Evaluation of EDA's Planning Program:
Economic Development Districts

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A research team at Wayne State University prepared this study. Its findings, conclusions and recommendations are those of the authors and do not necessarily reflect the views or policies of the Economic Development Administration or the U.S. Department of Commerce.

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A Message from EDA Assistant Secretary David A. Sampson

I believe economic development is of critical importance because it supports two important public policy objectives: creating wealth and minimizing poverty. The public sector role is to foster a positive environment where the private sector will risk capital investment to produce goods and services and increase productivity, thereby providing the higher-skill, higher-wage jobs that offer opportunity to all Americans.

Comprehensive market-based local and regional planning is essential to creating a positive environment and fostering successful economic development. Effective planning creates a road map for communities to grow and develop with a focused approach towards creating higher-skill, higher-wage jobs.

For almost 40 years, economic development planning has been the cornerstone of EDA's development programs. During this time, EDA has found that effective economic development planning is accomplished at the local level. EDA is currently involved in and committed to local planning through its Partnership Planning program, which supports 325 multicounty Economic Development Districts and 59 American Indian tribes and Alaska Native villages.

This program supports local planning by encouraging development of a regional comprehensive economic development strategy (CEDS). The CEDS process is designed to guide the economic growth of an area through an inclusive and dynamic process that coordinates the efforts of community organizations, local governments, and private industry concerned with economic development.

While our CEDS process is a prerequisite for EDA infrastructure construction assistance, its greater value to communities is the development of a strategic vision as well as a capacity-building program. Fundamental to the success of the CEDS process is the development of strategies that focus on the community's unique strengths that are market-based and can leverage public, private, and community resources. This holistic-oriented CEDS process can result in a plan that promotes economic development, fosters effective transportation access, protects and enhances the environment, and balances the use of resources.

David A. Sampson

Assistant Secretary
for Economic Development

Contents

Executive Summary vii

1. Introduction 1

2. Overall Methodology 4

3. EDD Characteristics, Structures and Activities 8

Characteristics of Economic Development Districts 8

Characteristics of Comprehensive Economic Development Strategy Committees 9

Characteristics of the EDD Coverage Area 10

Characteristics of Policies 18

Characteristics of the CEDS Documents 22

Correlation Analysis 25

Regional Patterns and Barriers and Facilitators to Success 25

Correlations among CEDS Traits 26

Correlations with Policy Focus 29

4. A Closer Look at EDDs 31

Site Visit Questions 32

Findings 34

Importance of EDD Designation 34

Capacity and Cooperation Activities 34

Technical Assistance Activities 36

Nature and Quality of CEDS 37

Representation and Responsiveness of the CEDS Process 38

The Nature of the CEDS Planning Process 39

How Can the CEDS Process Be Improved? 40

Perceived Effectiveness 41

Other Activities Appropriate for the EDDs 41

Other Important Issues 42

5. Processes and Participation 44

Participation and Familiarity 44

The CEDS Process 45

The Planning Process 47

Evaluation of EDD Activities 51

Participation, Technical Assistance, and Innovation 53

Summary 54

6. Conclusions and Recommendations 55

Overview 55

Strengths and Positive Outcomes 56

Concerns and Barriers 57

Summary and Recommendations 58

Appendices

Appendix I: Maps 65

Appendix II: Survey Instruments 93

Figures

Figure 1: Reported EDD Unemployment 10

Figure 2: Reported EDD Poverty 11

Figure 3: Population Dynamics over the Past 5 Years 12

Figure 4: Economic Experience during the Last 5 Years 13

Figure 5: Economic Experience during the Past Year 13

Figure 6: Economic Projections during the Coming Year 14

Figure 7: Economic Projections of the Next 5 Years 14

Figure 8: EDD Factors That Help Development, by EDA Region 26

Figure 9: EDD Factors That Hinder Development, by EDA Region 26

Tables

Table 1: EDD Funding Trends 1

Table 2: Distribution of First Survey Responses 5

Table 3: Distribution of Factors Facilitating Local Development, by Order of Reference 16

Table 4: Distribution of Factors Restricting Local Development, by Order of Reference 16

Table 5: Distribution of Level of EDD Involvement in Planning Activities 18

Table 6: Factor Loading of Planning Activities on the Principal Components 20

Table 7: Distribution of Policy Focus among EDDs 21

Table 8: The Mix of Policies Employed by EDDs 21

Table 9: Percent Responding Positively Regarding Aspects of the CEDS Process 45

Table 10: Attitudes and Opinions of EDD Staff and CEDS Committee Members on the CEDS Process 48

Table 11: Characteristics of the Planning Process 50

Table 12: Opinions on Technical Assistance Provided by EDDs, by Respondent 52

Table 13: Technical Assistance Most Frequently Provided By Your EDD 62

Table 14: Technical Assistance Requested or Needed for Your Region 63

EVALUATION OF EDA'S PLANNING PROGRAM
EXECUTIVE SUMMARY

Project Background

In August 2000, the Economic Development Administration (EDA) contracted with the Center for Urban Studies at Wayne State University to evaluate EDA's Economic Development District Planning Program, which funds 323 Economic Development Districts (EDDs) to facilitate strategies for economic development in their communities by providing funds for planning and guidelines that help direct the planning process. EDA requires the development and maintenance of the Comprehensive Economic Development Strategy (CEDS) process by EDDs. This process includes coordinating local and regional plans, identifying and attracting sources of funding for economic development, developing specific projects, and providing technical assistance to local efforts. The CEDS strategy should guide, coordinate, and focus local actors as they pursue economic development. Done properly, the CEDS process will produce realistic plans that respond to local needs and focus technical assistance efforts. Effectively implemented strategies lead to economic development and improved development capacity, thus supporting the sustainability of regional economic development.

This analysis of the EDD experience with the CEDS process puts into perspective the overall impact of the EDA program, highlights the commonalities and differences among the various EDDs and between the regions, and reflects on the EDDs' relationship with EDA. Furthermore, it assesses whether the EDA program promotes regional cooperation towards making an impact on the economic development goals of the community.

Several observations about the program stand out:

1. The EDD CEDS process provides the critical backbone for economic development planning at the regional level. Most EDD planning processes appear strong. EDD leadership is very experienced and highly educated. EDD activities are both effective and essential to local development. EDD staff and CEDS committee members are very positive in their assessments of efforts to increase regional economic development capacity and regional cooperation.

2. There is no significant regional variation in the quality or currency of the CEDS documents. Overall, they appear to be high-quality planning documents, reflecting the dedication of both the CEDS committee members to craft a strong statement about the region and the professionalism of the EDD staff in support of that effort.

3. There is a need for greater feedback from the EDA regional offices. This includes both critical comments designed to improve EDD activities, and positive comments to recognize innovative and successful projects or programs.

4. EDDs very effectively use the EDA funding they receive. They have a strong ability to use that funding to leverage funding from other sources to pursue development activities. However, the research identified a number of areas—such as increasing awareness of the role and achievements of the EDDs/CEDS, or increasing the scope of the CEDS process to engage in a more exhaustive projection of future trends—that cannot be effectively addressed at the current funding level.

5. There is a strong emphasis on capacity building. These activities appear to be extensive and creative, and are well received by constituents within the EDD region.

6. Most EDDs are part of a larger organization. This permits both the integration of the CEDS with other forms of regional planning (for example, transportation, housing, or aging) and the leveraging of EDA support dollars.

7. The EDD designation alone appears to have significant value providing political stature and visibility, increasing EDD ability to facilitate cooperation and leverage other funding sources.

Major Findings

- Disjuncture between Goals and Projects

  Analysis of the CEDS documents, survey responses, and site visits indicated that there is some disjuncture between goals and needs identified in the planning process and the projects actually implemented. At times, projects appear to be driven by funding availability rather than the planning process per se.

RECOMMENDATION: Policies should address weaknesses identified in the CEDS documents, particularly poverty alleviation. EDDs should be evaluated on correspondence between goals, needs, and projects. Projects that meet needs but are not fundable by EDA should be assessed for other funding.

- The Planning Process

  EDD staff and CEDS committee members have different views about the nature of the planning process and the balance between staff direction and community input that may create a conflict in expectations about the process. Site visits and surveys indicate that the annual updates are not fully utilized as opportunities to reassess or fine-tune the planning process. For some EDDs the CEDS process is more of an incremental, rhetorical exercise.

RECOMMENDATION: EDA regional offices need to reward and acknowledge high-quality CEDS and CEDS processes, and EDDs with model processes need to be highlighted for emulation. EDD staff must be cautious about the extent they try to direct the planning process.

- Lack of Awareness of EDD Activities

  Stakeholders not involved in the CEDS process are unaware of the process and the activities of the EDD. Actors that are aware of and involved in the process are much more positive about the activities and the effectiveness of the EDD. To be effective in building broader coalitions, the activities of the EDD must be recognized and acknowledged in the region.

RECOMMENDATION: Additional financial support for, and increased efforts, need to be directed toward "marketing" the activities and the achievements of the EDD.

Overall Observations

- The leadership of the EDDs is very experienced and highly educated. Furthermore, there appears to be a positive correlation between tenure and education of EDD personnel and the extent of policy activity. The educational backgrounds of the majority of EDD executives are in planning, public policy, economic development, and business.
- There are moderate levels of unemployment and poverty within most EDDs, with poverty being a slightly more significant problem. Generally economic growth has been reported to be about 5 percent per annum. However, most EDDs are very diverse and contain pockets of high unemployment and poverty. Population increase appears to be a larger concern across the majority of EDDs than population loss.
- The local political environment and the nature of the local factors of production are more important facilitators and/or barriers to the success of EDD efforts.
- Funding appears to be a necessary condition for success. However, funding alone does not guarantee success. Average EDA funding per EDD has declined substantially over the life of the program.
- The policy focus of most EDDs is on technical assistance, economic development, and planning. There is very little regional variation in the level of effort in these areas. For other policy areas—planning for the aged, housing, transportation, land use planning, work force development, and natural resource planning—there is greater regional variation in the extent and intensity of effort in policy emphasis.
- According to CEDS documents, the five greatest strengths of EDD areas are quality of life, energy availability and cost, business costs, public services, and land cost and availability. The five most important weaknesses identified in the CEDS are low wage structure; cost, availability, and quality of housing; quality of the work force; public services; and transportation. Often in such assessments, the same factor—in this case public services—can be both a strength and a weakness.
- Most EDDs would like to increase future activities in social services (housing, health, and public safety) and technical capacity (high-tech services, grant writing, and market analysis).
- Concerns about whether the CEDS committees are fully representative of the larger EDD region were raised consistently throughout the evaluation. CEDS documents, site visit interviews, and surveys of CEDS committee members and community stakeholders all indicate a representation deficiency. Government officials and business representatives are overrepresented and community stakeholders, women, minorities, and social service groups are underrepresented. However, the level of representation on the CEDS committees tries to reflect the population distribution in the region. Furthermore, the composition of these committees must meet the legal requirements as set forth in statutes governing representation and distribution of various constituents in the EDD.

The analysis proceeded in three phases: an initial survey of all EDDs to gather baseline data and request their CEDS documents; site visits before and after the initial survey to establish a context for the information gathered in the initial survey and to gain an appreciation of regional and other variations among the EDDs; and finally a survey of a sample of EDDs gathering detailed information from staff, CEDS committee members, and local stakeholders on the planning process and its outcome.

1. INTRODUCTION

The Economic Development Administration (EDA) operates a number of grant programs in pursuit of its mission to generate and retain jobs and stimulate economic growth in distressed areas. To obtain funding from many of EDA's programs, the Public Works Program, for example, or to attain federal designation as an Economic Development District (EDD), applicants are required to have and maintain a Comprehensive Economic Development Strategy or CEDS (formerly know as an Overall Economic Development Program or OEDP). EDA's EDD Planning Program funds 323 EDDs to facilitate strategies for economic development in their communities by providing funds for planning and guidelines that help direct the planning process. Such planning requirements have been in place since EDA's birth in 1965. This process includes coordinating local and regional plans, identifying and attracting sources of funding for economic development, developing specific projects, and providing technical assistance to local efforts. The CEDS strategy should guide, coordinate, and focus local actors as they pursue economic development. Done properly, the CEDS process will produce realistic plans that respond to local needs and focus technical assistance efforts. Effectively implemented strategies lead to economic development and improved development capacity, thus supporting the sustainability of regional economic development.

EDA funds allocated to the CEDS process have remained relatively static since 1967 and provide only a small portion of total funding required by most EDDs (see Table 1). EDA's funds are targeted toward EDD activity to prepare and update the CEDS, hold planning meetings, design and develop projects, and provide technical assistance to their local governments. As the number of EDDs have increased over time, average grants, in constant dollars, have declined substantially.

Table 1
EDD Funding Trends
(Constant 2001 Dollars)

Fiscal Year	Numbers of EDDs	Average EDD Grant
1967	95	$157,341
1977	200	$147,112
1987	286	$88,904
1997	319	$61,492
2001	325	$56,508

The specific outcome of the CEDS process is to "help create jobs, foster more stable and diversified economies, and improve living conditions. It provides a mechanism for coordinating the efforts of individuals, organizations, local governments, and private industry concerned with economic development."[1] The CEDS process includes assessing local and regional strengths and weaknesses, assessing development needs, identifying and attracting sources of funding for economic development, developing specific projects, and providing technical assistance to local efforts. The CEDS document must be updated or revised every five years (or sooner if EDA or the planning organization itself deems necessary) and annual reports on the "progress achieved on economic

[1] Economic Development Administration (2000). *Comprehensive Economic Development Strategy Guidelines.* Washington, DC: U.S. Department of Commerce.

development activities" are required. Specifically, the CEDS should include the following components:

- Analysis of economic and community development problems and opportunities;
- Background and history of economic development in the EDD area;
- Discussion of the level of community participation in planning efforts;
- Goals and objectives that correspond to the problems and opportunities previously identified;
- Action plan to achieve goals and objectives that includes the identification of suggested projects; and,
- Performance measures to evaluate goal attainment.

Thus, the CEDS should guide, coordinate, and focus local actors as they pursue economic development. Done properly as outlined in the EDA *Guidelines*, the CEDS process should "lead to the formulation and implementation of a program that creates jobs, raises income levels, diversifies the economy, and improves the quality of life, while protecting the environment." These are lofty goals, given the funding received by the average EDD; however, one of the intents of the CEDS process is to develop cooperative relationships and organizational capacity that will lead to other funding opportunities. The evaluation presented here was designed to assess the EDD planning process and the resultant CEDS. While EDA also funds planning for tribal organizations, and supports university centers and trade adjustment assistance centers, this evaluation focuses on planning processes in Economic Development Districts only.

A number of key variables influence the success of this program. These include other sources of support for the process, the support of key actors in the regional economy, the qualifications of the planner(s), and local economic conditions. EDDs also seek other kinds of support for planning and economic development activities. Planning processes that rely upon the participation of stakeholders, as does the CEDS process, need to include the locally influential participants. In addition, a stakeholder-based process must rely heavily upon a planner/facilitator who can work with stakeholders, elicit their best contributions, and combine these into an effective strategy. Finally, the success or failure of a plan will often depend upon the local economic conditions and whether resources are available to implement the plan.

This analysis of the EDD experience with the CEDS process puts into perspective the overall impact of the EDA program, highlights the commonalities and differences among the various EDDs and between the regions, and reflects on the way the EDDs experience their relationship with EDA. Furthermore, it assesses whether the EDA program promotes regional cooperation towards making an impact on the economic development goals of the community.

The remainder of the report outlines the methods used to collect data and provides an analysis of those data. Data collection proceeded in three phases: an initial survey of all EDDs to gather baseline data and request their CEDS document; site visits before and after the initial survey to establish a context for the information gathered in the initial survey and to gain an appreciation of regional and other variations among the EDDs; and finally a survey of selected EDDs gathering detailed information from staff, CEDS committee members and local stakeholders on the planning

process and its outcome. The data were collected and most of the analysis conducted by October 2001. This report concludes with an overall assessment of EDA's EDD Planning Program, and provides some recommendations for improving the program.

2. OVERALL METHODOLOGY

The data used to evaluate the EDA program were gathered in several progressive stages. We first conducted several site visits to EDDs to understand how they functioned and to provide the necessary background for the development of a general survey of all of the EDDs. Then, an instrument was created (with input from key stakeholders and agency staff) and sent to each EDD (see Appendix II). Additional site visits were undertaken to gain a stronger understanding of issues of process and to appreciate the variations—geographic, economic, and social—among the various EDDs across regions. Finally, a second survey was sent to a selection of EDDs (from those responding to the first survey) to gather more information from EDD staff, CEDS committee members, and community stakeholders.

First Survey: General EDD Information

Surveys were sent in November 2000 to the directors of all EDD offices. Overall, 207 of 323 EDDs responded to the survey, for a response rate of 64 percent. This is a very high rate of response for mailed surveys and, based on expectations that there is relative consistency among EDDs, the large sample has a margin of error of ± 3.9 percent at the 95 percent confidence level. This means that measures derived from the responses of the sampled EDDs should vary from the true population parameters by less than 4 percent in 95 percent of such samples, a reliable representation of the population as a whole.[2] Several methods were used to ensure the highest response rate possible. All nonresponding EDDs were contacted by phone and sent second surveys if necessary. Further, in early 2001, EDA's regional directors were asked to contact the nonresponding EDDs in their regions and urge them to answer the survey.

As expected, the resulting sample also appears to be quite representative of the six EDA regions. The regional composition of the sample in comparison with the population of EDDs is shown in Table 2. As the data indicate, regional representation of the sample is quite close to that of the population with only Seattle EDDs appreciably overrepresented and Austin EDDs underrepresented.

[2] As in all data gathering, there is a problem regarding missing information and possible response bias. In this case, the issue relates to whether or not "less successful" EDDs systematically failed to respond thereby skewing our results. While this is a potential problem, responses geographically, by population, and other measures leads us to assume the risk of such a bias remains small and the conclusions we draw are supported by the data.

Region	Population Distribution (%)	Sample Distribution (%)
Atlanta	26	25
Denver	18	20
Seattle	10	16
Chicago	15	15
Philadelphia	15	14
Austin	15	10

Table 2
Distribution of First Survey Responses

The survey response and CEDS documents provided us with the basis for developing an interview schedule for additional site visits. Four sites were identified in order to gather additional information and to ensure that at least one EDD in each of the six EDA regions was represented. These site visits enabled us to better understand the processes and relationships within the EDD that allow them to carry out their functions. They also provided the information that permitted a better analysis of the initial survey data.

Second Survey: Process Inquiry

Once the surveys were analyzed and site visits evaluated, a final survey instrument (see Appendix II) was developed to accomplish several goals. First, it explored issues of planning style, regional cooperation, and an overall assessment of the CEDS process. Second, it was sent to both EDD staff members and CEDS committee members (the first survey was answered by EDD staff only) to capture the different perspectives of those inside and outside the process, and to evaluate whether or not the EDD was responsive to needs and demands of its constituency. Finally, it also surveyed key stakeholders, like government officials or business leaders not involved in the CEDS process, to try to understand how truly representative the EDD was of the community at large. In order to ensure comparability, and to prevent the need to once again ask for basic data, only EDDs responding to the first survey were eligible for selection in the second survey.

