Creswell Economic Development Strategic Plan

TECHNICAL MEMORANDUM 1: EXISTING ECONOMIC PROFILE

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I. Purpose

The Purpose of this memorandum is to generally characterize Creswell’s existing economic profile, including key local, state, and national economic trends, as well as key City economic policy, plans, and other documents.

II. Introduction

As with all communities, economic development in the City of Creswell requires deliberate and ongoing coordinated planning. The City’s existing analyses, strategies, plans, and policies are incomplete or in need of updating. The City Council has directed staff to pursue an Economic Development Strategic Plan to capture current local vision, perspectives and values related to Creswell’s economy and, as such, provide a strong community foundation for completion of the City’s Economic Opportunities Analysis, a statutorily required analysis necessary for economic development pursuits in Oregon (e.g. urban growth boundary expansions). The Economic Development Strategic Plan can also serve more broadly as a tool for economic development activities in Creswell. Where EOAs are focused on more quantitative analyses dictated by Oregon Administrative Rules and designed primarily to support Urban Growth Boundary (UGB) expansion, the Economic Development Strategic Plan will be aimed more directly at establishing a community vision, building stakeholder support, and establishing clear and timely goals and actionable strategies for implementation.

Economic Development Planning is not new to the City of Creswell. The Economic Development Strategic Planning process will initially draw on insights from existing studies and plans, such as an Economic Development Plan developed in 2004 and several iterations of an Economic Opportunities Analysis (EOA), including a draft version from 2019. Each of these different plans and studies have different approaches and focus.

Lane Council of Governments (LCOG) has been contracted to work with local decision makers and stakeholders to prepare the Plan. The process is expected to be completed by Spring 2022.

Economic Development Strategic Plan Study Area

The primary study area for the Creswell Economic Development Strategic Plan is the Creswell Urban Growth Boundary (UGB). Some analysis in the Strategic Plan may extend beyond the UGB boundary to incorporate the rural areas surrounding Creswell where activities and neighboring community members are directly relevant to economic development decisions and activities; this could include, among other things, local producers, consumers, and workforce.
Stakeholder Engagement
The Economic Development Strategic Planning process will rely heavily on stakeholder engagement. City leadership directed the formation of an Advisory Group to guide the development of the Plan. Stakeholder engagement will also include interviews, small focus group discussions with stakeholders, and a public open house. These activities are summarized below. See Appendix “A” for a full public outreach strategy.

ADVISORY GROUP
The Advisory Group is made up of individuals representing a diverse range of backgrounds, including business owners, civic leaders, state and local subject matter experts, decision making body representatives, and County and State regional partners. The role of the Advisory Group is to represent community economic interests, provide technical assistance, and guide development of the Plan.

Creswell Economic Development Strategic Plan Advisory Group

<table>
<thead>
<tr>
<th>MEMBER</th>
<th>AFFILIATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>ARIEL RUBEN</td>
<td>RAIN</td>
</tr>
<tr>
<td>BOBBY LADLEY</td>
<td>Chamber of Commerce</td>
</tr>
<tr>
<td>DR. MATTHEW BAHEN</td>
<td>Emerald Valley Dental</td>
</tr>
<tr>
<td>JENNA CUSIMANO</td>
<td>Lane County Community &amp; Economic Development</td>
</tr>
<tr>
<td>JESSICA LANDSTRA</td>
<td>Planning Commission</td>
</tr>
<tr>
<td>JIM ST. CLAIR</td>
<td>St. Clair Properties</td>
</tr>
<tr>
<td>JOSH KNUDSEN</td>
<td>Earth Lab Botanicals / Wise Woman Herbals</td>
</tr>
<tr>
<td>MELISSA MURPHY</td>
<td>Business Oregon</td>
</tr>
<tr>
<td>SHELLY CLARK</td>
<td>City Council</td>
</tr>
<tr>
<td>SUSAN BENNETT</td>
<td>Planning Commission</td>
</tr>
</tbody>
</table>

PUBLIC OUTREACH
The Economic Development Strategic Planning process will also include seven to ten stakeholder interviews, up to three focus group interviews, and a public open house. The purpose of these outreach activities will be to gather feedback on Strengths, Weaknesses, Opportunities, and Threats (SWOT) and to develop vision, goals, and strategies. Due to the COVID-19 pandemic, all engagement activities have been anticipated as remote video conference meetings, with the potential for in-person meetings evaluated on a case-by-case basis according to current State guidelines and City policies.
III. Community Profile

An assessment of key economic and demographic data can help guide and inform the goals of the Creswell Economic Development Strategic Plan and ensure that the Plan is reflective of all residents and businesses located in Creswell.

Creswell Economic History

EARLY SETTLEMENT
The Creswell-Cloverdale area was historically inhabited by Kalapooia Indians, consisting of a variety of tribes located at Enterprise, Cloverdale, and Cottage Grove. The Donation Land Claim Act of 1850 established agricultural activity in the area, and in 1852 W.R. Jones settled in Cloverdale and established a grist mill. The first store in the area was opened by John T. Gilfrey during 1854 and W.R. Jones laid out a townsite for Cloverdale in 1855, in anticipation of the future location of the railroad.

FOUNDING OF CRESWELL
During 1871, the Oregon-California railroad came south from Eugene, along the west side of the river to a point just north of what is now the City of Creswell. This prompted J.T. Gilfrey to move his store from Cloverdale to the Creswell area in 1871-72. Creswell was founded in 1872 with land donations of five acres each by Alvin Hughes and James Rovinett. Creswell was named after John Creswell, who was US Postmaster General at the time the post office was opened in 1873.

With the completion of the railroad through Creswell, new settlers began to move into the community. The period 1875 to 1909 was one of rapid growth, with a population of 500 being attained in 1885. By 1893, the area around Creswell was devoted to wheat and raising of large numbers of cattle and hogs.

INCORPORATION AND GROWTH
With the arrival of more people due to the Bohrnstedt Company’s promotion of 5,000 acres of fruit tree groves, the need for city government became evident. In June 1909, a community election resulted in incorporating the City. In a short time the City could boast of the Creswell Telephone Company, established in 1910, a cannery completed in 1913, a prune-dryer, tile factory, livery stable, two drug stores, two dentists, three doctors, a jewelry store, millinery store, four groceries, apple packing plant and a theater known as “The Opera House.”

Creswell Irrigation Association is the result of acquiring an 1879 water right, the second oldest in the State, to provide water for agricultural uses along its ditch system. The initial ditch supplied water to operate a flour mill and drive a turbine which supplied Creswell with electricity. The ditch currently irrigates a little under 400 acres of land with the potential of irrigating 1,500 acres of adjacent land. A modern municipal water system has evolved over the years, a new City Hall and

1 Narrative in this section is adapted from the Creswell Comprehensive Land Use Plan (1982), pp. 3-5.
Fire Station were completed in 1940, and a modern lagoon type sewer system, one of the first of its type in the State, was completed in 1962.

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

**RECENT HISTORY**

Over the past half-century, the City of Creswell has grown from being predominantly a farming community to a city with close ties to the Eugene-Springfield metropolitan area. Creswell has continued to experience strong population growth; the City grew 47.2 percent during the 1990s, making it the fastest growing city in Lane County. By 2020, the population was over eight times what it was in 1950. Growth in Creswell has been fueled by its proximity to the metro area, relatively lower housing costs, and desirable small-town atmosphere. Since the late 1980s, Creswell has increasingly become a satellite community for Eugene, which has caused substantial residential development and driven the conversion of industrial lands to residential, particularly on the northern end of the community.

