

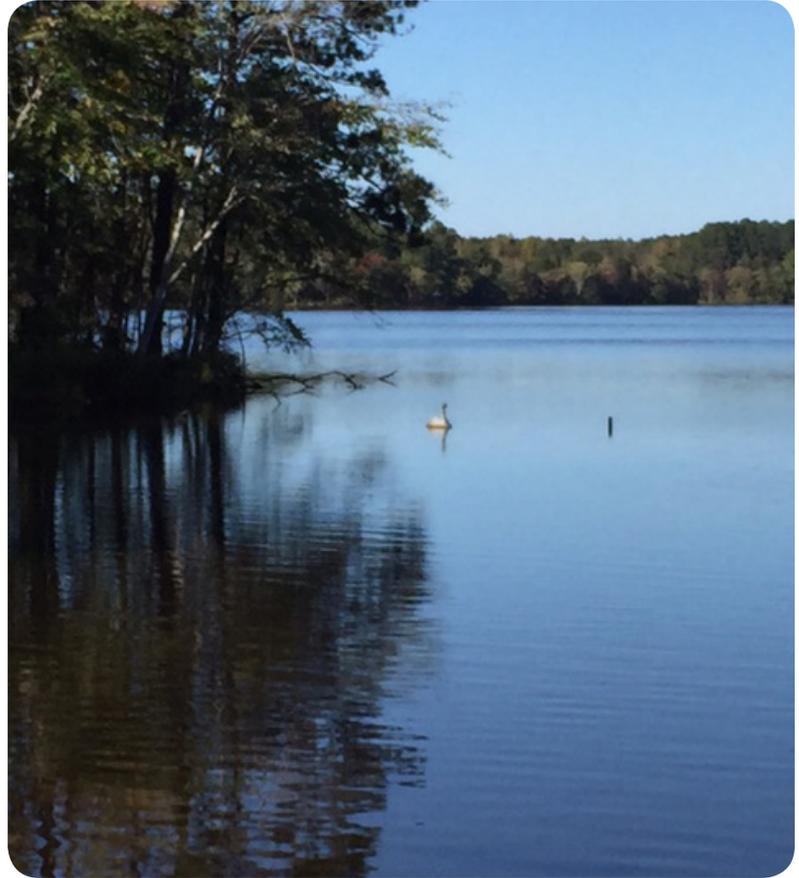


## STRATEGY | BUILDING A FOUNDATION

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## INTRODUCTION

**H**aving identified and investigated the context in which Creedmoor currently operates, it is now possible to develop the strategic actions that will drive the City's future growth. This chapter presents a multi-phase process, beginning with a discussion of the hierarchy of city needs- the organizing principle for strategically positioning Creedmoor. This discussion is followed by eleven evidence-based distinguishing factors that explain "what is" with respect to Creedmoor's relative position in the region. Each of these factors contribute to the current strengths and weaknesses that Creedmoor must work with, to move forward. Finally, to tie together the city's vision, goals, assets, and challenges, eight keys to moving *Creedmoor | Forward* are identified and described.



Lake Rogers is a valuable natural and recreational resource in Creedmoor.

## HIERARCHY OF CITY NEEDS

Cities are like any complex system, in that the success of the whole depends on the proper function of many interrelated parts. But like any system, not all parts perform equal functions. Some parts are foundational- the basic requirements of functionality; other parts help a system evolve from a basic state of existence to high functionality. And, often, if one part is expected to be operating at its best, other system components need to be working at their highest capacity as well. A functional hierarchy exists, with the foundational parts at the bottom and the less foundational, but more aspirational, system components at higher levels.

The Hierarchy of City Needs is a way of summarizing this concept (Figure 2.1). The five-tiered hierarchy

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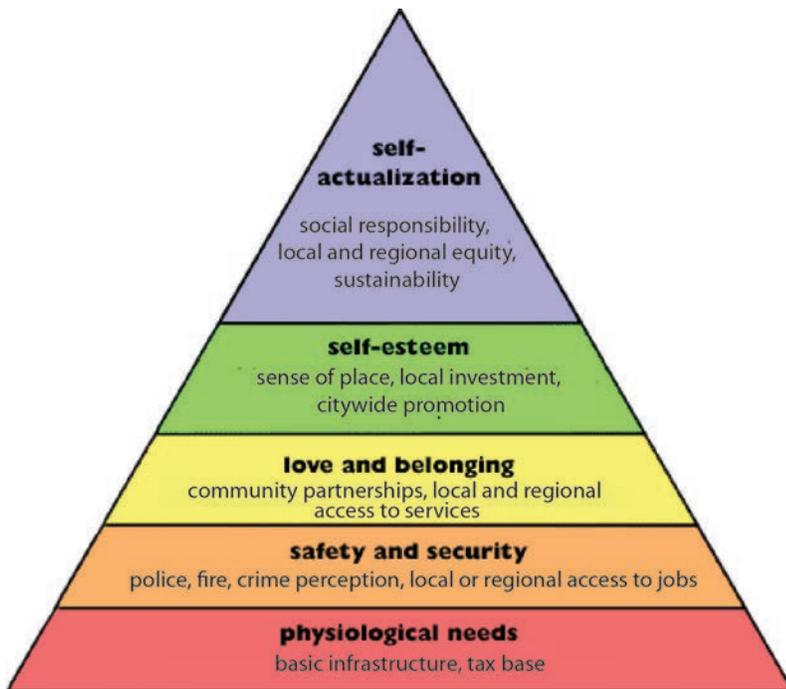