The second survey was sent to 60 EDDs, using the information gathered in the first survey and the site visits, to gain a better understanding of planning scope and participation, and to gain an assessment of process and program effectiveness. As stated above, questions were asked of three different sets of stakeholders: EDD staff, CEDS board members, and external community representatives (see the appendices for the survey instruments and a map indicating the location of the EDDs surveyed). While the purpose of the first survey was to obtain a descriptive portrait of the EDDs, this second survey was more evaluative. The survey sought to give stakeholders the opportunity to portray the processes and activities of the EDDs, but more importantly, it sought their evaluations and assessments of the EDDs in comparison to those of EDD staff.

Three slightly different versions of the second survey were used because of the varying perspectives of the three groups. In general, the items included some qualifying questions, items about meeting attendance, reasons for missing meetings, a series of items about the CEDS process, a series of items about the nature of planning in the CEDS committee, items about the provision of

technical assistance, measures of the effectiveness of the EDD, and demographic items. Stakeholders who did not participate in the CEDS sessions were not asked about that the details of the process. Staff members were not asked items that involved their own performance.

The EDDs surveyed were selected by applying several constraints; the first among them was that the EDD selected would have had to respond to the first survey. We briefly considered randomly selecting from among all EDDs but decided there would be inadequate controls on subsequent information, or alternatively the instrument would have to been too long because of the need for complete background information about the EDD and its activities. By selecting from respondents to the initial survey, we would have a common set of information to guide the subsequent selection process and to inform the analysis of the data. The other constraint was that all regions were to be equally represented; consequently we selected 10 EDDs from each region.

After reviewing the CEDS documents, the results from the first survey, and our field notes from site visits, several defining criteria stood out. First, since most EDDs were part of some larger planning or coordinating organization, we considered the size of the EDD budget relative to the overall organizational budget.[3] A simple distribution led us to create a four-level filter based on whether the relative EDD budget was

- less than 1 percent of the larger budget,
- between 1 and 20 percent,
- between 20 and 99 percent, or
- 100 percent of the budget.

Second, we created a composite measure reflecting strong policy activity in various areas as indicated by EDD staff in the first survey. Based on the responses to 17 program initiatives, we were able to identify four policy areas: business and work force; social services, economic activities; and natural resources. Each of the responses within the four policy areas was summed (responses were 0 for not utilized to 4 very utilized), and an EDD was considered to score "high" on a particular policy area when all activity category responses were 3 or 4, with the exception of the "economic activities" set since 50 percent of the EDDs scored 4 on all 5 of its measures.[4]

Ten surveys were sent out to each of the selected EDDs: two to EDD staff, six to members of the CEDS committee, and two to key stakeholders not on the CEDS list. Of the two staff surveys one was to be completed by the executive director and the other by the staff person who is most knowledgeable of the CEDS process and the operations of the EDD. We received responses from at least one of the two staff requests from all but 5 of the 60 EDDs. Follow-up attempts to increase responses included both phone calls and e-mails. A total of 89 out of 120 staff surveys were filled out and returned, representing 55 of the 60 EDDs surveyed.

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[3] The budget shares, as well as the subsequent factor identification, were based on 182 completed surveys at the time a decision had to be made regarding a selection criteria. The subsequent analysis, using the full data set, is reflected in the body of this report. Note that budget shares change annually as organizational budgets fluctuate.

[4] We created six sectors (one for each region) within each there are five columns reflecting the five levels of policy activity and four rows corresponding to budget ratio. All EDDs were allocated to one of the cells, and 10 EDDs from each quadrant were selected to receive the surveys.

A total of 312 surveys were sent to CEDS committee members, in the remaining cases we were not able to get current or accurate mailing addresses (either there was no CEDS document on file or the EDD failed to respond after several requests for mailing addresses; 52 of the 60 EDDs complied)[5]. A representative group of six committee members[6] out of the total were selected by the research team for each of the 52 EDDs. Follow-up attempts were made via telephone calls to all CEDS committee members that had not returned their survey—each committee member was called at least twice. A total of 105 responses out of the total 312 mailed to committee members were received, representing 49 EDDs. Finally, 120 community stakeholder surveys were sent to members of the local chamber of commerce and the mayor of a city within the EDD (or some other appropriate public official we could identify). We received 28 returned surveys from non-CEDS stakeholders; follow-up attempts to nonrespondents were unsuccessful in increasing the response rates—the most common nonresponse reason was that the person had no knowledge about the activities of the EDDs beyond the projects implemented.

The data collected were from all but three of the EDDs selected for the second survey. They represented every region and all constituents, and provide a representative sample of all EDDs in this study. Problems getting accurate and complete addresses for the CEDS committee members, and at times getting current lists of those serving on the CEDS committee, prevented us from sending questionnaires to the members of CEDS committees in eight of the EDDs. However, the pattern of missing addresses was random and does not indicate a bias in the responses. The low response rate of the non-CEDS stakeholders was to be expected. These were sent to individuals who might arguably have more detailed knowledge of the planning and development initiatives of the EDDs. Specifically, as elected officials or members of local chambers of commerce within the district, they would have "external" comments on the process. Though there was a relatively low response rate (about 23 percent), the data were mainly meant to provide a context for such items as whether there were unrepresented groups or stakeholders in the district, or whether the activities of the EDD were widely known.

This report's appendices provide maps presenting the geographic spread of the key measures discussed throughout the report and the survey questionnaires.

[5] We did not consider replacement with other EDDs since all 60 were randomly selected, because in all but 5 of the EDDs one or both of the staff filled out the survey, and failure to provide complete information constituted information for this evaluation.

[6] In almost every case we chose at least one name not provided us by the EDD in their response to the first survey.

3. EDD CHARACTERISTICS, STRUCTURE, AND ACTIVITIES

Characteristics of Economic Development Districts

At the outset, it is useful to note the roles of the various officials responding to the initial EDD survey. The majority of respondents to the first survey were the director or deputy director of the EDD or the larger organization of which it is a part (61 percent). The remaining responses came from the economic development director or specialist (19 percent), a planner (14 percent), some other special services manager (4 percent), and "other" (2 percent). Respondents have typically been involved with EDD and EDA programs for a number of years. The average length of tenure in any EDD program is 14 years, ranging from 0 to 47 years. On the whole, the respondents are an experienced group and are very knowledgeable about their programs. Further, respondents tend to be very well educated; many have a master's degree (42 percent), 25 percent had some graduate work, and 26 percent have a bachelor's degree. Thus, 67 percent have some graduate work and 93 percent have at least a bachelor's degree. The undergraduate degrees of the respondents are most often in business or finance (35 percent), planning (19 percent), public administration/ political science (17 percent), or some other type of liberal arts (12 percent). The graduate degrees are most commonly in planning (39 percent), public policy or economic development (30 percent), and business (20 percent). Thus, while a third of organizational respondents have business undergraduate degrees, most focused on planning and policy in graduate training.[7]

Prior to their current positions with the EDD, respondents were most likely to have come from a planning background (22 percent). Next-most tend to have been drawn from the private sector (16 percent) or were in economic development elsewhere (14 percent). Fifteen percent of the respondents have always been employed with the EDD. Finally, 26 percent were in a former position indicated as "other." Most commonly mentioned were other public service positions such as a city or town administrator or department head within a unit of government. Thus, the EDD director or deputy directors tend to have a relatively long tenure with the EDD and before that was in some other sort of public-sector position.

The majority of responding EDDs (60 percent) are part of a larger organization, such as a council of governments or some other regional planning body. Forty percent indicated that they are "free standing" and not part of a larger organization, but this finding should be taken with caution. Among this group, most of the EDD names suggested that the EDD was not freestanding. In other words, the names of the organizations spoke of regional planning organizations, councils of governments, county bodies, and so on. To test for accuracy, phone calls were made to all EDDs in EDA's Chicago region that had said they were freestanding. None were found to be totally separate from some other organization. Thus, it appears that while respondents may have been indicating that the EDD had a great deal of operational independence, few are actually not affiliated with some larger regional organization.

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[7] The profile of respondents to the second survey is similar to that of the first. Responding EDD staff, CEDS committee, and non-CEDS stakeholders tend to be male, Caucasian, well educated, and have been in their current positions for a relatively long period of time. Community stakeholders tend to be more racially diverse and slightly less well educated.

The structure and scale of, and the geographic area covered by, the EDD are as much a function of state and local governing laws as they are reflections of federal enabling legislation. Variation among EDDs in size and the degree to which they can be part of other organizations may well be limited by such legislation. That said, most of the EDDs appear to part of a stable, long-standing organization and have a long history of EDA funding. The organizations of which the affiliated EDDs are a part have been in existence for an average of 47 years. The EDDs have been receiving EDA funding for an average of 23 years; ranging from 4 to 37 years. Over the past five years, overall organizational and EDD budgets have increased, with the EDD allocation increasing much more quickly. For the EDDs alone, annual reported budgets have grown from an average of $440,340 to $1,014,773 over the past five years. For the larger organizations, they have increased on average from $2,626,296 to $3,272,969. Since the funding level from EDA has been stable over the past five years, this increase in funding indicates a substantial ability of the EDDs to obtain other funds to support their activities. Indeed, they would appear to improve this ability at a faster rate than the larger regional organizations of which they often are a part.

Freestanding EDDs appear to have more staff working on what the respondent defines as economic development than those that are part of a larger organization. Their average full-time employment is 12, with 8 part-timers. Of these, on average, 2 work full time on economic development and another 3 part-time. If the EDD is part of a larger, organization an average of 4 staff work exclusively for the EDD full time and 3 more are part time. Thus, it can be concluded that, on average, about 3 staff members across the different types of EDDs devote their full-time efforts to economic development activities specifically. Site visits to EDDs confirm this conclusion.

Characteristics of Comprehensive Economic Development Strategy Committees

Along with the completed survey, the EDDs were asked to provide information about the composition of their CEDS committee or to be sure that it was included in the CEDS document that was also requested. This information would allow an assessment of the composition of the CEDS committee with respect to diversity (gender and race) and organizational affiliation of members.[8] Overall, CEDS committees are overwhelmingly male—the mean percentage of males on the committees is 77 percent. Most members are also Caucasian; the mean percentage of committee members that are nonminority is 81 percent. As for organization affiliation, CEDS committee members are most likely to represent: counties (29 percent), other units of government (26 percent), and business interests (19 percent). Another way of understanding the makeup of CEDS committees is to examine the percentage of committees that are significantly overrepresented by each type of representative (over 50 percent). For example, 11 percent of the CEDS committees have more than 50 percent of business members. On the other hand, only 1 percent of all committees are composed primarily of community representatives. The largest portion of CEDS committees (22 percent) is composed mainly of county officials. Four percent have majority representation of economic development officials and 18 percent are composed of officials representing other units of government.

[8] As noted earlier, each committee or governing board for the CEDS process must comply with legislation that spells out the minimum composition of members according to public and private sector employment as well as requirements that the membership reflect the local constituents. All committee membership is subject to review by the EDA to ensure compliance.

There are no CEDS committees composed of at least 50 percent professional, educational, or diversity members. Of greater concern, 62 percent of the CEDS committees have no community members at all, 72 percent have no diversity members, 60 percent have no educational members, 67 percent have no economic development members, and 75 percent have no member from the professions.

From these data, it appears that the EDDs have not been completely successful in ensuring that their CEDS committees are fully representative of their communities. Business and government interests are well represented; community and diversity interests are much less so. From the site visits, it was clear that EDD officials are well aware of the need and desirability of attaining broader representation on their CEDS committees. However, some significant constraints were noted—most prominently some areas do not have a high composition of minority residents. In these cases, it is particularly difficult to get minority members because candidates have many other board assignments. It was also noted that in many cases local constituency groups pick board members to represent them and that EDD officials have little control over the characteristics of these representatives. Hence, EDD officials appear to be aware of and concerned about diversity issues, but have not overcome challenges to increasing diversity on their CEDS committees. While officials noted barriers to increasing representation of racial minorities, no concerns were posed about the low levels of female or community (that is, nonbusiness) representation.

Characteristics of the EDD Coverage Areas

To provide a sense of the District's underlying conditions, the survey asked EDD respondents to describe the extent to which unemployment, poverty, and population growth or decline were present in their districts. Most of the responding EDDs have moderate (42 percent), or low (36 percent) levels of unemployment. Only 21 percent indicate high levels of unemployment (see Figure 1). Still, unemployment is seen as the most significant problem that EDD activities need to address. Sixty-seven percent of respondents indicated in response to the survey that the level of unemployment is an important consideration in making economic development policy; for another 30 percent it has been a moderate consideration (not shown).

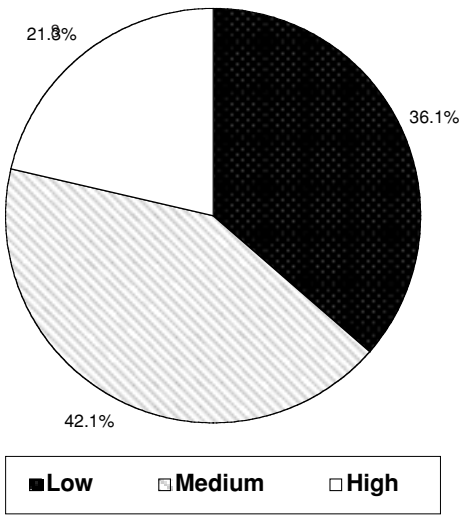


Figure 1
Reported EDD Unemployment

Poverty appears to be a larger challenge; 58 percent of the EDDs have moderate and 32 percent have high levels of poverty. Only 9 percent of respondents said that their EDD had low poverty (see figure 2). However, 56 percent indicated that poverty levels were a very important consideration in making economic development policy decisions, a slightly lower percentage than for unemployment. Another 40 percent said that poverty has been a moderate consideration.

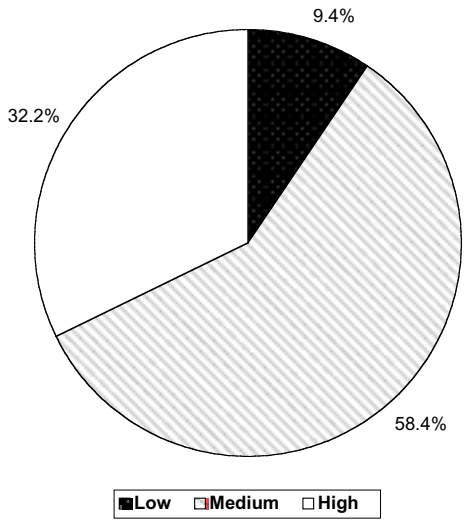
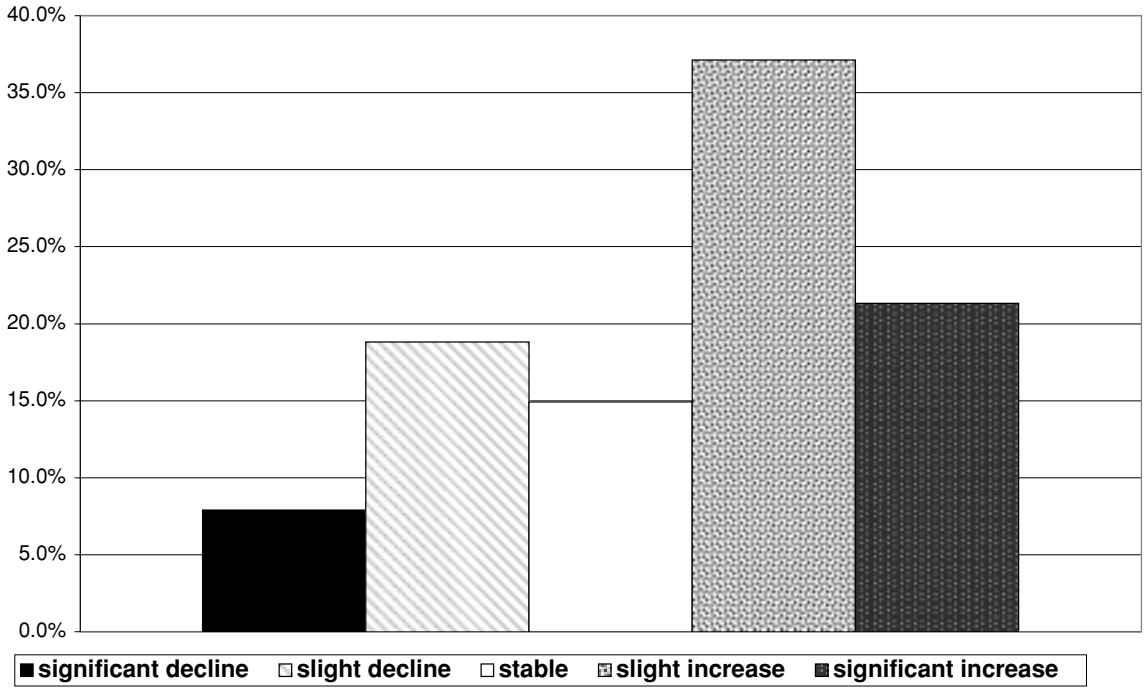


Figure 2
Reported EDD Poverty

It should be noted, however, that each EDD has varied economic conditions, so while most do not have high unemployment and experience only moderate levels of poverty, many tend to have pockets or areas where these pose significant challenges. Site visits to several EDDs bear out this conclusion. Economic conditions within single EDDs ranged from very high income and employment to pockets of severe poverty. The survey responses indicate that 88 percent of EDDs have some areas with high unemployment and/or high poverty levels. It is clear that one cannot think about a uniform EDD area within which there are similar needs and conditions. Most have a range of distress levels and growth rates, and so must deal with a complex development landscape.

Population growth has been more of a challenge than population loss for most of the EDDs. Thirty-seven percent have experienced a slight increase in population and 21 percent a significant increase; 15 percent have had a stable population. Alternatively, nineteen percent have had a slight population decline and only 8 percent experienced significant decline (see figure 3). EDDs reported in the surveys that population changes (growth or loss) are not regarded to be quite as important as unemployment, but are similar to poverty, when making economic development decisions; 56 percent of respondents say population change is very important in defining policy directions and 36 percent say it is somewhat important. Thus, population matters and can drive program choices.

Figure 3
Population Dynamics over the Past 5 Years



The overall economy of the average EDD appears to be stable or growing both over five years (approximately 1995-2000) and projected into the near future. Sixty-eight percent of respondents project at least a 5 percent growth rate in the next five years. The weakest economic growth reports related to the past year (1999); 41 percent indicated a stable economy and 43 percent indicated at least 5 percent growth. On average, for a ten-year period from 1995 to 2005, about 54 percent indicated at least a 5 percent growth rate in the area economy. Just over 24 percent indicated a corresponding decline in the economy. Thus, while each area has significant pockets of poverty and unemployment, as a whole, the local economies have been growing at least somewhat (see figures 4–7).

