazard protection. The commercially designated area proposed for tourist/convention/resort opportunities may require U.S. Army Corps of Engineers permission to alter floodway or floodway fringe contours.
Soils

The soils in and about Creswell, west of the river, are for the most part Class I, II, III, and IV soils as identified in the Soil Capability Classification System of the U.S. Soil Conservation Service. Location of these soils is displayed on the Plate entitled, Agricultural Soils Classification – Creswell, Oregon.

**Class I** soils are generally composed of silty clay loam approximately 21 inches deep over silty clay and a substratum of silty clay loam. Bedrock is commonly many feet deep.

**Class II** soils are usually silty clay loam 14 to 19 inches deep over silty or gravelly clay and a substratum of sandy loam or gravelly sand. Bedrock is usually more than 5-feet deep.

**Class III** soils are commonly loam and silt loam 6 to 16 inches deep over clay or silty clay loam with a substratum of clay or clay and sandy layers. Bedrock is usually over 5-feet deep.

**Class IV** soils are generally silty clay loam 5 to 19 inches deep over clay or sandy clay and a substratum of gravelly silty clay or loam. Bedrock is generally well over 5-feet.

Permeability or ability to absorb water is good for Class I, moderate for Class II, and slow for Classes III and IV.

Although the majority of soils in Creswell and its adjacent area are Class I through IV, localized influences have subjected the land to limitations for agricultural and forestry purposes. These include urbanization and land use decision prior to 1975, ownership parcel size, and availability of water to maximize economic productivity.

Aggregate Resources

Aggregate resources are identified within the stream bed of the Willamette River. Aggregate resources are generally to be found under alluvial soil deposits adjacent to rivers. This is evidenced by former extraction sites to include Garden Lake Park, the solid waste site adjacent to the river, and a site adjacent to Dale Kuni Road. Core drilling and sample assessment can determine the magnitude of deposits and aggregate quality.

Vegetation

Native vegetation, where not cultivated, consists primarily of Douglas Fir, Oregon White Oak, blackberries, shrubs, and grasses. Adjacent to the streams, cottonwood, big leaf maple, Oregon ash, and alder are found.

The area immediately adjacent to the City of Creswell, which is destined to accommodate urban growth for the community, does not contain forested lands as defined in LCDC Goal 4. However, Creswell Butte, predominately covered with native evergreen species and due primarily to steepness of terrain, aesthetics and open space relief, is desirable to be maintained in its natural state.

Significant vegetative resources, particularly trees and associated vegetative cover, which are attendant to natural water courses, public right-of-ways, and existing public lands provide important natural relief and environmental enhancement throughout the City and its potential urban growth area. These resources are important components of the Creswell environment and should be carefully managed.
Climate

Willamette Valley climate is generally characterized as having abundant moisture and moderate temperatures, which supports rapid growth of the evergreen forests.

The Willamette River and numerous small creeks are the main sources of local fog. The Coast Range acts as a barrier to the coastal fog, but active storms cross these ridges with little hindrance. The Cascade Range generally blocks westward movement of all but the strongest continental air masses, but when air does flow into the valley from the east, dry, hot weather develops in summer; while in winter this situation causes clear, sunny days and cool, frosty nights.

Low pressure centers and associated rain, generally pass inland north of Eugene, resulting in southwest winds of 10 to 20 mph. Annual precipitation ranges from 30 to 50 inches, with the majority falling between September and June. Snowfall for the winter season exceeds 5 inches in about one of three years.

Temperatures are largely controlled by maritime air from the Pacific, thus long periods of extremely hot or severely cold weather seldom occur. Normal temperatures are moderate, with highs in the upper 90’s during the summer and occasional freezing temperatures in the winter. The long growing season and mild temperatures are favorable for diversified agriculture and numerous crops are commercially important.

Water Areas, Watersheds, and Ground Water Resources

Water surface drainage of the sub-basin is provided by two major rivers, the Row and Coast Fork, which join just north of Cottage Grove. Both rivers have regulating structures constructed by the Corps of Engineers: Dorena Reservoir on the Row River, and Cottage Grove Reservoir on the Coast Fork. Both reservoirs provide flood control and help increase the summer flow of the Willamette River.

From Cottage Grove to Goshen, the Coast Fork minimum desirable flow is set at 40 cfs, with 250 cfs storage release flow. Total allocations are 155.8 cfs, with 84.2 cfs for irrigation.

The Coast Fork supports winter runs of chinook, coho, and steelhead. Resident trout exist in streams throughout the sub-basin, From Creswell to Mt. Pisgah, riparian vegetation lines the river banks and provides habitat for waterfowl and fur bearing animals. Recreational use below Cottage Grove includes fishing, hunting, and trapping as primary uses. Agricultural activity is a substantial use of river water for irrigation. Creswell operates a sewage lagoon, which discharges into a tributary of the Coast Fork.

Surface Water quality of the Coast Fork exhibits several indications of poor water quality, including high bacterial loadings, turbidity problems, occasionally undesirably low D.O. levels, and enrichment and aesthetic problems. These problems become more acute during the summer when higher temperatures combine with sluggish flows, resulting in enrichment and degradation problems which are more noticeable and offensive.

Camas Swale, tributary to the Coast Fork of the Willamette River, is associated with the general surface water quality in the area, due to activities in its drainage basin. Agricultural uses contribute to water quality problems. An existing industrial use, Willamette Poultry operation, treats its waste water in an aerated lagoon and discharges into Camas Swale under a DEQ discharge permit, with discharge being disposed of by land irrigation from May
through October. Hills Creek and its associated ponds in Garden Lake Park, east of I-5, discharge on to the Cost Fork. Surface water quality of this tributary is of concern as one of Creswell’s well fields is adjacent to the Garden Lake Park Zone.

Groundwater resources are important to productive water sources throughout the Planning Area. Water quality is generally within acceptable limits for most uses. Creswell obtains its water from wells adjacent to the Coast Fork and Garden Lake Park, with the aquifer consisting of alluvial sand and gravel, yielding on an average of 50 GPM and locally up to 200 GPM. The majority of the planning area surrounding Creswell has an aquifer consisting of marine sandstone and alluvium, with an average yield of 10-20 GPM, and locally up to 200 GPM.

Localized conditions are present which limit ground water use. These are generally associated with the level of arsenic concentration associated with the Fisher Formation and have been identified in wells north and west of Creswell.

Principal concerns regarding groundwater resources are: (1) overdevelopment of an area that relies on groundwater, which could result in loss of water supply and/or degradation of quality, and (2) protection of aquifer recharge areas from intensive land uses.

Air Quality

Lane Regional Air Pollution Authority (LRAPA) is responsible for the maintenance of air quality in the 90 square mile air quality maintenance area associated with the Eugene-Springfield area. The limits of this area generally coincide with the Metropolitan Area Urban services Boundary, which falls north of Goshen.

LRAPA has recorded some air quality data from a measurement site at Creswell High School. The first full calendar year of data for suspended particulate was collected during 1977. The geometric mean was 27 µg/m³ (micro-grams per cubic meter of air), well below the secondary annual standard of 60 µg/m³ for suspended particulate. There have been no violations of the 24-hour standards for suspended particulate.

Measurements for carbon monoxide have not been made, but given the low traffic volumes, it is doubtful that there are any problems. A few ozone measurements have been taken and no violations of standards were found. Future ozone measurements for Creswell are planned, due to its location and relationship south of the Eugene-Springfield Metropolitan Area.

In summary, no air pollution problems have, to date, been identified in Creswell. However, due to proximity of the Eugene-Springfield Air Quality Maintenance Area, any major sources of particulate pollution locating in or near Creswell would receive careful scrutiny for potential impact on the Eugene-Springfield Airshed.

Noise Sources

Principal noise sources in the Creswell area are associated with transportation activities and industry. These consist of general aviation aircraft operating from the Creswell Airport, vehicular and truck traffic on Interstate Highway I-5, Highway 99 and Oregon Avenue, the railroad paralleling Highway 99, and local mill operations in the industrial areas.

Animal Life
Anadromous fish, coho, Chinook, and steelhead salmon are present in the Coast Fork Willamette River. Native trout also inhabit the river and smaller streams in the area. Various species of non-game fish are also found in the river, streams, and local ponds. Riparian vegetation along the river, between Creswell and Mt. Pisgah, provides important habitat for waterfowl, fur-bearers, and many species of small birds. In the past, Oregon Department of Fish and Wildlife maintained approximately 2,500 acres of Camas Swale land for a migratory bird resting area and for public hunting and viewing area. However, during August of 1978, the lands were advertised for sale at oral auction.

Non-irrigated agricultural lands including orchards, cultivated crops, and pastures, provide habitat for upland game, deer, elk, and many other species of birds and animals common to the Willamette Valley.

Creswell members of the Lane County Audubon Society indicate between 90 and 100 species of birds observed in the Creswell area over the past 20 years. Representative species include duck, pheasant, quail, a variety of hawk, owl, heron, crane, varieties of humming bird and woodpecker, swallow, chickadee, wren, various swift, warblers, finch bluebird, and sparrow. Historical observations indicate concern for the higher elevations of Creswell Butte as retained habitat, loss of the Camas Swale for migratory refuge, and general retention of suitable areas, which provide nesting and feeding areas.

**D. Population**

Creswell’s historic population trends and characteristics have been summarized from U.S. Bureau of Census, U.S. Census of Population, and Center for Population Research and Census of Portland State University. Future estimates of population are derived from assumptions based on trends, reasonable economic expectations, role of the community in proximity to the Eugene-Springfield Metropolitan Area, and the ability and willingness of the City to provide and support necessary services for an expanding major development center.

**Trends and Characteristics**

Growth of Creswell and its attendant population has been influenced by some local economic factors and major government actions. Shortly after incorporation in 1909, the collapse of an agricultural development corporation resulted in a significant out-migration of population. Population growth was rather steady from 1920 to 1950, averaging a little over three percent per year. Between 1950 and 1960, population growth slowed to approximately 1.5 percent per year, closely paralleling state growth for that period. In the early 1960's, two governmental events undoubtedly stimulated population growth. These were full improvement of Interstate 5 to four-lanes, and the installation of a municipal sewerage collection and treatment system.

A 57.7 percent growth in population was recorded for the 1960’s, just short of a six percent per year. This was over three times the growth rate for the state as a whole during the same period, almost twice that of Lane County, and slightly higher than Eugene. Since 1970, Creswell’s population growth has been over two and one-half times that of the state, over twice that of Lane County, and Just above the City of Eugene.
Table 2- Population Profile - 1970

<table>
<thead>
<tr>
<th></th>
<th>City of Creswell Census Division</th>
<th>City of Creswell</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total Population:</strong></td>
<td>4,043 (100.0%)</td>
<td>1,199 (100.0%)</td>
</tr>
<tr>
<td><strong>Sex:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>2,034 (50.3%)</td>
<td>480 (48.3%)</td>
</tr>
<tr>
<td>Female</td>
<td>2,009 (49.7%)</td>
<td>619 (51.7%)</td>
</tr>
<tr>
<td><strong>Race:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>4,009</td>
<td>1,191</td>
</tr>
<tr>
<td>Negro</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Other</td>
<td>31</td>
<td>8</td>
</tr>
<tr>
<td><strong>Age:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Median</td>
<td>27.8</td>
<td>28.1</td>
</tr>
<tr>
<td>Under 18 years</td>
<td>37.4%</td>
<td>35.5%</td>
</tr>
<tr>
<td>18-64</td>
<td>53.8%</td>
<td>53.6%</td>
</tr>
<tr>
<td>65 and over</td>
<td>8.8%</td>
<td>10.9%</td>
</tr>
<tr>
<td><strong>Household:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1,248</td>
<td>415</td>
</tr>
<tr>
<td>Population</td>
<td>4,029</td>
<td>1,185</td>
</tr>
<tr>
<td>Person per household</td>
<td>3.23</td>
<td>2.86</td>
</tr>
<tr>
<td>Number in group quarters</td>
<td>14</td>
<td>14</td>
</tr>
</tbody>
</table>

However, some differences are apparent and these are:
1. More Females than males in Creswell, the reverse of the rural population. This may be attributable to the 65 and over age group within the City and typically higher survival rate of women.

2. Racial minorities are an extreme small portion of the population, less than one percent for both rural and urban.

3. Rural population has a slightly younger median age, with younger school age children, while the City contains a larger proportion of person 65 and older. The older population segment of smaller Oregon communities is fairly typical, generally reflecting a level of service, convenience, and overall environment desired by this age group.

4. The 18-64 age group for both rural and urban area about equal percentages of the population, over one-half, containing the local labor force. This indicates the desirability of the rural or small community environment for working-age adults with families. This is supported by the general shortage of jobs in and about Creswell, as the majority of the employed commute to the Metropolitan Area or elsewhere.

5. Household and/or family size is smaller in the City, reflecting a large number of older people without children. The opposite is true in the rural area.

Population Distribution

Growth of population since 1960 has developed some minor concentrations, particularly in the mobile home parks, recent multi-family additions in the vicinity of "F" and Holbrook, and new residential expansion around Barber and Evergreen Drives. Current land development north of "A" Avenue is destined to add additional population to the northern segment of the City. With the exception of multi-family and mobile home parks, the population is fairly evenly distributed throughout the City.

Of note to the City, an almost doubling of population immediately surrounding Creswell between 1960 and 1970, has resulted in growth concentrating in the quarter section southeast of the City.

Future Estimates of Population

Population growth throughout our nation has historically been associated with economic opportunities attracting people to centers or areas of activity. These economic opportunities have generally been related to localized resources, primarily raw materials or energy sources, markets, transportation, and change in mode of transportation, location of government or significant government action and in recent years, individual concern over the physical and social environment one associates within their choice of residence. Therefore, the development of future estimates of population for Creswell will be based on assumptions relating to past trends in number and composition, resources and economy, environment, locational influence exerted by the Eugene-Springfield Metropolitan Area, availability of public services and Creswell’s designation as a major development center outside of the metropolitan area.

The factors and assumptions which will affect the population for Creswell center around the following:
1. Creswell will assume increasing importance as a major development center in close proximity to the Eugene-Springfield Metropolitan Area, with its concentration of employment opportunities.

2. The City has or will continue to develop and provide a level and range of services commensurate with the needs of a growing population.

3. Due to the availability of support services, the City will make available sufficient land area and choice, capable of attracting desirable industry to expand the local economic base.

4. Improvement and expansion of freeway-tourist oriented commercial development, in conjunction with local recreation opportunities, will assist in expanding the local economic base.

5. Annexation of adjacent concentrations of development which are acceptable and desirable will have an immediate impact on numerical population.

Based on the above factors and assumptions, the following estimate of the future population is made.

Projected at 4.5 percent annually for the City of Creswell and three percent annually in the urbanizing area. A population estimate of 4,525 by the year 2000 has been used throughout the plan as the basis for future projections. This estimate is approximately one percent below the average growth rate of the past 17 years. This growth would include significant expansion and diversification in local industrial and freeway tourist development, economic base expansion, and continued heavy reliance on the Eugene-Springfield area for major employment. This estimate would include significant annexations of adjacent residential development.

**E. Housing**

**Survey Data**

Housing data for the City of Creswell was compiled from 1970 Census data and a field survey conducted by L-COG during 1975. This data presents existing housing conditions with respect to quantity, quality, and housing assistance needs of lower income households. Table 3, 1975 Creswell Survey of Housing Conditions and Table 4, 1975 Creswell Housing Assistance Needs of Lower Income Households present this data.
Table 3- Survey of Housing Conditions

1975 Creswell Survey of Housing Conditions

<table>
<thead>
<tr>
<th></th>
<th>Units</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1975 Total Housing Inventory</td>
<td>565</td>
<td>100.0%</td>
</tr>
<tr>
<td>Standard</td>
<td>452</td>
<td>80.0%</td>
</tr>
<tr>
<td>Sub-standard</td>
<td>113</td>
<td>20.0%</td>
</tr>
<tr>
<td>(Suitable for Rehabilitation)</td>
<td>(113)</td>
<td>(20.0%)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Units</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vacancy Rate, Total</td>
<td>17</td>
<td>3.0%</td>
</tr>
<tr>
<td>(Rental)</td>
<td>(13)</td>
<td>(2.3%)</td>
</tr>
<tr>
<td>(Owner)</td>
<td>(4)</td>
<td>(0.7%)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Units</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rental Units, Total</td>
<td>210</td>
<td>37.7%</td>
</tr>
<tr>
<td>Sub-standard of total</td>
<td>40</td>
<td>19.0%</td>
</tr>
<tr>
<td>Owner Units, Total</td>
<td>355</td>
<td>61.8%</td>
</tr>
<tr>
<td>Sub-standard of total</td>
<td>70</td>
<td>19.7%</td>
</tr>
</tbody>
</table>

1975 Certified Total Population 1,525

1975 Occupied Units 548 2.78 persons/unit*

*Approximate data not available for population no part of a household.

