WAEDD

Washington Association of Economic Development Districts:

2011 Statewide Strategic Assessment

Prepared by the National Association of Development Organizations
August 2011

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1. Project Purpose, Scope and Design

In August 2011, the Washington Association of Economic Development Districts (WAEDD) partnered with the National Association of Development Organizations (NADO) to conduct a statewide assessment of the programs, services and assets of the state's Economic Development Districts.

The primary focus of the project was for NADO to conduct a basic, independent assessment of the economic development landscape across the State of Washington. This included making general observations of the economic development organizational leadership structure and roles of federal, state, regional and local entities.

As part of the assessment, the NADO review team was tasked with identifying opportunities and barriers for the sub-state network of Economic Development Districts (EDDs) to provide additional value to the economic development efforts of state and local officials.

As part of the assessment, the NADO review team was tasked with identifying opportunities and barriers for the sub-state network of multi-county Economic Development Districts (EDDs) to provide additional value to the economic development efforts of state and local officials. This included ideas for leveraging the regional governance structures, staff capacities, strategies and partnerships built through the Comprehensive Economic Development Strategy (CEDS) process required by the U.S. Economic Development Administration (EDA).

As a national membership organization serving the nation's 540 public-sector based regional planning and development organizations (including the national network of 380 EDA-designated Economic Development Districts), NADO has more than four decades of experience in regional community and economic development policy, organization management and design, and state association innovations and best practices.

The NADO project team included:

- **Matthew Black,** Assistant Research Extension Specialist, Institute for Economic Advancement, University of Arkansas at Little Rock
- **Matthew Chase,** Executive Director of NADO and the NADO Research Foundation
- **Deborah Cox,** NADO Director of Government Relations and Legislative Affairs
- **Jim Youngquist**, Director of the Institute for Economic Advancement at the College of Business, University of Arkansas at Little Rock and Director of the SouthEast Regional Directors Institute (SERDI) – multi-state professional development association for the 112 regional council executive directors in the southeastern United States

On August 1-4, the NADO team conducted a series of 20 interviews with external partners of the WAEDD membership, including senior policy and program officials from federal and state agencies, state associations for local government officials, state affiliates of community development and

economic development entities, and public and private regional and local economic development entities from across the state.

The in-depth, confidential interviews were conducted in-person and via phone to assess the views and perceptions of various players in the state's economic development delivery system, including their general opinions of the state's governance and leadership structure for economic development and of the statewide network of EDDs. The feedback and input of the various federal, state, regional and local partners is vital for the membership of WAEDD to develop a strategic plan for moving forward as a value-added partner across the state, not just in isolated areas of the state.

After the interviews were completed, the NADO team held a one-day work session with the executive and senior staff leadership of the Washington EDDs. This event focused on discussing the preliminary findings of the interviews, as well as exploring more specific recommendations for WAEDD to organize their state association internally and to successfully engage external partners on a more consistent basis.

During the week-long field work, much of the general feedback and recommendations of the interviewees tracked closely with previous research and evaluations conducted by members of the NADO team. In general, NADO has observed that the most successful EDDs across the U.S. often share several characteristics. This includes a strong commitment to:

- **Maintaining a transparent, accountable and inclusive regional governance leadership structure,** including active participation and ownership of local elected officials

- **Regular engagement and collaboration** with external partners such as nonprofits, universities, foundations and private sector entities and leaders, as well as the general public

- **Pro-active, professional and consistent partnerships and outreach with federal and state officials,** including elected officials, senior policy officials and career professionals

- **Hiring an executive director and senior management leaders** with a focus on strategic visioning, collaboration, risk management, results-oriented actions and problem solving

- **Coordination, peer accountability and performance accountability of services and quality** among all EDDs of the state (while retaining the flexibility and latitude to pursue the specific priorities of each individual EDD region)

The national network of 540 regional planning and development organizations, including the subset of 380 EDDs, shares a common mission of fostering regional strategies, partnerships and solutions to improve the quality of life and economic prosperity of America's regions and communities. However, each state has its own structure of local government, system for intergovernmental partnerships between state and local officials, and policy and funding framework for regional development organizations (including EDDs). In addition, each state has its own approach and commitment to regional planning and development, including the task of balancing urban and rural interests. All of these, and other considerations, were taken into account when assessing the structure, performance and potential of Washington's Economic Development Districts.

2. Washington's Economic Development Landscape

Similar to many other American states and communities, the State of Washington has highly attractive and competitive areas, as well as regions that are struggling to compete in today's global marketplace and knowledge-based economy. The entire state, including those areas currently enjoying greater prosperity, must constantly overcome obstacles such as those associated with economies of scale, logistical connections to national and global markets, demands for knowledge workers, and costs for the development and maintenance of basic and advanced infrastructure (i.e. broadband, energy, housing, transportation, and water/waste water). This can be accomplished more effectively when the various economic development entities within the state convene with each other and utilize their unique assets.

During the last decade, the State of Washington has experienced success at a national level in areas that traditionally impact a state's ability to be competitive. CNBC's America's Top States for Business reports from 2007 to 2011, which use 40 different measures of competitiveness to rank states on how they sell themselves, have consistently ranked Washington high in quality of life, technology and innovation, and access to capital. According to the U.S. Department of Commerce's Bureau of Economic Analysis, the 2007 total gross state product for Washington was $311.5 billion, placing it 14th in the nation. In 2009, the per capita personal income averaged $41,751, ranking 12th in the nation.

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From 2000 to 2010, Washington experienced competitive growth in both population and productivity. According to the 2010 U.S. Census, the state's population was recorded at 6,724,540, with approximately 60 percent of Washington's residents living in the Seattle metropolitan area. The ability to attract highly mobile talent through career opportunities and a high quality of life has been a major factor in this growth. The Washington Office of Financial Management estimates that between 2000 and 2010, approximately 460,000 more people came to Washington than left the state.

By focusing on adding high tech, value-added industries, the state has become recognized as a national leader in the development of a knowledge-based economy. The Information Technology and Innovation Foundation's (ITIF) 2010 State New Economy Index ranked Washington 2nd among states with high-growth industries that are on the cutting edge of technology. The report measures states based on knowledge jobs, globalization, economic dynamism, transformation to a digital economy, and technological innovation capacity. In the index, Washington scored high in online agriculture (a measure of the percentage of farmers with Internet access and using computers for business) and value-added agriculture (#1), scientists and engineers (#2), patents (#2), both alternative energy use and Focus of Manufacturing and Services (#3), and industry investment in research and development (#4). Despite this success, the state lagged in areas such as high-wage

traded services (#34), entrepreneurial activity (#37), and job churning (the number of new startups and business failures, combined, as a share of the total firms in each state) (#43).

