

APPENDIX A:

CORE AREA REPORT: ECONOMIC DEVELOPMENT

Executive Summary

The following Economic Development Core Area Report provides an overview of the guiding plans, involved agencies, and policy drivers of economic development issues in the Eugene-Springfield metropolitan area.

This report is part of a Baseline Assessment of Plans initiated by the Lane Livability Consortium and conducted by the Community Planning Workshop (CPW) at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

Each Core Area Report is informed by two components. First, CPW collected and reviewed regional and agency plans related to the four core planning areas. Second, a Core Area Team was formed which included the staff of agencies and organizations involved the development or implementation of local economic development plans (see Table 8 at end of this document for a list of individuals who participated in one or more of the core area meetings). A summary of key themes and outcomes from the review of plans and team meetings is outlined below. These themes are unique to the economic development field but explore gaps, challenges, and opportunities for coordinated development and implementation of plans within the economic development core area and across multiple core areas.

At the local level, there are six plans and nine agencies involved in economic development. The principle plan guiding economic development is the Regional Prosperity Economic Development Plan, which was adopted by Lane County, the City of Eugene and the City of Springfield in 2010. Below is a list of the plans and agencies involved in economic development locally.

Key Economic Development Plans:

- Regional Prosperity Economic Development Plan
- Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy
- Lane Workforce Partnership Local Strategic Unified Workforce Plan
- Eugene-Springfield 2010 Consolidated Plan
- Metro Plan Element B
- Envision Eugene
- Springfield 2030

Agencies and Organizations Involved in Economic Development:

- City of Eugene
- City of Springfield
- Lane County
- Eugene Chamber of Commerce
- Springfield Chamber of Commerce
- Lane Council of Governments
- Lane Metro Partnership
- Lane Workforce Partnership
- Neighborhood Economic Development Corporation (NEDCO)

Key Themes

- **The Regional Prosperity Plan is a guiding economic development plan for the region.** The Joint Elected Officials *Regional Prosperity Economic Development Plan* (Regional Prosperity Plan) is a primary document guiding the work of Lane County, the City of Eugene and the City of Springfield. The plan is the product of the collective efforts of multiple agencies at the Regional Prosperity Summit. The plan identifies the region's key assets, target industries for growth and strategies for economic development. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics were established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.
- **The Lane Workforce Partnership's Local Strategic Unified Workforce Plan provides implementation strategies to align business needs and workforce development for the region.** The plan was developed to support a vision for increasing skilled labor in order to meet business demand, grow the economy through the alignment of education and business sectors, and increase resources for various initiatives. The plan represents the vision of multiple agencies and business interests within the region.
- **The region is targeting Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.** The region is targeting jobs in high paying industries through small business financing, community investment strategies, workforce development, and cluster analysis. Moving forward with the strategies laid out in the Regional Prosperity Plan; the City of Eugene is working the Eugene Chamber of Commerce, LCOG and the Lane Workforce Partnership to provide small business financing to support business growth and development in Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. Since the publication of

the JEO plan, the organizations have provided \$45 million in funding leading to the creation of more than 400 jobs.

- **Maintaining infrastructure is fundamental to economic development.** Much of the public responsibility to build, operate, and maintain infrastructure resides with states and localities. Cities and states normally rely on the bond market to finance long-term projects, meaning that turmoil in financial markets creates concern for financing economic development and infrastructure projects.¹ Members of all core area teams cited the importance of infrastructure in supporting economic development and attracting new business.

Gaps and Challenges

- **Increasing wages and creating jobs are major challenges facing the region.** With the recent economic recession and the decline of the local wood products and manufacturing industries, the region has struggled to attract new businesses and create jobs. Filling this void with high paying jobs is one of the greatest challenges facing the region. The Regional Prosperity Plan establishes a series of strategies to address these challenges.
- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the recent economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the core area team cited capital investment spending as a way to stabilize and increase tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a challenge in increasing capital investment by creating a larger tax base.

Opportunities

- **The region has opportunities to be a hub for distribution.** Located along Interstate-5, approximately halfway between San Francisco and Seattle, the region has the potential to be a major player in the distribution of goods. With close proximity to major highways, rail access to coastal ports and a regional airport, the region has the infrastructure in place to serve as a hub for distribution. However, conversations with core area team members concluded that the regional airport and the local freight rail network are underutilized assets that have the potential to attract businesses and support future economic development.
- **Local foods, craft beers, and wineries are a shining spot economically.** The Metro Area's location at the southern end of the Willamette Valley

¹ Congressional Research Service. *The Role of Public Works Infrastructure in Economic Recovery*. <http://www.fas.org/sgp/crs/misc/R42018.pdf>. September 2011

make it an ideal location for producing quality food, craft beer, and wine. This location combined with a temperate climate and an entrepreneurial spirit and you find a region ripe for success. Successful companies include Ninkasi Brewery, Springfield Creamery, and Hummingbird Wholesale to name a few. Although, economic clusters already exist around the food and micro-brew industries, further opportunities exist to be explored.

- **Linking workforce readiness with emerging industries will better prepare the region.** A skilled workforce is essential to the economic health of a community. One goal of the Regional Prosperity Plan addresses workforce readiness and list tactics to link the region's skilled workers with emerging targeted industries. Lane Community College in conjunction with the Lane Workforce Partnership is currently undertaking Career Readiness Certificate initiatives. The National Career Readiness Certificate² is one tactic that is used regionally to certify individuals in specific fields. In addition to providing workforce training, this process illustrates to emerging industries interested in locating here that the region's workforce is trained and ready.

I. Introduction

A group of local agencies formed the Lane Livability Consortium (LLC) in 2010 to apply for and manage a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development. The LLC provides a forum for community agencies and leaders to develop new approaches to issues of livability and sustainability in the Eugene-Springfield Metropolitan Area. These issues cross a variety of planning fields including economic development, public health, higher education, transportation, affordable housing, water and energy, infrastructure investments, and social equity.