FIGURE 2.1: HIERARCHY OF CITY NEEDS

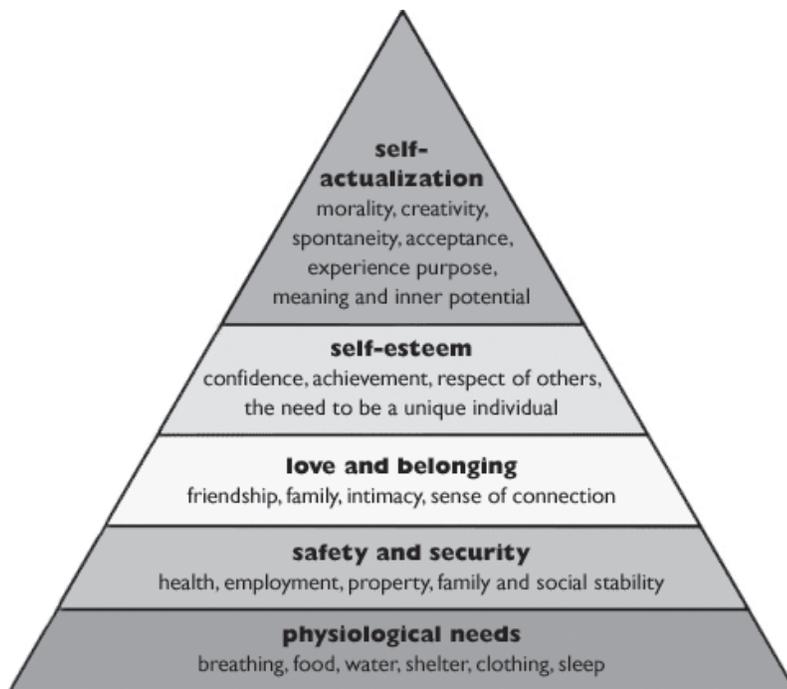


FIGURE 2.2: MASLOW'S HIERARCHY OF NEEDS

is modeled after psychologist Abraham Maslow's Hierarchy of Needs that lists the human needs leading to positive mental health (Figure 2.2).

Understanding the Hierarchy of City Needs is critical to community-based strategic positioning. All communities have wants and needs, but the best way to achieve desired outcomes is to make sure that the foundational components are functioning well so that the more aspirational components can be attained. For example, the desire for an attractive Main Street will be best achieved not by just investing in streetscaping, but by having an organizational structure in place that will fund, maintain, and promote the physical investment over the entirety of its useful life. In order for the organizational structure to function well, certain fundamental needs must be met. Continuing with the previous streetscaping investment example, this foundational support would be provided if the hypothetical Main Street was safe, had adequate infrastructure had a viable consumer base, and had a group of people dedicated to its care and promotion.

The five tiers of the Hierarchy of City Needs are summarized as follows:

#### PHYSIOLOGICAL NEEDS

Basic infrastructure (land, water, sewer, power, roads, a food source) and a tax base are the most fundamental city needs. This base layer comprises the bare necessities of a viable city: is there infrastructure in place for the daily function of its citizens? And is there a pool of money for maintaining that infrastructure?

#### SAFETY AND SECURITY

Police and fire services fit here, but so too does the *perception* of safety, which is just as often a matter of design as it is law enforcement. Additionally, either jobs or reliable access to jobs falls here, as financial security is a powerful driver of location decisions. Both the Safety & Security and Physiological Needs levels should be thought of as necessary but not sufficient conditions of any city that works – without this solid foundation, the rest of the work to address a city's needs will suffer.

**LOVE AND BELONGING**

This is the level where a sense of community and connectivity are critical. Connectivity in this context is partly about having access to local and regional services, but it is also about the social, community, and economic institutions that connect, nurture, and invest in a city’s residents. A city can reach its goals without a connected community, but it’s much more likely that it will fail.

**SELF-ESTEEM**

A city’s self-esteem is often reflected in its sense of place and in the level of investment in itself. Parks, schools, public landmarks, and private attractions are all examples of ways in which cities show themselves to the world, and present themselves to the larger world as places worth valuing. While these elements may not be critical for the day-to-day success of a community, they are vital for communities looking to grow, attract new revenue, and take on larger import in their region.

**SELF-ACTUALIZATION**

This is a stage where cities can successfully address some of the more elusive but still-crucial goals facing communities today: issues such as how to be socially responsible, environmentally sustainable, or universally equitable. These issues are so heavily dependent on the levels below them in the hierarchy that many times projects on topics like affordability or long-term sustainability end up focusing on strategies to address issues in other levels, like partnership building, local investment, or multimodal accessibility.

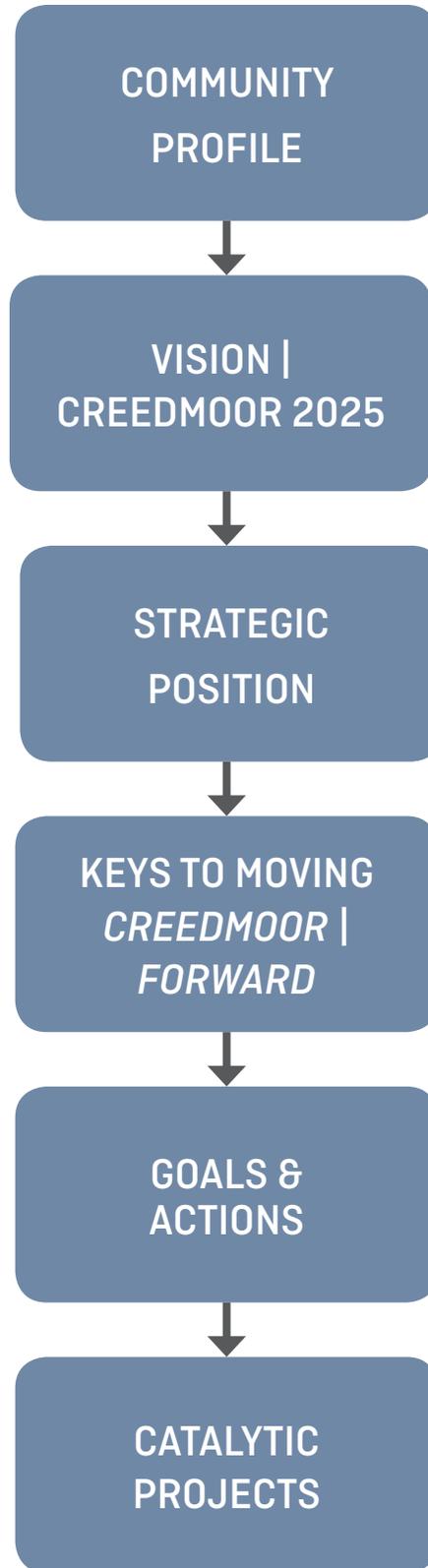


FIGURE 2.3: STRATEGIC POSITIONING ROADMAP

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**A** city’s self-esteem is often reflected in its sense of place and in the level of investment in itself.