Condition of structures information was obtained from Lane County Assessor Residential Appraisal Characteristics data sheets for each appraised dwelling, based on the following numerical Rating Description:

1. (Very Poor) means worn-out. Every normal repair and overhaul needed on painted surface, roofing, plumbing, heating, etc. Found only in extraordinary circumstances.
2. (Poor) means badly worn. Much repair is needed. Many items need refinishing or overhauling.
3. (Fair) means evidence of deferred maintenance in that minor repairs and refinishing are needed.
4. (Average) means no obvious maintenance required, but neither is everything new.
5. (Good) means everything unusually well-maintained, items have been overhauled and repaired as soon as they show signs of wear.
6. (Excellent) means everything that can normally be repaired or refinished has just been fixed, such as new roofing, new paint, furnace overhauled, etc.

Substandard: Ratings 1, 2, and 3.

Substandard (suitable for rehabilitation): Ratings 2 and 3.
Table 4- Housing Assistance Needs

1975 Creswell Housing Assistance Needs of Lower Income Households

<table>
<thead>
<tr>
<th></th>
<th>All Households</th>
<th>Female-Headed Households</th>
<th>Minority Households</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elderly or Handicapped (1-2 person)</td>
<td>Family (4 or less)</td>
<td>Large Family (5+)</td>
</tr>
<tr>
<td>Owner</td>
<td>161</td>
<td>52</td>
<td>83</td>
</tr>
<tr>
<td>Renter</td>
<td>125</td>
<td>25</td>
<td>81</td>
</tr>
<tr>
<td>Totals</td>
<td>286</td>
<td>77</td>
<td>164</td>
</tr>
<tr>
<td>Percent</td>
<td>100.0%</td>
<td>27.0%</td>
<td>57.0%</td>
</tr>
</tbody>
</table>

Condition of Housing

In 1975, L-COG data indicates 113 housing units or 20 percent of the City housing inventory was substandard at that time. This included approximately 19 percent of both the rental and owner categories. Based on available data, all substandard units are suitable for rehabilitation.

Analysis of Housing Resources

Considering housing as a resource and its conservation, 20 percent of the housing stock is in need of rehabilitation to maximize its useful life.

Occupancy data indicates Creswell housing stock is mostly owner occupied. Vacancy rates for 1975 were 3 percent, indicating a tight housing supply, with most of the available units (2.3 percent) in the rental category.

Lower income households occupied 56 percent of 548 occupied units, with 56 percent being owner occupied and 44 percent renter occupied. Female heads of households totaled 26 percent of all lower income households, while minorities made up less than 1 percent of the total. Household size for lower income consists of 27 percent elderly and handicapped of one and two persons, 57 percent of families of four or less, and 16 percent with family size of five or more. This data presents a point in time insight to housing assistance needs within the City, however, data must be updated to validate current needs for low-income housing assistance projects.

Based on 1975 L-COG data, Creswell’s housing issues center around:

1. Need for all types of housing.
2. Maintenance and/or upgrading existing inventory.
3. Lower income housing assistance.

It is anticipated that the housing stock in the year 2000 will meet the needs expressed by these issues.
F. Economy

Overview

Initial development of the Creswell area economy was associated with agriculture and has been shaped by transportation. Construction of the rail line, location on US 99, and later the building of Interstate Highway I-5 through the eastern edge of the City, have provided transportation access which is necessary for economic growth and change. Located only 10 miles from the Eugene-Springfield metro area, the trend in the past has been for reliance on the metro area for providing job opportunities. This is a trend which the City intends to alter as it provides sites and polices to create local job opportunities for local residents.

Labor Force and Unemployment

Information on the labor force is only available for Census Tract 11, which encompasses Creswell and the surrounding rural areas. It also includes Goshen, an unincorporated community five miles north of Creswell. Data is available for 1970. Data for Tract 11 and Lane County are shown in Table 5.

The labor force in the Creswell area (Tract 11) is relatively small and totaled 1,562 persons in 1970. This is less than 2 percent of the Lane County labor force. The labor force participation rate is almost 5 points higher than the County rate and 10 points above the Eugene rate. The Creswell area rate for males is exceeded only in 2 of 17 rural Census tracts in the County. The participation rate for females, although two points lower than the County average, is only exceeded by one rural tract. Overall, the Creswell area's participation rate, at 57.9 percent, is above the County rate and is exceeded by only one of the rural Census tracts.

Unemployment in the Creswell area in 1970 was excessively high. The overall rate of 11.1 percent was more than 3 percentage points above the County rate and about 6 points over the national unemployment rate. The area's male unemployment rate was, unfortunately, one of the County's leaders. At 11.5 percent, it was exceeded only by one rural tract and by three or four metro area tracts. The rate for females, at 10.5 percent, was well above the corresponding County rate. Relative to rural areas of the County, however, the rate for females in Tract 11 was at the median point.
Table 5- Labor Force Statistics

<table>
<thead>
<tr>
<th>Civilian Labor Force, Creswell Area and Lane County, 1970</th>
<th>Creswell Area</th>
<th>Lane County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male Participation Rate</td>
<td>1,057</td>
<td>54,054</td>
</tr>
<tr>
<td>Female Participation Rate</td>
<td>505</td>
<td>30,149</td>
</tr>
<tr>
<td>Total Participation Rate</td>
<td>1,562</td>
<td>84,203</td>
</tr>
<tr>
<td>Unemployment Rate</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>121</td>
<td>4,074</td>
</tr>
<tr>
<td>Female</td>
<td>53</td>
<td>2,695</td>
</tr>
<tr>
<td>Total</td>
<td>174</td>
<td>6,769</td>
</tr>
<tr>
<td>Employment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>932</td>
<td>49,787</td>
</tr>
<tr>
<td>Female</td>
<td>452</td>
<td>27,454</td>
</tr>
<tr>
<td>Total</td>
<td>1,384</td>
<td>77,241</td>
</tr>
</tbody>
</table>

Source: 1970 Census

Occupations and Employment of Residents

Table 6 presents data for 1970 on occupational categories of workers who reside in the Creswell area (Tract 11) and Lane County. Because of the similarities in participation rates for the County and the area, the differences in occupational characteristics are assumed to be meaningful and demonstrative of real differences between Creswell and the County as a whole.

Creswell area residents are under-represented in a number of occupational categories. The major shortfall is in the professional/technical field. Sales and clerical workers are also a low percentage; this is not surprising in view of the lack of locally available jobs in 1970 (see below).

The area's occupational shares are relatively high in craftsmen and foremen, transport equipment operators, and laborers. Since unemployment was very high, particularly among males. In 1970, it is probable that the shares in these particular categories would have been even higher for the labor force, as opposed to the employed, since it is usually laborers and operators (as well as some craftsmen) who are hardest hit by unemployment.

Employment by class (private, government, self-employed, and unpaid family worker) demonstrates one notable characteristic of the Creswell area – a high percentage of self-employed. Although the percentage point difference is not great (3.4 points higher), it means that the rate itself is 40 percent greater than the County rate for self-employment.
Employment by industry, for 1970, is displayed in Table 7. The figures in the first column show the industries in which residents of the Creswell area were employed. They do not imply that the residents were employed in Tract 11. In fact, 538 residents were employed in the City of Eugene and 44 were working outside Lane County. An indeterminate number were also working in Springfield, the Cottage Grove Area, and elsewhere in Lane County. The distribution of employment by industry of Creswell area residents is not substantially different from the Lane County distribution. The share of employment for area residents is higher in manufacturing and in “other industries” (both by 4 percent) and is lower in trade (by 4 percent) and services (by 2 percent). These results are not surprising in view of the lack of trade and services jobs available locally.

Jobs available in the Creswell area in 1970 were few (see Table 7). The Lane Council of Governments reports 594 jobs in the area in April 1970 or 43 local jobs for each 100 employed residents. At least 790 residents were going outside the area for employment in 1970. In fact, the number was surely higher, since some jobs in the area are held by non-residents.

The Census reports that 538 residents worked in Eugene and another 44 outside the County. It is probable that a substantial number (100-200) worked in Springfield and perhaps up to 100 worked in the Cottage Grove area to the south. When consideration was given to outsiders working in the Creswell area, it is likely that in 1970, 800-900 local residents had to find jobs outside Tract 11, at distances of more than 8-10 miles from their homes.

There has been some improvement in the Creswell area’s employment situation since 1970. Table 8 gives estimates of total non-agricultural wage and salary employment for 1978. There have been major gains in lumber and wood processing and other manufacturing, trade, and local education. Some of the gains have been from new employers, such as the Emerald Valley Complex and Mazama Timber Products in Creswell. Other gains are from growth or expansion of small businesses in machinery and electronics sectors.

Table 9 lists manufacturers in Creswell and Goshen in 1980. Two other major employers are the Emerald Valley Golf Course, Restaurant, and Health Club, with an estimated 75 employees and the School District, with approximately 170 employees. There is a sizable concentration of manufacturing employment at Goshen, which is equidistant between the City of Creswell and Eugene-Springfield. It is probable that a large number of Goshen jobs are held by metro area residents.

As Tables 7 and 8 show, employment in the Creswell area more than doubled between 1970 and 1978. Offsetting the increase was the growth in area population and a probable rise in participation rates (especially of the female rate) similar to the increase nationally. By the end of the decade, the ratio of local jobs to population was around 20 percent in the area. This compares unfavorably with a 45 percent ratio in the metro area and a 40 percent countrywide average. Thus, although there was substantial progress in job growth during the 1970’s, there are still not enough local jobs for local residents. It is estimated by the Lane County Economic Improvement Commission that there are nearly 2,500 area residents employed somewhere, as compared to the 1,300 or so jobs available in the area. Almost half of the residents are still forced to leave the area daily to find employment of any kind.

Progress on the local employment front, although substantial, has barely cut the gap in jobs available. Local jobs are definitely not in adequate supply in the Creswell area of Lane County.
### Table 6- Occupational Characteristics

**Occupational Characteristics of Employed Workers in the Creswell Area and Lane County, 1970**

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Creswell Area percent</th>
<th>Lane County percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional, Technical and Kindred</td>
<td>7.9</td>
<td>15.8</td>
</tr>
<tr>
<td>Elementary and Secondary Teachers</td>
<td>3.4</td>
<td>4.1</td>
</tr>
<tr>
<td>Managers and Administrators (Non-Farm)</td>
<td>8.7</td>
<td>8.8</td>
</tr>
<tr>
<td>Sales Workers</td>
<td>4.9</td>
<td>8.2</td>
</tr>
<tr>
<td>Clerical and Kindred</td>
<td>10.5</td>
<td>15.7</td>
</tr>
<tr>
<td>Craftsmen, Foremen, and Kindred</td>
<td>17.6</td>
<td>13.8</td>
</tr>
<tr>
<td>Operatives (Excluding Transport)</td>
<td>11.6</td>
<td>10.4</td>
</tr>
<tr>
<td>Transport Equipment Operatives</td>
<td>6.8</td>
<td>4.3</td>
</tr>
<tr>
<td>Non-Farm Laborers</td>
<td>10</td>
<td>7.6</td>
</tr>
<tr>
<td>Farm Workers</td>
<td>6.8</td>
<td>2</td>
</tr>
<tr>
<td>Service Workers</td>
<td>13.9</td>
<td>11.9</td>
</tr>
<tr>
<td>Private Household Workers</td>
<td>1.1</td>
<td>1.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

**Class of Worker**

<table>
<thead>
<tr>
<th>Class of Worker</th>
<th>Creswell Area percent</th>
<th>Lane County percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private Wage and Salary Workers</td>
<td>69.3</td>
<td>71.6</td>
</tr>
<tr>
<td>Government Workers</td>
<td>18.6</td>
<td>18.9</td>
</tr>
<tr>
<td>Local Government Workers</td>
<td>11.4</td>
<td>9.2</td>
</tr>
<tr>
<td>Self-Employed</td>
<td>12.1</td>
<td>8.7</td>
</tr>
<tr>
<td>Unpaid Family Workers</td>
<td>0</td>
<td>0.8</td>
</tr>
</tbody>
</table>

Source: 1970 Census
Table 7 - Employment by Industry

<table>
<thead>
<tr>
<th>Industry</th>
<th>Employment by Industry</th>
<th>Local Jobs Available</th>
<th>Net Employment Outside Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction</td>
<td>83</td>
<td>27</td>
<td>56</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>376</td>
<td>229</td>
<td>147</td>
</tr>
<tr>
<td>Transportation, Communication,</td>
<td>107</td>
<td>35</td>
<td>72</td>
</tr>
<tr>
<td>Utilities</td>
<td>244</td>
<td>94</td>
<td>150</td>
</tr>
<tr>
<td>Trade</td>
<td>12</td>
<td>17</td>
<td>-5</td>
</tr>
<tr>
<td>Finance, Insurance</td>
<td>204</td>
<td>86</td>
<td>118</td>
</tr>
<tr>
<td>Services</td>
<td>238</td>
<td>106</td>
<td>132</td>
</tr>
<tr>
<td>Education and Government</td>
<td>120</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td>&quot;Other industries&quot;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1384</td>
<td>594</td>
<td>790</td>
</tr>
</tbody>
</table>

Employed in Eugene\(^1\)                  538
Employed Outside Lane County\(^2\)        44

Sources:
\(^1\) U.S. Census, Table P-3, Census Tract Report PHC (1)-64, "Census Tracts, Eugene, Oregon"
\(^2\) Lane Council of Governments, based on covered employment reported by State Employment Division for April 1970 and direct interviews with employers

Incomes

Detailed information on family income for the Creswell area (Census Tract 11) is available for 1969 (Table 10).

The median family income in 1969 in the Creswell area was 90 percent of the County median. The mean or average was 87 percent of the County mean. The income distribution figures clearly demonstrate the cause of lower median and mean figures for the area: a relatively low percentage of families in upper income brackets, in particular the $15,000 and above bracket. There is a relative concentration of Creswell area families in the middle brackets, from $8,000 to $11,999, which accounts for 35.9 percent of area families. This compares to only 31.0 percent of Lane County families in the same brackets. The percent of all families below the poverty level in the Creswell area is, in fact, slightly less than the countywide percentage and less than most of the rural census tract poverty level percentages. The relatively low income figures, in short, reflect a low share of higher income families and a preponderance of middle and lower middle income families.

Sources of family income in the Creswell area in 1970 closely paralleled the sources for families countywide. The only notable differences were a larger share of families receiving public assistance or welfare. It is interesting to note that, although 12.1 percent of the area’s employed residents are self-employed, only 7 percent of family income came from self-employment. Countywide, self-employment accounted for almost 12 percent of family
income, but less than 9 percent of total employment (see U.S. Census, PHC 1-64, Tables P-3 and P-4).

More recent data is available for per capita income. Per capita income in 1969 was $2,476 in Creswell; this was 81.2 percent of the County average of #3038. By 1977, the Creswell income figure was $5,482 or 92.8 percent of the County per capita income level. Over the eight years, Creswell income grew by 121 percent, whereas per capita income in Lane County only increased by 94 percent.

Although there is no direct correlation between per capita and family income, it is probable that the relative gap between Creswell area and County family incomes narrowed during the 1970’s. As more jobs became available, especially in the trade and services sectors of the local economy, it is likely that there was an increase in the two-income families, leading to higher incomes for residents and their families. This trend toward parity of Creswell and County incomes can continue if there is continued growth of job opportunities for local workers.

