

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: PA 1378

IN THE MATTER OF CO-ADOPTING
AMENDMENTS TO THE CRESWELL
COMPREHENSIVE LAND USE PLAN
SECTION III RELATED TO GOAL 1:
CITIZEN INVOLVEMENT AND GOAL 2:
LAND USE PLANNING. (FILE NO. 509-
PA19-05309)

WHEREAS, the Board of Commissioners through enactment of Ordinance PA 884, has adopted Lane Use Designations and Zoning for lands within the planning jurisdiction of the Lane County Rural Comprehensive Plan; and

WHEREAS, the Board of Commissioners has adopted policies and provisions of the Creswell Comprehensive Plan; and

WHEREAS, the land within the Urban Growth Boundary of the Creswell Comprehensive Plan but outside the City limits are within the political jurisdiction of Lane County, and are subject to County adopted application of City Plan designations and County zoning provisions as set forth in Chapter 10 of Lane Code; and

WHEREAS, on March 11, 2019, the City of Creswell adopted Ordinance No. 524, amendments to the City Comprehensive Plan amending Section III related to Goal 1: Citizen Involvement and Goal 2: Land Use Planning; and

WHEREAS, the City of Creswell has requested Lane County action in co-adopting these amendments to achieve city-county coordination of land use planning within the City Urban Growth Boundary; and

WHEREAS, the Lane County Planning Commission reviewed the proposal on June 4, 2019, after public hearing on the Creswell application, and recommended approval of the proposed amendments; and

WHEREAS, evidence exists within the record indicating that the proposal meets the requirements of Lane Code Chapters 12 and 16 and the requirements of applicable state and local law; and

WHEREAS, the Board of County Commissioners has conducted a public hearing and is now ready to take action;

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDAINS** as follows:

1. The Creswell Comprehensive Plan, as amendment, is further amended as provided for in Exhibit A
2. That the prior text repealed by this Ordinance remains in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.

3. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion constitutes a separate, distinct and independent provision, and such holding does not affect the validity of the remaining portions hereof.

FURTHER, although not part of this Ordinance, the Board of County Commissioners adopts the Findings of Facts and Conclusions of Law as set forth in Exhibit "B" attached, in support of this decision.

ENACTED this 20th day of August, 2019.



Pete Sorenson, Chair
Lane County Board of Commissioners



Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date

7-18-19

LANE COUNTY OFFICE OF LEGAL COUNSEL

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. The plan proposes to address 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.

Needs Assessment: A study or analysis performed on behalf of the City to assess the level and character of community needs in order to inform goals and policies.

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 elements, analyses, strategy maps, implementation tools and policies in compliance with Oregon’s Statewide Land Use Planning Framework. Each Land Use Goal is accompanied by a series of local goals and objectives derived from a needs analysis process. These are organized as:

1. Goals, Objectives, and Policies. This section is organized by topic area to follow those Land Use Goals applicable to the City of Creswell:
 - Oregon Statewide Land Use Planning Goal;
 - Community Goals and Objectives; and
 - Plan Policies
2. Comprehensive Plan Diagram.

Context

Creswell and the surrounding area have 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 heritage.
2. Inevitable population growth requires planning to maintain the quality of living and to improve economic values.

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 development. Creswell has undergone needs analyses upon which the City may 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 are presented, organized by Statewide Goal areas:

Statewide Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process. The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Creswell Goals

- GOAL 1-1 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.

GOAL 1-2 Continually monitor local governmental policies and implementation tools to ensure that they are accomplishing their intended purposes and reflect the needs of the citizens of the city.

GOAL 1-3 Aspire to reach a broad cross-section of its residents through a variety of methods and media outlets to assure those affected by decision-making are heard, and their constructive feedback is incorporated into the decision-making process.

