

CRESCENT

COMPREHENSIVE PLAN

2016

**CRESCENT, IOWA
COMPREHENSIVE PLAN 2016**

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CHAPTER 1

INTRODUCTION/BACKGROUND



Purpose

The 2016 Comprehensive Plan for the City of Crescent is designed to act as a guide for growth and community development and to be the basis for establishing land use policies and regulations. The Plan will analyze existing conditions within the City of Crescent relating to population and demographics, land use, housing, and public facilities and infrastructure including transportation and parks and open space. Through interpretation of the data collected during the analysis phase and through community involvement and public participation, the Plan will also establish goals and objectives, which will enable elected officials and citizens to make informed and educated decisions about the future of the community. Finally, the Plan makes recommendations regarding policies that will allow Crescent to implement the goals and objectives contained herein.

This plan was prepared with guidance provided by the Crescent Planning Commission and the Crescent City Council. The planning time period for this plan including achieving goals and objectives is 20 years.

This section of the Comprehensive Plan for Crescent will discuss basic introductory information regarding the purpose of comprehensive plans and the process for developing them.

Planning Process

Step 1: Background

Planning begins with the collection of data to provide a comprehensive picture of the areas being studied. Analysis of the data provides a basis for the development of forecasts into what the future will be within the city planning areas.

Step 2: Consensus/Recommendations

Planning is the development of the general plan, which establishes specific and practical guidelines for improving existing conditions and guiding future growth. The Comprehensive Plan is presented in narrative, maps and charts, describing what residents want their city to become.

The Comprehensive Plan provides a public process designed to identify, assess and develop goals and policies in the areas of land use, housing, public facilities, transportation and plan maintenance and implementation. The Plan contains proposals and recommendations that need to be implemented in order to be of value to the residents of the city.

Step 3: Implementation

Implementation is the third phase of the comprehensive planning process. A broad range of development policies and programs are needed to implement the Plan. The Plan identifies the goals, programs and methods of implementing proposals and recommendations and providing a framework for protecting the overall health, safety and general welfare of the Crescent citizenry, as well as the natural environment. Crescent needs to plan, design, finance and implement public improvements.

Implementation methods include incentive measures to stimulate private actions consistent with the Comprehensive Plan and the use of federal and state aid programs for community and economic development activities.

Within the Comprehensive Planning Principles the City has provided a plan that combines the elements of citizen participation, collaboration, and data collection to put together a plan that is both achievable and practical.

Authority to Plan

The 2016 Comprehensive Plan for Crescent was prepared under the authority of Section 414 of the Code of Iowa, 2005, as amended.

Land use regulations such as zoning ordinances recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extra-territorial jurisdiction.

Iowa as in most other states and cities may not adopt land use ordinances without first adopting a comprehensive development plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the city should grow. The 2016 Crescent Comprehensive Plan provides the ongoing legal basis for the city's authority to regulate land use and development.

COMPREHENSIVE PLANNING PRINCIPLES

The following principles articulate ten planning principles that have been considered in this comprehensive plan update. They should be considered in the public investment decision-making process.

1. Collaboration

Crescent's planning is a continual process that involves multiple stakeholders and groups in order to reach as many residents as possible to improve upon and encourage public participation.

2. Efficiency, Transparency and Consistency

Access to planning documentation and studies is available upon request from the city clerk. The Crescent city website currently provides citizens access to meeting minutes from city council meetings.

3. Clean, Renewable and Efficient Energy

Through the comprehensive plan update, the city focuses on energy efficiency by establishing a land use plan that efficiently connects development to existing utilities.

4. Occupational Diversity

Crescent supports and encourages diversity of employment and business opportunities. The comprehensive plan allocates land near existing infrastructure and transportation that is suitable in size and location for a variety of different types of businesses and services. When appropriate, business locations are connected to residential areas.

5. Revitalization

Planning and zoning within this plan facilitates the revitalization of established areas of the city by promoting development that conserves land and protects historic resources. Reuse of existing sites, structures and infrastructure is preferred over new construction in undeveloped areas.

6. Housing Diversity

This plan provides for diverse housing as it makes sense for the safety and infrastructure of the unincorporated areas. The communities are able to offer an expanded range of housing options. Together, the need of both existing and future residents of Crescent can be met. The County encourages the rehabilitation of existing housing, when appropriate. Currently, the County is provided with minimal regional public transportation, but is considered when available.

7. Community Character

Community character is created through Crescent’s assets and people. Assets include annual festivals, historic sites, arts and culture, recreation, and more.

8. Natural Resource and Agricultural Protection

The Land Use chapter of this plan contains background information and policies supporting the protection, preservation and enhancement of both natural resources and agricultural lands.

9. Sustainable Development

The plan advocates sustainable design by including a specific goal to consider green building materials and technologies, promoting recycling, and sustainability evaluations addressing materials, energy use, operating costs and lifecycle replacement costs for new facilities.

10. Transportation Diversity

The Land Use and Public Facilities chapters of this plan work together to develop a diverse transportation system. The plan addresses roadway improvements to relieve congestion, encourages the consideration of the use of a public transit system, and notes existing trails while encouraging additional trails throughout the city and county.

CHAPTER 2

GOALS



Goals are the broadest expressions of a community's desires. Goals give direction to the plan as a whole. Goals are concerned with the long term, and often describe ideal situations that would result if all plan purposes were fully realized. Goals were developed based on the community's condition and needs as outlined in this plan. Policies and strategies that support the goals are noted in following chapters.

Land Use

- Provide opportunities to expand jobs and the tax base in an orderly, efficient and environmentally sound manner.
- Preserve the unique make-up of the Loess Hills for open space.
- Preserve floodplain for agricultural and open space.

Transportation

- Create a network of effective sidewalks for several use types.
- Provide a transportation system throughout Crescent for the safe and efficient movement of people, goods and services.
- Create and maintain design standards and policies for various classes of streets, roads, highways, and bridges to enhance the function and safety of the roadway and street system in Crescent.
- Install/repair streets as needed.
- Update/enforce subdivision regulations to guide new street construction.

Housing

- Continue to create new housing developments
- Promote development of residential options for all income levels.
- Encourage future residential development that is compatible and complements existing neighborhoods.

Facilities and Utilities

- Increase lagoon capacity to allow City to grow.
- Improve storm water drainage.
- Consider green building materials and technologies, promote recycling, and sustainability evaluations addressing materials, energy use, operating costs and lifecycle replacement costs for new facilities.

Parks and Open Space

- Develop an efficient and good quality sidewalk system throughout the community.
- Work to build a community trails system that links into trails planned by Pottawattamie County.
- Realize opportunities for recreational space as community grows.
- Utilize floodplain space for recreational uses.

Economic Development

- Support/encourage recreational, cultural, and tourism opportunities along the Loess Hills Scenic Byway.
- Actively market the community
- Identify and promote central business district

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CHAPTER 3

COMMUNITY PROFILE



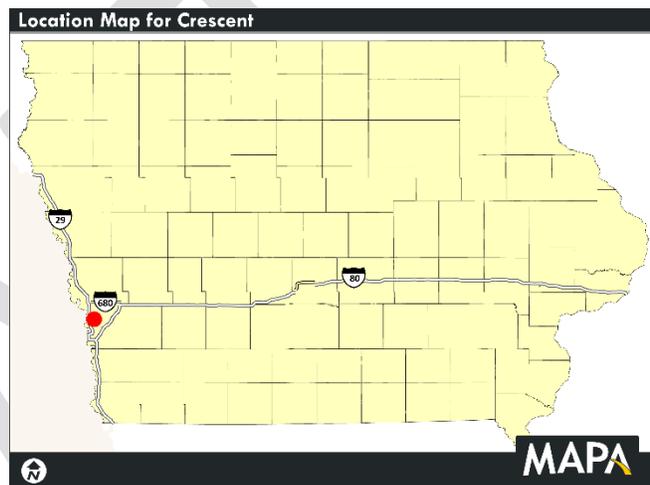
HISTORY

Originally named Crescent City, the community now known as Crescent owes its start to members of the Church of Jesus Christ of Latter-Day-Saints. First settlers were Mormons who stopped in 1846 on their way to Utah. Crescent got its name from the contour of the north-south bluffs that hug the city's eastern limits. These bluffs swerve eastward at the south edge of the community and veer westward at the north end, in the shape of a crescent. To the west there is flat land to the Missouri River three miles away.

The community was first platted and incorporated in 1856. During its boom period the weekly paper, Oracle, had a circulation that once was as high as two thousand. The city then decided to become unincorporated in the 1880s. Crescent was then incorporated again in 1957.

Location

The City of Crescent is located approximately eight miles north of Council Bluffs in western Pottawattamie County and is at the base of the Loess Hills. Interstate 29 runs north and south slightly over a mile west of the city; beyond Interstate 29 is the Missouri River. Crescent is part of the Omaha-Council Bluffs Metropolitan Statistical Area.



Government Structure

Crescent has a mayor-council form of government, with the mayor and five council members elected at-large by a popular vote.

The mayor, the chief executive officer of the city, is elected to a four-year term and acts as presiding officer at all regular and special City Council meetings. The mayor is not a member of the council and cannot vote as such.

ENVIRONMENTAL FEATURES

The climate of the area is continental with relatively warm summers and cold, dry winters. The area is situated between two distinctive climatic zones: the humid east and arid west; therefore it experiences climactic fluctuations. The fluctuations between the two zones produce weather conditions for periods that are characteristic of either zone, or a combination of both. Low-pressure systems commonly affect the weather of the area by causing periodic and rapid changes, especially during the winter months.

Most rain falls during the evening as sharp showers or thunderstorms, which occur mostly during the growing season of April to September; about 75 percent of the total precipitation falls during that period. Although winters are relatively cold, precipitation is light, amounting to 10 percent of the total annual precipitation. Sunshine is plentiful, from around 50 percent in the winter to 75 percent in the summer.

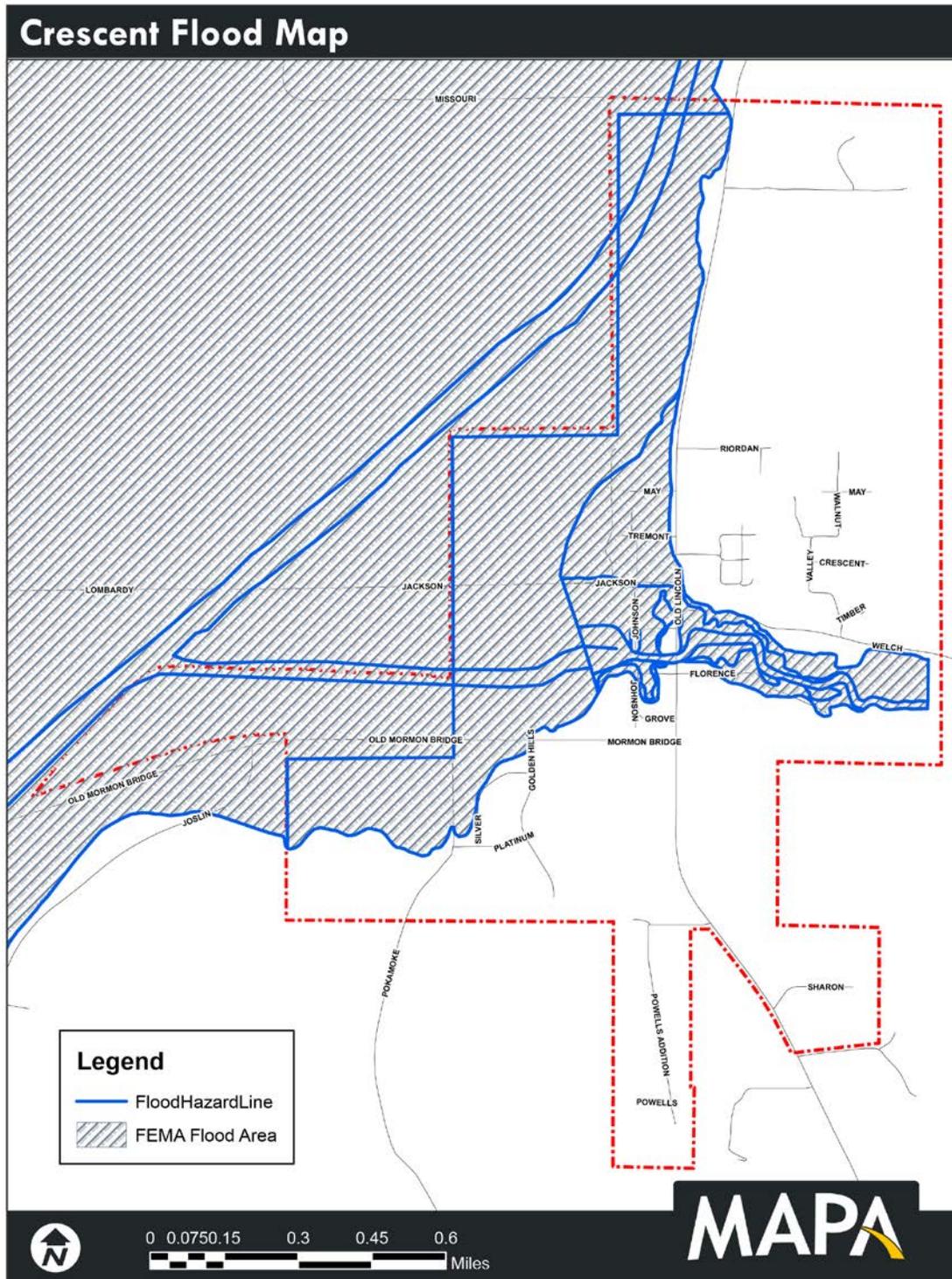
Watersheds and Floodplains

Within the Big-Papillion watershed is the Pigeon Creek sub-basin. The Missouri River, the nearest major river is located approximately three miles to the west of Crescent. Pigeon Creek, which drains into the

Missouri River, runs from north to the south along the west side of the community. A levee runs along both sides of the creek. Crescent Creek runs through the city, entering on the east side of town, leaving on the west side and ultimately emptying into Pigeon Creek. A levee begins after Crescent Creek leaves the city and continues until the creek joins with Pigeon Creek.