### Table 8- Non-Agricultural Wage and Employment

**Creswell Area (Tract 11)**  
April 1978

<table>
<thead>
<tr>
<th>Estimated Total</th>
<th>Non-Agricultural Wage and Salary Employment</th>
<th>Total</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manufacturing, Total</td>
<td></td>
<td>722</td>
<td>56.8</td>
</tr>
<tr>
<td>Lumber and Wood Products</td>
<td></td>
<td>475</td>
<td>37.3</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td>247</td>
<td>19.4</td>
</tr>
<tr>
<td>Non-Manufacturing, Total</td>
<td></td>
<td>550</td>
<td>43.2</td>
</tr>
<tr>
<td>Construction</td>
<td></td>
<td>31</td>
<td>2.4</td>
</tr>
<tr>
<td>Transportation, Communication, Utilities</td>
<td></td>
<td>41</td>
<td>3.2</td>
</tr>
<tr>
<td>Trade</td>
<td></td>
<td>168</td>
<td>13.2</td>
</tr>
<tr>
<td>Finance, Insurance, Real Estate</td>
<td></td>
<td>47</td>
<td>3.7</td>
</tr>
<tr>
<td>Services and Miscellaneous</td>
<td></td>
<td>62</td>
<td>4.9</td>
</tr>
<tr>
<td>Government</td>
<td></td>
<td>201</td>
<td>15.8</td>
</tr>
<tr>
<td>Federal</td>
<td></td>
<td>9</td>
<td>0.7</td>
</tr>
<tr>
<td>State and Local Education</td>
<td></td>
<td>184</td>
<td>14.5</td>
</tr>
<tr>
<td>State and Local Other</td>
<td></td>
<td>8</td>
<td>0.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1,272</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

32
# Table 9- Manufacturing Employment

<table>
<thead>
<tr>
<th>Manufacturing Employment, Creswell Area, 1980</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creswell</td>
</tr>
<tr>
<td>Alder Co.</td>
</tr>
<tr>
<td>Apples Kates</td>
</tr>
<tr>
<td>B&amp;B Manufacturing Inc.</td>
</tr>
<tr>
<td>Bates Tree Pulling</td>
</tr>
<tr>
<td>Bowers Logging</td>
</tr>
<tr>
<td>Bullfrog Lumber Co.</td>
</tr>
<tr>
<td>Coop, Dale S.</td>
</tr>
<tr>
<td>Cress-Ply Company</td>
</tr>
<tr>
<td>Creswell Chronicle</td>
</tr>
<tr>
<td>Eastside Machine Inc.</td>
</tr>
<tr>
<td>Golden Veneer, Inc.</td>
</tr>
<tr>
<td>Lane Carpenter Log Corp.</td>
</tr>
<tr>
<td>Mazama Timber Products</td>
</tr>
<tr>
<td>Olsen &amp; Sons</td>
</tr>
<tr>
<td>Rens Mfg. Co. Inc.</td>
</tr>
<tr>
<td>Rinoldi Fabricators Inc.</td>
</tr>
<tr>
<td>Willamette Poultry Co.</td>
</tr>
<tr>
<td>Wood Specialties Inc.</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

Goshen

| Alpine Veneers Inc. / Goshen Div.              | 65    |
| Cone Lumber Co.                               | 100   |
| State Fireplace & Stove Works Inc.            | 9     |
| **Total**                                     | **174**|

**Area Total** | 749
Table 10- Income and Distribution

Income and Distribution, 1969
Creswell Area and Lane County

<table>
<thead>
<tr>
<th>Income of Families</th>
<th>Creswell Area percent</th>
<th>Lane County percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $2,000</td>
<td>5.2</td>
<td>4.6</td>
</tr>
<tr>
<td>$2,000 - 3,999</td>
<td>10.1</td>
<td>8.9</td>
</tr>
<tr>
<td>$4,000 - 5,999</td>
<td>11.5</td>
<td>10.5</td>
</tr>
<tr>
<td>$6,000 - 7,999</td>
<td>17.2</td>
<td>15.1</td>
</tr>
<tr>
<td>$8,000 - 9,999</td>
<td>18</td>
<td>16.3</td>
</tr>
<tr>
<td>$10,000 - 11,999</td>
<td>17.9</td>
<td>14.7</td>
</tr>
<tr>
<td>$12,000 - 14,999</td>
<td>11</td>
<td>13.3</td>
</tr>
<tr>
<td>$15,000 - 24,999</td>
<td>7.7</td>
<td>13.4</td>
</tr>
<tr>
<td>$25,000 - 49,999</td>
<td>0.9</td>
<td>2.6</td>
</tr>
<tr>
<td>$50,000 or more</td>
<td>0.5</td>
<td>0.8</td>
</tr>
</tbody>
</table>

Median Income
$8,667

Mean Income
$8,941

<table>
<thead>
<tr>
<th>Sources of Income</th>
<th>Creswell Area percent</th>
<th>Lane County percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent of Families With:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wage and Salary Income</td>
<td>88.9</td>
<td>87.4</td>
</tr>
<tr>
<td>Non-Farm Self-Employment Income</td>
<td>12.5</td>
<td>15.0</td>
</tr>
<tr>
<td>Farm Self-Employment Income</td>
<td>11.3</td>
<td>3.8</td>
</tr>
<tr>
<td>Social Security Income</td>
<td>17.9</td>
<td>18.5</td>
</tr>
<tr>
<td>Public Assistance or Welfare</td>
<td>2.6</td>
<td>5.6</td>
</tr>
<tr>
<td>Other Income</td>
<td>44.6</td>
<td>44.9</td>
</tr>
</tbody>
</table>

Employment Targets for the year 2000

The employment targets in this section are based on population projections for the Creswell area (Census Tract 11) provided by the Lane Council of Governments. Those projections in turn are based on the City’s population projection and historic growth trends in rural areas of Tract 11. The L-COG estimate of 13,076 inhabitants in Tract 11 in the year 2000 is adopted as the target population figure.

As described in preceding sections, the ratio of jobs to population in the Creswell area is low (approximately half the County ratio). As a consequence, residents have to look outside the area for adequate job opportunities. It is a primary goal of this comprehensive plan that there shall be job opportunities in Creswell for residents of Creswell and the surrounding area (Tract 11). A measure of full availability of jobs is that, in the year 2000, there shall be 40 jobs for each 100 residents of the area. This is the same ratio as existed in Lane County

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1 Lane Council of Governments,
as of 1979. If Creswell achieves this goal by the year 2000, it will have reached a stage of development similar to that which Lane County experiences now.

Anticipated employment needs for the year 2000 are presented in Table 11. The employment distribution is based on national data for 1979. The intent is to provide, by the year 2000, what would have been considered a “well rounded” or “fully developed” economy in 1979. The total number of jobs is 40 percent of projected population.

Table 12 shows net new jobs needed in Creswell by the year 2000. There is a breakdown of manufacturing into the lumber and wood products component and “other manufacturing.” Lumber and wood products are anticipated to decline by about 14 percent or .7 percent per year. This moderate decline is based on data from Beuter et al\(^2\). The total number of new jobs needed is just under 4,000. Of these 355 would be in manufacturing and the remainder in non-manufacturing. It is assumed that lumber and wood products employment will decline to 409 by that time. This should be considered an optimistic forecast for this sector. No attempt is made to forecast specific manufacturing sector employment levels.

### Table 11 - Anticipated Employment Needs

<table>
<thead>
<tr>
<th>Percent Distribution of Employment by Sector(^1)</th>
<th>Number of Jobs by Sector in Year 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>100.0</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>20.6</td>
</tr>
<tr>
<td>Construction</td>
<td>5.8</td>
</tr>
<tr>
<td>Transportation, Communication, and Utilities</td>
<td>5.3</td>
</tr>
<tr>
<td>Trade</td>
<td>21.5</td>
</tr>
<tr>
<td>Finance, Insurance, and Real Estate</td>
<td>5.3</td>
</tr>
<tr>
<td>Services and Miscellaneous</td>
<td>24.2</td>
</tr>
<tr>
<td>Government</td>
<td>17.3</td>
</tr>
</tbody>
</table>

Sources:
\(^1\)Based on 1979 distribution of U.S. employment

\(^2\)Beuter et al,
Table 12- Net New Jobs Needed by Year 2000

<table>
<thead>
<tr>
<th></th>
<th>1978</th>
<th>2000</th>
<th>Net New Jobs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total</strong></td>
<td>1272</td>
<td>5230</td>
<td>3958</td>
</tr>
<tr>
<td><strong>Manufacturing</strong></td>
<td>722</td>
<td>1077</td>
<td>355</td>
</tr>
<tr>
<td>Lumber and Wood Products</td>
<td>475</td>
<td>409</td>
<td>(-66)</td>
</tr>
<tr>
<td><strong>Other Manufacturing</strong></td>
<td>247</td>
<td>668</td>
<td>421</td>
</tr>
<tr>
<td><strong>Construction</strong></td>
<td>31</td>
<td>303</td>
<td>272</td>
</tr>
<tr>
<td><strong>Transportation, Utilities</strong></td>
<td>41</td>
<td>277</td>
<td>236</td>
</tr>
<tr>
<td><strong>Trade</strong></td>
<td>168</td>
<td>1124</td>
<td>956</td>
</tr>
<tr>
<td><strong>Finance, Insurance, and Real Estate</strong></td>
<td>47</td>
<td>277</td>
<td>230</td>
</tr>
<tr>
<td><strong>Services and Miscellaneous</strong></td>
<td>62</td>
<td>1266</td>
<td>1204</td>
</tr>
<tr>
<td><strong>Government</strong></td>
<td>201</td>
<td>905</td>
<td>704</td>
</tr>
</tbody>
</table>

Sources:
1Table 8
2Table 11

**G. Land Use**

Existing land use data for the entire General Planning Study Area was compiled by Lane Council of Governments during 1972. The 1972 city data was updated through resources of the City of Creswell during October of 1978 and is presented in Table No. 14. This data was updated using current information for 1981 from Lane Council of Governments’ Geographic Data Base. Land use statistical data is presented for the 1978 corporate limits of the City and is compared to land use data which is reported in a 1971 Preliminary Planning Study, Table No. 13. The 1978 patterns are then compared with current trends as indicated in the L-COG land use data update.

Historical and current data are combined in the Creswell Preliminary Urbanization Study, located in Appendix A: Creswell Preliminary Urbanization Study. The Buildable Lands Inventory projects the need for land to accommodate future residential, commercial, and industrial development. It analyzes the suitability of vacant land to meet these needs.

**Land Tenure** – Public lands (to include all governmental agencies and road right-of-way) accounted for a little over 25 percent of all land within the City of Creswell in 1971. In 1978, this ownership had increased to just slightly under 29 percent, resulting in approximately 71 percent of the City area providing the primary property tax base. By 1981, public lands
accounted for slightly over 31 percent of the total city’s area, resulting in approximately 69 percent providing the primary property tax base.

Residential – One hundred and forty-nine acres of residential land in 1971, with a certified population of 1,295, resulted in a population density of 8.7 persons per acre. The 1981 population of 1,880, residing on a total of 135 acres, resulted in a population density of 13.9 persons per acre.
Table 13- 1971 Land Use Statistics

<table>
<thead>
<tr>
<th>1971 Land Use Statistics - City of Creswell, Oregon</th>
<th>Number of Units</th>
<th>Acres</th>
<th>% of Gross Area</th>
<th>% of Net Dev. Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Area</td>
<td></td>
<td>405</td>
<td>100.00%</td>
<td></td>
</tr>
<tr>
<td>Net Area</td>
<td></td>
<td>326</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Net Developed Area</td>
<td></td>
<td>192</td>
<td>100.00%</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mobile Homes</td>
<td></td>
<td>149</td>
<td>36.80</td>
<td>77.60</td>
</tr>
<tr>
<td>Single-Family</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multi-Family</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td></td>
<td>12</td>
<td>3.00</td>
<td>6.30</td>
</tr>
<tr>
<td>Residential</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retail</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Service</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>Industrial</td>
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<td>6</td>
<td>1.50</td>
<td>3.10</td>
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<tr>
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</tr>
<tr>
<td>Quasi-Public</td>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Church</td>
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</tr>
<tr>
<td>Fraternal</td>
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</tr>
<tr>
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<td></td>
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</tr>
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<td>Public</td>
<td></td>
<td>25</td>
<td>6.20</td>
<td>13.00</td>
</tr>
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<td>City</td>
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</tr>
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<td>County</td>
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</tr>
<tr>
<td>State</td>
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<td>School</td>
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<tr>
<td>Park</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>Transportation</td>
<td></td>
<td>79</td>
<td>19.50</td>
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</tr>
<tr>
<td>Roads</td>
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<tr>
<td>Railroad</td>
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</tr>
<tr>
<td>Airport</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vacant Land</td>
<td></td>
<td>134</td>
<td>33.00</td>
<td></td>
</tr>
<tr>
<td>Planned Lots</td>
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</tr>
<tr>
<td>Vacant Land</td>
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</tr>
<tr>
<td>Agriculture</td>
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</tr>
<tr>
<td>Timber</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Pasture</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Orchards/Crops</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Net Area = Gross Area Less Transportation
Net Developed Area = Net Area Less Vacant Land
Source: B2, Table 11
### Table 14 - 1978 Land Use Statistics

<table>
<thead>
<tr>
<th></th>
<th>Number of Units</th>
<th>Acres</th>
<th>% of Gross Area</th>
<th>% of Net Dev. Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Area</td>
<td>498.35</td>
<td></td>
<td>100.00%</td>
<td></td>
</tr>
<tr>
<td>Net Area</td>
<td>420.96</td>
<td></td>
<td>84.42%</td>
<td></td>
</tr>
<tr>
<td>Net Developed Area</td>
<td>273.57</td>
<td></td>
<td>54.84%</td>
<td></td>
</tr>
<tr>
<td><strong>Residential</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mobile Homes</td>
<td>567</td>
<td>115.07</td>
<td>23.09%</td>
<td>42.06%</td>
</tr>
<tr>
<td>Single-Family</td>
<td>375</td>
<td>96.58</td>
<td>19.38%</td>
<td>35.30%</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>184</td>
<td>15.65</td>
<td>3.14%</td>
<td>5.72%</td>
</tr>
<tr>
<td><strong>Commercial</strong></td>
<td>142</td>
<td>38.39</td>
<td>7.70%</td>
<td>14.03%</td>
</tr>
<tr>
<td>Residential</td>
<td>123</td>
<td>19.79</td>
<td>3.97%</td>
<td>7.23%</td>
</tr>
<tr>
<td>Retail</td>
<td>2</td>
<td>.92</td>
<td>.18%</td>
<td>.34%</td>
</tr>
<tr>
<td>Service</td>
<td>17</td>
<td>17.68</td>
<td>3.55%</td>
<td>6.46%</td>
</tr>
<tr>
<td><strong>Industrial</strong></td>
<td>13</td>
<td>42.10</td>
<td>8.45%</td>
<td>15.39%</td>
</tr>
<tr>
<td>Light</td>
<td>6</td>
<td>6.02</td>
<td>1.21%</td>
<td>2.20%</td>
</tr>
<tr>
<td>Heavy</td>
<td>7</td>
<td>36.08</td>
<td>7.24%</td>
<td>13.19%</td>
</tr>
<tr>
<td><strong>Quasi-Public</strong></td>
<td>7</td>
<td>7.78</td>
<td>1.54%</td>
<td>2.81%</td>
</tr>
<tr>
<td>Church</td>
<td>5</td>
<td>7.11</td>
<td>1.43%</td>
<td>2.60%</td>
</tr>
<tr>
<td>Fraternal</td>
<td>2</td>
<td>.57</td>
<td>.11%</td>
<td>.21%</td>
</tr>
<tr>
<td>Cemetery</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Public</strong></td>
<td></td>
<td>70.33</td>
<td>14.11%</td>
<td>25.71%</td>
</tr>
<tr>
<td>City</td>
<td></td>
<td>2.42</td>
<td>.49%</td>
<td>.88%</td>
</tr>
<tr>
<td>County</td>
<td></td>
<td>.11</td>
<td>.02%</td>
<td>.04%</td>
</tr>
<tr>
<td>State</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>School</td>
<td></td>
<td>65.05</td>
<td>13.05%</td>
<td>23.78%</td>
</tr>
<tr>
<td>Park</td>
<td></td>
<td>2.75</td>
<td>.55%</td>
<td>(1.01)</td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td></td>
<td>77.39</td>
<td>15.33%</td>
<td></td>
</tr>
<tr>
<td>Roads</td>
<td></td>
<td>73.44</td>
<td>14.74%</td>
<td></td>
</tr>
<tr>
<td>Railroad</td>
<td></td>
<td>3.95</td>
<td>.79%</td>
<td></td>
</tr>
<tr>
<td>Airport</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Vacant Land</strong></td>
<td>287</td>
<td>110.76</td>
<td>22.23%</td>
<td></td>
</tr>
<tr>
<td>Planned Lots</td>
<td></td>
<td>81.69</td>
<td>16.39%</td>
<td></td>
</tr>
<tr>
<td>Vacant Land</td>
<td></td>
<td>29.07</td>
<td>5.84%</td>
<td></td>
</tr>
<tr>
<td><strong>Agriculture</strong></td>
<td></td>
<td>36.63</td>
<td>7.35%</td>
<td></td>
</tr>
<tr>
<td>Timber</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pasture</td>
<td></td>
<td>31.59</td>
<td>6.34%</td>
<td></td>
</tr>
<tr>
<td>Orchard/Crops</td>
<td></td>
<td>5.04</td>
<td>1.01%</td>
<td></td>
</tr>
</tbody>
</table>

*Net Area = Gross Area Less Transportation
Net Developed Area = Net Area Less Vacant Land
Source: B38 and City of Creswell*
In 1971, Creswell was predominately a residential community with the majority of all city land, 36.8 percent of the gross area and 77.6 percent of the net developed area, in residential use.