In recent decades, the economy has continued to drive development in Creswell, primarily through agricultural development and value-added cultural products. Fircrest Farms, a chicken production facility, was a significant employer in Creswell until it shut down in the mid-2000s, and wealth was concentrated at the Mazama Mill (also known as Bald Knob Mill), which employed many local residents. Creswell also saw substantial development and business activity with the revitalization of the Emerald Valley Resort, residential development around the resort, and the development of the Creswell Marketplace shopping center and surrounding commercial uses east of I-5 in the early 2000s. Land development patterns have changed as the economy of Creswell has shifted from primarily industrial and agricultural businesses toward provision of housing for residents accessing employment in the Eugene-Springfield Metro area.

Today, Creswell has a relatively diverse economy, with an employment distribution similar to that for Lane County as a whole. Creswell’s proximity to larger urban areas and location on I-5, combined with its small-town character, makes Creswell attractive to residents and businesses who want to live and work in a community with small-town character but still need access to urban amenities, a large and skilled workforce, and supplies and services available in larger communities, as well as access to major transportation networks.

**Demographic Profile**

Figure 1 provides a demographic overview of Creswell, Lane County, and Oregon. According to the 2019 American Community Survey (5-year estimates), the total population in Creswell is 5,356. The unemployment rate is 3.3%, lower than both Lane County (6.9%) and the State (5.5%). A smaller share of the population in Creswell was below the poverty level in the past 12 months (8%).
compared with Lane County (18%) and the state (13%). Median household income in Creswell is $61,149, which is higher than median household income in the County ($52,426); median home values, conversely, are lower in Creswell ($218,300) than Lane County ($263,200). Creswell also has a higher percentage of owner-occupied housing (68%) compared with Lane County (59%) and the state (62%).

### Figure 1. Demographic Overview, 2019

<table>
<thead>
<tr>
<th></th>
<th>Creswell</th>
<th>Lane County</th>
<th>Oregon</th>
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<tbody>
<tr>
<td>Total population</td>
<td>5,356</td>
<td>373,340</td>
<td>4,129,803</td>
</tr>
<tr>
<td>Median age</td>
<td>38.2</td>
<td>39.4</td>
<td>39.3</td>
</tr>
<tr>
<td>Median household income</td>
<td>$61,149</td>
<td>$52,426</td>
<td>$62,818</td>
</tr>
<tr>
<td>Median home value</td>
<td>$218,300</td>
<td>$263,200</td>
<td>$312,200</td>
</tr>
<tr>
<td>Occupied housing units</td>
<td>2,052</td>
<td>152,312</td>
<td>1,611,982</td>
</tr>
<tr>
<td>Owner-occupied</td>
<td>1,401</td>
<td>89,359</td>
<td>1,005,896</td>
</tr>
<tr>
<td>Renter-occupied</td>
<td>651</td>
<td>62,953</td>
<td>606,086</td>
</tr>
<tr>
<td>Unemployment Rate</td>
<td>3.3%</td>
<td>6.9%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Percentage of population 16+ in labor force</td>
<td>62%</td>
<td>60%</td>
<td>62%</td>
</tr>
<tr>
<td>Percentage below poverty level in last 12 months</td>
<td>8%</td>
<td>18%</td>
<td>13%</td>
</tr>
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</table>

Source: U.S. Bureau of the Census, 2019 ACS 5-Year Estimates (Tables S0101, DP04, DP03)

Figures 2 and 3 show historic and projected growth in Creswell, Lane County, and Oregon. Over the 19-year period from 2000 to 2019, Creswell experienced the greatest growth (50% in Creswell compared with 16% in Lane County and 21% in Oregon). All three geographies experienced more growth in the period from 2000 to 2010 than from 2010 to 2018; notably, Creswell grew by 41% from 2000 to 2010, compared with 6% in the following eight years. From 2019 to 2045, the population of Creswell is expected to grow at an average annual growth rate of 1.6%, leading to 68% growth population growth over that timeframe. By comparison, Lane County is expected to grow by only 19% over the same time period.

### Figure 2. Historic population growth, 2000 to 2019

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</thead>
<tbody>
<tr>
<td>Creswell</td>
<td>3,579</td>
<td>5,031</td>
<td>5,356</td>
<td>41%</td>
<td>6%</td>
<td>50%</td>
</tr>
<tr>
<td>Lane County</td>
<td>322,959</td>
<td>351,715</td>
<td>373,340</td>
<td>9%</td>
<td>6%</td>
<td>16%</td>
</tr>
<tr>
<td>Oregon</td>
<td>3,421,399</td>
<td>3,831,074</td>
<td>4,129,803</td>
<td>12%</td>
<td>8%</td>
<td>21%</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census, 2000 DEC Summary File 1 (Table P001), 2010 DEC Summary File 1 (Table P1) and 2019 ACS 5-Year Estimates (Table S0101)

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2 Portland State University Coordinated Population Forecast for Lane County, 2020 to 2070
Economic Profile

Creswell’s 2019 draft Economic Opportunities Analysis (EOA) evaluates economic conditions based on Census data to help inform policy decisions around economic development and to ensure that the City of Creswell complies with statewide planning Goal 9 (economy) and Oregon Administrative Rule 660-009. The 2019 draft EOA provides a data-driven, quantitative basis for the Economic Development Strategic Plan, which is intended to be a values-driven process that incorporates more qualitative analysis through community feedback and public engagement. The Strategic Plan is intended to complement the EOA rather than duplicate it; the economic profile provided in this section therefore summarizes key findings with data and graphics from the 2019 draft EOA. Additional analysis can be found in the full EOA draft report.

ECONOMIC OVERVIEW

In 2016, Creswell had about 1,151 covered employees at 158 businesses and other employers. Creswell’s average employer size was 7 employees per employer. The sectors with the largest concentrations of employees in Creswell included: Government (19%), Accommodation and Food Service (16%), Retail Trade (15%), and Health Care and Social Assistance (12%) (Figure 4). The average pay per employee in Creswell was about $28,700, compared with $41,500 in Lane County and $49,500 in Oregon. Construction, Government, and Manufacturing / Wholesale / Transportation had the highest average pay, and they account for 36% of jobs in Creswell. Accommodations and Food Services, Retail Trade, and Health Care & Social Assistance had below-average pay and accounted for 42% of jobs in Creswell.

Commute patterns reveal the relationship between Creswell and the regional economic center in Eugene and Springfield, located approximately 10 miles to the north. Roughly 90% of workers living in Creswell work at a job located outside of Creswell, with 36% working in Eugene and 16% working in Springfield (Figure 5). About 60% of working residents of Creswell commute 15 to 29 minutes, likely a result of the fact that more than half of Creswell residents work in Eugene or Springfield. Creswell has a larger than average percent of the population with an Associate’s Degree or some college (Figure 6).