Citizen Involvement Objectives

- a. **Process.** The City shall conduct public hearings for land use decisions and plan adoption as provided for in the Oregon Revised Statutes and applicable City ordinance.
- b. **Updates.** The City shall review and revise the planning studies as needed every 10 years or upon the identification of an unforeseen change in community composition or State or Federal requirement.
- c. **Effective Communication.** The City will be responsive to the public and communicate in a timely and professional manner by providing information through a variety of outlets and asking for feedback. The City leaders and Staff are accountable for ensuring meaningful public involvement in the work of City government.
- d. **Process Integrity.** The City shall have a clear and understandable democratic process for decision-making, which is inclusive and easy for the entire community to become engaged. City leaders and staff will respect the community's interest, and value showing compassion and establishing trust with the community.
- e. **Accessible.** All public decision-making processes will be accessible, open, honest and transparent. The public participation process must be simple and structured in a way that it is effective and relevant to everyone in the community.
- f. **Effective Feedback.** Feedback shall be timely and constructive to improve the decision-making process. Post-decision information shall be available to help the public understand why certain decisions were made.
- g. **Leveraging partnerships.** Leveraging partnerships involves engaging and collaborating with existing groups to achieve mutual goals. The City will do its best to leverage partnerships with agencies, non-profits, neighborhoods, and community groups to build support for, and engage residents and businesses in, the planning and implementation of City projects and initiatives.

Citizen Involvement and Plan Amendment Policies

- I. 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 upon the identification of unforeseen community needs.
- f. The City shall continue to maintain and conduct as a continuing program the Creswell Citizen's Involvement Program approved by LCDC to provide the following:
 - Widespread community and citizen involvement
 - Effective two-way communications between the City and its citizens.
 - To ensure appropriate planning and related information is available in an understandable manner.
 - To provide adequate feedback mechanisms and ensure that citizens will receive response from policy makers.

Statewide Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs.¹

Creswell Land Use Planning Goals

- GOAL 2-1 Establish the Creswell Comprehensive Plan as the basis for preserving and enhancing the livability and vibrancy of Creswell.
- GOAL 2-2 Plan designations identified in the Comprehensive Plan Diagram shall guide zoning of land within the City's Urban Growth Boundary.
- GOAL 2-3 Make efficient and orderly use of land for urban uses and services such as homes, businesses, parks, and streets
- GOAL 2-4 Promote a high quality of life through a diverse economy and strong tax base, a transition between higher and lower intensity uses, and appropriately-scaled development that fit the community's character.
- GOAL 2-5 Provide standards that are in character with the geography, landforms, and architecture in the community.
- GOAL 2-6 Protect people and property from risks associated with natural hazards.

¹ "Oregon's Statewide Planning Goals & Guidelines: Goal 2: Land Use Planning"
<http://www.oregon.gov/LCD/docs/goals/goal2.pdf>

GOAL 2-7 Plan and facilitate the installation of infrastructure necessary to meet the anticipated needs of land use districts.

GOAL 2-8 Respond to the changing needs of the community resulting from anticipated population growth and dynamic market forces.

Creswell Land Use Planning Objectives

- I. RESIDENTIAL
 - a. Encourage compatibility between land uses, efficiency in site design, and environmental compatibility.
 - b. Provide for compatible building and site design at an appropriate neighborhood scale;
 - c. Apply the minimum amount of regulation necessary to ensure compatibility with existing residences, schools, parks, transportation facilities, emergency services, and neighborhood services.
 - d. Reduce reliance on the automobile for neighborhood travel and provide options for walking, bicycling and transit use.
 - e. Maintain and enhance the City's historic architecture and historic neighborhoods.
 - f. Stimulate the vibrancy of Creswell's downtown core by encouraging residential uses above ground-floor commercial uses in mixed-use developments.
- II. COMMERCIAL
 - a. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
 - b. Provide formal and informal community gathering places and opportunities for socialization (i.e., along an active street front);
 - c. Encourage pedestrian-oriented development in all commercial areas;
 - d. Encourage a vibrant commercial core through the mixing of residential uses above ground-floor commercial;
 - e. Capitalize on access to Oregon Avenue and other high-volume roads for business development and employment;
 - f. Provide for visitor accommodations and tourist amenities;
 - g. Encourage the expansion of existing and new employment opportunities;
 - h. Encourage transit-supportive development to reduce reliance on the automobile and to minimize the need for off-street parking;
 - i. Encourage attractive, vibrant, commercial spaces that meet market needs.
- III. INDUSTRIAL
 - a. Provide transportation options for employees and customers;
 - b. Locate business services close to major employment centers;
 - c. Ensure compatibility between industrial uses and nearby commercial and residential areas;

- d. Accommodate mixed-use development of industrial areas through the encouragement of light industrial and commercial-industrial uses;
- e. Encourage the expansion and enhancement of employment opportunities.
- f. Encourage redevelopment of large-lot vacant industrial land into contemporary industrial uses such as a quality industrial park area for clean industrial activities that supports family-wage jobs.

