Appendix A: Stakeholder Outreach Engagement Summary ................................. 3
Appendix B: Creswell Staff Engagement Summary ........................................... 61
Appendix C: Open House Engagement Summary ............................................... 67
Appendix D: Technical Memorandum 1—Existing Economic Profile .................. 76
Appendix E: Technical Memorandum 2—Preliminary Vision, Goal, Objective, and Action Concepts ................................................................. 112
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purpose</td>
<td>2</td>
</tr>
<tr>
<td>Introduction</td>
<td>2</td>
</tr>
<tr>
<td>Focus Groups</td>
<td>2</td>
</tr>
<tr>
<td>Interviews</td>
<td>2</td>
</tr>
<tr>
<td>Public Open House</td>
<td>3</td>
</tr>
<tr>
<td>Participants List</td>
<td>3</td>
</tr>
<tr>
<td>Key Themes</td>
<td>4</td>
</tr>
<tr>
<td>Focus Groups</td>
<td>4</td>
</tr>
<tr>
<td>Interviews</td>
<td>8</td>
</tr>
<tr>
<td>Detailed Focus Group Notes</td>
<td>10</td>
</tr>
<tr>
<td>Developers/Builders/Lenders</td>
<td>10</td>
</tr>
<tr>
<td>Local Production/Agriculture</td>
<td>14</td>
</tr>
<tr>
<td>Recruitment/Retention/Desired Industry Sectors</td>
<td>20</td>
</tr>
<tr>
<td>Entrepreneurship/Education/Skill Development</td>
<td>25</td>
</tr>
<tr>
<td>Tourism/Recreation/Hospitality</td>
<td>30</td>
</tr>
<tr>
<td>Business Climate</td>
<td>34</td>
</tr>
<tr>
<td>Sites/Infrastructure/Needed Services</td>
<td>39</td>
</tr>
<tr>
<td>Detailed Interview Notes</td>
<td>42</td>
</tr>
<tr>
<td>City of Estacada</td>
<td>42</td>
</tr>
<tr>
<td>City of Independence</td>
<td>44</td>
</tr>
<tr>
<td>City of Madras</td>
<td>49</td>
</tr>
<tr>
<td>City of Sisters</td>
<td>54</td>
</tr>
</tbody>
</table>
Purpose

This summary presents an overview of the stakeholder outreach strategy for Creswell’s Economic Development Strategic Plan, presents key themes distilled from stakeholder engagements, and provides detailed notes from each discussion for additional context.

Introduction

The stakeholder outreach strategy for Creswell’s Economic Development Strategic Plan consisted of stakeholder focus groups, interviews, and a public open house. The purpose of these outreach activities was to engage local businesses, civic leaders, subject matter experts, community members, and other stakeholders to help identify Creswell’s Strengths, Weaknesses, Opportunities, and Threats (SWOT) as they relate to economic development; develop a list of Creswell’s competitive advantages and disadvantages that make it more or less attractive as a place to do business; and learn from the examples of peer communities with similar economic contexts, or otherwise of interest.

Due to the ongoing COVID-19 pandemic, all engagements were held remotely via Zoom.

Focus Groups

Seven focus groups were conducted. Each focus group addressed a distinct topic:

- Developers/Builders/Lenders
- Local Production/Agriculture
- Recruitment/Retention/Desired Industry Sectors
- Entrepreneurship/Education/Skill Development
- Tourism/Recreation/Hospitality
- Business Climate
- Sites/Infrastructure/Needed Services

Interviews

Four peer communities with similar economic contexts to Creswell were interviewed to provide additional insight into successes and challenges relating to economic development efforts:

- City of Estacada
- City of Independence
- City of Madras
- City of Sisters
Public Open House
A virtual public open house was held in late March 2022. A summary of that engagement is included in a separate Appendix.

Participants List

<table>
<thead>
<tr>
<th>PARTICIPANT NAME</th>
<th>AFFILIATION</th>
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<tbody>
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<td>CORY MISLEY</td>
<td>City of Sisters City Manager</td>
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<tr>
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<tr>
<td>FAYE STEWART</td>
<td>City of Cottage Grove Public Works and Development Director</td>
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<tr>
<td>HEATHER BUCH</td>
<td>Lane County Commissioner</td>
</tr>
<tr>
<td>JAMES GILROY</td>
<td>Banner Bank Branch Manager, Creswell and Cottage Grove</td>
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<td>JEFF MALIK</td>
<td>Travel Lane County Destination Development Manager</td>
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<td>JENNA CUSIMANO</td>
<td>Lane County Community and Economic Development</td>
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<td>JESSICA LANDSTRA</td>
<td>Farmlands Market Owner, Creswell Planning Commission Chair</td>
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<td>JIM PLISKA</td>
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<td>MATT LORENZEN</td>
<td>City of Estacada Economic Development Manager</td>
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<td>MELISSA MURPHY</td>
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<tr>
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<td>Wise Woman Herbals</td>
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</tbody>
</table>

Creswell Economic Development Strategic Plan Appendix A: Stakeholder Engagement Summary | 3
Key Themes

Focus Groups
The following SWOT summary list reflects some of the key themes that were brought up by participants in the seven focus group discussions. More detailed responses from each individual focus group can be found in the Detailed Focus Group Notes section below.

Strengths
- Location, location, location
  - Benefits of proximity to metro area but still being a small town
  - Proximity to Eugene and metro area, UO, southern region
  - Access to I-5, Highway 99 corridor and amenities
  - Autonomous – Have a Main street and community feel but still close to larger population
  - Access to markets, outlet for products, processors for local producers
  - Access to wine country, covered bridges
- Small town community feel – offer something Eugene-Springfield cannot
- Loyal citizens
  - Strong community support for local businesses, especially during COVID
  - Excitement/pride around agriculture
- City government is efficient, accessible, easy to work with
  - Awesome staff
  - Small government structure
  - Helpful, accessible to businesses (bigger fish in small pond)
  - Proactive with business
  - Business friendly environment
- Strong small businesses in community, entrepreneurial strength
  - Support for small businesses
  - Mentors for other small businesses/entrepreneurs
  - Many young entrepreneurs who care about the community, know and support each other
- Housing is cheaper
- Destination attractions and local gems
  - Airport
  - Championship-level golf course
  - Creswell Bakery
  - Lodging, places to eat
- Downtown has a lot of potential – some good businesses and opportunity for more
Weaknesses

- Location a weakness as well as a strength – hard to compete with bigger markets
- Lack of real estate & developable land limits growth
  - Lack of large parcels – what exists is wet or constrained by ownership dynamics
  - Not enough opportunities to accommodate needs of growing businesses
- East-west divide
  - Rail traffic, I-5 inhibit connectivity
  - Lack of ability to develop on east side of freeway (lack of infrastructure)
- Chamber of Commerce could be stronger
- Creswell as a commuter/bedroom community
  - People spend their $ before coming home
  - Lack of jobs in town
- Infrastructure limits development, especially on east side
  - Internet connectivity
  - Consistent energy (outages)
  - Wastewater challenges
  - Lack of infrastructure at the airport impedes activities that could occur there
- Lack of branding/storytelling
  - Not a big external draw to Creswell
  - Lack of visibility/web presence of local businesses
- Resource limitations (small town)
- Lack of clear center in Creswell
- “Drive-by” community
- Intro to Creswell right off I-5 is highway commercial/truck stops
- Lack key services/amenities needed to attract more business, fulfill needs of workforce (no grocery store)
- Political challenges – divisiveness
- Vibe of downtown – something missing that gives people a reason to park, get out, and walk around

Opportunities

- Surrounded by beautiful farmland – opportunity for farm to table, local flavors, agricultural processing
  - Local market/vendors/products
  - Value-added meat processing facility to address supply chain bottleneck, support farmers and homesteaders
  - Permanent infrastructure for farmer’s market
  - Food and beverage works as an alternative to wood industry
  - Incubator spaces for food and beverage (like Bohemia Food Hub in Cottage Grove)
- Leverage outdoor recreation, culinary food trails, arts/culture/heritage – products in these areas supported at state and regional level
- Opportunities around tourism (e.g. golf, river, access to outdoors, wine country, covered bridges, airport)
- Fiber and tech industry could grow
- Medicine and bio-med/tech
- People moving to smaller towns, Creswell projected to grow
  - COVID
  - Tight housing markets in other cities
  - Livability, affordability
- Enhancement of downtown
  - Build on successful businesses (e.g. Creswell Bakery)
  - Concentration of businesses downtown to draw people
  - Mixed use, residential converting to commercial – catalytic
  - Livability
- Stronger Chamber of Commerce
- Marketing Creswell and its businesses
- More support for entrepreneurs needing support/incubation
  - Provide spaces for entrepreneurs and businesses to grow so they can stay in Creswell
  - Mentorship
  - Focus on Creswell as a good place for entrepreneurs, starting business
- Unique opportunities relating to COVID
  - Opened opportunity for entrepreneurship
  - Elevated importance of local food systems
- Integrate locals into local workforce
  - Avoid brain drain, keep hometown talent at home
  - Partner with schools to provide mentorship opportunities, career pathways – give students the opportunity to think about their future in their hometown
  - Teach students how to start businesses
- Embrace bedroom community dynamic, connection to Eugene-Springfield
  - Regional economy/workforce – Creswell can offer people a great place to live and raise their family while they work somewhere else or from home
  - Livability, affordability but still access to higher wage jobs in the metro area
  - Synergies with other metro satellite communities
  - Other small communities have had success focusing on housing
- Capture overflow from Eugene (e.g. hospitality events, people looking for housing)
- Provide more developable land (e.g. Bald Knob)
- Airport represents big potential/opportunity – needs infrastructure
- Infrastructure bill could present significant opportunities to fulfill infrastructure needs
  - Now is the time to communicate needs with legislators
  - Make sure elected officials and Regional Solutions Team know priority projects
Threats

- Ideological division/sensitivity can make or break a business (risk of alienating customers)
- Lack of real estate
- Local money spent elsewhere (in Eugene/Springfield)
- Natural hazards – climate change, drought, wildfire
- Safety/security concerns (no local police)
- Inconsistency in business traffic
- Infrastructure is expensive and there’s not a lot of state or federal funding (but more important than incentives)
- More attractive jobs (wages/pay) in more dense areas (metro)
- Changes in federal regulation (e.g. FEMA floodplain, environmental regulations)
- Smaller cities particularly vulnerable to economic downturns
- Sewer challenges with privately held entity on east side – tension with DEQ, DEQ won’t allow expansion/extension until resolved.
- Transportation challenges beyond Creswell’s control (e.g. challenges with rail, difficult/unsafe intersections, access to businesses limited by ODOT)
- Housing crisis – not enough available land to meet Creswell housing needs

Competitive Advantages

- Location – strong tie to Eugene, but far enough from Eugene to have own identity (and not as far as Cottage Grove)
  - Opportunity to take advantage of Eugene’s economy and overspill of growth
  - Proximity to more affordable workforce housing down Highway 99 S
  - Proximity to skill development and support for local business/entrepreneurs (e.g. Lane Community College Small Business Development Center, RAIN, Chamber of Commerce)
  - Access to I-5
  - Proximity bigger cities (e.g. Seattle and San Francisco within 500 miles)
  - Access to materials in every direction, by every mode*
  - Direct proximity to freeway, rail
  - Willamette Valley a strong growing region for lots of products – can source ingredients “down the street”
  - Less traffic (quicker to get from Creswell to Autzen Stadium than some places in Eugene-Springfield trying to navigate traffic)
- Entrepreneurial spirit
- Creswell a more business friendly environment
- Lower cost of living, doing business in Creswell
Competitive Disadvantages

- I-5 bisecting community, including economic centers*
- Water issues – perception that water is not safe to drink
- Safety/security concerns (no local police)
- Not part of MPO (no access to funding stream)*
- Lack of downtown draw
- Lack of some essential services/amenities (e.g. grocery store)
- Infrastructure shortcomings at airport

Interviews

The following themes arose from the four interviews with peer agencies. Detailed notes from each of those discussions can be found in the Detailed Interview Notes section below.

- **Having a community-defined vision is a useful tool.**
  - Present to agencies/foundations/partners that can provide funding or capacity – shows that everyone is on the same page, now just need support to get it done
  - Community engagement/buy-in – helpful to be able to point to a plan to respond to questions or pushback

- **Getting everyone swimming in the same direction/on the same page is key.**
  - Leadership and community have ownership over implementation steps
  - Also helps to have consistency in leadership/local champions

- **Getting SOMETHING done is important.**
  - Even small wins gain momentum – little projects along the way add up over time
  - Need to actually follow through on the work – start moving forward, put resources behind it and make sure staff is completing the work under deadline
  - If projects are too nebulous or take too long, it can be hard to sustain high level of energy and enthusiasm – might lose champions

- **Building relationships with the local business community is important.**
  - Meet with businesses, understand their needs, find state grants to help them
  - “Get to yes” approach – build trust in business community that you want to work with them

- **The City should be ready to take some risks.**
  - City can be creative & entrepreneurial, active in implementing projects
  - Show business community that City is putting skin in the game

- **Good timing has a lot to do with success.**
  - Where the community is, who’s championing it, how it aligns with everything else
o City should be nimble and ready to capitalize on unexpected opportunities
  o Leverage success into additional success

- **Work with your assets and build on what you have.**
  o Don’t take small ones for granted (e.g. businesses that could grow)
  o Smaller communities offer quality of life benefits over bigger cities
  o People leaving major metro areas because of COVID – home in on the fact that you can have urban rural lifestyle in communities like Creswell

- **Downtown revitalization and support for businesses are both important.**
  o Create appearance that it’s a nice community and also work on systemic changes to help out new and existing businesses
  o URA & Main Street Program have proven effective tools in many peer communities.
  o Livability vs. incentives

- **Economic development is one of many priorities.**
  o May be a priority that’s second to (or part of) others like livability, parks, transportation, essential infrastructure, public safety, tourism
  o Economic development vision is most effective when it follows a broader, balanced community vision.

- **Strong partnerships are important.**
  o Increase City capacity to implement the vision
  o Find the right partners (public and private) aligned with goals.
Developers/Builders/Lenders

Questions

1. What do you think are Creswell’s strengths when it comes to economic development? (Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)

2. What are Creswell’s weaknesses? (Things that are internal/subject to “Creswell’s” control and decrease Creswell’s capability to achieve desired economic outcomes)

3. What opportunities could Creswell take advantage of? (Things that are external – Creswell does not have control, e.g. market forces, or things that expand or develop new possibilities)

4. What threatens Creswell’s economic development? (Things that are external/not under Creswell’s control, e.g. economic downturns)

5. What are Creswell’s competitive advantages? (Note that competitive advantages are things that set a community apart from other nearby communities as a good place to do business, e.g. availability of skilled labor force, proximity to major transportation routes, broadband access, quality of infrastructure)

6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things that make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. How can the City encourage additional commercial and industrial development?

8. What are the key barriers to commercial and industrial development in Creswell?

9. Is there anything else you’d like to add?

SWOT Analysis Results

Strengths

- Creswell’s principal strength is that it is not Eugene
  - Access to I-5 & Willamette Valley like Eugene
  - Less expensive
  - Less bureaucracy
  - Not suburban – distinct city, has sophistication
  - Creswell government works extremely well and is very efficient
- Accessibility to Metro Area
• Access to population base
  • Business opportunities to meet base’s service needs
• One of the fastest growing cities in Lane County for a long time
• Airport is stunning – ownership and tie-in to community that most little towns don’t have
• Variety of land types – residential to support industrial and commercial available for future growth
• Autonomous – its own main street & community feel
  • People are fiercely loyal – if the amenities are here, they’ll patronize
  • Main street, community events, library, schools, businesses contribute to community feel
  • Has its own feel, but close to larger population
• Amenities associated with being right on I-5
• Physical attributes
  • Direct I-5 access
  • Top-notch golf course
  • River running through
  • 10 minutes from Eugene, but not Eugene – close but has the ability to differentiate (similar to Springfield and Coburg); ability to take benefits of larger city and distance from negative
• Small Government structure
• LTD service extends to Creswell
• Closer than other communities (e.g. Cottage Grove)

Additional Comments from City Staff:
• Open mindedness to certain kinds of development
• Opportunity here (space, building types, relationships)
• Airport brings in over $1 million/year into community & local economy (gas, food, hotels, etc.) – recreation (sky diving, flight lessons), maintenance, serves entire I-5 corridor, tourism; fills a niche that is needed regionally
• Access to labor force; local schools

Weaknesses
• Industrial / commercial access – big one!
• Schools – people won’t locate until the schools rank higher; people will locate to other communities (Pleasant Hill, Coburg) over Creswell
• Rail traffic inhibits connectivity; no major company will locate on the opposite side until that’s dealt with
• Capability to do things on their own is limited; partnerships necessary; not a self-contained community that can do everything themselves (not enough staff or funding to pay for it)
  • Have to be realistic about what a community of this size can accomplish
  • Don’t have own police department
• Communicating the City’s overall vision statement might be a challenge
• Chamber of Commerce could be stronger
• Political instability (mayor turnover) – lack of confidence in City Hall
• Lack of jobs in town – hard to sustain certain business types when residents work out of town in Metro Area
  ○ People who work in Eugene/Springfield do their shopping there before coming home
  ○ Stronger job base would translate to more sustainable amenities
• Infrastructure on east side of the freeway – lack of ability to develop on east side
• Lack of industrial or commercial real estate (hard at Creswell’s size – can’t do much about it)
  ○ Cottage Grove has an industrial park outside of main area of town where it’s possible to put in development that is not the most attractive – Creswell does not really have that area; needs an area for such economic development opportunities; current options available present challenging land use compatibility
• Lack of/opportunity for City police force

Additional Comments from City Staff:
• Lack of infrastructure on the east side – fight it continually at Airport, but just a stop gap
  ○ Funding currently available would not connect airport to City services (Airport still on septic/well)
  ○ Undermines Airport vision – inhibits business interest in Airport

Opportunities
• Shopping closer to home has increased – box stores not the future?
  ○ Strong ability to develop small local market – local vendors/products
  ○ Surrounded by beautiful farmland – farm to table
• Development of local flavors and breweries (as other communities have encouraged)
  ○ Smaller local restaurants
• Marketing campaign – “Come join us!” (like a marketing campaign from the 80s – billboards in San Francisco with a picture of a forest to encourage people to come to Oregon: “Things look different here. Come join us”)
  ○ People have already left Eugene/Springfield because of housing market – housing is a challenge for everyone, regardless of socioeconomic background
  ○ Creswell could partner with region to solve that issue – with opportunity for Creswell Economic Development
• Provide housing for teachers and school staff so that they’ll stay – hang onto best resources
• Help improve beautification of City +1
  ○ A lot of concrete – could be more tree lined streets, ambience
  ○ If entire city had a more consistently better appearance, it could improve the overall economic climate – Main Street had success with such an effort (smaller investment can make a big difference, e.g. repainting storefronts)
• Opportunities to market what Creswell has
• Connecting Eugene Ridgeline Trail to Creswell (Fox Hollow); different demographics may be attracted by such an amenity (e.g. cyclists who already ride bikes around Spencer Butte)
• Peer communities provide examples for fun and vibrant downtown (Coburg, Sisters, Monroe) – getting a look and buy-in, everyone pulling in the same direction
• Lack of/opportunity for City police force
• Developing infrastructure around I-5 corridor
• Chamber can be helpful to success of future growth – much more focused
• Proximity and availability advantages (overspill benefit from Eugene)
• Marketing campaign with a buzz term that sets Creswell apart from other communities, e.g. “Entrepreneurial Capital of Willamette Valley” or “Startup Center of Central Oregon”
• Unified marketing/branding
• High density mixed use on the east side of town – refinement plan? Allowance for separation of gathering place, community center
• Shared schools (other shared dynamics)

Additional Comments from City Staff:
• Interstate corridor
• Opportunities to collaborate with other jurisdictions with similar geographic features (e.g. bike trails, river) – attracting talent
  ○ Some associated challenges (e.g. many connections are state-owned roads)
• Recent success/history with entrepreneurship – starting place/home base for great new ideas but have not been able to keep or help them grow; big opportunity – consider Creswell the startup capital of Lane County?
• Fiber on east side
• Urban Renewal area provides potential opportunities (between 99 and I-5) – funding for improvements

**Threats**
• Railroad – how do we deal with trains passing through town? Very expensive
• Lack of real estate (available and appropriately zoned)
• Ideological division (sensitivity around some political issues) – Creswell in a unique place of tension between some of these ideologies
• 10 mins from Eugene but not Eugene (this is both an opportunity & a threat)

Additional Comments from City Staff:
• Re: lack of real estate – inability to grow at rate that market demands (this is a challenge across Oregon)
• Not a member of the MPO (just outside boundary) – missing out on funds; peer communities are able to grow with funding
• Two sides of Creswell (newer development in the East and older development in the West) –
how do we unite them? Will solve itself over time? Perpetuating divide between younger and older families as well as newer and more established?