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3 Covered employment is employment covered by unemployment insurance. Covered employment does not include all workers in an economy. Most notably, covered employment does not include sole proprietors.
Figure 4. Jobs by Sector in Creswell, 2016

JOBS BY SECTOR, CRESWELL, 2016
Source: Oregon Employment Department, Quarterly Census of Employment and Wages

- Government: 241 jobs / 19%
- Accommodation & Food Services: 182 jobs / 16%
- Retail Trade: 168 jobs / 15%
- Health Care & Social Assistance: 133 jobs / 12%
- Construction: 104 jobs / 9%
- Manufacturing; Wholesale; Transportation and Warehousing: 98 jobs / 9%
- All Other Sectors: 252 jobs / 22%

Figure 5. Commute Patterns in Creswell, 2015

COMMUTING PATTERNS IN CRESWELL, 2015

- 234 People live and work in Creswell
- 929 People commute into Creswell to work
- 1,936 People live in Creswell and work elsewhere

Figure 6. Educational Attainment in Creswell, Lane County, and Oregon, 2012


<table>
<thead>
<tr>
<th></th>
<th>High School Diploma or Less</th>
<th>Associates' Degree or Some College</th>
<th>Bachelor's Degree or Higher</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creswell</td>
<td>33%</td>
<td>51%</td>
<td>16%</td>
</tr>
<tr>
<td>Lane County</td>
<td>34%</td>
<td>38%</td>
<td>29%</td>
</tr>
<tr>
<td>Oregon</td>
<td>34%</td>
<td>35%</td>
<td>31%</td>
</tr>
</tbody>
</table>
Economic Forecast
The 2019 draft EOA forecasts that employment growth will result in 500 new jobs and demand for 38 total acres of land in Creswell between 2019 and 2039 (Figure 7). Creswell currently has enough appropriately zoned land to accommodate this growth (Figure 8). Following current trends, most new businesses are expected to be relatively small with small- to -mid-sized land needs.

![Figure 7. Forecasted Demand for Land, 2015-2035](image)

Figure 7. Forecasted Demand for Land, 2015-2035
FORECASTED DEMAND FOR LAND TO ACCOMMODATE EMPLOYMENT, 2015-2035
38 total acres
25 acres, Commercial
13 acres, Industrial

![Figure 8. Buildable Acres in Creswell](image)

Figure 8. Buildable Acres in Creswell
BUILDABLE ACRES OF VACANT AND PARTIALLY VACANT LAND
BY PLAN DESIGNATION, CRESWELL UGB, 2018
1 square represents 10 acres. Source: Lane County GIS data; Analysis by ECONorthwest
93 total acres
33 acres, Commercial
60 acres, Industrial

COMPETITIVE ADVANTAGES
The 2019 draft EOA identified several factors that give Creswell a competitive advantage over other portions of the Eugene-Springfield region. The Economic Development Strategic Plan process will further evaluate and customize Creswell’s competitive advantages. Additional competitive advantages may include things like the ability to redevelop the existing building stock for economic

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4 The acreage of land available may change pending an update of current floodplain maps by FEMA, which could alter the amount of unconstrained buildable commercial or industrial land.
development purposes, the upcoming expansion of fiber access to all areas in the city, and the pride and passion Creswell residents have for their community.

**Transportation.** Creswell is located on Interstate 5, a primary north-south transportation corridor linking Creswell to domestic markets in the United States and international markets via west coast ports, such as Portland, Seattle, and Oakland. Creswell is also located on Highway 99, which runs parallel to I-5 in the Creswell area and provides alternative access to Eugene-Springfield and Cottage Grove. Creswell is also bisected by a rail line owned by Central Oregon and Pacific Railway that runs from Weed, California to Springfield, Oregon; the line historically created opportunities for economic development in Creswell and continues to move freight.

**Location.** Businesses in Creswell have access to the labor market in the Eugene-Springfield region and Southern Oregon. Commute time from Creswell to downtown Eugene is shorter than from downtown Eugene to some other locations in the Eugene-Springfield metropolitan area. In addition to its location on I-5, Creswell has access to rural housing and recreational activities in the surrounding area.

**Availability of public infrastructure.** The City has water and wastewater systems that support existing businesses. While the City's wastewater system anticipates substantial upgrades to support new growth, the water system can support new growth.

**Labor market.** Businesses in Creswell have access to highly educated skilled workers, nearby college students, and unskilled workers from across the Eugene-Springfield region. Residents and businesses in Creswell have access to students and training programs at the University of Oregon and at Lane Community College. Educational attainment in Creswell is high.

**Support for economic development.** Creswell has an Enterprise zone and an Urban Renewal Area. Business owners in the City of Creswell noted that the City provides necessary support to small businesses.

**Quality of life.** Creswell’s high quality of life and urban amenities, including the golf course and airport, are a competitive advantage for attracting businesses to the city.

**ECONOMIC DEVELOPMENT DISADVANTAGES**
The following disadvantages may negatively impact economic development opportunities in Creswell. Again, the disadvantages presented below were identified in the 2019 draft EOA and will be re-evaluated as part of this planning process. Additional disadvantages may include things like low housing vacancy rates and challenges associated with being a satellite community.

**Land and building availability.** Much of Creswell’s buildable land is impacted by the floodplain and Creswell has few unoccupied buildings that are ready to support new businesses.
**Difficulty retaining businesses.** Creswell’s lack of available buildings or easily developable land make it difficult to retain growing businesses in Creswell.

**Division of the city by the highway.** I-5 physically divides the City of Creswell. With a larger share of the population residing on the West side of the City, business owners providing services to residents prefer to locate there, though options for location or expansion are limited.

**High-capacity Internet access.** While businesses and residents in Creswell have access to broadband Internet access, most of the City does not have access to high-capacity, and higher-speed Internet access.
IV. Key Economic Trends

Summary of National, State, and Regional Trends
This section presents a summary and analysis of the implications of national, state, and regional economic trends on economic growth in Creswell derived from the 2019 EOA.

<table>
<thead>
<tr>
<th>National, State, and Regional Economic Trends</th>
<th>Implications for Economic Growth in Creswell</th>
</tr>
</thead>
<tbody>
<tr>
<td>Moderate growth rates and recovery from the national recession</td>
<td>Economic growth in Lane County, when measured through employment growth, unemployment rates, and wage growth, has improved since the recession. For example, from 2009 to 2017, the county’s unemployment fell from 12.3% to 4.3%.</td>
</tr>
</tbody>
</table>

After the end of the recession in 2009, economic growth returned to the U.S. economy, with persistent increases in real GDP (a 2.2 percentage point growth in 2017 relative to 2016), a steady job growth (about 2.1 million jobs were added during 2017), and a decline in the unemployment rate (about 4.1% in 2017 compared to the recessionary peak of 9.9%).

Unemployment at the national level has gradually declined since the height of the recession and has fallen below 4% in 2018. Unemployment rates in Oregon are typically higher than those of the nation as a whole, though the gap has shrunk in recent years, with Oregon having an approximately equivalent unemployment rate relative to the nation from 2015 through the first half of 2018.

The federal government’s economic forecast predicts a moderate pace of economic growth, with gradual increases in employment and real GDP (roughly 3% through the end of 2018).

IHS Economic projects that Oregon’s economy will be the seventh fastest-growing among all states in the U.S., averaging annual growth of about 2.5% through 2023.

Unemployment in Oregon is typically higher than that of the nation, though the gap has shrunk in recent years, with Oregon having an approximately equivalent unemployment rate relative to the nation from 2015 through the first half of 2018.

The rate of employment growth in Creswell will depend, in part, on the rate of employment growth in Oregon and the nation. The Oregon Employment Department forecasts that employment in Lane County will grow by about 11% from 2017 to 2027. Private Educational and Health Services, Professional and Business Services, and Trade, Transportation, and Utilities will make up the majority of the region’s growth.

Creswell’s competitive advantages, especially the city’s location, make the city attractive to companies who want to grow, expand, or locate in the Southern Willamette Valley.