In 1978, 115.07 acres of residential land and 19.79 acres of commercial residential (mobile home parks), results in approximately 12 persons per acre using the 1977 certified population. Creswell is still predominately a residential community, however, the net developed area in residential use in 1981 had been reduced to a little under 44 percent.

### Table 15- 1981 Land Use Statistics

<table>
<thead>
<tr>
<th></th>
<th>Acres</th>
<th>% of Gross Area</th>
<th>% of Net Dev. Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Area</td>
<td>507</td>
<td>100.00%</td>
<td></td>
</tr>
<tr>
<td>Net Area</td>
<td>421</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Net Developed Area</td>
<td>309</td>
<td></td>
<td>100.00%</td>
</tr>
<tr>
<td><strong>Residential</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mobile Homes</td>
<td>(21)</td>
<td>(4.1)</td>
<td>(31.7)</td>
</tr>
<tr>
<td>Single-Family</td>
<td>(89)</td>
<td>(19.3)</td>
<td>(1.0)</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>(13)</td>
<td>(2.6)</td>
<td>(6.8)</td>
</tr>
<tr>
<td>Duplex</td>
<td>(3)</td>
<td>(.6)</td>
<td>(4.2)</td>
</tr>
<tr>
<td><strong>Commercial</strong></td>
<td>30</td>
<td>5.90</td>
<td>9.70</td>
</tr>
<tr>
<td>Residential</td>
<td>(12)</td>
<td>(2.4)</td>
<td>(3.9)</td>
</tr>
<tr>
<td>Retail</td>
<td>(18)</td>
<td>(3.5)</td>
<td>(5.8)</td>
</tr>
<tr>
<td><strong>Industrial</strong></td>
<td>57</td>
<td>11.20</td>
<td>18.40</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>(56)</td>
<td>(11.0)</td>
<td>(18.1)</td>
</tr>
<tr>
<td>Transportation, Communication, and Utilities (Private)</td>
<td>(1)</td>
<td>(.2)</td>
<td>(.3)</td>
</tr>
<tr>
<td><strong>Quasi-Public</strong></td>
<td>13</td>
<td>2.60</td>
<td>4.20</td>
</tr>
<tr>
<td>Church</td>
<td>(13)</td>
<td>(2.6)</td>
<td>(4.2)</td>
</tr>
<tr>
<td>Fraternal</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>Cemetary</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td><strong>Public</strong></td>
<td>74</td>
<td>14.60</td>
<td>23.90</td>
</tr>
<tr>
<td>Government</td>
<td>(2)</td>
<td>(.4)</td>
<td>(.6)</td>
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<tr>
<td>Education</td>
<td>(64)</td>
<td>(12.6)</td>
<td>(20.7)</td>
</tr>
<tr>
<td>Parks</td>
<td>(8)</td>
<td>(1.6)</td>
<td>(2.0)</td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>86</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td><strong>Undeveloped</strong></td>
<td>112</td>
<td>22.10</td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>(27)</td>
<td>(5.3)</td>
<td></td>
</tr>
<tr>
<td>Vacant</td>
<td>(85)</td>
<td>(16.8)</td>
<td></td>
</tr>
</tbody>
</table>

* = Less than .5 Acres

Net Area = Gross Area Less Transportation
Net Developed Area = Net Area Less Vacant Land

Source: B38 and City of Creswell
This has come about through division of larger residential lots, addition of multi-family units, mobile home parks and conversion of formerly inventoried residential land to other uses.

Existing residential zoning covers 89 acres of vacant land. Allowing 15% of the vacant residential land for roads, it may produce an additional 378 lots at five lots per acre for future development. Utilizing 1980 figures of 2.64 persons per household, an additional population of 1,998 may be accommodated at single-family density. Assuming that some future development will occur at higher densities than five lots per acre, this figure actually represents the lower range of future population that may be accommodated on vacant lands currently zoned as residential.

**Commercial** – Retail and commercial services for Creswell and the local market area are concentrated between the railroad and I-5, along Oregon Avenue, along Oregon Avenue between 2nd and Front Streets and south along Highway 99, between Oregon Avenue and “F” Street. Approximately 30 acres of retail and service commercial land serve an estimated Planning Area population of 6,200 (1980 U.S. Census, Tract #11). This represents a decrease of approximately 22 percent from the amount of commercial land as indicated in the 1978 data. However, 20 acres of the land considered commercial in 1978 was categorized as “Commercial residential.” This figure primarily represents mobile home parks, which were considered in the Residential category in the 1981 data. Thus, the apparent decline in commercial acreage from 1978 to 1981 does not reflect an actual decrease in the acreage committed to retail and service commercial activities. Current data does indicated a significant increase in retail commercial acreage since 1978, from just under one acre to twelve acres.

Within the city limits small lots and diverse ownership present problems to current trends in commercial development with respect to providing adequate off-street parking, entrance and exits, design and development flexibility, and the ability to incorporate landscaping and other amenities to produce an improved commercial environment. Within the currently zoned commercial district, 12 acres of vacant land exist to accommodate commercial growth and expansion.

To overcome identified commercial problems will require assembling smaller land units in order to provide parcels that offer design flexibility and the ability to upgrade the overall commercial environment and/or the provision of additional areas of vacant land for commercial use. The latter is particularly critical with regard to expanding tourist and highway oriented commercial functions.

**Industrial** – Between 1971 and 1978, land within the City of Creswell devoted to industrial activities increased 600 percent. This came about through the expansion of existing industries and the addition of new light industrial functions. However, the principal reason for the marked increase in industrial land use has been the 1978 annexation of developed and vacant ownerships of Cres-Ply Company (6.44 acres) and Mazama Timber Products, Inc. (44.74 acres). From 1978 to 1981, land within the City limits devoted to industrial uses increased approximately 36 percent, from 42 acres to 57 acres.

Major industrial activities, to include Mazama Timber, are principally confined to the area between the railroad and I-5, south of Oregon Avenue. Some additional industry is located along Highway 99, north of Oregon Avenue, Cres-Ply at the southwest corner of the City and Willamette Poultry, just outside of the City, north of the high school.
The combination of Highway 99 and parallel Southern Pacific Railroad line, provide an excellent transportation base for industrial uses. This, in combination with a considerable amount of vacant land between the railroad and I-5, north and south of Oregon Avenue, offers distinct possibilities to provide adequate areas for industrial expansion, based on the industrial development objectives of the community.

Quasi-Public – Five churches, two fraternal and/or service organizations, privately operated library and museum are contained in this category, with the majority being located in the southern portion of the City. Two of these activities, the library and Creswell Historic Museum, are housed in identified historical structures, which are operated and maintained by non-profit corporations, thus perpetuating and preserving these historic buildings.

Public – Governmental agency land use, to include City, County, school, and park functions, account for a little over 14 percent of the total City area and 24 percent of the net developed area. This represents a 196 percent increase in publicly used land since 1971. Three school sites encompass the majority, or a little under 21 percent of the net developed area.

City park and recreations uses within the City account for approximately eight acres of land, including the developed Harry Hold Memorial Park adjacent to the City Hall and the undeveloped park site at 5th and “A” Streets. This provides a 1981 population-park land ration of one acre per 235 population.

Other major public uses, such as the City wastewater lagoon, Municipal Airport (Hobby Field), Garden Lake Park, Willamette River well field, and City reservoirs are currently outside the city limits.

Transportation – Land devoted to street and road right-of-way and railroad, represents 17 percent of the total City area, down approximately 3 percent since 1971. This has come about by some street vacations, however, it is apparent that land holdings of the railroad, other than that actually devoted to right-of-way and trackage, were included in the 1971 land use inventory, while inventoried in actual use or being vacant in 1978 and 1981.

The rather low amount of land devoted to streets in relationship to useable land, mainly results from larger than normal and longer City blocks, plus large sites developed without internal publicly dedicated circulation ways. Examples are school sites, freeway oriented commercial development at the interchange, mobile home parks and heavy industry, south of the interchange. With adequate traffic circulation and access, this pattern of development offers better utilization of land resources.

Vacant Land – Vacant land consists of a little under 22 percent of the total City area, representing approximately 112 acres. The great majority of this vacant land is currently zoned for residential development (see Buildable Lands Inventory Technical Supplement). This vacant land includes 270 vacant lots, most of which is both zoned and designated in the plan for residential uses.

Vacant land as a portion of the total City, to include some 102 acres annexed since 1971, is only 17 percent of the City, compared to 33 percent in 1971. This reflects the growth and expansion occurring in Creswell and is indicative of the rate of land consumption to accommodate this expansion.

Vacant land areas currently within the County and adjacent to the City are important resources for accommodating necessary community functions. These include the area south
of the City, northwest around the High School, north and south of Oregon Avenue between the railroad and I-5 and adjacent to the interchange, east of I-5.

Agricultural Land – Agricultural land use within the City is minimal, some 36 acres or a little over seven percent of the City area. Statistics gathered by the United States Department of Agriculture in 1979 indicate that there were 158 acres in agricultural production within the Creswell Urban Growth Boundary. Wheat, pasture, corn, and livestock were the predominate uses within this agricultural acreage. Another 80 acres devoted to the raising of beans, corn and beef lie adjacent to the urban growth boundary.

1971, 1978, and 1981 Land Use Comparison – Comparing Tables No. 13, No. 14, and No. 15 in conjunction with the existing land use map, the following trends and/or facts are identified:

1. The City area increased 93 acres, or 23 percent, through annexation from 1971 to 1978. An additional nine acres were annexed from 1978 to 1981, representing a two percent increase in area since 1978.
2. Residential use as a portion of the total City area decreased 13 percent from 1971 to 1978, reflecting both an increase in other types of land use and the utilization of smaller land parcels to residential use as a portion of the total city area increased by four percent. This increase can be accounted for by the inclusion of mobile home parks in the Residential category in 1981, included in the Commercial category in the 1978 data.
3. Significant increases in the amount of land devoted to the retail commercial activities occurred between 1978 and 1981 from one acre to twelve acres. Much of this growth has occurred in the vicinity of the Freeway Interchange.
4. Industrial use increased in area by 600 percent from 1971 to 1978, primarily through annexation of existing industrial development adjacent to the City. An additional 15 acre increase (36 percent) in industrial land occurred between 1978 and 1981.
5. Public use activities increased as a portion of the total city area by 196 percent from 1971 to 1981.
6. A significant reduction in available vacant land has taken place during this ten year period, even though considerable acreage has been annexed to the City. Vacant land area has decreased from 134 acres in 1978, and from that to 112 acres in 1981. This indicates the pace of Creswell’s development and considerable amounts of existing development adjacent to the City, which has desired full urban services of the City.

H. Public Program and Facilities

Government

Municipal government for the City of Creswell is in the form of the “Mayor-Council Plan,” under provisions of the City Charter. City business is conducted by the mayor and six councilmen at scheduled meetings held the first Monday after the first Tuesday of each month. Councilmen are also selected and appointed to serve on supplemental committees, which are health, water, police, streets, finance, and judiciary. An independent Budget Committee, composed of six lay persons provides budgetary recommendations for municipal operation and capital financing.
A seven member Planning Commission, appointed by the Mayor under the provisions of ORS 227.020, is responsible and advisory to the City Council for matters pertaining to City planning and development. The Planning Commission conducts its business at regularly scheduled meetings held on the third Thursday of each month. The Commission is also responsible for administering adopted ordinances. In addition, the Planning Commission serves jointly with the City Council as the Citizen’s Involvement Committee (CIC), the organizational base for the Citizens Involvement Program, as approved by LCDC on March 19, 1976.

Creswell is a participating member of the Lane Council of Governments (L-COG), which functions as the local governmental planning and coordinating agency for all of Lane County.

The Creswell City Hall and Fire Station Building, located at Oregon Avenue and First Street, provides for the majority of local governmental functions (City offices, Town Hall, Sheriff’s Office, and Fire Department).

**Library**

Library services are currently provided by the Creswell Civic Improvement Club, operating from a relocated building, which was constructed in 1874-75, as Creswell’s first school. The current library collection contains between three and four thousand volumes. Financial support for operation and maintenance is obtained from community donations, with the City of Creswell providing $200.00 annually.

Library support services are provided twice a month by the Lane County Bookmobile. Additional library access is provided by Lane Community College Library and the University of Oregon in Eugene.

In-city library service is limited, particularly in the areas of periodicals and newspapers. Due to the nature of service club library operation and limited financing, expansion of the book collection and additional programs are difficult to provide.

**Community Center**

Completed in 1981, this is a multi-purpose structure designed to meet a broad range of community and organizational needs for activities, meetings, education, and recreation. The Center is located adjacent to the City Hall at the corner of First and “C” Streets.

**Law Enforcement**

The Lane County Sheriff’s Department provides law enforcement services for Creswell and vicinity under contract. Currently, the City funds two deputies and the County one, which patrol and respond to within a five mile radius of the City. Detention facilities are provided through contract with the City of Cottage Grove.

**Fire Protection**

The Creswell Rural Fire Protection District provides fire protection and prevention services to the City of Creswell and to approximately 64 square miles of surrounding area. The
District currently operates out of one fire station adjoining the Creswell City Hall, which accommodates apparatus, office/classroom/meetings, kitchenette, and dormitory functions. The district is staffed and operated by a volunteer force of 25, which includes 8 men and operates three pumpers, two tank trucks and one emergency equipment vehicle. Fire insurance rating for the City is 6, 8 within five miles of the City limits and 9 beyond the five-mile limit.

Continuing concerns with respect to fire protection for the City of Creswell revolve around:

1. Maintenance and/or upgrading of water system storage and transmission facilities to adequately meet fire-flow requirements of an expanding urban area.
2. Ability of an all-volunteer department to meet operational requirements, as service needs expand in a growing community.
3. Upgrading of equipment, support facilities, and training to improve the level of fire protection, as well as reduced fire insurance rates for an expanding city.

Public Works

The Public Works Department is organized to provide services in water, health (sewers), and streets. The department is staffed by three full-time City employees working in support of all department functions. Currently, department services are restricted to operations and maintenance, with major maintenance and improvement projects handled under contract.

Public Works base facilities are provided by a 4-bay shop and warehouse, constructed in 1970, located at 5th and Oregon Avenue, and additional storage is provided by two older buildings.

Water Department - Creswell is presently served by two well fields east of the City, one along Melton Road in Garden Lake Park and the second along Cloverdale Road on City property bordering the Willamette River. Most wells are drilled to a depth of less than 150 feet, with flows from the Melton Road and Cloverdale Road well fields around 430 and 450 GPM, respectively. Current water treatment consists of chlorination. Storage of municipal water is provided by two reservoirs located on the north side of Creswell Butte, with a capacity of 720,000 gallons, and a recently completed (1980) 500,000 gallon reservoir in the same location, with a total storage capacity of approximately 1,220,000 gallons.

In addition to the City of Creswell, the municipal water system provides the following service:

1. Approximately 12 rural residential units along Dale Kuni and Cloverdale Roads and 18 units in Brookhurst subdivision, from the well field 8-inch transmission main.
2. North Pacific Highway Cooperative Water Association, approximately one mile north along Highway 99. This District provides 40 service connections.

Other than the above described service areas, current municipal policy restricts water service to within the corporate city limits.

Current system limitations consist of:

1. Three thousand population for potable water consumption and 2,000 population for summer irrigation.
2. Need for selective replacement of old piping.

A City Water System Master Plan for Expansion consists of four basic elements to handle the demands of community growth, which are:

1. Additional short-term water source from existing well fields and an eventual water treatment plant utilizing water from the Coast Fork of the Willamette River.
2. Additional reservoir capacity.
3. Water main loops to grid the service area.
4. Filling in of mains to complete loops and to serve growth areas.

Sewer Department - Creswell provides a sewerage collection and treatment system, composed primarily of gravity flow mains, with pressurized mains in two locations. Treatment of wastewater occurs in a single 10-acre stabilization pond, followed by chlorination, with year-round discharge into an unnamed tributary of Camas Swale Creek. Design capacity of the treatment facility is approximately 1,900 equivalent population. Present City sewer service policy is to extend existing mains or provide service only within the City limits and serve areas outside the City on a contractual annexation basis.

Current effluent concentrations for BOD and suspended solids exceed DEQ discharge permit standards. DEQ permit standards require zero discharge from June 1 to October 31 and the following for the remainder of the year:

Table 16- Effluent Concentration Characteristics

<table>
<thead>
<tr>
<th></th>
<th>Monthly Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOD, mg/L</td>
<td>30</td>
</tr>
<tr>
<td>Total Suspended Solids</td>
<td>30</td>
</tr>
<tr>
<td>Fecal Coliform/ 100 mL</td>
<td>200</td>
</tr>
<tr>
<td>Chlorine Residual mg/L</td>
<td>1</td>
</tr>
<tr>
<td>pH</td>
<td>6.0-9.0</td>
</tr>
</tbody>
</table>

Creswell currently has an agreement with DEQ to commence work on upgrading of the wastewater treatment facility. This consists primarily on enlarging the existing lagoon and elimination of stormwater infiltration.