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## STRATEGIC POSITION

The guiding principles of the strategic positioning component of *Creedmoor | Forward* are eleven evidence based “distinguishing factors” that have been identified to characterize and summarize Creedmoor’s opportunities and challenges, relative to the City itself and to other communities in the Triangle Region (see box below). These factors help to explain “what is” with respect to Creedmoor’s position in the region, the state of the city’s economic assets and physical infrastructure, the city’s ability to leverage that position and those assets, and Creedmoor’s capacity to advance strategic initiatives. In upcoming pages, opportunities and threats are discussed and supporting evidence presented for each distinguishing factor.

### DISTINGUISHING FACTORS

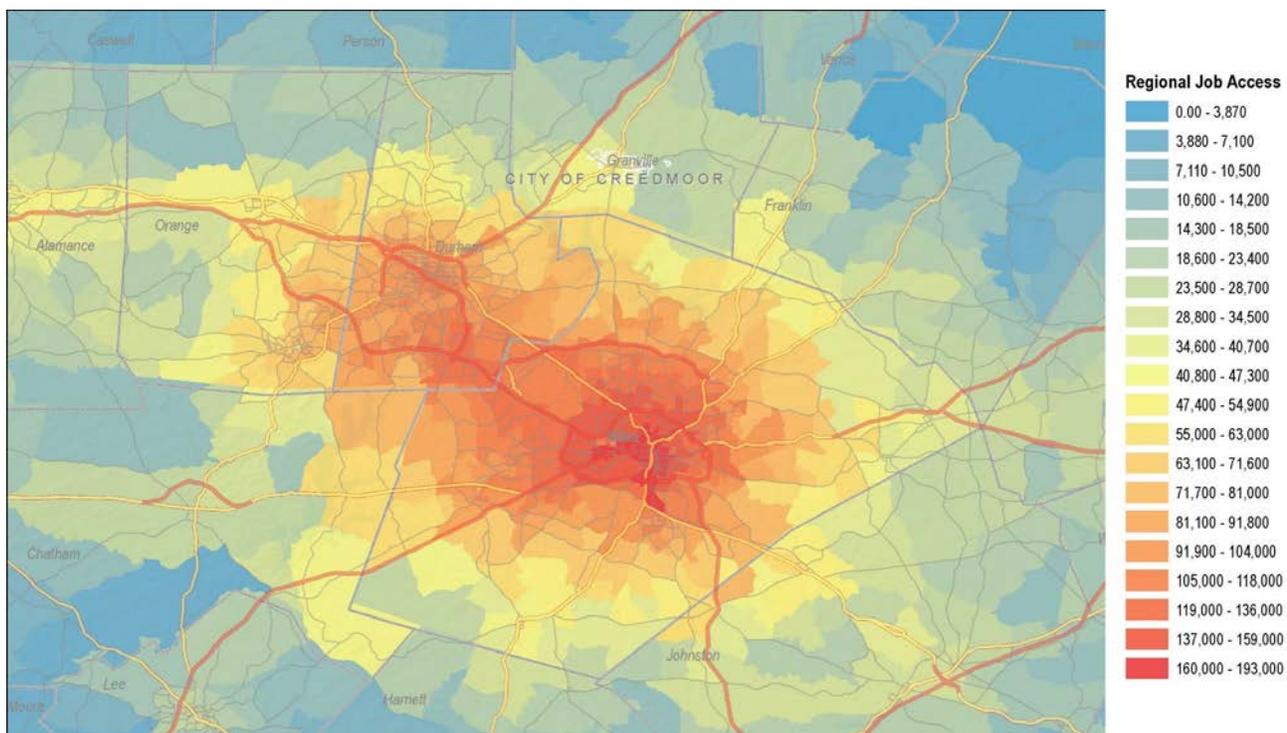
1. Creedmoor has good access to regional job centers, with a strong relationship to Durham’s and Butner’s employment opportunities.
2. Creedmoor is ahead of its regional peers in the pace of residential development and about average in median price, but lags in quality and variety of residential development.
3. Creedmoor has a lack of diverse retail and commercial establishments, forcing residents out-of-town to meet some basic needs.
4. Development opportunities in Creedmoor are often limited by environmental and/or regulatory constraints, but options for thoughtful growth exist.
5. Creedmoor’s “quality of place” advantage is currently under-leveraged.
6. The health of downtown will need to be improved to live up to Creedmoor’s potential as the lively center of South Granville County.
7. Public infrastructure, including streets and community facilities, are currently under-provided or in various states of disrepair.
8. Public safety facilities are currently at capacity, but levels of service allow for population growth without major operations expansions.
9. Improving the public’s perception of Creedmoor is critical and will involve building on positives, overcoming negatives, and addressing economically distressed areas.
10. There is limited economic development, community development, and project management capacity at the city staff level.
11. Creedmoor appears to lack community champions and non-governmental organizations that will take ownership of *Creedmoor | Forward* initiatives.

## 1. CREEDMOOR HAS GOOD ACCESS TO REGIONAL JOB CENTERS WITH A STRONG RELATIONSHIP TO DURHAM'S AND BUTNER'S EMPLOYMENT OPPORTUNITIES.

A fundamental need for all communities is access to a diverse and robust set of employment opportunities. By calculating the number of jobs within a 45 minute drive, and weighting closer jobs as worth more than jobs farther away, a picture of Creedmoor's regional job access relative to the larger Triangle region can be created, as seen in Figure 2.4. The map shows an inner red core of very high job access, with Creedmoor part of an outer band of yellow to blue that represents very good regional job access for a small city, with access on par with many larger cities on the periphery of Durham and Raleigh. Much of this access comes from reliable connections with Durham and Chapel Hill (Figure 2.5). Not surprisingly, the share of residents working in Durham has been trending upward in recent years (Figure 2.6).