Figure 4
Economic Experience during the Last 5 Years

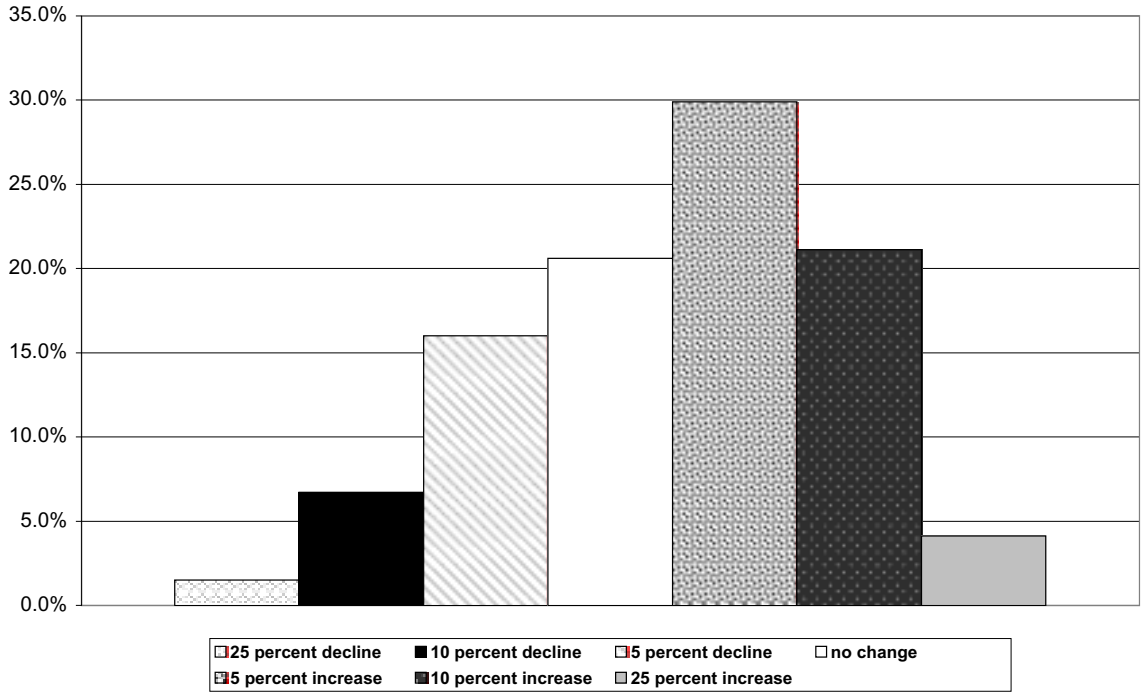


Figure 5
Economic Experience during the Past Year

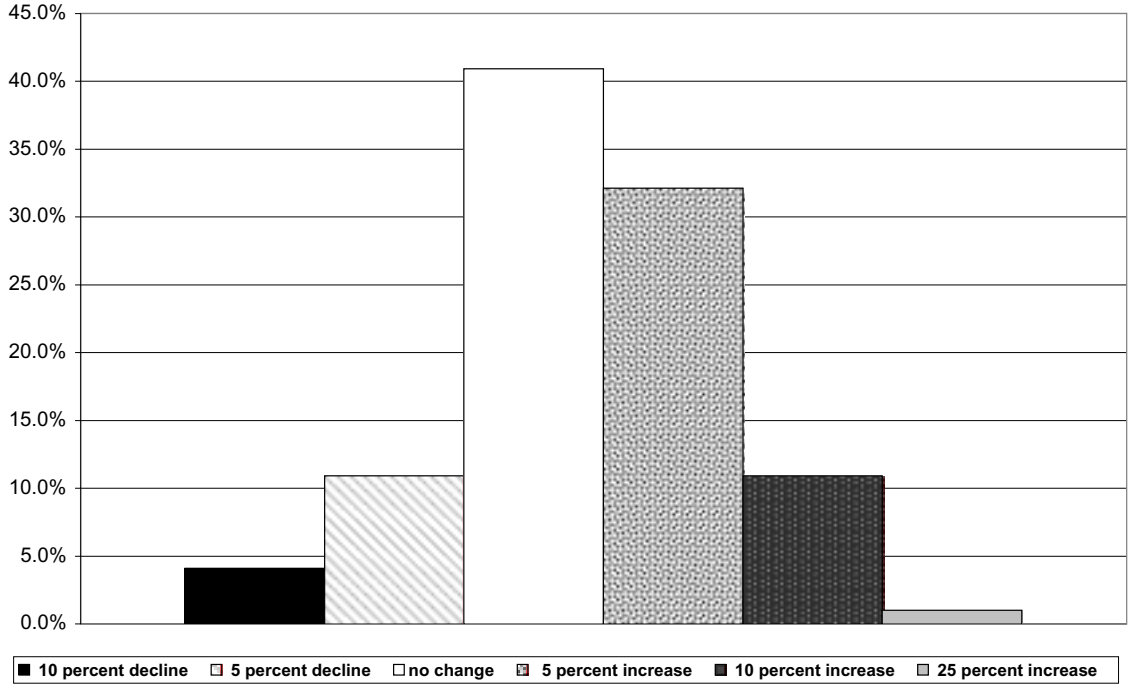


Figure 6
Economic Projections during the Coming Year

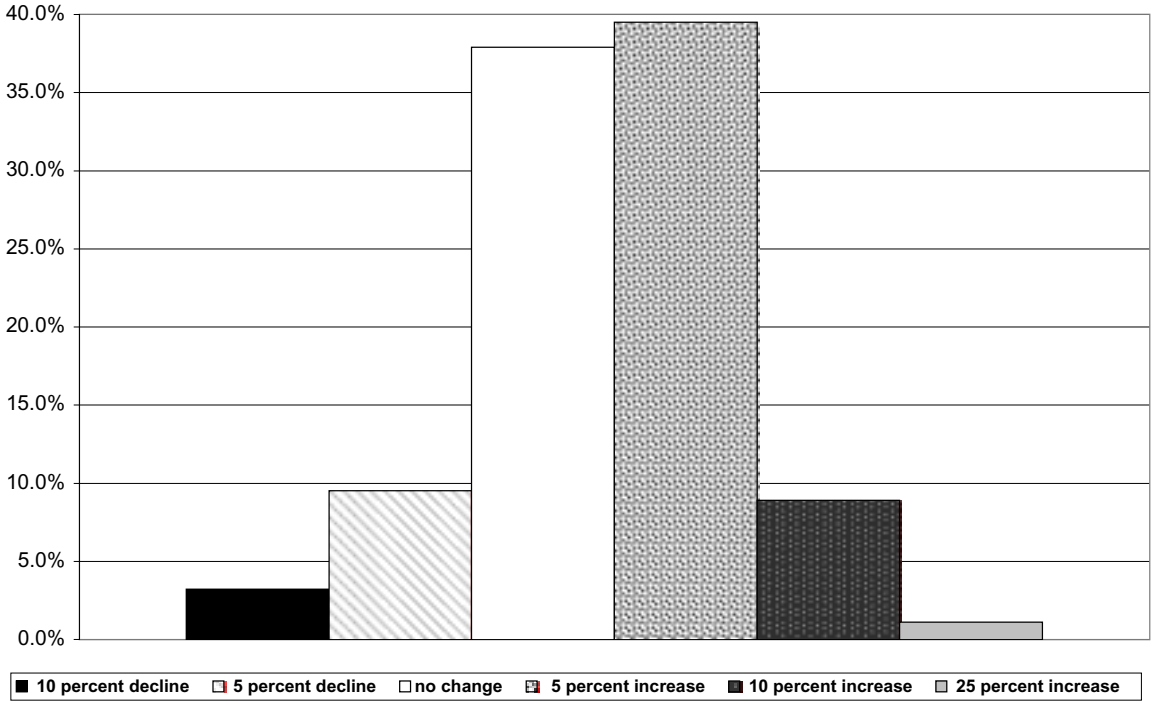
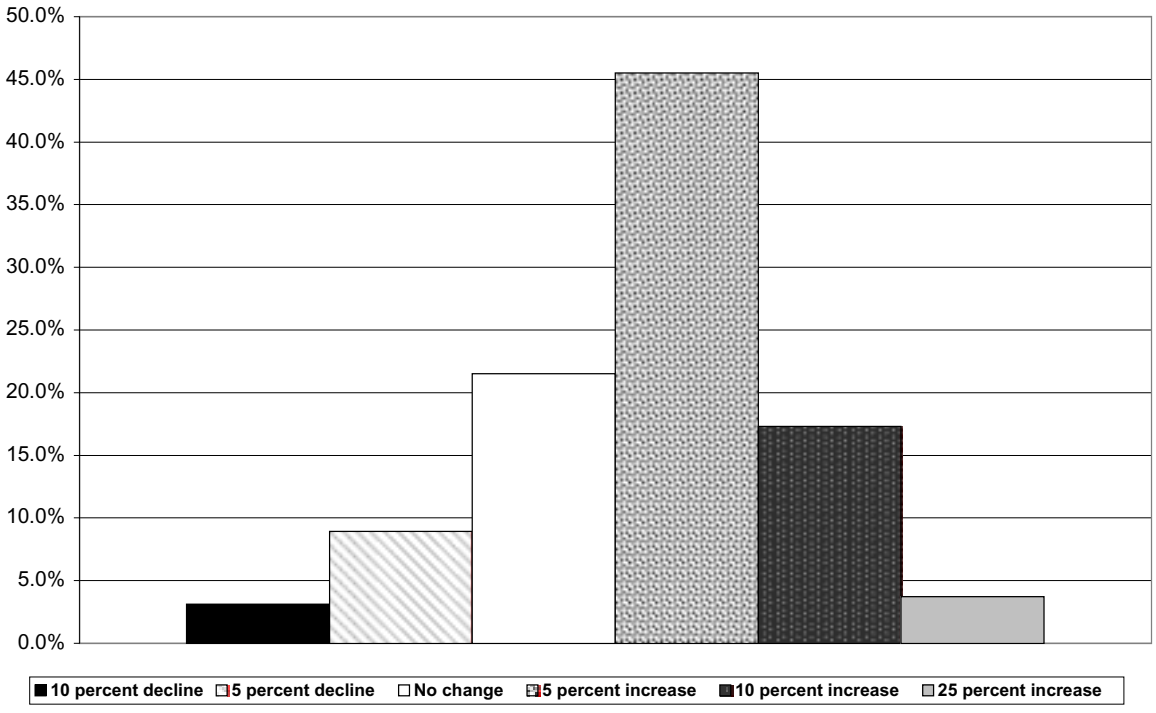


Figure 7
Economic Projections of the Next 5 Years



EDD respondents were asked to identify the three most important things that facilitated their economic development efforts and the three biggest challenges. Respondents were able to list facilitators and barriers in an open-ended response so that they would have the freedom to identify their own particular local issues without prompting from the survey. There was a surprising consistency among respondents with regard to both positive and negative factors affecting economic development efforts. Negative attributes generally took one of the following forms (this is a generalized list combining similar language into generic statements):

- Not enough EDA money
- Not enough local/state/federal money
- Inadequate factors of production (land, capital, workers)
- Poor educational attainment or work force training
- Bad transportation, infrastructure, or level of technology
- Too few staff or high staff turnover
- Lack of political coordination, political infighting, or duplication of services
- Weak local leadership or indecision on goals
- Bad or unclear perceptions of programs or the role of the EDD
- Bad federal legislation or guidelines
- Bad state laws or priorities

The positive characteristics identified as promoting local development (again, combining similar language into representative responses) are surprisingly similar. They included, in one manner or another, the following:

- EDA money, the EDD designation, EDA staff support, or the CEDS process
- Good EDD staff or CEDS board
- Regional cooperation among governments
- Good coordination with other groups
- Other state and/or federal money
- Past successes, positive history, credibility, a good track record
- Well-run programs
- Good factors of production
- Good infrastructure and/or technology base
- Strong local leadership, good citizen input, realistic local goals
- Adequately trained or educated work force
- Low levels of economic distress

These responses were further aggregated into four general categories: (1) political environment (including cooperation in the region, coordination among groups, good local leaders), (2) factors of production (location, land, climate, natural resources, housing, quality of life, infrastructure, work force quality, education), (3) financial resources (EDA and other governmental support), and (4) internal organizational characteristics (quality staff, low turnover, good track record).

"Facilitators" most likely to be identified by EDD staff first, second, or third, and the distribution of the responses, are noted in Table 3. Most likely to be mentioned first or second as the characteristic that facilitated their economic development efforts was a good political environment. Good factors of production were most likely to be identified third. Financial resources were also frequently mentioned as a facilitator but did not appear to be as important as the political climate or factors of production. There were fewer mentions of facilitators internal to the EDD such as good staff, track record, and program success.

	% Distribution of Facilitators		
Responses	**1st Choice**	**2nd Choice**	**3rd Choice**
Good political environment	35	34	31
Good factors of production	25	33	33
Good financial resources	32	25	24
Good internal characteristics	8	8	13

Table 3
Distribution of Factors Facilitating Local Development, By Order of Reference

Thus, while financial resources, most notably funding from the EDA, are an important contributor to the activities of the EDDs, a good local environment in the form of cooperation and support among local constituents and actors and attractive local factors of production are somewhat more important elements of local EDD success. These networks of support exist in large part as a result of EDD staff efforts and their absence is often beyond the control of staff.

Respondents were also asked to identify the most important "barriers" to their success; their comments are summarized in Table 4. As before, respondents were asked to indicate in order the three most important barriers they face when trying to positively impact the local economy.

	Distribution of Barriers		
Response	**1st Choice**	**2nd Choice**	**3rd Choice**
Poor factors of production	36	56	60
Poor financial resources	41	19	15
Poor political environment	14	9	19
Poor internal characteristics	9	17	5

Table 4
Distribution of Factors Restricting Local Development, By Order of Reference

First choice for the most serious barrier to success was insufficient funding, followed by poor factors of production. A poor local environment (lack of coordination, weak local leaders, poor legislation) was a distant third choice.

Overall, poor factors of production were the most consistently mentioned barriers. However, it is outside the ability of the EDD to do much—at least in the near and middle term—about the underlying economic conditions of the area. EDD staff appreciate the difficulty of contributing to the economic well being of the region when the problems facing the area are

structural and severe. It is interesting to note that political factors, such as coordination and communication, are not seen as a big problem. When these networks are in place, economic development occurs and staff recognize their contribution to positive outcomes (whether or not it is perceived as a product of the EDD's efforts). When they are absent, other factors are more often seen as barriers to development.

Considering both facilitators and barriers, it seems clear that the local political environment and factors of production are the most important forces determining whether development will be enhanced or hampered. While financial resources are important, regional economic conditions and the nature of regional support and cooperation are equally or more critical to the success of the EDD. Another way to think about this is to consider whether an EDD ever mentions a particular facilitator. When looking at any mentions of a facilitator, about 34 percent indicate that the political environment is a facilitator, whereas roughly 29 percent and 28 percent mention factors of production and financial resources, respectively. Internal organizational factors are only mentioned about 9 percent of the time.

Similarly, while financial resource constraints are first in everyone's mind, the underlying economic conditions (factors of production) are much more important. Aggregating the three responses, fully half indicate that factors of production are a drag on local economic development. Financial limits represent about 27 percent of the responses, political environment is critical for roughly 13 percent of all EDDs, and internal organizational constraints matter for only about 10 percent. As we see for factors facilitating local development, funding constraints loom large on first mention, but quickly give way as EDD staff correctly focus in on the weakness of the underlying economic foundation on which local development depends. Resources are critical for successful development, but more money on its own cannot ensure more development outcomes nor are the absence of funds the only reason for slow development.

Characteristics of Policies

The survey asked respondents to identify the extent to which their EDD focused on different planning and development activities. EDD efforts clearly focus on technical assistance, economic development, and planning. Community development and infrastructure planning and projects closely follow these activities. Far fewer EDDs focus on environmental activities (e.g., flood management, agriculture, coastal zone management, soil conservation) and criminal justice programs. The percent of EDDs very involved in each respective policy areas is shown in Table 5.

Table 5
Distribution of Level of EDD Involvement in Planning Activities

Policy Area	% Very Involved	Standard Deviation
Technical assistance	90	0.43
Economic development	86	0.35
Planning	81	0.49
Community development	73	0.74
Infrastructure	73	0.55
Transportation	52	1.08
Small business development	43	0.95
Land use planning	35	1.06
Housing	33	1.10
Workforce development	28	1.06
Planning and services for the aged	25	1.18
Natural resources	24	1.03
Flood management	10	0.95
Agriculture	6	0.89
Coastal zone management	5	0.76
Criminal justice	4	0.80
Soil management	3	0.81

The standard deviations for activity focus are instructive. These measures indicate the extent to which EDDs vary in their focus on each activity (that is, the larger the standard deviation the wider the reported range of involvement from very to not at all). Economic development as the stated policy focus has the lowest standard deviation, indicating that, in addition to the largest percentage of EDDs focusing on it, there is relatively uniform activity in this planning activity across all EDDs. Other activities where there is little variance are technical assistance and infrastructure planning and development, and generalized planning.

Thus, most EDDs focus on technical assistance, economic development, and general planning. The activities where there is the greatest standard deviations are planning and services for the aged, housing, transportation, work force development, land use planning, and natural resource management. Although services for

the aged and natural resource management activities are not the focus of most EDDs, some are very active in these areas. Conversely, while transportation is a focus for over half of the EDDs, some do not concern themselves with it at all. Not surprisingly, local conditions are most likely to determine activity levels for these latter areas while technical assistance, economic development projects, and planning are more likely to be common across EDDs regardless of local conditions.

Bearing this out, for the activities that are most often the focus of EDD efforts—planning, economic development projects, small business development, community development, technical assistance, and infrastructure—there are no significant regional differences. There are some significant regional differences in focus for other activity areas that are not as frequently used, however:

- Work force development activities are most likely to be a focus of EDDs in the Philadelphia and Atlanta regions;
- Agriculture is a focus in the Denver and Austin regions;
- Natural resources management in the Chicago, Atlanta, Seattle, and Austin regions;
- Land use planning is common in the Denver, Philadelphia, and Chicago regions;
- Flood and coastal zone management are prominent in the Philadelphia region;
- Transportation activities are most common in the Philadelphia, Chicago, and Atlanta regions;
- Housing is most common in the Denver region; and
- Criminal justice and services for the aged are more common in the Atlanta region.

Using factor analysis[9] (a statistical technique that here forms composite variables based on the interrelationships within the original set of factors), the policy areas grouped into five principal components. Table 6 provides the clustering and what is referred to as the factor loading of each policy area.

[9] Factor analysis using principle-component analysis and varimax rotation was run on the policy utilization variables. The main purpose of the factor analysis in this report is to aid in identifying underlying latent clusters with the goal of grouping policy decisions and speculating on policy foci of EDDs.