Competitive Advantages and Disadvantages

**Advantages**

- Close to more affordable workforce housing down Hwy 99 S (Cottage Grove)
- Opportunities for skill development and support for local businesses/entrepreneurs – Lane Community College Small Business Development Center, RAIN, Chamber of Commerce
- Unique location – far enough away from Eugene, but not as far away as Cottage Grove; has an angle in proximity; can take advantage of Eugene’s economy and overspill of growth; strong tie to Eugene

Additional Comments from City Staff:
- Access to labor force; proximity to local schools with variety of college-level educational opportunities
- Creswell has a Catalyst in Community and Entrepreneur in Community with RAIN who assist small businesses free of charge with extensive educational opportunities
- Access to materials in every direction, by every mode (ship, train, truck, plane) – difficult to get in and out of Eugene; Creswell has advantage there

**Disadvantages**

None

Additional Comments from City Staff:
- I-5 bisecting community, including economic centers

Other/Additional Insights

None

Local Production/Agriculture

Questions

1. What do you think are Creswell’s strengths when it comes to economic development? *(Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)*

2. What are Creswell’s weaknesses? *(Things that are internal/subject to “Creswell’s” control and decrease Creswell’s capability to achieve desired economic outcomes)*
3. What opportunities could Creswell take advantage of? (Things that are external – Creswell does not have control, e.g. market forces, or things that expand or develop new possibilities)

4. What threatens Creswell’s economic development? (Things that are external/not under Creswell’s control, e.g. economic downturns)

5. What are Creswell’s competitive advantages? (Note that competitive advantages are things that set a community apart from other nearby communities as a good place to do business, e.g. availability of skilled labor force, proximity to major transportation routes, broadband access, quality of infrastructure)

6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. What specific challenges do local producers and others in the agriculture industry face in Creswell?

8. Do local producers have what they need to grow? How can the City support local producers?

   How can Creswell better support local production/agriculture that takes place beyond the City’s boundaries?

   Are there examples of facilities in other towns that create a “value chain” or support businesses through value-added opportunities (such as packaging, production, or processing of agricultural products)?

9. Is there anything else you’d like to add?

**SWOT Analysis Results**

**Strengths**

- In the last ten years City has improved upon their expectations for themselves; recognizing/learning weaknesses and improving upon them
- City Hall good at their jobs/helpful
- Proximity to Eugene has been critical for farming business to access resources needed to take a product from the field and sell it into market +1
  - A convenient outlet for products; rely heavily on Lane County Farmers Market
  - Processors in relatively close proximity (e.g. meat processing, hazelnut roaster)
  - Any business in Creswell can do business with a business in Eugene with little or no friction
- Proximity to I-5 corridor for business that deals with fresh plants; quick processing is crucial – easy delivery from farmers
• Strong partnerships with farmers in area (Willamette Valley – Southern OR, 50 miles east or west of I-5 corridor)
• Excitement in community around agriculture
  o Enthusiasm about what we have been doing as a farm; stoked that we are doing something different
  o Media attention (e.g. newspaper doing an in-depth story)
  o Elementary school involvement/school trips (pre-COVID)
• Deep connection to history of connection to agriculture; pride around agriculture demonstrated through patronage
• Creswell a more business friendly environment and still economical (vs. Eugene/Springfield – available to build but potential regs in Metro area resulted in a conclusion to stay in Creswell)
• Businesses get attention & City staff are very accessible (bigger fish in small pond); not so in a bigger city like Eugene/Springfield
• There are businesses here to support. Easy (local market).
• Family farms

Weaknesses
• Proximity to Eugene – bedroom community
  o Tendency for less involvement & investment from folks who work in Eugene
  o Local money spent elsewhere – commuters spend money in Eugene/Springfield, not as much in Creswell
• Infrastructure
  o Issues with consistent energy – lots of outages, though City has done some work to help with redundancy and this may have improved?
  o Internet connectivity – issues with stable, reliable connectivity a major challenge; issue for business processes (e.g. customer service department, taking and processing orders, fulfillment) because of broadband shortcomings
• Delays with shipments becoming more of a challenge
• Lack of open office space, limited/no options – if you want business real estate, you have to build something; very expensive to build +2
  o Grocery in 2,400 sq. ft – do not have the choice to move; wouldn't enjoy doing it elsewhere & don’t want to have to
• Stock is old and hard to address needs with
• Local market has not been consistent
• Distance for processing that we require can be a bottleneck for the supply chain (USDA meat processing facility serves majority of southern Oregon and lots of Central Oregon, sausage processing in Cave Junction)
• USDA meat processing delay (the whole country is facing this right now) – have to be thoughtful about planning our production
• In between community sizes – inconsistency of business (patronage); hot & cold, not large enough to handle that fluctuation
• Young people not always seeing agriculture path as attractive or viable
• Challenge of being a smaller community – less capacity in city government and Creswell-specific support organizations that work in tandem with city government
• Lack of branding or storytelling – if Creswell doesn’t create its own story/control its own narrative, others will do it for them or else not think about them at all

Additional Comments from City Staff:
• Lack of commercial space at the airport also – need commercial space available for businesses we want

Opportunities
• Value-added meat processing facility that would support farmers and homesteaders/hobbyists; address supply chain bottleneck
• Support from local political delegation – what can these groups do?
  o Desire to help/support, both from state and local delegations, they just don’t know what is needed – a plan would allow better/cohesive messaging (e.g. Bald Knob plan, etc.)
  o Lobby to get the Rural Tax Incentive changed – Lane County is more nuanced than current classifications reflect
• Latent entrepreneurial opportunities; waiting for support/incubation
• How can we (Creswell) collaborate locally around food resiliency/security
• How can City support Producers through Climate change?
• How can we demonstrate (to youth) agriculture as a viable path forward for career path/lifestyle?
  o Business ownership/entrepreneurship are pathways to wealth
  o Think about connections, workforce development
• Responsiveness to preventative safety concerns
• City could be more involved with regional conversations to remain top of mind – given limited capacity of city government, could be a good use of time to get in the ear of/get more facetime with folks involved at the county level
• COVID has opened up opportunity for entrepreneurship – folks in the community with skills and passions and creative spirit who could probably be successful as entrepreneurs with adequate support
• COVID has elevated the importance of local food systems – it has proved that local food systems are important and also elevated consumer interest in them (a rise in people looking for local food and beverage products, restaurants, etc.)

Threats
• Local money spent elsewhere – commuters spend money in Eugene/Springfield, not as much in Creswell
• Delays with shipments (supply chain)
• Creswell does not qualify as a Rural Enterprise Tax Zone because it's in Lane County, which is not considered “rural” in important characterization
• Inconsistency in business traffic – too small to manage that; strength of the businesses may not be sustainable
• No one at County working on food production opportunities – we are not food secure; no staff thinking about ag production and food security
• Drought – access to water for livestock, pasture
• Age of farmers – generational transition; land changing hands
• Large corporations, residents from other states with cash and ready to buy (e.g. Cannabis) – potential for farmland to be bought by people who don’t live in the community
• Municipal water quality
• Climate Change and wildfires
• Safety/security concerns – no local police
• COVID’s impact on workforce from employer side – people walking away from jobs a challenge for certain types of businesses to be successful in this environment (especially restaurants, service industry as a whole)

Competitive Advantages and Disadvantages

Advantages
• Entrepreneurial spirit and attention to reuse has led to creative reuse of what would otherwise be waste – 50-gallon barrel drums that are repurposed into rain barrels; synergy with other aligned local uses
• Creswell a more business friendly environment and still economical (vs. Eugene/Springfield – available to build but potential regs in Metro area resulted in a conclusion to stay in Creswell)
• Close to Eugene but less expensive for a business to operate in Creswell – advantage of being in Creswell is that you get the benefits of Eugene at a better price point
• Location
  o Proximity to Eugene
  o Less than 500 miles from both Seattle and the San Francisco Bay Area – huge from a logistics perspective for food manufacturing (500 miles is around the maximum distance a long haul trucker will go in a single day)
  o Creswell’s direct proximity to the freeway (right on I-5, don’t have to get over to it – time is money)
• Willamette Valley is a strong growing region for a lot of different products; many food companies and farms in close proximity – can source ingredients “down the street”
  o Lots of existing/generational knowledge at ag level and manufacturing level

Disadvantages
• Water issues – perception that water is not safe to drink; it is heavily regulated, but perception can be a problem
• Safety/security concerns – no local police
• Branding – would Creswell make it on a list of top 10 cities in Oregon to run a business? Probably not, but not because it’s not a good place to run a business – people just aren’t thinking about it

Other/Additional Insights
• Getting product to market is very difficult
• Being an outlet for many small businesses is difficult (approached a lot) – vision is to grow into larger space to be the hub for local farmers
  o There is a local need, a lot of time and money needs to be spent to correctly package/process products and farmers don’t always know
  o Can’t bring them all in at this point (not enough room on shelves)
  o Farmers want an outlet/for their products to be seen
• Farmers work so hard and are undervalued – they have to be very efficient and specific with their time; if that time is spent on processing, packaging, and labeling, they need to know its going to come off the shelf so they can get what their time and product is worth
• I don’t farm, because it’s hard
• Hard to compete with large places (e.g. people will buy Foster Farms chicken vs local because it’s local) – huge commodity food system vs. local family farms
  o Difference between prices at farmers market vs. grocery is huge
  o Cost to label, package, get certifications to get into a grocery store (have to raise price to cover these costs, then can’t compete/people are less likely to buy)
• Producers are not always heard - related to because of significant responsibilities.
• Other facilities in other towns that create a “value chain” or support businesses through value-added opportunities:
  o Port Townsend, WA – many small sustainable farms in the community; thriving market; county has done some heavy lifting and provided leadership
  o Farmer needs to get something out of it to show up – they are isolated and busy, can be hard to convene with a shared purpose
• Running food or agriculture business is challenging no matter where you are
• Creswell Bakery a success story for Creswell – may have had resources/training/background that average food entrepreneur might not have, but every business like that that’s successful makes it easier for the next one
• Bohemia Food Hub in Cottage Grove as a powerful example/interesting case study of how the City can make a big difference when it becomes intentional in its support of a specific sector – City of Cottage Grove has become more aware of/aligned with existing efforts to strengthen food community in the past 3 years, and Bohemia has taken off as a result
  o Food people have understanding of food challenges and opportunities, but not how to navigate grant writing, federal/state processes to identify/go after funding opportunities
Folks working in economic development understand that even if they aren’t familiar with food systems
o Powerful team when paired up

Additional Comments from City Staff:
- Disconnect between product and market, City’s role in that relationship – space/relationships/carry the freight of organizing
- Marketing/Tourism? Maintain relationship, support, understanding for crucial role of agriculture.

Recruitment/Retention/Desired Industry Sectors

Questions

1. What do you think are Creswell’s strengths when it comes to economic development? (Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)

2. What are Creswell’s weaknesses? (Things that are internal/subject to “Creswell’s” control and decrease Creswell’s capability to achieve desired economic outcomes)

3. What opportunities could Creswell take advantage of? (Things that are external – Creswell does not have control, e.g. market forces, or things that expand or develop new possibilities)

4. What threatens Creswell’s economic development? (Things that are external/not under Creswell’s control, e.g. economic downturns)

5. What are Creswell’s competitive advantages? (Note that competitive advantages are things that set a community apart from other nearby communities as a good place to do business, e.g. availability of skilled labor force, proximity to major transportation routes, broadband access, quality of infrastructure)

6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. What are the primary industry types the City of Creswell should focus on attracting or retaining?

8. What can/should the City do to strengthen/encourage these local industries and clusters? (Note that a cluster is a concentration of related industries, e.g. forestry and wood products in Oregon, Wine production in the Willamette Valley, auto industry in Detroit, computer chip production in Silicon Valley, movie production in Hollywood)
9. Is there anything else you’d like to add?

SWOT Analysis Results

Strengths

- Location, Location, Location +2
  - Lots of opportunity on I-5 corridor
  - Rail
  - Airport
- Strong small businesses in community +1
  - Businesses feel well-supported by the community
  - Love being in community – want to invest, hire, employ
  - New investments (service station, housing)
- City Gov very proactive with business; business friendly processes
- Entrepreneurial strength
  - New economic environment – work from home for many jobs
  - Housing prices in Creswell give it a leg up – people no longer have to live where they work with remote work options; wealth brought in will be an economic driver for small communities
- Newer water facility
- Good existing businesses and support of small businesses are huge strengths
  - Ties to new ability to work from home – food and beverage/retail industries keep people who live here working here; inclined to buy locally after they get off work
  - Leverage & build on successful businesses already here (e.g. Creswell bakery and similar)

Weaknesses

- If it’s bad in Metro, it’s exacerbated in rural areas (e.g. access to childcare, transportation, access to education opportunities) – when easier areas are not well served, hard to serve daughter reaches; can feel insurmountable
- Resources (grant, etc.) can be hard to leverage in smaller areas – higher costs, more nuanced dynamics
- No strong brand to business community; not a big draw to City externally
- Resource limitations to bring in and support additional investments/businesses +1
  - Wastewater challenge historically (east side of freeway) is an example; was a weakness for developing land on that side of the freeway
  - Smaller rural communities in general don’t get the same kind of resources as metro areas
- Lack of clear center in Creswell – challenge to create cohesive definition of who you are as a community
Need to be livable to attract and retain individuals who are living/working at home; concentration of businesses would enhance local livability, make Creswell a desirable place to go out and spend money
  • Downtown vibe could be enhanced
  • Split by I-5
  • Transportation access (as part of broader rural issue) – speeds and times of public transit make it a challenging solution
  • Availability of developable land

Additional Comments from City Staff:
  • Creswell struggles to access federal and state funds for public transit and mobility in general
  • Disconnect with community around efficiencies in travel options (e.g. van pooling and small redistributed on-demand services not not available)
  • Per capita benefit for investment reduces attention to needs
  • Wastewater limitation; amount of land available to develop limited by wastewater
  • Great entrepreneurial spirit, but retention of businesses could be better

Opportunities
  • Build on successful business (e.g. Creswell bakery a huge draw) • Concentration of businesses would enhance downtown vibe
  • Cottage Grove example of repurposing mixed use – Creswell could be stronger in this regard
  • Access across I-5
  • Huge family contingent in Creswell – no other community with higher number of kids in a school
    o Families in cohesive community present opportunities to address needs and wants; opportunity to gather feedback from community – what do they want?
    o Improve performance
    o Mentorship opportunities with successful businesses in the community for Sophomores/Juniors/Seniors – having relationships to connect with local business
    o Is there an opportunity to integrate locals into local workforce? Avoid brain drain, keep the hometown talent at home
      • What do we want to draw our kids back with/for
    o Give students opportunity to think about their future in their hometown – Creswell can be a thriving small community so that success isn’t just seen as growing up and leaving small town (common for small towns)
  • Opportunities around fiber, publicly owned fiber center in Creswell
  • No large Grocery anymore (Ray’s left) – could capture larger community
  • Bald Knob site is a blank canvas/site readiness opportunity; needs work but unique – make it usable
  • Exit interviews with companies that leave?
Is Creswell a good place to START businesses? Focus on this?
  o Regional economy context – enough economic opportunity regionally so that people can choose to stay
  o Incubator spaces (maker spaces) – market test. Incubation cluster?
  o Build up mentorship network – mentors at all levels; peer leaders

Workforce across County is an asset – Creswell can offer people a great place to live and raise their family while they work somewhere else or from home
  o Talk to local companies about having their workforce live and raise families and focus on developing assets required in Creswell (access to childcare, grocery store) to draw people to live there

Vacant parcels can present unforeseen opportunities – be opportunistic; positive things can emerge from agility

Additional Comments from City Staff:
  - Re: fiber – Creswell is part of the RFC; need to better understand and evaluate options for supporting/extend to more geographic areas
  - Re: Bald Knob site – new owner, some concerns have been remedied; there are some other industrially/commercially zoned properties that are vacant
  - Re: families – Creswell has the largest elementary school in Lane County
  - Skilled workers (e.g. construction) leave town – opportunity to look at ways to keep them in town
  - Re: I-5 division – lots of opportunities to think about how to allow people better access across the freeway, further development of east side of Creswell

Threats
  - Other cities in the region may offer better deals
  - Basic infrastructure is the most important thing that governments can do – roads, clean water, adequate, treat
    o Incentives matter less than quality infrastructure at a reasonable price (it’s very expensive)
    o Creswell is fairly low density – difficult to maintain infrastructure on a small tax base; inadequate resources to maintain existing much less expand
  - Retention is threatened by more attractive jobs (wages/pay) in more dense areas (metro) – goes along with being rural
    o Living costs are low but people can still have a high wage job in the city – Creswell is so close that folks are maximizing benefits of both
  - Climate Change will challenge water supply – how to keep up with demand and nuances of water rights
  - Changes in environmental rules (e.g. Endangered Species Act, Floodplain)
  - Smaller communities particularly vulnerable to economic downturns – need to figure out how to reduce impacts, improve resilience (larger cities to the north help – people continue
to be employed there and live here, but also a challenge to keeping stronger economy in local cities)

Additional Comments from City Staff:
- Need for coalition among smaller communities outside Metro area – no tie that binds other than sharing challenges (and sharing services with Cottage Grove); opportunity to develop organization structures that help us navigate challenges together
- Need external resources for Creswell appropriate development

Competitive Advantages and Disadvantages

Advantages
- Lower cost of living
- Lower rental commercial space
- Creswell is part of Metro area (close to Eugene-Springfield and UO, LCC)

Disadvantages
None

Additional Comments from City Staff:
- Not in the MPO. No access to that funding stream
- Experienced developers, investors in short supply (especially on the residential side)

Other/Additional Insights

Primary Industry Types
- Food and beverage
  - Bohemia food hub – opportunity to capture businesses that come out of there (spillover benefit for Creswell)?
  - Low barrier
  - Good regional/state reputation for food items
- Fiber and Tech (Information Services/Manufacture?)
  - Industry that could grow; backbone infrastructure is there
  - Supporting infrastructure/services necessary, amenities
- Rail supported industries +1
  - E.g. Pac-Tech expanded to Cottage Grove because of rail access
  - Could find a unique fit – never know; important to remain flexible
- Agricultural processing
  - Surrounded by ag land (cattle, seed, hazelnut trees)
  - Capture local needs for processing, etc.
- Recreation
- Hobby airport – opportunities to capture this more fully, make Creswell a destination stop (e.g. fly in to play golf at Emerald valley?)
- Other ways to cluster benefits from unique airport and golf course
- Medicine and bio-med/tech?
  - Knight Campus – focus on bioscience industry application/commercialize bioscience research coming out of the university
  - Small manufacturing for a place like Creswell?
- Broad collection of manufacturing types in the region (under the radar) - advanced manufacturing. Versatile options? Rail line?

Additional Comments from City Staff:
- Downtown storefront opportunities, downtown commercial zone
- Childcare – supporting the significant family population in Creswell and surrounds
- Aging care – East side has a lot of retirees; baby boomers aging in place

Entrepreneurship/Education/Skill Development Questions

1. What do you think are Creswell’s strengths when it comes to economic development? (Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)

2. What are Creswell’s weaknesses? (Things that are internal/subject to “Creswell’s” control and decrease Creswell’s capability to achieve desired economic outcomes)

3. What opportunities could Creswell take advantage of? (Things that are external – Creswell does not have control, e.g. market forces, or things that expand or develop new possibilities)

4. What threatens Creswell’s economic development? (Things that are external/not under Creswell’s control, e.g. economic downturns)

5. What are Creswell’s competitive advantages? (Note that competitive advantages are things that set a community apart from other nearby communities as a good place to do business, e.g. availability of skilled labor force, proximity to major transportation routes, broadband access, quality of infrastructure)

6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. How can local skills and local job opportunities be better matched in Creswell?

