

DRAIN COMPREHENSIVE PLAN

(As revised through Periodic Review, October 1997)



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CITY OF DRAIN PLANNING COMMISSION
Susan Anderson, Chairman

UMPQUA REGIONAL COUNCIL OF GOVERNMENTS

Acknowledgements

This comprehensive plan reflects many hours of thought and effort on behalf of the people who collaborated in its preparation. The people who played major roles in the review and development of this plan include:

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Preface to the 1997 Drain Comprehensive Plan Update

The City of Drain's first Comprehensive Plan under Oregon's Statewide Planning Program was developed in 1978 with the assistance of the Umpqua Regional Council of Governments. The Comprehensive Plan was revised in 1989 following the City's first Periodic Review. The City of Drain completed its second Periodic Review in 1997. This newly-revised Comprehensive Plan document was developed by the City of Drain and the Umpqua Regional Council of Governments during the 1997 Periodic Review.

The City of Drain's 1997 Comprehensive Plan contains numerous upgrades in substance and form. The City's 1994 evaluation of its Comprehensive Plan identified the following areas of deficiency. Each is addressed in this Comprehensive Plan, in supporting documents, or in implementing ordinances.

1994 Periodic Review Evaluation Results

Citizen review of the existing Comprehensive Plan and development ordinances yielded the following needs:

- Revise the Urban Growth Management Agreement
- Revise the Development Ordinance and Standards
- Revise the Comprehensive Plan
- Update the Comprehensive Plan with New Information
- Develop and Adopt Cooperative Agreements with Special Districts
- Coordinate with State Agencies to Address New Requirements

The 1997 Comprehensive Plan contains new information relative to the tasks outlined above. The Plan incorporates changes to basic factual data, such as population, employment, housing, public facilities, and land use. It includes new information related to various State agency requirements, and it ensures proper coordination with any agencies or special districts affected by Drain's Comprehensive Plan. Wherever necessary, the Plan revisits the City's original goals and policies to ensure that they have kept pace with the community's changing needs and aspirations.

In addition to the substantive changes, the format of the Comprehensive Plan has been revised. The 1997 Comprehensive Plan is organized by chapters which correspond to the 14 non-coastal Oregon Statewide Planning Goals. This new format has advantages over the old format. It provides a clear connection between Oregon's Statewide Planning Program and Drain's Comprehensive Plan. It clarifies the relationship between Oregon's Statewide Planning Goals and the City of Drain's goals and policies. The new format is easier for citizens, government agencies, developers, and investors to understand because it follows a standard sequence used by Douglas County and many other jurisdictions. Finally, by describing the corresponding Statewide Planning Goal – and its associated local planning requirements – at the beginning of each chapter, the 1997 Comprehensive Plan allows readers to understand and appreciate the regional context of local policies.

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G. TRANSPORTATION ELEMENT

Introduction

Goal 12 of the Statewide Planning Goals is "to provide and encourage a safe, convenient and economic transportation system". The main statewide planning guidelines state that all modes of transportation should be encouraged. They also state that the plan should be based upon an inventory of local, regional and state needs, and that the plan should facilitate the flow of goods and services to strengthen the local and regional economy and to conserve energy.

The advances in transportation since the beginning of the 20th century have probably had as much to do with the physical form cities have taken as any other single factor. America's urban areas have changed from concentrated higher density cities, that relied upon foot and mass transit to move its residents, to dispersed urban sprawl forms which are almost totally reliant upon the automobile for the movement of people.

There is a strong feeling that the evolving energy situation, which is resulting in the loss of "cheap energy", will be the next major influence on the form America's cities will take. According to this school of thought, the higher cost of energy will impede urban sprawl and encourage a return to a more concentrated urban form.

As in many smaller cities, however, transportation in Drain is still almost entirely dominated by the automobile. Hence, a large section of the following inventory of transportation modes in Drain is devoted to the city's street network.

Street Network

Not only for transportation purposes, but also because of cost and aesthetics, every street within a community need not be identical. It is advantageous to a community to establish a street plan which identifies the future function each street in the community will serve, so that existing streets can be repaired or improved in accordance with their assigned function. The street plan also identifies the general location and functional type of major streets proposed for future development.

Such a street plan is also important because of the non-transportation functions that are provided by street rights-of-way. Normally, rights-of-way support the location of the various utilities needed to serve adjacent properties. They also provide air, light, and open space between buildings.

Each street in Drain was classified by its function as either an arterial, a local, or a collector.