IV. PARKS, RECREATION, AND OPEN SPACE

When establishing park, recreation, or open space land:

- a. Due regard shall be given to the proper balancing of public and private interest that are affected by development of property.
- b. When used as a buffer, the land being zoned as a PRO-S District shall be part of the holding that creates the necessity for the buffer.
- c. The Planning Commission and City Council must establish the findings and purpose for establishment of the zone or the values to be obtained, encouraged or preserved.
- d. Consideration for natural resource quality and preservation shall be encouraged, especially in proximity to significant vegetation, waterways, and wetland resources.
- e. Illustrative master plans shall strive to meet established community need for PRO-S facilities as defined by the Parks & Open Space Master Plan
- f. Land and facilities shall be integrated with transportation facilities to strive for walkable and bikeable access for all users.

Creswell Land Use Planning Policies

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.

I. 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.

- 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 available and/or redeveloped lots in proximity to the

Downtown Commercial Core, 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.
- f. The City shall meet its needs for mobile homes by allowing mobile home subdivisions as a permitted use in the residential zone.
- g. Promote the orderly expansion and improvement of neighborhoods.
- h. Designate land for the range of housing types and densities needed by the community, including owner-occupied and rental housing.
- i. Provide direct and convenient access from residences to schools, parks and neighborhood services.

Creswell's Residential zoning designations include Low-Density Residential, Medium-Density Residential, and High-Density Residential.

II. 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.

- a. The City shall provide commercial zoning for lands designated in Commercial in the Comprehensive Plan
- b. Create a distinct storefront character in the Downtown Commercial District;
- c. Provide connections to and appropriate transitions between residential areas and commercial areas;
- d. Apply land use and design standards to automobile-oriented and automobile-dependent uses that promote pedestrian safety, aesthetics, and economic development;
- e. Implement design standards that support a pedestrian-orientation, while maintaining and enhancing the City's historic character.

Creswell's Commercial zoning designations include General Commercial and Downtown Commercial.

III. Industrial

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

- a. The City shall discourage further industrial development or expansion of existing industry along Butte Road.
- b. The City shall encourage the redevelopment of the industrial area south of Oregon Avenue, between the Freeway and the Goshen-Divide Highway to the Urban Growth Boundary.
- c. 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.
- d. Provide for efficient use of land and public services;
- e. Provide appropriately zoned land with a range of parcel sizes for industry;
- f. Provide appropriate design standards to accommodate a range of industrial users;
- g. Provide attractive locations for business development;

Creswell's Industrial zoning designations include General Industrial and Commercial-Industrial.

IV. 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:

- a. 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.
- b. To buffer an otherwise incompatible use or zone.
- c. 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.
- d. To preserve a valuable scenic vista or an area of historical significance.

V. Public Lands

To reserve areas for the accommodation of public facilities and associated support facilities necessary for the operation, health and safety, and desired present and future quality of life for the City of Creswell. These include schools, municipal buildings, and public works facilities.

VI. OVERLAY ZONES

Overlay zones impose and/or relax requirements of an underlying land use district or base zone, where characteristics of the land or neighborhood, or the types of development planned for an area, require special regulations. Creswell currently has five overlay zones:

a. Resort Commercial(/RC)

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.

Tourist/convention/resort development has been designated, zoned as "Resort Commercial" 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.

It is the intent of this overlay that such uses represent an internally consistent development pattern that is compatible and closely related to the recreational resources upon which they rely. Examples of such resources are lakes or other bodies of water, golf courses and related amenities, amusement centers and the like. Recreational uses allowed in this overlay must also be compatible with adjacent agricultural uses. Traditional residential and commercial uses shall not be permitted within this subzone except when shown as necessary to support the primary recreationally oriented uses. The burden of proof is on the applicant to show that all aspects of the development are clearly related to the recreational resource.

b. Floodplain (/FP)

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.