Washington's economy has also been significantly impacted by businesses that specialize in the design and manufacture of aircraft (Boeing), automotive (Paccar), computer software development (Microsoft, Amazon.com, Nintendo of America, Valve Corporation), telecom (T-Mobile USA), electronics, biotechnology, aluminum production, lumber and wood products (Weyerhaeuser), mining, beverages (Starbucks, Jones Soda), retail (Nordstrom, Eddie Bauer, Costco, R.E.I.), and tourism (Alaska Airlines, Expedia, Inc.). A 2007 Fortune magazine survey of the top 20 most admired companies in the U.S. recognized four Washington-based companies: Starbucks, Microsoft, Costco and Nordstrom.

The Washington State Department of Commerce has identified multiple innovation clusters across the state that are key to economic development. As defined by the U.S. Economic Development Administration (EDA), innovation clusters are geographic concentrations of firms and industries that conduct business with each other and have common needs for talent, technology, and infrastructure. Some of the most important clusters in Washingtoninclude: aerospace, clean technology, forest products, global health/life sciences, information and communication technology, marine technology, and value-added agriculture and food processing. These clusters are important to the state because of their ability to create high-quality jobs and assist in attracting talent and investment while addressing social, energy, and environmental needs and problems.

The aerospace, clean technology, and information and communication technology are especially noteworthy. Supported by the *Aerospace Innovative Partnership Zone* and the *Washington State Aerospace Bulletin*, there are more than 650 firms within the Washington aerospace cluster with total employment of skilled workers exceeding 83,000. In 2010 the cluster, which includes airframe manufacturing, avionics, composites, engineering and research, tooling, and interiors as integral subsectors, accounted for 29.4% of national aerospace product exports at a value of $23 billion. The Greater Seattle area boasts one of the highest concentrations of aerospace firms in the world.

Focusing on energy efficiency, renewable energy, pollution reduction and mitigation, and pollution cleanup, the Washington clean technology cluster spreads across the entire state and utilizes solar, wind, biomass, wave and tidal and geothermal sources of energy. The four core green areas of energy efficiency, renewable energy, reducing pollution, and mitigation and pollution cleanup accounted for 61,775 workers according to a 2009 Washington State Employment Security Department (ESD) estimate.

The information and communication technology cluster is recognized as one of the world's leading innovation hubs. With a variety of sectors from software publishing to telecommunications and mobility the cluster employs a labor force of over 119,000 highly skilled workers in engineering, technical sales and support and business development positions. From household names such as Microsoft to emerging companies Washington is leading the way in areas such as cloud computing, virtualization and energy efficiency.

In addition to the innovation clusters, the Washington Economic Development Commission has further identified 12 Innovative Partnership Zones (IPZ) across the state. Most IPZs feature one or more institutions of higher education, developing new research efforts, training workers, and

addressing the economy's challenges. The zones focus on sustainable industries intended to create new products and/or patentable ideas.

These include:

- Bellingham Innovation Zone: marine industry
- Bothell Biomedical Manufacturing Corridor: medical device/ultra sound manufacturing
- Central Washington Resource Energy Collaborative: wind and solar power
- The Aerospace Convergence Zone: aerospace production, research, and tourism
- Grays Harbor Sustainable Industries: bioenergy
- Sequim, North Olympic Innovation Partnership Zone: marine biotechnology
- Pullman Innovation Partnership Zone: green IT
- Tri-Cities research District: sustainable development
- South Lake Union Global Health Innovation Partnership Zone: life sciences
- Spokane University District Innovation Partnership Zone: health sciences research
- Discovery Corridor Innovation Zone: Steinmueller Innovation Park- semiconductor and micro-device design
- Walla Walla Valley Innovation Partnership Zone: agriculture

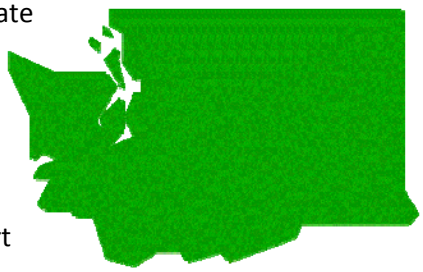
The impact that the defense industry has had on the state is also worth recognizing. Across the state, there are eight large military-related reservations and bases and over 100 smaller facilities. A 2005 report by the Washington Office of Financial Management (OFM) concluded that over half of Washington's counties have some impact from the purchasing practices of bases in the state. In fact, 44 firms in the state were completely dependent on Department of Defense contracts, and the payroll of uniformed/civilian personnel was $3.74 billion. A 2004 OFM report found that total employment statewide related to military bases was 187,900.

The economic landscape of the State of Washington shows the need for the assistance of regional conveners to enable greater collaboration across political boundaries and access to public and private capital. Both the innovative clusters and the IPZs already function or have the potential to function on a regional level. While the current state of the economy has allowed it to withstand at least some aspects of the recent recession, the opportunity to recover and maximize growth potential, especially in value-added industries could be fully maximized by partnerships on a regional and state level.

As outlined in the next sections of the report, it is essential that the Washington EDDs build upon their existing functions to become "value-added" resources for state and local officials in today's constantly evolving economic, fiscal and political environment.

3. Key Players in Washington's Economic Development Delivery System

Besides private industry, there are several key players— federal, state and local—in the State of Washington's economic delivery system, each making individual contributions.



FEDERAL & REGIONAL ECONOMIC DEVELOPMENT ENTITIES

Economic Development Districts: The EDDs in Washington are part of a regionally-based, local government-driven national network recognized federally to provide economic development planning and technical support to local governments, businesses and community partners. This includes the development and implementation of a Comprehensive Economic Development Strategy (CEDS) required to receive assistance from the U.S. Economic Development Administration (EDA).

The Washington network of EDDs covers 31 of the state's 39 counties. Whatcom, Skagit, San Juan, Island, Thurston, and Walla Walla counties do not belong to an EDD and Clark County belongs to the Oregon-based Portland Regional Partners Council of Economic Development. Spokane County supports Greater Spokane, Inc., which receives EDA planning funding but is not recognized as an official EDD because it is a single county organization. The Washington EDDs are a network recognized by federal entities to provide community and economic development support throughout the State of Washington.

Washington EDDs	Headquarters
Benton-Franklin Council of Governments	Richland
Big Bend Economic Development Council	Moses Lake
Central Puget Sound Economic Development District	Seattle
Columbia-Pacific Resource Conservation and Economic Development District	Montesano
Cowlitz-Wahkiakum Council of Governments	Kelso
Mid-Columbia Economic Development District	The Dalles, OR
North Central Washington Economic Development District	Wenatchee
SouthEast Washington Economic Development Association	Clarkston
Peninsula Development District	Port Angeles
Portland Regional Partners	Portland, OR
Tri County Economic Development District	Colville

Workforce Development Councils: Washington's 12 Workforce Development Councils provide outreach to employers, and oversees the WorkSource system, the state's one-stop access to employment services. Each council develops a regional strategic plan assessing local employment to coordinate workforce development activities throughout the state using economic development strategies tailored to local communities.