Table 6
Factor Loading of Planning Activites on the Principal Components

	Component				
How Extensively is EDD involved in:	**1**	**2**	**3**	**4**	**5**
Soil Conservation Planning or Management	0.741				
Land Use Planning	0.710				
Natural Resource Planning	0.702				
Coastal Zone Management	0.693				
Flood Plain Management	0.679				
Transportation Planning	0.580				
Housing Planning/Development		0.704			
Community Development		0.702			
Technical Assistance to Localities		0.677			
Small Business Development			0.756		
Economic Development Projects			0.704		
Infrastructure Planning and Development			0.470		
Services and Planning for the Aged				0.742	
Criminal Justice Coordination and Planning				0.723	
Workforce Development				0.609	
Agricultural Development					0.842
Economic Development Planning					0.360

We have labeled the five components to reflect our understanding of the common dimensions revealed by this grouping, and representing general policy focuses as follows:

1. Physical Environment Policy
2. Local Community Policy
3. Short-Term Planning Policy
4. Social Infrastructure Policy
5. Long-Term Planning Policy

The mix of policy choices by different EDDs reflect a combination of the underlying factors that support pursuing any policy choice, and the local needs that mandate a policy focus for remediation. Policy choices reflect a desire to support or sustain an existing regional advantage while also promoting or improving conditions faced by some constituents of the EDD. We created an index of strength through combining whether or not each of the underlying policy agendas was a very strong focus of the EDD. An EDD was considered

strong in one of the five overall policy choices if it identified all (or in some cases almost all) of the policy areas as very important. The percent of the EDDs indicating a strong policy direction are shown in Table 7.

Table 7
Distribution of Policy Focus among EDDs

Policy Focus	Percent of EDDs
Physical Environment Policies	15.9
Local Community Policies	32.4
Short-Term Planning Policies	31.4
Social Infrastructure Policies	17.9
Long-Term Planning Policies	27.1

An EDD might be strong in more than one policy arena depending upon things like its geography (coastal EDDs are clearly more likely to have strong concerns about protecting or improving the shoreline), its economic history (older regions are more likely to focus on community improvements), its demographics (an older population, or a younger population, requires more attention to the social infrastructure), and whether or not the local economy is in decline or ascendance (determining a short- or long-term planning horizon). At times, the requirement to mix and match more specific policy agendas means that the EDD is strong in none of the overall policy frames. At other times, EDDs have no policy direction and try anything that comes their way, or things that are used successfully by neighboring EDDs, or even something planners have read about or heard discussed at professional gatherings. Researchers on local development refer to the image of "shooting anything that flies" to describe planners or communities engaged in such a broad shotgun approach to local development policy.

In our sample, no EDDs were active in all five policy areas while 31 percent of the EDDs had no particular policy focus (as defined by our underlying frames). Almost one out of three EDDs (32 percent) focused on one primary policy, although no one policy stood out as the single policy focus EDDs chose. The breakdown of EDD policy concentration is shown in Table 8.

Table 8
The Mix of Policies Employed by EDDs

	Total Number of High Factors				
POLICY FOCUS	**0**	**1**	**2**	**3**	**4**
High on Physical Environment Policies	0	5	13	9	6
High on Local Community Policies	0	18	26	13	10
High on Social Infrastructure Policies	0	8	12	8	9
High on Short-Term Planning Policies	0	19	26	12	8
High on Long-Term Planning Policies	0	16	19	9	11
Total EDDs	65	66	48	17	11

The Mix of Policies Employed by EDDs

The way to understand this table is to note that for EDDs with a single focus (column labeled "1"), you get the breakdown of which of the policy focuses was selected. For EDDs active in three policy focuses (a total of 17 EDDs or 8 percent of all EDDs responding), the column marked "3" would let you know how many engaged in each of the policies as one of the three. If an EDD focused on only one policy area, it was most often short-term planning (19), local community planning (18) or long-term planning (16). On the other hand, if you pursued policies in four of the policy realms, all combinations were likely. The two areas most likely to be among the policy choices regardless of how many areas were pursued are local community planning and short-term planning. The first area deals with the immediate needs to improve the housing stock, provides technical assistance, or focuses on communities within the EDD. The second area tends to the short-term improvements or developments necessary to provide the foundation for economic growth in the district.

Characteristics of the CEDS Documents

As part of the survey process, all EDDs were asked to send their most recent CEDS document. These were then analyzed to assess various aspects of the quality and nature of the CEDS. This assessment included area descriptions, identification of needs and strengths, goal statements, descriptions of strategies, and discussion of projects. Finally, the extent to which needs, goals, strategies, and projects logically corresponded to each other was considered. This analysis is included below and is organized by the various components of the CEDS documents just identified.

AREA DESCRIPTIONS: Most of the EDDs appear to provide detailed or very detailed descriptions of their regions in the CEDS. Based on an assessment scale developed by the researchers, 45 percent of the CEDS have very detailed descriptions and 35 percent have somewhat detailed descriptions, while only 20 percent have area descriptions that are not detailed at all. This suggests that most EDDs are doing a good job of analyzing the challenges present in their service area. Further, the large majority of area descriptions are very current; in 63 percent of the CEDS they are less than a year old, in 22 percent they are between 1 and 5 years, and in only 14 percent are the regional descriptions in the CEDS more then five years old.

NEEDS: Based on the regional descriptions in the CEDS, the following are the most significant needs or weaknesses within the EDDs that need to be addressed. The numbers in parentheses indicate the percentage of CEDS where the respective goals are identified as being very important.

- Area wage structure (84%)
- Quality/cost/availability of housing (82%)
- Infrastructure (79%)
- State of the work force (63%)
- Quality of services (58%)
- Transportation (58%)
- Tax structure (58%)
- Educational resources (49%)

- Location (47%)
- Land available for development (44%)
- Costs of doing business (41%)
- Overall quality of life (32%)
- Energy costs (36%).

For over half of the EDDs the most challenging weaknesses in their service areas are the wage structure, housing, infrastructure, quality of the work force, transportation, services quality, and the tax structure. However, when the development needs in the CEDS are compared to EDD activities, there appears to be some disconnection. For example, while housing is noted as a significant problem in most of the CEDS, few EDDs actually focus their activities on housing. Similarly, transportation and work force development appear to be a greater concern in the CEDS than they are an actual focus of activity for many of the EDDs.

Reasons for this are discussed more fully in a later section. We can state here, however, that housing, transportation and planning for the aged are three areas more typically covered by other, albeit related, funding streams or agencies (even if the responsible agency is in some organizational way connected to the EDD). In much the same way, work force development is usually the domain of local work force development boards or other agencies. These areas of social concern are related to local economic conditions. In some instances they improve as a result of development, in other instances development fails to take place because these factors pose too much of a barrier to investment in spite of the best efforts of the EDD.

STRENGTHS: The CEDS regional descriptions were also assessed to identify local strengths. According to the CEDS narratives, the greatest strengths of the EDDs are as follows. The numbers in parentheses indicate the percentage of CEDS where the respective goals are identified as being very important.

- Overall quality of life (68%)
- Cost/availability of energy (64%)
- Cost of doing business (59%)
- Quality of services (58%)
- Land available for development (57%)
- Location (53%)
- Educational resources (51%)
- Transportation (42%)
- Tax structure (42%)
- State of the work force (37%)
- Infrastructure (21%)
- Housing (18%)
- Wage structure (16%)

The greatest strengths in most districts are quality of life, energy, cost of doing business, quality of services, space for development, location, and educational resources. Service quality is the only feature that is both a significant weakness and strength. The greatest variation in the extent to which each attribute is either a weakness or strength is for transportation followed by quality of services, education, space, location, and tax structure. All but transportation have equally high standard deviations while the variation in transportation is by far the greatest. The lowest variation is for wage structure and housing, which appear to be problems everywhere.

GOALS: How well do CEDS goal statements reflect local needs? We found that local needs descriptions match the stated goals very well in 61 percent of the CEDS. For 29 percent of the CEDS, there is a moderate correspondence of goals to needs. In only 10 percent of the cases is there a poor match of needs to goals. Thus, the goals depicted in the CEDS appear to accurately address the needs of most EDDs.

There is some variation in the detail in which the goals are presented, however. In about half of the CEDS, goals are provided with a high level of detail. However, in another third, goals are only somewhat detailed, and for 16 percent they are not detailed at all. Thus, most CEDS appear to contain very detailed descriptions of area needs and identify goals that address those needs. However, the detail in which goals are described could be increased, if the CEDS document is to be viewed as more than a broad vision statement for the region.

The goals most often identified in the CEDS are reflected below. The numbers in parentheses indicate the percentage of CEDS where the respective goals are identified as being very important.

- Business development (98%)
- Infrastructure improvement/development (94%)
- Economic base diversification (92%)
- Increasing employment (91%)
- Protecting the environment (88%)
- Improving cooperation (76%)
- Quality-of-life improvements (73%)
- Reducing poverty (43%)

Work force and transportation issues are the most common weaknesses identified in the area descriptions and they are clearly addressed in the employment, business development, and infrastructure goals of the CEDS. Environmental protection and quality-of-life goals would address the housing and quality-of-life needs identified in the area descriptions. The only area for concern is the relatively weak emphasis on poverty reduction as a goal.[10] Survey responses indicated that poverty was a significant problem in many areas, yet it is not reflected to this degree in the goals in the CEDS. Thus, goals appear to match needs, with the exception of a limited emphasis on poverty. Because goals match need descriptions, it appears that poverty is not fully addressed in either CEDS component. Certainly, alleviating poverty does not appear to be empha-

[10] Clearly, poverty reduction and local development are linked. But one caveat is that business development, increasing employment, and similar programs only address poverty as a residual. In some instances these activities simply displace poverty, and the investment in business or the creation of jobs serves new residents of a region rather than the poor currently residing in the EDD area.

sized in the CEDS as much as in the survey, though it should be noted that while levels of poverty are one of the conditions that can lead to EDD designation poverty alleviation is not a goal or objective of EDA activities.

STRATEGIES: Strategies appear to be more detailed than goals in the CEDS documents. In 63 percent of the CEDS, the strategies are very detailed; in 28 percent, they are somewhat detailed; and in only 9 percent, strategies are not detailed at all. Strategies match stated goals quite well; in 75 percent of the CEDS, there is a very good match of strategies to goals. Given this, strategies also have a high level of correspondence to descriptions of need. For 97 percent of the CEDS, there is a good match between strategies and needs.

PROJECTS: Overall, the projects described in the CEDS closely match stated needs (97 percent), goals (98 percent), and strategies (97 percent), and appear to target all of the EDD's service area (87 percent). We identify three distinct areas of emphasis in each CEDS by examining points of emphasis in needs, goals, strategies, and projects. The majority of CEDS (61 percent) have an economic focus, 32 percent focus in relatively equal measure on the economy and the environment, and 6 percent of the CEDS focus on natural resources or the environment.

Correlation Analysis

The purpose of this analysis is to examine relationships between the activities of the EDDs and various attributes of the CEDS documents, as well as other characteristics of the EDDs and their environment. All relationships reported in this section are significant at the .95 level, meaning that the correlations are sufficiently strong that the likelihood they are due to chance or are random occurrences is 5 percent or less. To begin with, it is useful to note that some attributes of the EDDs themselves are interrelated. A further advantage of EDD affiliation with a larger organization is that those organizations receiving EDA funding for a longer time also tend to have larger overall budgets. The lines of causality here are not clear, so it is uncertain whether EDA funding leads to higher organizational budgets over time or whether longevity itself allows for budget enhancement perhaps due to a successful track record. Not surprisingly, the size of the organization budget is correlated with staffing levels; larger budgets increase the number of staff working on economic development.

Regional Patterns and Barriers and Facilitators to Success

There are few broad regional differences in the barriers to and facilitators of development identified in the survey. Differences in the challenges facing EDDs appear to be more local than regional. Nonetheless, regions exhibit differences worth noting. Atlanta EDDs were most likely to point to lack of financial resources; Philadelphia EDDs indicate bad factors of production. Respondents in the Denver region most frequently mentioned problems internal to the EDD, and poor political environments were noted in the Chicago region. There are no significant patterns within the Seattle and Austin Regions.

As a region, Atlanta reports that local leadership and economic conditions facilitate local development, though there are enough EDDs reporting problems with the underlying economic base that it also is very frequently mentioned as a barrier as well. Economic factors are an important component of Austin's development, while for the Chicago region, and to a lesser degree for Denver, Philadelphia and Seattle, it is the financial resources brought to bear on development efforts. Economic conditions and finances feature prominently

for all the regions. Visual patterns of regional facilitators and barriers are presented in figures 8 and 9.

Figure 8
Factors That Help EDD Development, by Region

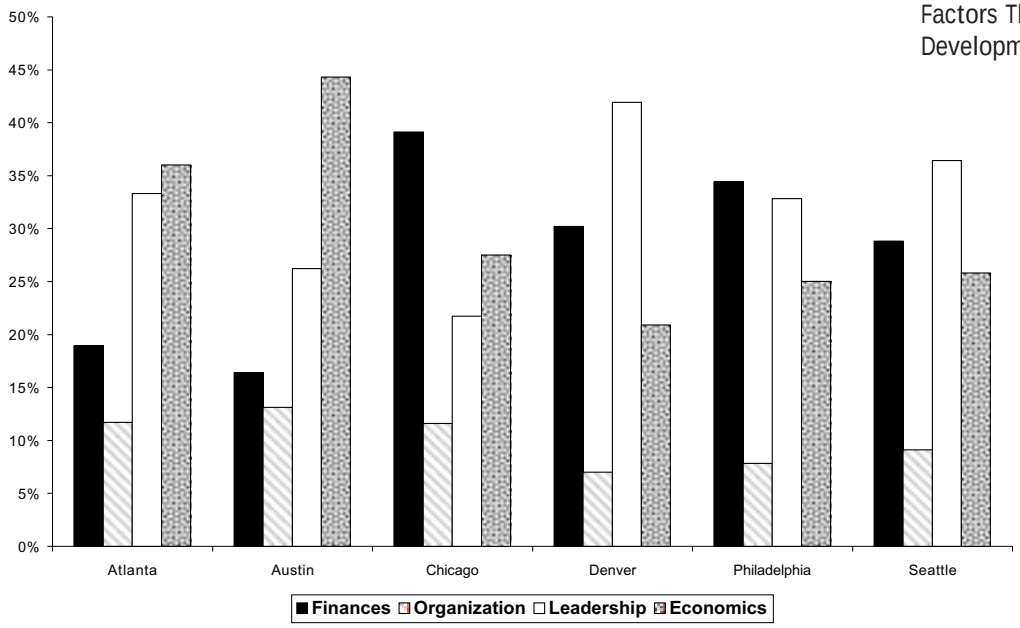
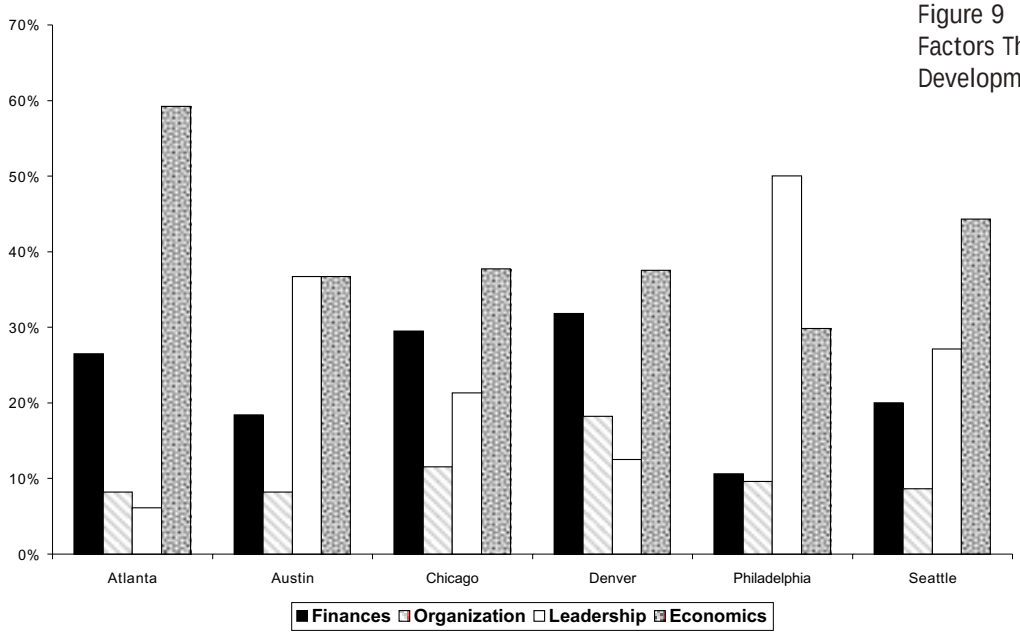


Figure 9
Factors That Hinder EDD Development, by Region



Correlations among CEDS Traits

An examination of the correlations among the various traits of the CEDS is instructive and has some important policy implications. First, the extent to which the area descriptions are current and detailed are inversely related. This implies that very detailed descriptions of area needs tend to have been developed a longer time ago, whereas more current descriptions are shorter on detail. Current EDA requirements are that the CEDS committees update their

CEDS document after 5 years, or when the committee deems it necessary. Well-considered, detailed descriptions and need statements require some time to develop as few of the area descriptions were more than five years old. Updated area descriptions will become more detailed over time as further assessments are made.

Not surprisingly, if the area descriptions and needs assessments are presented in greater detail, then goals are also more detailed, goals have a closer correspondence to stated needs, strategies are more detailed, and strategies are more likely to match goals. Thus, there is a great deal of uniformity in the quality of needs, goals, and strategies, and all are likely to correspond to each other closely.

There is, however, some difference between the projects proposed and those actually conducted. There are no significant correlations between the detail and quality of project statements and those of needs, goals, and strategies. Or in some cases, the relationships are negative. In some cases, the CEDS with more detailed needs, goals, and strategies provide less project detail. Or, where the needs/goals/strategies correspondence is higher, the match with projects is lower. To examine this in another way, factor analysis was performed on all of the CEDS traits. Two distinct composite factors or concepts emerged, one related to the quality of needs, goals, and strategies statements and another reflecting the quality of project descriptions and match of projects to needs and goals. And, the two factors are not significantly related to each other. In short, this means that the nature of needs/goals/strategies is inherently different than the nature of development projects.

A note for clarity is necessary at this point. We said previously that a reading of the CEDS documents led to the conclusion that projects appeared to match needs and goals fairly well. However, this assessment is not necessarily borne out in the more detailed statistical analysis. Thus, while on the surface projects appear well aligned with needs and goals, it is not uniformly the case. This "disconnect" was addressed in several of the site visits. In one case in particular, all of the aspects of the CEDS were very detailed and consistent, however the projects described did not seem to "fit" as well with the needs and goals. This appears to be a common situation across the EDDs. The explanation provided in the site visit is that projects are determined by funding resources actually available, whereas the needs, goals, and strategies are determined by the planning process and correspond to local conditions. However, it is not always or even frequently possible to fund and then implement the projects that would fully address the former. In short, resources drive projects, not necessarily the goals and objectives in the CEDS developed through the planning process.

It should also be noted that the various attributes of the projects needed—as described in the CEDS document—no matter how comprehensive, have little relationship to the actual projects implemented. EDDs that have the greatest correspondence between statements about needs, goals, and strategies appear to place significantly less emphasis on work force development but there are no other significant relationships. In short, the nature of the CEDS appears to have little relationship to either planned or actual activity focus. Indeed, the overall emphasis of the CEDS (economy, natural resources, or both) is unrelated to development activities.