Master Planning for future wastewater treatment expansion, as delineated in the updated Facilities Plan Report (FPR) adopted as City policy on May 23, 1982, consists of the following elements:

1. Existing stabilization lagoon to be expanded to a total of four waste stabilization cells. An overland flow system is under consideration to dispose of effluent from November 1 to May 31. Sufficient holding capacity is to be provided within the four cells to allow zero discharge from June 1 to October 31 and serve a year 2000 design population of 4,500 plus the equivalent population of 170 students.
2. A second wastewater treatment facility to serve existing and future development east of the Interstate Highway is in the planning stage. Preliminary engineering has
been initiated for the facility. The wastewater treatment facility will most likely be comprised of a number of lagoons with treated effluent to be discharged to land application. Phased construction of treatment cells will accommodate development as it occurs, eventually supporting a design population of 3,400.

**Street Department** – The department maintains public improvements and regulatory facilities within City public right-of-way. All public streets within the City provide at least a two-inch thick paved surface, with minimal gravel shoulders and open drainage ditches and/or fragmented sub-surface storm drains. Local Improvement Districts and new construction fronting on public streets are bringing segments of the street system up to full urban street standards. All new land development is providing urban standard streets.

The Oregon State Highway Division and the City have established a “typical section” for improvement of the Goshen-Divide Highway, which is a required frontage improvement at such time that a developer requests highway access.

Due to the varying state of street drainage improvements, rather flat terrain in portions of the City and the lack of a master plan for storm drainage, localized drainage problems exist. Also, some street segments are deficient in right-of-way width to accommodate required street improvements.

**Solid Waste**

Solid waste removal is provided on a weekly basis by a private franchised operator, utilizing enclosed, compactor-type equipment. Solid waste is transported to the Lane County Sanitary Land Fill, north of Cloverdale Road, adjacent to the Willamette River. County Solid Waste Management estimates that this landfill site will be capable of serving Creswell for approximately four years. At such time that the existing landfill site reaches capacity, the Lane County Solid Waste Management Plan provides for operation of a solid waste transfer site, to be located between Creswell and Cottage Grove, ultimately serving both cities.  

**Emergency Medical Aid and Ambulance Service**

The Creswell Rural Fire Protection District provides emergency aid services within its district. The District maintains eight men trained for Emergency Medical Technicians and they are supported by an emergency equipment vehicle. Ambulance service is provided by the Cottage Grove Fire Department.

In addition to the above emergency services, a medical clinic provides five days per week services for the City and surrounding area. A full range of medical, dental, hospital, and support laboratories are located 10 miles to the north in Eugene-Springfield Metropolitan Area.

**Civil Defense**

The Veterans of Foreign Wars building is designated as the community disaster center.
Parks and Recreation

A former school site, located between 4th and 5th north of Oregon Avenue, is owned by the City and designated for park use. This site contains a little over two acres and temporarily houses School District No. 40 Administrative Offices, a tennis court, playground equipment, and picnic areas.

East of the freeway, along Melton Road, the City owns a little under 33 acres of former borrow pits, which now form man-made lakes within the Hills Creek drainage system. This area is designated Garden Lake Park and is currently being developed by Master Plan as a community park, to include public restrooms, storage, picnic facilities, natural areas, trails and play fields. This site also contains the second well field, providing water source for the municipal system.

Related Recreation Facilities and Open Space

Emerald Valley Golf Course is located just east of Creswell on Dale Kuni Road, adjoining the Willamette River. The facility encompasses 167 acres, providing 18 hole golf, a driving range, and is supported by a clubhouse containing a café, cocktail lounge, and pro-shop. A new restaurant, health club building has been built which provides full dining facilities, banquet facilities for 500, conference rooms, lounge, and a health club with exercise rooms, saunas, whirlpool, and swimming pool. An expansion of this recreation/sports complex is planned which will include time share condominiums, a resort motel, tennis courts, racquet ball and other sports facilities.

The Willamette River Greenway will provide a variety of recreational and open space opportunities, including parks, trails, boat launching sites, and scenic river corridors. As of mid-1974, approximately 460 acres of land with 28,000 front feet along the Coast Fork Willamette River has been purchased.

Under School District No. 40 policy, building and field facilities are available for community and patron use, when such use does not conflict with scheduled educational programs. These buildings and field facilities include Creslane Elementary, Creswell Middle, and Creswell High Schools.

Additional in-city recreation and open space has been provided in conjunction with recent private commercial and residential developments. These include the mobile home park and a commercial campground in the northwest quadrant of the I-5 Interchange and multi-family housing along “F” Avenue.

Historical Areas, Sites, Structures, and Objects

1.0 Library Building

1.1 Date: C. 1874-75
1.2 Location: Second Street and "D" Avenue, originally located on old school site, between 4th and 5th north of Oregon Avenue.
1.3 Condition: Structurally sound but in need of preventative maintenance
1.4: Significance: First School building constructed in Creswell.
1.5 Present Status: Owned by Civic Improvement Club and operated as a City Library.
2.0 Creswell Historical Museum

2.1 Date: 1899
2.2 Location: Fifth and Oregon Avenue
2.3 Condition: Structurally sound but in need of preventative maintenance.
2.4 Significance: Example of early area church architecture, original and first Methodist Church in the City.
2.5 Present Status: Owned by the Creswell Area Historical Society and operated by the Society as a museum.

3.0 Presbyterian Church

3.1 Date: 1906
3.2 Location: South 4th and “C” Avenue
3.3 Condition: Well maintained
3.4 Significance: Second church constructed in Creswell. An example of early local church construction.
3.5 Present Status: Utilized for church purposes.

4.0 Creswell Hardware Building

4.1 Date: 1909
4.2 Location: First and Oregon Avenue, northeast corner
4.3 Condition: Well maintained
4.4 Significance: Formerly Creswell Fruit Growers Bank, first bank in Creswell.
4.5 Present Status: Currently occupied by the Creswell Hardware Company (first floor).

5.0 Duane D. Hodges Landmark

5.1 Date: 1974
5.2 Location: S. Mill and Oregon Avenue, southeast corner
5.3 Condition: Well maintained
5.4 Significance: Memorial bronze plaque in honor of Duane D. Hodges, only navy crewman who died at the time of the seizure of the U.S. Navy vessel Pueblo.
5.5 Present Status: Part of Creswell’s memorial to soldiers killed in American wars.

6.0 Adam Schmitt House

6.1 Date: Late 19th Century
6.2 Location: 115 West “D” Street
6.3 Condition: Well maintained
6.4 Significance: One of the oldest standing residences remaining in Creswell.
6.5 Present Status: Residence
The Creswell Cannery, not among the above-listed historic structures, is on the State of Oregon Inventory of Historic Sites and Buildings. The City of Creswell, however, has found that this building currently has little historic significance and cannot be justified for protection.

The Creswell Cannery is not considered as a historic structure since it was only infrequently used to dry prunes. The original structure, which did not exhibit a unique architectural style or method of construction, has been substantially altered and/or replaced. The present structure is in a deteriorated condition and cannot be meaningfully restored.

Major remodeling and demolition have been identified as representing the greatest potential conflict to the preservation of historic sites. While historic sites and structures provide economic and social benefits to a community, often these benefits may be outweighed by the financial or practical hardships involved in preserving their historic value. In Creswell, resolution of potential conflicts with historic preservation has been addressed by requiring a site review permit for the alteration and demolition of a designated historic site or structure.

The Creswell historical Museum currently exhibits many objects of local history and is maintained and operated by the Creswell Area Historical Society. The society was established in 1972 as a non-profit organization and is self-supporting through its membership and their fund-raising activities.

**Schools**

Creswell School district No. 40 serves the City of Creswell and a surrounding District of some 69 square miles in area.

All school facilities are located within Creswell and consist of the following:

* Creslane Elementary School (Grades 1 through 5)- Located on a 13.47 acre site containing 21 classrooms, library, District kitchen, multi-purpose gymnasium-cafeteria, offices, miscellaneous support space and out-of-doors field and play facilities. This school has an enrollment capacity of 450 students, with initial 1978-79 enrollment at 453 students.

* Creswell Middle School (Grades 6 through 8) – Situated on a 16.29 acre site providing 14-15 teacher stations, library, shop, music room, gymnasium, offices, miscellaneous support space, and out-of-doors field and play facilities. Initial 1978-79 enrollment was 268 students, with an enrollment capacity of approximately 274.

* Creswell High School (Grades 9 through 12) – Located on a 39.54 acre site containing 21 teaching stations, shop, music room, gymnasium, multi-purpose room, instructional materials center, offices, miscellaneous support space, and field and athletic facilities. Maximum enrollment capacity is 450 students, with 365 students enrolled for the 1978-79 school year.
District facilities have a total student capacity of 1,200 students, with initial 1978-79 school year enrollment at 1,086 or at 91 percent capacity with Creslane Elementary School slightly over capacity.

School District No. 40 facilities and programs were the object of a 1977 Educational Facilities Expansion Study that assessed and programmed necessary facility upgrading and/or expansion to meet future student requirements, based on student loading for projected school years. Initial results of the study were a 3-classroom addition to Creslane Elementary School. In addition, physical plant and program support deficiencies have been identified and incorporated in overall District recommendations, to upgrade the teaching environment and extend the useful life of all facilities.

Student projections for school year 1978-79 deviated by only four students for the elementary and middle schools, however, high school projects are 65 students higher than the 1979 enrollment. District evaluation of future student projections indicate a need to revise elementary projections due to increasing student numbers of first graders entering and a downward revision in high school projections due to decreasing student loading in all grades.

School District policy provides for community and patron use of building facilities and grounds, providing the outside activity does not interfere with District educational programs.

Lane Community College, through its Outreach Program, will provide adult education and high school course work instruction in the community, with a minimum course enrollment of 12 for non-credit and 15 for credit courses. The University of Oregon located in Eugene, offers the higher education opportunities of a liberal arts college.

I. Transportation (LCDC 12)

(Ord. No. 385 deletes and replaces this section with all sections and appendices of the Creswell Transportation System Plan as amended by the documents, “Amendments to Creswell’s Draft Transportation System Plan” and “Amendments to Creswell’s Draft I-5 Interchange Refinement Plan”)

J. Energy Conservation (LCDC 13)

Conservation of energy is essential in order to provide for future consumption, when confronted with limitations of non-renewable sources. When faced with source limitations, particularly in the area of fossil fuels, alternative sources and technologies become viable to accommodate energy requirements. Reduction of energy consumption also results in immediate economies through cost reductions.

Local government is currently rather limited in effectuating significant energy conservation impacts, due primarily to code restrictions and/or requirements which are counter-productive to the conservation of energy. These fall primarily in the area of land use and land development regulations. However, even within the current art of land use regulation, certain broad considerations can influence energy conservation and these are:
Provide closer relationships between origin and destination points within the community and higher residential densities adjacent to major traffic arteries to achieve greater energy efficiencies.

Provide for higher density dwelling construction with common walls resulting in less overall heat loss through minimizing exterior wall exposure.

Provide for alternative modes of transportation, such as pedestrian and bicycle to conserve energy.

Encourage and provide for collection and recycling of waste materials.

Public educational efforts in the areas energy conservation and alternative source technologies can influence the conservation of energy and alternative source development, particularly in the areas of heating, water use, lighting, cooling/refrigeration and other applicable areas.

**Creswell Energy Source Assessment**

**Fossil Fuels.** None are identified as being available in the immediate area. Availability is dependent upon transportation into the area from other source locations.

**Wood and Wood By-products.** Basically a renewable energy source, currently in good supply either on the land or as consumable by-product industries. This resource is available for space heating by proven methods, through improved technology of combustion chamber design and construction, which are acceptable under existing building codes.

**Water.** Water power is limited to the Coast Fork Willamette River, approximately one mile east of the City. Flat adjacent topography, in conjunction with an extremely flat stream gradient; suggest extremely limited water power potential.

**Electricity.** Electrical energy for Creswell and the surrounding area is delivered by Pacific Power and Light Company, from generating sources elsewhere. Accommodation of future load demands is to be provided by power purchases from the regional power pool, company constructed generating facilities and a company instituted electricity conservation program.

**Gas.** Northwest Natural Gas Company distributes gas to the City of Creswell, with approximately 75 percent supplies being developed in Canada. Based on current source development in Canada and untapped potential of the Alaskan field, natural gas supplies for increased load demands are more than adequate.

**Wind.** Wind data for the Creswell Area is unavailable, however, 1977 records from the Eugene Airport indicate an airport wind velocity of 7.4 mph, with gusts averaging 22 mph. This data is only suggestive of what wind conditions prevail in and around Creswell. Determining potential for utilization of local wind will necessitate local wind monitoring and assessment of wind for energy utilization.

**Solar.** Recorded solar exposure data for the local area is unavailable and Eugene Airport data is presented to suggest approximations of local conditions. During
1977, 55 (15.0 percent) clear days and 75 (20.5 percent) partly cloudy days, provided recorded sun exposure. Average monthly high temperatures ranged from 66.9 to 39.4, with four months of the year averaging 60°F or higher.

This data, in conjunction with some recent Willamette Valley applications of solar energy utilization, indicate potential application of solar energy use, primarily through heat collection and transmission for water and/or space heating.

**Energy Conservation Measures**

Residential Insulation and Weatherization is a proven cost-effective program alternative to the construction of new electrical generation facilities for Pacific Power and Light Company (PP&L). Taking into account increasing costs for all forms of consumer energy use, building insulation and weatherization upgrading can become a long-range cost effective measure for consumers through reduction of energy consumption in most building types.

The conservation measures employed in the PP&L residential program are established through their specific consumer-customer agreement, however, the essentials of the program are universally applicable to the conservation of energy and consist of:

1. **Home (or consumer building) energy analysis**
2. **Potential KWH savings calculated on recommended conservation corrective actions**, which consist of:
   - Ceiling insulation up to R-38
   - Floor insulation over unheated spaces up to R-19 and ground covers over crawl spaces.
   - Storm doors and windows or double glazing, as well as weatherstripping and caulking where required.
   - Duct insulation in unheated spaces.
   - Timed thermostats on forced air heat systems
   - Water heater insulation in unheated space.

**Planning for Energy Conservation** involves establishing new directions in the application of energy use in buildings, transportation, and services. Certain directions are feasible under existing land use regulations, however, to maximize energy conservation, greater flexibility in land development will be necessary. This is particularly true in approaching the use of solar energy. Proper lot orientation, that is southern exposure, is the key issue in capitalizing on available solar energy for heating.

The following land use and transportation considerations are presented as viable guidelines to achieve energy conservation:

1. **Reduced Lot Size.** To increase density and reduce travel time, distance and energy use. This may be simply accomplished through adoption of a Planned Unit Development (PUD) provision in the zoning ordinance, while accomplishing a detailed review and
revision of existing development codes pointed toward all energy conservation concerns.

2. **Building Setback Flexibility.** To accommodate proper solar orientation in existing development, however, such flexibility or building location must be within recognized requirements for fire and life safety.

3. **Fence Setback Flexibility** in order to avert shading during winter months.

4. **Protection of Solar Rights** to insure continued solar exposure and prohibit shading by neighboring buildings or landscaping. Options are the adoption of an ordinance to insure provision of the necessary “solar exposure envelope zone” or possibly simple height limits for structures and landscaping.

5. **Reduction of Street Widths** or paved areas and provision of adequate shade trees for summer cooling. The most compelling argument for street width reduction is the initial savings in energy and resource expenditures and overall potential for lowering development costs.


7. **Encourage Summer Use of Outdoor Clotheslines** to reduce energy consumption by gas or electric dryers.

8. **Encourage Local Occupations** to reduce energy consumption through commuting.

9. **Encourage and Provide for Energy Efficient Pedestrian and Bicycle Movement.** These modes of movement require the least net energy expenditure and produce side benefits of healthful exercise and no air pollution emissions.

Many of the above energy conservation practices can be applied within the limitations of current development regulations. However, with respect to solar energy application, more definitive localized solar data is necessary to provide a sound basis for developing specific ordinance application and determining cost effectiveness of such applications.

**K. Urbanization LCDC 14**

*Ordinance No. 430 (September 2005) introduced refinement plans, “Creswell Preliminary Urbanization Study” and “Creswell Economic Opportunity Analysis” which apply to this section.*

**Factors Bearing on Urbanization Strategy for the City of Creswell**

Creswell is designated as a Major Development Center in the County General Plan, where growth should be encouraged and accommodated.