The Flood Plain Overlay (/FP) designation shall be applied in any zone where the area is subject to inundation by flooding shall be shown on the Creswell Flood Hazard Map and the Creswell Zoning Map, which designate regulated floodways and areas subject to a one (1) percent annual chance, or 100-year, flood. Its purpose is to minimize property loss, danger of injury, and health hazards. To accomplish such purposes, floor elevations

will be confirmed by the City prior to issuing any building permits. The Flood Plain Overlay:

1. Establishes special concern requirements for the placement and construction of buildings and development site improvements in areas that may be subject to flooding or surface water in order to safeguard the life and health of people in the area of the general public.
2. Shall be any zone in combination with the symbol "FP" as an overlay district of special concern. (For example, R/FP means a Residential Zone with combining Flood Plain District regulations.). The regulations governing the /FP Overlay shall be those of the zone in which it lies and additionally, the provisions of this Section applicable to the development.

c. Butte Protection (/BP)

Creswell Butte is an iconic land formation that creates a natural southern border to the City of Creswell. The City should preserve views of this formation and protect those properties uphill and downhill from one another from environmental and human-caused impacts such as erosion, stormwater damage, and other causes of structural instability.

d. Airport (/AS)

The purpose of the Airport Safety overlay zone is to encourage and support the continued operation of Creswell Municipal Airport (Hobby Field) by establishing compatibility and safety standards to promote air navigational safety and to mitigate the impact of the airport on surrounding land uses. The Airport Overlay shall be used in conjunction with the underlying district, which shall control the primary land use but is subject to the additional standards and limitations imposed by this Overlay. All Overlay approaches and zones shall be consistent with the Airport Layout Plan currently adopted, as amended.

e. Riparian Protection and Wetlands (/RPW) Overlay

The primary purposes of the Riparian Protection and Wetlands (RPW) Overlay are to:

1. Protect and enhance water quality;
2. Achieve and maintain compliance with State and Federal laws and water quality standards;
3. Prevent property damage during floods and storms;
4. Limit development activity in designated riparian corridors and wetlands;
5. Protect native plant species;
6. Maintain and enhance fish and wildlife habitats; and
7. Conserve scenic and recreational values of riparian areas and wetlands.

VII. REFINEMENT PLANNING

The City may use area refinement plans to further conceptually develop an area of the community to achieve Comprehensive Planning policies. Refinement Plans typically help coordinate development, by establishing more specific vision for a smaller area of the community, or integrate surrounding land uses and infrastructure.

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)

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**

³Subsection 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.

II. 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.

III. Air, Water, and Land Resource Quality Policies

- (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.

IV. 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.

V. 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.

VI. Economic Policies⁴ –

- (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.

⁴Section 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.

VII. 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.

VIII. 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.

IX. Transportation Policies⁵ -

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.

⁵ Subsection 10 Transportation Policies modified by Ord. No. 385. August, 1998.

- (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-desac 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.

- (g) 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.
 - (h) New pedestrian facilities and reconstructed existing facilities shall be built to City standards in accordance with state and federal law.
 - (i) City gateways, entranceways, and other key roadways shall be identified and improved with beautification and scenic amenities. Aesthetic improvements may include street design, landscaping, lighting, utility lines, park strips, noise abatement, transit amenities, etc.
 - (j) 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 Policies⁶ –

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

⁶ Amended by Ord. No. 451 Exhibit B. December 2007.

- (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.
- (x) The City shall establish lines of communication and coordinate with related public agencies to define inter-related and/or overlapping program area responsibilities and specific implementation roles and responsibilities. These should include:
 - Department of Environmental Quality
 - Oregon State Department of Transportation
 - Lane County
 - Creswell School District No. 40
 - Others as necessary.

ORDINANCE NO. PA 1378
FINDINGS OF FACT AND CONCLUSIONS OF LAW

COMPREHENSIVE PLAN AMENDMENT GOALS 1 AND 2

City Planning Commission Hearing Date:	February 21, 2019
City Council Hearing Date:	March 11, 2019
City Council Findings Adopted:	April 12, 2019
Lane County Planning Commission Hearing Date:	June 4, 2019
Board of County Commissioners Hearing Date:	August 20, 2019
Board Findings Adopted:	August 20, 2019

I. FINDINGS OF FACT

The Board of County Commissioners (BCC) finds the following:

- A. The applicant submitted an application for a legislative Plan Amendment, and provided all information required by Lane Code Chapter 14 for Type IV Application Requirements.
- B. The Planning Commission held a public hearing on February 21, 2019 to review and discuss the application for a Legislative Plan Amendment related to Statewide Planning Goals 1 and 2. The Commission reviewed all material relevant to the application.
- C. The Creswell City Council held a public hearing on March 11, 2019 to review and discuss the application. The City Council reviewed all of the material relevant to the application and approved Ordinance PA-2019-01.
- D. Notice was provided to DLCD by County staff on April 29, 2019, which complies with the requirements to notice them at least 35 days prior to the first public hearing.
- E. On May 14, 2019, a legal ad was published in The Register Guard newspaper, providing notice of the LCPC public hearing on June 4, 2019, at 7:00 p.m. On May 16, 2019, a legal ad was published in the Creswell Chronicle, providing notice of the LCPC public hearing.
- F. On May 21, 2019, the Lane County Planning Commission (LCPC) conducted a work session on the proposed amendments. On June 4, 2019, the LCPC held a public hearing to review and discuss the application. The LCPC unanimously recommended adoption of the proposed amendments to the BCC.
- G. On July 30, 2019, the BCC held and approved a first reading on this ordinance. Also on July 30, 2019, a legal ad was published in The Register Guard newspaper, providing notice of the BCC public hearing on August 20, 2019, at 1:30 p.m.

- H. On August 20, 2019, the BCC held a public hearing to review and discuss the application. The BCC reviewed all of material relevant to the application and approved Ordinance No. PA 1378 on August 20, 2019
- I. The application meets or can meet the relevant Oregon Revised Statutes, Oregon Administrative Rules (including Statewide Land Use Goals), Creswell Comprehensive Plan, Creswell Zoning Ordinance, and Creswell Development Code requirements for a legislative Plan Amendment to Section III of the Creswell Comprehensive Plan related to Goal 1: Citizen Involvement and Goal 2: Land Use Planning. Each relevant Statute, Rule, Statewide Land Use Goal and/or Creswell statutory or procedural standard is listed below in *italics*, followed by a response from the City Council.

CRESWELL COMPREHENSIVE PLAN GOALS & POLICIES

Section III.B(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.

RESPONSE: The proposed amendment is in accordance with this goal as the revisions enhance and expand the importance of engaging the community of Creswell in planning, adoption, implementation and exercise the process of revising the Comprehensive Plan. Policies, goals, and objectives set forth in the proposed amendment capture best practices regarding outreach and engagement of the public through contemporary avenues of communication while aspiring to utilize input provided to reflect and meet the community’s needs.

Section III.C(1)(e) Program Policies

1. Citizen Involvement and Plan Amendment Policies

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

RESPONSE: The proposed amendment meets this policy, for the action and content of this amendment serve to update the existing Comprehensive Plan policies set out in 1982 to reflect contemporary understanding and compliance with the community’s requirements as well as the Statewide Land Use Planning requirements.

Section III.C(12)(x)

12. Urbanization Policies

- x. The City shall continue to maintain and conduct as a continuing program the Creswell Citizen’s Involvement Program approved by LCDC to provide the following:*
 - Widespread community and citizen involvement*
 - Effective two-way communications between the City and its citizens.*

- *To ensure appropriate planning and related information is available in an understandable manner.*
- *To provide adequate feedback mechanisms and ensure that citizens will receive response from policy makers.*

RESPONSE: The proposed amendment meets this policy as Creswell’s Comprehensive Plan goals, objectives, and policies related to Goal 1 continue to show that the City: Exercises its Citizen’s Involvement Program to include a variety of means and methods of engaging, to the best of the City’s ability, a wide cross-section of community members in efforts to update components of the Comprehensive Plan; Receives input from the community and reflects those expressions in the content of this amendment; Provides easily-understandable information in both technical and general formats ahead of noticed public hearings and assures that Staff is available to answer and respond to questions or concerns related to that content; and Provides two-way dialogue opportunities at work sessions and public events for policy-makers to respond to general and specific inquiries made by community members.

Goals provided in the proposed amendment meet the intent of these policies by retaining original language from the Comprehensive Plan, as acknowledged by DLCD in 1982, and enhance their breadth by including contemporary aspirations around assuring constructive feedback be incorporated into the decision-making process for planning decisions. Objectives included in the revision add to Creswell’s Comprehensive Plan regarding Goal 1 to include process, updates, effective communication, process integrity, accessibility, effective feedback, and leveraging of partnerships to make communication between decision-makers and the community richer and more meaningful. Policies regarding Goal 1 remain consistent, as they remain applicable from the original text, however provide more opportunity to review and revise engagement policy to respond to community needs.