This report is part of a Baseline Assessment of Plans commissioned by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

The following report includes: (1) a description of the methods used to gather information from available plans and identify agency and staff perspectives; (2) identification of the major policy drivers for the economic development area; (3) descriptions of the primary economic development agencies; (4) summary descriptions of the guiding economic development plans; and (5) a summary of gap, challenges, and opportunities for the economic development core area.

² Lane Workforce Partnership, *National Career Readiness Certificate*, July 2012, <http://laneworkforce.org/job-seeker-services/career-readiness-certificate/>.

Purpose and Methods

The purpose of the four Core Area Reports (Economic Development, Transportation, Housing, and Public Health) is to identify shared planning elements within each of the core areas. The reports also reveal areas to improve the linkages of regional planning components within planning policies and processes. Each core area report can be thought of as “vertical” components within the overall regional plan assessment effort because each report’s analysis focuses on the breadth of a single planning function ranging from a broad regional scale to local implementation strategies.

KEY INFORMANT INTERVIEWS

An initial step in developing the Core Area Reports was to conduct key informant interviews with agency staff participating in the LLC. This step allowed CPW to develop baseline information on existing regional planning processes and current planning efforts. The key informant interviews also identified additional plans to be included in the overall analysis. Moreover, the meetings identified preliminary opportunities connecting plans and agency.

Nine meetings were conducted with staff from ten different agencies and included a total of 49 participants. Meeting participants represented the following jurisdictions, organizations and agencies: Lane County and the cities of Eugene and Springfield, Eugene Water and Electric Board, Housing and Community Service Agency of Lane County, Lane Council of Governments (LCOG), Lane Transit District, Springfield Utility Board, St. Vincent DePaul Society of Lane County, and Oregon Department of Transportation and the Oregon Regional Solutions Team.

ANALYSIS OF PLANS RELATED TO ECONOMIC DEVELOPMENT

Following the key informant interviews, CPW developed three preliminary tools to inform the analysis of gaps and opportunities across regional planning documents and processes. These tools include (1) plan summaries that detail federal, state, and local plan influencers, implementation processes, origins, and relevance of data, and plan goals and objectives (Appendix B); (2) a set of timelines reflecting the creation, adoption, maintenance, and lifespan of core area planning documents (Section III and Appendix B); and (3) a visual representation of core area relationships (Appendix C). Each tool informs the development of this core area report by offering CPW a means to dissect plans into logical segments and view relationships across plan goals, objectives, strategies, policies, and actions.

CORE AREA TEAM MEETINGS

Third, CPW worked with LLC members to form an Economic Development Core Area Team (CAT) to review the plan summaries, identify relationships among plans, and discuss crossover issues. Each of the three meetings ranged in attendance from 10-20 people and consisted of LLC agency staff and additional participants from related community organizations. After reviewing the products developed from key informant interview meetings, members responded to the following three questions:

1. Do logical connections exist among the plan goals?
2. Do opportunities exist to improve connections between these existing plan goals?
3. What opportunities exist for connecting specific plan goals in one core area to plans in another core area?

The meetings focused on evaluating relationships between core area planning document goals. The meetings also informed CPW of current regional planning and collaboration efforts existing within each core area. Lastly, the CAT meetings exposed shared elements in these core areas tied to local planning documents and to improving the integration of planning policies and processes.

Fourth, CPW hosted a crossover “integration” meeting. This meeting was an opportunity for professionals from all agencies and core areas to discuss relatable crossover areas for future integration. CPW asked the group the following questions:

1. What crossover issues exist between core areas?
2. What are the greatest gaps, opportunities, and challenges relevant to linking regional efforts across core areas?

Each core area met in a series of three grouped 30-minute discussions. Nearly 35 LLC stakeholders participated in the round table discussions. Members began identifying the degree to which the four core areas are connected and also identified specific areas in which further integration may be possible. The outcomes and findings from this meeting inform this Core Area Report and generate ideas for increasing opportunities for regional collaboration.

II. Economic Development Policy Drivers and Influencers

Throughout history, cities have served as centers of economic activity. As cities grew, they competed with each other for power and prestige. This competition for power and prestige set the stage for the first formal regional economic development initiatives. Early economic development involved alliances between government and business interests to build common infrastructure necessary to support growth.

In the United States, economic development initiatives can be traced back to early colonial investments in port and waterway improvements and road building. Over the next two hundred years, and for most of the country’s history, the federal government provided the direction for economic development focusing on major infrastructure projects that would help facilitate the flow of goods and people. Since World War II, the role of federal government shifted away from directing state and regional development efforts to funding and support for state and local initiatives. One clear advantage of the devolution in the economic development system is the creation of national competition and innovation across states and regions. This has given states and regions greater autonomy in

the decision making process and has allowed them to create a regional identity and capitalize on comparative advantages.³

Today, economic development policy at the local level focuses on infrastructure and attracting new business through incentives and subsidies. New economic development approaches emphasize investment in the social infrastructure and focuses on job creation, business and workforce development, as well as tax base enhancements.

The current structure of Federal and State funding for local (regional) economic development initiatives requires municipalities and organizations to work within the framework of Federal, State, and Local policies and mandates. Much of this funding comes in the form of grants and loans. To be eligible for this funding, local agencies and organizations must meet the specific requirements tied to this funding.

Tables 1, 2, and 3 describe, in broad terms, the enabling legislation at the federal, state, and local level (respectively) that guides economic development on the local and regional level. This legislation includes the policy drivers, influencers, enablers, and constraints. This section also provides an introduction to the agencies and organizations involved in economic development in the Eugene-Springfield Metro Area.

³ Lugar, Michael "The Role of Government in Contemporary Economic Development." Lincoln Institute of Land Policy. 2007.