There appear to be a number of significant relationships between (a) the strengths and weaknesses identified in the need statements within the

CEDS and in this evaluation's survey and (b) the goals noted in the CEDS document. This is a desirable situation since it is hoped that goals would accurately reflect the weaknesses of an EDD area. Thus, if transportation is noted as a weakness, then infrastructure development is significantly more likely to be a goal in the CEDS. If tax structure is a weakness, then employment is more likely to be a goal. Other significant relationships between weaknesses and goals are as follows:

- If infrastructure is weak, then improving quality of life is a goal.
- If housing is a weakness, then employment is a goal.
- If unemployment is a weakness, then poverty reduction is a goal.
- If population has increased, then employment is a goal.
- If economic growth is expected, then employment is a goal.

Thus, EDDs appear to be addressing housing pressures arising out of population growth by concentrating on increasing the quality and quantity of employment in their areas. It is interesting to note that, while unemployment is significantly related to poverty goals, there is no relationship between identifying high unemployment as a weakness and having employment as a goal. The frequency analysis indicated that most EDDs focus on unemployment reduction, regardless of particular local unemployment conditions.

While there appears to be a reasonable correspondence between local weaknesses and EDD goals identified in the CEDS, actual EDD activities correlate more weakly with the local strengths and weaknesses identified in the survey and CEDS. For example, if infrastructure is a weakness, then EDDs are significantly more likely to focus on activities that relate to development projects. However, these EDDs are also more likely to focus on services to the aged, criminal justice activities, and coastal zone planning. Furthermore, there is no significant relationship between an EDD identifying infrastructure as a weakness and pursuing activities that focus on infrastructure planning and development. (Note here that development projects focus on specific outcomes while infrastructure projects focus on creating the potential for a range of projects or other investments in the local economy.) Thus, while some of the projects no doubt relate to infrastructure others do not. The relationships between housing challenges are more logical. If housing is noted as a weakness, significantly more effort is devoted to improving infrastructure and housing development. Finally, if local coordination is a challenge and improving cooperation a goal, more effort is expended on small business development.

There are no significant correlations between EDA regions and any of the measures of the quality or nature of the CEDS documents, with one exception: the currency of area descriptions. The most recent area data are contained in the CEDS from the Philadelphia and Seattle regions, while the oldest are from the Denver region. EDDs in all regions are the same on detail, match of goals to other aspects, match of projects to other aspects, and so on. There is no difference in the overall emphasis of the CEDS by region.

Correlations with Policy Focus

Finally, correlation analysis was used to examine the factors that appear to be associated with or determine particular policy activities among the EDDs. First, there appear to be some internal features that affect policy focus. For example, the length of tenure of the director of the EDD or larger organization has some impact on program choices and outcomes. While this may be the result of some hidden factor, it suggests that a more experienced director can lead to greater policy activity in a number of areas. Further, the education level of the director appears to be important. In short, tenure and education of EDD leadership affects development activity levels and appear to increase overall activity of the EDD.

Freestanding EDDs appear to be more heavily engaged in land use planning, transportation, housing, and services for the aged. However, because so few EDDs are actually freestanding, these relationships may be misleading. EDDs that have been in existence longer are more active in economic development projects and coastal zone management. And, larger organizations that have had EDA funding longer are more active in planning and small business development.[11]

Resources in the form of budget and staff appear to affect the nature of policy activity. The past budget of the EDD has no effect on the types of activities currently pursued. However, the historical budget of the larger organization has some impact on current activities. High current EDD budgets actually decrease technical assistance. This suggests that technical assistance may be one of the more cost effective activities; one that can be conducted with fewer organizational resources, while more financial resources are required to engage in work force development, for example.

The number of people working part-time in the EDD has no effect on activities. But the number of full-time staff is an important predictor of several EDD policy activities. While technical assistance can be conducted with fewer staff and lower budget allocations, other activities require more staff effort. Work force development in particular requires commitments of both staff and financial resources.

It is really impossible to determine with certainty if the relationships just noted are merely coincidental or whether there is some causal relationship between traits of the CEDS committee and policy outcomes. A careful examination of the particular relationships noted reveals plausible causal effects. For example, it is logical that increased representation of business leaders on CEDS committees would lead to a push for greater economic development activity that would then benefit business groups. Much research on economic development suggests that businesses tend to push government leaders for public benefits. Further, since counties have typically been involved in the planning and delivery of work force development projects, it is logical to find that a greater representation of county officials would lead to an emphasis on work force development. Professional representatives would also logically be more attuned to training and education needs in the region. Finally, it would also be expected that community representatives on the CEDS committees might press for greater activities in the areas of social services and perhaps infrastructure that would tend to benefit the community at large. This is evidenced in the increased focus on services for the aged. The relationships between gender and policy outcomes are likely spurious, resulting from some other forces at play.

[11] All EDDs engage in planning of some form. Larger EDDs do so more explicitly and for a wider range of issues.

Environmental forces also affect the policy activity of EDDs, though the connections are often unclear. For example, agricultural activities are higher where unemployment is lower, where the population is declining, and where less economic growth has occurred. Land use activities are higher where unemployment is lower and not viewed as an important issue. Flood plain regulation is more likely to occur in areas with declining populations. Transportation policies are emphasized in EDDs where poverty and population change are seen as important problems but where there has been relatively sustained economic growth. Infrastructure policies appear to be greater in areas where there has been population loss, where the economy is in decline, and where the level of poverty and population change are seen as important. Housing activities are greater in EDDs with lower unemployment and fewer pockets of unemployment, and where unemployment is not seen as an important issue but poverty is. Community development activities are greater where there is less unemployment and no pockets of unemployment, and where population change is an important concern. Services and planning for the aged are related to rapid population increases and growing economies, but also to a concern with poverty. Finally, criminal justice activities are related to greater past and projected economic growth.

Again, this analysis raises the issue of whether the apparent relationships are really causal, and the answer is that some of the relationships are likely to be causal while others may be random connections or the result of other forces at work. The case of community development is illustrative of a likely causal relationship. Since other analysis for this report indicates that greater resources are required for an EDD to engage in community development activities, it is logical that healthier regional economies in the form of low unemployment and high population growth indicate the presence of resources that can be devoted toward community development. Similarly, many senior citizens are retiring to areas with growing economies, yet many long-term residents have low incomes (such as would be the case for EDDs in Florida), accounting for the relationship between economic factors and services for the aged. Finally, declining economies have been found to motivate communities to engage in such economic development activities as infrastructure enhancement in an effort to attract new capital investment.

There are very few significant correlations between mentions of barriers/facilitators identified on the survey and the focus of the EDD activities. Some activities require greater resources specifically and community development and coastal zone management are good examples. Community development often involves activities that are resource intensive and must be conducted over an extended period of time. Bringing small businesses back to inner-city neighborhoods, or developing new entrepreneurial efforts, are aspects of community development that require skill among EDD staff and the long-term commitment of local officials. Community development efforts are unlikely to reap benefits in the immediate times frame favored by electoral cycles, so stable and supportive political environments are a must. Coastal zone management, on the other hand, can be extremely expensive, as evidenced by beach erosion remediation programs for example. While such efforts require good technical staff, cost is the greatest concern. Overall, to the extent that facilitators and barriers affect what the EDDS do, it appears that internal staff is the most important facilitator and barrier.

4. A CLOSER LOOK AT EDDs

We undertook several site visits to broaden our understanding of the EDD organization—in the first instance, to outline the scope of questions that require answers, and then to delve more deeply into the CEDS process itself. The sites visits provided a detailed understanding of how the CEDS process functioned, who was represented, the activities of the EDDs, and the overall meaning of the EDD designation. By design, we selected a site in each of the six EDA regions to see if there are geographic variations operating, or whether differences between EDDs were defined by the challenges and capacities of each. Some visits were conducted prior to the first survey, some after. The earlier visits helped define the questionnaire topics, the later visits permitted further inquiries based on questionnaire results and the contents of the CEDS documents. The following sites were visited:

- Tri-County Regional Planning Commission, Lansing, Michigan, August 30, 2000
- Mid-Willamette Valley Council of Governments, Portland, Oregon, September 11–12, 2000
- Old Colony Planning Council, Brockton, Massachusetts, January 25–26, 2001
- Southwest Florida Regional Planning Council, East Ft. Myers, Florida, February 15–16, 2001
- Alamo Area Council of Government, San Antonio, Texas, March 4–6, 2001
- Mountainland Association of Governments, Orem, Utah, June 24–25, 2001

In short, the site visits allowed more in-depth exploration of issues raised in the surveys and enabled the evaluation team to put a "face" on the survey data. Because the site visits were mainly for educational purposes, no attempt was made to gain either a large or random sample. And, because a high level of cooperation was required of EDD staff, cases were selected from among those EDDs that provided complete and detailed responses to the first survey. We tried to identify relatively active or perhaps "model" EDDs to maximize the value for the evaluation team. It appears that the selection method was fruitful, since most of the EDDs visited were successfully engaged in a number of technical assistance and capacity-building activities.

Site Visit Questions

During the visits, interviews were conducted with EDD staff, members of the CEDS committee, members of the staff of the larger regional planning organization, and other community stakeholders. In addition to the interviews, the CEDS of the visited EDDs were carefully examined. To organize the analysis that follows, questions were combined into broad categories covering the importance of EDA funding and EDD designation; capacity and cooperation building activities; technical assistance activities; the nature and quality of the CEDS; degree of representation and responsiveness of the CEDS process; the nature of the planning process; suggested process improvements; perceived effectiveness; and future desired activities. The following questions (organized by broad category) were asked at each site visit.

Capacity Building: **How well does the EDD help communities build long-term economic development capacity?**

- To what extent has the EDD supported the creation of economic development institutions in the area?
    i. Have there been any new economic development organizations—such as Tax Increment Finance Authority (TIFA) and ED Boards—created in this area in the last five years?
    ii. Was the EDD involved in these? How?
- How important are EDD designation and EDA funding to EDD activities?
- Has the EDD fostered partnerships or collaborations?
- Are there any organizational or programmatic features of economic development that would not be in existence but for the activities of the EDD?
- Overall, how has the EDD done in fostering regional cooperation?
- Are there other things that the EDD needs to do to foster development capacity?
- What are the most important or effective capacity-building activities of the EDD over the past five years?

Comparison of CEDS to Actual Needs: **Are the CEDS strategies realistic and responsive to the economic development needs of this community?**

CEDS goals: **Do the goals in the CEDS properly match the reality of what is needed?**

- Are the goals responsive to community needs (including all stakeholders—business, economically disadvantaged, local governments)?
- Are they responsive to the groups the respondent represents (if they are from a particular group)?

CEDS strategies: **Are the strategies in the CEDS realistic?**

- Are the strategies responsive to community needs (including all stakeholders—business, economically disadvantaged, local governments)?

- Are they responsive to the groups the respondent represents (if they are from a particular group)?
- To what extent have the CEDS strategies been implemented?

Effectiveness of Technical Assistance: **How effective is the technical assistance offered by the EDD to its member jurisdictions?**

- Have the member jurisdictions received technical assistance from the EDD (provide examples of technical assistance if needed—economic or census data, GIS, evaluation support)?
- Describe the technical assistance activity.
- Has it made a difference? Did it address your needs?

CEDS Process: **To what extent could the CEDS process be improved? How?**

- Describe the CEDS process. Has it been based on rational analysis?
- Is there any group or constituency in the community who has not been involved in the CEDS process that you think should be?
- How satisfied are you with the extent of community input in the CEDS process?

Program Effectiveness: **What have been the most effective economic development activities in the area over the past five years?**

Findings

Importance of EDD Designation

Respondents were extremely consistent across the EDDs and among different actors within EDDs about the importance of EDA funding and EDD designation.[12] In short, it was noted that, while EDA funding allowed for important technical assistance and capacity building activities, designation was of equal or greater importance. Designation provides a stature that enables the EDD to leverage other resources and be recognized on regional and state levels as the area's formal economic development entity. The primary benefits noted among all of the EDD sites include the following:

- EDA provides seed money that the EDD (for those both designated and funded) can build on with other sources.
- Designation provides political stature. The EDD is able to leverage EDA resources and gain other agency resources because of being recognized as the federal development agency for the region; EDD designation shows that the EDD is the planning and development "player" in the region.
- EDA funding provides resources to meet preexisting needs, allowing needs to be addressed that otherwise could not be met.
- EDA designation is "an emblem" that indicates a power center at the state level and brings in additional organization support. Even without the funding, the designation is important.
- EDA money has been critical in funding technical assistance projects, particularly for areas of the region that do not have their own planning and development resources and in rural areas.
- EDD designation provides a conduit to other federal funding opportunities, keeps the community aware of funding opportunities even beyond EDA, and provides a mechanism for networking with other EDDs.
- The existence of the EDD allows for an ongoing community dialogue that would not be present otherwise; provides an institutional presence for cooperation.

Capacity and Cooperation Activities

Most of the EDDs appear to be heavily and actively involved in capacity building and coordination activities within their areas. There are several commonalties across the EDDs in their capacity-building roles. For example, a common role is providing assistance to constituents and other area organizations in finding project money from sources other than the EDA. As part of the CEDS planning process, projects are solicited from the community and alternative funding is sought for those not eligible for EDA support. Another common EDD role is to provide an institutional entity through which development actors can come together, gain information, work cooperatively, and avoid wasteful duplication. In short, most EDDs provide a "good offices" role in their regions. Although it was noted in one EDD that capacity building was not its greatest strength and that many community development activities were happening separate from the EDD, this evaluation was primarily from EDD staff, not the

[12] Designation by itself does not include a guarantee of funding.

community-at-large where respondents indicated that the EDDs were actively engaged in capacity building. Reactions to such activities were extremely positive in all of the sites visited.

The types and breadth of such activities among the EDDs visited include the following:

- Created a public/private organization to conduct economic development activities for area cities that have no internal resources or capacity; assessing business needs, promoting image and marketing, downtown revitalization, partnerships with chamber of commerce, creating a regional industrial park.
- Created a minority business development center.
- Created a public/private organization to provide low-interest loans, minority business loans, start-up loans, and work force development studies.
- Provided a forum for all regional actors to come to the table, provides a central location in a very diverse (both economically or geographically) region.
- Provided a coordinating arm for the various economic development organizations in the region that would get in each other's way or be duplicative absent the EDD.
- Helped constituent groups bring plans and activities before a formal organization; provides input, legitimacy; and helps refine the plans of constituent units.
- Helped projects get funded for constituent groups, even if they are not EDA eligible.
- Created and sponsors a Certified Development Company that administers the SBA 504 loan program (for businesses: to acquire land; to acquire, construct, convert or expand a building or facility; or to purchase machinery with a useful life of ten or more years) and the 7A guaranteed business loans (loans to small businesses unable to secure financing on reasonable terms through normal lending channels, through private-sector lenders that provide loans which are, in turn, guaranteed by the SBA).
- Created an organizational structure to provide rapid response to area economic needs.
- Provided an organizational arena to bring groups and resources together.
- Acted as a coordinator of the volunteer activity of area banks and bank officials.
- Engaged in cooperative programs with the regional EDDs.
- Created a program to develop an area heritage trail including representatives of area Indian reservations.
- Developed a small business center for Hispanic areas of the region where workshops are conducted on site and in Spanish.
- Brought together area housing and development boards creating an informal communication network.
- Created a regional work force council to increase job access to local residents.

Technical Assistance Activities

Technical assistance is a pivotal role for the EDDs and, based on site visit interviews, it is clear that they are successful in filling this role. Responses from CEDS committee members and community stakeholders were consistently positive. The types of technical assistance were fairly uniform across the EDDs, although there was some variation in the extent of high-tech and data support the EDDs were able to provide. In several of the EDDs, technical assistance was focused on training, planning, needs assessments, and grant writing and development. Others, generally with greater resources, were more focused on research, data collection, and Internet and Web-based assistance.

The following types of technical assistance are commonly provided:

- Needs assessments for other groups.
- Business needs assessments.
- Grant development and writing assistance.
- Workshops for minority businesses on planning, zoning, training needs assessments.
- Work force development studies.
- Master plans for area communities—particularly those without planning departments.
- Economic development symposia for area communities.
- Data provision for Web site construction.
- Common regional database for marketing statistics.
- Development of international business communication arrangements.
- Environmental scan to identify regional information gaps.
- Database of information for foreign companies considering the area.
- Database of commercial and industrial property.
- Database of professional ties and memberships of CEDS members.
- Database of area employers in specific industries and the nature of jobs they provide.
- Disaster planning educational program; seminars, workbooks, Web-based interactive assessments.
- Marketing and community profiles.
- Rail development assessment.
- Regional data center for maps, aerial photography, Web site development.
- Engineering and water service feasibility study.
- Training and education services for area development agencies.
- Salary and benefit studies.
- Marketing materials and brochures.

Nature and Quality of CEDS

The CEDS for all of the six visited EDDs were carefully analyzed prior to the site interviews. Each was assessed regarding the detail provided and the correspondence between goals, needs, strategies, and projects. This provided the necessary context to understand the CEDS documents provided us by most of the responding EDDs. All of the CEDS were detailed and of high quality, although there were some differences among them. First, it is clear that CEDS differ in their overall emphasis. In several of the visited EDDs, the CEDS emphasized infrastructure and development projects. Others were much more balanced and included social service and community development activities as well as infrastructure and business development projects. Finally, a few of the CEDS also contained a clear emphasis on environmental protection.

Overall goals in the CEDS documents are identified below:

- Increase employment, particularly for poor and long-term unemployed; diversify the economic base; maintain/expand agriculture and forestry; strengthen core area; improve water/sewer; improve transit nodes; promote tourism; increase interagency communication; and increase use of technical assistance by minority firms.
- Protect quality of life, increase employability and work skills, retain/expand local businesses, encourage local entrepreneurs, diversify the economic base, improve infrastructure for business (water/sewer/transportation/communication/education), and increase community understanding of benefits of economic development.
- Address low average household income, inadequate available housing, and displacement of communities. Attempt to build local businesses and support local communities in an effort to improve their standard of living.
- Enhance business development through business attraction and retention; eliminate barriers to increased economic activity; promote environmentally sound development that maximizes use of existing resources, infrastructure development, work force development, and regional cooperation.

While there was a relatively good match of goals to projects in the CEDS examined for the six site visits, in at times there appears to be a disconnect between goals/needs/strategies and the projects actually implemented. Based on the larger surveys and guided by the site visit interviews, it appears that the CEDS reflect the desired goals of the area but projects are more likely to reflect the realities of available funding. In other words, while certain projects may be objectively needed, without funding they will not be completed.

Clearly the CEDS document cannot be a detailed account of all investment and capital improvement activities planned for the area. The activities pursued, however, should resemble in broad terms the priorities set forth in the document. To the extent that these diverge, some explanation may be instructive to maintain the overall integrity of the CEDS document as a planning and visioning tool.

The EDDs appear to vary in the extent of planning and evaluation activities that follow the CEDS, though since the start of 1999 evaluation and performance measures in the CEDS are a requirement. In some cases, systematic data analysis and reassessment of progress toward goals is actively pursued in the EDDs. In other cases, annual reporting requirements are more an exercise in retroactive justification.