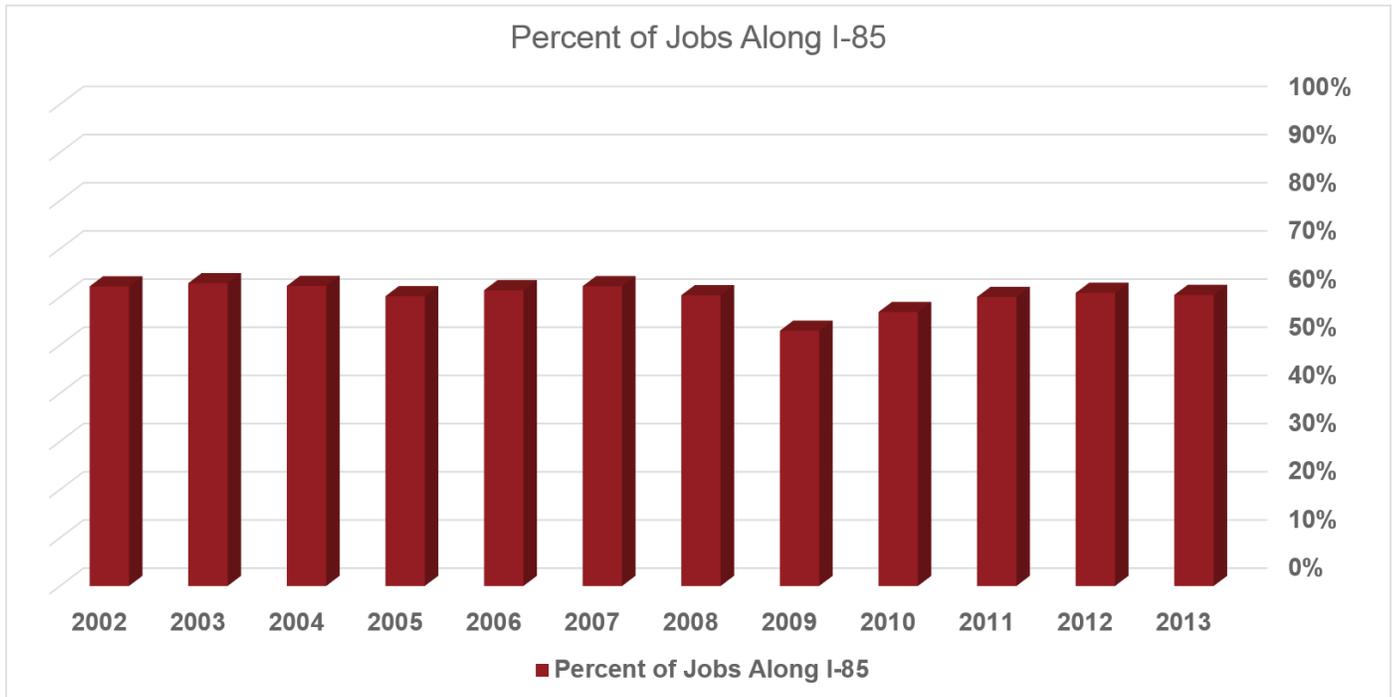
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Durham's economic resurgence benefits Creedmoor</li> <li>• I-85 has ample capacity</li> <li>• Durham's East End Connector project will improve Creedmoor's access to Research Triangle Park</li> </ul>	<ul style="list-style-type: none"> <li>• Access to Raleigh will become more difficult over time, as NC-50 (within the vicinity of Falls Lake) will not be widened within the next 10 years and congestion levels points south will continue to grow</li> </ul>

FIGURE 2.4: REGIONAL JOB ACCESS



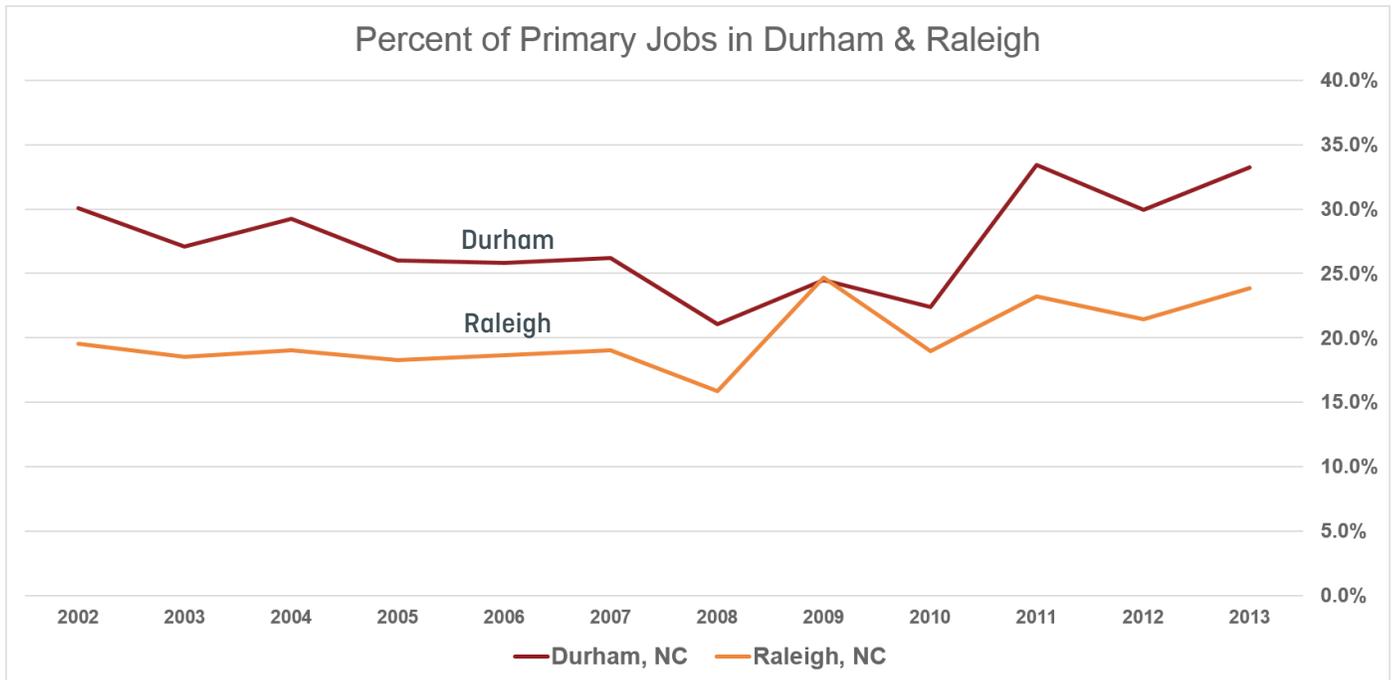
Map shows number of jobs reachable from each area of the region.

FIGURE 2.5: PERCENT OF JOBS LOCATED ALONG INTERSTATE 85



Percentage of jobs held by Creedmoor residents where I-85 is a part of their commute trip.