2. Ensure that storm drain is properly addressed in new developments.
3. Determine the feasibility of placing existing public facility lines underground. All public facilities to new development should be placed underground.

GOAL D: TO PROVIDE THE EXISTING AND FUTURE RESIDENTS OF DRAIN WITH AN ADEQUATE LEVEL OF COMMUNITY SERVICES.

CITY POLICIES:

1. Maintain the present level of community services, including police, fire, library, schools, health care, refuse disposal, and cable TV.
2. Support the development of additional recreation and park facilities within the community, to accommodate all needs including the handicapped, minorities and senior citizens.

Local Street Conditions

Rating	Miles	Percentage of Developed Streets	Percentage of All Streets
Good	1.41	20%	17%
Fair	2.71	38%	32%
Gravel or Dirt	.98	14%	12%
Undeveloped	1.29	--	15%
Total	8.36	100%	100%

Even though a combined total of 58% of Drain's developed streets were rated either good or fair, it is worth noting that neither of the arterials and only a few of the collectors were judged to be in good condition.

At this time adequate parking is not a problem in Drain. There is free on-street parking throughout town, along with a number of parking lots owned by various businesses.

Access between the east and west sides of Drain is somewhat limited. The present access, "B" Street, has some functional constraints. First, the intersection with Highway 38 is difficult, mainly due to the through traffic on the highway, particularly since the traffic is turning. Traffic flow is also restricted by the railroad tracks, both because of train crossings. The bridge over Pass Creek is also somewhat of a hindrance because the sidewalks are narrow and the bridge tends to restrict traffic flow.

Emergency access is also an important circulation consideration. An accident on "B" Street, or a train, could greatly affect response to emergency situations on the east side of town. Currently, there is alternate access down First Street and under the railroad tracks, or further down First Street over the covered bridge and then under the railroad tracks to Anna Drain Park. Both of these alternate access routes are marginal due to conditions and size of the crossings under the tracks and the size and condition of the bridge.

These situations suggest that a second link, perhaps one that crosses Elk Creek and the railroad tracks, would be appropriate. Until that time, efforts should be made to ensure that the present alternate routes are adequate for use of emergency vehicles.

Arterials are the principal streets. Their main function is to move large volumes of traffic. The arterials in Drain are Highway 99 and "B" Street from the western city limits to First Street. Both arterials are significant not only to Drain, but also as part of the countywide transportation network. Highway 99 runs the length of the county; "B" Street feeds into Highway 38 just west of the city limits and connects Highways 99 and 38.

Local streets provide access to abutting property. They are usually located in residential areas and are not designed for through traffic.

A collector filters traffic from local streets onto an arterial, and its right-of-way is usually wider than a local but narrower than an arterial. Collectors in Drain are: William Street from the western city limits to Lane Street, Lane Street, Main Street, Division and "C" Streets from the western city limits to Highway 99, Applegate Street, "B" Street from Highway 99 to Main Street from "B" Street to Alta Vista Street, and Alta Vista Street. These seem adequate to satisfy the community's need for collector streets.

The Circulation System map shows the function classification assigned to each of Drain's streets. It also indicates traffic counts taken in 1970 and 1976. In general, the counts show a slight increase in traffic flow, which appears to be proportionate to population growth during this period.

In order to evaluate the condition of Drain's street network, a visual survey was done in July, 1978. Streets were assigned one of five ratings. A street rated good has an asphalt or concrete surface in good condition, with pavement wide enough for the type and volume of traffic using it, and with curbs and gutters for drainage. A fair street has a paved surface suffering from one or more of the following: surface defects, width inadequate for the volume of traffic using the street, or inadequate drainage. Streets rated poor have an improved surface with a combination of some or all of the following: major defects in or deterioration of the surface, inadequate width, and poor or non-existent drainage. Any unimproved street open for traffic falls into the gravel or dirt category. The final rating category, undeveloped, covers streets that have been platted but have not been improved and are not used as thoroughfares.

The Street Conditions map shows the condition ratings for Drain's streets, and the following chart indicates the percentage of streets in each category:

TRANSPORTATION

GOALS AND POLICIES

GOAL A: TO PROVIDE FOR A SAFE AND EFFICIENT STREET SYSTEM AND FLOW OF TRAFFIC.