We make the following assessment of the nature of the CEDS documents:

- Most respondents in the EDDs see the CEDS as an accurate portrayal of area needs.
- Short-term goals and availability of funding are most likely to drive projects. Sometimes projects do not perfectly match goals in the CEDS and some very good projects are not implemented. The availability of resources determines the actual selection of projects to a large extent.
- Planning activities are more extensive than evaluation activities—no cost/benefit or outcome assessments other than occasional measures of job creation are conducted.
- The CEDS process allows EDDs to educate constituent groups about the types of projects that EDA will fund and educates the EDD staff about what is needed and what potential projects their constituents want.
- Projects actually implemented in some EDDs seem to be less focused on work force, training and employment than the CEDS would suggest and more focused, for example, on infrastructure.
- In some EDDs, there is very close correspondence between goals and actual projects. There is widespread agreement among the actors that the activities of the EDD match the needs of the region and agreement on what those needs are. These EDDs appear to have a more coherent annual planning process.
- In other EDDs, goals appear to drive the process much more than funding for projects and the emphasis in these is more on social services and the reduction of poverty. Areas with the greatest need are preferred for funding. In one EDD CDBG plans are used as the guideline for identification of those areas.

Representativeness and Responsiveness of the CEDS Process

The extent to which the CEDS process and committee are representative of, and responsive to, overall community needs is mixed across EDDs (these comments and those that follow are based on the site visits, the evaluation of all the CEDS documents provided, and from the surveys of CEDS committee and staff member). Local EDD staff varied in their ability to identify groups, interests, or individuals who might be left out of the CEDS process. In some cases, respondents were readily able to identify such actors and indicated that they were using continuous community scans to ensure that everyone was represented. In other cases, respondents felt that all views and needs were already represented and only after some prodding identified ones that might be missing. Overall, housing and social service interests are not well represented. The analysis of the CEDS committees indicates that business and governmental representation dominates that of community and diversity members.

A summary of the conditions of representation in the EDDs follows:

- There is a focus on areas with greatest development needs, closest to the EDD location itself, and with the least resources to do their own economic development. Areas with greater resources and/or economic growth are not the focus.
- Social service and housing needs are not well addressed in most EDDs.
- Overall, the visited EDDs tend to focus on smaller city or rural issues.

- There appears to be a lack of faith-based interests in at least one EDD.
- The groups/interests best represented are business groups (including minority business), government, transportation, and the EDD staff itself.
- "Green" or growth management and environmental groups are not represented on most CEDS committees and there was some confusion over why they should be.
- At least one EDD had a greater historical focus on infrastructure and new small business development interests; natural resource interests are less well reflected.
- One EDD has combined its CEDS committee with a business development group created by an area university, resulting in a group more focused on business development needs and less on the social needs of area residents. For other EDD projects that do not involve the CEDS committee, they appear to have good representation including Indian reservation interests.

The Nature of the CEDS Planning Process

The overall nature of EDD planning processes varies considerably. For some, the planning process was more a retrospective rationalization than a forward or prospective analysis. Traditional planning took place when the original CEDS was prepared; however, little additional planning is conducted between the annual updates. Needs assessments are based on staff knowledge of the area rather than on any type of systematic analysis (organizational scan, needs assessment, organizational matrix). However, the area knowledge of the staff is considerable since they do many of the local master plans in the area. CEDS committee members or other stakeholders in the community bring up needs and goals each year. These needs and goals emerge from group discussion by the stakeholders and then are agreed upon by consensus and a balancing of group needs. Again, the combination of staff knowledge and stakeholder input provide perceptions around which needs are defined rather than as a result of periodic data collection and analysis.

In another EDD, goals rise up from the subcommittees of the CEDS committee. The needs originally come to the subcommittees via strategic plans in constituent areas. A third EDD is similar, where strategies and goals used in the CEDS are said to "bubble up" from the community. They emanate not only from groups represented on the CEDS committee, but also from annual solicitation of prospective projects from constituent groups. Some of these may be funded by EDA, but alternative funding will support others identified by EDD staff. The mailing list for project solicitation is quite broad and growing, but inevitably some groups will be missed.

Another EDD appears to conduct a full planning process on an annual basis. The result is a better match of projects to goals and needs. Staff indicated that they would continue a similar planning process even if they did not have to update the CEDS because they view it as a useful planning tool. The only difference is that without EDA funding they would combine the CEDS planning process into their regional plan. Citizen forums are held in each county as a way to solicit input. Input is also sought via the Internet, which helps the remote areas. The progress reports required by EDA are used to update, revise, and reassess the CEDS, thus encouraging a continual planning process.

Still another EDD makes extensive use of population and demographic data as the foundation of the planning process. A technical team begins the process

by gathering data and providing economic and population projections. Community input is then sought through surveys, interviews, fall public meetings, and through the many elected officials that are part of the CEDS and the larger planning organization. Workshops are also held in the community to solicit projects and help identify funding.

Finally, another EDD begins its CEDS planning process with a status report sent to members followed by a survey. Several CEDS committee meetings follow. The draft planning documents go through about three major iterations before the final plan is completed. The larger community is involved every three to four years through a regional forum to gain broader input. The CEDS committee does planning and policy development, and then a separate body is responsible for implementation. While this allows for specialization of labor, EDDs are now also making greater efforts to integrate the implementation team with the planning team.

How Can the CEDS Process Be Improved?

Respondents were asked to identify needed improvements to the CEDS process. Responses included both changes EDD staff and stakeholders would like to see take place within EDA as well as changes that respondents felt they needed to make within their own processes and procedures. Both are detailed below, and it appears that local respondents were better able to recommend changes to EDA processes than to their own.

Respondents Identify EDA Changes Needed

- It would be better to reinforce to EDDs that the CEDS reflect a five-year planning cycle. The one-year time frame used by most EDDs reduces the amount of planning and assessment that can take place and encourages only minor changes to the existing plan. Complete environmental scans are not feasible every year, nor are they required. However, too often EDDs focus on project implementation and the annual CEDS updates while losing the long-term purpose of the CEDS process itself.
- More feedback is needed from the regional level on the quality and content of the CEDS. For EDDs that do a really good job, having positive feedback or some form of recognition would be very helpful. Perhaps there could be some formal acknowledgement for EDDs that have high-quality CEDS.
- It would be helpful if the number of separate reports required from the EDD by EDA (not all related to the CEDS planning process) could be reduced or combined. The current general requirements for an annual renewal, civil rights reports, a budget, a mid-October progress report, a February/March final progress report, as well as the annual CEDS update are seen as onerous. Additionally, many EDDs have reporting requirements for other grants (e.g., USDA) or agencies. These could be combined for EDDs that have good track records. Or perhaps there could be a threshold where smaller grants would require less reporting.
- EDA should focus more on the outcomes of the EDDs than on the process. It should emphasize project implementation rather than process indicators like the number of meetings held. It is output that makes the EDD credible locally. At the same time, it is felt that EDA puts too little emphasis on forward planning.
- EDA evaluations do not appear to fully value the networking activities of EDDs.

- There needs to be greater flexibility in the requirements for minority representation on the CEDS. There are area differences that make getting the required representation very difficult. More sensitivity to local differences would be helpful.

Respondents Identify Local EDD Changes Needed

- There is a need for more systematic avenues for community reaction to the CEDS document. There are no formal processes for constituent reaction to goals, strategies, and projects. There are informal means—i.e., calls come in if someone doesn't like what is there—but this is not a representative nor proactive system.
- More planning is needed to better coordinate the CEDS report with other documents, like the CDBG report, so that one document will reflect all the community's needs.
- There is a need to engage in more regional capacity building.
- Due to the voluntary nature of community participation in the CEDS and EDD, it is difficult to achieve coordination of areas with very different need structures. EDDs would like to improve their record in this area and become more active.

Perceived Effectiveness

There were very few respondents across the EDDs who did not indicate an entirely positive reaction to the activities of the EDD. The only criticism regarded the extent to which the CEDS process and resultant activities represented the needs of all interests in the EDD. That issue aside, all of the comments about the capacity building, technical assistance and programmatic activities of the EDDs were very positive. Specific areas of praise include the following:

- Everyone was positive about content and quality of technical assistance.
- EDDs have been most effective in facilitating and sharpening the objectives of other organizations in their area.
- EDDs have been very effective in rural capacity building.
- EDDs have been very effective in fostering the certified development company.
- All respondents feel that the EDD has been essential in getting funding, organizing, getting community support, and providing technical assistance.

Other Activities Appropriate for the EDDs

Almost uniformly, EDD staff and stakeholders were able to identify other activities that they would like to pursue in the future. They all noted that the primary barriers to engaging in the initiatives noted below related to limited resources.

- Become more high tech (for example, the use of GIS, coordinated data storage and retrieval, automated reporting) within their internal operations.
- Move into housing.
- Move into market analysis.
- Promote planning and development to improve public safety and emergency services.
- Move ahead faster in development of work force data and agribusiness development.
- Establish more regional public health facilities and more jails.
- Establish better regional planning and response for mental health.
- Develop a plan to better balance sales and property taxes in the area.
- Level the playing field between smaller and larger communities and bring more communities into the process.
- Have the resources to devote more staff to programs and grant writing rather than "process" function such as CEDS tracking and reporting.
- Develop a technical committee within the CEDS process to balance the input of local elected officials, and create a check and balance system.

Other Important Issues

Although not the specific focus of the interview questions, there were several commonalties that were evident from the case studies. These are noted here because they have obvious policy implications for the EDD program. All EDDs are geographically diverse. They mix urban and rural, coastal and inland areas, and pockets of wealth and growth along with areas of extreme poverty. Some of these areas are very dispersed. Their diversity sometimes makes consensus and reconciling different needs and goals difficult. At the same time, the EDD's geography is often the result of program or legislative requirements, or the end result of negotiations with local and state governments in the creation and designation of the six EDD.

The nature of the representation on the CEDS committee and within the EDD varies. For some areas, county and educational institutions are heavily represented. For others, local governmental officials drive the process. In still others, there is greater business and transportation representation. There is no one common pattern of representation in the EDDs, and the particular mix of representatives appears to affect the nature of EDD activities.

Levels of planning and evaluation also vary widely. For some EDDs, the CEDS and progress reports are used as an opportunity to plan and evaluate. Some EDDs make significant use of population and demographic data. In others, assessments are more likely to be based on the individual historical knowledge of EDD staff. In some EDDs, the CEDS process is more one of retrospective justification for projects for which they were able to find funding.

There is a wide variation in the size and the degree of representation of the six CEDS committees. Further, it is difficult to judge the actual diversity of interests represented in the CEDS process because not all committee members are active in the process. In most cases, there is only a subset of CEDS

members that attend meetings and are actively committed to the process. This serves to limit actual representation. Also, the extent that local officials are represented and drive the CEDS process is related to the level of "politicization" of EDD activities. In EDDs with high elected-official representation there appears to be a greater imperative to meet the needs of local officials and more conflict between areas within the EDD.

At times, it appears that EDD staff overlook or underestimate the extent of their technical assistance and capacity-building activities. During the site visits at two of the EDDs, it became apparent in interviews with CEDS committee members that technical assistance and capacity-building activities occurred to a greater extent than portrayed by EDD staff. This is likely in part because staff members are overly focused on projects when describing their activities. Perhaps they also have higher expectations of themselves and are not as aware of their successes.

5. PROCESSES AND PARTICIPATION

The EDDs are, when all is said and done, a product of a set of processes aimed at promoting and implementing local economic development. Like all processes, the EDD is only as successful as the level and extent of participation by local stakeholders and the CEDS committee members in the formulation of the CEDS document. The document reflects agreement on what is needed in the community, the priority of the goals set, and how to achieve outcomes that address these needs and goals. The questions on the second survey to EDD staff, CEDS committee members, and community stakeholders was designed to gain different perspectives on the planning process as well as the activities of the EDD.

Several questions on the second survey focused on the characteristics of the respondents, including gender, race, level of education, and the number of years the person had held their current position. First, the gender of the respondents is predominantly male; 78 percent of all respondents are male, 22 percent female. There are no significant differences in gender among the different groups of respondents.[13] Overall, 74 percent of respondents identify themselves as white, 2 percent as African American, 3 percent as Latino/Hispanic, 1 percent Asian/Pacific Islander, and 1 percent each Arab American or Native-American (the remainder did not respond to the question). EDD staff are even more likely to be Caucasian, suggesting that there is greater racial or ethnic diversity among community stakeholders and CEDS committee members.

The data indicate that, overall, respondents are a highly educated group with a large majority having at least a bachelor's degree. Specifically, 36 percent have a graduate degree, and 47 percent a bachelors degree. Only 16 percent have less than a college education. Furthermore, the different groups of respondents have about the same distribution of education. Though the CEDS committee members appear to have somewhat more representation in the high school or less category, this difference is not significant. In short, the education profile of CEDS committee members and community stakeholders is similar to that of EDD staff. The majority of those participating in the CEDS process and in the implementation of CEDS plans are well educated.

Participation and Familiarity with the Process

CEDS committee members were asked about the frequency of their meeting attendance and the reasons why they had not attended the meetings, if that was the case. These questions provide a sense of level of participation in the process, as well as indicating ways that participation might be increased. Attendance at meetings appears to be relatively good; 67 percent of CEDS committee members attended most or all committee meetings, and 12 percent attended several committee meetings. On the other hand, 21 percent indicated that they attended very few committee meetings. The primary reason cited for not attending was that there were simply too many meetings. This was followed by "the meetings did not really address the needs of my organization," "the meetings are held too far away," and "my input was not used." It is important to note that such responses were infrequent, suggesting that while these reasons may have contributed to their nonparticipation, none of these

[13] Relationships indicated as being significant are those where the responses or characteristics of the three different groups are sufficiently different that the variation would occur by chance less than 5% of the time.

was usually the decisive reason, except for a few respondents. Furthermore, the question about having too many meetings referred to *all* meetings the respondent needed to attend. Thus, it appears that the main reason for nonattendance is simply the complexity of most participants' lives.

Finally, respondents were asked about their familiarity with the CEDS document. In general, the results clearly indicate the CEDS committee members are far more familiar with the content (82 percent are moderately familiar or higher) than are the stakeholders (only 25 percent), which would be expected. On the whole, CEDS committee members indicate reasonably high levels of familiarity with the content of CEDS documents.

The CEDS Process

One of the first series of questions on the second survey asked respondents to assess aspects of the CEDS process (see Table 9), ranging from the way the process was conducted to the extent to which it was implemented. Each of the questions was presented along a 7-point scale from strongly disagree to strongly agree. Most of the questions were worded positively so that a strongly agree response indicated a positive assessment of the process. Some, however, were worded negatively so that a strongly disagree would indicate a positive assessment of the process. This reversal was simply intended to make sure that respondents attended to the question and did not simply provide a repetitive response to a series of questions. Staff were not asked some questions because they involved an assessment of the quality of the staff work. Two questions were asked only of CEDS committee members.

Table 9
Percent Responding Positively Regarding Aspects of the CEDS Process

	STAFF	CEDS	Stakeholders
Overall, I think the CEDS plan has been actively implemented.	91.0	73.0	25.0
The needs identified in the CEDS document accurately reflect the needs of the EDD as a whole.	94.4	81.0	23.1
The goals listed in the CEDS accurately reflect the needs of the EDD as whole.	95.4	80.7	25.0
The programs and projects included in the CEDS do not really address the needs of the EDD as a whole.	5.6	11.2	8.3
The CEDS process has increased communication among different economic development groups and interests.	78.7	76.2	20.9
The CEDS process has led to increased regional cooperation within the EDD.	73.0	66.1	33.4
Annual updates of the CEDS do not necessarily involve a reevaluation of local needs.	32.5	27.4	n/a
The CEDS process is heavily driven by the political needs of the participants.	23.6	31.7	41.7
There has been a lot of conflict surrounding the CEDS planning process.	11.8	6.4	4.2

For most items, the respondents gave the EDD, the CEDS process, and the staff a positive assessment although EDD staff were more consistently positive throughout. In most cases, however, their views did not differ significantly from those of the CEDS committee members, who were also quite positive. While the non-CEDS stakeholders were consistently less positive, more than half were unable to answer the questions because they were not sufficiently familiar with the process. Thus, the less positive responses of the stakeholders could be considered to be the result of lack of awareness of the CEDS process.

The respondents were quite positive about the extent to which the CEDS plan had been actively implemented, the extent to which the CEDS process had led to increased regional cooperation, and the extent that the CEDS process had increased communication among different economic development groups and interests within the region. For example, 91 percent of staff and 73 percent of CEDS committee members felt that the plan had been effectively implemented; 73 percent of staff and 66 percent of CEDS members indicated increased cooperation; and 79 percent of staff and 75 percent of CEDS members thought that regional communication had increased. Stakeholders were much less positive

CEDS committee members were also very positive regarding the responsiveness of EDD staff to their ideas and input. Seventy-eight percent of CEDS respondents indicated that EDD staff were responsive to their personal ideas and suggestions during the CEDS process and 84 percent said that staff were responsive to all CEDS members. In both cases, an additional 11 percent were neutral. Further, EDD staff and CEDS members are in agreement that the annual updates of the CEDS process led to an effective reevaluation of local needs (63 percent of EDD staff and 53 percent of CEDS members). Yet, relatively high numbers of both groups indicate that the updates do not actually lead to a full reevaluation of local needs. Thirty-two percent of staff and 27 percent of CEDS members suggest that a full reevaluation does not take place.

There were some areas of significant disagreement among the three respondent groups, however. For example, CEDS members were extremely positive about the extent to which their constituencies or "home" organizations were represented in the needs, goals, and projects identified in the CEDS. Eighty percent of members felt that the needs identified in the CEDS accurately reflected the needs of their constituents, 76 percent felt the goals in the CEDS reflected the needs of their group, and 67 percent felt that the projects identified in the CEDS reflected the needs of their constituents. Thus, the congruence between the needs of the constituencies of CEDS members and the CEDS document is very high. However, community stakeholders not on the CEDS committee were significantly less positive that the CEDS accurately reflects their constituent needs. Thus, it appears that the CEDS process leads to good representation of constituent needs as long as the constituency is represented on the CEDS committee.

Similarly, the respondent groups differed somewhat in the extent to which they felt the needs, goals, and programs identified in the CEDS accurately reflected the needs of the EDD region as a whole. However, it should again be noted that EDD staff and CEDS members are very similar in their responses and uniformly positive. For example, 94 percent of staff and 81 percent of CEDS members felt that the needs identified in the CEDS matched those of the regional as a whole; 95 percent of staff and 81 percent of CEDS members felt that the goals in the CEDS matched those of the region; and, 89 percent of staff and 75 percent of CEDS committee members indicated that the projects identified in the CEDS matched the needs of the region. It was the community stakeholders that were significantly less positive; just over 20 percent indi-

cated that the CEDS matched regional attributes. Again, nearly 70 percent of the community stakeholders indicated that they did not know enough to answer the question. Just looking at the staff and CEDS responses then, it appears that there is widespread agreement that the CEDS is an accurate reflection of the EDD as a whole, although there is less agreement that projects and programs identified actually match regional needs. However, the real story here are the large numbers of community stakeholders unaware of the EDD activities.