Section III.C(12)(y)

y. *The City shall establish lines of communication and coordinate with related public agencies to define inter-related and/or overlapping program area responsibilities and specific implementation roles and responsibilities. These should include:*

- *Department of Environmental Quality*
- *Oregon State Department of Transportation*
- *Lane County*
- *Creswell School District No. 40*
- *Others as necessary.*

RESPONSE: The proposed amendment continues to reinforce lines of communication with related public agencies as many of the strategies, including the objective related to Leveraging Partnerships, reflect best practices enshrined through collaboration by City Staff and City Officials with County, State, and Federal Agencies. Creswell’s engagement work often dove-tails with State Agencies and neighboring jurisdictions to complete studies and needs assessments for various areas of specialization. Creswell’s Development Code and Public Works Design Standards further require review and approval by such organizations as Department of State Lands, Oregon Department of Transportation, the Department of Health, and the Department of Environmental Quality for projects which overlap or intersect with said jurisdictions’ and agencies’ purview.

OREGON REVISED STATUTES¹

197.005 Legislative Findings: *The Legislative Assembly finds that:*

...(5) City and county governments are responsible for the development of local comprehensive plans.

197.010 Policy: *The Legislative Assembly finds that: (1) In order to ensure the highest possible level of livability in Oregon, it is necessary to provide for properly prepared and coordinated comprehensive plans for cities and counties, regional areas and the state as a whole. These comprehensive plans:*

(a) Must be adopted by the appropriate governing body at the local and state levels;

(b) Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines;

(c) Shall be the basis for more specific rules and land use regulations which implement the policies expressed through the comprehensive plans;

(d) Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans; and

(e) Shall be regularly reviewed and, if necessary, amended to keep them consistent with the changing needs and desires of the public they are designed to serve.

197.015 Definitions:

(5) "Comprehensive plan" means a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and 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. A plan is "coordinated" when the needs of all levels of governments, semipublic 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.

(8) "Goals" means the mandatory statewide land use planning standards adopted by the commission pursuant to ORS chapters 195, 196 and 197.

RESPONSE: The proposed amendment is consistent with Oregon Revised Statutes related to comprehensive planning and its goals as the text proposed enhances Creswell's Comprehensive Land Use plan to better-capture and better-comply with the policies of the State of Oregon regarding the comprehensive nature of the document's intent. The amendments are comprehensive in bringing the necessary components into compliance with contemporary standards, while the action of reviewing and updating the Comprehensive Land Use Plan's approach to Goal 1 will assure that each ensuing update keeps the Plan in touch with the community's changing needs and desires.

ORS 197.175(2)(a) Cities' and counties' planning responsibilities; rules on incorporations; compliance with goals.

(2) Pursuant to ORS chapters 195, 196 and 197, each city and county in this state shall:

¹ https://www.oregonlegislature.gov/bills_laws/ors/ors197.html
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(a) Prepare, adopt, amend and revise comprehensive plans in compliance with goals approved by the commission;

RESPONSE: The proposed amendment is consistent with Oregon Revised Statutes related to comprehensive planning and its goals as this amendment seeks to align the City's Comprehensive Land Use Plan with the pertinent Oregon Administrative Rules, to follow:

OREGON ADMINISTRATIVE RULES²

OAR 660-015-0000 Statewide Planning Goals and Guidelines

(1) Goal 1: Citizen Involvement³

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special- purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

RESPONSE: The proposed amendment is consistent with this administrative rule, as the process to create the amendment, as described in the Staff Report, met the intent and process required of the City as proscribed in Statewide Goal 1, and will continue to enhance the opportunities for the community to engage with the City on land use issues. Elected and appointed officials along with City Staff engaged the community in a series of discussions regarding ways to increase communication between policy makers and stakeholders on particular issues. Several discussions in public meetings including work sessions and Commission meetings provided feedback that informed best practices regarding communication with the general public. These discussions concluded in the passage of Resolution 2017-03 on February 13, 2017. Citizen Involvement, communication, citizen influence, technical information, feedback mechanisms, and financial support are all addressed in the amended Goals and Objectives, in direct consistency with Statewide Goal 1 rules, as described, to follow:

1. *Citizen Involvement -- To provide for widespread citizen involvement.*

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as the content of the proposed amendment was reviewed by the general public, members of Planning Commission, and members of Creswell City Council in an effort to reach a broad swath of Creswell residents through our land use processes. Each step of this revision was advertised widely through electronic and printed media notice and discussed at open meetings of both bodies.