FIGURE 2.6: PERCENT OF PRIMARY JOBS, HELD BY CREEDMOOR RESIDENTS, LOCATED IN RALEIGH AND DURHAM

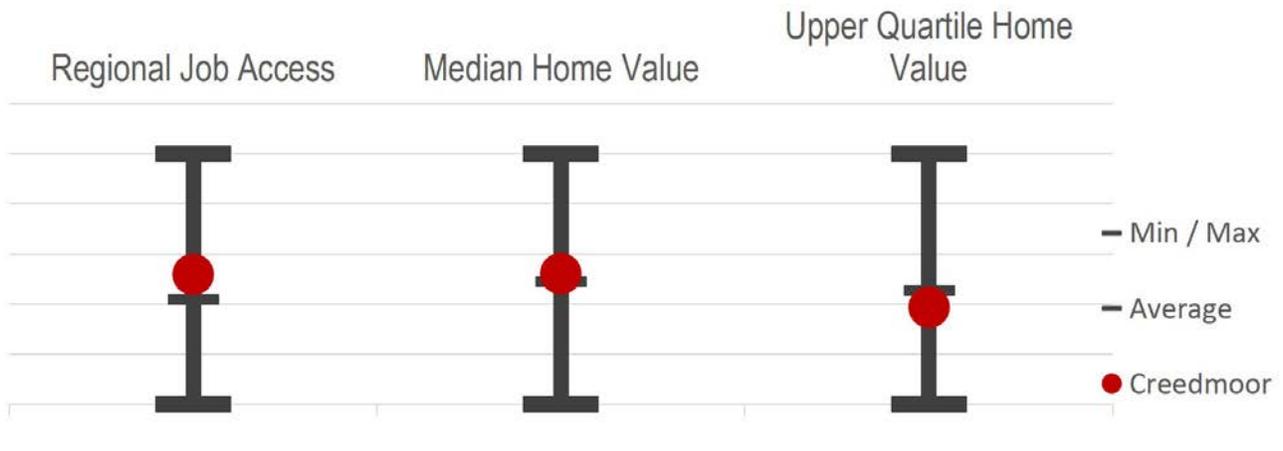


## 2. CREEDMOOR IS AHEAD OF ITS REGIONAL PEERS IN THE PACE OF RESIDENTIAL DEVELOPMENT AND ABOUT AVERAGE IN TERMS OF MEDIAN PRICE, BUT LAGS IN QUALITY AND VARIETY OF RESIDENTIAL DEVELOPMENT.

Residential growth is generally a good thing, but the details of that growth can provide insight. In Creedmoor, residential construction has been strong relative to regional peer communities, and is rising again after the recession. That new housing and population growth has occurred without creating high home values, which allows for continued affordability for Creedmoor families. However, higher-end housing is still limited and of a lower quality and price than is found in peer communities, suggesting either that Creedmoor is not providing the other goods, services and amenities desired by higher-end housing buyers or that Creedmoor may be undervalued in the residential marketplace.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>Housing costs are reasonable- median housing values are about average compared to Creedmoor’s regional peers, while Creedmoor offers small job access advantages</li> <li>New housing demand is high- an average of 31 new homes have been built per year since 2000, well above average as compared to peer municipalities</li> </ul>	<ul style="list-style-type: none"> <li>There is a lack of higher-end housing with upper quartile home values in Creedmoor lagging behind regional peers</li> </ul>

FIGURE 2.7: JOB ACCESS AND HOME VALUE



### 3. CREEDMOOR HAS A LACK OF DIVERSE RETAIL AND COMMERCIAL ESTABLISHMENTS, FORCING RESIDENTS OUT OF TOWN TO MEET SOME BASIC NEEDS.

While Creedmoor's access to regional jobs is high, the access to day-to-day goods and services is comparatively low, creating a notable retail gap. An analysis of retail spending patterns shows that several retail services are missing in the city (and in Granville County as a whole) sending resident and visitor money out of town that could otherwise be captured within city limits.