The economy of Creswell is currently closely related to the Eugene-Springfield Metropolitan Area. However, in recent years, local employment opportunities and diversification have shown market growth. Suitable lands currently within the City of Creswell, which provide opportunity for industrial and commercial expansion, are extremely limited. However, suitable lands immediately adjacent to the City Limits and
adjacent to the Freeway provide opportunities for urbanization and industrial-commercial expansion.

An inventory of existing land use within the City Limits indicates a shortage of buildable lands to accommodate estimates of growth needs, particularly residential growth needs.

With minor exceptions, all lands adjacent to the City Limits of Creswell are Class I through IV agriculture land as identified in the Soil Capability Classification System of the U.S. Soil Conservation Service.

Creswell’s waste water treatment facility has been slated for major expansion in the recently adopted Facilities Plan Report (May 24, 1982), to accommodate a year 2000 design population of 4,500, scheduled for completion by fall 1983

**Need**


4,526 (medium) − 1,800 (1981) = 2,645

**Estimate of Persons per Dwelling Unit: 1981**

1,880 Population − 709 Dwelling Units = 2.65 Persons / Dwelling Unit

**Land Need Allocation**

Land use allocations are based on estimates of need, the following Goal 14 factors and community goals and objectives relating to the growth and livability of Creswell:

1. Demonstrated need to accommodate long-range population growth requirements:

   Year 2000 medium population estimate of 4,525 or the need to accommodate 2,645 additional persons in Creswell.

   Year 2000 minimum estimate of 343 new city acres to accommodate population growth and provide supporting services (see Buildable Lands Inventory Technical Supplement).

   At 11 percent, the unemployment rate in Creswell has been significantly higher than the county average of 8 percent.

   Jobs in Creswell have been in short supply; forcing a significant number of local residents to commute outside the area for employment. Nearly 75 percent of respondents to a 1971 community survey indicated that they traveled more than 10 miles to work.
Creswell’s occupation mix is imbalanced towards a declining wood products industry and related sectors of the economy. Professional, service, clerical, and sales sectors of the economy are underrepresented in the Creswell labor force.

2. Need for housing, employment opportunities, and livability.

**Housing:** The Buildable Lands Inventory estimates a residential land need of 171 new acres over and above available buildable land within the City of Creswell.

**Employment Opportunities: City goal** – Encourage Local Economic Expansion and Job Creation through (1) Provision of an adequate choice of industrial sites with public services and (2) expansion of freeway oriented services to capitalize on through and tourist traffic.

The need for increased employment opportunities and the protection of Creswell’s ‘livable’ environment can be best achieved through the development of a non-polluting, recreation tourist based industry.

The development of the condominium units surrounding the golf course on the east side of Interstate 5 will meet the needs of Creswell residents for upper income housing.

In-City inventory of industrial land consists of less than one acre of industrially designated land.

In-City inventory of buildable commercial land is estimated at 10 acres.

**Livability: City Goal** – Maintain the quality of air, water, and land resources of a small community with individuality, scenic values, and rural atmosphere.

3. Orderly and economic provisions of public facilities and services:

Water supply and sewer services to meet Creswell’s needs until 2000, are to be provided in phased expansion as provided for in the Creswell Facilities Plan Report Update. Also see 8 below for allocation factor to insure an adequate supply of land with urban services.

The cost of expanding existing sewage facilities or creating new sewage facilities is becoming prohibitively expensive for small communities.

Federal funds for the construction of sewage facilities are highly unlikely in the foreseeable future.

The construction of sewage facilities to serve development on the east side of the Interstate 5 will be undertaken by private enterprise.

Favorable slope conditions near the Creswell Butte make this area the most efficient future residential area in which to provide sewage service on the west side of Interstate 5.

The City of Creswell has anticipated providing sewer and water service to the east side of Interstate 5 since 1973.

Water service is currently available to the east side of Interstate 5.
The major transportation corridors serving the portion of the urban growth boundary on the east side of Interstate 5, Cloverdale Road and Dale Kuni Road, have adequate capacity to meet anticipated demand for 20 years.

Existing transportation corridors ensure that police, fire, and medical facilities are adequately situated to meet the anticipated needs of development on the east side of Interstate 5.

Services will be upgraded over time as population pressures dictate.

School and park facilities which may be needed on the east side of Interstate 5 shall be provided through the PUD process.

The Creswell Facilities Plan Report Update anticipates the improvement of Creswell’s water and sewer capacity to meet the needs and location of the expected development within the urban growth boundary for the next 20 years.

4. Maximum efficiency of land uses within and on the fringe of the existing urban area:

Allocations for additional land outside the existing City limits were made after reducing the requirements by the current estimate of in-City buildable lands and addressing the need to meet economic goals and ensure a supply of land with adequate urban services.

Annexation policies of the City of Creswell prevent inefficient “leapfrogging” of development patterns and city services.

The efficient infilling of lands for commercial and industrial uses within the city limits has necessitated expansion of the urban growth boundary to provide buildable land to meet these needs.

Expansion of the urban growth boundary to the west of Creswell is restricted because of annual flooding conditions, adverse slope conditions for sewage service and incompatible land use impacts imposed by the city’s lagoon system.

Expansion of the urban growth boundary to the north of Creswell, above Niblock Lane, is restricted due to the presence of a significant amount of Class II soils on large lots, drainage and flooding problems near the Camas Swale, incompatible industrial uses and existing residential development on large lots.

Expansion of the urban growth boundary on the west side of Interstate 5, south of the Creswell city limits, is preferred due to the proximity of existing residential uses, excellent transportation access to Highway 99, and advantageous slope conditions for sewage collection. Existing development patterns, the Creswell Butte, and proximity of highway 99 preclude extensive agricultural pursuits in this area.

Expansion of the urban growth boundary east of Interstate 5 addresses this area’s significant potential for a recreation-tourist oriented industry as well as the commitment of the land to urban uses. The emerald Valley Golf Course and related facilities represent a unique opportunity to develop non-polluting, service-oriented industry in the Creswell area. This opportunity, due to the existing facilities, topography, and land use patterns; is not available on the west side of Interstate 5. Existing
residential development along Dale Kuni Road, currently on city water, also exhibit the commitment of this area to urban uses.

5. Environmental, energy, economic, and social consequences:

Provision of urban utility services to densely developed residential fringe areas will offset potential problems presented by waste water disposal and potable water extraction on limited site areas; provision of large new land areas will offer opportunities and design flexibility in creating improved living environments; provision of adequate industrial and commercial need and opportunity areas can provide for job creation with attendant community economic expansion and reduction of labor export and energy expenditure to job locations outside the community. Balanced community development with attention to local environmental concerns can mitigate social consequences.

Environmental Consequences

No significant fish or wildlife habitats have been identified in the portions of the urban growth boundary slated for development.

Development of the recreational-tourist facilities under the PUD concept should minimize undesirable environmental impacts.

Development within the Floodway and Floodway Fringe will be allowed only after a showing that flood hazards have been adequately mitigated, development will be sound and that excess water will be properly drained.

The development of a tourist-recreational industry may forestall the need to attract other industries with cause traditional air and water quality concerns.

Energy Consequences

The increase in local jobs will decrease the amount of energy expended commuting outside the area for employment reasons.

Development east of Interstate 5 will be of a PUD nature which will encourage higher density, clustered development. This concept will also mandate proper solar orientation of dwellings.

The current urban growth boundary configuration relies upon exiting transportation facilities and does not necessitate the development of new transportation facilities.

Economic Consequences

The further development of the recreational-tourist potential on the east side of Interstate 5 represents the only major economic opportunity which is currently viable.

Development of the existing recreational-tourist potential on the east side of Interstate 5 represents a means of diversifying Creswell’s economy, and increasing the number of service, sales, and clerical jobs currently lacking in the Creswell area.

Adequate buildable lands exist on the west side of Interstate 5 to satisfy the more traditional industrial and commercial needs of Creswell.
Social Consequences

The realization of a recreational-tourist industry on the east side of Interstate 5 will allow a greater number of Creswell residents to work near their homes; a positive factor in making Creswell a more stable and closely knit community.

The development of recreational-tourist facilities east of Interstate 5 will provide Creswell residents with recreational and cultural opportunities not otherwise obtainable in the immediate area.

6. Retention of agricultural land as defined:

Findings: With minor exceptions, primarily former borrow pit areas, the majority of the land within the present City Limits of Creswell and the area surrounding the City is composed of Class 1 through IV soils as identified in the Soil Capability Classification System of the U.S. Soil Conservation Service. In order to accommodate estimated land requirements for future growth, utilization of agriculture-capable lands will be necessary.

Utilization of agriculture-capable lands is based on need, use patterns, parcel sizes, availability of supporting urban services, and capability of economical provisions of urban services.

Urban expansion to the west between Niblock Lane and Butte Road is primarily on Class III and IV soils west of the High School, adjacent to the existing City Limits and urban services. Adjacent to Camas Swale Road expansion is on Class II soils that are presently in rural residential use, vacant, and some agricultural uses north of Camas Swale Road.

North of the present City Limits, between Harvey Road and the Goshen-Divide Highway, the soils are Class II, with rural development and agricultural uses. This area provides for planned extension of urban services and needed industrial sites with adequate transportation services.

East of I-5, the soils are principally Class II, with the exception of Class IV, adjacent to the river. This area contains Creswell's two ground water sources, well fields in Garden Lake Park and adjacent to the Coast Fork Willamette River at Cloverdale Road and Dale Kuni Road, to the Emerald Valley Golf Course. The area also contains a concentration of rural residential development along Cloverdale Road, the Emerald Valley golf course and Garden Lake Park. This area, through contract annexation, offers the ability to provide for the high population estimate of land requirements by expansion of planned water service and potential for wastewater treatment service through the recent constructed lagoon system servicing the golf course.

Class I-IV soils underlay the vast majority of the planning area.

A southerly expansion of the urban growth boundary on the west side of Interstate 5 is into predominately Class III soils. A northerly expansion of the urban growth boundary on this side of Interstate 5 would be into predominately Class II soils. The poorest soils west of Interstate 5 are to the west of Creswell. However, adverse slope and flooding conditions make this area prohibitively expensive to serve.

7. Compatibility of proposed urban uses with nearby agricultural activities.
Findings: Residential use proposals for the most part fall adjacent to existing rural residential development. Open space uses adjoin agricultural uses generally north of Cloverdale Road and east of the Freeway. Where potential for incompatibility problems are identified, development pattern planning must take this into account.

Development on the east side of Interstate 5 will be compatible with nearby agricultural uses because of PUD controlled development safeguards and traditionally ‘soft’ environmental impacts of a recreationally oriented industry.

8. City Goal: Coordinate City development with sewer systems master plan to maintain optimum service capability within environmental limitations.

Findings: An updated Facilities Plan Report (FPR) to serve the Creswell Urban Growth Area until the year 2000 has been prepared. Service of the urban growth area west of I-5 will be provided by expansion of the existing city treatment and collection facilities, to ultimately support a year 2000 design population of 4,500 plus the equivalent population of 170 students. Service of the urban growth area east of I-5 will be provided by City acquisition and modification of an existing private treatment facility, plus the installation of collection and transmission facilities, to ultimately support a year 2000 design population of 3,400. A preliminary agreement has been reached between the City of Creswell and the owner of the private treatment facility east of I-5, that the eastside wastewater system will be acquired by the City prior to servicing additional developments east of I-5.

Urban Growth Boundary

The Urban Growth Boundary was established based on the following considerations:

West of I-5: To provide the majority of projected land requirements to accommodate population estimates for the year 2000. Specifically, the boundary location provides for industrial land expansion south of existing heavy industrial development, general residential expansion adjacent to the existing City Limits and a new industrial land area north of the present City Limits which provides large land parcels, is well served by transportation and establishes the base for logical industrial expansion northward.

East of I-5: The Urban Growth Area east of I-5 encompasses an area which the City of Creswell has been coordinating and planning for City expansion since the mid-1960’s. Long-range master plans for area water and sewer services were completed in 1973, a site was selected for a second wastewater treatment facility which will provide for cost-effective gravity collection of wastewater for the expansion area, a site adjacent to the Willamette River has been acquired for a future water treatment plant utilizing the river as a source and existing ground water sources and water transmission facilities in the area have been expanded and upgraded. This area provides for Tourist-Freeway Commercial expansion adjacent to the existing freeway interchange, incorporates areas currently served by City water and encompasses large development parcels that are capable of development through Contract Annexation.

The UGB is established along identifiable features, incorporating the large Contract Annexation development parcels, the golf course and furute park site to insure maintenance of these open spaces and incorporates existing areas of rural residential development and smaller vacant parcels which relate to the large development parcels.
Area of Influence

Findings: Creswell is designated as a Major Development Center in the County General Plan, where growth should be encouraged and accommodated. This role establishes long-range implications beyond the current planning period. Land use and land use policy beyond the Urban Growth Boundary can eventually place demands upon the City.

Existing County land use policy adjacent to and around the City of Creswell indicates some implications, which are:

- Minimum sized AGT County zoning districts have been created north of the City, west of I-5 and to the west, south and southeast below Cloverdale Road.

The purpose of Agricultural, Grazing, Timber Raising District is intended to provide areas for rural density residential development and continuation of farm uses and timber production where compatible with each other. It is appropriate to be applied to areas which have, by nature of use and land division activity, already begun a transition from rural to urban use, primarily in the outer portions of the rural-urban fringe areas where public facilities and services will be necessary before intensive urbanization should occur, and in rural lands with marginal suitability for agricultural production.

To some extent, General Rural Districts particularly in the presence of potentially incompatible uses or inefficient lot size and configurations, which inhibit grazing, agriculture, and timber production.

Airport.

Potential industrial expansion areas north and south of the Urban Growth Boundary, west of I-5.

Due to the foregoing factors, the City of Creswell establishes a defined Area of Influence beyond the Urban Growth boundary, for the purposes of continuing City-County coordination of planning and land use policy as it may influence City policy and service requirements (See Map 1, General Planning Study Area, Resources Inventory Section).

Section III Plan Proposals, Programs, and Policies

The Comprehensive Plan proposals are general in nature and provide development guidance and strategies for the City of Creswell and its projected urbanizing area. In addition, the plan proposals address the community issues and opportunities, community goals and objectives as adopted by the Creswell Citizens Involvement Committee (CIC) and goals established under Oregon Revised Statutes related to Comprehensive Land Use Planning and Comprehensive Planning Coordination. (ORS 227, ORS 215, AND ORS 197)

For the purposes of Statewide Comprehensive Planning Coordination and Compliance, the following ORS 197.015 definitions are applicable.

Comprehensive Plan: Means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county, or special district that interrelates all functions and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation
systems, educational systems, recreational facilities, natural resources, and air and water quality management programs.

**Comprehensive**: Means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan.

**General Nature**: Means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity, or use.

**Coordinated**: A plan is “Coordinated” when the needs of all levels of government, semi-public, and private agencies and the citizens of Oregon have been considered and accommodated as much as possible.

**Land**: Includes water, both surface and subsurface, and the air.

The following definitions pertain to the plan proposals, programs, and policies as contained in the Creswell Comprehensive Plan.

**Issues and Opportunities**: A condition or conditions bearing upon a determination of plan programs and policy.

**Goals and Objectives**: Needs and concepts identified as being well-founded and supported by the citizens of Creswell, which provide a fundamental basis for the direction of comprehensive planning effort and structuring of implementing policy(s).

**Function**: The character action of the identified object.

**Recommendation**: A statement describing an action worthy of acceptance or trial, which deals with an issue outside the program responsibility of the City of Creswell.

**Policy**: A definite course or method of action selected from among alternatives and in light of given conditions, to guide and determine present and future decisions with respect to the area of concern identified. Policies are mandatory requirements of the Comprehensive Plan.

The Creswell Comprehensive Plan, maps and text is intended as a policy statement encompassing broad development objectives, based on established goals, as to form, content and growth pattern of the City of Creswell in providing an environment for people and their activities.

The Comprehensive Plan for the City of Creswell consists of the following supporting data, elements, strategy maps, implementation tools and agreements, programs and policies:

1. Resources Inventory Data in Support of Plan Proposals.
2. Community Issues and Opportunities.
3. Community Goals and Objectives.
4. Plan Policies:
   a. Citizen Involvement Policies (LCDC 1)
b. Land Use Planning Policies (LCDC 2)

c. Scenic and Historic Area Policies (LCDC 5)

d. Air, Water, and Lane Resource Quality Policies (LCDC 6)

e. Areas Subject to Natural Disasters and Hazards Policies (LCDC 7)

f. Parks, Recreation, and Open Space Policies (LCDC 8)

g. Economic Policies (LCDC 9)

h. Housing Policies (LCDC 10)

i. Public Facilities and Services Policies (LCDC 11)

j. Transportation Policies (LCDC 12)

k. Energy Conservation Policies (LCDC 13)

l. Urbanization Policies (LCDC 14)

m. Implementation Policies (LCDC 2)

A. Issues and Opportunities

Creswell and the surrounding area has derived its initial settlement from agricultural pursuits. Decisions to locate major transportation facilities, railroad and highway, have created the city and its form, broadened its functions, and continue to influence its growth and future.