Table I. Federal Policy Drivers and Influencers

Policy Driver/ Influencer	Description
U.S. Department of Agriculture (USDA)	The USDA provides funding to assist rural communities, restoration and conservation programs, education and research, and food/nutrition assistance. The Metro Areas relationship to rural agriculture combined with the benefits provided to low-income families through the SNAP and WIC programs, the USDA provides important economic assistance to the region. ⁴
U.S. Department of Housing and Urban Development (HUD)	HUD provides annual block grants as well as competitive grants for local and regional economic development. These grants include Community Development Block Grant (CDBG), Brownfields Economic Development Initiative (BEDI), the Sustainable Communities Regional Planning Grant, and Rural Housing and Economic Development (RHED) to name a few. HUD funds have been used to provide business loans, finance redevelopment projects, provide microenterprise training, fund infrastructure, and address conditions of slums and blight in the community. Both Eugene and Springfield receive annual entitlement allocations of CDBG funds.
U.S. Economic Development Administration (EDA)	The Economic Development Administration (EDA) is a federal agency that provides grants to support regional collaboration and innovation as part of a national investment strategy to increase global competitiveness ⁵ . The EDA supports regional “economic development districts” (EDDs) which are organizations that focus on economic development. Oregon has 12 economic development districts; Cascades West Economic Development District includes Lane, Linn, Benton and Lincoln counties ⁶ . To be eligible for funding, EDDs must complete a “Comprehensive Economic Development Strategy” (CEDS) that articulates a regional economic vision and strategies to achieve that vision. The U.S. Code of Federal Regulations (CFR 303) ⁷ provides specific guidelines for what a CEDS must contain, and how they are prepared. The Cascades West Economic Development District serves this function for the Eugene-Springfield Metro Area and Lane County. Funding for regional CEDS comes from the U.S. Department of Commerce and the EDA.

⁴ U.S. Department of Agriculture (USDA) – USDA Programs and Services. http://www.usda.gov/wps/portal/usda/usdahome?navid=PROGRAM_AND_SERVICE

⁵ U.S. Economic Development Administration, [eda.gov](http://www.eda.gov/investmentPriorities.htm), <http://www.eda.gov/investmentPriorities.htm>

⁶ Oregon Economic Development Districts. <http://www.oedd.org/>

⁷ Code of Federal Regulation (CFR) – Cornell University. Legal Information Institute, LII Cornell Law School <http://www.law.cornell.edu/cfr/text/13/303>

Table I. Federal Policy Drivers and Influencers (continued)

Policy Driver/ Influencer	Description
U.S. Environmental Protection Agency (EPA)	The EPA provides an assortment of grants for the redevelopment of Brownfields. This includes funding for cleanup, technical assistance, planning and assessment, and job training. A regional coalition recently received a Brownfields Assessment Grant.
U.S. Small Business Administration (SBA)	The SBA provides a variety of grants for state and local governments as well as loans for small businesses. SBA funding provides a significant source of capital for the regional community. For a more comprehensive list of SBA grants and loans visit the SBA’s website. ⁸
U.S. Department of the Treasury	The Treasury Department provides funding to local communities through several initiatives. The Community Development Financial Institutions Fund (CDFI) helps promote access to capital and local economic growth in low-income communities. ⁹

⁸ U.S. Small Business Administration – Loans and Grants <http://www.sba.gov/category/navigation-structure/loans-grants>

⁹ U.S. Department of the Treasury – Community Development Financial Institutions Fund (CDFI) <http://www.cdfifund.gov/>

Table 2. State Policy Drivers and Influencers

Policy Driver/ Influencer	Description
League of Oregon Cities	The League of Oregon Cities is an organization of municipal governments from around the state. They provide variety of funding and grant opportunities, training and support services to Oregon cities and staff. ¹⁰
Oregon Economic Development (Business Oregon)	Business Oregon is the official state agency for business and economic development. The agency provides support services, economic data, and financial resources for businesses. ¹¹
Statewide Planning Goal 9. Economic Development	<p>Since 1973, Oregon’s 19 Statewide Planning Goals have guided planning decisions on the local level. Statewide Planning Goal 9 (Economy) specifically addresses Economic Development. Goal 9 is implemented through administrative rules¹² established by the Oregon Land Conservation and Development Commission (LCDC).</p> <p>Statewide Planning 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.¹³</p>
Worksource Oregon. Oregon Employment Department	Worksource Oregon provides resources to businesses and job seekers statewide. Worksource Oregon is also an important source of data related to economic development. The Oregon Labor Market Information System (OLMIS) provides current statistics on state and regional trends. ¹⁴

¹⁰ League of Oregon Cities. <http://www.orcities.org/Home/tabid/798/language/en-US/Default.aspx>

¹¹ Business Oregon. <http://www.oregon4biz.com/>

¹² Oregon Administrative Rules (OAR) – Economic Development. Department of Land Conservation and Development. Oregon State Archive. http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_009.html

¹³ Oregon Statewide Planning Goals – Oregon Department of Land Conservation and Development. Oregon.gov. <http://www.oregon.gov/LCD/goals.shtml>

¹⁴ The Oregon Employment Department – Oregon Labor Market Information System (OLMIS). <http://www.qualityinfo.org/olmisj/OlmisZine>

Table 3. Local Policy Drivers and Influencers

Policy Driver/ Influencer	Description
Envision Eugene and Springfield 2030	With the passage of HB 3337 (2007), the cities of Eugene and Springfield are required to have separate UGB's. The result will be more localized land use planning and an updated approach to regional planning. To guide this work, both cities are developing new comprehensive plans; Envision Eugene and Springfield 2030 (See Appendix ED for Plan Summaries).
JEO Regional Strategy	In 2010, the Joint Elected Officials (JEO) gathered at the Regional Prosperity Summit to establish a collective vision to guide regional economic strategies. The result was the Regional Prosperity Economic Development Plan (Appendix ED. Regional Prosperity). This plan is the guiding document for economic development for the region. Strategies identified in the plan have been incorporated into Envision Eugene and Springfield 2030.
Local Utilities (EWEB, SUB and BPA)	Local utility companies play a major role in influencing where businesses locate and how businesses operate. A primary concern for businesses is the cost, reliability, and quality of power and water. The Bonneville Power Administration (BPA) is a federal entity that sets/influences prices and provides power to local utility companies. Additionally, the availability of 125 miles of fiber-optic cable (EWEB) in our region is another major asset.
Metro Plan	For many years, the Metro Plan has been the comprehensive land use plan for the Eugene-Springfield Metropolitan Area. Under the Metro Plan, the Cities of Eugene and Springfield shared a common Urban Growth Boundary (UGB). With a shared UGB, a collective decision making process guided land use policy for the region.