CITY POLICIES:

1. All developed parcels of land should adjoin a street which connects to a citywide network.
2. Parcels of land with residential or commercial uses should have little or no driveway access to an arterial street. Access to arterial streets should be through collector streets or local streets where possible. If direct access is used, driveways shall be limited in number and properly spaced to prevent traffic congestion.
3. Develop a street plan and, as funds become available, emphasis should be placed on upgrading the following streets. In order of priority: (1) "B" Street between Highway 99 and Main Street, (2) "C" Street between Third Street and Highway 38, (3) 2nd Street between "C" Street and "E" Street, (4) Moreland Avenue between Carl Street and Kent Street, (5) Douglas Street and (6) Moreland Avenue north of North Douglas High School, (7) Applegate St. between Cedar and Fir Streets, (8) East "D" from Main St. east to the end of the street, (9) "D" Street between Hwy. 99 and Third St., (10) N. Main St. from "D" St. to the end of the road.
4. Upgrade gravel and dirt streets as soon as feasible.
5. Standard curbs, gutters and sidewalks should be added when streets are upgraded.
6. Encourage the installation of street lights at intersections as needed.
7. Sidewalks in new developments shall be constructed on at least one side of collector and local streets. They shall be constructed (in new developments) on both sides of arterial streets and streets in commercial neighborhoods.
8. Explore the need, feasibility, and financing of a second transportation link between the east and west side of Drain. Until such a link is made, ensure that at least one of the alternate routes is adequate for use by emergency vehicles.
9. Encourage the Oregon Department of Transportation to make improvements to Highways 38 and 99 and continue to cooperate with the Department to better the transportation system and advance the policies in this plan. (As amended by Ord. 321)

Sidewalks

Sidewalks are another element in an urban transportation system. They enable people to get safely to community activities and services by foot, encouraging walking, and therefore diminishing reliance upon automobiles.

Drain has only a limited sidewalk network, with sidewalks located primarily in the central business district and non-continuous sidewalks, along "B" Street from Highway 99 to the elementary school, and in the few blocks surrounding the elementary and high schools. Although the historic covered bridge in Anne Drain Park provides a safe pedestrian route across Elk Creek for school children, its value is diminished by the absence of a good pedestrian route across the railroad tracks that lie between the creek and the schools. Much of Drain's sidewalk system is in need of repair.

The City of Drain's Development Ordinance requires sidewalks in new developments. Provision for financing curbs, gutters and sidewalks in existing developments have been recently adopted in the form of ordinances establishing a mechanism for local improvement and advance financing districts.

Rail and Freight

There is no passenger railroad service to Drain; the nearest passenger railhead is in Eugene. Southern Pacific offers freight service once daily, but it is confined to Duco Lam and Emerald Forest Products. Freight and package delivery for private individuals is provided by the Pacific Motor Trucking Company and by the United Parcel Service, both of which offer door-to-door pickup and delivery.

Bus

Access to Greyhound Bus service is available at depots in Cottage Grove and Sutherlin.

Airport

Commercial and charter air service is available to Drain residents through Roseburg and Eugene airports.

H. LAND USE ELEMENT

Introduction

This Land Use and Urbanization Element is the final element in a series of many studies and decisions concerning the desired future development of Drain. Contained in this element are studies of Existing Land Use, Historic Conservation, Open Space, and Future Land Use and Urbanization.

General land use and urbanization policies follow this final element. Although there are many policies throughout this plan that have land use implications, they have not been repeated here. They, instead, can be found by carefully reading policy statements in each previous element.

Existing Land Use

In June of 1978 a detailed land use survey was taken of the Drain study area. The purpose of the survey was to plot various land use categories, identify land use patterns and problems, and determine the amount of open land within the city. The pattern of land use has changed little since the last survey.

The following chart displays the results of Drain's existing land use survey.

Drain Land Uses

	Units	Acres	% of Gross	% of Net
Gross Area (Total)		505.9	100	
Net Area (excludes Right-of-Ways, Pass Creek, Elk Creek)		424.4	83.9	100
Residential (Total)	*395	125.4	24.7	29.5
Single Family	*284	107.8		
Multi-Family	*29	1.6		
Duplexes	*20	2.8		

GOAL B: TO PROMOTE TRANSPORTATION ALTERNATIVES.

CITY POLICIES:

1. Promote volunteer programs for the transportation of the elderly and the disadvantaged.
2. Encourage the eventual expansion of the train passenger system to Drain.
3. Develop a designated bike path system in conjunction with the community's arterial and collector streets and leading to the schools.
4. Bicycle racks shall be provided at a number of convenient locations in the business district.
5. Improve the sidewalk network to facilitate walking.

Support development of a rural transit system for North Douglas County, including Drain Yoncalla and Elkton.