There was also some disagreement about the extent to which the CEDS process is "political" as opposed to "rational." For example, community stakeholders were significantly more likely to agree that the CEDS process is heavily driven by the political needs of the members (42 percent), while CEDS committee members and EDD staff were much less likely to suggest that (32 percent and 24 percent, respectively). The groups were also different in the extent to which they viewed the CEDS planning process as conflict prone. In this case, EDD staff were significantly more likely to feel that the process was characterized by conflict (12 percent) as opposed to CEDS committee members (6 percent) or community stakeholders (4 percent). It should be noted, however, that few respondents from any group saw the process as being particularly conflict laden.

The Planning Process

The next set of questions sought respondents' perceptions about a series of statements characterizing the planning process. These questions focused on the extent of cooperation or conflict within the process, whether the process was led by EDD staff or was driven by the CEDS committee, on what criteria project decisions were based, and whether all groups were represented in the process. Most of these questions were asked only of EDD staff and CEDS committee members, since community stakeholders would have no basis for responding.

There is a clear pattern of agreement between staff and CEDS members on all but three questions: the extent that the CEDS process was primarily driven by the CEDS committee, whether all area groups are well represented in the process, and whether some groups disporportinately control the CEDS planning process. More specifically, 66 percent of CEDS members agreed that the process was driven by the CEDS committee, while only 41 percent of EDD staff thought so. Thus, CEDS members are significantly more likely to feel that they control the planning process as opposed to EDD staff. CEDS committee members are also more likely to indicate that some important local groups are not well represented in the CEDS planning process (32 percent) and that some groups disproportionately control the CEDS process (25 percent). Twenty-five percent and 17 percent percent of EDD staff agreed with these statements, respectively.[14] Thus, while it appears that both groups of respondents feel that all community stakeholders are well-represented in the process, EDD staff are singificantly more positive about this than CEDS members. These two questions were also asked of community stakeholders whose responses were much more like those of EDD staff; only 25 percent felt that groups were left out, while 14 percent indicated the process was "controlled" by a few groups.

[14] A fuller discussion of which groups are viewed as being excluded from the process, or disproportionately control the process, can be found at the end of this section when we discuss the responses to open-ended questions.

Beyond these three exceptions, EDD staff and CEDS members appear to view the planning process in much the same way (see Table 10). Both groups feel that the projects selected as a result of the CEDS process were based on the needs of individual communities, as well as the region as a whole. Eighty-four percent of EDD staff and 68 percent of CEDS members feel that research and analysis was used to support all project decisions. While staff obviously feel more strongly that this was the case, the difference is not statistically significant. Both groups agree that projects are selected by such analysis, as opposed to being driven primarily by the availability of funding.

Table 10
Attitudes and Opinions of EDD Staff and CEDS Committee Members on the CEDS Process

Statement	%Staff Agreement	%CEDS Agreement
Planning process is project-driven	62	46
Projects selected based on funding	56	55
Staff organized discussion	80	62
Staff provided list of potential projects	61	52
Decisions were based on research/analysis	84	68
Goals/objectives/strategies identified by committee	80	77
Process mostly driven by staff	63	48
Process mostly driven by committee	41	66
Decision made with consensus	82	64
Decision made with conflict	9	10
Committee identified projects	57	66
Little discussion about goals	40	17
Committee members worked together	70	68
Committee focused on big picture rather than details	60	48
Projects based on community needs	86	76
Projects based on regional needs	75	78
Some groups not represented	25	32
Some groups control process	17	25

A number of questions sought to identify whether EDD staff or CEDS particpants had the greatest influence over the planning process. There appears to be no clear pattern in the responses to these questions, suggesting that staff and the CEDS committee largely share the decision-making locus. For example, majorities of both groups agreed that EDD staff organized the discussion by presenting draft goals, objectives, and strategies and that staff provided the initial list of potential development projects. While EDD staff were more likely to agree that the CEDS process is largely driven by staff (63 percent, as opposed to 48 percent of CEDS members), this difference was not siginficant. On the other hand, majorities also agreed that goals, objectives, and strategies were identified by the participants of the CEDS committee, and that the committee identified and then discussed projects for implementation.

There was also agreement on the nature of the planning process. Majorities of both groups agreed that decisions about goals, strategies, and objectives were made collectively and with consensus; that there was little conflict during the process; that CEDS committee members worked together to agree on economic development projects with a commitment to implementation; and that there was significant discussion and debate about broad goals and objectives. EDD staff were somewhat more likely to indicate that the CEDS process was driven by projects as opposed to needs (62 percent of staff, as opposed to 46 percent of CEDS members) and that CEDS committee members tended to focus on the big picture with less emphasis on detailed projects (60 percent of staff, as opposed to 48 percent of CEDS members). But, again, these differences were not statistically signficant.

In short, it appears that most members agreed that the CEDS process was deliberative, cooperative, and by consensus; that most community and regional stakeholders were represented in the process; and that there was a good balance between EDD staff direction and CEDS committee input. (Table 11 contains the mean agreement responses to each statement based on a 7-point response scale with a 7 score representing high agreement.)

Finally, a goal of the survey was to understand more about the nature of the EDD's planning process by asking each respondent to characterize which of several planning models they used in the CEDS committee. These models and descriptions were provided as alternatives.

- Rational Planning Model, where participants were asked to react to goals, objectives, and strategic actions with some opportunity for discussion or dialogue. Commonly, options or alternatives would have already been articulated with a focus on specific action/project statements.
- Communicative Planning Model, where participants would be involved in a continuing dialogue with the EDD over the development of goals, objectives, actions, and projects. There would be a presumption of collective decision making shared between stakeholders.
- Coordinative Planning Model, where participants would be a part of a network of stakeholders committed to collective action steps. Their involvement in the process would emphasize implementation and action within an agreed set of strategic policies.
- Frame-Setting Model, where participants' involvement would be as stakeholders bringing individual political and agency interests to the planning process. There would be an appreciation by the EDD of differences between stakeholders with a desire to set the context(s) for change rather than determine specific goals and action steps.

Table 11
Characteristics of the Planning Process

Identifying Projects and Needs	Staff	CEDS
The EDD staff provided a list of potential economic development projects for consideration and we were asked to choose.	4.6	4.5
The CEDS process was essentially driven by EDD staff.	4.9	4.5
Economic development goals, objectives, and strategies were identified by participants of the CEDS committee.	5.7	5.6
Projects tend to be selected based on the availability of funding.	4.6	4.9
The EDD projects tend to be selected based on the region's needs.	5.1	5.6
Selection Process		
Decisions about development projects were made collectively and usually with a good deal of consensus.	5.7	5.5
CEDS committee members identified, discussed, and then selected projects for implementation.	4.7	5.3
The CEDS process was largely driven by the CEDS committee members.	4.2	5.0
CEDS committee members tended to focus on the big picture with less emphasis on detailed projects.	4.8	4.5
Requirements to annually update the CEDS are too time consuming.	n/a	4.0
Projects tend to be selected based on specific community needs.	5.7	5.7
The CEDS planning process is highly project-driven.	4.8	4.8
Research or analysis of local conditions or data served as the basis for decisions about objectives and projects.	5.5	5.3
Decision Making		
The EDD staff organized discussion by presenting draft goals, objectives, and strategies and I was asked to ratify or affirm the statements.	4.8	5.1
There was a good bit of conflict over goals, strategies, and objectives.	2.7	2.7
There was little discussion or debate about broad goals and objectives.	3.7	3.3
CEDS committee members worked together to agree on economic development projects with a commitment to implementation.	5.1	5.3
In the CEDS planning process I primarily represented the needs of my organization or constituency.	n/a	5.0

Each staff and CEDS respondent was given a chance to choose one of these models to characterize the CEDS process at his or her EDD. The most frequently occurring model for both groups was the communicative planning model (37 percent of staff and 33 percent of CEDS committee). However, CEDS committee members were much more likely than EDD staff to identify the planning process as being frame-setting (31 percent of versus staff at 7 percent), while staff were more likely to see the process as rational planning (31 percent versus 23 percent) or coordinative planning (25 percent versus 14 percent). The differences in views as to the overall process are significant. The fact that the majority of respondents identified both EDD staff and CEDS committee members as leading and participating in the process in previous questions is reinforced here by the plurality of both groups seeing the process as being "communicative." Beyond that, however, CEDS committee members appear to view the planning process as one where various stakeholders come to the table, representing their own group interests, and EDD staff act in a coordinative rather than directive capacity. EDD staff, on the other hand, are more likely to see the process as being one where a more "rational" or dispassionate analysis of needs and goals drives project selection. These differences are understandable given the different roles of participants in the process. EDD staff, largely trained as planners, are more likely to view the process in a rational planning format. CEDS committee members, having been chosen by the community to represent certain interests, see the process as being a more pluralist one where groups come together to discuss and come to consensus on goals and projects.

Evaluation of EDD Activities

One of the key responsibilities of the EDDs is to provide technical assistance for local economic development activities. The WSU questionnaire sought to understand the extent to which this was occurring and the nature of the technical assistance. First, the survey asked simply whether the respondent's organization or constituency had received any technical assistance from the EDD. The results indicate that most of the CEDS committee members (55 percent), but fewer of the stakeholders (40 percent), had received technical assistance, although the difference is not statistically significant.

The next set of four questions sought to evaluate the extent, nature, and success of the EDD's technical assistance from the vantage point of the survey respondents. The responses were generally positive, particularly for the CEDS committee members and EDD staff. The majority of staff and CEDS committee members agreed that the EDD had been able to meet most requests for technical assistance and that the technical assistance provided had increased economic development capacity in the region. CEDS committee members agreed that the technical assistance received by their particular organization had allowed the organization to better foster economic development (see Table 12). Community stakeholders were significantly less positive about EDD technical assistance, however.[15] For example, while 53 percent felt that most of their requests for technical assistance had been addressed, only 47 percent felt that technical assistance had improved development capacity in the region (to be fair, improved development capacity is not a necessary goal of technical assistance). Their responses to both of these questions were significantly

[15] Community stakeholders were defined as business leaders (members of local chambers of commerce) or political leaders (elected officials not on the CEDS committees) who broadly stated reflect some constituency. It was too difficult to find representatives of community organizations or others who could speak for some segment of the community.

different than EDD staff or CEDS committee members. Again, it should be noted that uncertainly was high among stakeholders; about 40 percent were unable to answer the technical assistance questions.

Table 12
Opinions on Technical Assistance
Provided by EDDs, By Respondent

	Percent Agree		
Statement	**Staff**	**CEDS**	**Stakeholders**
Organization has used technical assistance	n/a	55	40
Most technical assistance requests met	74	65	53
Technical assistance has increased regional capacity	96	76	47
Technical assistance has increased organization's capacity	n/a	72	40

A final set of questions asked each of the three groups of respondents about the overall effectiveness of the EDDs. These items sought to assess aspects of the EDD's efforts, ranging from the creation of innovative programs to whether the EDD had increased capacity for economic development. The responses to questions about overall EDD effectiveness are very positive, particularly among EDD staff and CEDS committee members. Ninety three percent of staff and 79 percent of the CEDS committee members feel that the efforts of the EDD have increased regional cooperation for economic development. Similarly, 93 percent of staff and 75 percent of CEDS committee members feel that the efforts of the EDD have served to increase the regional capacity for economic development. While community stakeholders were less positive, there is a significant difference only for the question about increasing regional cooperation.

Of more concern were the responses to questions about the extent to which the EDD had helped to create new economic development organizations in the region and the extent to which they had introduced innovative economic development programs. EDD staff are quite positive on these issues; 75 percent feel that new organizations have been created and 74 percent feel innovative programs have been launched. CEDS committee members are less positive at 45 percent and 40 percent agreement for these questions, respectively. Community stakeholders were even less positive at 24 percent agreement for each question. In the case of the creation of new organizations, these differences in opinion are statistically significant. Thus, while CEDS committee members and community stakeholders tend to be positive about the effectiveness of the EDD in building regional cooperation and capacity, they are less positive about their role in the creation of new organizations and innovative programs.

Participation, Technical Assistance, and Innovation

Respondents to the second survey were encouraged to answer several open-ended questions designed to provide them with an opportunity to expand on three key areas: participation, outcomes, and innovation. The first was explored by asking respondents to indicate what group or stakeholder, if any, was not well represented by the CEDS process, and to let us know if they thought anyone overly dominated the CEDS proceedings. The responses are instructive. They reveal both specific as well as general positions by each response category. In the first instance, who is left out or not well represented, EDD staff focus on local politicians, civic and community groups, various business interests, environmental or other social activists—in short, participants on some CEDS committees are left off of those committees in other EDDs. However, there are some groups on this list identified by the EDD staff not represented well on any CEDS committee: "very low-income persons," "labor and neighborhoods," "minority groups," and even the local "technical college."

Members on the CEDS committees have a very similar list of absent constituencies, though it is worthwhile noting the slight shift from things like "Chamber of Commerce," representing business in general on the part of EDD respondents, to specific industry representatives and activities like tourism—a much more parochial view of both business and representation. In addition, CEDS committee members look to other planning and coordinating agencies not in the process since they are more likely to see a wider range of resource and organizational need than the more focused view of EDD staff. But the CEDS committee members also identify "labor," "low income workers," and specifically "Hispanics," though we can assume greater representation among the lower income and minority populations in their region. What is also worth noting is the inclusion of "city-based" and "urban-community" types of constituents to reflect a need for broader representation.

Stakeholders, who are presumably viewing this from outside of the process, are not as verbose but still reflect upon interesting omissions: "large cities," "development foundations," and "various employment clusters," the last either a reference to labor or to business groups with particular labor force needs. More common is the comment "I am not familiar with the CEDS process," leading to two questions: why not, and how to make it more familiar to the community at large (or alternatively, need it be more familiar to the community at large)?

Arguably, technical assistance (TA) is the one clear activity provided by every EDD, ranging from micro-detailed help on a particular project to broad-based resource and capacity building. We asked respondents to identify both what TA has been provided and received, as well as what TA they would like to see coming from their EDD. CEDS members are very interested in more information; information about their regions, their markets, their local economy. Additionally, there is a desire for help with marketing, especially as it pertains to tourism and the development of activities that make use of available local resources. More importantly, CEDS respondents are more narrowly focused on concrete activities or services. By comparison, community stakeholders identify broader areas for which more technical assistance would be needed. For example, in addition to data and mapping (which is not so project- or purpose-specific as it is for CEDS members), there are concerns for how to better understand the regional economy, build regional linkages, and perform broader activities like site surveys and tourism tied to overall regional capabilities.

There can be no question that the EDD has fostered local innovation. Each respondent was asked to provide three examples of innovative programs in the regions that can be identified with the EDD, and the list is exhaustive. They reflect capacity-improving projects like incubators, development corporations, loan funds, feasibility studies, and a variety of partnerships in the community. They also list several coordinating activities, like directories of services or industries, regional alliances, and planning groups and coalitions. Finally, they include several outcomes that directly affect the regional economy, like job training centers, data gathering initiatives, tourism coordination activities, and promotion of high-tech capabilities (e.g., broad band access). Once again, and understandably, EDD staff responses are particular and detailed. Those of the CEDS committee members or community stakeholders are broader, regional, and systemic in nature.

The last question, and perhaps the one that gives the best insight into the perceived future of the EDDs, is the response to our inquiry about what is the most pressing challenge facing the EDD over the next three years. Perhaps telling is a comment from some CEDS committee members—the need to encourage and engage community stakeholders. There is a clear recognition, from the responses to other questions and gleaned in the site visits, that any positive outcome derives its success from the active participation of community members—organizational, institutional, and individual. The identification of "community stakeholders" speaks to that awareness and the recognition that the EDDs must look to include new participants into the process on a constant and renewing basis.

For EDD staff members, who are understandably more focused on the details of the situations and circumstances of their EDD, there is a litany of concerns and challenges. These range from adequately staffing the EDDs and their various parent organizations, to concerns over the then-approaching economic downturn and the effect it will have on more vulnerable sectors within their regions, to the level of funding available for the many projects and programs within the region. There is a concern for how the EDD will continue to address existing problems in the area at the same time it begins to address the newly emerging issues of plant closings and increasing unemployment because of the downturn. This is a sobering list, and perhaps the best indicator of the needs of EDDs nationally.

Summary

The data from the second survey, when examined in light of the information provided by the first survey and the site visits, reveal a program and process of regional development planning that is responsive and reflective of local concerns and needs. Furthermore, there is some degree of awareness of the work of the local EDDs within the larger region, and the feeling that this work is performed on behalf of the larger region as a whole rather than the particular participants within the CEDS process. At the same time, there are some concerns that not all relevant actors with an interest in the CEDS process participate in that process. In addition, there are some among non-CEDS committee members who feel that the outcomes of the EDDs, especially with regard technical assistance, do not serve all members and constituents equally.

6. Conclusions And Recommendations

This concluding part of the report is organized into four sections. The first provides an overview of findings that relate generally to EDDs and the CEDS planning process. Here we outline some of the key points or observations concerning the program's overall operation. The next section highlights the strengths of the EDDs and CEDS process as identified by survey respondents and in the site visits. Strengths are factors that facilitate the general planning and local development activities of the EDDs in their regions. The third section points to some concerns or barriers to more successful planning and program implementation. We do not see these barriers as critical constraints but rather as areas that, if improved, may well increase the effectiveness of the EDDs in carrying out their local development functions. The final section provides recommendations to enhance the program overall.

Overview

1. Overall, the leadership of the EDDs is very experienced and highly educated. And, there appears to be a positive correlation between tenure and education of EDD personnel and the extent of policy activity. The educational backgrounds of the majority of EDD executives are in planning, public policy, economic development, and business. Most EDDs are part of a larger regional organization that has been in existence for a long period of time. Both the EDDs and the larger organizations appear quite stable.

2. In general, the local political environment and the nature of the local factors of production are important facilitators of and/or barriers to the success of EDD efforts. There are no regional patterns (that is, between EDA regions) in the facilitators and barriers to success; these appear to be more local than regional.

3. Funding appears to be a necessary condition of success, but funding alone does not guarantee success. Average EDA funding per EDD has declined substantially over the life of the program.

4. The policy focus of most EDDs is on technical assistance, economic development, and planning. These are the most common activities across the EDDs and there is very little regional variation in the level of effort in these areas. For other policy areas—planning for the aged, housing, transportation, land use planning, work force development, and natural resource planning—there is greater variation in the extent and intensity of effort. There are regional trends or patterns in policy emphasis, but causation is not clear

5. According to CEDS documents, the five greatest strengths of EDD areas are quality of life, energy availability and cost, business costs, public services, and land cost and availability. The five most important weaknesses identified in the CEDS are low wage structure; cost, availability, and quality of housing; quality of the work force; public services; and transportation. As is often the case in such assessments, the same factor—in this case public services—can be both a strength and a weakness depending on local conditions.

6. The most common capacity-building and/or coordination activities are those related to the creation of new organizations for economic

development, development loans and financing, minority business development, and providing a forum for regional actors to communicate and coordinate. The most common technical assistance activities include planning services, data gathering and analysis, grant development and writing, marketing, and training.

Strengths and Positive Outcomes

Many positive outcomes were noted in both the surveys and site analyses. In most cases the EDDs appear to be meeting EDA program guidelines and are providing necessary and effective program activities. Specific examples of positive outcomes are summarized below.