STATE ECONOMIC DEVELOPMENT ENTITIES

Washington Department of Commerce: With the mission to grow and improve jobs in the state, Washington's Department of Commerce, headquartered in Olympia, WA, is the primary state agency charged with enhancing and promoting sustainable community and economic vitality in Washington. Supporting the Governor's priorities, the Department administers a portfolio of more than 100 programs and several boards and commissions all focused on community and economic development. Their key stakeholders include business/employers, local governments and community-based organizations.

Washington Economic Development Commission (WEDC): Closely tied to the state Department of Commerce is the Washington Economic Development Commission, a think-tank research organization that works with all of the agencies and external public and private sector economic development interests to analyze how the state can broaden and strengthen its economic diversity and viability. The Washington Economic Development Commission was created by the state legislature to provide planning, coordination, evaluation, monitoring and policy analysis and development for the state economic development system. Their strategic plan is a framework for local economic development plans. WEDC's recent work has focused on providing a forum for geographic and industry cluster "institutions for collaboration" and building stronger partnerships.

Washington Economic Development Association (WEDA): The Washington Economic Development Association is a statewide, non-profit association of private businesses, economic development councils, ports, governments and others committed to the development of economic and employment opportunities in the state. WEDA focuses on state legislative and regulatory policy issues, as well as professional development training and peer networking.

Washington Public Ports Association (WPPA): The Washington Public Ports Association was formed by the Legislature in 1961. WPPA promotes the interests of the port community through effective government relations, ongoing education, and strong advocacy programs. Port commissions establish long-term strategies for a port district, and create policies to guide the development, growth, and operation of the port.

Innovate Washington: The Innovate Washington helps companies develop and commercialize technology products that provide job opportunities to the citizens of Washington. Innovate Washington channels state and federal funding for research and business development and fostered mutually beneficial partnerships between technology companies, colleges and universities, and laboratory facilities throughout the state.

Washington Workforce Training & Education Coordinating Board (Workforce Board): The Workforce Training and Education Coordinating Board is a partnership of labor, business and government dedicated to helping Washington state residents obtain and succeed in family-wage

jobs, while meeting employers' needs for skilled workers. As a state agency, the Workforce Board oversees a workforce development system that includes 18 education and training programs.

Sirti: Sirti is a Washington State economic development agency that accelerates the development and growth of innovative technology companies through a collaboration of business, higher education and government. Cooperation between government and civic organizations, colleges and universities, and leading technology-based businesses results in a creative business environment where Sirti clients learn from experts, contribute innovative ideas, and with hard work, inspired coaching and collective support, grow and prosper.

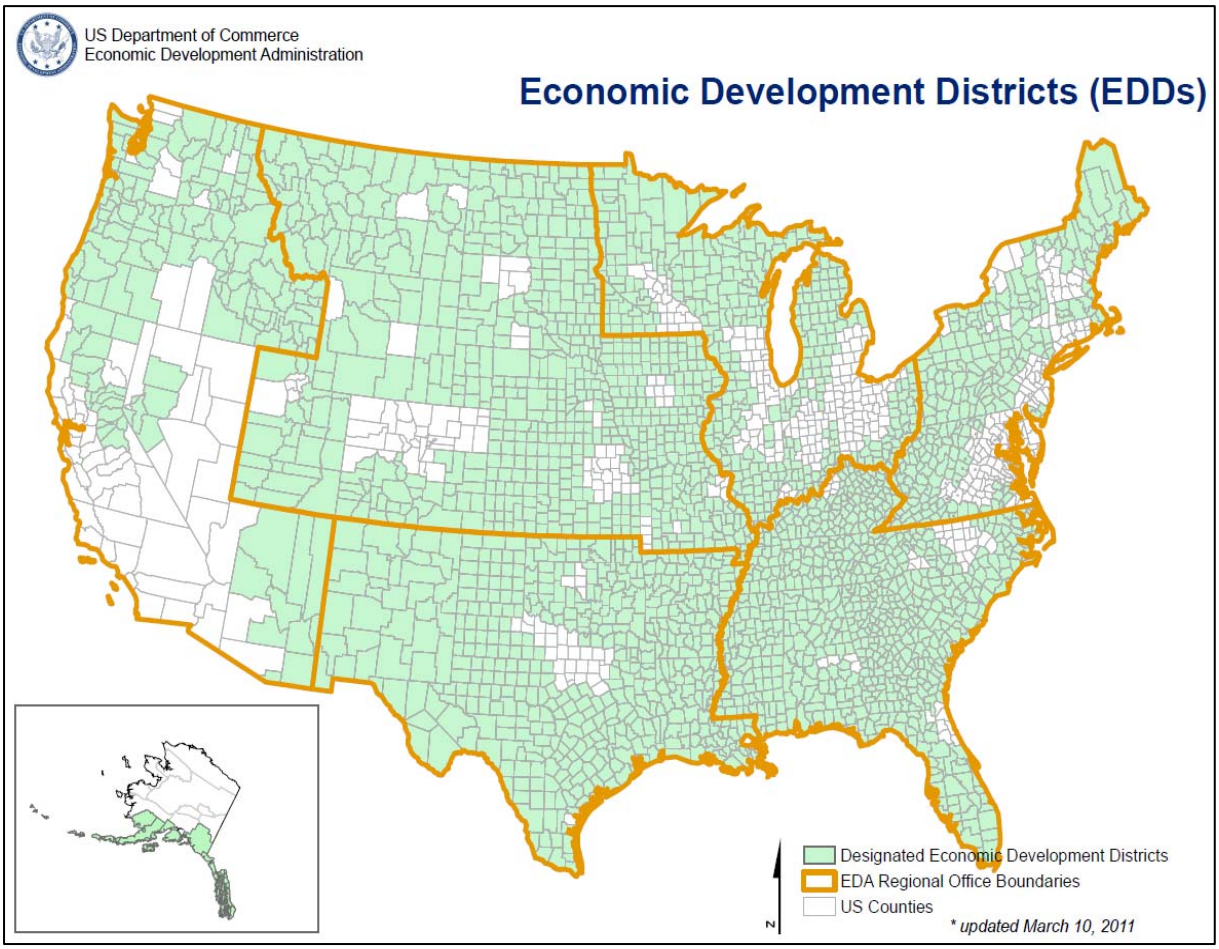
LOCAL ECONOMIC DEVELOPMENT ENTITIES

Washington's Local Economic Development Partners (ADO): Associate Development Organizations (ADOs) are local organizations designated by each county to serve as the state Commerce Department's primary partner in local economic development activities in their county. Broadly, the ADO provides advocacy and leadership, building relationships with state and local government partners, community groups and local businesses. Specifically, ADOs typically provide direct technical assistance and funding for economic activities in every county. The economic development activities of ADOs can be organized into the following categories: Recruitment of new businesses into Washington; Retention and expansion of existing businesses; Business start-up assistance; Community asset building; and Regional planning and collaboration.