8. How can the City support local entrepreneurs?
9. Is there anything else you’d like to add?

SWOT Analysis Results

Strengths

- Similar strengths as Cottage Grove, which is close – proximity to Eugene (Creswell is even closer)
  - Food manufacturing outlets
  - Proximity to urban center makes it work
- Really cute downtown – needs a little more defining “vibe,” but lots of potential
  - Main Street potential
- Great players (entrepreneurs who own Blue Valley Bistro, Creswell Bakery) – availability to other entrepreneurs
  - Mentors essential in making success/helping small businesses start and thrive
  - Long-term families who care about Creswell – Farmlands market another example
- Creswell HS has great Career Technical Education (CTE) programs (e.g. woodshop, computer science, culinary) – great resource to tap into and work with
  - Opportunities in schools that feed into career pathways
  - Mentorship
  - Work experience/on the job training
- On I-5 – key freight route; close to UO
- Airport – tons of potential for sector buildout
- Have Industrial lands to work with
- Awesome staff – capacity to manage, apply for grants/funding
- Diverse businesses/industry mix in Creswell area – creates synergies and opportunities for other companies of the same type to develop there
- City and community buy-in, support for small businesses
- Good community feel
- Many young entrepreneurs who care about community, know and support each other
- New Chamber is getting stronger
- Food and beverage sector strategist for County a really important partner; great at connecting opportunity
- Austin at Lane County is a resource

Weaknesses

- Lack of large parcels – what they have is wet or constrained by ownership dynamic
- Infrastructure – need to pull infrastructure to the east side for housing growth and to grow opportunity at the airport
- Intro to Creswell (right off I-5) is largely highway commercial/truck stops
- Hard to break less attractive bedroom community tendencies; identifying sectors that are actually feasible to build on can be a challenge
• Lack of real estate
• No grocery store – key service needed to attract more business
• Political challenges – divisiveness, big opinions can detract from common goals
• Vibe of downtown – drawn to Creswell bakery, but why else does someone stop?
  o Something missing that gives you a reason to park and get out and walk up and down
  o In CG it went from no real cohesive space to something that drew you in as a destination to meander up and down; people come from Eugene, park, look for a bite to eat after a ride – shops, places to eat, breweries, Bohemia Park (a strong anchor)
  o Bonus of being on I-5 – easy to get to Creswell, now it’s about building up why folks stop here
• “Drive by” community – outsiders may not be familiar with anything other than the bakery; no specific draw otherwise (no other restaurants or venues seem to be a strong attraction)

**Opportunities**

• Lots of people leave for work, but opportunity to pull in workshed
• Airport presents a big opportunity – approached by businesses considering that airport, but it has infrastructure and funding needs
• Recent opportunity presented by transportation sector & trucking industry
  o Shortage of truck drivers causing problems everywhere and local trucking industry is looking for opportunities to train CDL drivers
  o Creswell has one of very few CDL training facilities (LCC does not have a facility. Creswell’s is the only facility in Lane County) – opportunity to grow the training facility to meet demands
• Permanent infrastructure for the farmer’s market – farmers market in Creswell needs a more established location; craft and food could use love
• Industrial lands
• Downtown could be built out – livability potential
• Creswell Bakery pulls in hundreds from the freeway every day – they’re already doing the work of getting people to town; give people another reason/place to stop
  o Create some sort of draw, something that makes people want to stick around after they get their gas
  o E.g. Bohemia Park an anchor in Cottage Grove; promoted “walking around,” people looking for something to eat/drink, tourism – shows promise for something similar in Creswell (closer to Eugene than Cottage Grove)
• Diverse businesses/industry mix in Creswell area – creates synergies and opportunities for other companies of the same type to develop there
  o Manufacturing in town already
  o Construction
  o Logging
  o Healthcare
- Biotech
- Food and beverage
- Tourism/recreation – Creswell is well located for opportunities
  - Pull in Travel Lane County and Travel Oregon
  - Business Oregon looking at marketing arts and culture in rural areas (go hand in hand with tourism/recreation and could be a key driver)
- Welcome minority communities (language access, marketing) – how do we elevate how immigrant communities and diverse populations are incorporated in the community, what they give back to community?
- More affordable rents in Cottage Grove contribute to success of Bohemia Food Hub and small business tenants (half are from Eugene)
  - Purchasing buildings was cheaper, enables lower rent
  - Costs have as much as equivalent space in Eugene for manufacturing, food truck parking
- Can you tap into thriving community of farmers?
  - Farmers market that might be a draw to downtown (this is a slow build)
  - Incorporate farmers into projects
  - Food and food security are front and center due to pandemic
- Synergizing with other Metro satellite communities – capitalize on cool things other small cities are working on; share resources
- Technical assistance and support integral to success of Bohemia Food Hub
  - Great advisory team available to entrepreneurs
  - Fostering and supporting champions (e.g. Oregon RAIN)
  - Culture of mentorship
- Food and beverage works as an alternative to wood industry
- Tap into larger scale sector strategy work already done – education
  - Education programs do a great job of getting students trained in/aware of different career opportunities, but local industry and parents are likely not aware of what’s happening in schools – connections need to be made
  - A lot of rural small communities try to force certain sectors they want to happen, which probably won’t happen unless they happen natural – school can be where you find those entrepreneurs
  - Teach students how to start businesses (homegrown) – they might come back if the roots and opportunities are established (vs. recruiting new businesses to town might is harder)
- Youth getting involved and having a better framing of realities of entrepreneurship (pros and cons) – many mentors in town to provide this guidance/exposure
- Find out what you have to draw people in, market the space – pull the right partners together and get everyone in a place to build resources together
- Inclusion – united in ideas of how to move forward
- New restaurants, build on
- Support what is there. Jobs in place are important.
Additional Comments from City Staff:

- Creswell Butte, Creswell Castle – opportunities just outside City limits to help create identity

Threats

- One challenge = identifying sectors that are actually feasible and they can build on
  - Cottage Grove did that really well with work that Kim did with food & beverage
  - Creswell could do that with food & beverage as well and with airport – opportunity for those sectors to start from
- Not a lot of state or fed funding coming in to meet issues like infrastructure and land use issues (these aren’t in their control)
- Land use
- Real estate increase/lack of real estate – some trying to buy and cannot afford
- COVID (pandemic) issue
- Access to global markets – unreliable and expensive
  - Lots of agricultural/food products could be sold overseas (e.g. Oregon wine has been popular in Asia)
  - Port of Portland is not dependable – can be expensive
- Wood products industry continues to lose jobs, even though demand grows
  - Technology is always becoming more efficient and less labor intensive
- Regional competition among small cities along I-5 (framing it as competitive rather than synergistic)
- Wealth in the hills – not integrated in the community
- Transitions needs to be careful and thoughtful

Competitive Advantages and Disadvantages

Advantages

- Rail (though only on west side)
- Right on I-5 – excellent access, right next to downtown
- Creswell Bakery pulls in a lot of folks form the freeway – already doing the hard work; give them ANOTHER reason to stop
- STEM hubs (Elevate) need to be a part of the education piece
- Homegrown opportunities

Disadvantages

- Downtown draw
- Lack large grocery store
Other/Additional Insights
None

Tourism/Recreation/Hospitality
Questions
1. What do you think are Creswell’s strengths when it comes to economic development? (Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)

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6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. What is one asset you wish more people in the region (or beyond) knew about Creswell, and came here to visit/use?

8. In what ways is Creswell under-realizing its potential to attract visitors?

Can you share specific strategies for attracting more visitors to Creswell?

9. Is there anything else you’d like to add?

SWOT Analysis Results
Strengths
- City staff are easy to work with + 3
  - Easy to access info to know how to get your project off the ground
Engaged in discussing economic development including tourism

- Downtown has some good businesses and opportunities for more
- Destination attractions & local gems
  - Emerald Valley Golf Course (championship-level golf course)
  - Creswell Bakery
  - Lodging, places to eat – pieces are there; need a little more
- Airport is an asset – destination
- Staff (Maddie) elevate Creswell at regional and state level
- Efforts: Streetscapes, new buildings, look and feel
- So close to Eugene – overflow in hospitality from events in Eugene; City could capitalize
- Proximity to wine country
- Proximity to covered bridges (right in the middle)
- Clay target shooting/sports (just south of town)

Additional Comments from City Staff:
- Fourth of July event put on by Chamber of Commerce brings many people into town
- Bicycle park – support for cycling enthusiasts on long rides (rest area, bicycle repairs, bottle fill stations)
- Variety of restaurants (Bon Mi, Thai, Bigfoot fudge, Pazzos) – good place for food variety

Weaknesses
- Lack of a chamber presence +1
  - Travel Lane County engages with chamber meetings; connection is weaker due to this deficit
  - Cottage Grove has not jumped into 4th because of the understanding of Creswell’s precedence
  - Other collaboration should/could be happening
  - Combined Chamber of Commerce?
    - Kiwanis club has combined?
- Lack of a Grocery store
- More restaurants – capture more people from golf course and hotels (Eugene is close enough to compete)
  - Lack of web presence on local businesses (something a Chamber would normally do) – finding info on Creswell business online is hit or miss right now
- Lack of wayfinding is an issue (uncertain) – getting folks from one place to another; are the isolated destinations clearly oriented?
- Lack of infrastructure at the airport impedes activities that could occur there +1
  - Hard to induce businesses when you don’t have readily available facilities (e.g. no running water)
  - STEM is hard when you can’t support classroom (no water)
- Lost hotel rooms; could use more
• Creswell has a bad/dangerous intersection – out of towners struggle to negotiate; could be a real problem

**Opportunities**
• So close to Eugene – overflow in hospitality from events in Eugene; City could capitalize
• Lodging, places to eat – pieces are there; need a little more
• Proximity to covered bridges (right in the middle)
• Bike close (Connect Lane project) – a first in bike parks
• Strengthen Chamber or tourism committee
• Website and hotel golf course could share “clearinghouse” of businesses (restaurants)
• “Bookable” products – work with Travel Lane County to establish how to package Creswell
• Business presence – expertise to help businesses to help increase their presence of business online
• Figure out how to leverage the “pillars” – outdoor recreation, culinary food trails, arts/culture/and heritage (products in these areas are supported at state and regional level)
• Golf is very popular during pandemic
  o Leverage this? Best year at Emerald Valley
  o Recruit players; retain golfers
• Disc golf? Growing demand from larger tournaments looking for locations
  o Opportunity but not on the same course as Emerald (can do in almost any reasonably sizeable setting)
  o There is a private course in Creswell – by appointment (Facebook)
• Main Street program – other communities are having success with that program
• River Access (e.g. Cloverdale – on Willamette River water trail, lots of investment on state level on the trail and by Willamette Valley Visitors Center)
• Mountain Biking and Gravel biking – Lorraine? Other forms of cycling with Creswell as gateway?
• More events like Fourth of July, weekend events (arts, etc.) – get people to the area, visit restaurants, stay at hotels
• More hotel rooms to meet higher capacity events.
• Clay target sports
• AirBnB? Look at other small communities – need to figure out right balance for community (how many rooms); ensuring that they pay lodging taxes is key
• Shuttles for venues from places of accommodation
  o No shuttle now – tried but never got much traction (possible, but need more to break even)
  o LTD on east side (currently only on the west side)
• Strategic Planning for subareas (updates to Airport plan etc. – will be required for airport in)
  o Bring water to Airport
  o Sewer is a greater challenge (~$2 million)
  o Emerald Valley (~$700,000) – opportunity here? DEQ has a moratorium in place; City has been going around and around on this
• Hot air balloons? No interest to date, but it would be an asset

Creswell Economic Development Strategic Plan Appendix A: Stakeholder Engagement Summary | 32
Threats

- Losing hotel rooms
- Parade challenges in 2021? Bad impressions
- Pandemic – public safety
- AirBnB? Look at other small communities – need to figure out right balance for community (how many rooms); ensuring that they pay lodging taxes is key
- Transportation
  - One Interstate exit 99/I-5
  - Creswell has a bad/dangerous intersection – out of towners struggle to negotiate; could be a real problem

Additional Comments from Staff:

- Political co-opting is not anticipated as a problem – sense that Parade will recover from challenges once things are back to normal
  - Misinformation was a source
  - Not the first sensitive parade
  - Strong Chamber will help – messaging that the traditional 4th of July Parade is returning
  - Volunteering. Competition for volunteer’s time.

Competitive Advantages and Disadvantages

Advantages

- Proximity to Cottage Grove and Eugene-Springfield
  - Will come for a round of golf or the bakery
- Easy access (transportation)
  - Close to I-5
  - No congestion, easy to get around
  - Quicker to get from Creswell to Autzen Stadium than some places in Eugene-Springfield trying to navigate traffic
- Creswell Airport is a more attractive stop for life flight due to greater traffic predictability
- Airport is easy on/easy off (I-5)
  - Out of town folks prefer Creswell because it’s accessible
  - Strong/robust existing business core at Creswell Airport
    - Multiplier effect
  - Skydiving. Newer owners. Cautious about offerings/costs. They are very busy. Nonstop.

Additional Comments from City Staff:

- Small – visitor can feel welcome and not overwhelmed (rural feel, low crime rate, visitors feel safe)
Disadvantages

- Infrastructure shortcomings at airport

Additional Comments from City Staff:

- Small – proximity to Cottage Grove, Eugene-Springfield (hard to maintain the draw, don’t offer amenities that a larger city might have)
- Lack of hangers
  - General aviation is more of a headache than commercial and jet traffic
    - Creswell could have more of that traffic/airplanes with more hangers, but it is costly
  - Private public venture? Looked a little at this
    - Build own hangers (general fund)
      - Over $600,00 for infrastructure alone
      - Willing to discuss and investigate further
      - City is buying out leases with transitioning owners; we’ll have more City owned in the future

Other/Additional Insights

- Wish more people knew 4th of July Parade
- Roads/safety/accessibility benefit locals and visitors alike
  - SRTS
  - Connectivity & integration to County Bike Plan
- Opportunities for locals
  - Remote/telework work options – leverage Creswell’s advantages
  - Activities in parks (sports and other activities – keeping residents recreating locally)
  - Creswell Butte?

Additional Comments from City Staff:

- Creswell Butte is privately owned and in a conservation easement – City is working to make it appropriate as an asset

Business Climate

Questions

1. What do you think are Creswell’s strengths when it comes to economic development? *(Things that are internal/subject to “Creswell’s” control and increase Creswell’s capability to achieve desired economic outcomes)*

2. What are Creswell’s weaknesses? *(Things that are internal/subject to “Creswell’s” control and decrease Creswell’s capability to achieve desired economic outcomes)*
3. What opportunities could Creswell take advantage of? (Things that are external – Creswell does not have control, e.g. market forces, or things that expand or develop new possibilities)

4. What threatens Creswell’s economic development? (Things that are external/not under Creswell’s control, e.g. economic downturns)

5. What are Creswell’s competitive advantages? (Note that competitive advantages are things that set a community apart from other nearby communities as a good place to do business, e.g. availability of skilled labor force, proximity to major transportation routes, broadband access, quality of infrastructure)

6. What are Creswell’s competitive disadvantages? (Note that competitive disadvantages are things make a business less likely to locate in a community, e.g. lack of workforce housing, lack of skilled labor force, lack of quality infrastructure)

7. What specific challenges do businesses face in Creswell?

8. In general, do local businesses have what they need to grow? What resources do Creswell businesses have for support? Describe how the City could support local business growth. Are there ways the City can support businesses self-organizing? How can businesses help one another grow (through knowledge transfer, mutual aid, multipliers, etc.)?

9. Is there anything else you’d like to add?

SWOT Analysis Results

Strengths
- City is taking proactive approach
- Size of Creswell and projected growth +1
  - Small enough that individuals and businesses can have major impact towards progress
    - Business can have clout with directives
  - Approachable, reachable, and reactive to direction
  - Cusp of growth with location, accessibility of greater metro area
  - Small town feel remains
  - Draws employees from Metro
- Business on east side of I-5
- Everybody knows where the businesses are – word of mouth, referral
- Farmlands market filled niche/void when Ray’s left

Additional Comments from City Staff:
- Added RAIN as a partner – help businesses and improve climate
- Non-Profit originated at college level – entrepreneurial catalyst that helps entrepreneurs with challenges (not so much capital)
- Free classes in financing/marketing
- Creswell invited RAIN
  - Entrepreneur in Community (Seth with Blue Valley Bistro)
  - Work with local businesses to convey offerings and connect dots (mentors)
  - Cultivate a setting friendly to and supportive of entrepreneurs
- No business license requirement – anybody can have a business in town without red tape

**Weaknesses**

- Location weakness as well as strength – strategic disadvantage
  - Some business types have come and gone, struggle due to the proximity to Eugene
  - Price conscious customers will favor lower costs (e.g. choosing to visit Walmart in Cottage Grove if grocery store prices are a little higher in Creswell)
  - Proximity means people are not disincentivized to patronize other businesses elsewhere
  - Big box stores create a strategic disadvantage to our mom & pop stores
  - Some job types don’t align well with labor force in Creswell (including younger)
- Ability to rally the small town is a make-or-break matter
  - Some vulnerability in patronage (e.g. if offend a group for example)
- Facade of Creswell, coming off I-5
  - Northbound – wayfinding is confusing northbound (confusing which way to go for commerce)
  - Southbound – trailer park then defunct hotel, former gas station; visually this is disadvantageous compare to other communities, those not familiar may be deterred.
- Developability issues east to west (freeway separation) – huge dividing line, almost makes it two separate needs for development
- Downtown is mixed (residential and commercial) – maintaining status quo is not good for anyone
  - Business zone in downtown, focus on commercial activity
  - Transition to commercial from residential – won’t be successful until legacy residential is transitioned.
- Unintended consequences associated with old school conversion

**Additional Comments from City Staff**

- Most people who live in Creswell are absent during the day – commuters have an “end of day” shopping experience
  - Main Street does not attract a lot of business clusters (e.g. shops that might attract people to shop during weeknight/weekend)
Opportunities

- Projected growth
- New business on east side
- New Chamber of Commerce will be much more interested in helping businesses to be successful
- Town is big enough that a restaurant could thrive
  - People will only travel so far (10 mile radius?) – Eugene is close enough
  - Retail? Good question. Is draw something other than retail store?
    - More of a challenge than food/beverage for attracting?
  - Bicycle shop – Is there enough draw to substantiate? Dry Cleaning? Kitchenware?
  - A single store might not be enough of a draw, but collection could have potential?
  - Takes a lot of coordinated effort to achieve the draw
- Citywide high speed internet, broadband improvements. Free wifi?
- More developable land
  - Some, but not a lot and not much variety
  - Commercial and industrial – Bald knob has been looked at
  - Attracting larger industries, need more land accommodation, incentives (price oriented)
- Proximity to recreation/tourism, Metro area – if promoted properly, these could be real opportunities
- Advertising on the freeway
- Challenges on east side, but utility mainlines near some businesses on eastside
  - Area near participants property is servable
  - Dale Kuhni and Cloverdale are not serviceable – sewer expansion
- UGB Expansion. New customers, labor force.
- Embrace bedroom community dynamic – connection to Eugene-Springfield is strong
  - Huge county, a lot of community members connected to whole county
  - Pursuit of individuality/identity can be overdone?
  - Pursue connections; blending is good (e.g. Kiwanis club Coast Fork – Cottage Grove and Creswell)
  - Embrace Eugene – not the anti-Eugene (metro a great big eco engine) +1
  - Doesn’t mean Creswell can’t flourish, it means Creswell will flourish in the shadow of Eugene; does not need to be binary (either/or)
  - Great place to live – residents choose to live in Creswell
- Downtown residential uses converting to commercial (conforming)

Additional Comments from City Staff:

- Funding from stimulus for broadband on east side
  - Will be running cable across freeway
  - Privately owned infrastructure
**Threats**

- FEMA Floodplain map changes on east side – maybe of concern to already developed or potential developable land
- Salmonid habitat (east side)
- Sewer water challenges with privately held entity on east side – can’t expand (functional moratorium)
- ODOT has limited access on properties along Cloverdale – limiting factor to development
  - Businesses have to come up through Milton to access these properties
  - Dairy Queen has to come off of Emerald Parkway
- Interchange of Oregon Avenue and Hwy 99 Railroad – really challenging intersection
  - Mix of Bureaucracies control making it hard to resolve
  - Really is a barrier, not just an annoyance (also a safety issue)
  - Multi-agency nightmare yes, but general public may feel like some buck passing? Legitimate perhaps – messaging could help
  - Maybe the economic development and safety issues could elevate?
- 800 new houses needed in Creswell – how do we house with available land?
  - Potential employees (labor), customers, etc.
  - Steppingstone jobs – labor is drawn from Creswell (larger labor pool means better hiring can occur)
- Residential uses in Downtown can inhibit commercial opportunities