Agencies and Organizations involved in Economic Development

The Eugene-Springfield Metro area is served by a number of economic development organizations and government agencies. Organizations vary in size and scope; from municipal governments to broad-based business organizations (e.g. Chambers of Commerce) to more topically focused issue based organizations (e.g. Lane Workforce Partnership, NEDCO). Collectively these organizations provide an extensive economic development network. The following agencies and organizations have participated in Core Area meetings and play an influential role in the region’s economic development planning process.

Table 4. Local Governments

Participant	Role in Economic Development
City of Eugene	The City of Eugene is the largest city in Lane County and home to 156,185 residents ¹⁵ . Economic development planning for the city takes place in the Planning & Development Department and focuses on the goals and strategies established in the Regional Prosperity Economic Development Plan (plan summary Appendix B. Regional Prosperity). This plan was created in 2010 by the Joint Elected Officials and adopted by the Cities of Eugene and Springfield, and Lane County as the guiding document in economic development.
City of Springfield	The City of Springfield is the second largest city in Lane County and home to 59,403 residents ¹⁶ . Economic development planning for the city takes place in the City Managers Office. The city uses the Regional Prosperity Economic Development Plan (plan summary Appendix B. Regional Prosperity) as its guiding document for Economic Development.
Lane County	Outside of the Portland Metro Area, Lane County is the most populated county in the state of Oregon with 351,715 residents ¹⁷ . Economic Development policies for the county focus on the goals and strategies laid out in the Regional Prosperity Economic Development Plan, created in 2010 and adopted by the Joint Elected Officials of Eugene, Springfield, and Lane County. The Community and Economic Development Program of Lane County is part of the Office of the County Administration.

¹⁵ U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/4123850.html>

¹⁶ U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/4169600.html>

¹⁷ U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/41039.html>

Table 5. Local Economic Development Organizations

Participant	Role in Economic Development
Chamber of Commerce	<p>On the local level, the cities of Eugene and Springfield have a Chamber of Commerce. The chambers operate independent of each other yet are partners for promoting greater regional prosperity. In Eugene and Springfield, each chamber works with local government to promote economic growth and develop pro-business initiatives. The Eugene Area Chamber of Commerce¹⁸ recently made a three-year commitment to allocate nearly \$400,000 to the Regional Prosperity Initiative (RPI). The RPI is a strategic economic development program that focuses on three areas: Entrepreneurship and Innovation, Industry Clusters, and Business Retention and Expansion.</p>
Lane Council of Governments (LCOG)	<p>LCOG is a member organization that provides a variety of services to assist local, state, and federal governments as well as services to support the general population. In the area of economic development, LCOG provides business loans, regional technology services, administrative services, and planning services. LCOG’s “Lane Economic Committee” holds monthly public meetings to discuss the direction and scope of LCOG’s work in economic development. LCOG is also the Metropolitan Planning Organization (MPO) for the region, which includes the cities of Coburg, Eugene, and Springfield. The MPO’s primary responsibility is to provide regional transportation planning.</p>
Lane Metro Partnership	<p>The Lane Metro Partnership (LMP) is the official source of economic development and business information for Eugene, Springfield, and Lane County. LMP work’s to provide employment opportunities for residents of Lane County by assisting established manufacturing businesses, recruiting outside industry, and working to enhance the community’s development capacity. Since 1985, LMP has been helping industries and business locate facilities in the area. Local companies also use LMP’s community profiles and other materials for recruiting key personnel from outside the community¹⁹.</p>

¹⁸ Eugene Area Chamber of Commerce. <http://www.eugenechamber.com/chamber/>

¹⁹ Lane Metro Partnership. Lane Metro Partnership. <http://lanemetro.com> (U.S. Census Bureau 2011)

Table 5. Local Economic Development Organizations (cont.)

Participant	Role in Economic Development
Lane Workforce Partnership (LWP)	<p>The Lane Workforce Partnership is a business-led workforce development organization that assists employers to recruit and retain employees as well as help individuals find employment and progress to further their careers. The Lane Workforce Partnership is the appointed Workforce Investment Board for Lane County under the Workforce Investment Act (1998)²⁰. As a Workforce Investment Board, the Workforce Partnership is charged with the responsibility of coordinating, promoting, and supporting workforce development activities in Lane County²¹. The Workforce Investment Board accomplishes this by directing federal, state, and local funding to workforce development programs.</p>
Neighborhood Economic Development Corporation (NEDCO)	<p>The Neighborhood Economic Development Corporation, better known as NEDCO, is a private, non-profit Community Development Corporation that has a history of helping neighborhoods and families build assets through homeownership, neighborhood revitalization, and business development.</p> <p>NEDCO has a full-time professional staff and an annually elected all-volunteer Board of Directors that sets policy and assists with directing the organization.²² Community Economic Development initiatives include projects to revitalize Main Street in Springfield, historic preservation in the Whitaker neighborhood in Eugene, localizing food systems and quality food access with such programs as Springfield Farmers’ Market, now in its fifth season and Sprout! a regional community food hub, opening in October of 2012. As well, NEDCO offers small business education classes and micro-enterprise opportunities with the Hatch Business Incubator program. NEDCO also provides homeownership and financial capability education, assistance, and counseling.</p> <p>Community LendingWorks is NEDCO’s regional affiliate nonprofit corporation and a certified CDFI (Community Development Financial Institution). Community LendingWorks provides affordable, customizable loans to low-income people, and those nonprofits organizations working with low-income populations, to help build financial stability and resilience. This resource allows clients to build credit, borrow for personal needs, start or grow a business and other such asset-building activities.</p>

²⁰ Workforce Investment Act (1998). U.S. Department of Labor. <http://www.doleta.gov/usworkforce/wia/wialaw.pdf>

²¹ Lane Workforce Partnership. LaneWorkforce.org. <http://laneworkforce.org/>

²² Neighborhood Economic Development Corporation (NEDCO). <http://www.nedcocdc.org/>

III. Summary of key planning documents

Economic development in the Eugene-Springfield Metro Area is guided by six key planning documents. These key plans highlight the region’s economic development goals and strategies and reflect regional agencies efforts to link and align goals across planning documents.