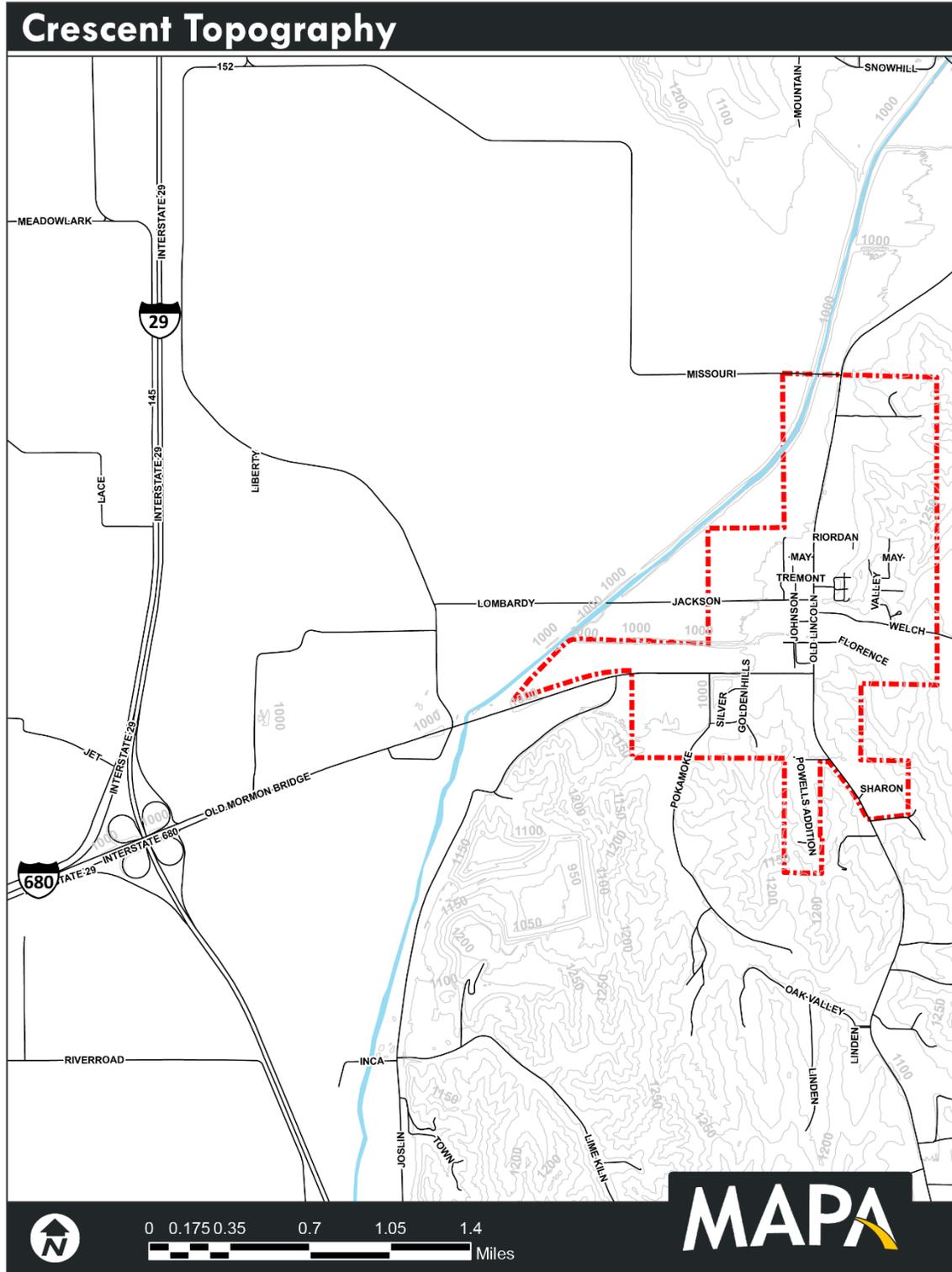
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Figure 3.1, Crescent Floodplain Map



Topography

Figure 3.2, Topography Map



POPULATION

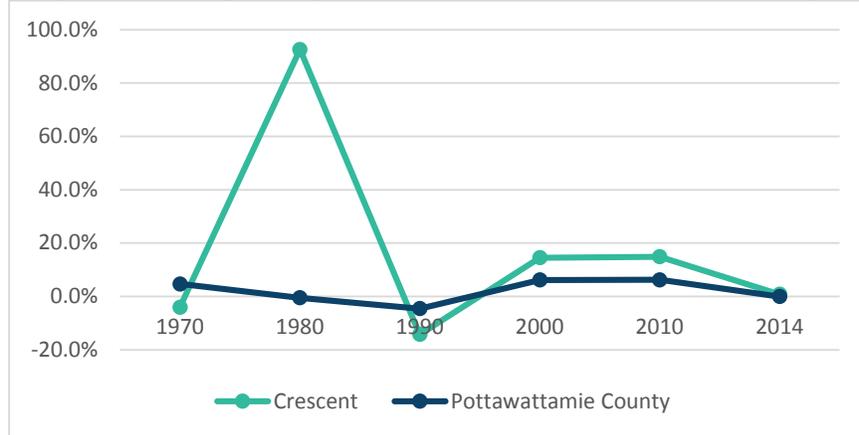
Crescent was not incorporated until 1957 but the 1960 census counted 296 residents. The city's population grew from 284 in 1970 to 547 in 1980, a growth of 92 percent. That growth was followed by a 14 percent decline in 1990. Table __ shows census counts for Crescent and the remaining Pottawattamie County municipalities since 1930. Chart __ compares Crescent's rate of growth with Pottawattamie County's from 1970 to 2014.

Table 3.1, Census Population Counts for Pottawattamie County Cities – 1930-2014

	1930	1940	1950	1960	1970	1980	1990	2000	2010	2014*
Avoca	1,673	1,598	1,595	1,540	1,535	1,650	1,650	1,610	1,506	1,506
Carson	617	613	596	583	756	716	705	668	812	812
Carter Lake	--	846	1,183	2,287	3,268	3,438	3,200	3,248	3,785	3,766
Council Bluffs	42,048	41,439	45,429	55,641	60,348	56,449	54,315	58,268	62,230	62,245
Crescent	--	--	--	296	284	547	469	537	617	622
Hancock	312	256	264	252	228	254	201	207	196	194
Macedonia	314	329	298	290	330	279	262	325	246	244
McClelland	161	165	159	150	146	177	139	129	151	150
Minden	377	310	328	355	433	483	539	564	599	592
Neola	944	841	839	870	968	839	909	845	842	856
Oakland	1,181	1,317	1,296	1,340	1,603	1,552	1,496	1,487	1,527	1,506
Treynor	232	219	247	368	472	981	897	950	919	940
Underwood	261	251	278	337	424	448	515	688	917	938
Walnut	935	902	888	777	870	897	857	877	785	773
* Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2014										
Source: U.S. Census, American Community Survey; Iowa Data Center										

Population projections suggest that the Pottawattamie County population will grow at a modest rate of 18 percent by 2030 to an estimated 113,016 people, 5 percent in the unincorporated area. Most of that growth is expected in the western portion of the County, including Crescent. In 2010, the population of the City reached 617 persons and is expected to more than double by 2030 to 1,368 persons. Crescent's proximity and easy access to both Council Bluffs and Omaha makes it a desired location. For such growth to be possible, the City will need to make big investments to grow infrastructure. Land use will be crucial in guiding this growth.

Table 3.2, Population Change Comparison, Crescent & Pottawattamie County – 1970-2014



Source: U.S. Census, American Community Survey

Race & Ethnicity

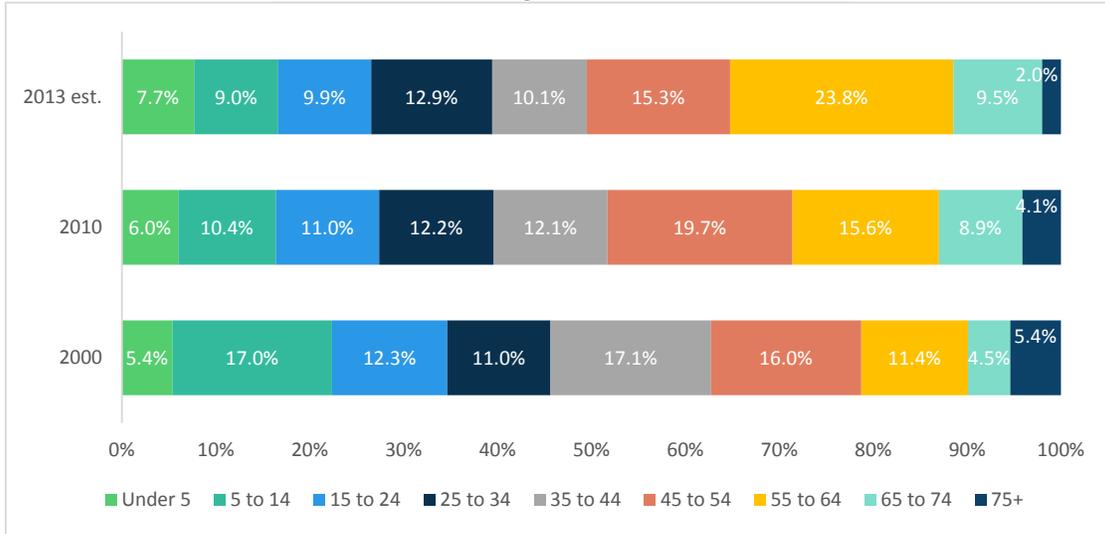
Since 2000 Crescent’s racial composition has been predominately one race, with whites consisting no less than 98 percent of the total population. The 2013 American Community Survey estimated that Crescent’s racial composition comprised 98.8 percent whites and 1.2 percent two or more races. By comparison the county’s population was comprised 94.4 white. The percentage of persons of Hispanic origin in Crescent at the last census was 1.8 percent; 2013 American Community Survey estimates documented a decline to less than one percent the total population.

Age

Table 3.1 shows Crescent resident age distribution during different points since 2000. Generally the largest age cohort from 2013 American Community Survey estimates was 55 to 64, at 23.8 percent the total population. The 65 to 74 cohort was almost 10 percent and has grown since 2000. Table 3.2 compares the age distribution of Crescent with Pottawattamie County and Iowa.