2. *Communication -- To assure effective two-way communication with citizens.*

² <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=175375>

³ <https://www.oregon.gov/lcd/OP/Pages/Goal-1.aspx>

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as the content of the proposed amendment resolved in Resolution 2017-03 assures access to and response from elected and appointed officials in land use proceedings.

3. *Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.*

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as the content of the proposed amendment leaves unchanged the land use notice and public hearing processes, as defined by the Creswell Development Code, all of which encourage and assure opportunities for citizen participation and influence; as well as provide well-advertised opportunities for the public to participate in the formation and adoption process of long-range planning documents.

4. *Technical Information -- To assure that technical information is available in an understandable form.*

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as materials such as the Staff Report pertaining to the proposed amendment presents a summary that is easy to understand, and proposed text amendments are presented in both final and redline form in order to highlight the proposed goals and objectives for citizen involvement in an accessible manner for the general public. Staff has made every effort to be available to field questions related to technical information so that it might be explained in simplified terms, including providing available copies at the front desk at City Hall for public review.

5. *Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.*

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as the material presented a Planning Commission and City Council meetings, as well as recorded Minutes illustrating rationale behind decision-making, are retained as City Records and are available to the public at their request through statutorily-mandated channels, such as public records requests.

6. *Financial Support -- To insure funding for the citizen involvement program.*

RESPONSE: The proposed amendment is consistent with this administrative rule criterion, as Staff are allocated to both elected and appointed bodies for support, and capacity is dedicated to providing the public with access to all proceedings and decisions made regarding this, and future, proposed amendment(s).

(2) Goal 2: Land Use Planning⁴

PART I -- PLANNING

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans,

⁴ <https://www.oregon.gov/lcd/OP/Pages/Goal-2.aspx>
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supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

RESPONSE: The proposed amendment is consistent with this administrative rule, as Creswell’s Comprehensive Land Use Plan is the policy nexus for Creswell’s Development Code and the procedures contained therein. The proposed amendments retains all applicable components of Creswell’s acknowledged Comprehensive Land Use Plan, and captures revisions of the Creswell Development Code adopted in 2007 aimed at better-defining the use of land within each zoning district, the design standards of those zones, and the procedures and framework required to process land use decisions.

Goals contained in the proposed amendment to Section III of the Comprehensive Plan related to Goal 2 continue to utilize the Creswell Comprehensive Land Use Plan as the basis for land use decision-making, zone land within the Urban Growth Boundary, make efficient use of land, promote a high quality of life, provide standards for accommodating the community’s geography, protect people against natural hazards, facilitate needed infrastructure, and respond to the needs of the community. Amendments proposed align with the Statewide Land Use Planning Framework defined by OAR 660-015(2) by specifying details critical to the success of each zoning district, emphasizing compatibility of land uses, placemaking, and effective and efficient means of transportation by all modes. Policies related to Goal 2 remain intact from the original text as they remain suitable. When taken together with Goals and Objectives in this amendment, amendments seek to achieve the ambition expressed by the community as a whole with respect to harmonious relationship between land uses.

OAR 660-018 Post Acknowledged Amendments⁵

(0020) Notice of a Proposed Change to a Comprehensive Plan or Land Use Regulation

(1) Before a local government adopts a change to an acknowledged comprehensive plan or a land use regulation, unless circumstances described in OAR 660-018-0022 apply, the local government shall submit the proposed change to the department, including the information described in section (2) of this rule. The local government must submit the proposed change to the director at the department’s Salem office at least 35 days before holding the first evidentiary hearing on adoption of the proposed change.

RESPONSE: The proposal meets this criterion, as notice was provided to DLCD via it’s online system on January 15, 2019 which constitutes 37 days prior to the first evidentiary hearing held by Planning Commission on February 21, 2019. Revised materials were provided on February 14, 2019 to reflect compliance with Section 2 of OAR 660-018-0020 and OAR 660-018-0045.

CRESWELL DEVELOPMENT CODE

Section 4.1.500 (G) Decision-Making Criteria. *The recommendation by the Planning Commission and the decision by the City Council shall be based on the following factors:*

⁵ <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3068>
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1. *Approval of the request is consistent with the Statewide Planning Goals;*

RESPONSE: The proposed amendment is consistent with applicable Statewide Planning Goals 1 and 2, related to Citizen Involvement and Land Use Planning, respectively, as described in previous responses to Oregon Administrative Rules 660-015-000.