This section summarizes the key planning documents guiding economic development in the Eugene-Springfield metro area. Plans are listed in order of importance with the *Regional Prosperity Economic Development Plan* listed first. A description of the plans is provided, as well as a timeline highlighting plan development and implementation. For more detailed information about each plan, including a synopsis of plan themes, goals, actions, and strategies for implementation, data inputs and public engagement processes, please see the Plan Summaries in Appendix B.

Table 6. Key Planning Documents Guiding Economic Development

Plan Title	Developer(s)	Adopter(s)	Geographic Coverage	Direction of policy or resources
Regional Prosperity Economic Development Plan	Technical Advisory Group: Dave Hauser, Caroline Cummings, Dan Egan, Natasha Boska, Jack Roberts, Tim Duy, Shawn Winkler-Rios, Sue Kesey, Nancy Bigley, Ann Marie Mehlum, Chuck Forster, Robin Onaclea, Leroy Marney, Don Ruiz, Gino Grimaldi, Jeff Spartz	Lane County, City of Eugene, City of Springfield	The Eugene-Springfield Metro Area	The Regional Prosperity Plan provides strategies and tactics for regional economic development.
Cascades West Comprehensive Economic Development Strategy	Lane Council of Governments (COG), Oregon Cascades West Council of Governments	Lane Workforce Partnership	The four counties of Benton, Lane, Lincoln, and Linn County	The plan is intended to provide a framework for long-term economic development planning efforts in the four-county Cascades West Economic Development District (CWEDD) region of Benton, Lane, Lincoln, and Linn Counties, Oregon.
Lane Workforce Partnership Local Strategic Unified Workforce Plan	Chuck Forster	Lane Workforce Partnership	Lane County, The Eugene-Springfield Metro Area	Objectives mirror those of the Oregon Workforce Investment Board
Envision Eugene	Terril Harding, City of Eugene: Planning and Development Department	... Work in Progress	City of Eugene	Land Use Comprehensive Plan for the City of Eugene
Springfield 2030	City of Springfield: Development Services Department	... Work in Progress	City of Springfield	Land Use Comprehensive Plan for the City of Springfield
Eugene-Springfield Consolidated Plan	Stephanie Bennings and Sarah Zaleski (Eugene), Kevin Ko and Molly Markarian (Springfield), Pearl Wolfe and Katy Bloch (Lane County), Dorothy Cummings (HACSA)	City of Eugene, City of Springfield	The Eugene-Springfield Metro Area	Required to receive Community Development Block Grant (CDBG), HOME Investment Partnership Program (HOME), and other HUD grants.

Regional Prosperity Economic Development Plan

The Regional Prosperity Economic Development Plan (Regional Prosperity Plan) is the guiding document for economic development for Lane County, the City of Eugene, and the City of Springfield. A product of the Regional Prosperity Summit, the plan was approved and adopted in 2010 by the Joint Elected Officials (JEO), the cities of Eugene and Springfield, and Lane County. The plan provides a shared vision for economic development that builds upon the region's existing assets and resources. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics are established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.

Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy

The Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy (Cascades West CEDS) provides a framework for long-term economic development planning efforts in the four-county Cascades West Economic Development District (CWEDD) region of Benton, Lane, Lincoln, and Linn Counties, Oregon. The Cascades West CEDS was created through grant funding provided by the U.S. Department of Commerce Economic Development Administration (EDA). Funding for the creation of the Cascades West CEDS is intended to bring together the public and private sectors to create an economic roadmap. This roadmap establishes regional goals and objectives, investment strategies, and potential funding sources, and includes a regional action plan.²³ In addition to providing a regional roadmap, the Cascades West CEDS provides a shared vision for the broader region and highlights the key challenges as well as the opportunities and strengths. The Cascades West CEDS was developed with close consideration to the goals outlined in the Regional Prosperity Economic Development Plan.

Lane Workforce Partnership Local Strategic Unified Workforce Plan

As a Workforce Investment Board, the Lane Workforce Partnership is charged with the responsibility of coordinating, promoting, and supporting workforce development activities in Lane County. Lane Workforce Partnership mission is to meet the workforce needs of employers and individuals through partnerships and innovation. The Local Strategic Unified Workforce Plan provides the strategic framework for accomplishing this. Strategies outlined in the plan aim to align the needs of local businesses with the development of a skilled and educated workforce. The plan establishes a detailed work plan for business development

²³ U.S Department of Commerce Economic Development Administration. Comprehensive Economic Development Strategies – Summary of Requirements. <http://nexteconomycapitalregion.org/uploads/ceds.pdf>

and workforce education that incorporates resources already in place. The plan builds upon the Oregon Workforce Investment Board (OWIB) strategic plan, “Winning in the Global Market”.

Envision Eugene

Envision Eugene is a comprehensive planning process that will result in a plan that replaces the Metro Plan as the City of Eugene’s guiding land use document. The plan determines the city’s Urban Growth Boundary (UGB) and will guide the city’s land use policy over the next 20 years. The plan ensures enough buildable lands are available for housing, economic development, and other uses. The Economic Development element of this plan (Pillar 1. Provide ample economic opportunities for all community members) incorporates goals and strategies from the Regional Prosperity Economic Development Plan.

Springfield 2030

Springfield 2030 is the City of Springfield’s land use planning document that will take the place of the region’s Metro Plan. The Economic Development elements of this plan are supported by the work of the Joint Elected Officials (JEO) and the adopted Regional Prosperity Plan.