**Additional Comments from City Staff**

- Sewer line on east side not actually at capacity – DEQ has put a moratorium
  - Need to set aside financial assurances – not willing to do that
  - Prohibiting expansion as per DEQ
  - Real challenging dynamic for the City, hindrance to expanding UGB

**Competitive Advantages and Disadvantages**

**Advantages**

- Small town pride – comradery pays dividends
  - Helpful in pandemic
  - When things were lean and restaurants were required to do take-out only – saw an uptick
  - Creswellians coming out to support local business

**Disadvantages**

None
Other/Additional Insights

- Different businesses face different challenges in Creswell – small town is double-edged sword
  - If embraced there’s business to be had
  - If you alienate, significantly more challenging
  - Misstep example = community bulletin board – flyer in support of “real Creswell”
  - Mentality that exists in distinctions even in the small community – best to be cognizant of sensitivities around disparities, embrace everybody
  - If you go out on a limb you can scare/alienate half of the community
  - Michael Jordan quote: “Republicans buy sneakers too.”
- Local newspaper is a sensitive business
  - Physical threats regularly, boycotts, a lot of businesses don’t support – is it beef with the newspaper?
  - COVID has created challenges – revenue stream has dried up (events, ads)
  - Moving out of downtown space because can’t afford rent
  - One employee on payroll, used to have 10
  - Hard right now, hostile environment to work in
  - Virtually no advertising support in Creswell
  - Pivoting to Springfield and try to cover Creswell – out of business otherwise
- Proactive approach from the City helps local businesses
  - RAIN is ideal for catalyzing business growth – great support
- Blue Valley – 80% of business is from within 3 miles (EUG/SPR on occasion, but not as frequent)

Sites/Infrastructure/Needed Services

Questions

SWOT Analysis Results

Strengths

- Location – close to metro region
  - Proximity to I-5
  - OR 99 corridor
  - Proximity to southern region as well as Eugene/Springfield – perfectly positioned for filling housing needs
- Small town – offer something that Eugene-Springfield cannot
- Airport; ability to build out for industrial use
- Engaged, proactive City staff

Weaknesses
• Funding – Creswell is not more or less disadvantaged, others in the same boat
• Wastewater challenges – challenging not to have east and west side under City’s authority
• Not a ton of Industrial land available
• Not opportunities to accommodate growth of growing businesses
• Not enough land/buildings
• Costly/regulation heavy path forward to expand infrastructure to developable areas
• How to move private properties forward
• Lack of amenities to fulfill needs of workforce – no grocery store
• West side wastewater – managing but no upgrades to existing system; interim action will likely be required and City will be forced to hit some milestones for upgrades (likely starting in 2023)

**Opportunities**

• Zoning to ensure proximity to I-5 can be leveraged
• Bald Knob – some area can be developed immediately, others with natural resources dynamics need to be addressed (Could they be water features? Drainage area makes whole property challenging)
• RST – continued engagement with organized resources, state partners
• Hwy 99 an opportunity that could be leveraged from a weakness
• Transit – Cottage Grove-Creswell-LCC
• Comprehensive Planning underway

**Threats**

• Very challenging not having east and west side under municipal authority – private owner on east side not working with DEQ to allow economic development on east side; DEQ won’t allow expansion/extension
• Demonstrate financial assurance
• Funding
• Housing crisis – serviceability issues for some available lands
• Water Supply/Quality (Bacteria issues – TMDL)
• Floodplain area in Creswell has changed, some properties significantly (remapping of Coast Fork) – East I-5 properties

**Competitive Advantages and Disadvantages**

**Advantages**

None
Disadvantages
None

Other/Additional Insights

- Airport – So much potential
- Recruitment and expansion capacity – huge opportunity
- Peer communities doing really impressive things
- ARPA funds being used to install some sewer capacity (ORENCO system)
- Monroe switched to focus on housing – centrally located between Corvallis and Eugene. Bedroom communities can be a real opportunity. Let’s focus on housing?
- Look to Cottage Grove – Incubation in Food and Beverage. Creswell would do something similar. Learn from Cottage Grove. They have a large incubator – could be done on a smaller level. Kim is willing to work with other communities. Focus on these sectors?
- Doesn’t have to be large scale industrial recruitment – could be smaller sectors.
- Partnership with Putnam (east side water system owner). DEQ can’t do the work there – but that partnership will be impactful. Separated approach will continue to be complicated and challenging. Is there really no way to work with the east side system owner?
- Downtown – half of a block of a mixed use development and affordable units. High and well constructed apartments (30-40 units). See more density in downtown. Catalytic.
- USDA has RBDG program that can support this work (incubator – Agriculture)
- “One Stop” funding to the sewer system should be pursued in the future (dedicated meeting)
- Infrastructure Bill COULD present some significant opportunities. If you have large scale infrastructure needs, now is the time to be putting a scope together and communicating the needs with legislators. Fingers crossed on how that money can be allocated. Through more traditional funding resources (Biz Oregon).
- Make sure elected officials know priority projects. Have the one pager – awareness. RST may be asked about these – make sure they know about projects.
Detailed Interview Notes

City of Estacada

Questions

1. Can you speak a little bit about some key economic development efforts Estacada has made in the past 10 years? What were the most important/significant/impactful steps you took to support and encourage economic development in Estacada?

2. What strategies didn’t work? What mistakes did you make? What would you do differently if given the chance to do it again?

3. What are the barriers or challenges Estacada has worked to overcome by pursuing specific economic development strategies?

4. What key strengths helped Estacada succeed?

5. Is there anything else you’d like to add?

Discussion Notes

- A lot of support early on from Clackamas County Economic Development Department, which was instrumental to success. Worked to formally organize Main Street organization in Estacada. Larger role in industrial campus (including UGB expansion, changing agricultural land to industrial land use designation).

- Current industrial campus was under ownership of a single landowner (rare) – this was lucky.

- Downtown Main Street program has been important for economic development. A previous City Manager formed an urban renewal agency (URA). Urban renewal is a great tool for downtown revitalization when used appropriately/responsibly. Plan written and adopted in 2007. In 2012, Main Street program had a staff person (became city staff – now an economic development role). In 2015, main downtown corridor (Broadway) torn up, utilities undergrounded, sidewalks widened, and planters, benches, and period lighting added (all the bells and whistles people want in downtown). This was possible because of urban renewal. Still working on downtown, but it has bolstered values and shown people that City is willing to invest in downtown.

- Grants for property owners available through urban renewal. Between façade & interior improvement grants and streetscaping, the former is more important (streetscaping doesn’t do any good with vacant buildings). Hard to get historic buildings in shape and occupied.
without some sort of public subsidy. Projects in larger cities will pencil out better (overall confidence in investment, ROI). Hopefully need for subsidies drops off over time.

- Negative feedback loop in rural downtowns – disinvestment over a long period of time. Something has to reverse the cycle – public investment is the best way to prime that pump. Investment begets investment.
  - Industrial campus – when property owner got behind the vision to expand the UGB, infrastructure to serve the new subdivision was expensive. City formed a Local Improvement District and provided financing. Business Oregon helped through special Public Works fund. If the City didn’t back that LID, it might not have happened. City had to have some skin in the game. Note: this also could have been a risk – it was a success story, but could have gone differently.
  - Main Street program is valuable in reversing the negative feedback cycle. Access to grant funding you don’t have access to otherwise. Oregon Main Street Revitalization grant – communities eligible for up to $200,000 for a catalytic project. Can be a conduit to state money.
  - Dedicated economic development staff also important

- Having staff person getting out into the business community building bridges is important. Those relationships have been most valuable in playing the role of matchmaker. If you have an ear to the ground and open dialogue with business/property owners, you know when vacancies are coming available and when a business is outgrowing its space. Also contact at City when someone wants to start a business. Almost like a real estate broker – know the inventory and know the needs of the business community. Match those up.

- Estacada does not have a formal Economic Development Strategic Plan. EOA (2019) acts as that doc. World of Economic Development is a dynamic landscape. Constantly needing to adapt.

- One thing Creswell has that Estacada doesn’t is a great location on I-5 in terms of industrial opportunities. We put our eggs in different baskets because can’t rely solely on industrial. A lot into tourism (foothills of Mount Hood/National Forest/whitewater and flatwater recreation/lake in city limits). Downtown revitalization is both a community development and economic development goal. Vibrant downtown a place of commerce, culture, community. Entrepreneurship baked into tourism and downtown revitalization. Helping businesses access resources to start up downtown.

- Our URA will sunset in 6 years and there’s a long list of projects we’d still like to complete. They set your max indebtedness when plan is formed – every year inflation, materials cost, labor costs work against you. Ours was $6.3 billion – not a lot and in 2021 that’s even less. Trying to figure out how to get our most important projects with a sum of money that has greatly diminished in value over 20-year lifetime. Could expand max indebtedness or prolonging lifespan of the agency/area. But politically kind of hot topic, no guarantee of success.
Takeaway: As soon as you’re generating revenues from your TIF district to support assumption of debt to do a project, DO THE PROJECT. No real benefit in putting it off. As soon as TIF is generating revenue, you need to service the debt and get that project done. Plan project simultaneously while waiting for revenue stream to come in – even better.

- Estacada in a fortunate position with respect to broadband. Local ISP = Resilience Connects. Local phone company for over 100 years. Well-operated business in tune with tech, now have fiber network in town serving almost entire incorporated area and now building out into unincorporated areas. City only provided franchise agreement – extent of role.

  - It would be great if there was another ISP to create a more competitive environment. For average homeowner subscriber looking to do regular stuff – those people are pretty happy. Some folks who live in unincorporated areas feel like they’re not being served well enough or fast enough – Reliance has to expand incrementally/intentionally (less capital). Not an economic development challenge, but trying to leverage it more. Trying to start conversation with Business Oregon and GPI – strategy around data center recruitment. Lacking power infrastructure, but have other infra. Feels like missed opportunity – fairly good tech environment in Estacada but haven’t used it to Economic Development advantage.

- Estacada in a unique position in Oregon – Main Street organization is a commission of the City (since 2018). Ours is called the Downtown Estacada Commission. They have less flexibility/agility than if they were an independent nonprofit to operate without being under umbrella of public agency (e.g. noticing, not eligible for some grants) – some disadvantages. But by bringing them in house and putting under Economic Development umbrella, it’s made our efforts a lot more cohesive. Main Street mission becomes city’s mission and vice versa instead of silos. Gives Main Street program ability to focus energy into other things aside from fundraising because staffing is taken care of.

City of Independence

Questions

1. Can you speak a little bit about some key economic development efforts Independence has made in the past 10 years?

   What were the most important/significant/impactful steps you took to support and encourage economic development in Independence?

2. What strategies didn’t work? What mistakes did you make? What would you do differently if given the chance to do it again?
3. What are the barriers or challenges Independence has worked to overcome by pursuing specific economic development strategies?

4. What key strengths helped Independence succeed?

5. Is there anything else you’d like to add?

Discussion Notes

- Bottom line: it’s about community engagement. Independence story started in 1996 with community feeling like things were going the wrong way. Started with Americorps RARE to do a year-long community engagement process. What would perfect Independence look like and what needs to happen to make that reality? Everyone wanted Independence to be a full-service small town – Live-Work-Play.
  - Want people to have that option. Not trying to be a bedroom community. Small towns live & die with their downtowns. Key vision = downtown needs to be vibrant hub of community. From that they created a downtown development plan to become the place we want. Started knocking projects off.
  - We were creative & entrepreneurial, active in taking next steps and implementing projects. Do plan, knock off a couple of larger projects identified by community – get people’s attention, they start to want to help more.
  - Engagement – we’re implementing the will of the community. When there’s pushback, can point to visioning process/plan – there were 800 people who said this was a good idea and we’re following it.
  - This was a larger community vision, not specifically Economic Development – all the different things we need to do. Lots of them tied to ED and supporting businesses. But downtown (e.g. wide sidewalks, benches, street lights, painted banners by local artists) is as much a livability thing as it is ED. Never a specific ED project. More of a community revitalization project, but it catalyzed investment.

- Consistency in leadership – same mayor since 1998. Understands how to goal set, convene people, hold conversations, nudge, keep things moving in right direction. Mayor hired a City Manager with right idea, who hired other staff with right idea. Gradually built attitude in city hall that aligned with the vision – got everyone on the same page about where they’re going and wherever opportunity presented itself, knocked off projects.

- Did everything in 20-year plan by 2008. Vision 2020 got 1,000 people involved out of community of 8,000. Knocked off enough of those projects that we just did Vision 2040 plan last year.

- Partnerships – find others going in the same direction (e.g. Sedcor). Can’t do everything ourselves, look for other organizations in alignment with our goals.
• Initial projects/high points (before 2008):
  o First thing in 1999 = built a public restroom on main street. Opportunistic – there was a restroom in a flood plain in riverfront park. Major problems with sewer system, got EPA money to redo it and were going to have to close the restroom there, so asked for funding to build a new restroom on Main Street out of floodplain & they gave us $300k to build it (in Downtown Development Plan).
  o Next = Downtown street scape. Created Urban Renewal District in 42 days to be able to fund it.
  o Next = Public library right in downtown (2002) – on main road through Independence to Monmouth. Cleaned up a brownfield downtown. Community wants downtown to be a vibrant revitalized place. How do we bring people downtown? One way = put library there. By doing that, we were able to put a movie theater there – brings 130k people every year. But library brings 100k every year. That was a key thing we did to bring people downtown.
  o 2002-05 = amphitheater. Keystone, 3-year project, big lift. Came out beautifully. That was the project in downtown development plan that people thought would be so cool but that there would be no way it would ever happen. Got people so excited. We have it programmed – not enough to have infrastructure there, you have to activate it. This was the first turning point for downtown.
  o MyNet in 2007 (worked on from 2002-2007).
  o Movie theater (2008) – not in the plan (more opportunistic).
  o Along the way, you have building renovations, façade grants, entrepreneurship programs to strengthen local businesses. Builds to a point where we got to a 75 room hotel w/ apartment/townhome units right downtown on gravel site. Project we just finished was in the 1996 plan. We invested $6mm in it. A lot of work. Community said that property would be a great opportunity for mixed use commercial/residential.

• Consistency of leadership has been critical to our success. Largely unchanged City Council until last 3-4 years. We have vision & identified projects. Vision documents don’t necessarily go directly onto a capital improvement plan. More like – here’s a list of things that would be great if we can do. As staff we work to figure out how we may or may not be able to squeeze these in. From staff side it’s about the eye on the big picture. When talking about sewer pipe, park, etc. – how does this help us achieve that larger vision? Looking at making improvements to river view park, e.g. How does this bring people downtown and help revitalize downtown? What else can we do while we’re ripping up sidewalks to make sure we maximize opportunity? We’re very good at leveraging success into additional successes.
  o Streetscape is an example – bigger picture, needs to be an inviting pedestrian environment. Artist doing banners was a nice bonus. We did streetscape and a
building owner downtown wanted to restore building – we went & looked at historic photos and helped him restore his building; then started façade renewal program.

- Willingness to take some risks. Even back in late 90s mayor and elected officials looking down road and seeing internet as a big thing. Providers saying you’ll get broadband in 20 years. They decided they wanted to be on the front of it, not trailing end. This ties back to vision – can point to ultimate goal (full-service, self-sustaining community).

- Community and visioning process provides a hit list of projects that people can be for. Gives them something to champion rather than just “I ran against x or y.”

- Broadband is especially important for entrepreneurship now when you can literally have a giant company from your home. Been very focused on downtown. We also have a large industrial zone and work to bring in and grow blue collar industry as well for exactly that reason. I want people making things to sell outside the community. You start that in your house or in a small building, need somewhere to grow into/expand into larger space. Broadband is funny because it’s almost taken for granted – but at the same time if you don’t have it, you’re really in trouble.

- We do a lot collaboratively – no capacity to do it all ourselves. Philosophy: We work with people who want to work with us. Some examples:
  
  - Youth workforce development organization.
  - Sidewalk repair program that gave kids construction skills – homeowner paid for cement, got labor for free, kids got work experience, we got good sidewalk.
  - Similar workforce group we worked with to develop a maker space with entrepreneurship curriculum.
  - On business entrepreneurship stuff we have partnered with downtown association – just got a Main Street award today for that public-private partnership – work with them on events, connecting with downtown businesses.
  - Another organization called Merit – small business one-on-one courses. We don’t know anything about teaching biz so we found a partner that does. We ended up being fiscal agent and they were getting CDBG grants so they could run their small business program (for all of Polk county but ran it from Independence).
  - Coworking space opened in downtown Independence – tried to turn them into an incubator. That owner started a spinoff nonprofit called Idea Hub. Funneled funding to do micro-entrepreneurship. Owner sacrificed one career to start another. Just opened a community kitchen – rentable space in downtown Independence. Just applied for Business Oregon’s ROI program for a Polk County-wide project to expand work across the county.
Would love to do more with school district, regional workforce organizations, community college, West Oregon university. Big players in the region we haven’t figured out how to do serious work with.

Mostly work with businesses in a traditional sense – not a lot of incentives. Business owners place a lot of value on being engaged. Surprised at how much they appreciate me just showing up to check in, ask what problems they have/what problems they’d like to have solved (not guaranteeing I can).

This is where small towns have an advantage – can talk to almost every business owner in your community over the course of year. You learn a lot.

We did a support program with COVID – based on our interactions with business owners about what they’re struggling with. Hugely successful (beneftitted 30 businesses). We designed a one-on-one technical assistance program to have local consultants work with businesses to do things, e.g. new website, online marketing, social media.

When people go for permits and need help, they know to call me – I poke into building official’s office to follow up on permits, issues. Business advocate in my role.

No pushback about favoritism until very recently. Started to dabble in tourism/marketing/promotion – stories, photo shoots. That more than anything has generated a little “why them and not me?” It’s very minimal.

Emphasize that the city is a get to yes place. Let’s figure out a way to do it. That’s the culture of the city generally.

It’s not a linear project path – multiple irons in the fire at any given time. There have been times where we bite off more than we can chew, but you just have to make it work.

We have a Fail Fest – get well known entrepreneurs to be keynote speakers and talk about all the times they failed. Ones that created backlash usually involved not communicating well enough. We’re moving quickly and have irons in the fire – easy to forget or skip or think we only need to talk to certain people. That can cause friction.

Good natured comments from police chief – we do a lot of events and cops get to deal with difficult part. Don’t forget the foundation. Throw credit towards PW, PD.

Big one that everybody sees in half-built Independence Station building. Giant concrete skeleton in heart of downtown. 50’ tall. Wart on the nose of everything we’ve done over past 15 years that’s positive – started in 2004 and has looked like that since 2006. Public private-partnership. City could have done better due diligence & structured deal better. Embracing/admitting failure – if I had half a penny for every time someone mentions it, I would have retired 10 years ago. We’ve learned from it. And we admit it. We point to it when we’re making new
deals – we don’t want this to happen again, so that’s why this deal looks like it does.

- Lessons learned – partnerships & picking partners is important. Eyes open on what the partners are actually going to deliver. That’s been one of the biggest challenges. Getting ahead of it and being good on communication.

- EOA – we worked with our assets. We had a river and a historic downtown that didn’t look like an asset. That’s what we had to work with and that’s what we worked with.

City of Madras

Questions

1. We understand that the City of Madras has transformed its downtown over the past 10 years. Can you speak a little bit about that process?
   a. What were the conditions/barriers/opportunities that motivated downtown planning?

2. What were the most important/significant/impactful steps you took to support and encourage economic development in Madras (in general and/or specific to downtown development)?

3. What strategies didn’t work? What mistakes did you make? What would you do differently if given the chance to do it again?

4. What are the barriers or challenges Madras continues to face pursuing economic development strategies?
   a. Any specific strategies stand out?

5. What key strengths helped Madras succeed?

6. Is there anything else you’d like to share?

Discussion Notes

- Two-time mayor (40-year veteran) – Strategic updates under his leadership
  o Established Urban Renewal district in 2003
  o 2006-7 Urbanization report for the city with EcoNorthwest
  o EOA & HNA, population forecasts
  o Led to UGB expansion for a major mixed use development
  o People behind development in Bend did a similar project in Madras
  o Led to establishing Urban Reserve area (50-year) – proven to be amazingly wise

- Had a difficult time after recession
• 2010-12 housing challenges – people losing homes, so new construction wasn't considered much

• 2017 City Council became aware of housing needs of community – asked staff to bring them the housing plan – EcoNW did that work
  o Plan has been immensely important (adopted in 2018) – w/in 3 months instituted major SDC reductions for housing based on price point and established a new housing renewal district. Only way we could do that was to:
    ▪ 1) have that in plan, but also
    ▪ 2) looked at short term objectives in housing plan, figured out which ones we wanted to complete and then actually put money in the budget to accomplish them. Amazingly simple – council adopts annual strategic plan and also has budget to accomplish it. Hasn't always been the case in Madras.
  o Key to success in terms of implementation = Council and community to own some of the implementation steps, make sure there’s resources to implement/move forward.