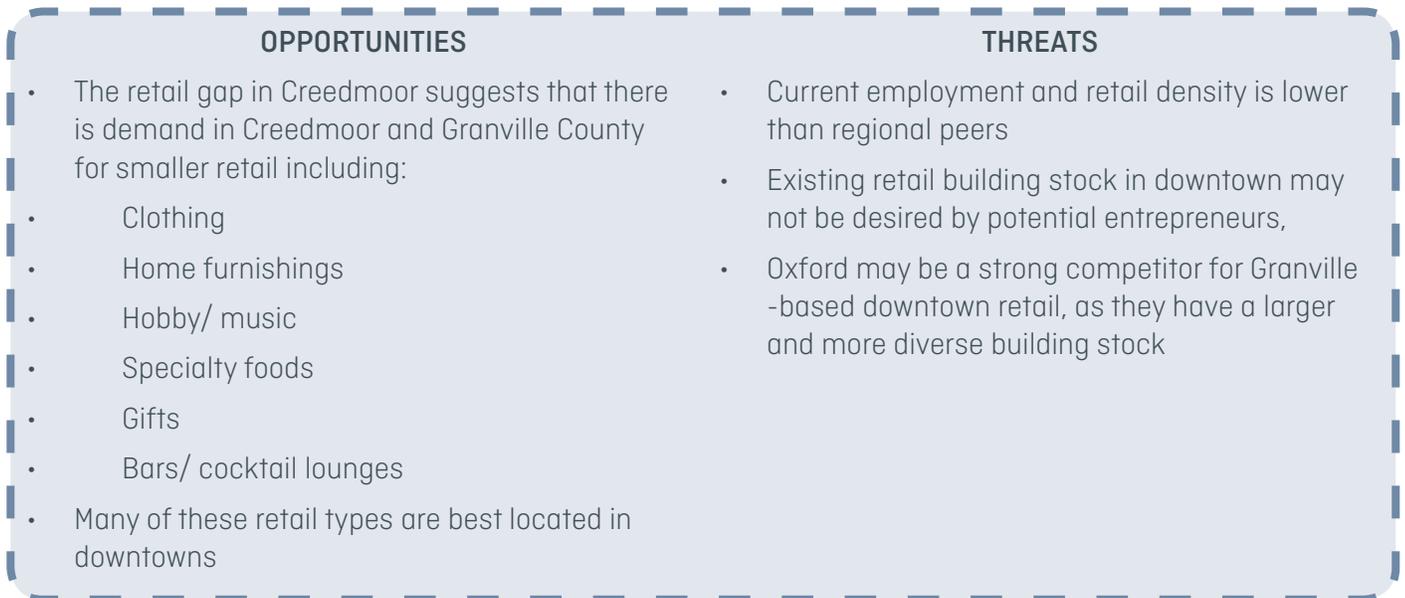


FIGURE 2.8: DENSITY OF ACTIVITIES FOR CREEDMOOR AND PEERS

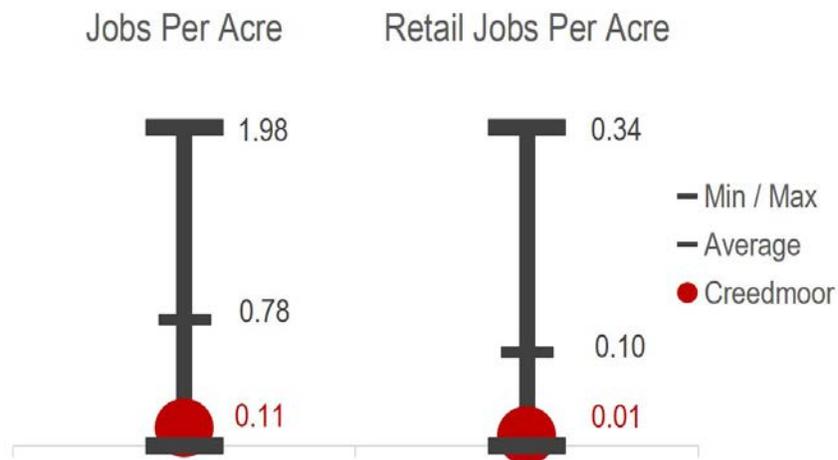


TABLE 2.9: RETAIL GAP ANALYSIS

SAMPLE OF RETAIL GAPS	RETAIL GAPS		
	CREEDMOOR	CREEDMOOR, BUTNER, AND OXFORD	AVERAGE ANNUAL SALES
<b>Specialty Food</b>	\$1,884,400	\$8,022,000	\$923,000
<b>Clothing; Clothing Accessories</b>	\$2,431,700	\$6,281,000	\$1,619,500
<b>Sporting Goods; Hobby; Musical Instruments</b>	\$996,500	\$3,268,300	\$1,782,600
<b>Office Supplies; Stationery and Gift</b>	\$315,600	\$1,222,800	\$1,025,700
<b>Drinking Places</b>	\$94,600	\$904,000	\$510,600
<b>Furniture; Home Furnishings</b>	\$1,024,900	\$1,774,200	\$1,772,700

This table shows the potential for spending in a number of retail categories. These positive numbers indicate that there is retail leakage to other places due to each respective community currently not meeting retail needs (meaning residents are leaving Creedmoor to spend their money). The third column of this table "Average Annual Sales" provides an example of what a typical retailer in each category could expect to earn in a year.

SOURCES: ESRI Business Analyst (Retail Gaps), US Census Bureau and Renaissance Planning (Average Annual Sales)

## 4. DEVELOPMENT OPPORTUNITIES IN CREEDMOOR ARE OFTEN LIMITED BY ENVIRONMENTAL AND/OR REGULATORY CONSTRAINTS, BUT OPTIONS FOR THOUGHTFUL GROWTH EXIST.

Development in Creedmoor can be difficult due to environmental conditions like soils that are poorly suited to urban development, or Falls Rules regulations that require costly mitigation efforts or prohibit development altogether. However, Creedmoor’s amenities outweigh these constraints, and enough quality land is available (both in currently undeveloped areas and in downtown) to absorb anticipated future growth demands.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>Land capacity analysis suggests that land is available to meet development demand, even with the Falls Rules in place</li> <li>The Falls Rules do not apply to existing developed land, making downtown an appealing development option</li> </ul>	<ul style="list-style-type: none"> <li>The Falls Rules are particularly limiting south of NC-56, where land values would likely be highest</li> </ul>

TABLE 2.10: LAND DEVELOPMENT CAPACITY- SUPPLY VERSUS DEMAND

	MINIMUM	MAXIMUM
<b>Projected Creedmoor Household Growth (to 2040)</b>	279 household units (HU)	557 HU
<b>Projected Creedmoor Employment Growth (to 2040)</b>	710 jobs	796 jobs
<b>Capacity: Residential Uses (Various)</b>	331 HU (any)	3,359 HU (SFR) 2,284 HU (MFR)
<b>Capacity: Commercial Uses (Various)</b>	118,047.6 ft <sup>2</sup>	1,636,575.9ft <sup>2</sup>
<b>Capacity: Industrial</b>	372,880.4 ft <sup>2</sup>	745,760.84 ft <sup>2</sup>
<b>Capacity: Civic</b>	381,894.2 ft <sup>2</sup>	763,788.68 ft <sup>2</sup>

NOTES: “Supply” considers vacant and re-developable land, excluding land unsuitable for development; “demand” considers Creedmoor’s share of forecasted county growth based on the attractiveness factors discussed in Chapter 1.

## 5. CREEDMOOR'S "QUALITY OF PLACE" ADVANTAGE IS CURRENTLY UNDER-LEVERAGED.

Creedmoor has several countywide and even regional attractions, and is without any major detractors like traffic, pollution or crime. Natural amenities like Lake Rogers and nearby Falls Lake, cultural amenities like the Music Festival, and civic amenities like the Senior Center and a walkable downtown are all marketable assets, yet these quality of place advantages are not being capitalized upon to the fullest degree.

### OPPORTUNITIES

- Creedmoor has several countywide or even regional attractions
- Local amenities are a primary contributor to land values

### THREATS

- Oxford has a more robust, walkable downtown than Creedmoor



Lake Rogers Park in Creedmoor.



Creedmoor's downtown commercial district.