2. *Approval of the request is consistent with the Comprehensive Plan and applicable adopted plans; and*

RESPONSE: The proposed amendment is consistent with the Creswell Comprehensive plan as described in responses related to Section III Plan Proposals, Programs, and Policies, above.

LANE CODE

LC 12.005 Purpose.

(1) The board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.

RESPONSE: The proposed amendments do not impair the purpose of the Rural Comprehensive Plan as the guiding document for Lane County. Co-adoption of the proposed changes to the Creswell Comprehensive Plan is required by and consistent with the provisions of the RCP.

LC 12.050 Method of Adoption and Amendment

(1) The adoption of the comprehensive plan or an amendment to such plan shall be by an ordinance.

RESPONSE: The proposed amendments to the Rural Comprehensive Plan will be adopted by Ordinance when enacted by the Board.

(2) The Board may amend or supplement the comprehensive plan upon a finding of:

(a) an error in the plan; or

(b) changed circumstances affecting or pertaining to the plan; or

(c) a change in public policy; or

(d) a change in public need based on a reevaluation of factors affecting the plan;

provided, the amendment or supplement does not impair the purpose of the plan as established by LC 12.005 above.

RESPONSE: Creswell is updating their comprehensive plan goals after 37 years due to the fact there was a significant population increase and therefore, this amendment to the comprehensive plan is being adopted due to changed circumstances affecting or pertaining to the plan, consistent with LC 12.050(2)(d).

LC 16.400 Rural Comprehensive Plan Amendments.

(6) Plan Adoption or Amendment - General Procedures. The Rural Comprehensive Plan, or any component of such Plan, shall be adopted or amended in accordance with the following procedures:

(h) Method of Adoption and Amendment.

(i) The adoption or amendment of a Rural Comprehensive Plan component shall be by Ordinance.

RESPONSE: The proposed amendments shall be adopted by ordinance when enacted by the Board.

(iii) The Board may amend or supplement the Rural Comprehensive Plan upon making the following findings:

(aa) For Major and Minor Amendments as defined in LC 16.400(8)(a) below, the Plan component or amendment meets all applicable requirements of local and state law, including Statewide Planning Goals and Oregon Administrative Rules.

(bb) For Major and Minor Amendments as defined in LC16.400(8)(a) below, the Plan amendment or component is:

(i-i) necessary to correct an identified error in the application of the Plan; or

(ii-ii) necessary to fulfill an identified public or community need for the intended result of the component or amendment; or

(iii-iii) necessary to comply with the mandate of local, state or federal policy or law; or

(iv-iv) necessary to provide for the implementation of adopted Plan policy or elements; or

(v-v) otherwise deemed by the Board, for reasons briefly set forth in its decision, to be desirable, appropriate or proper.

(8) Additional Amendment Provisions. In addition to the general procedures set forth in LC 16.400(6) above, the following provisions shall apply to any amendment of Rural Comprehensive Plan components.

(a) Amendments to the Rural Comprehensive Plan shall be classified according to the following criteria:

(i) Minor Amendment. An amendment limited to the Plan Diagram only and, if requiring an exception to Statewide Planning Goals, justifies the exception solely on the basis that the resource land is already built upon or is irrevocably committed to other uses not allowed by an applicable goal.

(ii) Major Amendment. Any amendment that is not classified as a minor amendment.

RESPONSE: The amendment is a major amendment because it is not limited to a Plan Diagram amendment. The amendment meets applicable requirements of local and state law in that it is being processed as a Plan Amendment pursuant to LC Chapter 14 requirements, and is subject to the approval criteria of LC Chapter 12 and 16, both of which chapters are in compliance with state law. The proposed changes are necessary to fulfill an identified public or community need for the intended result of the amendment. Due to the significant changes to the City of Creswell in not only population but in their economy since 1982, there is a community need to update the Creswell Comprehensive Plan.

II. SUMMARY AND CONCLUSIONS

Based on the findings stated above, the Comprehensive Plan Amendment meets the requirements of the Oregon Revised Statutes, Oregon Administrative Rules, Creswell's Comprehensive Land Use Plan, Creswell Development Code, and Lane Code for approval, consistent with the City and County's Municipal code, State, and Federal laws.