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5 Federal Reserve Bank of St. Louis, FRED Economic Data, Real Gross Domestic Product (GDPC1), Billions of Chained 2012 Dollars, Seasonally Adjust Annual Rate. Retired from: https://fred.stlouisfed.org/series/GDPC1#0, on October 9, 2018.
8 Ibid.
### National, State, and Regional Economic Trends

<table>
<thead>
<tr>
<th>Growth of service-oriented sectors</th>
<th>Implications for Economic Growth in Creswell</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased worker productivity and the international outsourcing of routine tasks led to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will grow with the economy, but manufacturing employment will decline. These trends are also expected to affect the composition of Oregon’s economy, although manufacturing in Oregon will grow.</td>
<td>The changes in employment in Lane County have followed similar trends as changes in national and state employment. The sectors with the greatest change in share of employment since 1980 were in Services. The Oregon Employment Department forecasts that the sectors likely to have the most employment growth in Lane County over the 2017 to 2027 period are: Construction, Private Educational and Health Services, Professional and Business Services, and Leisure and Hospitality. These sectors represent employment opportunities for Creswell.</td>
</tr>
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</table>

### Importance of small businesses in Oregon’s economy

| Small business, with 100 or fewer employees, account for 66% of private-sector employment in Oregon. Workers of small businesses typically have had lower wages than the state average. The average size for a private business in Lane County in 2017 was 11.1 employees per business. Businesses with 100 or fewer employees accounted for roughly 91% of private employment in Lane County in 2015 (businesses with 19 or fewer employees account for 81% of private employment). | The average size of privately-owned businesses in Creswell is 6.3 employees per business. All 150 privately owned businesses in Creswell have fewer than 100 employees. Businesses with 19 or fewer employees account for roughly 56% of private employment in Creswell. Growth of small businesses presents opportunities for economic growth in Creswell. |

### Availability of trained and skilled labor

| Businesses in Oregon are generally able to fill jobs, either from available workers living within the State, or by attracting skilled workers from outside of the State. Availability of labor depends, in part, on population growth and in-migration. Oregon added more than 1,299,000 new residents and about 648,000 new jobs between 1990 and 2018. The population-employment ratio for the State was about 2.0 residents per job over the 28-year period. Availability of labor also depends on workers’ willingness to commute. Workers in Oregon typically have commute that is 30 minutes or shorter. Availability of skilled workers depends, in part, on educational attainment. About 31% of Oregon’s workers have a Bachelor’s degree or higher. | About 80% of workers at businesses located in Creswell lived in Lane County, and 11% lived within Creswell city limits. Firms in Creswell attracted workers from the Eugene-Springfield Region. About 80% of workers in Creswell commuted into the city from elsewhere, many from Eugene (17% of Creswell workers), Springfield (9%), and Cottage Grove (5%). These commuting patterns are similar to commuting in other cities in Lane County. Businesses in Creswell are able to attract employees from across Lane County and neighboring counties such as Linn County and Douglas County. Creswell’s residents were more likely to have completed some college or earned an Associate’s degree (51%) relative to the State average (35%). |
### National, State, and Regional Economic Trends

<table>
<thead>
<tr>
<th>Aging of the population</th>
<th>Implications for Economic Growth in Creswell</th>
</tr>
</thead>
<tbody>
<tr>
<td>The number of Oregonians aged 65 and older will nearly double between 2015 and 2050, while the number of people under age 65 will grow by only about 29%. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare. Furthermore, people are retiring later than previous generations and continuing to work past 65 years old. This trend is seen both at the national and State levels. Even given this trend, the need for workers to replace retiring baby boomers will outpace job growth. Management occupations and teachers will have the greatest need for replacement workers because these occupations have older-than-average workforces.</td>
<td>The changes in Lane County’s age structure are similar to that of the State, with the most growth observed in people 60 years and older. The State projects that the share of the population over the age of 60 in Lane County will increase from 25% to 32% from 2015 to 2035. Growth in businesses will not be the only driver of labor needs over the planning period. Firms in Creswell will need to replace workers as they retire. Demand for replacement workers may outpace job growth in Creswell, consistent with State trends. Given the CBO’s forecast of relatively low unemployment rates (about 4.8% through 2028), businesses in Creswell (and throughout the State) may have difficulties finding workers. Creswell is attracting residents later in their working lives, compared with state averages. While Creswell’s share of retirees may increase over the next 20 years, availability of people nearing retirement (e.g. 55 to 70 years old) is likely to increase. People in this age group may provide sources of skilled labor, as people continue to work until later in life. These skilled workers may provide opportunities to support business growth in Creswell and Lane County.</td>
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<thead>
<tr>
<th>Increases in energy prices</th>
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</thead>
<tbody>
<tr>
<td>Although energy prices are relatively low by historical standards, over the long-term, energy prices are forecast to grow as the economy and the population grows. As energy prices increase over the planning period of 2017 to 2050, energy consumption for transportation may decrease. Though with expected increases in fuel economy, people will be able to travel longer distances while consuming less energy. The U.S. Energy Information Administration estimates that transportation energy consumption declines as a result of increasing fuel economy more than offsets the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecasted to increase through 2050.</td>
<td>Lower energy prices have decreased the costs of commuting. Over the long-term, if energy prices increase, these higher prices will likely affect the mode of commuting before affecting workers’ willingness to commute. For example, commuters may choose to purchase a more energy-efficient car, use the bus, or carpool. Very large increases in energy prices may affect workers’ willingness to commute, especially workers living the furthest from Creswell or workers with lower paying jobs. In addition, very large increases in energy prices may make shipping freight long distances less economically feasible, resulting in a slow-down or reversal of off-shore manufacturing, especially of large, bulky goods.</td>
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</table>
Comparatively low wages

The income of a region affects the workforce and the types of businesses attracted to the region. Average income affects workers and businesses in different ways. Workers may be attracted to a region with higher average wage or high wage jobs. Businesses, however, may prefer to locate in regions with lower wages, where the cost of doing business may be lower.

Since the early 1980s, Oregon’s per capita personal income has been consistently lower than the U.S. average. In 2016, Oregon’s per capita wage was 92% of the national average. From 2000 to 2016 nominal wages in the nation grew by 52% from $35,300 to $53,600, while wages in Oregon increased by 51% from $32,800 to $49,500.

Income in Oregon has historically been below national averages, and Lane County’s per capita personal income has remained below that of the State and the nation. While the county’s average wages followed a similar trend as personal income, they remained below the State in both 2000 and 2016. In 2016, Lane County’s average wage was about $41,534 compared to the State ($49,467).

There are two basic reasons that wages are lower in Lane County than in the U.S.: (1) wages for similar jobs tend to be lower; (2) the occupational mix of employment is weighted towards lower paying occupations such as service providing jobs.

In addition, wages in Lane County and Oregon tend to be more volatile than the national average. The major reason for this volatility is that the relative lack of diversity in the State and County economy.

Average wages in Creswell are lower than Lane County and Oregon. For example, the average wage in Creswell in 2016 was $28,687, compared to $41,534 in Lane County and $49,467 in Oregon.

This difference is likely due to the larger share of lower-paying service sector jobs in Creswell, such as retail trade, accommodation and food services, and health care and social assistance, compared to Lane County.

The median household income in Creswell ($55,728), however, is higher than Lane County ($45,222). This disparity in wages and income reflect that Creswell residents are employed in other cities in Lane County, but not in Creswell.