The Washington Department of Commerce's connection to statewide economic development is primarily through the Associate Development Organizations (ADOs). The ADOs are mostly county-based entities and are also known across the state as Economic Development Councils, Boards, or Authorities (EDCs). With the exception of 6 counties, the EDCs serve a single county, providing the local economic delivery structure across the state.

In addition to these key players, institutions of higher education, economic development partnerships and private entities each play a significant role in Washington's economic development activity.

4. Economic Development Districts: National Trends and Observations



For more than four decades, NADO has studied the governance structures, operations and programs of the nation's regional development organizations, including the national network of 380 EDA-designated Economic Development Districts. While each state and region is different, NADO has observed several noteworthy trends in recent years:

- **Improved statewide collaboration through state associations.** This includes renewed focus on organizational capacity and professional staff development, statewide branding and marketing, statewide program design and performance accountability, and sub-state partnerships across regional development organization boundaries (e.g. program administration, work product templates, shared staff and statewide contracting).

- **Expansion of mission, programs and services of regional development organizations, including those serving as EDA EDDs.** While most regional planning and development organizations were formed through the old HUD 701 planning program, federal transportation planning process for metropolitan areas (MPOs) or the EDA economic development district program, a significant number of regional development organizations (including those serving as EDDs) have broadened their focus to include aging services for the

elderly, business development finance and entrepreneurship development, emergency preparedness planning and post-disaster economic recovery, environmental stewardship and brownfields redevelopment, GIS services, affordable and quality housing, public human services, transportation and workforce development. In addition, a growing number of regional development organizations are involved in Medicaid waiver programs, broadband deployment and utilization strategies, infrastructure planning and development, transit planning and operations, and homeland security planning.

- **Increased collaboration, staff support and/or co-location of federally funded entities within regional development organizations,** including Workforce Investment Boards (WIBs), WIRED regions, Metropolitan Planning Organizations (MPOs) / Rural Transportation Planning Organizations (RPOs), SBA Small Business Development Centers (SBDCs) and Manufacturing Extension Partnerships (MEPs). A 2010 study by NADO identified more than 100 *EDDs also serve as the regional fiscal agent or program administrator for local Workforce Investment Boards. More than 35 EDDs now use their regional/local WIB as their EDA CEDS committee.*

- **Provide leadership and strategy forums for development of regional disaster resiliency, energy, water resources and/or natural resource plans.** Those regions that are already pursuing new ideas, solutions and strategies will be ahead of the game. EDDs should be positioned to serve as a regional leader, resource and clearinghouse for crafting comprehensive regional strategies, assessments and analysis. These strategies are typically focused on two central themes of today's knowledge-based economy: regional innovation and cluster development, and building sustainable communities with quality of place focus.

- **Leadership and organizational assistance with regional entrepreneurship training, lending/investments and business development,** including stronger links with community colleges and job skills training partners; establishment of microlending, venture capital and angel network resources; and pursuit of international trade and global market opportunities.

- **Opportunities for regional development organizations (including EDDs) to host, hire and/or support local economic development professionals and practitioners,** rather than each county and city hiring and staffing their own local economic development corporation. With severe budget cuts at the state and local levels, it is an opportune time for regional development organizations (including EDDs) to promote cost-sharing and increased regional collaboration at the multi-county, sub-regional and county-town-city levels. *Several regional development organizations are now housing a circuit rider / roving economic development professional.*

- **Stronger integration of transportation, economic development, housing and land use planning and development,** with the goal of promoting quality of place and sustainable development to attract a 21st century workforce, promote sustainable development and increase economic competitiveness of regions. *Examples include Grand Vision initiative involving the Northwest Michigan COG and the Land Use-Transportation-Economic Development (LUTED) project in Pennsylvania. In Pennsylvania, the EDDs (known as Local Development Districts) have integrated their MPO/RPO long-range transportation planning processes with their EDA CEDS processes, along with local land use planning and decision-making. PennDOT has been a major advocate for the pilot program.*

- **Focus on asset-based economic development planning that builds upon regional strengths and opportunities,** rather than traditional focus on weaknesses and barriers. Projects such as *Mobilize Maine*, with the coordination efforts of the state's six economic development districts, are aggressively pursuing an asset-based strategy focused on innovation, knowledge networks and hubs, and strategic investments across the various economic sectors of the state, including manufacturing, natural resource development, science and technology and tourism. Another example is the Kansas Opportunity Innovation Network (KOIN), a strategic collaboration of Kansas State University's Advanced Manufacturing Institute and the state's EDDs, among others.

By national standards, most of the EDDs in Washington are unique since they are still operating as stand-alone EDA Economic Development Districts, rather than part of a larger regional planning and development organization such as a regional council of governments / regional planning commission. Similar to parts of Oregon and most of California, several of Washington's EDDs have fewer than 3 full-time employees. As a result, it is essential for WAEDD members to focus on building strategic alliances and partnerships both statewide and regionally.

5. Key Findings from External Partner Interviews

From August 1-4, the NADO review team conducted over 20 in-person and telephone interviews with the executive management and senior staff leadership from a diverse sample of statewide, regional and local entities. These organizations included:

- Association of Washington Cities
- Seattle Metropolitan Chamber of Commerce
- Innovate Washington
- U.S. Economic Development Administration
- U.S. Department of Agriculture – Rural Development
- Washington State Department of Commerce
- Washington Chamber of Commerce Executives
- Washington State University – Center to Bridge the Digital Divide
- Washington State Microenterprise Association
- Washington Biotech and Biomedical Association
- Washington Economic Development Association
- Washington Economic Development Commission
- Washington Public Ports Association
- Washington State Association of Counties
- Several of the State's Local EDCs/ADOs
- State legislator
- District director of U.S. Representative

The following are a few key observations and recommendations from the interviews:

- **Current statewide economic development system is perceived as disorganized and fractured, especially with resource cutbacks and constant reorganization of programs at the state level.** The state's Department of Commerce is generally thought to have a primary focus on community development related activities including housing and general development.

- **Strong sense from federal, state and local officials that a more clearly defined and coordinated regional approach to economic development is warranted in the State of Washington.** There was a general feeling that the state's EDDs could fill this gap with more consistency, resources and strategic focus, especially through their role as regional conveners and grant administrators.

- **The Washington EDDs are relatively unknown at the state level (especially by senior political appointees at various state agencies) and with key county and municipal statewide association leaders.** While the Washington EDDs, as a statewide network, have a very weak brand and lack sufficient name recognition, most state and local officials who are aware and familiar with individual EDDs tended to have a positive view of the EDDs. Unfortunately, most interviewees only knew a small number of the same EDDs. *(Note: In*

other parts of the nation, such as southwest and southeast, key federal and state partners would know each and every EDD in the state.)

- **Federal, state and local officials are confused about the differences between EDDs, ADOs and EDCs,** resulting in lost opportunities for the EDDs. Increased communication and relationship building, better branding and statewide consistency among EDDs would help to strengthen the EDDs statewide. Currently, EDDs are being labeled by others, rather than defining themselves.