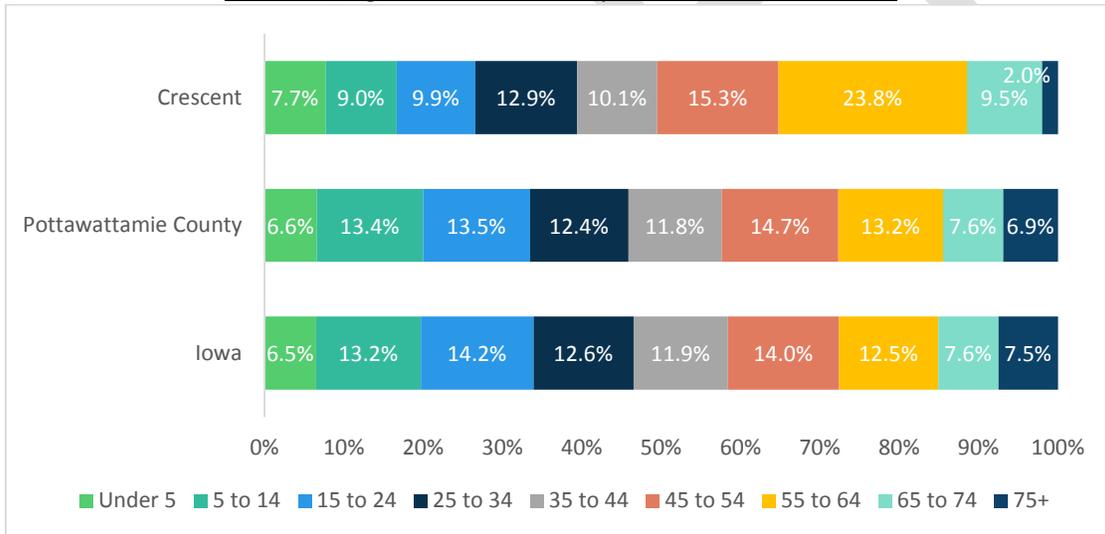
By and large Crescent’s population is aging. The median age in 2013 was 45.6 years, up from 44.1 in 2010 and 37.4 in 2000. By comparison, the 2013 median age of residents in the county was 38.6 and 38.1 across the state.

Table 3.3, Crescent Age Distribution – 2000-2013



Source: U.S. Census, American Community Survey

Table 3.4, Age Distribution Comparison – 2013 Estimates



Source: U.S. Census, American Community Survey

Income

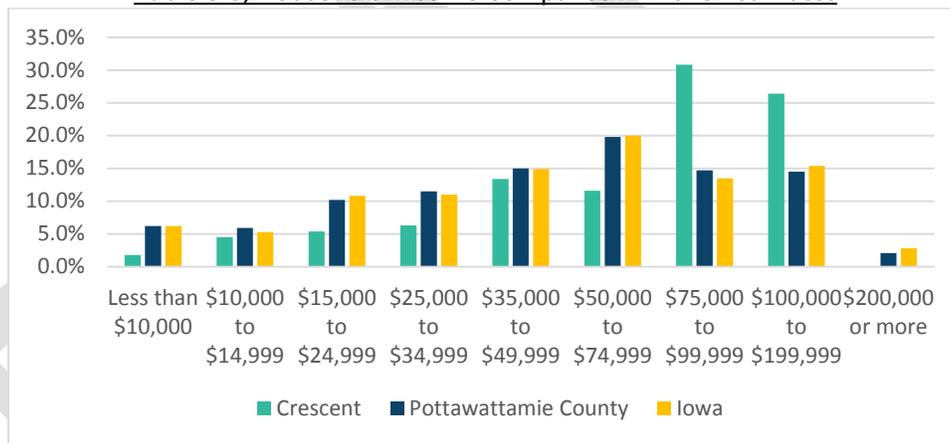
Crescent’s estimated household income in 2013 was \$81,000, 58 percent higher than Pottawattamie County and 56 percent higher than Iowa. Since 2000, household income in Crescent has increased significantly among those earning between \$75,000 and \$199,999 (in 2013 inflation-adjusted dollars). Table 3.3 compares 2000 and 2013 (estimated) household income in Crescent. Compared to the county and state, household income in Crescent was lower in several income ranges, with exceptions in households earning between \$75,000 and \$99,999 and \$100,000 and \$199,999. Table 3.4 shows the comparison.

Table 3.5, Crescent Household Income – 2000 & 2013



Source: U.S. Census, American Community Survey

Table 3.6, Household Income Comparison – 2013 Estimates

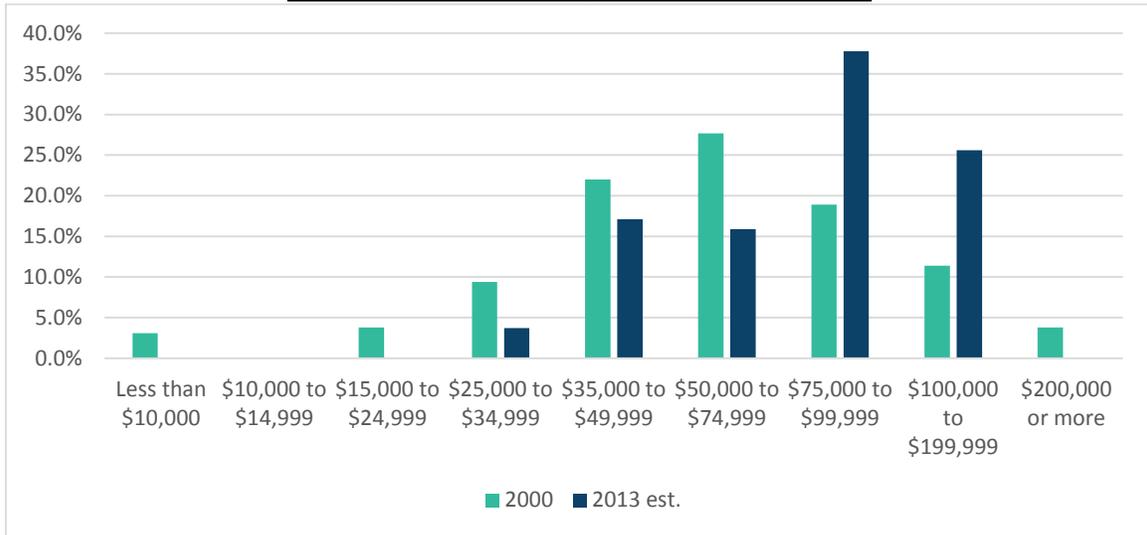


Source: U.S. Census, American Community Survey

Family income in Crescent also increased significantly since the beginning of the century. The 2013 estimate was \$82,115, 29 percent higher than the county and 25 percent higher than the state. Much like household income, more family households were earning between \$75,000 and \$199,999. There is only slight variation between household income and family income. 2013 Crescent family income is compared with Pottawattamie County and Iowa in Table 3.6.

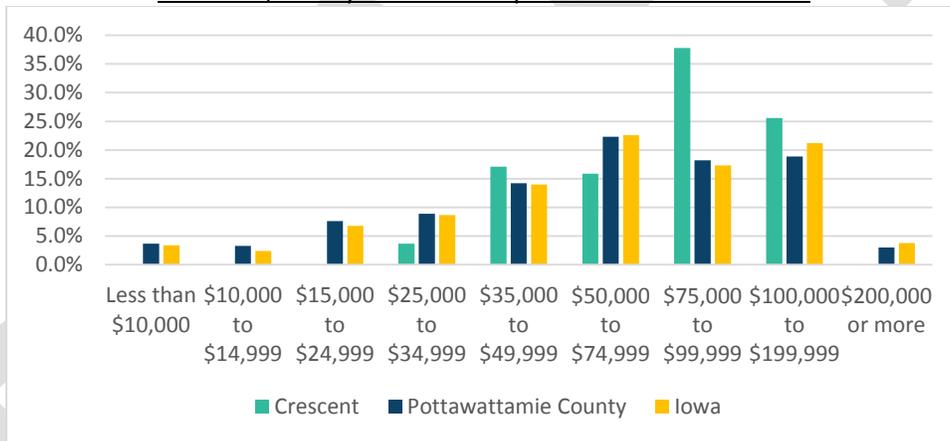
A household consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together. Median family income is typically higher than median household income because of the composition of households.

Table 3.7, Crescent Family Income – 2000 & 2013



Source: U.S. Census, American Community Survey

Table 3.8, Family Income Comparison – 2013 Estimates



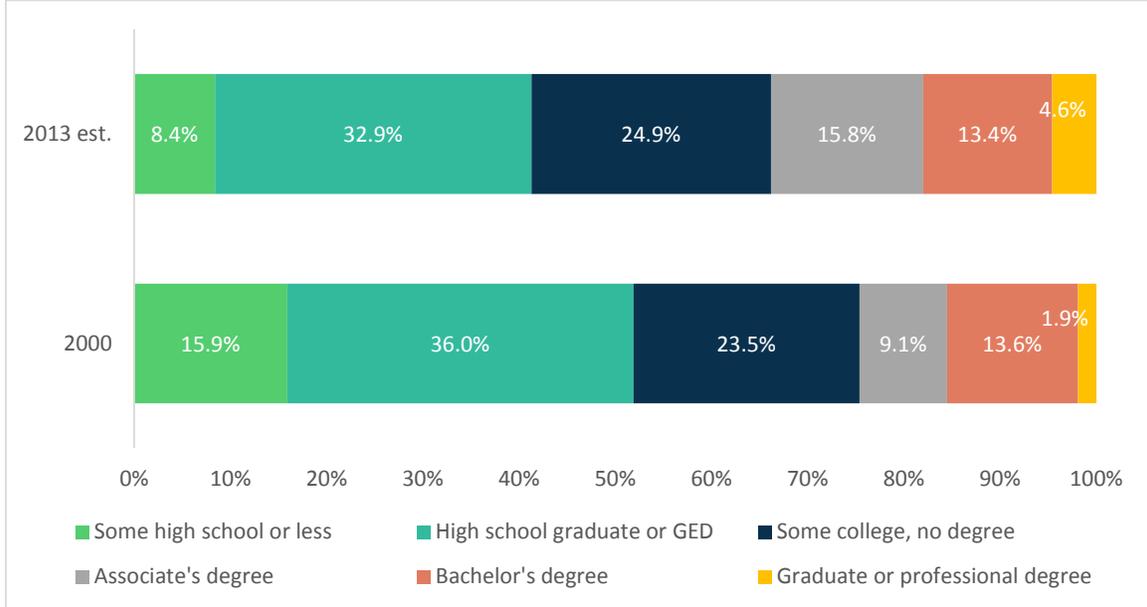
Source: U.S. Census, American Community Survey

Education

Table 3.9 shows that educational attainment among Crescent residents 25 years and older has improved since 2000; fewer people had less than a high school diploma and more attained some type of post-secondary degree. For instance, those with an associate’s degree increased by 6.7 percent from 2000 to 2013, and those with a graduate or professional degree increased by 2.7 during the same period. Educational attainment was generally in line with the county and state – Crescent had fewer 25-plus residents without a high school education and a higher percentage of those with at least an associate’s degree.

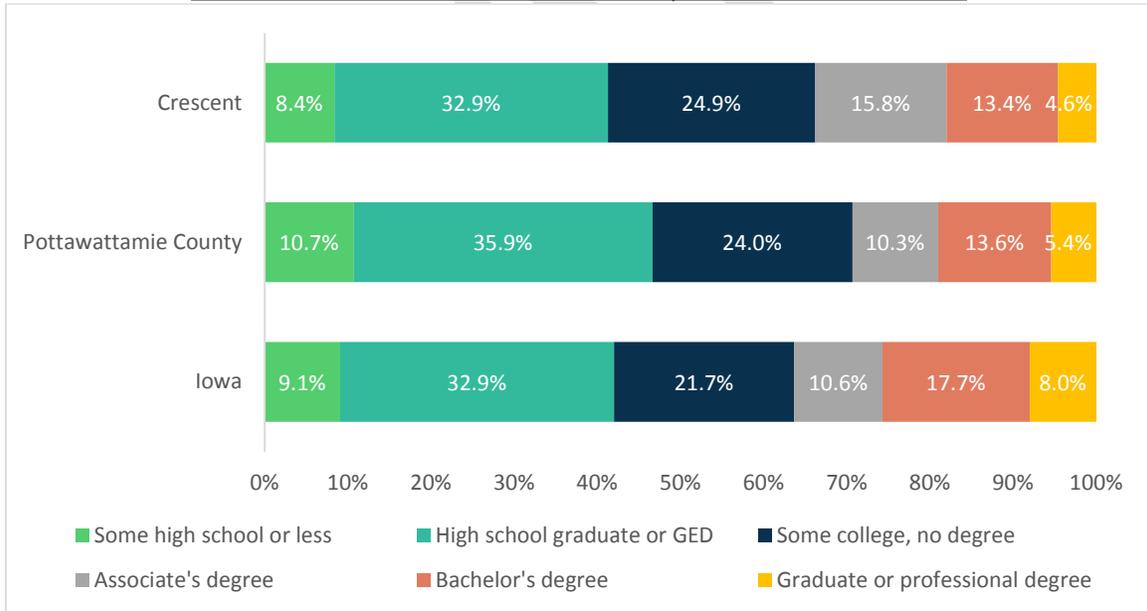
Crescent’s only educational facility in the community is Crescent Elementary, which is part of the Council Bluffs Community School District. Crescent benefits from proximity to more than a dozen public and private post-secondary institutions within the Omaha-Council Bluffs region. Iowa Western Community College, which is approximately 10 miles southeast of Crescent, offers numerous programs in both vocational and technical areas.