Businesses in Creswell may have difficulty attracting workers from across the Eugene-Springfield region, unless wages increase or the mix of businesses in Creswell expands to include higher-wage jobs.
### National, State, and Regional Economic Trends

<table>
<thead>
<tr>
<th>Education as a determinant of wages</th>
<th>Implications for Economic Growth in Creswell</th>
</tr>
</thead>
<tbody>
<tr>
<td>The majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree. The fastest-growing occupations requiring an academic degree will be registered nurses, software developers, general and operations managers, accountants and auditors, market research analysts and marketing specialists, and management analysts. Occupations that do not require an academic degree (e.g. retail sales person, food preparation workers, and home care aides) will grow, accounting for approximately 71% of all new jobs by 2026. These occupations typically have lower pay than occupations requiring an academic degree. The national median income for people over the age of 25 in 2017 was $47,164. Workers without a high school diploma earned $20,124 less than the median income, and workers with a high school diploma earned $10,140 less than the median income. Workers with some college earned $6,916 less than median income, and workers with a bachelor’s degree earned $13,832 more than the median. Workers in Oregon experience the same patterns as the nation, but pay is generally lower in Oregon than the national average.</td>
<td>Creswell’s residents were more likely to have completed some college or hold an Associate’s degree compared to Lane County and Oregon residents as a whole (51% versus 38% and 35%, respectively). Businesses that want to locate in Creswell can draw from the labor pool of the higher-educated populations of workers living in Lane County.</td>
</tr>
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</table>

### Importance of high-quality natural resources

The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households’ incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region’s quality of life and play an important role in attracting both households and firms. The region’s high quality natural resources present economic growth opportunities for Creswell, ranging from agriculture and wineries to amenities that attract visitors and contribute to the region’s high quality of life.
COVID-19 Pandemic and Recent Economic Trends
The COVID-19 pandemic and resulting stay-at-home orders had an immediate impact on Creswell’s economy in 2020. The unemployment rate jumped from 5% in March 2020 to 13% in April 2020; unemployment remained at or above 10% through July 2020 and had dropped to near pre-pandemic levels (6%), by May 2021. A similar trend occurred across Lane County, with unemployment peaking at 14% in April 2020 and falling to 6% as of May 2021 (Figure 9).

Figures 10 and 11 show the Lane County industries experiencing the greatest job losses in terms of percentage and number of jobs, respectively, from the fourth quarter of 2019 through the fourth quarter of 2020. Figures 12 and 13 show the industries that experienced the largest gains in Lane County during the same period. Private households experienced the largest percentage drop in employment (83%), while food services and drinking places lost the largest number of jobs (3,139).

These trends are unsurprising given public safety measures implemented in April 2020 geared toward promoting social distancing and reducing community transmission. Industries with the largest job gains in Lane County during this period tended to be those that were not directly affected by stay-at-home orders (e.g. agriculture and forestry support activity) or those that benefitted indirectly from the sharp decline in social activity (e.g. building material and garden supply stores, food and beverage stores). Interestingly, private social assistance gained the greatest number of jobs, potentially due to pandemic-related increase in economic hardship.

Across Oregon, low wage workers suffered the most job loss (Figures 14 and 15).
Figure 10. Top 5 Job Loss in Lane County (Percentage), 2019 Q4 to 2020 Q4

| Private households | -83% |
| Motion picture & sound recording | -48% |
| Performing arts and spectator sports | -40% |
| Accommodation | -34% |
| Transit and ground passenger transport | -33% |

Source: Oregon Employment Department Employment and Wages by Industry Summary Industry Report Data

Figure 11. Top 5 Job Loss in Lane County (Number), 2019 Q4 to 2020 Q4

| Food services and drinking places | -3,139 |
| Local public education | -2,299 |
| Private households | -1,078 |
| Administrative and support services | -895 |
| Accommodation | -630 |

Source: Oregon Employment Department Employment and Wages by Industry Summary Industry Report Data

Figure 12. Top 5 Job Gain in Lane County (Percentage), 2019 Q4 to 2020 Q4

| Agriculture & forestry support activity | 57% |
| ISPs, search portals, & data processing | 42% |
| Building material & garden supply stores | 10% |
| Chemical manufacturing | 8% |
| Crop production | 7% |

Source: Oregon Employment Department Employment and Wages by Industry Summary Industry Report Data

Figure 13. Top 5 Job Gain in Lane County (Number), 2019 Q4 to 2020 Q4

| Private social assistance | 282 |
| Agriculture & forestry support activity | 204 |
| Building material & garden supply stores | 183 |
| Food and beverage stores | 180 |
| Merchant wholesalers, nondurable goods | 95 |

Source: Oregon Employment Department Employment and Wages by Industry Summary Industry Report Data

Figure 14. Oregon Employment by Wage, Percent Change Since February 2020

- High (>562k)
- Middle ($40-62k)
- Low (<40k)

Figure 15. Job Loss by Recession in Oregon

10 Terciles based on industry average wage.
11 Industry Average Wage, change from pre-recession peak to trough
Due to an increase in vaccination rates, decline in COVID-19 cases, and easing of COVID-related restrictions, the U.S. economy has begun a period of recovery and job growth. However, there is still a lot of ground to make up in employment. Figures 16 and 17 indicate the ongoing economic effects of the pandemic: Figure 16 shows COVID job change in Oregon and Lane County with the Great Recession for comparison, and Figure 17 shows that many workers remain on temporary layoff across the U.S. as of May 2021.

**Figure 16. Job Change in Oregon and Lane County for COVID-19 and the Great Recession**

**Figure 17. Number of Unemployed, US (thousands)**
Rural areas appear to be leading the economic recovery in Oregon, with the largest growth in Crook, Jefferson, Josephine, and Malheur counties between February 2020 and April 2021 (Figure 18). More recent data are not yet available on local economic recovery in Lane County, and the long-term economic effects of the pandemic in Creswell remain unclear.

Figure 18. Pandemic Recession Job Recovery in Oregon
Seasonally Adjusted, February 2020 to April 2021
V. Key City Economic Policies, Plans, and Other Documents

The following plans and other documents provide the policy context for the Economic Development Strategic Plan.

Creswell Comprehensive Land Use Plan

STATE REGULATORY FRAMEWORK

Since 1973, Oregon has maintained a strong statewide program for land use planning, and the foundation of that program is a set of 19 statewide planning goals. These goals express the state’s policies on land use and on related topics, such as citizen involvement, economic development, housing, and urbanization.

Oregon’s statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan, and the zoning and land division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the statewide planning goals. Plans are reviewed for such consistency by the State’s Land Conservation and Development Commission (LCDC). Once acknowledged, the plan becomes the controlling document for land use in the area covered by that plan.

The following Statewide planning goals relate to the development of the Economic Development Strategic Plan:

**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.

**Statewide Goal 9: Economic Development**

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

**Statewide Planning Goal 14: Urbanization**

To provide for an orderly and efficient transition from rural to urban land use.