- **EDDs have a blank slate statewide with many state officials** to build stronger awareness and partnerships—this will take significant time, a concise and targeted message, and ideas for specific partnerships/program opportunities. It will also take a more serious commitment to performance quality and consistency, outreach and relationship building, and developing a pro-active statewide approach to program design, purpose, products and outcomes.

- **State and local officials feel there is value in building statewide coverage of EDA economic development districts.** With major resource cutbacks at the state level, state officials are very interested in securing more federal resources (including EDA) for state and local needs. These state officials acknowledged that EDDs play a critical role in securing support from EDA regional office staff for project investments. Representatives from the statewide associations for county and municipal officials (including ports) are very interested in working with the EDDs. This includes shared interests in economic development training for local officials, advocacy for local and regional priorities at the state and federal levels, leveraging and coordination of regional and local strategies and assets, and need to address "white areas" of state with no EDD/CEDS coverage.

- **State agencies have been tasked with developing strategies and ideas for securing more federal resources.** The Washington EDDs often have strong ties to various federal agencies and members of Congress, as well as expertise in pursuing and managing federal resources. As funding becomes harder to secure at the federal level, it may be necessary to pursue statewide or multi-regional applications.

- **WAEDD and its members should conduct a regular analysis of federal mandates and requirements that are often difficult for state and local governments to fund and fulfill individually.** Often times, state agencies are willing to contract out work related to federal mandates that may be onerous, cross jurisdictional boundaries, require a regional approach, or are outside of traditional state and local priorities *(e.g. FTA public human service coordination plans, FEMA all-hazard mitigation plans, ARRA broadband planning, etc.)*

- **EDDs in Washington have great potential and opportunities to deliver and/or manage other federal and state program resources,** such as USDA Rural Development, EPA Brownfields, CDBG and FEMA. However, existing EDDs in Washington need to be more aggressive in marketing themselves, building long-term and consistent relationships with federal and state agencies, and ensuring that all of the EDD products and services are more consistent across the state. A stronger emphasis should be placed on the statewide network rather than individual EDDs (all are held accountable as a group by state agencies!), and focused on strengthening EDD staff capacity and skills.

6. Washington EDDs: Strengths

The network of Washington EDDs is composed of talented and driven professionals who offer numerous benefits to the state and their individual regions.

TOPIC	MAJOR FINDINGS
Federal Link	▪ The perceived strength of the Washington EDDs, as identified by the assessment, is their established link to U.S. Economic Development Administration. The federal status and designation as EDDs provides an entry for local communities to access EDA funds for capital improvements and business loans. *(Note: This reality is also a source of major tension with some state officials and local EDC officials.)* ▪ While EDDs are mandated by federal law to put together a CEDS, this process should be used for much more than becoming eligible for EDA project support. EDDs such as the Puget Sound Regional Council have used the CEDS process to build an inclusive regional planning process, engage public, private and nonprofit sector leaders, and target specific clusters. o Nationally, the CEDS process led by the Land of Sky Regional Council in North Carolina offers another good model for creating a strategic planning framework that extends far beyond just EDA. This region is working to pioneer a cross-sector strategy that integrates various federal, state and local plans for sustainable community, economic, energy, housing, transportation and workforce development.
Regional Network	▪ There is a sense among federal, state and local levels that a stronger regional approach to economic development is needed in Washington. ▪ EDDs could provide a statewide regional planning and governance framework for economic development in the state. Individual EDDs within WAEDD have proven to be reliable and valued partners for fostering regional economic development strategies, collaboration and action. These efforts provide a sound foundation to expand statewide on a more consistent basis.
Services	▪ EDDs have the ability to form strategies, solutions and partnerships that achieve clear, quantifiable and tangible results, most of which would not have been feasible for a single local jurisdiction to implement.

	▪ The Washington EDDs are an excellent identifier of funding sources, grants, and programs that can assist local communities and regions in enhancing community and economic development.

7. Washington EDDs: Opportunities

During the current era of shrinking federal and state resources, Washington's EDDs have an opportunity to take on additional responsibilities and challenges within the regional planning and economic development arena. Some of these opportunities are outlined below.

TOPIC	MAJOR FINDINGS
Linkages and Leadership	▪ Many of the interviews revealed that the state needs regional leaders who can convene and organize stakeholders and coordinate efforts. There are many economic development organizations within the state, but in most regions, there is no clear lead organization fulfilling this role. It was suggested by many organizations that the EDDs, with their regional designation and ties to local officials, could be well-positioned to serve as the convener of all relevant groups. ▪ At the regional level, the EDDs could provide a forum for stakeholders to convene and discuss common opportunities and concerns, thereby enhancing economic development opportunities. ▪ As formally-designated regional bodies, EDDs are a critical link between EDA and local officials in Washington. The EDDs could become stronger advocates statewide for regional and local interests at the federal and state levels. ▪ Additionally, the EDDs should identify specific opportunities where they can fill a particular role for the state or deliver a product, and should present these opportunities to the governor, legislature, state agencies, and other partners (i.e. Assist WA Economic Development Commission with statewide and regional cluster connections and implementation).
Mission and Scope of Operations	▪ Washington's EDDs are forming a statewide association at an opportune time. There is great interest in the development of a regional structure that builds collaborative efforts, reduces duplication of effort, and builds consensus on the direction of the state and its communities with regard to regional community and economic development. ▪ Washington EDDs should develop a cohesive and seamless statewide network. Because of their regional designation, they would be well-positioned for convening and facilitating, building inclusive economic development partnerships, and creating meaningful Comprehensive

	Economic Development Strategies (CEDS) that are recognized as each region's economic development blueprint (not just a document to become eligible for EDA assistance). ▪ EDDs should become value-added members of their state and regional communities by using their services, resources and knowledge to enhance economic development within their regions. This should be done individually and in cooperation with other EDDs across the state and even with neighboring states and Canadian provinces. ▪ EDDs should strategically partner with local economic development organizations within their regions and statewide, including strategies to aggregate and expand the capacity of local organizations (e.g.RLF administration and management, regional marketing and branding, corridor development, regional asset development, etc). ▪ Washington EDDs should actively identify the programs that they each maintain and devise a protocol for sharing their staffs and resources so that programs can be offered on a more consistent basis statewide. ▪ The Washington EDDs should be a liaison between local ADOs/EDCs, public port authorities and state agencies in the identification of federal and other resources to leverage state and local funding on projects and efforts. ▪ During the assessment, it was noted that the Resource Conservation and Development (RC&D) Program under the U.S. Department of Agriculture (USDA) was eliminated in the final FY2011 continuing resolution. RC&D councils have played a critical role in the states' economic development delivery systems and assisted the counties they served with land conservation, land management, community development and water management. Now that the Washington RC&D councils no longer exist, the EDDs could possibly fill this new gap in services. ▪ The EDDs should help promote and implement new ideas and approaches statewide and regionally for the state's cluster work. This could include incorporating the identified clusters into each EDD CEDS and helping the state move beyond planning to nurturing cluster partnerships and action.
Network / Relationships	▪ Many of the organizations that participated in the assessment process expressed interest in learning more about the capabilities of Washington's EDDs, especially state agency officials. At the local level, it is important for the EDDs to form solid relationships with their ADOs/EDCs and to see where there are potential gaps in services that the EDDs could fill. *A critical part of this process is for EDDs to have the strong support and backing of EDD policy board members and local elected officials!*