Table 3.9, Crescent Educational Attainment – 2013 Estimates



Source: U.S. Census, American Community Survey

Table 3.10, Educational Attainment Comparison – 2013 Estimates



Source: U.S. Census, American Community Survey

ECONOMICS

Crescent is a member of Western Iowa Development Association (WIDA), created in June of 1987 to promote the area. The mission of WIDA is to enhance employment opportunities through marketing, promotion, and development of people, products, and resources. WIDA has enlarged its scope to assist businesses relocate and develop business opportunities in the region.

Economic Development Goals and Strategies

- Support/encourage recreational, cultural, and tourism opportunities along the Loess Hills Scenic Byway.
 - Identify feasible programs/facilities desired by citizens.
 - Consider development of a long-term recreation master plan.
 - Consider measures to connect recreational opportunities with community amenities.
 - Partner with other on-going efforts.
- Actively market the community.
 - Establish a broad-based city marketing committee comprised of city officials, citizens and business leaders.
 - Determine existing attitudes, perceptions, opportunities, and challenges regarding the city's image.
 - Enhance the city's website with highlights of local attractions and a calendar of local events.
- Identify and promote central business district.
 - Inventory available business space within existing commercial areas.
 - Determine local economic leakages (purchases made in other communities by residents of Crescent).

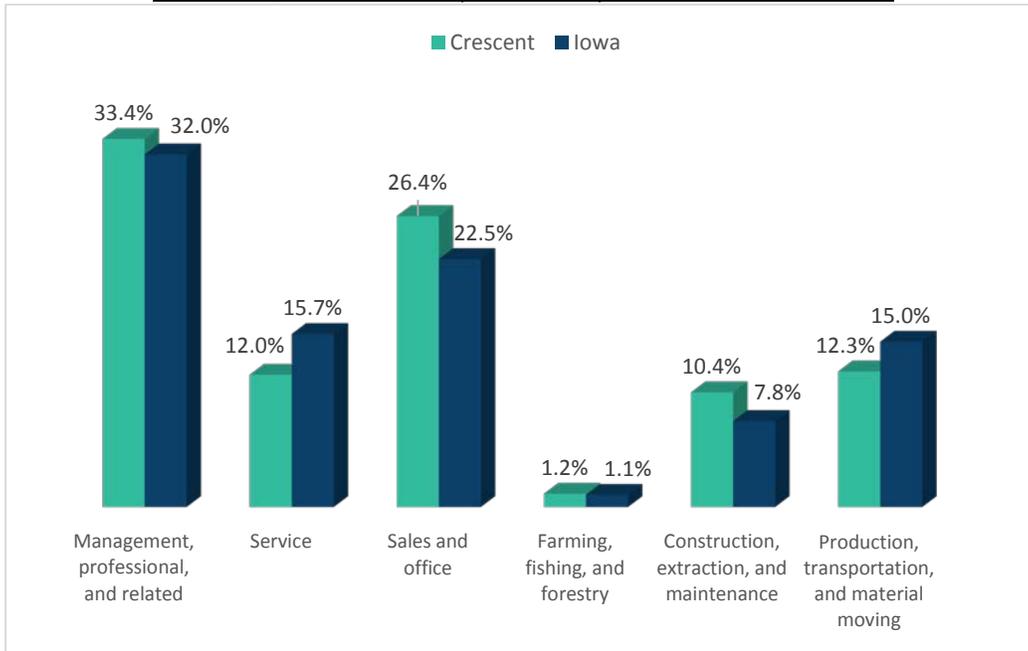
Employment

The 2013 American Community Survey estimated a labor force of 326 persons 16 years and over, and an unemployment rate of approximately 4.3 percent. By comparison Pottawattamie County and Iowa had unemployment rates of 6.5 and 3.9 percent during that period. The Omaha-Council Bluffs region has historically benefited from low unemployment, and as further data in this plan shows, job opportunities for local residents are found outside of the immediate community.

Employment by Occupation

The breakdown of resident occupations suggests that Crescent is largely a bedroom community. The largest employment sector in Crescent was management, professional, and related occupations at 33.4 percent, according to estimates from the 2013 American Community Survey. Sales and office occupations followed at 26.4 percent. Employment in occupations such as the ones cited are not prevalent in Crescent. Table 3.11 shows the distribution of resident occupations compared to Iowa.

Table 3.11, Resident Occupation Comparison – 2013 Estimates



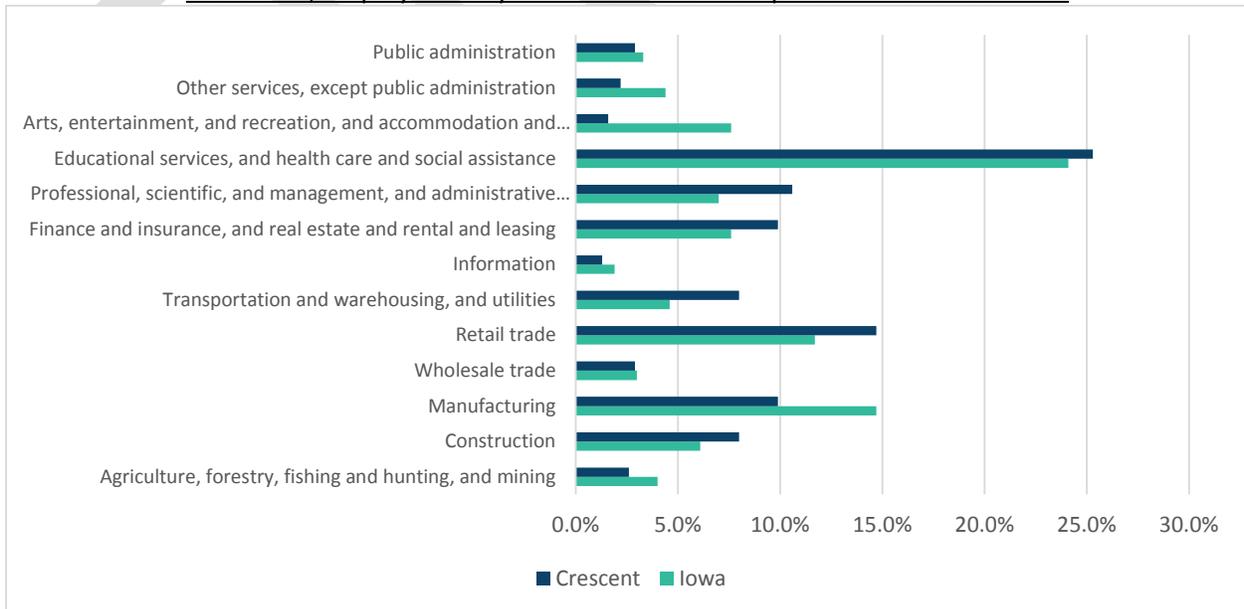
Source: Stats America; U.S. Census, American Community Survey

Employment by Industrial Sector

Table 3.12 shows employment by industrial sector in Crescent compared to the state. Employment in professional and management, finance and insurance, real estate, and retail trade industries is largely more prevalent in Crescent in comparison to Iowa.

The available data demonstrate that there is a significant segment of the working population in Crescent employed in professionally well-paying occupations and industries.

Table 3.12, Employment by Industrial Sector Comparison – 2013 Estimates



Source: U.S. Census, American Community Survey

Top Employers

Crescent, a bedroom community, has few commercial businesses within city limits, especially those with large employment needs. Table 3.13 lists the largest current employers (public and private) in the city.

Table 3.13, Largest Employers in Crescent

Employer	Service	Estimated Employment
Crescent Elementary School	Education	21
Henry's Diner	Food Service	20
Casey's General Store	Retail	12
Pink Poodle Restaurant and Bar	Food Service	10
Denny's Pizza	Food Service	7
Crescent Roadhouse Bar and Grill	Food Service	5

Source: City of Crescent

Place of Work

The vast majority of employment opportunities for Crescent citizens in the labor force are located outside the community. This is mainly due to Crescent's size and the proximity to Omaha and Council Bluffs. 2012 inflow/outflow data compiled by the U.S. Census showed that 282 workers that lived in Crescent left the community for employment. There were 68 workers that traveled to Crescent for employment but lived elsewhere, and only two workers both lived and worked in Crescent. Table 3.14 shows that less than 50 percent of the city's residents worked in Pottawattamie County or Iowa.

Table 3.14, Place of Work – 2013 Estimates

Worked in state of residence	48.1%
Worked in county of residence	43.8%
Worked outside county of residence	4.2%
Worked outside state of residence	51.9%

Source: U.S. Census, American Community Survey

Travel Time to Work and Regional Commuting Trends

Mean travel time for Crescent commuters was 23.8 minutes according 2013 American Community Survey estimates, three minutes longer than Pottawattamie County's mean travel time; the mean travel time of the Omaha-Council Bluffs Metropolitan Statistical Area was 23.4 minutes. Table 3.15 breaks out commuter travel time and Table 3.16 shows means of travel to work.

Table 3.15, Travel Time to Work – 2013 Estimates

	Crescent	Pottawattamie County	Iowa
Less than 10 minutes	4.6%	17.1%	25.2%
10 to 14 minutes	7.9%	18.2%	19.1%
15 to 19 minutes	12.3%	17.9%	16.5%
20 to 24 minutes	32.1%	15.2%	13.7%
25 to 29 minutes	13.2%	6.7%	5.6%
30 to 34 minutes	18.9%	13.0%	8.7%
35 to 44 minutes	3.3%	4.7%	4.0%
45 to 49 minutes	3.0%	3.7%	3.8%
60 or more minutes	4.6%	3.5%	3.5%

Source: U.S. Census, American Community Survey

Table 3.16, Commuting to Work

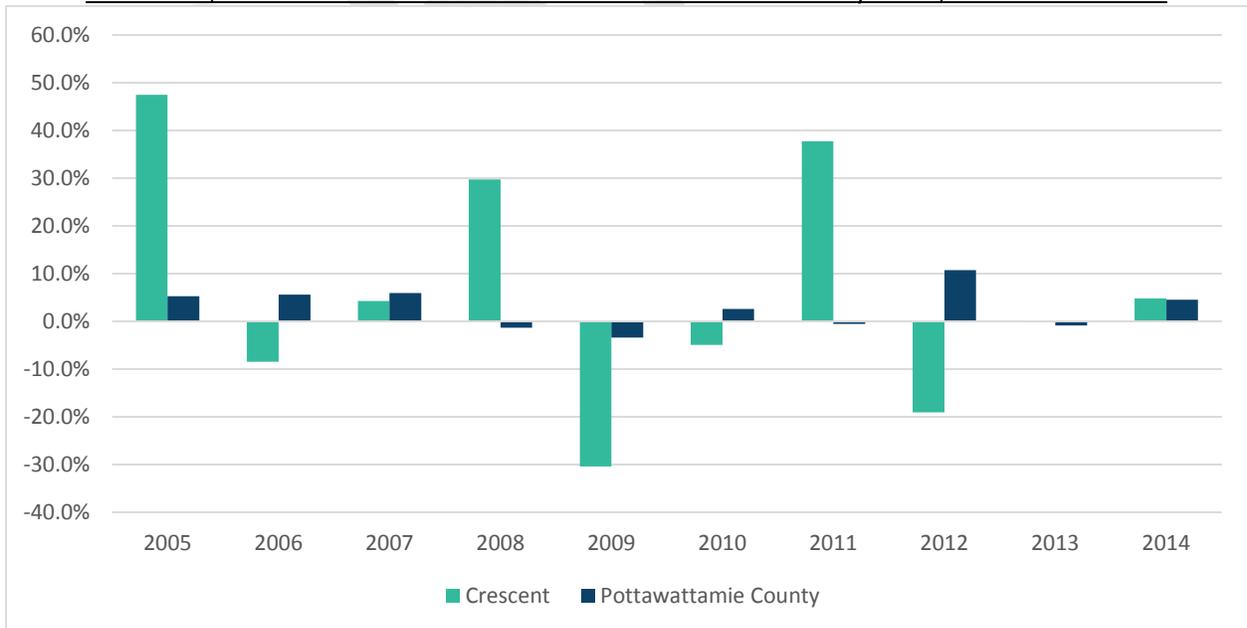
	Crescent	% of total	Pottawattamie County	% of total	Iowa	% of total
Workers 16 years and over	312	100.0%	46,064	100.0%	1,553,030	100.0%
Car, truck, or van – drove alone	289	92.6%	38,383	83.3%	1,219,847	78.5%
Car, truck, or van – carpooled	2	0.6%	4,585	10.0%	140,985	9.1%
Public transportation	2	0.6%	325	0.7%	16,483	1.1%
Walked	9	2.9%	724	1.6%	55,636	3.6%
Other means	0	0.0%	410	0.9%	22,304	1.4%
Worked at home	6	1.9%	1,637	3.6%	70,875	4.6%
Mean travel time to work (minutes)	23.8		20.8		18.8	

Source: U.S. Census, American Community Survey

Taxable Retail Sales

Crescent does not have a large retail base, however there are some restaurants and local attractions that pull in taxable sales. Notable businesses in Crescent include the Loess Hills Vineyard, Mount Crescent Ski Hills, and Pink Poodle Restaurant and Bar. Table 3.17 shows the percent taxable retail growth in Crescent compared to the county since fiscal year 2005.