Eugene-Springfield Consolidated Plan 2010

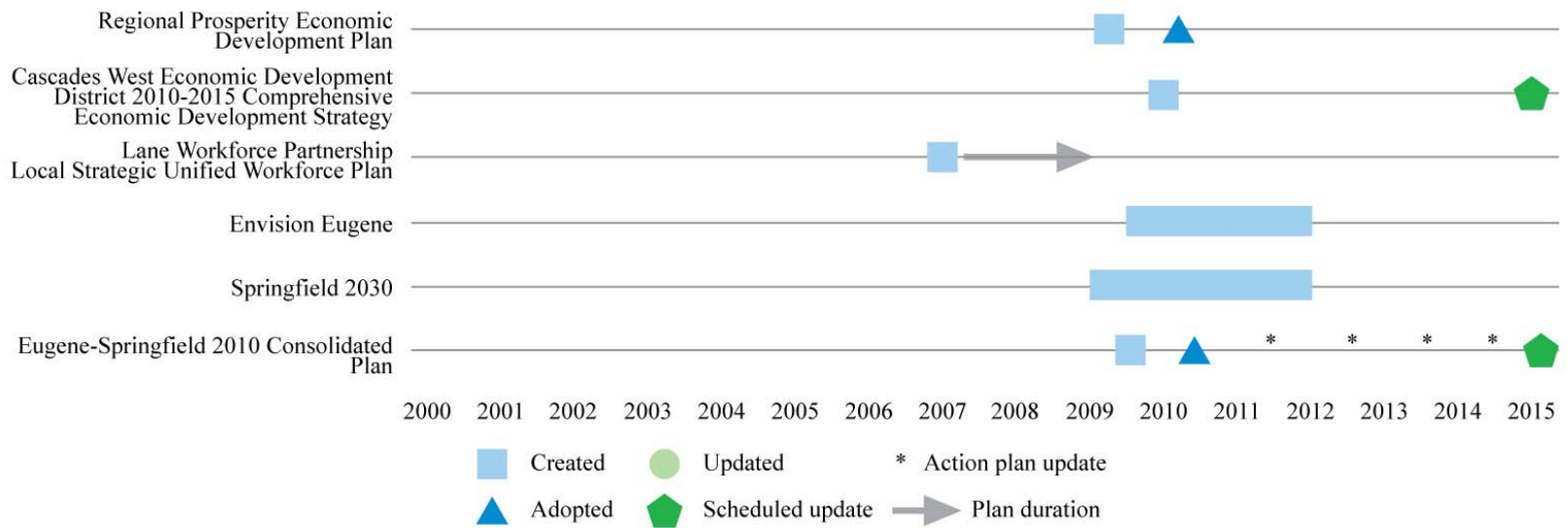
The Eugene-Springfield Consolidated Plan 2010 (Con Plan) assesses housing and community development needs and provides direction for use of federal funds from the U.S. Department of Housing and Urban Development (HUD). The Con Plan establishes goals and identifies a range of community development activities related to housing, economic development, and social services to be carried out over a five year period. Completion of the Con Plan is a required in order to receive Community Development Block Grant funds, HOME Investment Partnership Program funds, and other grants from HUD. The next Con Plan will be completed in 2015.

The economic development goals in the Consolidated Plan were included in the Regional Prosperity Economic Development Plan. The plan also discusses the importance of the availability of capital in the form of small business loans. Examples of these loans include the Business Development Fund (BDF) in place in the City of Eugene, the Business Development Loan (BDL) Program in the City of Springfield, and the LCOG Business Loan Program.

Table 7. Economic Development Plan Goals by Category

Plans	Goal Categories				
	Economic Growth & Diversification	Job Creation & Employment	Education & Workforce Training	Infrastructure	Directing Resources
Regional Prosperity Economic Development Plan		By 2020: Create 20,000 net new jobs. By 2020: Reduce local unemployment rate to state average, or below.	By 2020: Increase average wage to the state average, or above		
Cascades West Economic Development District 2010-2015		Advance economic activities that provide range of employment opportunities.	Partner to improve workforce training and education. Build on the regional entrepreneurial culture and assets.	Support infrastructure assistance to communities.	Provide technical assistance to communities and support capacity building efforts.
Eugene-Springfield 2010 Consolidated Plan		Provide economic development and diversification through the creation of jobs.			
Lane Workforce Partnership Local Strategic Unified Workforce Plan	To align employers, workforce, education, human services and economic development policies and programs to grow a healthy local economy.		Build a pipeline of higher skilled workers to meet employers' demand.		To increase federal and non-federal resources for board initiatives.
Metro Plan	Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.				
Springfield 2030	Broaden, improve, and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing the environment. Support the development of the next economy.				
Envision Eugene		Provide ample economic opportunities for all community members.			Provide for adaptable, flexible, and collaborative implementation.

Figure I. Timeline of development of Economic Development Plans



IV. Findings Identified through Meetings of the Economic Development Core Area Team

The Core Area meetings established a baseline for CPW and Lane Livability to further understand the working relationships between Economic Development and the other core areas. During the process, CPW asked CAT members if identified economic development plans are currently used, and whether goals within each plan accurately reflected agency work. CPW's findings identify overarching themes and initial gaps, challenges, and opportunities for connecting with other core areas.

The findings are organized around themes that emerged from the meetings and interviews and are categorized into four areas:

1. Overarching themes
2. Planning process
3. Data
4. Plan content

The discussion within each of these areas provides an overview of the area, then describes opportunities, gaps, and challenges.

Overarching Themes

Several overarching themes emerged during the interview and meeting process. These themes tend to span the other topic areas (planning process, data, and plan content) and often touch other core areas in substantive ways. This section describes the key overarching themes, gaps, opportunities, and challenges.

- **The Regional Prosperity Plan is a guiding economic development plan for the region.** The Joint Elected Officials *Regional Prosperity Economic Development Plan* (Regional Prosperity Plan) is a primary document guiding the work of Lane County, the City of Eugene, and the City of Springfield. The plan is the product of the collective efforts of multiple agencies at Regional Prosperity Summit. The plan identifies the region's key assets, target industries for growth, and strategies for economic development. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics are established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. For additional information see plan summary in Appendix B.
- **The Lane Workforce Partnership's Local Strategic Unified Workforce Plan provides implementation strategies to align business needs and**

workforce development for the region. The plan was developed to support a vision for increasing skilled labor in order to meet business demand, grow the economy through the alignment of education and business sectors, and increase resources for various initiatives. The plan represents the vision of multiple agencies and business interests within the region.