	▪ Sponsor regional forums in collaboration with the local government associations and ADOs/EDCs, as well as applicable state and local agencies, to bring the public and private sector leadership together to address key opportunities, challenges and issues on a regional basis. ▪ The Washington State Association of Counties and the Association of Washington Cities are committed to regional approaches and partnerships that will enhance community economic development opportunities for their localities and the state. Both organizations are very interested in partnering with the EDDs to address opportunities and challenges that might be best addressed on a regional basis. o Participate in economic development committees and working groups of the various state associations for local elected officials and ports o Offer to provide training and best practices for local officials on regional economic development and planning issues at the various state association conferences and events, including regional meetings o Coordinate sub-state regional meetings / working groups / forums of local government officials on regional planning, economic development and joint services issues ▪ The EDDs should communicate to the state how they are working across state lines to foster regional collaboration. This increased communication would help to recognize the value of communities that flow into other states (eg. Spokane and Vancouver) and would help to identify industry structures that straddle state lines such as the agriculture initiatives of the Mid-Columbia EDD on either side of the Oregon-Washington border. ▪ The EDDs should encourage their local governments to position their EDD as the partner/bridge/communication tool with their ADOs/EDCs to develop unified strategies and implementation structures to enhance the local communities and their region. ▪ There is an opportunity to work regionally with the Innovation Partnership Zones (IPZ) and regional innovation clusters by bringing together players throughout the state that can strengthen and utilize the IPZs.
Branding	▪ Currently, the EDDs are viewed primarily as the gateway for accessing federal EDA project funding. While this is an important function of the EDDs, it is a very narrow and limiting role within the state's economic development delivery system. ▪ Washington EDDs must improve their statewide branding and communicate their shared values, services and capacities on a statewide basis. WAEDD should pursue the development of statewide work

	products; establish a statewide template for CEDS and other related economic development strategies; conduct regular outreach meetings with federal and state officials; and focus on developing specific deliverables and services statewide, including planning, business development finance, grant writing and administration, and statewide cluster networking and development.
Professional Development and Training	▪ To address staffing inconsistencies across the network of Washington's EDDs, WAEDD should explore training and other opportunities to address weaknesses, as well as foster better collaboration with federal, state and local partners. ▪ The EDDs should consistently work to educate federal, state and local officials on the role of the EDDs and what value and services they bring to the table. This includes common orientation materials for new and existing EDD policy boards, external partners and new EDD staff. ▪ The EDDs should focus statewide on their common bonds as regional economic development planning organizations, links to local elected officials, and intermediaries for federal and local officials. This includes establish SWAT teams to fill gaps in program capacity and staffing services, help EDDs during staff transitions, conduct peer exchanges and mentor new EDD staff.

8. Washington EDDs: Challenges

TOPIC	MAJOR FINDINGS
Statewide Consistency	▪ The Washington EDDs lack consistency in multiple dimensions. While it is expected that organizations representing different regions will have varying priorities and inherent strengths and weaknesses, the EDDs as a group need to demonstrate more consistent, reliable effort to produce more high-quality services and improve their reputation with state and local partners. The EDDs could possibly turn the lack of continuity of programs into a strength if each shared their various expertise, resources and staff with other EDDs that do not have the same capabilities thereby increasing statewide consistency. ▪ The interviews indicated that while some EDDs (including executive directors and senior staff) are well known in their region and tend to produce high-quality work, other EDDs are unknown and have very little interaction with other organizations in their regions and statewide. ▪ Since the EDDs lack coverage statewide, and several counties do not fall within the regional boundaries of an existing EDD, the EDDs close to those regions should work with the county and local officials to communicate about potential ways to collaborate and fill gaps in EDD services.
Building Relationships	▪ Internally, there is a sense that the EDDs do not communicate or interact with each other to their fullest potential. This creates the perception that they are not currently a strong statewide network. A great first step would be to increase dialogue and interaction among the Washington EDDs. ▪ According to many of the interviews, most of the Washington EDDs are not well known entities across the state. However, those that are known are seen as leaders in their region. It would be beneficial for the lesser known EDDs to begin building relationships at all levels of government and with other key economic development organizations across their regions and at the state level. Developing these personal connections will increase knowledge about the EDD's role, performance and services. ▪ It should be noted that while it is a concern that the Washington EDDs do not have strong relationships at the state level, the assessment process revealed that state level entities were interested in knowing more about the EDDs and are interested in developing partnerships that would be advantageous and enhance economic development across the state. EDDs need to focus on how they add value to state and local economic

	developers and are not aiming to take away their resources or authorities.
Clarity of Mission and Scope of Purpose	▪ In Washington, EDDs are little-known entities across the spectrum of state and local economic development groups. There is a general lack of understanding of the role and mission of the EDDs. ▪ Although shrinking federal and state financial resources has made it more challenging for the Washington EDDs to enhance and expand their services, the EDDs have struggled to clearly define, communicate and brand their role and mission statewide. ▪ If the Washington EDDs are going to develop their role in economic development regionally and statewide, it will be important for them to reinforce, enhance, or construct a strong commitment from their member local governments. This includes building an understanding among the local governments that the Washington EDDs are entities of local government and therefore owned by the local governments within each designated region. This ownership and accountability strengthens their ability to conduct regional efforts that benefit the local governments within that region and in dealings with state officials.

9. Recommendations and Strategies for Next Steps

The Washington EDDs have tremendous potential, even though the lack of statewide coverage and a dedicated state association staff remain major challenges. Therefore, it would be beneficial for EDD leaders to continue researching national best practices and focus on building more consistent and stronger partnerships with state agencies and with state associations for local government officials and the ports. EDDs also need to explore options for improving and expanding organizational staff capacity and expertise (including through sharing specialized staff among organizations and with strategic partners).

Based on the external and internal interviews, the NADO research team recommends that the Washington EDDs should focus on the three core mission areas of:

1. **Providing the regional leadership and neutral forum for the state and individual regions** to think long-term about their future, including social, community and economic development aspects of regional planning and development.

2. **Providing technical assistance, public administration support and policy and program knowhow** to plan and implement essential steps and investments to advance the vision and strategies of the state and regions.

3. **Serving as problem solvers** by mobilizing and leveraging resources and actions that translate local opportunities and assets into sustainable economic growth and development.