Table 3.17, Taxable Retail Sales Growth for Pottawattamie County Cities, FY 2005 – FY 2014



Source: Iowa Department of Revenue

CHAPTER 4

LAND USE



The arrangement and location of future land uses should be determined before the basic services for Crescent, such as utilities, community facilities and streets can be planned. Land use classifies land according to the way an area is utilized – residential, commercial, industrial, agricultural or public. Establishing suitable areas of town in which certain types of land use are acceptable is one of the foundation principles of planning and also is primary to the development of efficient, safe and economically sound cities. This section of the Plan analyzes current land use patterns and existing regional development trends. From this information and information obtained from members of the community, city officials and staff, this section also presents a Community Growth Plan, which is intended to guide land use decisions and become the basis for land use regulation in Crescent.

Goals

Land use goals are based on identified community assets and values, and to some extent, deficiencies that the community wishes to overcome. One of Crescent’s greatest assets is its location to major transportation links – this makes the community marketable to both commercial ventures and residential commuters to the Omaha-Council Bluffs metro. It is extremely important that the city plan to grow at a manageable rate in order to maintain the community’s infrastructure within its financial abilities.

Land Use Goals and Strategies

- Provide opportunities to expand jobs and the tax base in an orderly, efficient and environmentally sound manner.
 - Establish viable economic development and workforce goals, objectives, action steps, and timelines.
 - Create a task force or working group charged with defining an economic development vision for Crescent.
 - Monitor economic indicators in Crescent (unemployment, number of business establishments, income, etc.).
 - Determine economic strengths, weaknesses and opportunities in Crescent.
- Preserve the unique make-up of the Loess Hills for open space.
 - Collaborate with local and regional stakeholders that actively work to preserve and promote the Loess Hills region.
 - Actively participate in planning processes related to the Loess Hills.
 - Establish an overlay zoning district for natural resource protection.
- Preserve floodplain for agricultural and open space.
 - Consider restriction of commercial and residential development in floodplain by local ordinance.

Existing Land Use

- Residential Land Use

The main land use in Crescent is residential and it is found in all parts of the town. The town has recently completed a new subdivision, Golden Hills Phase 1, with 32 homes completed. Phase II is unable to begin due to insufficient capacity with the city waste water treatment. What few vacant

lots there were in town, have been used for in-fill development. There currently are no multi-family structures in the city.

- Commercial and Industrial Land Use

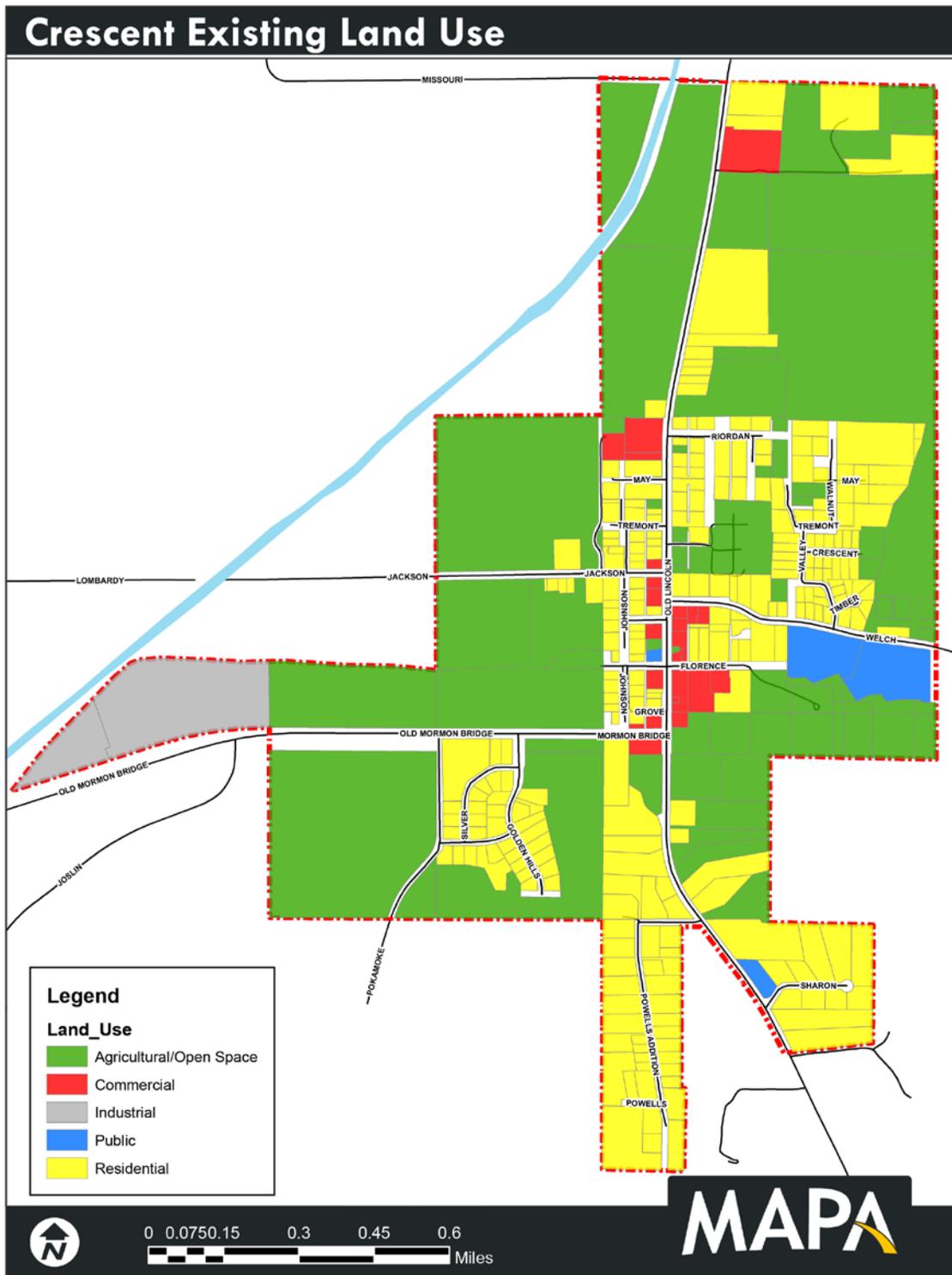
The city's defined commercial district is along Old Lincoln Hwy.

Industrial uses are mainly located along Old Mormon Bridge Road/Hwy G37.

- Agricultural and Recreational Land Use

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Figure 4.1, Crescent Existing Land Use Map



Land Use Projection and Trends

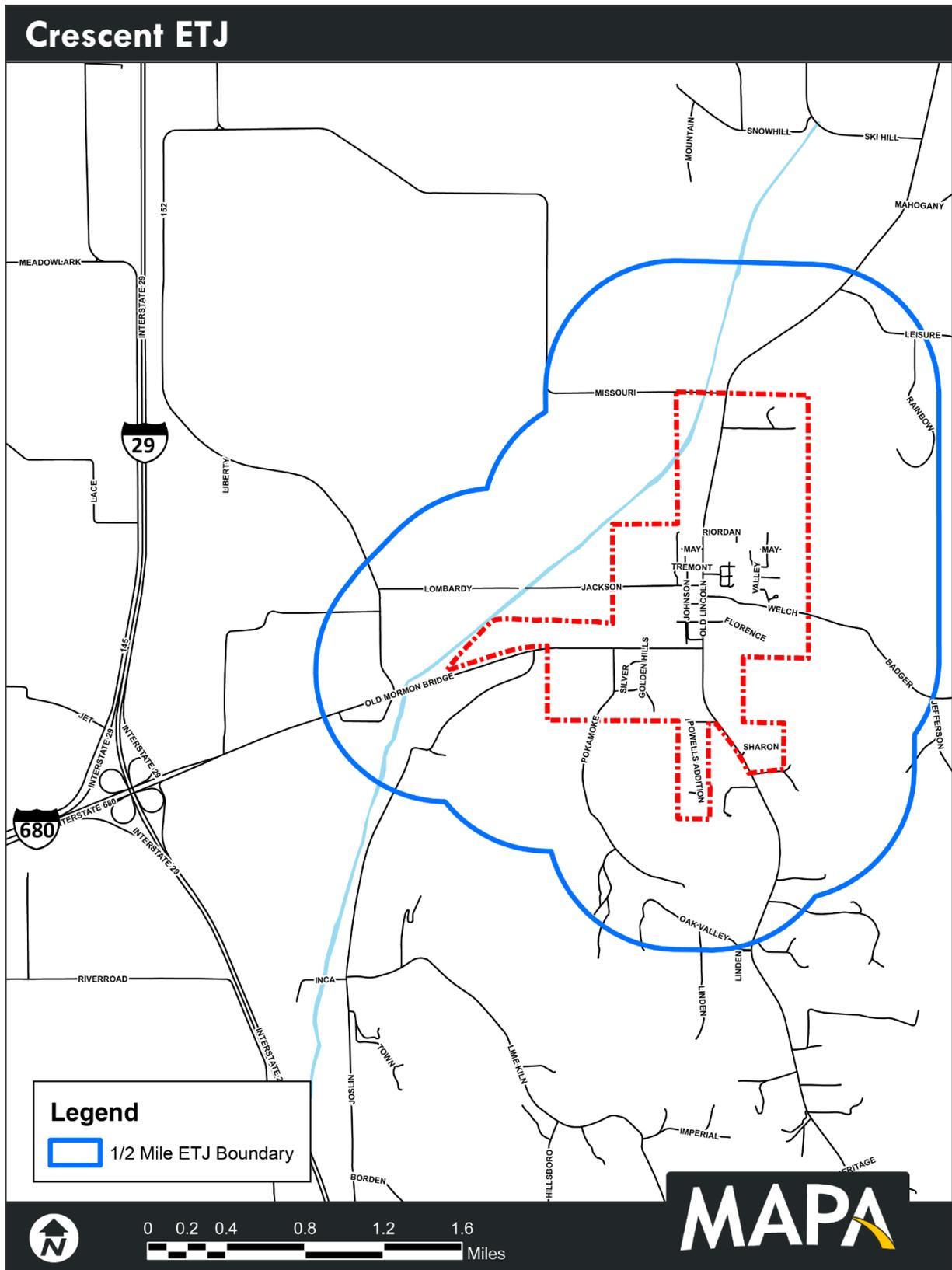
Residential uses will continue to dominate the city of Crescent. The trend of residential commuters migrating to Crescent will continue, keeping Crescent a predominantly residential town. There is some potential for commercial and industrial expansion, particularly along the Old Mormon Bridge Road/G37. The Pigeon Creek floodplain to the west and rolling hills to the east are significant barriers to growth of the city. The trend of residential development will most likely continue to occur to the west and north of city limits, away from the floodplain.

Extra-Territorial Jurisdiction

The planning jurisdiction for the City of Crescent includes the area within the city limits of the City of Crescent as well as the two-mile extra-territorial jurisdiction of the City. Although permitted 2 miles by Iowa Code (Chapter 414), planning within a ½ mile is more likely for a community the size of Crescent. Both the City of Crescent and Pottawattamie County accept and agree to the outlined development policies and implementation measures regarding annexation, zoning, and subdivision review of areas located within the 1/2 -mile extra-territorial jurisdiction of the City.