Proximity to the Eugene-Springfield Metropolitan Area, with its major source of employment, is affecting significant growth within and around Creswell. The city’s ability to provide municipal support services and its designation as a major development center in the Lane County Subarea Plan will heavily influence future growth. Two general concerns have been expressed by area residents during past local “Planning for People” meetings and these are:

1. Maintain district’s individuality, scenic values, and rural atmosphere.
2. Inevitable population growth requires planning to maintain the quality of living and to improve economic values.

The first concern will be heavily influenced by the following issues and opportunities and the second effected through this plan, its policies, and continuing planning.

Positions Orientation, Function or Reason for Being (LCDC 2, 3, 12, 14)

1. Major development center in Lane County Subarea Plan.
2. Community focus and service center or surrounding area.
3. Proximity to the Eugene-Springfield Metropolitan Area.

Environment (LCDC 2, 5, 6, 7, 9, 11, 12)

1. Small community with individually, scenic values, and rural atmosphere.
2. Air, water, and land resource quality.
3. Soil conditions, terrain slope, ponding, and flood plain hazards.

Land Use (LCDC 2, 3, 11, 14)

1. The majority of all land within the City of Creswell and the general planning area are Class I, II, III, and IV agricultural soils so defined in ORS 197
2. Retention of the best land for farm use and marginal farm land for residential use.
3. Need for industrial and commercial uses.

Growth (LCDC 14)

1. Maintenance of living environment.
2. Urban development center.

4. Roads and community facilities, railroad and airport and major fixed elements which influence growth, character, and form.

**Commerce (LCDC 2, 9, 14)**

1. Local resident service and tourist potential.

2. Vitality of older central and commercial district and highway strip development


4. Potential for tourist/convention/resort opportunities in conjunction with the Emerald Valley Golf Course expansion plans.

**Industry (LCDC 2, 9, 14)**

1. Jobs are needed, local opportunities are limited, and employment depends on other localities.

2. Potential and existing industrial sites with adequate freeway access that does not conflict with normal city traffic.

3. Recreational industries.

**Housing (LCDC 10)**

1. Need for all types of housing, to meet low and high-income needs.

2. Maintenance and/or upgrading of existing inventory.

3. Lower income housing assistance.

**Public Facilities and Services (LCDC 11)**

A. **Schools**

   1. Existing elementary facilities almost at capacity.

   2. Multiple use of school facilities for all ages.

B. **Parks and Recreation (LCDC 8)**

   1. Recreational facilities to satisfy local need and/or encourage tourists.

   2. City parks and open space.

   3. Park facility priority: (a) older areas of the City, (b) new neighborhoods, or (c) large central park.

   4. A swimming pool when the area can afford one.

   5. Potential for provision of recreational facilities by the private sector.
C. Open Spaces, Scenic and Historical Sites and Natural Resources (LCDC 5)
   1. Creswell Butte
   2. Land needed or desirable for open space.
   3. Willamette River Greenway and city relationship to river.
   4. Old county landfill site.
   5. Relationship of city and golf course.
   6. Historic buildings and/or sites.
   7. Agriculture and flood hazard areas.

D. Fire Protection and Water Service (LCDC 11)
   1. Existing potable water system limited to a service population of 3,000 with summer irrigation limitations for population over 2,000.
   2. Replacement of old existing piping.

E. Sewerage System (LCDC 11)
   1. Design capacity of existing treatment facility is approximately 1,900 equivalent population.
   2. Ability of treatment facility to meet DEQ discharge standard.

F. City Government (LCDC 11)
   1. Ability to finance.
   2. Ability of City Administrative offices to meet service requirements of an expanding urban development center.

G. Garbage and Rubbish Disposal (LCDC 6, 11)
   1. Coordination of local solid waste generation with Lane County Solid Waste Management Plan, as existing sanitary landfill site has an approximate 4-year life expectancy.

H. Energy Conservation (LCDC 13)
   1. Conservation and conversion to local source supply.
   2. Solar potential and alternative energy sources.

I. Transportation (LCDC 12)
   1. Freeway service and access.
2. Better transportation for metro commuters.

3. Future roads consider location and environment.

4. Local and through traffic separation.

5. Major and collector streets-substandard-such as Highway 99, Oregon Avenue and 5th and 10th Streets.

6. Airport development and its effects.

7. Railroad: Division of the City, major highway intersections and environmental impact.


J. Implementation (LCDC 1)

1. Public participation on a continuing basis.

B. Goals and Objectives

For a plan to be meaningful and effective, it must address and direct itself to the needs and concepts which are well-founded in the community.

State-wide planning goals, established by the Land Conservation and Development commission, provide the basic goal foundation for the State of Oregon. Creswell has built upon these state-wide goals to further direct the community's future direction and development. The Creswell Citizens Involvement Committee has evaluated community resources, examined issues and opportunities and established community goals and objectives upon which to base planning proposals for attaining the character and quality of community environment desired for Creswell and its urbanizing area.

The following City of Creswell planning goals and objectives were given preliminary approval by the Citizens Involvement Committee December 14, 1978:

1. Community Position Orientation and Function (LCDC 2, 3, 12, 14)

   GOAL: A development center in close proximity to the Eugene-Springfield Metropolitan area. The community focus and service center for the surrounding area.

2. Environment (LCDC 2, 5, 6, 7, 9, 11, 12)

   GOAL: Maintain the quality of air, water, and land resources in support of a small community with individuality, scenic values, and rural atmosphere.

3. Economy (LCDC 9)

   GOAL: Encourage local economic expansion and job creation through:

   - Provision of an adequate choice of industrial sites with public services.
- Expansion of freeway oriented services to capitalize on through and tourist traffic
- Expansion of recreational industry sites to capitalize on tourist/convention trade.

4. **Growth** (LCDC 2, 14)

**GOAL:** Creswell’s growth and related urbanization objective is to maintain its small community atmosphere and living environment through guided growth.

Areas for urbanization will be based on the following:

- Urbanization for the planning period up to 2000 and the programmed capacity of associated public support services. This is to be expressed as an urban growth area that accommodates:
  - Anticipated rates of growth and land consumption.
  - Growth capabilities within the corporate city limits and adjacent fringe areas.
  - Sufficient market choice in land that does not result in undue economic impact.
  - Provision of industrial site choice for economic base expansion and job creation.
  - Adequate opportunity for expansion of freeway oriented services to capitalize on through and tourist traffic.
  - Continually review and monitor the growth and character of Creswell so that its plan and policies are responsive to time, change, unforeseen requirements, and maintenance of the small community atmosphere in harmony with local living environment.

5. **Industry** (LCDC 2, 9, 14)

**GOAL:** Provide sufficient choice in community land resources for industrial expansion that offer opportunities for:

- Industrial diversification of a non-polluting variety, with adequate freeway access and which does not conflict with normal city traffic.

6. **Commerce** (LCDC 2, 9, 14)

**GOAL:** Encourage a range of retail and service commercial activities that adequately serve the local market area population and provide for:

- Expanded opportunities for freeway and tourist services. Upgrading of the older central commercial district the highway strip development with attention directed to development and redevelopment quality, access and off-street parking
- Expanded opportunities for tourist-convention-resort trade in conjunction with Emerald Valley Golf Course expansion plans.

7. **Housing** (LCDC 10)
GOAL: Encourage opportunities for housing of adequate quality and choice for all citizens without regard to race, religion, or financial standing, to include:

- Individuality of architectural design and landscaping. Maintenance and/or upgrading of existing inventory. Programs directed toward decreasing the shelter costs for elderly and low-income groups.

8. Public Facilities and Services (LCDC 11)

A. Schools

GOAL: Provide for school facilities and programs which are identified requirements within the district service area, including consideration of:

- Multiple use of school facilities for all ages.

B. Parks and Recreation (LCDC 8)

GOAL: Provide for public and privately developed park and recreation facilities, which incorporate area-wide recreation opportunities and meet the diverse needs of residents and visitors to the city.

C. Open Space, Scenic, and Historical Sites and Natural Resources (LCDC 5)

GOAL: Maintain the open-space character of a small community.

Identify and preserve outstanding scenic views and vistas to include historic areas, sites or buildings that can be incorporated in open space.

Identify and preserve natural resources, particularly air quality, water areas and ground water resources, fish and wildlife habitat, and economically productive agricultural lands.

Incorporate flood prone areas in open use areas.

D. Fire Protection and Water Service

GOAL: Coordinate city development with water system master plan to maintain and upgrade fire suppression capabilities and maximize water service capabilities to a growing city.

E. Sewerage System

GOAL: Coordinate city development with sewer system master plan to maintain optimum service capabilities within environmental limitations.

- Capitalize on opportunities to provide sewerage services in conjunction with the private sector.

F. City Government

GOAL: Provide a level of governmental services to meet the basic needs of the city and its citizens, within local financial ability.
G. Garbage and Rubbish Disposal

GOAL: Coordinate community facilities and services with the supporting Lane County Solid Waste Management and Resource Recovery Program. Encourage and support recycling of community solid wastes for resources recovery.

9. Energy Conservation (LCDC 13)

GOAL: Encourage energy conservation through coordinated educational programs with serving utilities, including tax incentives for structural insulation upgrading.

Encourage structural development siting which provides optimum opportunities for incorporating collection and utilization of solar or alternative energy sources.

10. Transportation (LCDC 12)\(^3\)

Transportation System Plan 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

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\(^3\) Subsection 10 Transportation modified by Ord. No. 385. August 1998
Create a transportation system that is financially feasible, cost-effective, acceptable, and that minimizes administrative costs.

11. Implementation (LCDC 1)

GOAL: Maintain a sound and continuing program of citizen involvement and intergovernmental coordination in support of continuing city planning needs, plan adoption, implementation, and future revision and/or updating.

Continually monitor local governmental policies and implementation tools to insure that they are accomplishing their intended purposes and reflect the needs of the citizens of the city.

C. Program Policies

1. Citizen Involvement and Plan Amendment Policies

   a. The City shall, through the local Citizens' Involvement Program approved by LCDC, review the plan documents, reports, and supporting programs through "Town-Hall meetings and/or other means.

   b. The City shall conduct public hearings for plan adoption as provided for in the Oregon Revised Statutes and applicable City ordinance.

   c. The City shall adopt the Comprehensive Plan by ordinance of the City of Creswell and Lane County.

   d. The City shall establish by plan adoption ordinance, a timely plan and policy review process which utilizes the established Citizens' Involvement Program, to facilitate public input and formulate necessary revision recommendations.

   e. The City shall review and revise the plan if needed bi-yearly or upon the identification of an unforeseen plan requirement.

2. Land Use Planning Policies (LCDC 2)

The Creswell Comprehensive Plan establishes five Plan Land Use Designations, directly correlating with and implemented by the zoning districts delineated in the Creswell Zoning Ordinance. The five Plan Designations are: Residential; Commercial; Industrial; Park, Recreation, and Open Space; and Public Lands. The purposes of each Plan Land Use Designation are as follows.

   Residential

   To provide for, encourage, promote, and protect the character of community residential areas having a suitable environment for a range of housing choices in support of small city urban and suburban family life. This area and density options therein, is intended for application only to those areas having facilities available to support the expected density and to carry out the above stated purposes.

   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.

**Resort Commercial**

To provide areas having a suitable environment for accommodating large-scale, recreationally oriented commercial uses. Compatibility of development within this category with adjacent recreational and agricultural resources shall be ensured through the application of planned unit development procedures.

**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**

To reserve areas for the accommodation of public facilities and associated support facilities. These include schools, municipal buildings, and public works facilities.

The following are policies addressing residential, commercial, and industrial land use designations within the Creswell Urban Growth Boundary:

(a) The City shall provide residential zoning for lands designated as residential in the Comprehensive Plan.

(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

(c) The City shall provide opportunities for choice in multi-family residential location within the community through site selection that offers site planning flexibility to harmonize with adjacent development, and which is adequately served by streets and support services, and provides on-site amenities and open-space for higher concentrations of population.

(d) The City shall allow factory constructed housing units including mobile homes on individual lots, consistent with site development standards and building codes for conventional, single-family housing.

(e) The City shall encourage residential expansion and infilling of adjacent residential development within the City limits of Oregon Avenue, west of the High School and west of Harvey Road.

(f) The City shall encourage residential expansion north of the Community Commercial Center between Harvey Road and the Freeway to the industrial area.

(g) The City shall meet its needs for mobile homes by allowing mobile home subdivisions as a permitted use in the residential zone.

(h) The City shall provide commercial zoning for lands designated in Commercial in the Comprehensive Plan.

(i) The City shall provide for commercial expansion south along the Goshen-Divide Highway, west of the railroad and north along the east side of the Goshen-Divide Highway.

(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-Lot Lane, and change any industrial zoning in that area to commercial.

(k) The City shall provide for commercial expansion for tourist/convention/resort trade, north of Cloverdale Road and within the Urban Growth Boundary.

(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.

(m) The City shall discourage further industrial development or expansion of existing industry along Butte Road.

(n) The City recognizes the northern portion of the Urban Growth Area as a potential area for establishing and developing the initial segment of a quality industrial park area for clean industrial activities.

3. Scenic, Historic Areas, and Natural Resources Policies
(a) The City shall coordinate with Lane County to encourage the maintenance of the natural vegetation and open space character of Creswell Butte, a recognized significant scenic element.

(b) The City shall minimize the removal of natural vegetation for public improvements on the City reservoir site and replant appropriate areas after public improvements.

(c) The City shall cooperate with Creswell Civic Improvement Club to support the maintenance and operation of the First School Building as a community library.

(d) The City shall encourage and cooperate with the Creswell Area Historical Society for the maintenance and operation of the Creswell Historical Museum as a local historical museum and an example of early church architecture.

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

(f) Aggregate resources identified within the Creswell Urban Growth Boundary are not of sufficient quantity to warrant resource protection policies.

(g) Utilization of underground aggregate resources within the Creswell Urban Growth Area will be limited to supporting the development requirements of a development site and the extraction area is to be incorporated as a redeveloped and maintained open space and/or support area for overall site development.

(h) The City shall encourage the maintenance of riparian vegetation along the Willamette River as habitat for animal and bird life.

(i) The City shall assess the significance of fish and wildlife habitats in and near Hill Creek following the development of appropriate inventories, by the Oregon Department of Fish and wildlife. The need for protective policies and regulations, consistent with Statewide Planning Goal #5, shall be addressed immediately subsequent to the development of this inventory.


   (a) To ensure future maintenance of Creswell’s air quality and associated air shed quality, the City shall coordinate with LRAPA continued assessment of local air quality and proposed community activities which may introduce a source of air contamination, particularly any source of particulate emissions.

   (b) The City shall encourage industrial development of a non-polluting type.

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

   (d) The City shall support and coordinate, with Lane County, the implementation of the DEQ approved 208 Water Quality Management Plan for Lane County.
(e) The City shall protect and enhance groundwater resource within the Urban Growth Boundary by providing wastewater collection and treatment facilities and phase out existing septic systems.

(f) The City shall protect City well field sites from surface and subsurface waters.

(g) The City shall maintain and/or meet DEQ wastewater discharge standards to prevent degradation of receiving stream water quality.

(h) The City shall encourage industrial development of a non-polluting type and control industrial wastewater through waste discharge permits issued by Oregon Department of Environmental Quality.

(i) The City of Creswell recommends that the regulation of noise be accomplished as provided for under Oregon Administrative Rules, Chapter 340, Department of Environmental Quality, Noise Control Regulations for Commerce and Industry. The occasional instances of non-commerce related noise pollution shall be addressed through the City nuisance ordinance provisions.

(j) It is the intent of the City to comply with all applicable state and federal laws and regulations concerning air quality, water quality, and noise.

(k) The City will not approve any new development that will violate state and federal laws and regulations concerning air quality, water quality, and noise.

5. **Areas Subject to Natural Disasters and Hazards Policies**
   (a) The City shall prohibit intensive development in close proximity to tributary streams and low areas and maintain such areas in open space.
   (b) The City shall permit improvements in the floodplain subject to appropriate city, county, and federal ordinances and regulations.
   (c) The City shall ensure adequate provision is made or is available for accessibility of emergency vehicles and services during potential future flooding.
   (d) All development within the flood hazard area, as identified in the Creswell Flood Hazard Map, shall be subject to the flood plain subzone and the conditional use permit process. Additionally, as designated on the Comprehensive Plan Diagram, some lands within the flood hazard area are subject to the resort commercial subzone and the planned unit development permit process.
   (e) Development in close proximity to tributary streams and low areas shall be protected by the application of the flood plain subzone and will be maintained as open space.