• A lot of success because of airport from ED perspective
  o We consider it to be an industrial airport. Will never be a commercial airport (that’s Redmond). We don’t want to compete with that.
  o Have been able to recruit businesses at airport (aeronautic and non-aeronautic)
    ▪ Air museum & Erickson Aero Tanker? have been home runs. They have plans to expand.
    ▪ Daimler Trucks North America – Fortune 500 international company based out of Portland (corporate HQ in Swan Island), long time OR company. Testing approval grounds in Indiana – was too far away from HQ, so they wanted something closer. Ideal test conditions – outside Willamette valley (due to weather). Built a durability test track and expanded that to a 3mi high speed test track as well. 8 different platforms they test there. City is getting $350k/year in lease revenue from them to use the airport and they don’t use runways. They invested significantly in the facility…using an Enterprise Zone (something Creswell may want to look at). Those have been big for us – $250k/month that they spend in our community.

  o How do you compete in central OR for jobs & business? You have to do something different. A lot of people don’t want to be in Bend – to expensive too much activity. Don’t want to be in Redmond – commercial traffic, you have to pay a fee every time you land. More flexibility, a market towards that.

  o When we updated EOA in 2015, tried to make argument that with an unmanned air vehicle test range that we would have a need for more industrial land for our airport. We believed we needed more industrial land, but we couldn’t justify it. Expanded our industrial land by converting some highway commercial into mixed use – highway commercial + industrial zone. Has worked out really well for us.

  o We look at ED from an asset perspective and have tried to leverage that.
• From a commercial perspective, one thing we have is a highway through downtown. Fight a lot of national brands and franchises wanting to be in our community because we have 15,000 people going through downtown every day. We had to pivot.
  o Have done a lot of work in terms of urban renewal, downtown revitalization in the past 5 years. EcoNorthwest helped update action plan for Urban Renewal district. That was really helpful for us.
  o Further clarified some work/actions in that plan with consultant named Michelle Reeves – if interested in downtown revitalization, try to find a grant to have her come into your community. She’s done great work for us. Immense knowledge – consults all over the US.
    ▪ Businesses often don’t have a sense for how to leverage storefront – help property owners and business owners increase their profit on a per/sq ft basis.
    ▪ Also looks at built environment and how that can make activity more viable there. She uses the analogy of a grocery store as a downtown – gateway sign = front doors, aisles = streets, shelves = stores… goes through it in report.
    ▪ “Show me don’t tell me.” You don’t need signage, you need to show people what goods/services sold in storefront.
    ▪ Worked on art gallery here – did an excellent job. One of her consultants is head merchandiser for Ikea. She looks at storefronts, figures out how to display for business. Other consultant just does lighting.
    ▪ Fixing up storefronts – not just brick & mortar, but also window displays
    ▪ Got a grant about 1.5 years ago to update development code to add mixed and middle housing to it. Her report was already suggesting getting rid of parking and adding housing in downtown area – she had taken it farther than just commercial (thinks comprehensively).
    ▪ Her work was $35k – a lot, but not too bad. She held stakeholder interviews/small group meetings with businesses. Held business summit and property owners summit. Of all consultants who come to community, everyone that came to that knows Michelle Reeves. Almost unanimous support in community – talks to them in ways that resonate. Talking to property owners about how to leverage property and make more money.
    ▪ Project was very catalytic to our community. Still seeing the benefits.

• Question from Creswell staff: How did you deal with some people who didn’t feel as good about the city either getting involved in the work of paint schemes for individual businesses or some of that ground-level consultation that’s more role of Chamber of Commerce (working directly with individual businesses)?
  o “If you can’t beat ‘em join ‘em.” I seek those people out and make them get to meetings. Share their vitriol with someone like Michelle Reeves. Suddenly they have a cathartic dump. Also you get to have an objective 3rd party understand what they’re saying and translate that to how do we move forward.
I also don’t subscribe to the belief that there’s going to be consensus by every business. Have to find your champions, but also figure out who those vocal people are making the most noise and bring them into the process. That’s how you win people over.

I think you have to actually follow through on some of this work. Start moving forward, put resources behind it and make sure staff is doing the work and completing it under deadline. Worst thing is spending a lot of $$ on a project and then it doesn’t work out or never gets done. Worse than not doing anything at all.

- Question from Creswell staff: Interested in what you did to attract businesses that decided to locate on airfield.
  - We didn’t do anything per se. With the Air Museum, our airport manager’s father saw an article in the Oregonian about Jack Erikson wanting to leave Tillamook. Invited them for a meeting in Madras. At the time held all our important meetings at the airport (not City Hall). Got lucky that way.
  - We had a business at the Redmond airport that wanted to expand, needed a proper building – 2009 we got a $2mm grant/loan from state to build a $4mm building with everything to maintain an aircraft. That leveraged other things along the way.
  - Message there = find those businesses you can meet with, understand their needs, find state grants to help them (e.g. tourism grants for sky divers, Connect Oregon to help traded sector businesses expand).
  - Daimler actually started doing work in Madras in the 70s right when FHWA established antilock brake requirement for new vehicles. They were testing antilock braking systems in Madras at airport. They have rented a small building ever since. Then one day we got a call that they wanted to move it there.
  - Build on what you have. Don’t take those small ones for granted.

- Question from LCGOT staff: Does Madras have an active support mechanism for entrepreneurship?
  - I learned that a downtown business owner was given notice that she pay $500/month more for storefront or she needed to get out in 7 days. Been there for 10 years, lived upstairs. Stable business. Made me think that we needed to get capital for nontraditional business owners acquire and maintain property. Assets/wealth building.
  - Talked to COIC (administer a lot of EDA funding from state) and asked for money. EDA said we needed a study. Got a grant to do a Small Business Support Feasibility Study – how do we support our small businesses?
  - Included in that was wanting to learn how home-based businesses could transition to brick and mortar. Also interviewed some traded sector businesses (smaller ones) to see what they need.
  - I believe that’s a strong approach. As you focus on nontraditional business owners, it’s a strong play for getting money from EDA and other state agencies right now. Get a study to articulate the need so you can ask those partners to help you out. That’s our goal.
• How do you get people selling the goods people want downtown? Displays/storefronts people like to see. E.g. soap making business. Get multipliers/cross pollination, suddenly people are making 3 stops downtown. Female business owners in our downtown are making it happen.

• Question from City staff: What is Madras’ employment shed? Do people leave town for work?
  o Yes. 2300 people come into Madras every day for work. 1400 leave. Only 800 stay.
  o I learned through studies why people are leaving our community every day – top 3 reasons are intuitive:
    ▪ 1) I have a spouse and they work in Bend, I work in Madras, we live in Redmond.
    ▪ 2) I have a family with kids and my parents live somewhere else in Central OR and they watch my kids for free during the week – save $ on childcare.
    ▪ 3) Quality of life – Bend has amenities we don’t have. Also why Urban Renewal work is so important – provide more dining and retail opportunities to push back on that. COVID has changed that. People leaving major metro areas (especially Portland & Bend/Redmond markets). Madras – you can have an urban rural lifestyle. We need to start homing in on that. I’m fine to drive an hour to Costco once a month. Don’t need to be any closer. People now starting to see they can afford more on larger property in Madras and still have amazing views, etc. much better quality of life than Bend.

• Question from City staff: Is community’s access to broadband or even fast/fiber a factor in getting people to stay living and working in Madras?
  o It’s hurting us. County administrator for 6-7+ years trying to get broadband to community. Proposals are due Monday. EDA planning grant for $280k countywide broadband plan.
  o Key for broadband: communities and counties need to take leadership. New thing called Broadband Action/Advisory Teams (BAS). 5-6 across the state. Diverse consortium of people working together to address broadband issues. In every case they’re developing broadband plans, mostly at countywide level.
  o Money coming out through Business Oregon right now. State funding for the planning, but also EDA funding.
  o Get funding to create these plans. Lane County should have a BAS. I’d be trying to find a way to have a conversation with County Administrator or Commission. Use Madras’ scope of work, polish it up with community issues. Can literally advertise it right now.
  o We think of it as a 3-step process
    ▪ Develop plan
    ▪ Engineering/design for infrastructure we’re going to have/need in plan (like a TSP for broadband)
- Fund it – public/private partnerships, go to EDA and telecommunications office (obscure federal office) – bundle of money right now for communications on broadband
  - We hope to be there in about 2 years (applying for grants)
  - Filed grant app in January 2021, notice of approval in June 2021. Soliciting, proposals due soon. This spring will submit a grant for phase 2.
- Key = multidisciplinary advisory team.
- Economic development takes commitment. Have to have a team or team members who are willing to get stuff done. I put in more hours than some of my counterparts. But we’re moving the needle. Eyes wide open – it doesn’t just happen by itself.
- Idea about wineries – big changes happening in wine industry. Within 15 minutes of Creswell you can go to several vineyards. So maybe there’s your marketing thing. People love wine. In downtown – wine barrel trash cans, tune up by local craftsman. Bill yourself as a winery town. Part of Economic Development strategy is trying to find a way to get retail into downtown area. Wine industry supportive stuff.
- Conversation with leadership – let’s all get on the same page and start getting base hits. Don’t get a grand slam on every at bat. Have to load the bases. Every now and then you hit the big one. Little projects along the way add up over time.
- Clean up community to create appearance it’s a nice community plus systematic changes (e.g. downtown revitalization, helping out new and existing businesses).
- Director in McMinnville would be good to interview – bright mind.

City of Sisters

Questions

1. We understand that the City of Sisters has a long history of strong visioning and economic development planning. Can you speak a little bit about some key efforts in the past 10 years?

   What were the most important/significant/impactful steps you took to support and encourage economic development in Sisters?

2. What strategies didn’t work? What mistakes did you make? What would you do differently if given the chance to do it again?

3. What are the barriers or challenges Sisters has worked to overcome by pursuing specific economic development strategies?

4. What key strengths helped Sisters succeed?

5. Is there anything else you’d like to add?
Discussion Notes

- From visioning perspective, community had two major efforts: one in the 90s and one in the early 2000s
  - Neither was particularly structured or had a real plan as to how to sustain it
- COIC (LCOG equivalent) was a key partner in our recent visioning effort (2018) – how do we build this into the fabric of the city and community (like Independence & Hillsboro that have visioning process that has lasted decades).
- Started talking about it in 2012-2013 during Great Recession – emphasis to focus a little more on traded sector economic development. Sisters pretty well known because it’s a tourist destination. Most people think of us as that even though our economy is fairly diverse/balanced/resilient – not one dimensional. If all you’re doing is driving through on Highway 20 that’s all you see.
- Economic development vision coalesced around a full-time contract with economic development with Central Oregon to have a program manager out here – not a city employee but part of team. Program has had success over the last handful of years, but got to interesting point now where we’re likely dissolving that contract partly because it has been so successful and partly because growth has become such an issue.
  - Now we’re trying to balance – we have companies here and we can be very picky, how do we support them and sustain them.
  - We also ran out of land. Just adopted new Comp Plan a couple of weeks ago with new EOA, new buildable lands inventory.
- When Great Recession hit it was an eye opener for Sisters community to say – in 2007/08/09/10 we had some traded sector, but we could use more. No opportunity like a crisis. And we had the resources of land. And it was palatable politically – all those stars aligned for us to invest in it. Some companies have come about because of that, but a lot of them were already here and have expanded with some additional support. So much of it is timing – where is the community at and who’s championing it and how does it align with everything else.
- Wanted to do comprehensive plan update somewhat sequentially while visioning work was fresh – take community visioning work and roll that into city-specific vision of the comprehensive plan. Our roadmap moving forward.
- We’ve gotten a little bigger & more sophisticated – do things more systemically and sustain efforts. 3 City Managers in 3 years before I came here. Politics have calmed down and we’ve been able to invest in some of these efforts.
- Question from Creswell staff: I have to echo your community’s sentiments about diversifying local economy around products or work that are more durable regardless of economic conditions. What role has infrastructure in your ability to attract businesses and how has that same relationship affected success of the airport?
  - Staying one step ahead on all master plans and capital improvement projects, expanding capacity and redundancy. Put yourself in a position to never have an issue. We’ve done a good job – growth has never put us in a corner.
Traffic & transportation has been a major issue – we got a roundabout built on Highway 20 (first on a state route in 30 years). Working hard to get the other end built. Bookend alternate route kind of system that runs through our industrial area.

Airport is one of the only privately owned publicly accessible airports in the state. Strategic investment that has helped extend sewer out to airport (forgivable IFA loan) – master plan 5 years ago. Most recent annexation the city has done. Untapped potential in terms of land & buildings they have – run an engineering company out there.

• Biggest thing for us coming out of visioning effort is how do we balance 4 focus areas – livable-connected-resilient-prosperous. We have issues with workforce housing, childcare. Even if we brought more companies here could they be functional? Other issues in terms of who’s going to work for them. Layering all that in is important.

• Difference in working with other communities – come one come all, we’ll work with you. (e.g. much more willing to work with marijuana growers because if they fail then some other business might just move in and use the building they’ve built out). Sisters complete opposite – don’t have the land. Had the luxury of being more able to choose. Looking for niche target industry. Latest economic development strategic plan revolved around that (vs. willing to accept anyone).

o Work with the card you’re dealt. I try not to influence things without understanding community desires and where support is or isn’t.

o We’re also influenced by proximity to Bend/Redmond. Recognize where our priorities are. Economic development is a priority but it’s lower than livability and parks, transportation, essential infrastructure, public safety, and other things, including tourism.

o Doing a destination management initiative to look at how we manage tourism and that sector of the economy in a new creative way that small towns usually don’t have capacity to do. We need to invest more energy in that while we take a break from traded sector economic development – again, ebb & flow.

• It is very, very hard to find affordable housing in Sisters. Hard a couple years ago, with pandemic it’s gotten outrageous. Median house price up to $650k. On par with Portland and Bend. A lot of retirees, wealth from other areas moving into the region.

o We have focus areas and then top 20 strategies (5-10 years) to move forward on. We want to advance these strategies, we want more amenities. Small town feel is what people in Bend & Redmond have lost – already worried that Sisters is losing that. It’s cherished. It’s a bit of Zoom town/pandemic phenomenon.

o Growth for growth sake – you do want and need good living wage jobs and those things, but if that’s what you want your identity to be you have to understand the balance that comes with that. We were fortunate that design standards / built environment have helped establish identity here. Public events have played a really important part. Really strong school system. Really engaged communities (lots of small towns like that) – cultivating that is really important. We’ve had some nonprofits step up.
- Citizens from Community – civility project helped community move through tough political time, now evolving into how do we convene partners in the community to get good work done, create community website, etc. City doesn’t have bandwidth, but support community doing it. An economic development tool.
- One big economic development tool = are you a place that people want to be/live/associate with? E.g. wearing a shirt that says “Made in Creswell” on it. Vs. We’re going to give you a $50k forgivable loan to create X # of jobs
- We created a forgivable loan program and did one loan for Laird Superfood – big deal when they came, but jury is out. Would they have come without the loan? Don’t know. And we’ve never done another loan.

- Question from LCOG: In Creswell, conversation around deliberate support for local agriculture. Is that occurring in sisters?
  - There’s agricultural around Sisters but not as much land per se (like Willamette Valley). A key component that I need to continue to support more/would love to see strengthened = how are we supporting makers spaces. Artisanal community, craftsmanship, seed to table. Most Oregon communities are well positioned if they can capitalize on that and tell a story about what is being made. Different scale, but McMinnville and other communities in wine country have done a tremendous job of integrating those.

- Why I have supported visioning – noticed in Sisters that there are a lot of groups doing tremendous work in their little sphere but not coordinating with each other or leveraging or thinking about big picture. That to me is essence of vision – how do we systematically/systemically coordinate, leverage, build, and sustain some of these things. Talking about these things for quite a while. Majority of things on this latest version were not new things. So a matter of how do we stop talking about them and actually get them done?
  - Vision or having vision is a tool to go talk to agencies that have grants or foundations that can provide funding o capacity to say hey we’ve gone through this work, we are on the same page. Now we need your help to get it done. There’s value in having that ready to go to be able to use as a tool to attract additional resources and energy.

- Our airplane has been built and is still being built in flight. Former Mayor helped champion vision. We made arrangement with COIC as public partner but also outside of Sisters to help facilitate the vision implementation team. We were a year into it when the pandemic hit. Product of trying to tread water & not go backwards. City not interested in spending $20k/year on facilitation – if this is a community vision, are other partners willing to step up as well to help fund and sustain this thing?
- Doing annual updates, work plans, reporting back to community about work they’re doing. A lot of work we already would be doing aligns with the vision.
- Buy-in is really important. Vision Implementation Team – COIC created a charter and a pledge by each member. Haven’t done as much as we’d like because COVID. If projects are too nebulous or take too long, hard to sustain high level of energy and enthusiasm. Might lose champions.
• Scaffolding – clear expectations about what this is, what this isn’t depending on what you’re trying to accomplish. Avoiding that is important.
• Question from Creswell staff: You alluded to synchronization around political or community identity – can you speak to how that came about? Did something unify everyone? Is it anti-this or pro-something else campaign?
  o Opinion that staff really drives a lot of what’s going on. We have been fortunate to work for councils that recognize that to some extent – they’re the jury. You prep the case & present, they decide. Staff has to be bought in to what’s the purpose, where is it going. Community has to be more pro-focused, but same talking point we use during comp plan.
  o Some people associated comprehensive plan with growth – no, comp plan means we can manage the growth that will come whether we want it to or not.
  o Same with vision – it allows us to shape change happening in community whether we want it or note. Recognizing that is really important. We also know that if it’s positive THIS then we avoid negative THAT.
  o City of Sisters has 3200 people. Surrounding area around sisters is 10k people – most people who say “I live in….” don’t actually. That’s why County was a very key stakeholder – partly to know that time would come where they’re updating their comprehensive plan and we know if we’re doing UGB expansion we have to coordinate about adjacent plans. Some feel good parts of visioning, but also nuts & bolts – roadmap.
  o COIC was a really key player as well. Those are the most important: COIC, County, City – but also school district, fire district, all those players.
• Question from LCOG staff: Any other good examples for this topic?
  o Re: broader visioning – Independence & Hillsboro. Also Newport. All 3 of those have taken different flavors of city vision vs. community vision vs. somewhere in the middle. We had guest speakers come from some of those communities, speak to executive committee under vision.
  o Janell Rule at COIC has been our vision facilitator since we started Vision Implementation Team. She would be a great person to talk to.
Creswell Economic Development Strategic Plan

APPENDIX B: CRESWELL STAFF ENGAGEMENT SUMMARY

Purpose

This engagement summary presents an overview of the discussion held by Creswell staff at a work session on Wednesday, January 5, 2022. The purpose of the work session was to conduct a gaps analysis of feedback received through other stakeholder engagements.

Introduction

The Creswell City Council has directed staff to pursue an Economic Development Strategic Plan to serve as a tool to guide economic development activities in Creswell and provide a strong community foundation for completion of the City’s Economic Opportunities Analysis (EOA), an analysis necessary for key economic development pursuits in cities in Oregon.

On Wednesday, January 5, 2022, Lane Council of Governments (LCOG) facilitated a work session with Creswell’s management team to review and conduct a gaps analysis of key SWOT (Strengths, Opportunities, Weaknesses, and Threats) themes brought up by stakeholders in focus groups and interviews to date. The following City staff attended the meeting:

- City Manager, Michelle Amberg
- Public Works Director, Cliff Bellew
- Finance Director, James Piper
- Airport Director, Shelley Humble
- Planner, Maddie Phillips
- Planning Specialist, Curtis Thomas

In addition to contributing ideas that have not yet been captured through other engagements, the work session was an opportunity for City staff to provide critical feedback about the feasibility, impact, and potential for success of strategies discussed by stakeholders and peer communities from the City’s perspective. The management Team’s feedback provided a critical opportunity to “ground truth” some of the ideas discussed in focus groups and interviews, which form the basis of the Plan’s goals, objectives, and actions.
SWOT Gaps Analysis

Key themes that emerged from focus groups and interviews are presented below in black text. Creswell Staff discussed these SWOT results and provided additional commentary, context, and insight; Creswell staff comments are reflected below in red text.