10. Priority Focus Areas for WAEDD

Establish Statewide Coordinator / Organizational Capacity

- ✓ Determine top 3 priorities of the association and focus attention and resources on these issues
- ✓ Approach EDA for additional matching funds to support a full-time or part-time statewide coordinator for WAEDD for up to three years. This person would be tasked with coordinating statewide work products, including a new statewide CEDS focused on regional innovation and implementing the state's economic clusters strategy; developing strategic relationships with federal and state officials on behalf of WAEDD and its membership; pursuing new statewide funding and program opportunities; and coordinating statewide work templates, quality control and shared services. In addition, the statewide coordinator could assist those areas of the state without a designated and/or operational EDD

Branding/ID

- ✓ Develop a clear and concise message (elevator speech) and brand for the state association - "who we are, why we exist and how we add value!"
- ✓ Develop a consolidated matrix of programs, staffing capacity, services, skills and resources. This will enable the group to identify areas of expertise and commonality, target gaps in services and coverage, and market services to federal, state and local partners
- ✓ Develop a simple Web site and marketing brochure, including map and contact information *(including colored, professional version of EDD map with key contact information!)*
- ✓ Use one-page fact sheets to tell the story and impact of EDDs on specific issues, especially jobs!
- ✓ Don't focus on process (we wrote a grant for x!). Tell more human interest stories of how EDDs and your partners impact the lives and hopes of regions/communities/individuals

Professional and Organizational Development

- ✓ Build organizational and professional skills to ensure high quality services and products
- ✓ Develop training and templates for policy board official orientation and continuing education
- ✓ Establish minimum standards for each key staff position with specific opportunities for training
- ✓ Utilize training opportunities available through other national, state and regional organizations
- ✓ Strive to maintain consistent capacity within EDDs across the state, including sharing of professional staff, consultants, work products and other strategic alliances as needed
- ✓ Provide peer assistance and mentoring, including establishing SWAT teams to assist new executive directors, EDDs with staff transitions and other related issues. This is important to build trust and confidence of external partners and build a bond within the state association

Advocacy

- ✓ Build consistent relationships with key federal and state agencies, including appointing a key contact person(s) for each agency. This should include regular monthly contacts with partners
- ✓ Develop a unified message and list of advocacy, program, staffing and funding priorities
- ✓ Identify the "value-added" of the EDDs to state and local officials, especially on federal funding
- ✓ Participate in economic development committees of county, municipal and port associations

11. General Recommendation and Ideas for WAEDD

The recommendations and strategies that follow offer additional ways that the Washington EDDs can play a more relevant role in the economic development structure in the state as well as broaden the scope of offerings to maximize their effectiveness for their local governments, their region and the state. Here are a few suggestions:

- **Quality control teams and process for products and services.** Senior staff representatives of WAEDD members should work together to develop statewide templates and quality standards for each statewide work product, such as EDA CEDS, RLF plans and documents and other related deliverables and products. ***Peer review teams should review, comment and test products for quality standards before submission to federal or state funding agency.***

- **Since many WAEDD members serve more rural-based regions, it may be difficult for each EDD to afford and build the professional staff capacity for each priority issue.** Therefore, WAEDD members should consider using the state association or individual EDDs to hire full-time staff, part-time experts or consultants that would be available to each EDD for special projects, programs and services. For example, it may be unrealistic for each EDD to have a fully staffed GIS department, but it would be beneficial for EDDs without GIS capacity or with limited GIS capacity to contract with EDDs with excess capacity and staff. The same could be applied to RLF/business development finance staff, grant writers, regional and local planners, finance/fiscal officers and other highly skilled staff. *(The goal is to establish statewide capacity and expertise so federal, state and local officials feel comfortable partnering with WAEDD and its members for services without fear of underperformance, statewide inconsistency or poor quality; rather than hire or rely on outside consultants, WAEDD would be helping its members build internal expertise and capacity.)*

- **Appropriate and feasible steps should be taken to engage the EDDs that are currently without an Executive Director and the six (6) counties without an affiliation to an EDD.** Appropriate steps should be taken to contact the Boards of the EDDs that are currently without an Executive Director and/or are dormant. A team consisting of some local elected officials, executive directors and/or senior EDD program staff should contact those inactive districts/areas to offer assistance or help them get up and running again. It should also be an assignment of representatives of the state association to visit and assist those six counties without EDD affiliation to encourage them to join a bordering EDD, identify existing organizations to fill the gaps or in the case of the four northwest counties, even create a new EDD.

- **Sponsor statewide and regional forums—in partnership with state and local agencies, private sector groups and alliances, nonprofits and educational institutions—on the future needs of the state with respect to regional innovation and economic development, including related topics such as business development finance, global trade, export development, transportation, alternative and renewable energy, and workforce development.** WAEDD and its members need to establish and build its reputation and capacity as a forward-thinking, thought-leader for the state. WAEDD should use its convening powers and expertise to bring together public, private, education, philanthropic

and nonprofit sectors to pursue new strategies and pathways for the state – similar to the Prosperity Partnership initiative in the Puget Sound region.

- **Pursue pilot programs that demonstrate capacity and value of EDDs.** Several Washington EDDs are already engaged in innovative and forward-thinking initiatives that could serve as pilots for the rest of the state, especially with value-added agriculture and natural resources.

- **Commit to rebuild partnerships, dialogue and credibility with state and local government officials.** With the message of cost effectiveness, performance-driven results and public entrepreneurship, WAEDD and its members could become reliable and valued partners of the state. HOWEVER, it will require balancing political priorities of the state vs. local governments; statewide peer accountability and participation; long-term dedication and commitment of time, energy and resources; and significant leadership of EDD executive directors and senior staff.

- **Engage new and emerging regional alliances and consortiums of private sector business groups, universities and colleges, nonprofits and other related stakeholders.** It is important that the EDDs provide leadership support for these entities, or at a minimum, be at the table and involved with important statewide and regional organizations as strategic partners.

- **Review bylaws and governance policies for EDD boards** to ensure they provide the flexibility and structure to allow EDDs to attract key regional leaders, including those from outside local government. If EDD bylaws are too rigid and prescriptive, it often results in limiting the creativity, participation and results of the organization. EDDs can still remain local government-based entities, while also attracting and facilitating the active participation of regional leaders from business, education, community and nonprofit sectors.

- **Rebuild partnerships and relationships with statewide associations of county and municipal officials.** If EDDs are truly local government-based, then it is essential for them to have the full buy-in and support of local government associations. If local officials urge and ask federal and state agencies to work through EDDs to serve local communities and governments, it is much easier to grow and expand EDD services and programs.

- **Invite EDD leaders from other states to meet with the Washington EDDs Association about their state associations,** including partnerships and contracts with federal and state agencies, strategies for stronger statewide collaboration, techniques to ensure program and staff consistency and quality, and ideas for raising additional funding for the association.

- **Review and complete, as a statewide group, the NADO Regional Council Self-Assessment Toolkit,** as well as examining other noteworthy national practices.