Pottawattamie County Comprehensive Plan 2030 emphasizes the need to keep development efficient and identifies the future land use within the 1/2 mile Crescent ETJ is Urban Transitional which is defined as: "Lands within ½ miles of each of the cities should be the area of concentration for non-farm rural dwellings, and commercial and industrial uses that prefer not to or should not be located within the corporate limits of a city. Given the close proximity of municipal services, such as emergency medical, utilities, and other municipal facilities, the areas within two miles of each city are ideal locations for non-farm land use types."

Figure 4.2, Extra-Territorial Jurisdiction



COMMUNITY GROWTH PLAN

By establishing proactive community development policies and adhering to a vision of how the community should grow, Crescent has the potential to successfully attract residential and commercial development, sustain a stable tax base and continue to provide quality public services to all. The sum of all community development policies and the strength of community development principles will determine, to a great extent, future land use in the city. The Community Growth Plan consists of two parts:

Community Growth Principles, setting forth the basic premises and community values used to guide all development actions,

And

Community Development Policies, establishing areas of specific development focus and providing avenues to accomplish the goals contained in the plan.

General Principles

When considering development plans, ask: “Does the project/plan conform to the guiding principles?”

Concentric Growth: Crescent’s growth should occur in a logical procession from city limits outward.

Managed Growth: Areas identified for growth should be related to regional demand in the housing market and land demand for commerce and industry. Development policy should emphasize the need to provide multiple housing choices or location opportunities for potential residents and businesses. However, development policy should balance the need for choice with the need for orderly development and infrastructure extensions.

Responsible Growth: A basic, continuous network of streets and open spaces should be pre-planned to maintain linkages between traditional city and newly developing areas. As Crescent grows, the city should maintain to some extent the grid street network that characterizes the established part of town. New subdivisions and streets should not be considered as “standing alone” but should provide increased mobility and accessibility for all residents.

Growth with the Land: Crescent’s topography and natural features have hindered growth to some extent, however, there are opportunities to expand without severe environmental limitations. Future development should reflect patterns of the land, using drainage corridors and creeks as greenways that create a linked open space system and connect the city’s neighborhoods.

Land Use Policies

Create Capacity for Growth: Crescent has already taken a proactive approach in providing space for residential expansion. Continuing the planned residential growth areas to the west and south is recommended.

Phased Annexation: A program of phased voluntary annexation is recommended. Annexation of developable land will provide capacity for the future expansion of Crescent. This is known as an “urban reserve.” The use of TIF and other financial incentives can draw residential and commercial development into a community – but land must be incorporated into the city in order for those

incentives to be offered. The first step in phased annexation is to gauge landowners' willingness to annex and their future plans for their property. Landowners immediately adjacent to city limits should be the first tier of annexation and those parcels should logically be the first to develop. Fringe, or leapfrog development should be discouraged as it places greater burdens on utility infrastructure and creates fractious land use patterns. Discussing future land use plans with landowners is the most critical step to creating capacity for development. Obtaining voluntary petitions for annexation most often does not occur until a subdivision plat is ready for approval, however, many landowners may find it beneficial to have land annexed prior to a development beginning. Once land is annexed, the city can prepare for utility extensions to the territory.

Zoning and Subdivision Regulations: Zoning and subdivision regulations are the “teeth” behind a comprehensive plan. This plan will establish the desired land use patterns and orderly development for the City of Crescent, however, zoning and subdivision regulations reinforce those ideas with actual regulatory power. The zoning map (see Crescent Zoning Ordinance), indicating what areas of town are suitable for certain types of development, will essentially mirror the current land use map (see Figure 4.1) included herein. Subdivision regulations will ensure that any new development is constructed to be efficient, safe and compatible with the rest of the community. Zoning and subdivision regulations are being drafted in conjunction with this plan.

Building Permits and Impact Fees: Requiring all new construction to obtain a building permit will ensure conformance with established land use regulations and will be essential to enforcing zoning and subdivision regulations upon adoption. Fees charged for building permits can pay for the cost of inspections to ensure proper construction methods and quality. Private firms or individuals, or even larger cities, can provide inspections and permit administration on a contract basis. Impact fees should also be charged for connection to city utilities. An engineering firm can calculate the impact that an average new home or business will have on a wastewater or water treatment plant and translate that impact into a monetary value on a per home, or per acre basis. Assessing these impact fees to new development will ensure that future upgrades or expansions needed as a result of new development can be sustained.

Figure __, Future Land Use Map

[Insert map]

CHAPTER 5

PUBLIC FACILITIES & INFRASTRUCTURE



TRANSPORTATION

Transportation can be seen as the fabric that ties together all components of an urban area. In addition, public streets often represent the greatest percentage of publicly owned territory within a city and consequently are the most utilized and important civic spaces. The appearance and condition of public streets have a great effect on the health and value of property within the city. Quality public streets that safely and efficiently accommodate vehicular traffic, sidewalks that allow easy and universal accessibility to all, and landscaped rights-of-way that add to the quality of life are all essential functions of a transportation network. This section of the Crescent Comprehensive Plan provides an analysis of the existing transportation network in Crescent, highlights existing or emerging circulation problems, and provides suggestions on how to enhance accessibility options and create a transportation network that does much more than provide a paved surface to drive upon.

Transportation

- Create a network of effective sidewalks for several use types.
 - Actively monitor and apply for grant funding opportunities such as Safe Routes to School.
 - Periodically inspect the physical condition of community sidewalks to mitigate deterioration.
- Provide a transportation system throughout Crescent for the safe and efficient movement of people, goods and services.
 - Develop and adopt a one- to five-year transportation improvement plan.
 - Actively participate and coordinate with the Omaha-Council Bluffs area Metropolitan Planning Organization, administered by MAPA.
- Create and maintain design standards and policies for various classes of streets, roads, highways, and bridges to enhance the function and safety of the roadway and street system in Crescent.
 - Consult with regional and state transportation agencies regarding design standards and best practices.
 - Adopt transportation infrastructure design standards.
- Install/repair streets as needed.
 - Develop/revisit capital improvement plan to prioritize street improvements.
 - Direct public monies in reserve fund specifically for street improvements.
- Update/enforce subdivision regulations to guide new street construction.
 - Consider development activity and trends when planning for new roads.
 - Consider the initial and ongoing cost of extending road infrastructure.

Existing Conditions

- **Streets/Roads**

Crescent's transportation network consists of approximately 7 centerline miles of streets, most of which are paved. Most of the streets are hard surfaced, including Mormon Bridge Road and Old Lincoln Highway, the primary routes through the community. Many of the streets need to be re-paved, and most do not have curb and gutter. Additionally, due to the layout of some of the streets in Crescent, lighting improvements have been identified as a need to increase vehicle safety. The City would also like to implement streetscape improvements along Old Lincoln Highway, providing a true Main Street for the community and showcasing the historic integrity of the area.

Old Mormon Bridge Road/G37 runs east/west through town and intersects with Interstate 29 to the west. Old Lincoln Highway that runs north/south and intersects Old Mormon Bridge Road/G37 within Crescent. Together the highways provide good access through the Crescent.

Both the Old Lincoln Highway and Old Mormon Bridge Road are part of the Iowa Lincoln Highway Heritage Byway that ultimately runs 472 miles across Iowa and retraces important segments of the original highway, passing significant landmarks that help to tell its story (include on side margin with byway sign image).

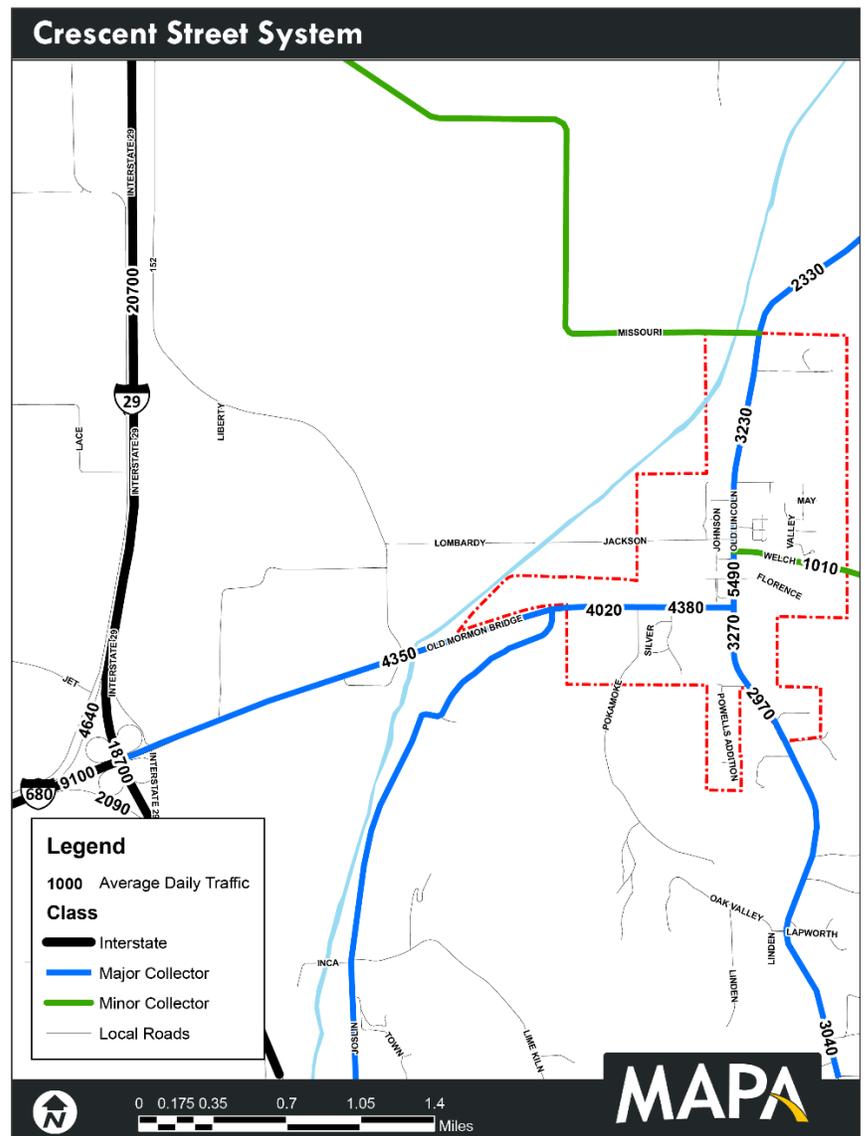
Due to the topography of the Loess Hills and how the city has developed, the city does not have a traditional grid street network which creates a serious challenge for easy circulation on city streets. The existing system does not provide efficient travel options by effectively distributing traffic and or reducing significant impact on any one street, reducing the need for maintenance and making it easier to reroute traffic in the event of repair, reconstruction or emergency. A main concern and example of this is that only one road crosses Crescent Creek - Old Lincoln Highway.

Figure 5.1, Crescent Street System

- Trails and Sidewalks**
 The sidewalk system within Crescent is not complete. The city is divided by 2 Highways, G37 and L20. Traffic levels on both roads make it a challenge to cross, getting to other parts of the community, especially the elementary school.

Individual property owners are responsible for maintenance of the right-of-way between the roadway and abutting property.

- Transit**
 Crescent and the County are served by Southwest Iowa Transit Agency (SWITA). SWITA services are open to the public. On demand service may include medical trips while regular routes may include work routes (for example:



Council Bluffs to Oakland for Oakland Foods). Transit options should be considered and encouraged whenever feasible.

Transportation Policies

Develop Transportation Plan

Developing five and ten-year transportation plans will ensure that the city's current commitment to upgrading roadways is continued into the future. Road Use Tax can continue to be used for maintenance and improvements to streets and right-of-way properties in the community. A five-year plan should be developed to deal with street maintenance and repair. A ten-year plan should also be drafted to prepare for long-term roadway improvements. This will allow the city to plan and prepare for minor and major improvements and help to utilize tax revenues in the most efficient manner.

Update, Adopt and Enforce Subdivision Regulations

The layout and character of new neighborhoods will largely be determined by the roadways built to serve those areas. It is essential that new roadways and future transportation needs be examined to ensure that new development does not conflict with those needs. Many proposed roadways in the Community Growth Plan (Future Land Use Map) are logical extensions of existing streets. Engineering limitations and economic concerns will determine the actual location and orientation of these new streets, however, it is vital that those streets are safely and efficiently constructed so as to not burden future taxpayers with unneeded repairs and replacement due to failure. Subdivision regulations will detail how city streets are built and will also require the inclusion of curbs and gutters, sidewalks and other incidental features.