12 “Oregon’s Statewide Planning Goals & Guidelines: Goal 1: Citizen Involvement”
https://www.oregon.gov/lcd/OP/Documents/goal01.pdf

13 “Oregon’s Statewide Planning Goals & Guidelines: Goal 9: Economic Development”

14 “Oregon’s Statewide Planning Goals & Guidelines: Goal 14: Urbanization”
https://www.oregonmetro.gov/sites/default/files/2014/04/18/12282005_regional_framework_plan_appendix_F_LCDC_goal_14_0.pdf
CRESWELL COMPREHENSIVE PLAN GOALS, OBJECTIVES, AND POLICIES
Creswell’s Comprehensive Land Use Plan was accepted by LCDC in 1982. City staff are in the process of revisiting policies and streamlining the document so that it is aligned with Oregon’s Statewide Land Use Framework. The revisions are proceeding by topic area; to date, the Creswell City Council has approved policy work relating to Goal 1: Citizen Involvement, Goal 2: Land Use Planning, Goal 10: Housing, and Goal 12: Transportation.

Comprehensive Plan goals and policies relating to economic development in Creswell are listed below. The Citizen Involvement (Statewide Planning Goal 1) goals and policies reflect the recent updates approved by City Council; all other goals, objectives, and policies relating to Economic Development (Statewide Planning Goal 9) and Urbanization (Statewide Planning Goal 14) listed reflect the original Plan language and will be updated in the near future.

Goals and objectives are needs and concepts identified as being well-founded and supported by the citizens of Creswell, which provide a fundamental basis for the direction of the comprehensive planning effort and structuring of implementing policy(s). A policy is 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.

<table>
<thead>
<tr>
<th>Citizen Involvement Goals, Objectives, and Policies (updated 2019)</th>
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<tbody>
<tr>
<td><strong>Citizen Involvement Goals</strong></td>
</tr>
<tr>
<td><strong>GOAL 1-1</strong> 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.</td>
</tr>
<tr>
<td><strong>GOAL 1-2</strong> 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.</td>
</tr>
<tr>
<td><strong>GOAL 1-3</strong> 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.</td>
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<table>
<thead>
<tr>
<th>Citizen Involvement Objectives</th>
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<tbody>
<tr>
<td>a. <strong>Process.</strong> 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.</td>
</tr>
<tr>
<td>b. <strong>Updates.</strong> 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.</td>
</tr>
<tr>
<td>c. <strong>Effective Communication.</strong> 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.</td>
</tr>
<tr>
<td>d. <strong>Process Integrity.</strong> 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.</td>
</tr>
</tbody>
</table>
Citizen Involvement Objectives

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 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.

Economic Development Goals, Objectives, and Policies (updated 2005; pending revision)

**Economic Development Goals & Objectives**

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

**Economy.** 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.

**Industry.** Provide sufficient choice in community land resources for industrial expansion that offer opportunities for:
   - Industrial diversification of a non-polluting variety, with adequate freeway access and which does not conflict with normal city traffic.

**Commerce.** 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.
### Economic Development Goals & Objectives

- Expanded opportunities for tourist-convention-resort trade in conjunction with Emerald Valley Golf Course expansion plans.

### Economic Development Policies

<table>
<thead>
<tr>
<th>Policy</th>
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<tbody>
<tr>
<td>(a) The City shall strive to add an additional 900 jobs to the employment base by the year 2025.</td>
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<tr>
<td>(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.</td>
</tr>
<tr>
<td>(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.</td>
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<tr>
<td>(d) The city shall endeavor to attain an average family income level comparable to that of Lane County.</td>
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<tr>
<td>(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.</td>
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<tr>
<td>(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.</td>
</tr>
<tr>
<td>(g) The City shall work to provide adequate public services (e.g. roads, public transportation, water, and sewer) to existing businesses and development sites.</td>
</tr>
<tr>
<td>(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.</td>
</tr>
<tr>
<td>(i) The City shall encourage the development of a high-speed communication infrastructure, such as high-speed local fiber optic network.</td>
</tr>
<tr>
<td>(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.</td>
</tr>
<tr>
<td>(k) The City shall encourage expansion of freeway-oriented services to capitalize on through and tourist traffic.</td>
</tr>
<tr>
<td>(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.</td>
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<tr>
<td>(m) The City shall encourage the creation of airport-related uses to capitalize on the Creswell Airport.</td>
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<tr>
<td>(n) The City shall encourage home-based businesses.</td>
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<tr>
<td>(o) The City shall encourage the development of events that highlight local artisans and utilize locally grown crops and livestock.</td>
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<tr>
<td>(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.</td>
</tr>
<tr>
<td>(q) The City shall encourage the development of tourist/convention/resort facilities, industrial, and commercial uses east of the Freeway.</td>
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<tr>
<td>(r) The City shall work to reduce conflicts between industrial uses and residential development.</td>
</tr>
<tr>
<td>(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.</td>
</tr>
<tr>
<td>(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.</td>
</tr>
</tbody>
</table>
Urbanization Goals, Objectives, and Policies (1982; pending revision)

### Urbanization Goals & Objectives

**Community Position Orientation and Function.** A development center in close proximity to the Eugene-Springfield Metropolitan area. The community focus and service center for the surrounding area.

**Growth.** 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.

**Industry.** Provide sufficient choice in community land resources for industrial expansion that offer opportunities for:
  - Anticipated rates of growth and land consumption.

**Commerce.** 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.

### Urbanization Policies

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

(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.
### Urbanization Policies

(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.
Key City Development Code Provisions
The City of Creswell Development Code allows for a variety of commercial, industrial, and other uses relating to Economic Development.

<table>
<thead>
<tr>
<th>Commercial Use Categories</th>
<th>Industrial Use Categories</th>
<th>Other Use Categories</th>
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<tbody>
<tr>
<td>Commercial Outdoor Recreation</td>
<td>Industrial Service</td>
<td>Agriculture</td>
</tr>
<tr>
<td>Commercial Parking</td>
<td>Manufacturing and Production</td>
<td>Mining</td>
</tr>
<tr>
<td>Quick Vehicle Servicing</td>
<td>Warehouse, Freight Movement, and Distribution</td>
<td>Radio Frequency Transmission Facilities</td>
</tr>
<tr>
<td>Major Event Entertainment</td>
<td>Waste-Related</td>
<td>Rail Lines and Utility Corridors</td>
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<tr>
<td>Educational Services, Commercial</td>
<td>Wholesale Sales</td>
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<td>Office</td>
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<td>Retail Sales and Service</td>
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<td>Lodging</td>
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<td>Self-Service Storage</td>
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<td>Vehicle Repair</td>
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COMMERCIAL ZONING DISTRICTS
Commercial districts are centers of business and civic life. The Creswell Development Code provides two commercial districts to accommodate the range of commercial land uses in the community. The downtown commercial (DC) district is focused on the core commercial and civic (i.e., the central business area) of the community. The general commercial (GC) district regulations apply to those commercial areas outside or adjacent to the central business area. Both districts are intended to:

A. Promote efficient use of land and urban services;
B. Create a mixture of land uses that encourages employment and housing options in close proximity to one another;
C. Provide formal and informal community gathering places and opportunities for socialization (i.e., along an active street front);
D. Encourage pedestrian-oriented development in all commercial areas;
E. Create a distinct storefront character in the downtown commercial district;
F. Provide connections to and appropriate transitions between residential areas and commercial areas;
G. Apply land use and design standards to automobile-oriented and automobile-dependent uses that promote pedestrian safety, aesthetics, and economic development;
H. Provide for visitor accommodations and tourist amenities;
I. Encourage transit-supportive development to reduce reliance on the automobile and to minimize the need for off-street parking;
J. Implement design standards that support a pedestrian orientation, while maintaining and enhancing the City’s historic character. [Ord. 538 § 2 (Exh. B), 2020; Ord. 442 § 2 (Exh. B), 2007].
INDUSTRIAL ZONING DISTRICTS
The Creswell Development Code accommodates a range of industrial and commercial land uses in two industrial districts, industrial commercial (IC) and general industrial (GI). Both districts are intended to provide for land use compatibility while providing a high-quality environment for businesses and employees. The GI district is also intended to provide suitable locations for heavy industrial uses (e.g., raw materials processing; and manufacturing, assembly, packaging or distribution of heavy or large goods) that would not otherwise be compatible in other districts. This chapter guides the orderly development of industrial areas based on the following objectives:

A. Provide for efficient use of land and public services;
B. Provide appropriately zoned land with a range of parcel sizes for industry;
C. Provide transportation options for employees and customers;
D. Locate business services close to major employment centers;
E. Ensure compatibility between industrial uses and nearby commercial and residential areas;
F. Provide appropriate design standards to accommodate a range of industrial users;
G. Provide attractive locations for business to locate; and
H. Accommodate mixed-use development of light industrial areas. [Ord. 442 § 2 (Exh. B), 2007].