- **The region is targeting Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.** The region is targeting jobs in high paying industries through small business financing, community investment strategies, workforce development, and cluster analysis. Moving forward with the strategies laid out in the Regional Prosperity Plan; the City of Eugene is working the Eugene Chamber of Commerce, LCOG, and the Lane Workforce Partnership to provide small business financing to support business growth and development in Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. Since the publication of the JEO plan, the organizations have provided \$45 million in funding leading to the creation of more than 400 jobs.

GAPS

- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the recent economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the core area team cited capital investment spending as a way to stabilize and increase tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a large disconnect between the way the community views increasing capital investment as a means to a larger tax base.

OPPORTUNITIES

- **The region has opportunities to be a hub for distribution.** Located along Interstate-5, approximately halfway between San Francisco and Seattle, the region has the potential to be a major player in the distribution of goods. With close proximity to major highways, rail access to coastal ports and a regional airport, the region has the infrastructure in place to serve as a hub for distribution. However, conversations with core area team members concluded that the regional airport and the local freight rail network are underutilized assets that have the potential to attract businesses and support future economic development.
- **Tourism creates opportunities for local economic development.** Tourism is a growing industry that provides opportunities to bring revenue to our region. The region's tourism industry benefits from a wealth of natural wonders, fine wine and craft beers, and adventure sports. Not to mention the University of Oregon, world-class track and field, and a young and

vibrant culture. Opportunity exists to develop partnerships with Travel Lane County to further promote the regions assets and tourism potential.

- **Local foods, craft beers, and wineries are a shining spot economically.** The Metro Area’s location at the southern end of the Willamette Valley make it an ideal location for producing quality food, craft beer, and wine. This location, combined with a temperate climate and an entrepreneurial spirit, make for a region ripe for success. Successful companies include Ninkasi Brewery, Springfield Creamery, and Hummingbird Wholesale to name a few. Although, economic clusters already exist around the food and micro-brew industries, further opportunities exist.
- **Linking workforce readiness with emerging industries will better prepare the region.** A skilled workforce is essential to the economic health of a community. Goal 3 of the Regional Prosperity Plan addresses workforce readiness and list tactics to link the region’s skilled workers with emerging targeted industries. Lane Community College in conjunction with the Lane Workforce Partnership is currently undertaking Career Readiness Certificate initiatives. The National Career Readiness Certificate²⁴ is one tool that is used regionally to certify individuals in specific fields. In addition to providing workforce training, this process illustrates to emerging industries interested in locating here that the region’s workforce is trained and ready.
- **Redeveloping downtown Eugene and Springfield are important to economic development.** A vibrant and attractive downtown is an important element of a community’s identity (Regional Prosperity Plan Goal 5). It is also an important component of economic development. In Eugene and Springfield, downtown redevelopment in business districts will help those areas become more economically viable. However, core area team members expressed various opinions and some disagreement on the role of housing in downtown redevelopment. Disagreement on whether “commercial drives housing” or “housing drives commercial” was the central question.
- **Workforce health is an economic indicator for new business.** There is potential to market the region as a healthy community driven by activity and healthy lifestyles. Many businesses look at health statistics as an indicator for locating business to a new area. A healthy population is an indicator of the workforce’s productivity and can be an attractor for new business. Further, unhealthy workers are a drag on the economy by limiting productivity.

CHALLENGES

- **Increasing wages and creating jobs are major challenges facing the region.** With the recent economic recession and the decline of the local wood products and manufacturing industries, the region has struggled to

²⁴ Lane Workforce Partnership, *National Career Readiness Certificate*, July 2012, <http://laneworkforce.org/job-seeker-services/career-readiness-certificate/>.

attract new businesses and create jobs. Filling this void with high paying jobs is one of the greatest challenges facing the region. The Regional Prosperity Plan identifies several targeted areas such as Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. The plan also establishes a series of strategies to address these challenges.

- **Sufficient developable land is necessary to accommodate business.** Oregon Statewide Planning Goal 14 requires cities to implement an Urban Growth Boundary (UGB). This boundary limits urban development to within the boundary. Members of the core area team recognize that an adequate supply of suitable employment land is important to both accommodate local businesses looking to expand and to attract new businesses. Currently, within the Metro area there are limited developable sites that are configured in a way that can attract specific industries. While some land is available with the existing UGB, reuse of many sites have been identified as potential brownfields and require assessment and may also require remediation.²⁵ Agency staff identified other financial and regulatory obstacles to redevelopment of these lands.
- **Maintaining infrastructure is fundamental to economic development.** Much of the public responsibility to build, operate, and maintain infrastructure resides with states and localities. Cities and states normally rely on the bond market to finance long-term projects, meaning that turmoil in financial markets creates concern for financing economic development and infrastructure projects.²⁶ Members of all core area teams cited the importance of infrastructure in supporting economic development. Coordinating investments in infrastructure across planning areas provide an opportunity to maximize the utility of limited resources. One challenge to coordinating investments on the local level is that federal/state funding is usually tied to conditions that limit flexibility and the potential to coordinate with other planning areas.
- **Economic development requires flexibility to adapt to the changing economic environment.** The economy is in a state of constant change; as such, successful economic development depends on the ability to adapt to, and to maximize opportunities, from that change. In order to best respond to the changing economic environment, economic development team participants identified the need for flexibility to be built into processes and plans.

Planning Process

Successful economic development requires a high level of coordination and collaboration. Many projects, programs, and initiatives related to economic development take place on the regional level and require multi-jurisdictional

²⁵ Envision Eugene. Pillar 1: Provide Ample Economic Opportunities for all Community Members (p. 2-1)

²⁶ Congressional Research Service. *The Role of Public Works Infrastructure in Economic Recovery*. <http://www.fas.org/sgp/crs/misc/R42018.pdf>. September 2011

cooperation. Because of proximity and location, regions and municipalities often share geographic assets, such as National Forest resources, rail and highway infrastructure, and rivers. Coordinating these assets to ensure regional prosperity is fundamental to economic development.