HOUSING

Crescent's housing stock can be viewed as critical infrastructure and the maintenance, enhancement and continual development of it are essential to sustaining and improving upon the level of service and quality of life that residents currently enjoy. The housing supply represents the city's largest capital investment and the value of the housing stock largely determines the fiscal health of the city. This section of the plan analyzes current housing conditions, examines regional trends in the housing market, sets goals based on identified community needs, and provides policy solutions to ensure that quality housing is available for all residents.

Housing Goals and Strategies

- Continue to create new housing developments.
 - Actively solicit housing developers in the region.
 - Develop needed infrastructure to handle new growth.
- Promote development of residential options for all income levels.
 - Hold a housing developers/builders summit to discuss housing demand and needs.
- Encourage future residential development that is compatible and complements existing neighborhoods.
 - Maintain an open dialogue with developers to ensure future development complements the character of neighborhoods throughout the city.
 - Regularly revisit Crescent's Zoning Ordinance and Subdivision Regulations.

Current Conditions and Trends

Unlike many small rural communities, Crescent does not have a large portion of housing stock built prior to 1940. Crescent was not incorporated until 1957, therefore the majority, approximately 63 percent, of the city’s housing stock was built after 1969. By contrast, 42 percent of Pottawattamie County’s housing stock was built in the 1970s or later. Table 5.1 illustrates the share of housing by age in Crescent and the county.

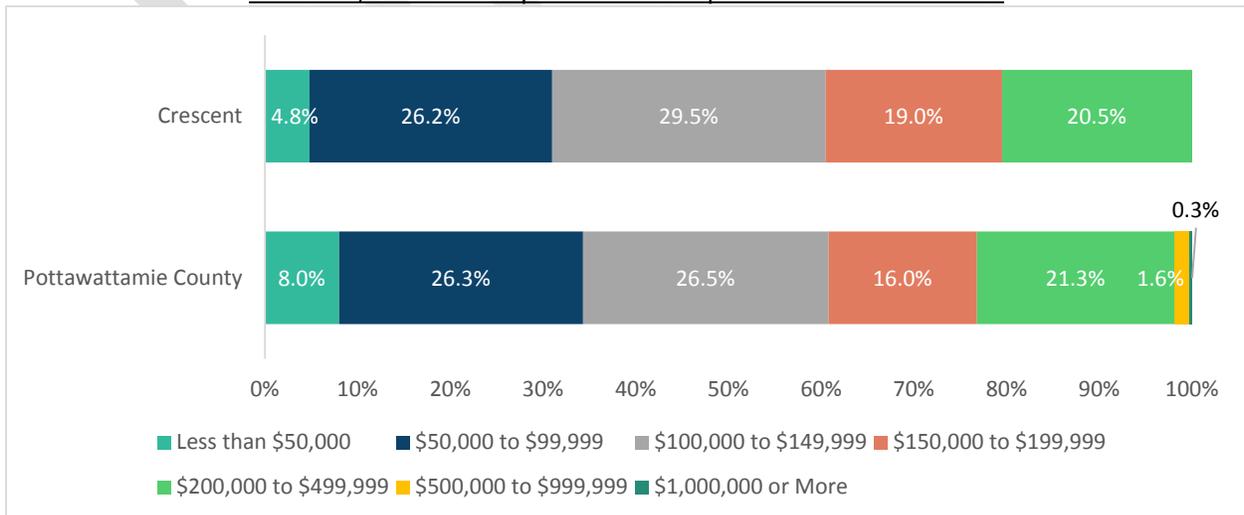
Table 5.1, Year Structure Built Comparison – 2013 Estimates



Source: U.S. Census, American Community Survey

Owner-occupied housing values in Crescent were higher in some areas compared to Pottawattamie County. Proportionally Crescent had three percent more homes valued between \$100,000 to \$149,000 and \$150,000 to \$199,000 than the county. Crescent also had three percent fewer homes valued below \$50,000 than the county. The 2013 American Community Survey estimated the median value of owner-occupied housing units at \$137,200; Pottawattamie County’s median value was \$126,300. See Table 5.2 for further comparison.

Table 5.2, Owner-Occupied Value Comparison – 2013 Estimates



Source: U.S. Census, American Community Survey

Regional Trends

Many communities surrounding the Omaha-Council Bluffs metropolitan area have experienced small housing booms corresponding with fluctuations in the national housing market. When interest rates and development costs are comparatively low, people often look to “move up” to higher value homes in bedroom communities. This trend is expected to continue, however, a newer trend that is occurring nationwide is towards condominiums and attached two-family living arrangements. This is more flexible for replacement housing on reclaimed or vacant lots. As jobs and housing become more dispersed, people will look to communities such as Crescent as places to live. In the past that has been reserved almost exclusively for higher income commuters, but now residents of all income levels are able to commute into the Omaha metro.

Housing Characteristics

The 2013 American Community Survey estimated that there were 224 total housing units during the survey period, though that estimate is likely higher as the 2010 census counted 241 units. Much like the county, the majority of Crescent’s housing stock was owner-occupied – 99 percent of the city’s total housing units were one-unit/attached. Crescent has also had a low vacancy rate over time. Table 5.3 shows housing characteristics in Crescent over different periods.

Table 5.3, Crescent Housing Characteristics

	2000	2010	2013*
Number of housing units	195	241	224
Number of occupied housing units	192	235	224
Owner-occupied housing units (%)	92.2%	88.5%	93.8%
Renter-occupied housing units (%)	7.8%	11.5%	6.3%
Vacancy rate (%)	1.5%	2.5%	0.0%
* Five-year estimates from American Community Survey			
<i>Source: U.S. Census, American Community Survey</i>			

Table 5.4, Crescent Household Characteristics

	Total Households	Family Households	Non-family Households	Average Household Size	Average Family Household Size
2000	192	153	39	2.8	3.2
2010	235	177	58	2.6	2.9
2013*	224	164	60	2.5	3.0
* Five-year estimates from American Community Survey					
<i>Source: U.S. Census, American Community Survey</i>					

Crescent will support and comply with the **Fair Housing Act**. This is a federal act in the United States intended to protect the buyer or renter of a dwelling from seller or landlord discrimination. Its primary prohibition makes it unlawful to refuse to sell, rent to, or negotiate with any person because of that person's inclusion in a protected class.

Housing Policies

Adequate Space for Expansion

Adopting updated zoning and subdivision regulations will ensure that new housing is located so as to provide the best benefit for the city as well as potential new residents. Zoning adequate space for residential expansion is vital to ensuring that there are enough housing units in Crescent. By sustaining and expanding high density or multi-family zoning districts, the city effectively encourages the development of alternative housing choices. The development of multi-family zones could be located within new subdivisions. Single-family zoning districts can be located further from major transportation links and the established city core.

FACILITIES AND UTILITIES

Capital facilities represent major community investments which are essential to the efficient and safe operation of city government and vital to the quality of life. Residents' satisfaction with their community is tied closely to their experiences and perceptions of these facilities. Having quality public buildings and infrastructure also is needed to provide capacity for the growth of a community. This section of the plan analyzes current condition of public facilities and utilities, sets goals based on identified community needs, and provides suggestions on how to go about accomplishing those goals.

Facilities and Utilities Goals and Strategies

- Increase lagoon capacity to allow city to grow.
 - Project future wastewater capacity requirements based on growth models/development trends.
 - Encourage focused and strategic growth to maintain current lagoon capacity for the immediate future.
- Improve storm water drainage.
 - Consider applying for financial assistance (when available) under the Federal Emergency Management Agency's Hazard Mitigation Grant Program, which provides 75 percent funding for storm water improvements.

Water Supply/Storage/Distribution

The City's municipal water supply is provided by the city of Council Bluffs. The City constructed a bulk water main in 1990 to purchase water from Council Bluffs Water Works. The supply line is connected to the city's water tower, which is located on the south end of the city near the terminus of Powell's Addition. The water tower holds 50,000 gallons and was built in the early 1970s. The City has identified the need for some repairs to its tower, and based on growth projections may require a larger tower to

dropped below 15% and is improving as the City discovers improper connections and replaces meters. The water distribution project involved replacement of 2" cast iron mains with 4" and 6" PVC lines, looping of the system to improve water pressure, and installation of tracer wire for better location of lines to expedite repairs.

Wastewater Collection and Treatment

The City of Crescent completed construction of a new sewer system in 2004. The system consists of collection mains and a wastewater treatment lagoon, and replaces individual septic tanks which were previously utilized by residents and businesses for wastewater treatment. Based on the age of the system, there were no immediate improvement needs identified for wastewater treatment until floodwaters damaged the lagoon in 2011. Repair costs equal what it cost to build the facility and the City completed these repairs 2015. Rapid growth and development could require more collection mains, but the lagoon appears to have sufficient treatment capacity to accommodate anticipated growth. Presently, there are 312 sewer customers in the community, with an average monthly bill of \$36.00. There are still some residences that need to be connected to the new sewer system.

Storm Water Collection System

With the exception of any new development after 2003, the City has a very limited underground storm sewer system. Much of the storm water is channeled through a ditch and culvert system which no longer working effectively in many parts of the community and needs to be improved. During a heavy rain event, water pools on Old Lincoln Highway (and others) and causes access issues until it drains.

Utilities

Many of the city's utilities are provided by private companies.

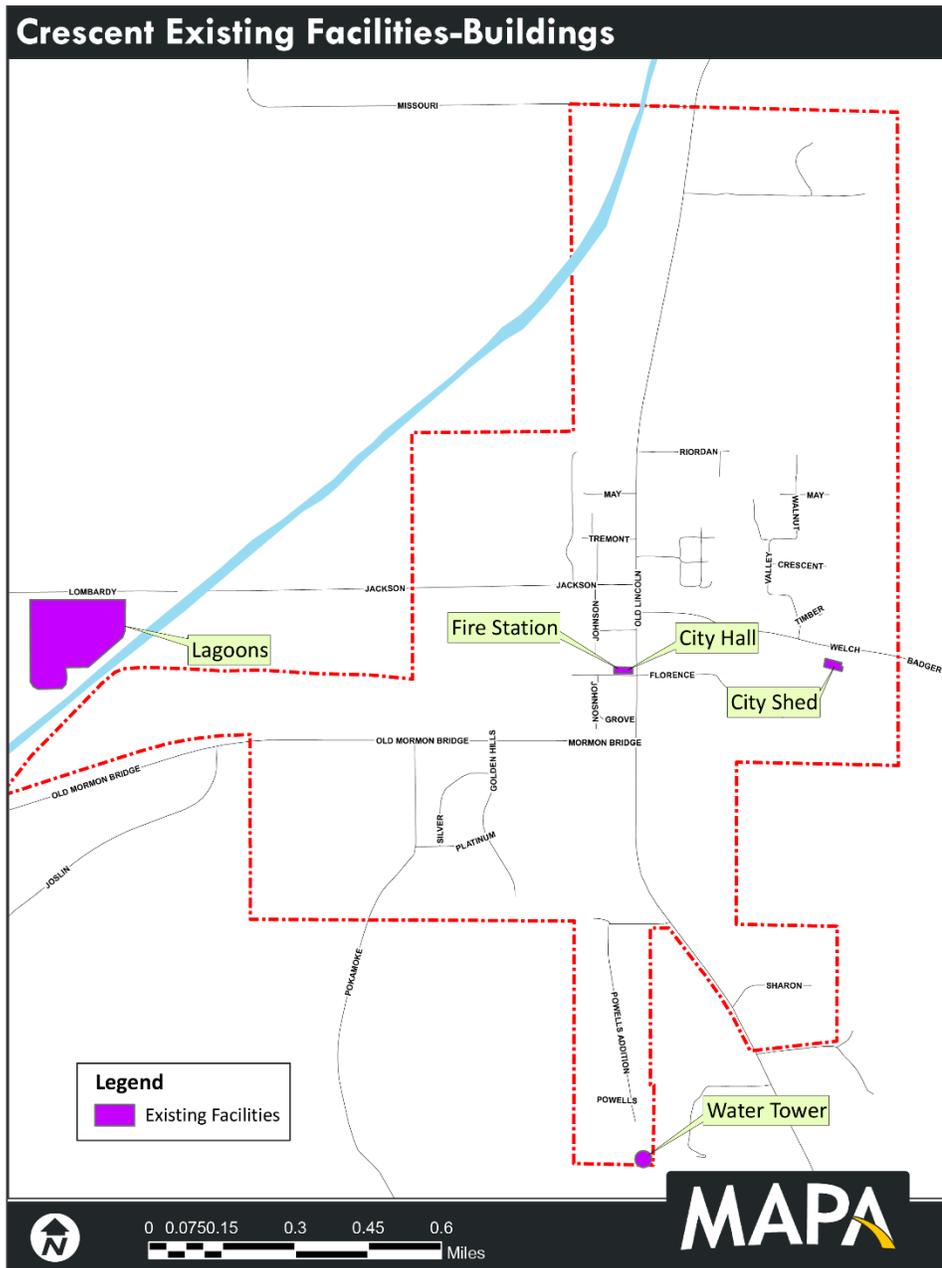
Service	Provider
Cable/Satellite	Cox Communications, Direct TV or Dish Network
Electric	Mid-American Energy
Internet	CenturyLink or Cox Communications
Natural Gas	Black Hills Energy
Phone	CenturyLink or Cox Communications
Solid Waste	Individual contracts
Water	City of Council Bluffs

Public Buildings

Community buildings are important to the services a City provides. All Crescent facilities are in good to new condition additional space is desired.