RELEVANT OVERLAY ZONING DISTRICTS
The purpose of the airport (A) overlay district 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 approved and/or adopted, and hereafter amended and updated. [Ord. 442 § 2 (Exh. B), 2007].

The resort commercial (RC) overlay is intended to designate those areas identified by the Creswell comprehensive plan as suitable for accommodating large-scale concentrations of recreationally oriented uses. 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. [Ord. 449 § 2(a), 2007; Ord. 442 § 2 (Exh. B), 2007].
Creswell Strategic Plan (2016)
The five-year Creswell Strategic Plan defines Creswell’s vision, mission, and values and provides strategic goals, objectives, and actions for accountable government, economic development, safety and preparedness, quality of life, and community engagement. The Economic Development and Citizen Involvement strategic goals, objectives, and actions lay the policy foundation for the Economic Development Strategic Plan.

### Strategic Goals

<table>
<thead>
<tr>
<th><strong>Accountable Government:</strong></th>
<th>Deliver programs and services transparently, effectively, and efficiently.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economic Development:</strong></td>
<td>Build the City’s capacity to support and attract businesses, create jobs, and position Creswell for sustainable growth.</td>
</tr>
<tr>
<td><strong>Safety and Preparedness:</strong></td>
<td>Ensure a safe community through proactive and responsive protection of life, property, and infrastructure.</td>
</tr>
<tr>
<td><strong>Quality of Life:</strong></td>
<td>Create a great place to live by providing infrastructure that supports our community’s needs, access to recreation opportunities, and safe neighborhoods.</td>
</tr>
<tr>
<td><strong>Community Engagement:</strong></td>
<td>Inspire citizen engagement in shaping and serving the community.</td>
</tr>
</tbody>
</table>

### Economic Development Objectives and Actions

1. **Create and implement an economic development plan**
   - Complete Economic Visioning project.
   - Revitalize downtown Creswell through beautification efforts, design standards, and targeted retail and small business attraction.
   - Leverage the City’s assets and location to attract tourism.
   - Develop economic strategies for vacant commercial and industrial lands, including Bald Knob.
   - Explore development and operating options at the airport.
   - Collaborate with the Chamber of Commerce to develop tourism resources and marketing materials.

2. **Update the City’s comprehensive plan**
   - Ensure the plan addresses natural resources, including the Butte Protection Area, flood plain, and wetlands.
   - Determine whether to expand the Urban Growth Boundary.
   - Update economic development policies.
   - Revisit draft analyses prepared by the City’s former contract planning firm and determine what is relevant for Planning Commission and City Council review.

3. **Explore implementation of an Urban Renewal Area (URA)/Redevelopment Agency**
   - Explore alternative funding methodologies to improve the Bald Knob site.
   - Work with the Association of Oregon Redevelopment Agencies (AORA) to develop an urban renewal plan.

### Community Engagement Objectives and Actions

1. **Leverage Creswell schools, non-profits, and community organizations to increase citizen participation in City activities**
   - Develop community collaborations to invest in neighborhood preservation and beautification.
   - Strengthen partnerships with the Creswell School District to involve students in City government.
   - Engage non-profit organizations to collaborate on City projects.
Community Engagement Objectives and Actions

2. Cultivate City visibility at community events, including farmers markers, parades, and school activities
   - Utilize social media, the City’s newsletter and reader board, and other methods to promote events.
   - Participate in the 4th of July parade.
   - Establish a City booth at farmers markets to periodically promote City events and education.

3. Coordinate community activities using regional and national guidance
   - Participate in national events, including National Night Out, Public Works Week, EMS Week, and Earth Day.
   - Promote and support neighborhood block parties.

Other Relevant Plans and Documents

AIRPORT VISION (2017)
The Creswell Municipal Airport (aka Hobby Field) is an asset for transportation, economic development, and emergency preparedness. On November 7, 2016, the City Council created an Airport Ad-Hoc Vision Committee (Resolution 2016-21) at the request of the Airport Commission. The committee was charged with creating a vision for the Creswell Airport that a) adds value to the citizens of Creswell, b) supports current businesses and attracts new businesses to the airport, c) makes the airport hub for general aviation in the South Willamette Valley, d) provides a strategic center of operations in the event of a major emergency, e) offers quality service for pilots, and f) guides the City in its use of resources to achieve these ends. This Economic Development Strategic Plan will consider the role of the airport in economic development in Creswell; the Airport Vision provides background on the airport and insight into goals which will help to inform this strategic planning effort.

AIRPORT MASTER PLAN (2007)
The City of Creswell prepared an Airport Master Plan for Creswell Municipal Airport in 2007. The purpose of the master plan was to define the current, short-term, and long-term needs of the airport through a comprehensive evaluation of conditions and Federal Aviation Administration (FAA) airport planning and design standards. The primary objective was to identify current and future facility needs and the improvements necessary to maintain a safe and efficient airport that is economically, environmentally, and socially sustainable.

CRESWELL DOWNTOWN DEVELOPMENT PLAN (2020)
The Creswell Downtown Development Plan establishes a vision, objectives, and strategies to guide the development of Creswell’s downtown. The Plan builds upon, and coordinates with, the Creswell Transportation System Plan (TSP), which established a vision for the community’s transportation system for the next 20 years and outlines many of the roadway design strategies refined in the Downtown Plan. The Economic Development Strategic Plan will consider how land use and development in Creswell’s downtown impacts economic development in Creswell; the vision,
objectives, and strategies established in the Downtown Development Plan will help to inform this strategic planning effort.

CRESWELL AND CRESWELL REGION ECONOMIC DEVELOPMENT PLAN (2004)
The City of Creswell and Creswell Region Economic Development Plan provides a foundation and serves as a tool for economic development activities in the City of Creswell and the Creswell region. This Plan also serves as a compendium of community information in one document that can be used to select industries or aid recruitment efforts undertaken by the City, Lane Metro Partnership or State of Oregon. This plan has significant outdated elements but should be referenced for useful ongoing utility in mapping out an economic strategy for Creswell going forward.

CRESWELL ECONOMIC DEVELOPMENT PREPAREDNESS PACKAGE REPORT (2006)
The Creswell Economic Development Preparedness Package Report discusses infrastructure and connectivity issues, permits necessary for development, phasing improvements, and next steps to securing economic developing in the area following the 2005 EOA, which identified an area north of the City’s UGB as the best fit for additional lands needed for industrial development. The conclusions and recommendations in the Economic Development Preparedness Package Report were intended to assist the City in achieving Statewide Planning Goal 9 and establishing a vibrant, sustainable local economy. As with the 2004 Economic Development Plan, this Report may hold content that is relevant to ongoing strategic planning.