12. Taking the Next Step: Committing to the State Association

As the state's EDDs move forward with the Washington Economic Development Districts Association, it is essential that the group stayed committed, focused and disciplined. An effective state association often takes more energy, resources and dedication since it will help generate new and expanded programs, resources and responsibilities. Across the U.S., the most viable statewide networks of EDDs operate strong state associations. With the limited financial and staffing resources that most districts have in the state, the development of a more advanced state association will enable the sharing of resources, pursuit of new opportunities and expansion of services and programs statewide. The future enhancement of the Washington EDDs Association would entail:

- Working together and committing to being involved in the state association
- Identifying common assets, programs, services but also for unique talents and skills to share statewide and across multiple regions
- Being cohesive and consistent – speaking as one voice for Washington's EDDs on statewide issues
- Building a pro-active vision for the state and its regions: effectively and efficiently delivering programs or efforts statewide
- Working regionally across boundaries to improve individual communities and the state

Within the association, the EDDs should build social and organizational partnerships, networks and connections with each other:

- Share staff, services and other resources
- Develop similar program management guidelines and procedures, where appropriate
- Develop coordinated strategies for statewide and multi-regional issues and opportunities
- Hold regular strategic planning events with EDD executive directors to develop consensus on specific goals, objectives and mission of WAEDD:
    - Identify purpose of the association
    - Evaluate value of the association
    - Outline ideas for improving (and defining) staffing and financial resources
    - Discuss priority partnerships and goals for each federal and state agency, as well as state associations of county, cities and port officials

13. Considerations for a State Association Structure

Like every EDD or regional development organization, each state association of regional development organizations is different. The State of Washington is no different. Washington's EDDs are different in size geographically, in staffing, in organizational design, and in scope of work. The most obvious commonality is the groups link to the U.S. Department of Commerce's Economic Development Administration's (EDA) Economic Development District program. However, there are many additional shared traits such as commitment to regional economic development planning, focus on building more vibrant and economically competitive regions and links to local governments.

While it will be up to the Washington EDDs to decide the exact structure of what will work best for Washington, this summary provides some ***thinking points*** to consider as the structure is built.

- **Link to Local Government Associations.** Since the WAEDD leadership and membership is currently focused on the professional, paid staff of the EDDs, it is important to develop a more strategic relationship with the owners of the EDDs – primarily local elected government officials. WAEDD should consider opportunities to link up with the state associations for local elected officials – hold state association meetings at Olympia offices of state associations; participate in annual meetings and committees / working groups of state associations; offer to host regional convenings of their members; sponsor regional economic development workshops, webinars and other related events with these groups. In addition, WAEDD should support the policy and advocacy agendas of these associations as appropriate.

- **EDD Peer Council.** This is the strength of the association. The EDD peer council is the 9 executive directors / designated senior staff of the EDDs. It develops and sets the direction for the association.

  It should be worth it to each and every director to make it worth meeting on a monthly basis. During the summer months it might be ok to meet via *Go to Meeting* but serious consideration should be given to meeting in Olympia during the other months. You should have an agenda that consists of visiting officials from Commerce, Workforce and other appropriate state agencies on a regular and consistent basis. It would be appropriate to always invite the executive directors or government relations staff of the city and county associations. The monthly meeting should also include "Directors Only" time to take care of internal business.

- **Standing Committees.** It is important for the State Association to build strong working relationships with key agencies at the state level. EDA's Regional Office in Seattle should be included in this effort. The WEDDs need to identify other key agencies and/or programs and form a standing committee. An Executive Director should chair each standing committee either with a strong interest in the subject area or close ties to agency head.

  Time should be set aside each time during each meeting in Olympia to convene with the agency head and report back to EDD Peer Council. The meetings can serve the purpose of "just checking in" to working on a contract, trying to correct or enhance a contract or

program with that agency. The standing committees should consist of several of the EDD executive directors and/or senior staff.

- **Shared Staff.** As discussed in the work session on August 5, due to limited resources and staffing at this time at EDDs, sharing staff expertise and resources should/will open up statewide opportunities for the EDDs (i.e. Statewide model used by the Missouri Association of Councils of Governments). Continuity, accountability, on-time delivery, and quality of product will open numerous opportunities and enhance the position of EDDs in their own region and statewide.

- **Contracts.** Offer statewide scopes of work to state agencies through contracts and memorandum of understanding. WAEDD should research the models used by state associations in Florida, Kentucky, Missouri and New Mexico for developing statewide contracts to deliver a product instead of multiple different contracts. Developing this method of operation will allow for quality control and ensure that delivery is consistent across the state. Common templates should be developed for each contract so that there is a statewide product that can be molded by each of the regions.

- **Convening Regional Forum/CEDS.** One of the greatest opportunities for the individual EDDs and the State Association is playing the role of regional convener. It is an easy sell once you get local government buy-in. The network of EDDs is the only group that represents every local government within that region and nearly statewide. It is the logical place for leaders to come together to consider the opportunities, challenges, and issues of statewide importance that can best be addressed on a regional basis. With regard to CEDS, there is more and more emphasis from EDA for there to be a statewide CEDs. The ideal place for the development will be through the State Association.

- **A State Association presence in Olympia.** It will be important for the State Association to become part of the community economic development network with the applicable state agencies and related associations. Having a presence in Olympia should be highly considered. It would be prudent to approach either one of the local government associations about the possibility of renting office space and shared staff for the WEDD association.

14. Washington Joint Regional Forum

Once the state association is formed and relationships across the state are developed, consideration should be given to creating a Washington Joint Regional Forum (WJRF). The Forum would be a collaborative effort of the EDD state association and local government associations that would focus on policy, legislative issues and statewide opportunities and challenges that local governments face with respect to regional planning and economic development. The forum would have a board of directors consisting of a mayor or county commissioner representing each of the Washington EDDs.

The purpose of the WJRF is to provide a formal structure for local governments (cities and counties and even ports as appropriate) to consider opportunities, challenges, and issues that are of importance to them and that might be best addressed on a multijurisdictional or regional basis. A third party, Washington's Economic Development Districts and where existent, their parent organizations, act in an advisory and support role for the WJRF.

The WJRF would consist of a chief elected official from a city or county representing each WEDD. Each WEDD would nominate a city and county official for consideration to sit on the WJRF. The executive directors of the municipal and county association would choose one of those officials to represent each of the WEDDs. The other official would serve as alternate member on the WJRF. The WJRF would meet quarterly. The WAEDD consisting of the executive directors of each EDD would meet monthly and act as an advisory council to the WJRF.

In addition to providing a forum for statewide issues effecting local governments that could be best addressed on a regional basis, the WJRF could provide a united voice for local government to approach state government and other public and private sector community economic development entities as a relevant partner on issues, challenges, and opportunities facing the state of Washington.

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AMERICA'S REGIONAL DEVELOPMENT ORGANIZATIONS:
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TO ADVANCE AMERICA'S ECONOMIC COMPETITIVENESS AND QUALITY OF LIFE