Facility	Location	Condition	Issue(s)
City Hall/Community Building	102 W Florence St	Good	Too Small
Fire Station	102 W Florence St	Good	Too small
Maintenance Building	517 E Welch St	New	None

Figure 5.2, Existing Facilities-Buildings



PARKS AND OPEN SPACE

Parks and open space are critical to the environmental, social, cultural and economic health of a city. Without adequate open space the quality of life diminishes. The environment suffers from urban land use in the form of increased storm-water runoff and lack of natural habitats that contribute to water and air quality. Open space and parks also contribute significantly cultural and social life, giving residents a place to meet and while participating in recreational activities together, creating bonds that otherwise would not have existed. Parks and open space are often listed as being one of the important parts of the “quality of life” in a community. Parks also provide space for cultural events and youth sports that not

only add to the quality of life, but infuse money into local businesses. Economically, parks and open space are vital. Increased costs for water purification, among other things, can result from a lack of open space as natural habitats filter out impurities. Open space functions as storm-water infrastructure as well. Consequently, open space is best located in drainage basins and near watercourses. Parks can be a draw for tourists, bringing people into a community for restaurants or supplies. This section of the plan analyzes the existing condition of parks and open space in Crescent and examines regional trends in the development and use of parks and open space. From this information and information received from the community goals are set for the future and suggestions are made as to how to accomplish those goals.

Parks and Open Space Goals and Strategies

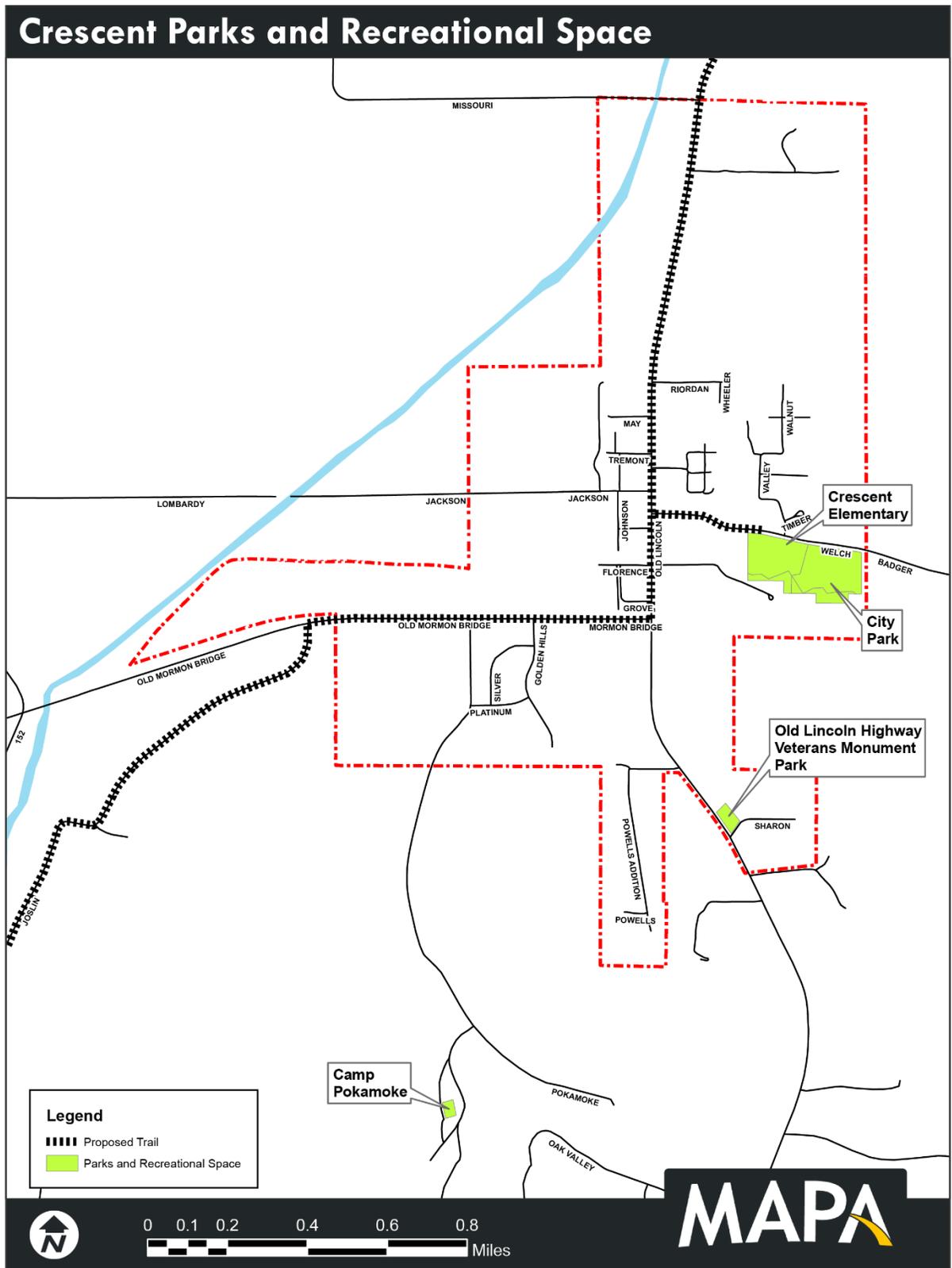
- Develop an efficient and good quality sidewalk system throughout the community.
 - Actively monitor and apply for grant funding opportunities such as Safe Routes to School.
- Work to build a community trails system that links into trails planned by Pottawattamie County.
 - Coordinate with Pottawattamie County Trails Association to determine opportunities and funding sources for trail improvements/development.
- Realize opportunities for recreational space as community grows.
 - Solicit citizen input to determine local wants and needs related to recreational facilities.
- Utilize floodplain space for recreational uses.
 - Establish an overlay zoning district for floodplain management; restrict development to recreational uses.

Existing Conditions

Crescent's citizens have a wide variety of recreational opportunities available in or near the community. The condition of Crescent's existing parks and recreation infrastructure is generally good. Parks and recreation locations include:

- The city park is located on East Welch Street on the east side of town provides a ball field, tennis court, sand volleyball court, playground equipment, open shelter, batting cage, restrooms, concession stand and a walking/jogging track.
- Old Lincoln Highway Veterans Memorial Park is located on Old Lincoln Highway at Sharon Drive which includes the city's Eagles of Honor monument, 1 of 14 eagles located within each of the Pottawattamie County communities and the county, greenspace and a gazebo.
- Crescent is currently renting a pool located at Camp Pokamoke.

Figure 5.3, Parks and Recreational Space



Other recreation nearby includes:

- **Mount Crescent Ski Hills** located 4 miles north of Crescent that includes several slopes to accommodate skiers and snowboarders of all skill levels.
- **Hitchcock Nature Center**, a popular county park, located 6 miles north of Crescent that includes hiking, camping, and many other outdoor opportunities.
- **DeSoto National Wildlife Refuge**, an 8,300+ acre federal park, located 20 miles northwest. The refuge has traditionally been part of the migration route of birds and is home to the Bertrand Steamboat, a steamboat that sank in the Missouri River in 1865.

Regional Trends

A nationwide trend of multi-purpose trail building is having a great impact on the Omaha Council Bluffs metro area. A countywide trail is currently being planned and implemented Pottawattamie County. Council Bluffs has committed to building a trail network along many of the major floodways, taking advantage of the abundant open space in floodplains and providing a useful purpose to land that otherwise cannot be utilized. A trail runs nearly the entire length of Mosquito Creek within Council Bluffs city limits. Omaha's Keystone Trail is one of the nation's most extensive urban trails and is very heavily utilized. Trails have shown to be great economic development tools, even within this region. Towns like Malvern, Silver City, and Mineola have all benefited tremendously from the Wabash Trace Nature Trail. Aside from the health and well-being benefits of recreation, a trail can provide alternative transportation options, which have numerous economic and social benefits.

A second trend in regional recreation habits is towards regional weekend excursions. Due to rising prices of gasoline and other economic difficulties, many people have begun to abandon the long summer vacation routine in favor of smaller weekend trips close to home. The rising popularity of places like Hitchcock Park is evidence of this trend. County Conservation Boards and cities are making tremendous efforts to include campgrounds in recreation areas to accommodate weekend travelers. Funding for new campgrounds, playgrounds and other basic park improvements is on the rise, second only to the funding available for trails.

Parks and Open Space Policies

The following are policy recommendations that will allow Crescent to achieve the goals listed in the previous section and may open up new opportunities for enhancement of recreational opportunities for residents.

Create a Floodplain Zoning Overlay That Preserves Open Space

Creating a zoning overlay that protects floodplain land from irresponsible development and filling will help to reserve productive farm ground, and will create an open space reserve that will benefit all. Filling of the floodplain may be allowed where prudent or necessary for economic development.

CHAPTER 6

PLAN IMPLEMENTATION & MAINTENANCE



Successful delivery of planning activities is a clear understanding of the tools available for the maintenance and implementation of the comprehensive plan. This chapter of the plan recommends maintenance and implementation procedures most appropriate for Crescent. Included is a discussion of land use regulations, public and private capital investments and the annual review of the comprehensive plan and plan amendments.

IMPLEMENTATION

Capital Improvement Program

In order to implement projects, a Capital Improvement Program would be very helpful for the city. This can be done using data gathered by the city in the development of its Infrastructure Needs Study and Strategic Plan, a strategy for completing specific capital improvements in a systematic fashion, with considerations made for availability of financial resources (local, state, federal and private) and priority of needed improvements as they relate to the city's overall development goals. Part of this strategic planning process documents needed capital improvements, details estimated costs for the improvements, and provides information on how the projects could be financed.

This can be considered the basis for the city's Capital Improvements Program and thus, is an essential part of this comprehensive plan. As projects are completed, the Capital Improvements Program should be reevaluated to determine if there are new needs. This program is a vital instrument to the city's budgeting process and any improvement undertaken should first be reviewed for compliance with both the Capital Improvements Program and the Comprehensive Plan.

Plan Maintenance

The scope of the 2016 Crescent Comprehensive Plan is long term and contains many ambitious goals. When taken as a whole, the plan presents many long and short-term goals that will place significant burdens on the city. However, developing an implementation schedule will guide city officials in the decision making process and will allow the city to gradually cross off goals contained in this plan. Every year, the city should review this plan and determine which goals can feasibly be completed. This review should be in the form of report that:

- Summarizes key land use developments in the past year and relates them to the goals contained in the comprehensive plan.
- Reviews action taken by the city during the past year to implement plan recommendations.
- Define any changes that should be made to the comprehensive plan.

In this way, the Crescent Comprehensive Plan is a dynamic, changing document that is actively used by the city.

FINAL REPORT

Public participation throughout the planning process was facilitated through meetings with the Crescent Planning Commission, city staff, and citizens. Without the guidance and oversight of the planning commission, and the authorization of by city council, this plan would not have been possible. The recommendations contained herein are based on identified community needs and represent the first step in planning for and maintaining the services, infrastructure, and public amenities that make life in Crescent pleasurable, safe, and healthy. Dedication to implementing the projects in this plan and

diligence in maintaining and updating all planning documents is necessary to ensure that the quality of life in Crescent is maintained and enhanced in years to come.

DRAFT