Strengths

• **Location, location, location**
  - Benefits of proximity to metro area but still being a small town
  - Proximity to Eugene and metro area, UO, southern region
  - Access to I-5, Highway 99 corridor and amenities
  - Autonomous – Have a Main Street and community feel but still close to larger population
  - Access to markets, outlet for products, processors for local producers
  - Access to wine country, covered bridges

• **Small town community feel – offer something Eugene-Springfield cannot**

• **Loyal citizens**
  - Strong community support for local businesses, especially during COVID
  - Excitement/pride around agriculture

• **City government is efficient, accessible, easy to work with**
  - Awesome staff
  - Small government structure
  - Helpful, accessible to businesses (bigger fish in small pond)
  - Proactive with business
  - Business friendly environment

• **Strong small businesses in community, entrepreneurial strength**
  - Support for small businesses
  - Mentors for other small businesses/entrepreneurs
  - Many young entrepreneurs who care about the community, know and support each other

• **Housing is cheaper**

• **Destination attractions and local gems**
  - Airport
  - Championship-level golf course
  - Creswell Bakery Award winning places to eat – don’t need to call out just one
  - Lodging, places to eat

• **Downtown has a lot of potential – some good businesses and opportunity for more**
  - Downtown revitalization completed a few years ago – widened sidewalks, put in planter strips, increased attractiveness of a 4-block area of downtown. Could be stretched farther east to make downtown area a little stronger.

• **Parking is accommodating/adequate.**
• Water plant and water system is a strength (not a competitive disadvantage). Water IS safe to drink. State of the art plant still in its prime. Just received Outstanding Performer for plant and system from Oregon Health Department survey. Recently received 2nd in the state in best tasting water competition. Quality does cycle through the year (temperature). Finished water is exceptional/high quality.

Weaknesses
• Location a weakness as well as a strength – hard to compete with bigger markets
• Lack of real estate & developable land limits growth
  o Lack of large parcels – what exists is wet or constrained by ownership dynamics
  o Not enough opportunities to accommodate needs of growing businesses
• East-west divide
  o Rail traffic, I-5 inhibit connectivity
  o Lack of ability to develop on east side of freeway (lack of infrastructure)
• Chamber of Commerce could be stronger
• Creswell as a commuter/bedroom community
  o People spend their $ before coming home
  o Lack of jobs in town
• Infrastructure limits development, especially on east side
  o Internet connectivity
  o Consistent energy (outages)
  o Wastewater challenges
    ▪ Sewer treatment plant is not equal to accommodate amount of growth projected in next 20 years. Plant itself has been upgraded and is not old, but treatment technology is old. City has outgrown system. Looking to upgrade in near future. Is a genuine challenge.
    ▪ Fix is very expensive. Key element of challenge. Funding.
    ▪ “Dry industry” model is more economic (“wet industries”—like meat processing plant—are typically located in much larger municipalities)
      o Lack of infrastructure at the airport impedes activities that could occur there
• Lack of branding/storytelling
  o Not a big external draw to Creswell
  o Lack of visibility/web presence of local businesses
• Resource limitations (small town)
• Lack of clear center in Creswell
• “Drive-by” community
• Intro to Creswell right off I-5 is highway commercial/truck stops
• Lack key services/amenities needed to attract more business, fulfill needs of workforce (no grocery store)
• Political challenges – divisiveness
• Vibe of downtown – something missing that gives people a reason to park, get out, and walk around
• Evening food and beverage options?

Opportunities
• Surrounded by beautiful farmland – opportunity for farm to table, local flavors, agricultural processing
  o Local market/vendors/products
  o Value-added meat processing facility to address supply chain bottleneck, support farmers and homesteaders
    ▪ Meat processing would be a challenge (live animal to finished product – processes generate very heavy loading in the wastewater system that we could not accommodate).
    ▪ Public Works has looked into wet industry and dry industry – wet industry not feasible even after upgrade; would make an upgrade even more expensive (would need to oversize wastewater treatment system to accommodate). Restricted by not having a larger volume waterway to discharge into; requires a much higher treatment process to accommodate effluent stream.
    ▪ Foster Farms previously had their own treatment facility. Perhaps that model could work. They haven’t operated in many years – DEQ and EPA have changed rules, that approach might be restricted today. Foster Farms facility also outside UGB.
    ▪ Context for comments: Customers come up from Douglas County and far-reaching areas to Mohawk Meats in Springfield (have the market cornered – no true competition). Opportunity for lower scale processing? City role in this?
      o Permanent infrastructure for farmer’s market
      o Food and beverage works as an alternative to wood industry
      o Incubator spaces for food and beverage (like Bohemia Food Hub in Cottage Grove)
• Leverage outdoor recreation, culinary food trails, arts/culture/heritage – products in these areas supported at state and regional level
• Opportunities around tourism (e.g. golf, river, access to outdoors, wine country, covered bridges, airport)
• Fiber and tech industry could grow
• Medicine and bio-med/tech
• People moving to smaller towns, Creswell projected to grow
  o COVID
  o Tight housing markets in other cities
  o Livability, affordability
• Enhancement of downtown
  o Build on successful businesses (e.g. Creswell Bakery)
Concentration of businesses downtown to draw people
- Mixed use, residential converting to commercial – catalytic
- Livability

Stronger Chamber of Commerce
Marketing Creswell and its businesses
More support for entrepreneurs needing support/incubation
- Provide spaces for entrepreneurs and businesses to grow so they can stay in Creswell
- Mentorship
- Focus on Creswell as a good place for entrepreneurs, starting business

Unique opportunities relating to COVID
- Opened opportunity for entrepreneurship
- Elevated importance of local food systems

Integrate locals into local workforce
- Avoid brain drain, keep hometown talent at home
- Partner with schools to provide mentorship opportunities, career pathways – give students the opportunity to think about their future in their hometown
- Teach students how to start businesses

Embrace bedroom community dynamic, connection to Eugene-Springfield
- Regional economy/workforce – Creswell can offer people a great place to live and raise their family while they work somewhere else or from home
- Livability, affordability but still access to higher wage jobs in the metro area
- Synergies with other metro satellite communities
- Other small communities have had success focusing on housing
- Must have employment within the City if we want to grow economically.
  - Employees (regardless of where they live) will patronize businesses.
  - Property tax side – with employment usually comes big equipment. More property tax than residential property would bring in. More payback for the amount of services it uses.

Capture overflow from Eugene (e.g. hospitality events, people looking for housing)
Provide more developable land (e.g. Bald Knob)
Airport represents big potential/opportunity – needs infrastructure
Infrastructure bill could present significant opportunities to fulfill infrastructure needs
- Now is the time to communicate needs with legislators
- Make sure elected officials and Regional Solutions Team know priority projects

Revitalization is a key piece which could be emphasized – could be extended east to make it stronger. Entry to town could be strengthened. Banner or “Gateway.”

Lodging
Threats

- Ideological division/sensitivity can make or break a business (risk of alienating customers)
- Lack of real estate
- Local money spent elsewhere (in Eugene/Springfield)
- Natural hazards – climate change, drought, wildfire, earthquake/seismic impacts to reservoirs (need to be anchored) and transmission water lines (fairly old line needs to be moved).
- Safety/security concerns (no local police)
- Inconsistency in business traffic
- Infrastructure is expensive and there’s not a lot of state or federal funding (but more important than incentives)
- More attractive jobs (wages/pay) in more dense areas (metro)
- Changes in federal regulation (e.g. FEMA floodplain, environmental regulations)
- Smaller cities particularly vulnerable to economic downturns
- Sewer challenges with privately held entity on east side – tension with DEQ, DEQ won’t allow expansion/extension until resolved.
  - Emerald Valley Golf Course treatment facility installed on east side of the City in the late 60s/early 70s. City did not have infrastructure on east side – it was in the County at that time. Still in place. City still has no infrastructure, but City has expanded. New private entity runs system. Under injunction not to allow new extensions until they have met requirements through DEQ’s permitting. No plans for City to take over. Lack of control is a real challenge, potentially limits development. Regional Solutions Team and other efforts have not been able to get over the private ownership challenge.
- Airport does not have water or sewer presently. Septic tanks on field and wells (3 of each).
  - Developer seeking opportunity was unable to move forward due to lack of water/sewer service.
  - Plan being developed to install a wastewater treatment system (separate from existing private entity and City system).
- Transportation challenges beyond Creswell’s control (e.g. challenges with rail, difficult/unsafe intersections, access to businesses limited by ODOT)
- Housing crisis – not enough available land to meet Creswell housing needs
Creswell Economic Development Strategic Plan

APPENDIX C: OPEN HOUSE ENGAGEMENT SUMMARY

Purpose

This engagement summary presents an overview of the Virtual Public Open House in April 2022. The purpose of the Open House was to inform the Creswell community about the Economic Development Strategic Plan and gather feedback on the draft Vision, Goals, Objectives, and Actions concepts.

Introduction

In the interest of reaching more Creswell residents and getting a wider cross-section of the community involved in the Economic Development Strategic Plan process, the City of Creswell hosted a Virtual Public Open House from March 23 through April 8, 2022. The Open House consisted of four elements:

1. **Project Overview** – This element provided a high-level summary of the project’s objectives and prompted participants to watch a 10-minute video that provided an overview of the project.

2. **Key Project Documents** – Participants were asked to review project documents in draft form to learn more about the development of the Plan, including an Existing Conditions Report; Vision, Goal, and Action Concepts; Stakeholder Engagement Summary; and Staff Engagement Summary.

3. **Draft Vision & Goals** – Participants were asked to review the draft economic vision and goal concepts.

4. **Your Thoughts** – Participants were asked to take a short questionnaire to provide their thoughts about the draft vision, goal, objective, and action concepts.

The Virtual Public Open House engaged 84 community members and the questionnaire received three responses. Participant feedback will be incorporated into the final Economic Development Strategic Plan.

---

1 The Open House was originally scheduled for March 23 through April 1 but was extended to April 8 to allow a larger window for engagement.
Feedback Summary

Following is a summary of the feedback received from respondents to the questionnaire. Full responses are included in Attachment 2.

- Most pressing and/or important economic development issue in Creswell
  - Cohesive narrative
  - Chamber lacks supporting business (focus on tourism)
  - Market destinations in Creswell so visitors come and stay
- Perception that Creswell is unwelcoming to people with certain political ideologies or marginalized identities (fear that this will limit sustainable economic growth)
- General support for Vision, Goal, Objective, and Action concepts as presented in materials
- Priority Goals, Objectives, and Actions include:
  - Entrepreneurial supports
  - Business Climate (Goal 2)
  - Greater focus on safety and community for marginalized communities
- Time-sensitive Goals, Objectives, and Actions include:
  - Activating small businesses and entrepreneurs through RAIN and the Chamber
  - Infrastructure and Land Use
  - Business Climate
- The City should consider promoting the following actions to its 5-Year Work Plan:
  - "Convene resource partners and small businesses to better understand existing resources and the needs and challenges faced by businesses, and address priorities."
  - What work can be done by the City of Creswell, the Chamber of Commerce, or Travel Lane County so that we can be viewed as a place where we are truly a welcoming city for new ideas or for new families to move and thrive here (E.g., festivals and events)?
- Would like to see more emphasis on storytelling
- A lot of work to be done under the Infrastructure and Land Use objective, but because it was listed last it felt like it was being de-prioritized and not really valued
- How will you attract new businesses downtown?

Attachments

1. Virtual Public Open House Content
2. Full Questionnaire Results
Welcome to the City of Creswell’s Economic Development Strategic Plan Open House!

In the interest of reaching more residents and getting a wider cross-section of folks involved in this project, Creswell invites you to explore this “Virtual” Open House.

Have a question or want to discuss something more in-depth? Please contact Curtis Thomas via email, or by phone at (541) 895-2531.

Scroll your mouse to visit each of the "stations" in this virtual Open House.

Open House Stations

1. Project Overview: Watch a short 10-minute video that provides an overview of the project.

2. Key Project Documents: Take a deeper dive into key elements of the plan in draft form.

3. Draft Vision & Goals: Review the draft economic vision and goal concepts.

4. Your Thoughts: Take a short survey to provide us your feedback.

THANK YOU for helping Creswell plan for its economic future!
The Economic Development Strategic Plan will:

- Establish an economic vision
- Identify goals and objectives
- Provide a 5-year work plan with achievable action items

Please take a moment to watch this video overview of the project:

Download a printable version of the presentation here

---

Review the following documents to learn more:

- **Existing Conditions Report View**
  introduces the project, generally characterizes Creswell’s existing economic profile, and summarizes relevant policies, plans, and other documents

- **Vision, Goal, and Action Concepts View**
  presents initial concepts for Creswell-specific economic core values, vision, goals, objectives, and actions, and the stakeholder input that informed them

- **Stakeholder Engagement Summary View**
  presents key themes distilled from stakeholder engagements to date, and provides detailed notes from each discussion

- **Staff Engagement Summary View**
  presents an overview of Creswell staff review and gaps analysis of stakeholder feedback received
Vision Statement Concept

“Creswell has a competitive and self-sustaining economy, supports entrepreneurs, provides access to economic opportunity, creates an environment for businesses to be successful, and encourages a high quality of life for residents.”

Goal 1: Economic Resilience—Creswell has a resilient, diverse, self-sustaining local economy that supports local businesses and enables residents to achieve a quality of life.

Goal 2: Business Climate—Creswell’s business climate attracts new businesses and enables existing businesses to grow, thrive, and remain in Creswell through a “get to yes” approach.

Goal 3: Entrepreneurship & Workforce—Creswell supports local entrepreneurs to encourage home-grown businesses and provide resources to help meet their needs as they grow.

Goal 4: Leverage Assets & Opportunities—Creswell builds on existing assets and remains nimble enough to seize new economic opportunities that arise.

Goal 5: Vibrant Downtown—Creswell has an attractive, human-centered, walkable downtown that is the economic and cultural center of the community and a draw for visitors.

Goal 6: Infrastructure & Land Use—Creswell’s infrastructure and land use framework facilitate economic development and do not inhibit it.
Your Thoughts?

Now we’d like to know what you think!

» What do you think of the draft vision, goal, objective and action concepts? *(Note: Objective and action concepts are outlined in the linked key project documents.)*

» What’s missing?

» Anything else you’d like to share?

*Please use this short questionnaire to provide your feedback.*
Creswell’s Economic Development Strategic Plan Open House

1. What do you see as the most pressing and/or important economic development issue in Creswell?

   Latest Responses
   "Creswell needs to figure out how to better market the gems in our little city. We are so close to the major metropolitan areas. We have opportunity"
   "Chamber lacks supporting business. They are about tourism only imo"
   "A cohesive narrative. Your community is defined by the stories it tells ..."

   3 Responses

2. In general, do you like the Vision, Goal, Objective, and Action concepts as presented?

   Latest Responses
   "Generally yes. I would like to see a greater focus on safety and comm..."

   "Yes"
   "Yes."

   3 Responses

3. Amongst all of the currently proposed Goals, Objectives or Actions, are there any you would prioritize in overall importance above all others?

   Latest Responses
   "Infrastructure and Land Use."
   "2"
   "Entrepreneurial supports."

   3 Responses
4. Amongst all of the currently proposed Goals, Objectives or Actions, are there any you would prioritize to be completed before all others?

Latest Responses

"Infrastructure and Land Use, and Business Climate."

"No"

Activating small businesses/entrepreneurs for networking and celebra...

5. The Goal, Objective, and Action Concepts denote different “Applicability.” Not all Actions were identified for inclusion in the Five-Year Work Plan. Is there any specific Action from the full list (starting on Page 12) that you would like to see added to the City’s Work Plan (starting on Page 17)?

Latest Responses

"I saw that political ideology differences was a threat in the presentati..."

"No"

**Convene resource partners and small businesses to better understan...**

6. Are there any wording changes you would suggest to the Vision or any Goals, Objectives or Actions?

Latest Responses

"I think this is good."

"No"

"No"

7. Is there anything that you feel is under or overemphasized in the Vision, Goals, Objectives, and Actions? Is anything altogether missing?

Latest Responses

"Please see answer for question number 5."

"No"

"Recognize that community identity is not determined by what you acc..."

8. Did anything you read or saw in any of the other materials provided strike you as interesting or noteworthy?

Latest Responses

"There is a lot of work to be done under the Infrastructure and Land Us..."

"No"

"No"
9. Is there anything else you’d like to share with, or ask of, the Creswell Economic Development Strategic Plan Project Management Team?

Latest Responses

"I feel like I shared this earlier, but if we ALL don't work on shifting the ...

"How will you attract new business to downtown? "

"No"

10. What is your connection to the City of Creswell (e.g. do you live, work, own property, own a business, etc.)?

Latest Responses

"I have lived in Creswell for the past seven years, but grew up in Oregon..."

"Live"

"I work for a community partner."

11. This questionnaire is anonymous. Please provide your email address if you would like to stay informed about the development of Creswell’s Economic Development Strategic Plan:

Latest Responses

"robert@oregonrain.org"
Contents

I. Purpose ................................................................................................................................... 2
II. Introduction ............................................................................................................................. 2
   Economic Development Strategic Plan Study Area .............................................................. 2
   Stakeholder Engagement ........................................................................................................ 3
III. Community Profile .................................................................................................................. 4
   Creswell Economic History .................................................................................................... 4
   Demographic Profile .............................................................................................................. 5
   Economic Profile .................................................................................................................. 7
   Economic Forecast ............................................................................................................... 9
IV. Key Economic Trends ............................................................................................................12
   Summary of National, State, and Regional Trends............................................................... 12
   COVID-19 Pandemic and Recent Economic Trends ............................................................. 17
V. Key City Economic Policies, Plans, and Other Documents .......................................................21
   Creswell Comprehensive Land Use Plan ............................................................................. 21
   Key City Development Code Provisions ............................................................................. 27
   Creswell Strategic Plan (2016) ............................................................................................. 30
   Other Relevant Plans and Documents ............................................................................... 31
Attachment A .............................................................................................................................35
   Creswell Economic Development Strategic Plan Stakeholder Outreach Strategy ............... 35
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 Attachment “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.

<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>
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</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>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total population</strong></td>
<td>5,356</td>
<td>373,340</td>
<td>4,129,803</td>
</tr>
<tr>
<td><strong>Median age</strong></td>
<td>38.2</td>
<td>39.4</td>
<td>39.3</td>
</tr>
<tr>
<td><strong>Median household income</strong></td>
<td>$61,149</td>
<td>$52,426</td>
<td>$62,818</td>
</tr>
<tr>
<td><strong>Median home value</strong></td>
<td>$218,300</td>
<td>$263,200</td>
<td>$312,200</td>
</tr>
<tr>
<td><strong>Occupied housing units</strong></td>
<td>2,052</td>
<td>152,312</td>
<td>1,611,982</td>
</tr>
<tr>
<td><strong>Owner-occupied</strong></td>
<td>1,401</td>
<td>89,359</td>
<td>1,005,896</td>
</tr>
<tr>
<td><strong>Renter-occupied</strong></td>
<td>651</td>
<td>62,953</td>
<td>606,086</td>
</tr>
<tr>
<td><strong>Unemployment Rate</strong></td>
<td>3.3%</td>
<td>6.9%</td>
<td>5.5%</td>
</tr>
<tr>
<td><strong>Percentage of population 16+ in labor force</strong></td>
<td>62%</td>
<td>60%</td>
<td>62%</td>
</tr>
<tr>
<td><strong>Percentage below poverty level in last 12 months</strong></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>
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<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\(^3\) 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

<table>
<thead>
<tr>
<th>Sector</th>
<th>Jobs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>241</td>
<td>19%</td>
</tr>
<tr>
<td>Accommodation &amp; Food Services</td>
<td>182</td>
<td>16%</td>
</tr>
<tr>
<td>Retail Trade</td>
<td>168</td>
<td>15%</td>
</tr>
<tr>
<td>Health Care &amp; Social Assistance</td>
<td>133</td>
<td>12%</td>
</tr>
<tr>
<td>Construction</td>
<td>104</td>
<td>9%</td>
</tr>
<tr>
<td>Manufacturing; Wholesale; Transportation and Warehousing</td>
<td>98</td>
<td>9%</td>
</tr>
<tr>
<td>All Other Sectors</td>
<td>252</td>
<td>22%</td>
</tr>
</tbody>
</table>

Figure 5. Commute Patterns in Creswell, 2015

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.