6. **Parks, Recreation, and Open Space Policies**
   (a) Recreational opportunities, programs, and facilities of the City of Creswell will be developed to serve the needs of all citizens, including handicapped, minorities, and senior citizens.
   (b) The City shall improve and develop the former school site between 4th and 5th, south of “A” Street, to serve neighborhood needs for recreation and open space, recognizing its potential for redesignation as a Memorial Park.
   (c) The City shall preserve, maintain, and incorporate Garden Lake Park into the City of Creswell and continue to develop it as a master planned community park providing public restrooms, storage, picnic facilities, natural areas, trails, bicycle paths, play fields, and water oriented activities.
(d) The City shall encourage the provision of and/or acquisition of a four to five acre park site in the northwestern portion of the residential Urban Growth Area for neighborhood park and open space purposes.

(e) The City shall coordinate with and support District #40 policy of making District buildings and field facilities available for community and patron use when not in conflict with scheduled education programs.

(f) The City shall coordinate with and support Lane County’s development of Cinderella Park, under provisions of the Willamette Greenway.

(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.

(h) The City shall support the intensification of use of that undeveloped portion of the golf course land area between the existing fairways and Dale Kuni Road as recreational commercial, recreational residential, and golf course support services, and the land west of Dale Kuni Road across from the golf course as Recreation Resort Use.

7. Economic Policies

(a) The City shall strive to add an additional 900 jobs to the employment base by the year 2025.

(b) The City shall encourage local economic expansion by providing an adequate choice of commercial and industrial development sites with adequate and affordable public services.

(c) The City shall seek to balance residential, commercial, and industrial development in Creswell with the need for the I-5/Cloverdale interchange, Highway 99, and other transportation arterials to serve existing residents and businesses.

(d) The city shall endeavor to attain to an average family income level comparable to that of Lane County.

(e) The City shall encourage the retention of existing businesses and encourage the establishment of new businesses that will support economic development and enhance the quality of life in Creswell.

(f) The City shall explore different options, such as expansion of the Urban Growth Boundary or rezoning of property; to ensure an adequate supply of development sites are available to accommodate anticipated employment growth.

(g) The City shall work to provide adequate public services (e.g. roads, public transportation, water, and sewer) to existing businesses and development sites.

(h) The City shall work with private utility providers to ensure the adequate provision of private services (e.g. water, communications, and electricity) to existing businesses and development sites.

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4 Section 7 Economic Policies repealed and replaced by text from Ord. No. 430 Exhibit B. September 2005.
(i) The City shall encourage the development of a high-speed communication infrastructure, such as high-speed local fiber optic network.

(j) The City shall encourage commercial development in the quadrants formed by the Interstate 5/Cloverdale interchange that uses the advantages of a freeway location to support economic activity and create jobs.

(k) The City shall encourage expansion of freeway-oriented services to capitalize on through and tourist traffic.

(l) The City shall encourage redevelopment of sites zoned for commercial and industrial use, especially those with frontage on I-5, Highway 99, Oregon Avenue, and other arterial roadways.

(m) The City shall encourage the creation of airport-related uses to capitalize on the Creswell Airport.

(n) The City shall encourage home-based businesses.

(o) The City shall encourage the development of events that highlight local artisans and utilize locally grown crops and livestock.

(p) The City shall work toward capitalizing on potential for development of integrated and well-planned commercial, housing, and recreation support facilities, in conjunction with the Emerald Valley Resort and public parks located east of the freeway.

(q) The City shall encourage the development of tourist/convention/resort facilities, industrial, and commercial uses east of the Freeway.

(r) The City shall work to reduce conflicts between industrial uses and residential development.

(s) The City shall support and/or actively participate in regional efforts that are directed toward the attraction and retention of acceptable businesses and industries.

(t) The City shall cooperate and coordinate with local and statewide efforts directed toward economic development and industrial diversification, particularly as that activity bears on Creswell and surrounding areas.

8. **Housing Policies**

   (a) Through land use policies of the Comprehensive Plan, the City shall provide an adequate inventory of residential lands to accommodate anticipated housing needs that offer housing choices and development flexibility.

   (b) Under the provisions of the Residential Zone of the Creswell Zoning Ordinance, the City shall encourage the development and/or redevelopment of residential lands in proximity to the commercial service area; for high density residential to provide housing choices in multi-family and rental categories.
(c) The City shall continue to integrate mobile home and/or factory housing into the local housing inventory through development guidance and zoning administration.

(d) The City shall make available and/or direct interested citizens and local developers to information and public programs designed to reduce housing costs.

(e) The City shall support public information programs directed toward maintenance of existing housing inventory and correcting and upgrading identified deteriorating housing units. This may include fire and life safety and minimum building standards, assessment of deteriorating housing units to define needed improvements to bring units up to standard and extend their useful life and available financing programs for housing rehabilitation.

(f) The City shall coordinate housing rehabilitation efforts with energy conservation actions, particularly with respect to residential insulation and weatherization programs.

(g) In order to improve the shelter standards and approach satisfaction of lower income household housing need, the City shall encourage developers to utilize public supported delivery programs as follows:

Lane County Housing Program efforts are directed primarily, within available resources, to cooperate and assist with Lane County communities in the delivery of housing assistance. Creswell will recognize this housing program resource and not duplicate program efforts provided by the County.

State of Oregon Housing Program is available through State Bond Funding and Federal Section 8 Housing Program, Lower Income Rental Assistance. This program is available through the Housing Division of the Oregon State Department of Commerce, Salem, Oregon.

Farmers Home Administration offers programs through Rental and Cooperative Housing Loans for low to moderate income families and persons age 62 and older. Program information is available through the FHA County Supervisor in Eugene, Oregon or Office of the State Director in Portland, Oregon.

Department of Housing and Urban Development, Housing Division offers a variety of assistance and loan programs directed toward the housing needs of low and moderate income, the elderly, housing in declining neighborhoods, cooperative housing, come improvements and public housing. Programs information is available through the Housing Division of the Department of Housing and Urban Development in Portland, Oregon.

(h) The City shall assess the potential of reducing public agency development standards and related land development costs.

(i) The City shall investigate the potential for revising tax policies as a cost off-set for elderly and low income housing.

9. Public Facilities and Service Policies
Municipal Government, Library Services, and Community Center

(a) The City shall provide governmental services and administration facilities commensurate with demands and financial ability.

(b) The City shall continue to support the Creswell Civic Improvement Club operation of the library.

(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.

Law Enforcement

(e) The City shall continue to provide law enforcement services.

Public Works – Water Supply

(f) The City shall continue phased implementation of the Creswell Area Water Distribution Plan to meet population growth and fire flow requirements through:

i. Development of additional short-term water source from existing well fields.

ii. Phased development of water main loops to grid the service area, including fill-in of mains to complete loops and to serve growth areas.

iii. Selective replacement of old mains, identified as being marginally serviceable.

iv. When demand and funds warrant, the development of a water treatment plant on the Willamette River well field site, utilizing water from the Coast Fork of the Willamette River.

(g) The City shall finance source development, storage system upgrading with available water system revenues. Where improvement costs exceed available revenues, the City shall (1) acquire available grant funding or (2) sell general obligation or revenue bonds to realize improvement funding.

(h) Provision of City water service within the Urban Growth Boundary shall require the following:

i. The requested service area is within the then corporate limits of the City of Creswell or is contiguous to the city limits and the area enters into a contract for annexation to the City.

ii. The owner-developer of the service area will construct all necessary area water distribution facilities, to include transmission systems within that area which is identified in the Creswell Area Water Distribution Plan.

Public Works – Sewer Service
(i) The City of Creswell Facilities Plan Update (FPR), dated April 1982 shall be the policy document for the provision of wastewater collection, transmission, and treatment within the Creswell Urban Growth Boundary.

(j) The City shall implement the West Side system portion of Alternative 1A, per adopted FPR, for a completion date during the fall of 1983.

(k) The City shall finance system upgrading and expansion with available revenues; the City shall (1) acquire available grant funding or (2) sell general obligation bonds to realize improvement funding.

(l) Provision of City sewer service within the Urban Growth Boundary shall be contingent upon meeting the following requirements:

   i. The requested service area is within the then corporate limits of the City of Creswell or is contiguous to the city limits and the area enters into a contract for annexation to the City.

   ii. The owner-developer of the service area will construct all necessary system facilities meeting city, state, and federal standards to include transmission facilities identified in the Creswell FPR.

(m) The existing private wastewater treatment facility, east of Interstate-5, be acquired by the City of Creswell, prior to the provision of sewer service to additional development areas east of the Freeway.

Public Works – Public Streets

(n) The City shall encourage the improvements of sub-standard City streets through a City Urban Growth Area Storm drainage study and master plan.

(o) The City shall require dedication of necessary rights-of-way and the provisions of required street improvements adjacent to property in conjunction with its development or redevelopment.

(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.

Solid Waste

(q) The City shall continue the existing program of solid waste collection and disposal.

(r) The City shall coordinate with Lane County under their Solid Waste Management Plan and Program, the future provision of a solid waste transfer site, which is to be located to serve both Creswell and Cottage Grove.

(s) The City shall encourage programs for resource recovery and recycling.

Fire Protection and Prevention
(t) The City shall continue to rely upon and support improved and expanded services of the Creswell Rural Fire Protection District.

(u) The City shall encourage the upgrading of equipment, support facilities, and training to improve the level of fire protection and prevention and reduce the fire insurance rating.

Civil Defense

(v) The City shall review, update, and maintain the community disaster plan and disaster center.

Schools

(w) The City shall coordinate with School District Number 40, the provision of adequate educational facilities to meet current and future loading demands.

(x) The City shall explore with the District the following alternatives in meeting educational facility needs:
   i. Re-examination of the District Facilities Study recommendations pertaining to elementary school alternatives and new sites. Priority considerations shall be given for site selection east of the freeway in support of future community growth and closer proximity to a major concentration of District rural population south of Cloverdale Road.
   
   ii. Examination of grade realignment in elementary and high schools as a short-term solution to Middle School capacity limitations.

(y) The City shall ensure, through the PUD process, that adequate land for the needs of School District No. 40 shall be provided on the east side of Interstate 5.

10. Transportation Policies

   1. Coordination
      
      (a) The City shall develop a coordinated approach to the operation, development, and maintenance of jointly managed transportation facilities.

      (b) The City shall identify methods to insure future coordination of transportation planning project development activities with Lane County Land Management and Public Works Transportation Planning Departments and the Oregon Department of Transportation.

   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.

3. Protection of Airport
   (a) The function of the Creswell Airport shall be protected through the application of appropriate land use designations to assure future land uses are compatible with continued operation of the airport.

4. Access Management
   (a) The City shall develop an access control ordinance for major roadways including arterials and major collectors.

   (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.

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.

   (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.

   (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.
Street design shall be responsive to topographic changes and scenic views and shall minimize impacts to natural features including wetlands, drainage ways, streams, riparian areas, and wildlife corridors.

New pedestrian facilities and reconstructed existing facilities shall be built to City standards in accordance with state and federal law.

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.

Where appropriate, the street system and its infrastructure shall be utilized to convey and treat stormwater runoff.

6. Maintenance
   (a) Maintenance and repair of existing roadways shall continue to be a high priority.
   (b) Maintenance and repair of bikeways and pedestrian ways shall be given equal priority to the maintenance and repair of automobile facilities.

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 multifamily 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.
   (b) The City shall support ODOT access control regulations east and west of the interchange ramp terminals.

10. Public Transportation
    (a) The City shall support the provision of basic mobility service for the elderly and people with special transportation needs.
    (b) The City shall encourage demand management programs such as park-and-ride facilities, carpooling, and vanpools to reduce single-occupancy automobile trips between Creswell and the Eugene-Springfield metropolitan area.
(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.

11. Energy Conservation Policies
   (a) The City shall encourage Creswell residential unit owners to investigate and utilize as appropriate, the Pacific Power and Light Company Residential Insulation and Weatherization Program.

   (b) The City shall encourage energy consumption evaluation of structures and buildings other than residential, within the City of Creswell and the installation of appropriate insulation and weatherization to conserve energy.

   (c) The City shall encourage developer considerations of the nine (9) Planning for Energy Considerations in new or redevelopment areas and incorporate energy conservation development proposals as appropriate.

   (d) The City shall make available to the citizens of Creswell appropriate information or information sources covering tax incentive programs for insulation and weatherization and other energy conservation programs.

   (e) The City shall, through provisions of the Residential District of the Creswell Zoning Ordinance, provide for increased or maximum residential unit densities adjacent to the Commercial Districts and appropriate high-capacity arterial transportation corridors.

   (f) The City shall encourage the establishment of a community-wide program for resource recovery and recycling.

   (g) The City will continue to monitor evolving County, State, and Federal energy program and policy development and make available to the citizens of Creswell appropriate and applicable energy conservation measures, techniques, and incentives.

   (h) The City shall encourage energy conservation through the implementation of the solar access provisions contained in the Zoning Ordinance.

12. Urbanization Policies
   (a) The City shall promote the efficient use of land within the Urban Growth Boundary and develop in a sequential and orderly manner.

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(b) The City shall promote land use and development patterns that sustain and improve quality of life, are compatible with all types of travel, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

(c) All annexations shall conform to the requirements of the Creswell Development Code, Annexation Ordinance, Lane County and the City of Creswell Joint Agreement for Planning Coordination (UGMA), and shall be consistent with applicable State laws.

(d) All annexations shall be consistent with the goals and policies of the Creswell Comprehensive Land Use Plan and public facility plans.

(e) All contiguous lands included within the Urban Growth Boundary are eligible for annexation and urban development. Areas within the Urban Growth Boundary with designated environmental constraints or assets may be annexed and utilized as functional wetlands, parks, open space, and related uses.

(f) Development proposals are not required for annexation requests.

(g) The City shall encourage development and redevelopment within the city limits before conversion of urbanizable areas through implementation of land use regulations and land use policies, however this shall not preclude annexations allowed by these policies and applicable regulations.

(h) The City shall consider the anticipated demand on and capacity of key City services, such as (including but not limited to) water, storm drainage, sanitary sewerage, parks, and streets as part of the annexation process.

(i) An Annexation Agreement shall be required for annexation requests per the Creswell Development Code.

(j) The City shall encourage annexation of land for key City services, such as (including but not limited to) water, storm drainage, sanitary sewerage, parks, and streets.

(k) The Consent to Annex is required when urban services are provided to property that cannot annex. The Consent to Annex commits the property to future annexation.

(l) Upon annexation, the underlying Comprehensive Plan designation and zoning district shall be automatically applied. Rezoning of land to a different zoning district shall be processed under the regulations, notice requirements, and hearing procedures in the Creswell Development Code.

(m) Lane County shall be responsible for land use actions and decisions on Creswell's urbanizable land. Such responsibility shall transfer to the City of Creswell upon annexation unless otherwise specified within the Annexation Agreement or Lane County and the City of Creswell Joint Agreement for Planning Coordination (UGMA).
(n) Extraterritorial extensions of water or sewer service or facilities may be allowed outside the city limits or Urban Growth Boundary subject to applicable state laws and the requirements in the Creswell Development Code.

(o) Road right-of-way may be added to an annexation request by the City of Creswell.

(p) The City shall require a specific area plan subject to the requirements of the Creswell Development Code for sites 10 acres or larger that are designated Residential.

(q) The City and Lane County shall coordinate on the appropriate County zoning district for urbanizable land within the Creswell Urban Growth Boundary.

(r) The Urban Growth Boundary shall not be expanded unless findings of fact establish that the proposed expansion is in compliance with Statewide Planning Goal 14, Urbanization. The City shall, if appropriate, establish additional standards for changing the Urban Growth Boundary.

(s) The City shall not annex lands outside its adopted Urban Growth Boundary without first expanding its Urban Growth Boundary to include the proposed annexation.

(t) The City shall provide a sufficient supply of developable land within the Urban Growth Boundary to meet the needs of the existing and projected population for residential, commercial, industrial, and parks/open space/recreational uses subject to the requirements of state law while preserving the character of the community.

(u) The City shall accommodate projected growth and expand the Urban Growth Boundary in a manner that balances the need to protect high quality farm and forest resource lands with the residential needs of the existing and future population and with efficient public facility and service delivery.

(v) Development, including but not limited to residential, commercial, industrial and civic uses, shall be constructed in a manner that preserves the character of the community.

(w) The County coordinated population projection shall be used as one of the factors for estimating land requirements to accommodate expected City population and employment growth over a 20-year planning period.
Appendix A: Creswell Preliminary Urbanization Study
[Insert, or incorporate by reference]

Appendix B: Creswell Economic Opportunity Analysis
[Insert, or incorporate by reference]