2015 Creedmoor Music Festival.



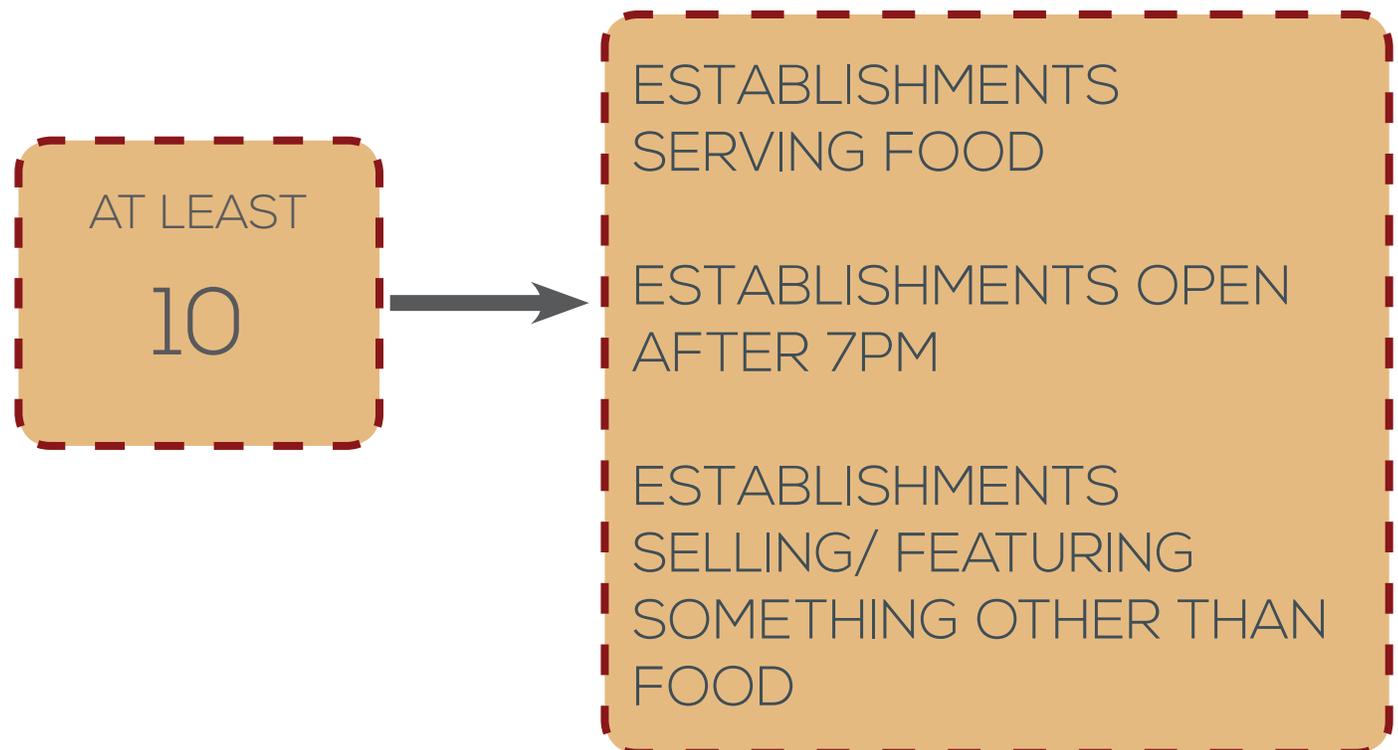
The South Granville Senior Center is located in Creedmoor

## 6. THE HEALTH OF DOWNTOWN WILL NEED TO BE IMPROVED TO LIVE UP TO CREEDMOOR'S POTENTIAL AS THE LIVELY CENTER OF SOUTH GRANVILLE COUNTY.

Downtowns are becoming more important (and valuable), both regionally and nationally, for healthy city economies. One of the best measures of good downtowns is the concept of 'vibrancy', which suggests that high functioning downtowns need to be active at different times of day and feature an assortment of opportunities. Figure 2.11 summarizes a key rule of thumb for vibrant downtowns, a threshold that downtown Creedmoor is currently well below. Downtown has the potential to be a vibrant place, but would need public and private sector intervention to turn that potential into a reality.



FIGURE 2.11: RULES OF THUMB FOR VIBRANT DOWNTOWNS



## 7. PUBLIC INFRASTRUCTURE, INCLUDING STREETS AND COMMUNITY FACILITIES, ARE CURRENTLY UNDER-PROVIDED OR IN VARIOUS STATES OF DISREPAIR.

Public amenities are a hallmark of high-quality communities, and are often a basic requirement for private investment. The current quality of public infrastructure in Creedmoor is often low. Much of this relates to the quality of the streets, which is the result of unstable soils that are poorly suited to intensive development. However, other public amenities like the gym and community center or the downtown sidewalks and side alleys are also not in states of good repair, or are in need of facelifts.

### OPPORTUNITIES

- Funding for infrastructure is often easier to come by than other types of funding
- Visible public investment often kick starts private investment
- The best return on public investment is on projects like public infrastructure where the private sector is not a competitor

### THREATS

- Public investment paid for by private subsidy (e.g. dedicated tax revenues, municipal service districts, etc.) can inhibit private investment
- Money for operations is not as easy to come by, and likely requires a long-term, dedicated public funding source to prevent future disrepair



LEFT: Creedmoor Gym and Community Center, RIGHT: Many Creedmoor streets are in disrepair and lack multimodal facilities.

## 8. PUBLIC SAFETY FACILITIES ARE CURRENTLY AT CAPACITY, BUT LEVELS OF SERVICE ALLOW FOR FUTURE POPULATION GROWTH WITHOUT MAJOR OPERATION EXPANSIONS.

Creedmoor has done an excellent job of funding public safety, currently supporting a police force of 14 officers, and a volunteer fire department staff of approximately 30 people. This level of personnel and equipment has strained building capacities, and any additional residential or commercial growth will require additional staff. But based on accepted levels of public safety service and national averages for personnel per resident, Creedmoor may not need to expand police and fire personnel as rapidly in the near future.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>The city can absorb some new residents and businesses without needing to immediately purchase new equipment or hire personnel</li> </ul>	<ul style="list-style-type: none"> <li>Per FBI Uniform Crime Reports, South Atlantic police forces are on average larger per resident than Creedmoor</li> <li>Waiting to expand facilities until new personnel is needed may frustrate current personnel</li> <li>If the city substantially grows, it may limit the options for re-siting public safety facilities</li> </ul>

TABLE 2.12: FIRE AND POLICE LEVEL OF SERVICE (LOS VS. CREEDMOOR)

	POLICE 	FIRE 
<b>PERSONNEL: LOS</b>	9 - 15	7
<b>PERSONNEL: CREEDMOOR</b>	14 [officers]	Approx. 30
<b>VEHICLES: LOS</b>	3	1
<b>VEHICLES: CREEDMOOR</b>	13 [2015]	6
<b>FACILITIES: LOS</b>	865.2 ft <sup>2</sup>	1,081.5 ft <sup>2</sup>