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

---

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%. 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.</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),6 a steady job growth (about 2.1 million jobs were added during 2017),6 and a decline in the unemployment rate (about 4.1% in 2017 compared to the recessionary peak of 9.9%).7

Unemployment at the national level has gradually declined since the height of the recession and has fallen below 4% in 2018.8 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 2023.9

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

<table>
<thead>
<tr>
<th><strong>Growth of service-oriented sectors</strong></th>
<th><strong>Implications for Economic Growth in Creswell</strong></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>
</tbody>
</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><strong>Aging of the population</strong></th>
<th><strong>Implications for Economic Growth in Creswell</strong></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. 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>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Increases in energy prices</strong></th>
<th><strong>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.</strong></th>
</tr>
</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. 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>
<td></td>
</tr>
<tr>
<td>National, State, and Regional Economic Trends</td>
<td>Implications for Economic Growth in Creswell</td>
</tr>
<tr>
<td>---------------------------------------------</td>
<td>-------------------------------------------</td>
</tr>
<tr>
<td><strong>Comparatively low wages</strong></td>
<td>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.</td>
</tr>
<tr>
<td>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.</td>
<td>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.</td>
</tr>
<tr>
<td>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.</td>
<td>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.</td>
</tr>
<tr>
<td>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 founded 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).</td>
<td>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.</td>
</tr>
<tr>
<td>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.</td>
<td></td>
</tr>
<tr>
<td>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.</td>
<td></td>
</tr>
</tbody>
</table>
### 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.</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).</td>
</tr>
<tr>
<td>The fast-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.</td>
<td>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>
<tr>
<td>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></td>
</tr>
</tbody>
</table>

### Importance of high-quality natural resources

<table>
<thead>
<tr>
<th>Importance of high-quality natural resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Industry</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private households</td>
<td>-83%</td>
</tr>
<tr>
<td>Motion picture &amp; sound recording</td>
<td>-48%</td>
</tr>
<tr>
<td>Performing arts and spectator sports</td>
<td>-40%</td>
</tr>
<tr>
<td>Accommodation</td>
<td>-34%</td>
</tr>
<tr>
<td>Transit and ground passenger transport</td>
<td>-33%</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Industry</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture &amp; forestry support activity</td>
<td>57%</td>
</tr>
<tr>
<td>ISPs, search portals, &amp; data processing</td>
<td>42%</td>
</tr>
<tr>
<td>Building material &amp; garden supply stores</td>
<td>10%</td>
</tr>
<tr>
<td>Chemical manufacturing</td>
<td>8%</td>
</tr>
<tr>
<td>Crop production</td>
<td>7%</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Industry</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food services and drinking places</td>
<td>-3,139</td>
</tr>
<tr>
<td>Local public education</td>
<td>-2,299</td>
</tr>
<tr>
<td>Private households</td>
<td>-1,078</td>
</tr>
<tr>
<td>Administrative and support services</td>
<td>-895</td>
</tr>
<tr>
<td>Accommodation</td>
<td>-630</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Industry</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private social assistance</td>
<td>282</td>
</tr>
<tr>
<td>Agriculture &amp; forestry support activity</td>
<td>204</td>
</tr>
<tr>
<td>Building material &amp; garden supply stores</td>
<td>183</td>
</tr>
<tr>
<td>Food and beverage stores</td>
<td>180</td>
</tr>
<tr>
<td>Merchant wholesalers, nondurable goods</td>
<td>95</td>
</tr>
</tbody>
</table>

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 (>56k) - Low (<$40k)
- Middle ($40-62k)

Figure 15. Job Loss by Recession in Oregon

- Low-Wage
- Middle-wage
- High-Wage

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**

![Graph showing job change in Oregon and Lane County for COVID-19 and the Great Recession.](image)

**Figure 17. Number of Unemployed, US (thousands)**

![Bar chart showing the number of unemployed in the US for different months from March 2020 to May 2021.](image)
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.

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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.

Citizen Involvement Goals, Objectives, and Policies (updated 2019)

<table>
<thead>
<tr>
<th>Citizen Involvement Goals</th>
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</thead>
<tbody>
<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>
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<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>
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<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><strong>a. 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>
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<tr>
<td><strong>b. 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>
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<tr>
<td><strong>c. 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>
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<tr>
<td><strong>d. 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>
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</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

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

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

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

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

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

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

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

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

(i) The City shall encourage the development of a high-speed communication infrastructure, such as high-speed local fiber optic network.

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

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

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

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

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

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

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

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

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

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

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

(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>
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<tr>
<td>Quick Vehicle Servicing</td>
<td>Warehouse, Freight Movement, and Distribution</td>
<td>Radio Frequency Transmission Facilities</td>
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<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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<tr>
<td>Office</td>
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<tr>
<td>Retail Sales and Service</td>
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<td>Lodging</td>
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<tr>
<td>Self-Service Storage</td>
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<tr>
<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.

<table>
<thead>
<tr>
<th>Strategic Goals</th>
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<tbody>
<tr>
<td><strong>Accountable Government</strong>: Deliver programs and services transparently, effectively, and efficiently.</td>
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<tr>
<td><strong>Economic Development</strong>: Build the City’s capacity to support and attract businesses, create jobs, and position Creswell for sustainable growth.</td>
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<tr>
<td><strong>Safety and Preparedness</strong>: Ensure a safe community through proactive and responsive protection of life, property, and infrastructure.</td>
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<tr>
<td><strong>Quality of Life</strong>: Create a great place to live by providing infrastructure that supports our community’s needs, access to recreation opportunities, and safe neighborhoods.</td>
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<tr>
<td><strong>Community Engagement</strong>: Inspire citizen engagement in shaping and serving the community.</td>
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</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.
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>
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</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>
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<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>
</tbody>
</table>
| Key Considerations | 1) Questions developed with Advisory Group assistance  
2) Individuals selected by Project Management Team |

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>
</tbody>
</table>
| Key Considerations | 1) Questions developed with Advisory Group assistance  
2) Individuals selected by Project Management Team |
### 3. PUBLIC OPEN HOUSE

<table>
<thead>
<tr>
<th>Topic</th>
<th>SWOT, goals/objectives/strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Benefits</strong></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><strong>Format</strong></td>
<td>2-hour remote open house event including:</td>
</tr>
<tr>
<td></td>
<td>• 15-minute welcome and introduction to the project</td>
</tr>
<tr>
<td></td>
<td>• 20-minute engagement exercise</td>
</tr>
<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>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Target Timeframe</th>
<th>October 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Target Number</strong></td>
<td>1</td>
</tr>
<tr>
<td><strong>Target Audience</strong></td>
<td>General public</td>
</tr>
<tr>
<td><strong>Key Considerations</strong></td>
<td>1) Local outreach will be needed to notify the public and promote participation in the open house (e.g. through newsletter, Facebook, utility billing).</td>
</tr>
<tr>
<td></td>
<td>2) LCOG will continue to monitor COVID and modify the meeting format as necessary.</td>
</tr>
</tbody>
</table>
# Creswell Economic Development Strategic Plan

**APPENDIX E: TECHNICAL MEMORANDUM—PRELIMINARY VISION, GOAL, OBJECTIVE, AND ACTION CONCEPTS**

## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Purpose</td>
<td>2</td>
</tr>
<tr>
<td>II. Introduction</td>
<td>2</td>
</tr>
<tr>
<td>Stakeholder Engagement Overview</td>
<td>2</td>
</tr>
<tr>
<td>Stakeholder Engagement Key Themes</td>
<td>3</td>
</tr>
<tr>
<td>III. Core Values, Vision, Goal, Action Concepts</td>
<td>10</td>
</tr>
<tr>
<td>Core Values</td>
<td>10</td>
</tr>
<tr>
<td>Strategic Planning Purpose</td>
<td>10</td>
</tr>
<tr>
<td>Vision Statement Concept</td>
<td>11</td>
</tr>
<tr>
<td>Goal, Objective, and Action Concepts</td>
<td>11</td>
</tr>
<tr>
<td>IV. Work Plan</td>
<td>17</td>
</tr>
</tbody>
</table>
I. Purpose

The purpose of this technical memorandum is to present initial concepts for Creswell-specific economic development core values, vision, goals, objectives, and actions that reflect and incorporate stakeholder feedback, research into best practices, and the Creswell community context.

II. Introduction

The preliminary vision, goal, objective, and action concepts presented in this memo are drawn from themes and recommendations that emerged from stakeholder engagement activities, including focus groups, interviews, and a work session with City of Creswell management staff.

Stakeholder Engagement Overview

Stakeholder engagement for Creswell's Economic Development Strategic Plan consisted of an Advisory Group convened to represent community economic interests, provide technical assistance, and guide development of the plan, and broader stakeholder outreach, including focus groups and interviews, which took place in September and October of 2021. Stakeholder feedback has been analyzed and incorporated into the vision, goal, and action concepts discussed in Section IV of this memo.

The Advisory Group will meet three to four times throughout the development of the Strategic Plan to provide key input at critical points in the process. The purpose of broader stakeholder outreach activities was to engage local businesses, civic leaders, subject matter experts, community members, and other stakeholders to help identify Creswell’s Strengths, Weaknesses, Opportunities, and Threats (SWOT) as they relate to economic development; develop a list of Creswell’s competitive advantages and disadvantages that make it more or less attractive as a place to do business; and learn from the examples of peer communities with similar economic contexts, or otherwise of interest.

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.

Focus Groups—Seven focus groups were conducted. Each focus group addressed a distinct topic:

- Developers/Builders/Lenders
- Local Production/Agriculture
- Recruitment/Retention/Desired Industry Sectors
- Entrepreneurship/Education/Skill Development
- Tourism/Recreation/Hospitality
- Business Climate
- Sites/Infrastructure/Needed Services
Interviews—Four peer communities with similar economic contexts to Creswell were interviewed to provide additional insight into successes and challenges relating to economic development efforts:

- City of Estacada
- City of Independence
- City of Madras
- City of Sisters

City of Creswell Staff Work Session—City of Creswell staff engaged in a work session to conduct a gaps analysis of feedback received through other stakeholder engagements and provide critical feedback about the feasibility, impact, and potential for success of strategies discussed by stakeholders and peer communities from the City’s perspective.

Public Open House (upcoming)—A public open house will be held in winter/spring 2022 to review draft goal and action concepts. A summary of that engagement will be added to this summary following the event.

See Creswell Economic Development Strategic Plan Appendices A-C for full summaries of each engagement, including participants, key takeaways, and detailed engagement notes.

Due to the ongoing COVID-19 pandemic, all engagements were held remotely via Zoom.

Stakeholder Engagement Key Themes

SWOT ANALYSIS RESULTS

The following SWOT summary list reflects some of the key themes that were brought up by participants in the seven focus group discussions and includes context and insight provided by Creswell staff. More detailed responses from each individual focus group and staff can be found in Creswell Economic Development Strategic Plan Appendices A and B.

Strengths

- Location, location, location
  - Benefits of proximity to metro area but still being a small town
  - Proximity to Eugene and metro area, UO, southern region
  - Access to I-5, Highway 99 corridor and amenities
  - Autonomous – Have a Main Street and community feel but still close to larger population
  - Access to markets, outlet for products, processors for local producers
  - Access to wine country, covered bridges
- Small town community feel – offer something Eugene-Springfield cannot
- Loyal citizens
  - Strong community support for local businesses, especially during COVID
  - Excitement/pride around agriculture
• City government is efficient, accessible, easy to work with
  o Awesome staff
  o Small government structure
  o Helpful, accessible to businesses (bigger fish in small pond)
  o Proactive with business
  o Business friendly environment
• Strong small businesses in community, entrepreneurial strength
  o Support for small businesses
  o Mentors for other small businesses/entrepreneurs
  o Many young entrepreneurs who care about the community, know and support each other
• Housing is more affordable
• Destination attractions and local gems
  o Airport
  o Championship-level golf course
  o Award winning places to eat
  o Lodging, places to eat
• Downtown has a lot of potential – some good businesses and opportunity for more
  o Public Works notes that downtown revitalization was completed in 2005 – widened sidewalks, put in planter strips, increased attractiveness of a four-block area of downtown. Could be stretched farther east to make downtown area a little stronger.
• Staff note that parking is accommodating and adequate.
• Public Works notes that the water plant and water system is a strength. Water is safe to drink. State of the art plant still in its prime. Just received Outstanding Performer for plant and system from Oregon Health Department survey. Recently received 2nd in the state in best tasting water competition. Quality does cycle through the year (temperature). Finished water is exceptional/high quality.

Weaknesses
• Location a weakness as well as a strength – hard to show comparative advantage with bigger markets
• Lack of real estate & developable land limits growth
  o Lack of large parcels – what exists is wet or constrained by ownership dynamics
  o Not enough opportunities to accommodate needs of growing businesses
• East-west divide
  o Rail traffic, I-5 inhibit connectivity
  o Lack of ability to develop on east side of freeway (lack of infrastructure)
• Chamber of Commerce could be stronger
• Creswell as a commuter/bedroom community
  o People spend their $ before coming home
  o Lack of jobs in town
• Infrastructure limits development, especially on east side
Internet connectivity
Consistent energy (outages)
Wastewater challenges
- Public Works notes that sewer treatment plant is not able to accommodate amount of growth projected in next 20 years. Plant itself has been upgraded and is not old, but treatment technology is old. City has outgrown system. Looking to upgrade in near future. Is a genuine challenge.
- Fix is very expensive. Key element of challenge is funding.
- “Dry industry” model is more economic (“wet industries”—like meat processing plant—are typically located in municipalities with greater wastewater capacity)
- Lack of infrastructure at the airport impedes activities that could occur there
  - Lack of branding/storytelling
    - Not a big external draw to Creswell
    - Lack of visibility/web presence of local businesses
  - Resource limitations (small town)
  - Lack of clear center in Creswell
  - “Drive-by” community
  - Intro to Creswell right off I-5 is highway commercial/truck stops
  - Lack key services/amenities needed to attract more business, fulfill needs of workforce (no franchise grocery store)
  - Political challenges – divisiveness
  - Vibe of downtown – something missing that gives people a reason to park, get out, and walk around
  - Evening food and beverage options could be stronger

Opportunities
- Surrounded by beautiful farmland – opportunity for farm to table, local flavors, agricultural processing
  - Local market/vendors/products
  - Value-added meat processing facility to address supply chain bottleneck, support farmers and homesteaders. Some of these customers come up from Douglas County and far-reaching areas to Mohawk Meats in Springfield (have the market cornered – no true competition). Opportunity for lower scale processing? City role in this?
    - Public Works notes that meat processing would be a challenge (live animal to finished product – processes generate very heavy loading in the wastewater system that we could not accommodate).
    - Public Works has looked into wet industry and dry industry – wet industry not feasible even after upgrade; would make an upgrade even more expensive (would need to oversize wastewater treatment system to accommodate). Restricted by not having a larger volume waterway to discharge into; requires a much higher treatment process to accommodate effluent stream.
• Foster Farms previously had their own treatment facility. Perhaps that model could work. They haven’t operated in many years – DEQ and EPA have changed rules, that approach might be restricted today. Foster Farms facility also outside UGB.
  o Permanent infrastructure for farmer’s market
  o Food and beverage works as an alternative to wood industry
  o Incubator spaces for food and beverage (like Bohemia Food Hub in Cottage Grove)
• Leverage outdoor recreation, culinary food trails, arts/culture/heritage – products in these areas supported at state and regional level
• Opportunities around tourism (e.g. golf, river, access to outdoors, wine country, covered bridges, airport)
• Fiber and tech industry could grow
• Medicine and bio-med/tech
• People moving to smaller towns, Creswell projected to grow
  o COVID
  o Tight housing markets in other cities
  o Livability, affordability
• Enhancement of downtown
  o Build on successful businesses (e.g. Creswell Bakery)
  o Concentration of businesses downtown to draw people
  o Mixed use, residential converting to commercial – catalytic
  o Livability
• Stronger Chamber of Commerce
• Marketing Creswell and its businesses
• More support for entrepreneurs needing support/incubation
  o Provide spaces for entrepreneurs and businesses to grow so they can stay in Creswell
  o Mentorship
  o Focus on Creswell as a good place for entrepreneurs, starting business
• Unique opportunities relating to COVID
  o Opened opportunity for entrepreneurship
  o Elevated importance of local food systems
• Integrate locals into local workforce
  o Avoid brain drain, keep hometown talent at home
  o Partner with schools to provide mentorship opportunities, career pathways – give students the opportunity to think about their future in their hometown
  o Teach students how to start businesses
• Embrace bedroom community dynamic, connection to Eugene-Springfield
  o Regional economy/workforce – Creswell can offer people a great place to live and raise their family while they work somewhere else or from home
  o Livability, affordability but still access to higher wage jobs in the metro area
  o Synergies with other metro satellite communities
Other small communities have had success focusing on housing

Must have employment within the City if we want to grow economically.
- Employees (regardless of where they live) will patronize businesses.
- City Finance Director notes the property tax benefits – with employment usually comes big equipment. More property tax than residential property would bring in. More payback for the amount of services it uses.

- Capture overflow from Eugene (e.g. hospitality/lodging for events, people looking for housing)
- Provide more developable land (e.g. Bald Knob) for future employment
- Airport represents big potential/opportunity for aviation-related employment – needs infrastructure
- Infrastructure bill could present significant opportunities to fulfill infrastructure needs
  - Now is the time to communicate needs with legislators
  - Make sure elected officials and Regional Solutions Team know priority projects
- Revitalization is a key piece which could be emphasized – could be extended east to make it stronger. Entry to town could be strengthened. Banner or “Gateway.”
- Lodging

**Threats**

- Ideological division/sensitivity can make or break a business (risk of alienating customers)
- Lack of real estate (serviced buildable land)
- Local money spent elsewhere (in Eugene/Springfield)
- Natural hazards – climate change, drought, wildfire, earthquake/seismic impacts to reservoirs (need to be anchored) and transmission water lines (fairly old line needs to be moved).
- Safety/security concerns (local contract police services)
- Inconsistency in business traffic
- Infrastructure is expensive and there’s not a lot of state or federal funding (but more important than incentives)
- More attractive jobs (wages/pay) in more dense areas (metro)
- Changes in federal regulation (e.g. FEMA floodplain, environmental regulations)
- Smaller cities particularly vulnerable to economic downturns
- Sewer challenges with privately held entity on east side – tension with DEQ, DEQ won’t allow expansion/extension until resolved.
  - Public Works provided context on east side sewer challenges – Emerald Valley Golf Course treatment facility installed on east side of the City in the late 60s/early 70s. City did not have infrastructure on east side – it was in the County at that time. Still in place. City still has no infrastructure, but City has expanded. New private entity runs system. Under injunction not to allow new extensions until they have met requirements through DEQ’s permitting. No plans for City to take over. Lack of control is a real challenge, potentially limits development. Regional Solutions Team and other efforts have not been able to get over the private ownership challenge.
• Airport does not have water or sewer presently. Septic tanks on field and wells (3 of each).
  o Developer seeking opportunity was unable to move forward due to lack of water/sewer service.
  o Plan being developed to install an onsite wastewater treatment system (separate from existing private entity and City system).
• Transportation challenges beyond Creswell’s control (e.g. challenges with rail, difficult/unsafe intersections, access to businesses limited by ODOT)
• Housing crisis – not enough available land to meet Creswell housing needs

INTERVIEWS

The following themes arose from the four interviews with peer agencies. Detailed notes from each of those discussions can be found in Creswell Economic Development Strategic Plan Appendix A.