Meetings with the Economic Development Core Area Team reveal a high level of coordination and collaboration across agencies and organizations. This coordination is reflected in the work of the Regional Prosperity Summit (2009), which culminated in the creation of the Regional Prosperity Plan (see section III or appendix B for plan summary). The collective effort of economic development professionals in the planning and creation of the JEO plan illustrates a solid working relationship. These relationships are visible in the work of the CAT.

GAPS

- **Public health professionals have limited input in the economic development planning process.** Historically, the field of public health has remained outside of the traditional planning silos. For public health professionals, participation is often limited in the planning process of other core areas. This exclusion is further exacerbated by a lack of resources within public health organizations to support inclusion and collaboration.

OPPORTUNITIES

- **Identify common goals and desired outcomes across core planning areas.** Through the review of plans and assessment meetings, participating staff began to identify common or complimentary goals and desired outcomes across issues areas. Core area team participants share an interest in identifying common goals and desired outcomes and using these to assess investment decisions/strategies.

CHALLENGES

- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the 2008 economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the CAT cited capital investment spending as a means to stabilize and increase the tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a challenge in increasing capital investment by creating a larger tax base.
- **Coordinating multiple stakeholders on economic development initiatives.** Coordinating economic development initiatives is a complex task that often involves multiple stakeholders. Public, private, and non-profit stakeholders often have divergent interest and varying expectations. Meeting the expectations of multiple stakeholders is challenging. Working with stakeholders requires extensive coordination

and a system that is not overburdened with regulation as to discourage development.

Data

Data is important to economic development. Good data helps economic development professionals assess the needs of the community, understand changing conditions, and is used to support policy and planning recommendations. Data also drives economic development strategies and initiatives. Economic development professionals rely heavily on both qualitative and quantitative data to drive their work. State and federal agencies provide valuable information that informs economic development on the local level. Unemployment numbers, job growth, and industry trends are just a few of the statistics that inform decisions locally.

CPW's review of regional plans reveals a need to better understand how data is used in the planning process. Groups expressed an interest in further exploring how data is analyzed and how it helps to inform the planning process in the region. One major finding from this process, reveals that the process of collecting and sharing data is not uniform across agencies. In some cases this process is not uniform within an agency. This creates inefficiencies and often duplication of effort.

The Oregon Employment Department. Oregon Labor Market Information System (OLMIS) is an important source of data related to economic development.²⁷ OLMIS provides current statistics on statewide trends. This includes unemployment figures, industry trends and comparisons, wages and income data, education, and business information. The U.S. Census also provides important demographic data.

GAPS

- **Defining success without uniform metrics.** Success is often defined differently across core areas. What may constitute a "success" in one core area may not be so in another. This may stem from the fact that there is not a uniform system of metrics to define success.

²⁷ The Oregon Employment Department – Oregon Labor Market Information System (OLMIS).
<http://www.qualityinfo.org/olmisj/OlmisZine>

OPPORTUNITIES

- **Regional data coordination, sharing, and development for community plans and initiatives.** After CPW's review of over 75 regional and citywide plans, it was discovered that collection and analysis of community data is carried out by multiple agencies and multiple parts of each agency. The Lane Livability Consortium has an opportunity to examine how data is used and interpreted in the region. Community data and outcomes development cuts across multiple LLC tasks. LLC and CPW will host a Synthesis Meeting focused on data and the issues that have surfaced.

CHALLENGES

- **Sharing data and creating uniform metrics will require a revised approach to collaborative regional planning.** The way in which data is collected, interpreted and used varies greatly between agencies across all core areas of planning. In some instances, agencies using the same data source may interpret data differently and come to different conclusions. This creates a challenge to collaborative regional planning. Creating a system of data sharing that is easy to coordinate and use will be major undertaking. However, this has the potential to create increased efficiencies and may help facilitate a greater understanding of regional issues and a shared vision of the future.

Plan Content

The JEO Regional Prosperity Economic Development Plan is the primary document guiding the work of Lane County, the City of Eugene and the City of Springfield. The plan also informs the work of the other organizations engaged in economic development such as the Chambers of Commerce and the Lane Workforce Partnership. The plan identifies the regions key assets and establishes the ambitious goals: by 2020, to create 20,000 net new jobs in the chosen economic opportunity areas; reduce the local unemployment rate to, or below the state average; and increase the average wage to or above the state average.

As the cities of Eugene and Springfield move forward with new comprehensive land use plans, the co-adopted Regional Prosperity Plan will continue to provide the framework for economic development. In separate economic elements, both Envision Eugene and Springfield 2030 incorporate the goals, objectives and strategies established in the Regional Prosperity Plan.

Economic development is directly and indirectly connected to all other core areas and connections vary in the level of influence. Economic development is an important driver for the region. Without a strong economy, the tax base suffers and few projects in other core areas receive the necessary funding. Conversely, decisions made within another core area can greatly influence economic development. Without adequate infrastructure, transportation networks, affordable housing, and public services the region would be unable to attract and support businesses. However, supporting business is not the sole function of economic development. Workforce development is another important component of economic development that also leads to mutually beneficial outcomes that support other core areas.

Table 8. Individuals Involved in Core Area Team Meetings

Name	Agency
Sophia Bennett	St. Vincent de Paul Society of Lane County
Denny Braud	City of Eugene
Steve Dignam	Lane Council of Governments (LCOG)
William Ellis	City of Eugene
Chuck Forster	Lane Workforce Partnership
Elena Fracchia	United Way of Lane County
Courtney Griesel	City of Springfield
David Hauser	Eugene Chamber of Commerce
Bobby Lee	Governor's Regional Solutions Center
Sarah Mizejewski	Lane County
Jeannine Parisi	Eugene Water and Electric Board (EWEB)
Glenda Poling	Lane County
Jack Roberts	Lane Metro Partnership
Robin Scott	Lane Workforce Partnership
Mike Sullivan	City of Eugene
Claire Seguin	Neighborhood Economic Development Corporation (NEDCO)
John Tamulonis	City of Springfield
Diane Wiley	University of Oregon