The Creswell Economic Opportunities Analysis is designed to comply with Oregon’s Statewide Planning Goal 9, which requires communities to provide for an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies. The supply of buildable land currently in Creswell’s UGB is compared to demand generated by potential employment growth to assess whether or not Creswell has an adequate supply of suitable sites for industrial and commercial uses. The Economic Development Strategic Plan will ultimately augment and directly feed into a final draft of the EOA, providing statutorily required findings related to economic development in Creswell.

CRESWELL URBAN RENEWAL PLAN (2018)
Following the adoption of the Creswell Strategic Plan in 2016, the City of Creswell completed an Urban Renewal Feasibility Study in 2017 and an Urban Renewal Plan in 2018. The Urban Renewal Plan focuses on projects that will locate needed services and promote economic development in the Area. The targeted investment is intended to:

- reduce barriers to the redevelopment of industrial brownfield sites in the south end of the city;
increase commercial viability of the Hwy 99 corridor north of Oregon Avenue; and
spur development on vacant industrial parcels at the northern boundary of Creswell's City Limits and Urban Growth Boundary (UGB).

The Plan identifies infrastructure projects within the Area boundary to provide improvements that will set the stage for future development in the Area. Detailed goals and objectives are closely aligned with the goals and objectives from the Creswell Strategic Plan and are intended to guide tax increment investment in the Area over the life of the Plan. The project category descriptions and list of projects are similarly intended to aid future decision makers when considering how best to expend funds generated by tax increment.

CRESWELL TRANSPORTATION SYSTEM PLAN (2019)
A Transportation System Plan (TSP) is a long-range plan that sets the vision for a community’s transportation system for the next 20 years and beyond. The TSP is the City’s primary tool for implementing transportation investments that address community needs and lays out the improvements required to reasonably serve expected local and regional growth.

This TSP identifies transportation strategies and improvements that will be necessary to address existing system deficiencies and to support growth through the year 2040. The Creswell TSP is the guiding document for identifying the type, location and priority of transportation improvements in the community. As such, it has important implications for economic development in Creswell. There may be implications for economic development in the City’s current transportation framework and inversely, there may be implications for the City’s transportation framework (TSP) from the Economic Development Strategic Planning process.

CRESWELL WASTEWATER SYSTEM FACILITIES PLAN (2017)
The purpose of the Creswell Wastewater System Facilities Plan is to provide a comprehensive evaluation of the City’s wastewater system with respect to its existing and future needs, identify improvements and associated costs necessary to meet those needs, and provide the City with a framework for the provision of sanitary sewer service through the year 2036. The availability of adequate infrastructure is a key factor in economic development and will be considered as part of the Economic Development Strategic Plan.

CRESWELL WATER SYSTEM MASTER PLAN (2019)
The purpose of the Creswell Water System Master Plan is to provide a comprehensive evaluation of the City’s water system with respect to its existing and future needs, identify improvements and associated costs necessary to meet those needs, and provide the City with a framework for the provision of water service through the year 2037. This master plan has been developed to provide the City with a guide for short term and long-term water system improvements and has been prepared as a reference document to assist the City as it evaluates the impacts of proposed development and land use on the water system. The availability of adequate infrastructure is a key
factor in economic development and will be considered as part of the Economic Development Strategic Plan.

**ENTERPRISE ZONE**

Enterprise Zones exempt businesses from local property taxes on new plants and equipment for three to five years. Creswell is located within an Enterprise Zone, in which it partners with the City of Cottage Grove to provide a regional incentive for businesses to move to the area.
Appendix A

Creswell Economic Development Strategic Plan Stakeholder Outreach Strategy

The stakeholder outreach strategy consists of stakeholder interviews, focus groups, and a public open house. The focus of these outreach activities will be Creswell’s strengths, weaknesses, opportunities, and threats (SWOT) as they relate to economic development, as well as potential Economic Development Strategic Plan goals, objectives, and strategies. Each method is summarized below.

Additionally, stakeholder outreach will involve required adoption hearings, a City of Creswell Planning Commission and City Council joint work session and a formal public hearing, as well as a project webpage managed by the City of Creswell.

### 1. STAKEHOLDER INTERVIEWS

<table>
<thead>
<tr>
<th>Topic</th>
<th>SWOT, goals/objectives/strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benefits</td>
<td>Gain insight into what stake individuals and entities have in economic development in Creswell and their impressions for achieving collective and individual economic success in the future; opportunity for in-depth, one-on-one conversation according to stakeholder expertise and background</td>
</tr>
<tr>
<td>Format</td>
<td>Remote 1-hour interview led by LCOG staff with 7-10 questions</td>
</tr>
<tr>
<td>Timeframe</td>
<td>August-September 2021</td>
</tr>
<tr>
<td>Target Number</td>
<td>7-10</td>
</tr>
<tr>
<td>Target Audience</td>
<td>Expert and partner consultation (e.g. County, OED, lenders, etc.)</td>
</tr>
<tr>
<td>Key Considerations</td>
<td>1) Questions developed with Advisory Group assistance 2) Individuals selected by Project Management Team</td>
</tr>
</tbody>
</table>

### 2. FOCUS GROUPS

<table>
<thead>
<tr>
<th>Topic</th>
<th>SWOT, goals/objectives/strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benefits</td>
<td>Discuss opportunities for economic development from the perspective of key interest groups; gather broader feedback from a cross-section of individuals and groups with unique, but thematically aligned, perspectives in economic development</td>
</tr>
<tr>
<td>Format</td>
<td>Remote 1.5-hour meeting led by LCOG with 7-10 questions</td>
</tr>
<tr>
<td>Timeframe</td>
<td>August-September 2021</td>
</tr>
<tr>
<td>Target Number</td>
<td>Up to 3 focus group discussions with 3-5 people in each</td>
</tr>
<tr>
<td>Target Groups</td>
<td>Local business owners, economic development agency partners, developers, lenders</td>
</tr>
<tr>
<td>Key Considerations</td>
<td>1) Questions developed with Advisory Group assistance 2) Individuals selected by Project Management Team</td>
</tr>
</tbody>
</table>
### 3. PUBLIC OPEN HOUSE

<table>
<thead>
<tr>
<th>Topic</th>
<th>SWOT, goals/objectives/strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benefits</td>
<td>Opportunity to discuss the project collectively with a range of stakeholders; increased transparency, opportunity for stakeholders to engage with one another on economic development issues</td>
</tr>
<tr>
<td>Format</td>
<td>2-hour remote open house event including:</td>
</tr>
<tr>
<td></td>
<td>• 15-minute welcome and introduction to the project</td>
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<td></td>
<td>• 20-minute engagement exercise</td>
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<tr>
<td></td>
<td>• 50-minute breakout group discussions</td>
</tr>
<tr>
<td></td>
<td>• 5-minute break</td>
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<tr>
<td></td>
<td>• 30-minute collective report out/discussion</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Target Timeframe</th>
<th>October 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target Number</td>
<td>1</td>
</tr>
<tr>
<td>Target Audience</td>
<td>General public</td>
</tr>
</tbody>
</table>

**Key Considerations**

1) Local outreach will be needed to notify the public and promote participation in the open house (e.g. through newsletter, Facebook, utility billing).

2) LCOG will continue to monitor COVID and modify the meeting format as necessary.