• **Having a community-defined vision is a useful tool.**
  o Present to agencies/foundations/partners that can provide funding or capacity – shows that everyone is on the same page, now just need support to get it done
  o Community engagement/buy-in – helpful to be able to point to a plan to respond to questions or pushback

• **Getting everyone swimming in the same direction/on the same page is key.**
  o Leadership and community have ownership over implementation steps
  o Also helps to have consistency in leadership/local champions

• **Getting SOMETHING done is important.**
  o Even small wins gain momentum – little projects along the way add up over time
  o Need to actually follow through on the work – start moving forward, put resources behind it and make sure staff is completing the work under deadline
  o If projects are too nebulous or take too long, it can be hard to sustain high level of energy and enthusiasm – might lose champions

• **Building relationships with the local business community is important.**
  o Meet with businesses, understand their needs, find state grants to help them
  o “Get to yes” approach – build trust in business community that you want to work with them

• **The City should be ready to take some risks.**
  o City can be creative & entrepreneurial, active in implementing projects
  o Show business community that City is putting skin in the game
• **Good timing has a lot to do with success.**
  - Where the community is, who’s championing it, how it aligns with everything else
  - City should be nimble and ready to capitalize on unexpected opportunities
  - Leverage success into additional success

• **Work with your assets and build on what you have.**
  - Don’t take small ones for granted (e.g. businesses that could grow)
  - Smaller communities offer quality of life benefits over bigger cities
  - People leaving major metro areas because of COVID – home in on the fact that you can have urban rural lifestyle in communities like Creswell

• **Downtown revitalization and support for businesses are both important.**
  - Create appearance that it’s a nice community and also work on systemic changes to help out new and existing businesses
  - URA & Main Street Program have proven effective tools in many peer communities.
  - Livability vs. incentives

• **Economic development is one of many priorities.**
  - May be a priority that’s second to (or part of) others like livability, parks, transportation, essential infrastructure, public safety, tourism
  - Economic development vision is most effective when it follows a broader, balanced community vision.

• **Strong partnerships are important.**
  - Increase City capacity to implement the vision
  - Find the right partners (public and private) aligned with goals.
III. Core Values, Vision, Goal, Action Concepts

Core Values

The Core Values (also frequently referred to as “guiding principles”) succinctly define the organization’s culture and belief system, thus providing a foundation in an environment that is always changing. The project management team referenced stakeholder insights to advance five draft core values for economic development in Creswell (see Figure 1). These core values become the core components of a vision statement for economic development in Creswell. Every stakeholder of Creswell's economy should empower themselves with the core values; they are the basis for accomplishing the strategic initiatives, goals, objectives, and day-to-day tasks.

Figure 1: Creswell Core Values

Strategic Planning Purpose

The Strategic Planning Purpose acknowledges that Creswell has room to improve to achieve its economic Vision and identifies gaps that are targeted through specific Goals, Objectives, and Actions.

*Creswell is resolute to adopt and implement this Economic Development Strategic Plan to address an economic opportunity gap. A lack of economic diversity, an imbalance between wages and cost of living, and a mismatch of business needs and available vacant land can diminish quality of life, reduce employment opportunities, and prevent businesses from growing and thriving to their fullest potential.*
Vision Statement Concept

The Vision Statement provides a future view with a clear sense of purpose that incorporates Creswell’s Core Values and describes a Creswell that has achieved its economic Goals. Following are draft alternative concepts for a Vision Statement:

*Creswell has a competitive and self-sustaining economy, supports entrepreneurs, provides access to economic opportunity, creates an environment for businesses to be successful, and encourages a high quality of life for residents.*

Goal, Objective, and Action Concepts

**Goals** are guiding statements that set local priorities for achieving the Vision by describing the desired result. Goals establish the overall policy direction and organizational philosophy.

**Objectives** offer a means to meeting a Goal that are focused on one particular aspect of a Goal. Objectives can be met through a variety of actions.

**Actions** are typically action-oriented strategy statements that are understandable, specific, attainable, measurable, and time-sensitive.

The intent of this Economic Development Strategic Plan is to create an actionable Work Plan for the City of Creswell that provides a roadmap for progress in the next five years. The following Goal, Objective, and Action concepts address the full breadth of feedback received from stakeholders throughout the engagement process. In some cases, specific Action items may be outside the purview of the Work Plan, either because another agency may be the appropriate lead for that Action item, or because the City may consider an Action item as part of other longer-term economic development work.

In the tables below, the “Applicability” column notes whether the City or another agency would be the appropriate lead for each Action item. City Action items are further separated into Economic Development Strategic Plan (EDSP) Work Plan items and the City’s longer-term economic development work associated with Goal 9 of the Creswell Comprehensive Plan, also referred to as the Economic Opportunity Analysis (EOA). Action items outside the purview of the five-year Work Plan are highlighted in yellow; these Action items are important considerations for achieving Creswell’s long-term economic development Vision, to be included in Goal 9 policy recommendations.
## 1. ECONOMIC RESILIENCE

Creswell has a resilient, diverse, self-sustaining local economy that supports local businesses and enables residents to achieve a quality of life.

**Actively encourage and attractive family-wage jobs for the market as a whole.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify, incorporate, and manage support for employers and industries that are community partners that offer high quality employment with living wage, flexibility, and benefits to residents; have good working relationships with City government; and are integrated into the community.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Support landowners by marketing the city’s available employment land to industries/investors best able to provide living wage employment opportunities.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Additional Actions?</td>
<td></td>
</tr>
</tbody>
</table>

**Encourage industry sectors that play to Creswell’s strengths and contribute to the diversity of Creswell’s economy.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prioritize business recruitment within Airport dependent sectors (e.g. Avionics, flight training, aircraft innovation, etc.)</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Prioritize business support around “local flavors and local gems.” This could include targeting support to local “makers,” reaching out to vineyards (e.g. tasting rooms in Creswell), or growing existing restaurant, food, and beverage operations.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>Communicate regularly with Lane County Economic Development and Business Oregon to identify growing industry sectors or specific recruitment opportunities.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Develop a community profile that responds to key information needs of site selectors and appeals to development prospects.</td>
<td>Other Agency – Travel Lane County</td>
</tr>
<tr>
<td>Respond, in collaboration with partners, to business leads and companies whose targets include the Creswell area.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Inventory available shovel-ready sites and market them on Oregon Prospector.</td>
<td>City – EDSP Work Plan</td>
</tr>
</tbody>
</table>

## 2. Business Climate:

Creswell’s business climate attracts new businesses and enables existing businesses to grow, thrive, and remain in Creswell through a “get to yes” approach.

**Become an active economic development partner that is efficient, proactive, accessible, and easy to work with.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proactively work to identify a 20-year supply of employment lands and target initiatives to increase market-ready certified sites.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Actively build relationships and trust with Creswell’s business community. Schedule regular meetings with top employers and provide timely follow-up on identified needs and concerns.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Evaluate and refine land use and permitting processes, where needed, to increase efficiencies and predictability and ensure a user-friendly experience.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Create and manage a business retention and expansion program.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Survey businesses to track changes in business practices and program awareness to better inform program and policy responses.</td>
<td>City – EOA</td>
</tr>
</tbody>
</table>
Identify growing companies and facilitate their ability to remain in Creswell as they scale up. | City – Capacity-Limited
---|---
Budget prepared by Staff supports economic development priorities. | City – EDSP Work Plan

**Connect small businesses with information and resources to help them endure tough initial and ongoing cycles.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintain a close partnership with Oregon RAIN.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Disseminate and maintain information, technical assistance, programs, initiatives, and incentives that support small business growth and operations.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Provide high-quality customer service and facilitation to help new businesses navigate the state and local permitting process and access the tools and resources they need to grow and stay in Creswell.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Convene resource partners and small businesses to better understand existing resources and the needs and challenges faced by businesses, and address priorities.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Encourage organization/integration of business owners to form a resilient core for the local business community.</td>
<td>City – EDSP Work Plan</td>
</tr>
</tbody>
</table>

### 3. ENTREPRENEURSHIP & WORKFORCE

Creswell supports local entrepreneurship to encourage home-grown businesses and provide resources to help meet their needs as they grow.

**Support and encourage the next generation of entrepreneurs to help young people see a future in Creswell.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilitate connection between RAIN and local entrepreneurs.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Support innovative curriculum, distinctive programming, community-based initiatives, and mentorship opportunities in Creswell schools through staff time, access to City facilities/assets, or funding assistance.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Study opportunities with partners to establish an accelerator, incubator, or maker space to support entrepreneurship and innovation.</td>
<td>Other Agency</td>
</tr>
<tr>
<td>Support connections with Lane Community College and the University of Oregon to enhance training and professional development opportunities for local students and entrepreneurs (e.g. participate in class projects, innovation studios, workforce training placements, specialty employment outlets like ties to aviation, etc.)</td>
<td>Other Agency</td>
</tr>
</tbody>
</table>

**Integrate Creswell residents into the local workforce.**

<table>
<thead>
<tr>
<th>Action</th>
<th>Applicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Partner with existing state and local programs to bring workforce training to Creswell community members.</td>
<td>Other Agency</td>
</tr>
<tr>
<td>Work with local business to communicate, advocate, define and create new internships for school students, fostering their transition to the workforce and future.</td>
<td>Other Agency – Small Business Administration &amp; Lane Community College</td>
</tr>
<tr>
<td>Connect businesses with hiring and training resources.</td>
<td>Other Agency</td>
</tr>
</tbody>
</table>
Where opportunities to influence local housing policy and regulations exist, leverage the Economic Development Strategic Plan to promote a diverse mix of housing types that are affordable at different price levels to meet the housing needs of Creswell’s workforce.  

<table>
<thead>
<tr>
<th><strong>4. LEVERAGE ASSETS &amp; OPPORTUNITIES</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Creswell builds on existing assets and remains nimble enough to seize new economic opportunities that arise.</td>
<td></td>
</tr>
</tbody>
</table>

**Showcase Creswell's strength as a regional hub for entrepreneurship and innovation.**

<table>
<thead>
<tr>
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<tr>
<td>Establish a clearer brand for Creswell, conveying its values and aspirations, telling its story and piquing curiosity. This could include a tagline such as “Creswell, Open for (Your) Business.”</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Support a “Maker’s Fair” and other grassroots initiatives. Provide opportunities to help others create something and share their process.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>In coordination with the Chamber, celebrate business achievements and consider an annual awards program.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
</tbody>
</table>

**Effectively tell Creswell's story to attract visitors and businesses.**

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<tbody>
<tr>
<td>Form a task force to consider practical steps to increase “Stop in” traffic in Creswell, including ideas to entice visitors to stay longer (stretch their legs).</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>Engage with tourism partners to explore Creswell’s potential as a tourism destination, including as portal to Lane County opportunities.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>Market, promote, and increase the visibility of existing Creswell events and activities. Consider the potential for new opportunities.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>Support efforts to expand bicycle and hiking trails throughout Southern Lane County and beyond, connecting unincorporated rural communities with Downtown, linking Creswell to other communities, and facilitating safe multimodal access to recreational areas.</td>
<td>Other Agency – Chamber of Commerce &amp; Travel Lane County</td>
</tr>
<tr>
<td>Use social and other media to maintain messaging and reach a broader audience.</td>
<td>Other Agency – Chamber of Commerce</td>
</tr>
<tr>
<td>Strategically engage with University of Oregon and Lane Community College to promote tourism and lodging opportunities for campus/event visitors.</td>
<td>Other Agency – Chamber of Commerce</td>
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</table>

**Cultivate and leverage partnerships strategically to extend Creswell's capacity for economic development.**

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<tr>
<td>Balance connection to the regional economy with self-reliance in a way that ensures Creswell can enjoy the benefits of its proximity to the metro area without becoming overly reliant.</td>
<td>City - EOA</td>
</tr>
<tr>
<td>Prioritize trust building and common goals in relationship with regional public and private partners including continuity, transparency, and accountability</td>
<td>City – EOA</td>
</tr>
</tbody>
</table>
Maintain a strong relationship between the communities of Creswell and Cottage Grove, including joint community calendars and events, coordination between local government plans and programs, and regional economic development and tourism initiatives. | Other Agency – Chamber of Commerce

## 5. VIBRANT DOWNTOWN
Creswell has an active, human-centered, walkable downtown that is the economic and cultural center of the community and a draw for visitors.

Consider tools available for catalytic outcomes to transform downtown and achieve the vision established in the Downtown Plan.

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<td>Improve downtown wayfinding/signage (e.g. key destinations and resources, digital event sign).</td>
<td>City – EDSP Work Plan</td>
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<tr>
<td>Expand pedestrian-friendly amenities in Downtown, encouraging residents and visitors to get out of their cars and walk, including during the evening hours.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Identify opportunities for public/private partnership related to beautification.</td>
<td>City – EDSP Work Plan SP</td>
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**Promote a mix of commercial and residential uses oriented to pedestrians.**

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<td>Encourage infill development of Downtown properties by providing and maintaining accessible parking, parks, and other gathering spaces.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Promote development of a mix of retail, service, office, civic and residential uses that benefit from and enhance the Downtown pedestrian-oriented environment.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Build out the Downtown streetscape to enhance the value of Downtown spaces/real estate.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Consider collaboration to develop an affordable housing/mixed use project in the Downtown Commercial zone.</td>
<td>City – EOA</td>
</tr>
</tbody>
</table>

## 6. INFRASTRUCTURE & LAND USE
Creswell’s infrastructure and land use framework facilitate economic development and do not inhibit it.

**Strengthen responsiveness to timing-sensitive opportunities.** *(If a business wants to build something, are we nimble enough to respond to support it?)*

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<td>Identify a clear staff lead for economic development opportunities and a checklist for inquiries to ensure thorough evaluation and response to opportunities</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Facilitate access to “immediate opportunity” funding provided by State agencies (ODOT, Business Oregon).</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Promote opportunities to space out payments for typical development costs assessed by the city.</td>
<td>City – EDSP Work Plan</td>
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**Address barriers to infrastructure connectivity.**

<table>
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<tr>
<td>Consider economic development impact in prioritization of capital improvements.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Ensure that all master/facilities planning efforts carefully account for near- and long-term economic development needs</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Prioritize opportunities to make progress on infrastructure related to wastewater capacity and the airport.</td>
<td>City – EDSP Work Plan</td>
</tr>
</tbody>
</table>
Develop and structure opportunities to facilitate developers receiving eligible credits for infrastructure improvements that have community-wide benefit.  

Utilize Urban Renewal as a financing tool to address identified infrastructure deficiencies to employment lands within the District.

**Use finite employment lands within Creswell to their full potential.**

<table>
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<tr>
<td>Request and utilize analysis from Creswell’s Economic Opportunities Analysis to better understand existing employment land potential to map better land use strategies.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Maintain and/or establish relationships with owners and jointly define and reduce barriers to achieving a property’s highest and best use.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Respond to development interest within the Urban Renewal district where infrastructure deficiencies present a barrier to creation of employment.</td>
<td>City – EDSP Work Plan</td>
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</table>

**Prioritize and pursue actions that increase the availability and affordability of high-speed internet in Creswell.**

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<tr>
<td>Identify and take advantage of existing broadband resources (e.g. Regional Fiber Consortium fiber) to establish leverage with private providers/partners.</td>
<td>City – EDSP Work Plan</td>
</tr>
<tr>
<td>Remain active in the Regional Broadband Consortium and inquire about and pursue opportunities for funding and projects of both regional and local significance.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Investigate federal funding opportunities and evaluate the range and possibility of City-owned/eased resources to promote more equitable access to internet.</td>
<td>City – EOA</td>
</tr>
<tr>
<td>Identify opportunities to support geographic reach/coverage to expand access to high-performance broadband by existing and potential business users, employers, and employment lands.</td>
<td>City – EDSP Work Plan</td>
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<tr>
<td>Include broadband service expansion in roadway modernization projects.</td>
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IV. Work Plan

The following Work Plan includes Action items pulled from the larger universe of Goal, Objective, and Action concepts presented in Section III. The Work Plan represents those actions Staff believes are feasible to accomplish within a five-year time horizon, within the capacity of near-term resources of the City.

Goal 1: Economic Resilience—Creswell has a resilient, diverse, self-sustaining local economy that supports local businesses and enables residents to achieve a quality of life.

Objective 1.1: Actively Encourage and attract family-wage jobs for the market as a whole.

- Identify, incorporate, and manage support for employers and industries that are community partners that offer high quality employment with living wage, flexibility, and benefits to residents; have good working relationships with City government; and are integrated into the community.
- Support landowners by marketing the city’s available employment land to industries/investors best able to provide living wage employment opportunities.

Objective 1.2: Encourage industry sectors that play to Creswell’s strengths and contribute to the diversity of Creswell’s economy

- Prioritize business recruitment within Airport dependent sectors (e.g. Avionics, flight training, aircraft innovation, etc.)
- Inventory available shovel-ready sites and market them on Oregon Prospector.

Goal 2: Business Climate—Creswell’s business climate attracts new businesses and enables existing businesses to grow, thrive, and remain in Creswell through a “get to yes” approach.

Objective 2.1: Become an active economic development partner that is efficient, proactive, accessible, and easy to work with.

- Proactively work to identify a 20-year supply of employment lands and target initiatives to increase market-ready certified sites.
- Actively build relationships and trust with Creswell’s business community. Schedule regular meetings with top employers and provide timely follow-up on identified needs and concerns.
- Evaluate and refine land use and permitting processes, where needed, to increase efficiencies and predictability and ensure a user-friendly experience.
- Create and manage a business retention and expansion program.
- Budget prepared by Staff supports economic development priorities.
Objective 2.2: Connect small businesses with information and resources to help them endure tough initial and ongoing cycles.

- Maintain a close partnership with Oregon RAIN.
- Disseminate and maintain information, technical assistance, programs, initiatives, and incentives that support small business growth and operations.
- Encourage organization/integration of business owners to form a resilient core for the local business community.

Goal 3: Entrepreneurship & Workforce—Creswell supports local entrepreneurs to encourage home-grown businesses and provide resources to help meet their needs as they grow.

Objective 3.1: Support and encourage the next generation of entrepreneurs to help young people see a future in Creswell.

- Facilitate connection between RAIN and local entrepreneurs.
- Support innovative curriculum, distinctive programming, community-based initiatives, and mentorship opportunities in Creswell schools through staff time, access to City facilities/assets, or funding assistance.

Goal 4: Leverage Assets & Opportunities—Creswell builds on existing assets and remains nimble enough to seize new economic opportunities that arise.

Objective 4.1: Showcase Creswell's strength as a regional hub for entrepreneurship and innovation.

- Establish a clearer brand for Creswell, conveying its values and aspirations, telling its story and piquing curiosity. This could include a tagline such as “Creswell, Open for (Your) Business.”

Goal 5: Vibrant Downtown—Creswell has an attractive, human-centered, walkable downtown that is the economic and cultural center of the community and a draw for visitors.

Objective 5.1: Consider tools available for catalytic outcomes to transform downtown and achieve the vision established in the Downtown Plan.

- Improve downtown wayfinding/signage (e.g. key destinations and resources, digital event sign).
- Expand pedestrian-friendly amenities in Downtown, encouraging residents and visitors to get out of their cars and walk, including during the evening hours.
- Identify opportunities for public/private partnership related to beautification.
**Objective 5.2:** Promote a mix of commercial and residential uses oriented to pedestrians.

- Encourage infill development of Downtown properties by providing and maintaining accessible parking, parks, and other gathering spaces.
- Promote development of a mix of retail, service, office, civic and residential uses that benefit from and enhance the Downtown pedestrian-oriented environment.

**Goal 6: Infrastructure & Land Use**—Creswell’s infrastructure and land use framework facilitate economic development and do not inhibit it.

**Objective 6.1:** Strengthen responsiveness to timing-sensitive opportunities. (If a business wants to build something, are we nimble enough to respond to support it?)

- Identify a clear staff lead for economic development opportunities and a checklist for inquiries to ensure thorough evaluation and response to opportunities
- Facilitate access to “immediate opportunity” funding provided by State agencies (ODOT, Business Oregon).
- Promote opportunities to space out payments for typical development costs assessed by the city.

**Objective 6.2:** Address barriers to infrastructure connectivity.

- Prioritize opportunities to make progress on infrastructure related to wastewater capacity and the airport.
- Develop and structure opportunities to facilitate developers receiving eligible credits for infrastructure improvements that have community-wide benefit.
- Utilize Urban Renewal financing to address identified infrastructure deficiencies in the network.

**Objective 6.3:** Use finite employment lands within Creswell to their full potential.

- Request and utilize analysis from Creswell’s Economic Opportunities Analysis to better understand existing employment land potential to map better land use strategies.
- Maintain and/or establish relationships with owners and jointly define and reduce barriers to achieving a property’s highest and best use.
- Activate employment lands and remedy deficiencies of properties identified within the Urban Renewal district to make them shovel ready and responsive to economic development interests.
Objective 6.4: Prioritize and pursue actions that increase the availability and affordability of high-speed internet in Creswell.

- Identify and take advantage of existing broadband resources (e.g. Regional Fiber Consortium fiber) to establish leverage with private providers/partners.
- Identify opportunities to support geographic reach/coverage to expand access to high-performance broadband by existing and potential business users, employers, and employment lands.
- Include broadband service expansion in roadway modernization projects.