NOTES: Creedmoor Population [2013] 4,326; POLICE PERSONNEL LOS: 2.0 per 1,000 residents; FIRE PERSONNEL LOS: 1.65 per 1,000 residents; POLICE VEHICLES LOS: 0.6 per 1,000 residents; FIRE VEHICLES LOS: 0.2 per 1,000 residents; POLICE FACILITIES LOS: 200 ft<sup>2</sup> per 1,000 residents; FIRE FACILITIES LOS: 250 ft<sup>2</sup> per 1,000 residents

LOS standards from Canter, Atkinson, & Leistritz, *Impacts of Growth: Public Service Impacts*

FBI Uniform Crime Reports; Average 3.5 POLICE PERSONNEL per 1,000 residents, cities below 10,000 <https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/tables/10tbl71.xls>

## 9. IMPROVING THE PUBLIC’S PERCEPTION OF CREEDMOOR IS CRITICAL AND WILL INVOLVE BUILDING ON POSITIVES, OVERCOMING NEGATIVES, AND ADDRESSING ECONOMICALLY DISTRESSED AREAS.

Creedmoor is a wonderful city, with much to offer today and the possibility for even more to offer in the future. To match the realities of Creedmoor with its perception, work is needed in promoting and strengthening its positives (like good job and recreational access) while fixing negatives (like infrastructure and economically distressed areas).

### OPPORTUNITIES

- Downtown has a strong core with a good existing street grid
- Schools are in good physical condition
- The old railroad depot is a potential catalytic revitalization project

### THREATS

- Downtown does not have a coherent character and is lacking the retail and activities to draw in visitors and residents
- Schools are perceived as low-performing
- The old railroad depot is currently underused and in a state of disrepair



LEFT: The old Seaboard Railway depot in Creedmoor.

BELOW: Creedmoor’s downtown commercial district.



## 10. THERE IS LIMITED ECONOMIC DEVELOPMENT, COMMUNITY DEVELOPMENT, AND PROJECT MANAGEMENT CAPACITY AT THE CITY STAFF LEVEL.

Some of the work needed to address identified issues will need to be done by dedicated public economic development personnel. As of now, there limited capacity for this work among city staff. However, there are many instances of cities this size having dedicated development staff - some examples are listed in Figure 2.13 below.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>A city staff position could likely handle many of the needed tasks, including market studies, marketing/ promotion, entrepreneur identification, and more</li> <li>Public sector business improvement organizations have access to different support resources than do private sector organizations</li> </ul>	<ul style="list-style-type: none"> <li>A new position would require an available revenue stream</li> </ul>

TABLE 2.13: SMALL CITIES WITH ECONOMIC AND COMMUNITY DEVELOPMENT CAPACITY

NC Small Cities with a Chamber of Commerce	NC Small Cities with Business Improvement Districts
<ul style="list-style-type: none"> <li>Ayden (Population 4,900)</li> <li>Ahoskie (5,000)</li> <li>Farmville (4,600)</li> <li>Maggie Valley (1,500)</li> <li>Murfreesboro (2,800)</li> <li>North Wilkesboro (4,100)</li> <li>Roxboro (8,400)</li> <li>Zebulon (4,500)</li> </ul>	<ul style="list-style-type: none"> <li>Albemarle (Population 16,000)</li> <li>Brevard (7,600)</li> <li>Chimney Rock (200)</li> <li>Kings Mountain (10,600)</li> <li>Maxton (2,400)</li> <li>Rutherfordton (4,200)</li> <li>St. Paul's (2,000)</li> <li>Whiteville (5,600)</li> </ul>

## 11. CREEDMOOR APPEARS TO LACK COMMUNITY CHAMPIONS AND NON-GOVERNMENTAL ORGANIZATIONS THAT WILL TAKE OWNERSHIP OF *CREEDMOOR FORWARD* INITIATIVES.

Public sector staff play an important role in development, but the private sector must play an even larger one to achieve high levels of success. Private sector leadership is a fundamental part of all high-quality communities, and must be sought out when lacking. The city will need private sector champions to spearhead the initiatives identified in this plan.

### OPPORTUNITIES

- Community champions serve as the day-to-day backbone of community upkeep and re-investment
- Smaller cities require only a few of these champions
- The state has resources to help small cities develop CDCs, foster community economic development leaders, and raise necessary funds

### THREATS

- Community champions must be committed- Creedmoor appears to lack this type of self-motivated involvement from the general public

## THE KEYS TO MOVING *CREEDMOOR* | FORWARD

The eleven distinguishing factors identified for Creedmoor revealed eight “Keys to Moving Creedmoor Forward.” These keys represent the overarching themes tying together the city’s vision for the future, the goals identified to help arrive at that future, and the actions that will be presented in the plan’s final sections.



**1 MAINTAIN CREEDMOOR’S POSITION AS THE “SMALL TOWN HEART” OF SOUTH GRANVILLE COUNTY**



**2 INCREASE THE CITY’S POPULATION AND GENERATE OUTSIDE INTEREST IN THE COMMUNITY BY IMPROVING THE PUBLIC’S PERCEPTION OF CREEDMOOR AS A GREAT PLACE TO LIVE, WORK, AND PLAY**



**3 PROVIDE NEEDED BUSINESSES AND RECREATIONAL SERVICES**



**4 MAKE INVESTMENTS WITHIN A FRAMEWORK OF ATTRACTING OUTSIDERS INTO THE CITY**



**5 BUILD CREEDMOOR’S CAPACITY TO PROACTIVELY CONDUCT BOTH COMMUNITY AND ECONOMIC DEVELOPMENT ACTIVITIES**



**6 LEVERAGE LOCAL EFFORTS AND INITIATIVES BY BUILDING PARTNERSHIPS WITH OUTSIDE ORGANIZATIONS AND GOVERNMENT AGENCIES**



**7 PROMOTE AND SUPPORT A LEVEL OF QUALITY IN NEW DEVELOPMENT THAT FITS WITH CREEDMOOR’S POSITION AND POTENTIAL IN THE REGION**



**8 CLEARLY ARTICULATE THE COMMUNITY’S VISION TO OUTSIDE INTERESTS, GIVEN THE OPPORTUNITIES AND LIMITATIONS THAT EXIST**