1. The EDDs show a strong ability to leverage EDA funding to secure funding from other sources. Their budget growth rates exceed those of the organizations of which they are a part. It clearly appears that EDA funding is critical in leveraging other resources to pursue development activities. EDA appears to provide the necessary funding base to allow EDDs to begin addressing local political and economic challenges through increased cooperation, coordination, capacity-building, and technical assistance. As the surveys and interviews demonstrate, there is always the need for additional funds to support the activities of the EDDs. It is perhaps a measure of their success that EDDs manage to use the available levels of support as broadly and effectively as they do.

2. The EDD designation alone seems to have significant value, even absent EDA funding. In particular, respondents mentioned the political stature and visibility that comes with designation and indicated that this increases their ability to facilitate cooperation and leverage other funding sources.

3. The most common policy focus of EDDs is technical assistance, economic development, and more generalized planning. These priorities are consistent with EDA guidelines and goals. There also appear to be high levels of community development and infrastructure planning activity. Yet, for other policy areas, there seem to be greater diversity and regional emphasis in the activities pursued. This indicates that beyond the basic focus on planning, development, and technical assistance, EDDs are able to match policies to local conditions.

4. For the most part, CEDS documents contain area descriptions, need statements, goal statements, and strategy presentations that are both highly detailed and very current. There is a high level of correspondence between the needs described in the CEDS and the goals identified. Strategy statements are also very detailed and correspond well to needs and goals. There is no significant regional variation in the quality or currency of the CEDS documents. Overall, the CEDS documents appear to be high-quality planning documents.

5. There is a strong emphasis across EDDs on capacity-building and coordinating activities. These activities appear to be extensive and creative, and the variety evident among them suggests that there is sufficient variation to meet local needs. Respondents in site visits were uniformly positive about capacity-building and coordination activities. The situation is similar for technical assistance activities. Based on site visits, these are extensive and creative and were evaluated as being highly effective by local respondents.

6. Most EDD planning processes appear strong. There are high levels of input, active assessments of local conditions, and evidence of an ability and willingness to change plans to reflect new needs and information. Site visit respondents indicated high levels of agreement that overall EDD activities are both effective and essential. The majority of CEDS committee members attend meetings most or all of the time. Nonattendance does not appear related to any factors under the control of EDD staff.

7. Comments about the following attributes of the CEDS process were uniformly very positive: the extent to which the CEDS process increases regional cooperation; the extent to which the CEDS process increases communication among groups; the extent to which the plan has been effectively implemented.

8. CEDS committee members are positive about the extent that EDD staff members are responsive to their input. CEDS committee members do not appear to feel that the CEDS process is either politically driven or reflective of conflict among constituents.

Concerns and Barriers

There were several areas of concern identified in the surveys and site visits including areas where improvement would be desired:

1. CEDS committees do not appear to be as diverse in representation as would be expected by EDA. Women, minorities, and community members are underrepresented and business and governmental actors are overrepresented. The composition of the CEDS committees appears correlated with several policy activities. For example, CEDS with greater business and/or government representation are more likely to focus on economic development and work force activities. CEDS with more minority representatives are more likely to focus on social services and planning for the aged and less likely to emphasize housing. Site-visit respondents noted that housing, welfare, and faith-based interests were not well represented.

2. Unemployment is seen as the most pervasive problem or concern for EDDs, yet poverty appears to be a more severe problem. Furthermore, the only instance in which area needs and weaknesses do not completely match goals identified in the CEDS is for poverty alleviation. Poverty conditions are often prominent in the area descriptions but are much less likely to be connected to poverty alleviation as a goal.

3. There is great geographical diversity within the EDDs. This is not a problem but is clearly a challenge that needs to be faced. Most EDDs contain pockets of very high poverty and unemployment. Most EDDs mix urban and rural areas, and many are geographically very large. These realities certainly raise challenges for the EDDs in identifying and implementing action plans and ensuring that all interests are represented.

4. There is some disjuncture between what the CEDS identifies as the EDD's greatest weaknesses and the policies that are actually pursued. For example, the most commonly identified weaknesses in the CEDS are housing, transportation, and work force quality. These are not among the most common areas of policy focus, however. There is a similar disjuncture between the needs and goals identified in the CEDS and the actual projects implemented. Indeed, needs/goals/strategies represent one underlying aspect of the CEDS documents. However, the nature of policies constitutes a separate attribute and the two are often not correlated. Projects do not

necessarily match needs and goals, rather they reflect the nature of funding availability. Resources drive project implementation as opposed to needs and goals.

5. Based on the site visits, it appears that there is some variation in the nature and quality of planning processes across EDDs. While most appeared to be highly effective, there also appeared to be a tendency toward several less than ideal practices: to maintain the existing plan with only incremental changes; to operate based on historical or presumed understanding of the area rather than a complete environmental assessment; to retroactively justify projects for which funding became available; to emphasize planning rather than program assessment or evaluation; and to conduct a rushed process due to the number of required reports.

6. There appears to be insufficient feedback on the part of EDA regional officials to EDD plans and activities. This is due to shorthanded regional office staffs.

7. There is a high level of unfamiliarity among community stakeholders not part of the CEDS process regarding the CEDS document, the process, and even the activities of the EDD. This unfamiliarity appears to lead to negative assessments of the process and outcome. While EDD staff are positive about the extent to which the EDD has created new organizations for economic development and introduced innovative programs, CEDS committee members and community stakeholders are much less so. In particular, community stakeholders question whether the needs of their organizations, constituencies, and the region as a whole are met within the CEDS process. CEDS committee members appear more concerned than EDD staff that some groups are left out of the CEDS process while others disproportionately control it.

Summary and Recommendations

Given the size of the investment made in each EDD by EDA and given the broad scope of issues and problems faced at the local level, our overall assessment is that the EDDs have been very effective in building coalitions, creating a common understanding of the challenges facing the community struggling to improve its economic conditions, and developing and implementing a wide range of projects and programs toward that improvement.

But, even the best-run program can benefit from some improvement, and there are several areas that warrant comment and attention. The development of comprehensive regional strategies and their implementation by Economic Development Districts can be improved by (i) more carefully identifying goals in relationship to needs, and setting projects to reflect those goals; (ii) supporting and enhancing the planning process and its manifestation in the CEDS document; and (iii) improving local awareness of the EDD's activities, the CEDS process, and the overall planning effort. Before turning to these three general areas and recommendations, two secondary comments and observations are in order. (These two do not apply as broadly to all EDDs and so should be understood as more cautionary comments.)

First, some consideration might be given to the optimal geographic size of an EDD. A variety of questions could be considered: Are some EDDs areas currently too large? Could greater flexibility be introduced into the program to allow for more diversity in areas of emphasis and program activities within each EDD? Should EDDs be encouraged to develop "branch offices" so that more remote

areas are better served? These are important issues for those EDDs that cover a wide area, often characterized by multiple economies extending over very different geographies. As a result, the solutions posed by an EDD/CEDS tend to favor one set of factors over others (for example promoting or ignoring agriculture, promoting or ignoring natural resources, focusing on local infrastructure and ignoring transportation challenges, etc.). But the basic question is what constitutes an optimal size for an EDD, and to what extent do local and state governments intervene or otherwise dictate EDD size? Furthermore, large EDDs in states like Texas or Florida may still be more manageable than smaller EDDs in New England or the Mid-Atlantic states. What is crucial to bear in mind is that at times EDDs cannot serve their entire area equally and the planning process gets skewed in favor of some part or other.

Second, the relationships between EDDs and EDA's regional offices (ROs) are not uniform across all regions. In some cases EDD staff or CEDS committee members identify input from the RO as important in providing guidance, feedback, and at times expertise on the full range of activities and programs directed by the EDD. In other cases, the staff or committee members have little to say about the RO and report infrequent interactions with it. In these instances, the EDD assumes that no feedback means no problems, or problems are not that obvious. (To be clear, we do not mean to imply EDDs are hiding problems—rather, that slow progress goes unchallenged or the EDDs are left to their own devices.) Better and systematic communication between EDDs and ROs will provide guidance and encourage programmatic compliance.

Disjuncture Between Goals and Projects: The first major recommendation relates to the underlying purpose of the EDD—specifically, how to identify needs, set goals, and prioritize projects to address those needs or meet those goals. There are several dimensions to this question. Regulations should be considered that encourage an emphasis on poverty alleviation, both within the CEDS and in the policy activities that ensue. The full range of programs and projects ultimately address poverty. However, they treat poverty alleviation as a by-product of the program. While improved business activity in a community will lead to greater employment and more income, the new employment opportunities may not be suited to the portion of the local population living in poverty for a wide range of reasons (poor human capital, mismatched skill sets, work inaccessibility). Thus, employment and benefits may accrue primarily to newly arriving residents.

It is almost unavoidable that policies are funding-driven. However, it appears that a highly rational planning process (via the CEDS) is being weakened because of the disconnect between needs/goals and funding. In part, this concern is mitigated because the EDDs appear to use the CEDS process to identify worthy projects in the document and then seek alternative funding if the projects are not eligible for funding through EDA. For some EDDs the project descriptions in the CEDS documents do not include all projects that have been stimulated by the CEDS process—only those ultimately funded by EDA. On the other hand, an analysis could be conducted of projects that are identified as meeting needs and goals but are not funded (EDDs appear to have such information readily available) to determine if there is any systematic exclusion of projects that might be consistent with EDA goals other than due to funding considerations (for example, political pressure or as a result of undue influence by some in the overall process). The analysis would encourage a better understanding by EDDs and EDA of those projects considered desirable in the planning process and which are ultimately funded.

EDA funding should continue to focus on capacity-building and cooperation activities as well as "bricks and mortar" projects. The challenges emanating

from poor political environments—unwillingness to cooperate, skepticism about the activities of EDA, weak local leadership—should be explicitly addressed as barriers to success. Perhaps EDA, through its regional offices, could provide suggestions and/or training to local EDD officials on how to address such barriers. Finally, greater detail might be warranted in the CEDS goals statements. In operational planning, greater detail in goals may more fully drive projects. Since CEDS documents are collected at the EDA regional level, a review there, particularly focusing on goal statements, with subsequent feedback to the EDDs, would likely improve the level of detail provided. More thorough CEDS review by EDA ROs assumes sufficient RO staffing.

The Planning Process: The planning exercise of the EDD centers around the CEDS document and the relationships developed through the CEDS committee. It takes some time for highly detailed and nuanced understandings and statements of area needs and goals to develop. Thus, it can be argued that more time should be allocated to the reassessment of the CEDS document. Further, respondents often noted that the many required reports the agency has to provide in conjunction with the annual nature of the CEDS review process reduces environmental scanning, full program evaluation, a reassessment of local conditions, and a reconsideration of goals and objectives. Although Congress set the review requirement (one-third of total each year, 100 percent in three years), EDA may want to make the case that a biannual review would elicit higher-quality CEDS, and more importantly, a higher-quality planning process.

Concerns about support of EDD planning processes lend themselves to EDA action, perhaps at the regional level. This may best be done by clarifying expectations—as noted elsewhere here by seeking greater congruence between plans and funded projects and needs and goals; by identifying and sharing "best practices" among EDDs; and by supporting and recognizing "exceptional" efforts by EDDs.

As the site visits highlighted, there is often a high level of debate about the planning efficacy of the annual updates. However, this is not always true. EDA's regional offices might consider workshops or other training opportunities to emphasize the usefulness of the annual updates. Representatives from EDDs that effectively use the update process to reassess their plans could lead discussions about how they approach the process, how they conduct their evaluations, and what positive benefits accrue. Hearing this message from other EDDs may be a more effective way of encouraging EDDs to use the update process to its fullest effect.

As noted above, there clearly appears to be a need for greater feedback from EDA's regional offices. The ROs should take a greater role in evaluating CEDS and making constructive criticism. Some ROs are providing little or no feedback at this point. Increased RO staffing, and encouragement from headquarters, are needed. It was also noted in interviews that the EDDs would benefit from more regional-level meetings and training sessions, both for the information provided and for the greater opportunities to network with other EDD personnel.

While it is not necessarily a problem that EDD staff and CEDS committee members have different views of the overall planning process, the particular differences noted could lead to different expectations and, hence, differing satisfaction levels with the results of the process. The tendency of staff to view themselves at the center of a rational process may make them inclined to underestimate the need and desires of CEDS committee members to initiate ideas and some important input may be missed. On the other hand, CEDS committee members may begin to feel that the process is too heavily directed

by EDD staff, and this too may lead to feelings that particular groups are not fully represented. EDD staff should be aware of these perceptual differences, should limit the extent to which they control the decision-making process, and should make affirmative efforts to solicit CEDS committee input.

The fact that CEDS committee members are also more concerned than staff that some groups are left out of the process suggests that a wider environmental scan is necessary to identify such groups. Perhaps EDD staff could survey CEDS committee members specifically about what groups they think are not well represented and then create a plan to include these groups. If efforts are made to identify and bring more stakeholders into the process, it should also lead to perceptions among stakeholders that their groups are represented and, hence, that the region as a whole is better represented in the process.

Lack of Awareness of EDD Activities: There could be two reasons that CEDS committee members and community stakeholders are not as positive as EDD staff about the creation of new organizational capacity and innovative programs by the EDD (a) actors outside the EDD are not sufficiently aware of such organizations and programs or (b) the EDDs have not been as active in organizational and program development as they have in their technical assistance and coordination/communication activities. The site visits clearly identified many examples of organization development on the part of EDDs. This suggests that better communication and marketing are in order.

Clearly, the EDDs need to increase awareness of the CEDS process, the purpose of the CEDS process, how groups might participate, and more generally, the activities of the EDD. The fact that CEDS committee members are much more positive about all of these aspects than community stakeholders strongly suggests that in this case familiarity breeds satisfaction rather than contempt. Community forums, Web sites, newsletters, presentations at stakeholder meetings, and other forms of publicity should be increased to address these awareness issues. Efforts should be made to identify nonrepresented groups or new groups in the area, invite representatives to CEDS meetings, and increase their representation on CEDS committees. This activity need not all be done by EDD staff. Since CEDS committee members are aware of and positive about the process and the effectiveness of policies, they can be used to promote awareness among groups they come in contact with.

There is clearly an issue here of inadequate publicity, and that is where effort should be focused. For example, it is vital that the EDDs better publicize or "market" their technical assistance activities. This includes publicizing both the types of technical assistance offered (see Table 13) as well as the outcomes from past technical assistance, so community stakeholders in particular can see how the assistance contributes to economic development capacity in the region. Specific forms of technical assistance haven't been widely offered in the past but appear needed and desired in the community (see Table 14).

In summary, the Economic Development Districts have been effect instruments promoting cooperation, coordinating needs assessments, and, through the CEDS process, generating the kind of regional planning needed to effectively promote positive economic change. Improvement in the areas noted above will only enhance that track record.

Table 13
Technical Assistance Most Frequently Provided By Your EDD

Agency Coordination
Application preparation and financial packaging
As technical assistance for project start up
Assist in development of applications
Assist in the development of new projects
Assist in the management of current projects
Assist local governments in applications to EDA
Assist the region, communities
Assist with development of regional consensus.
Assistance in heating resources
Assistance in project design/infrastructure development
Assistance to communities with incentives
Assistance with EDA Pre-Application
Assistance with planning processes
Assistance with quick and random issues
Availability of resources and workshops
Business assistance; financing; technical assistance
Business attraction and retention assistance
CD Project Development (Housing, CDBG)
CEDS process
Census (Economic Census) Data Analysis
Codification of ordinances
Community development code enforcement
Community planning assistance
Community strategies and responses
Data & trend analysis, dissemination
Database-demographics or region
Description of planning process
Development of GIS database
Development regulations (zoning, regulations, sign control, etc.)
Direct business management assistance
Direct financial assistance
Economic Adjustment.
Economic Development Data Information Services
Economic Development Planning Assistance
Economic impact analysis
Economic Research
ED/CD Planning Facilitation
EDA programs
Education and training
Enterprise zone assistance
Entrepreneur direction and development
Environmental program assistance
Federal and state funding information
Federal contract procurement assistance
Finance assistance, application and packaging
Financial packaging or project
Forecasts. Funding cooperation
Funding for community infrastructure
Funding for small businesses
Funding strategies for projects
Fundraising
General project development (all aspects)
GIS mapping/data evaluation
Grant Administration/Mgt.
Grant development, preparation & administration
Grant writing and administration
Grant/loan technical assistance
Group facilitation
Housing program development.
Identification of projects to implement CEDS
Information for coordination in the area
Information
Labor force data
Leadership training
Liaison to state and federal agencies
Loan and grant application assistance
Local project participation and expertise
Mapping (base, zoning, industrial park maps)
One on one orientation to newly elected mayor
Participating in planning processes
Planning and development
Project administration; analysis
Project Development Assistance
Project feasibility analysis
Project Funding Assistance
Project implementation; Management; planning
Project Trouble Shooting
Provide procurement technical assistance
Providing statistical and demographic information
Public works
Regional training
Research and Development
Resources available for small business develop
Revolving loan funds
Site location assistance
Small business workshops
Socio-Economic Data
Staffing assistance
State and Federal program assistance
Strategic planning or special project planning
Training for local elected and appointed officials
Transportation Planning
Unemployment statistics

Table 14
Technical Assistance Requested or Needed for Your Region

CEDS

Assistance in acquiring funding for projects occurring in poverty areas
Data Analysis
Economic Development Report for the Region
Financial underwriting and review, marketing
Impact analysis and economic modeling
Information about the process of getting projects started and supported
In-house engineer to assist on projects
Leadership in tourism arena
Marketing analysis for potential development of vacant land
More actively involved in promoting business incentives such as enterprise zone.
More public education/outreach about projects
Planning tourism economic factors

Stakeholders

Broader tourism-related economic development given regional resources
Data Gathering
Demographics relative to this area
Economic Base Study
Industrial Site Inventory
Localization of State & National Demographic data into County profiles.
Maps
Potential Linkages in region
Retention Program Participation
Sector Growth/ Sector Decline/ Sector Forecasts
Standing on water issues

APPENDICES

Appendix I: Maps

This section contains U.S. maps showing district responses on a range of issues to provide a geographical dimension to the data discussed in this report. They provide both a sense of the broad geographical distribution of the data collected, and of individual EDD responses or circumstances. The first two maps show responses to the two surveys mailed out (see Figures A-I.1 and A-I.2). The responses from both surveys appear evenly distributed and represent all six EDA regions. When considered with the population distribution, we have a high degree of confidence that the data collected are representative and do not contain significant selection or response biases.

The next set of maps (Figures A-I.3 to A-I.10) represent the various socioeconomic and demographic conditions reported to us by the respondents to the first survey. Areas of reported population increase and decline conform to census reports. It is important to note that reported high poverty and high unemployment, while overlapping, are not identical. In some cases, high unemployment helps determine high poverty (and is certainly a root cause), but for some there is no correspondence. There are many reasons. Some areas have large numbers of low-wage workers, so, while employed, these people live in poverty. Similarly, if a EDD has a high proportion of its residents retired they may live in poverty but not be in the labor force. Most fundamentally, poverty is a consequence of long-term economic structure, whereas unemployment is a consequence of shorter-term economic health. Past experiences of EDDs are certainly no predictor of the future, as Figures A-I.7 to A-I.10 demonstrate. Many EDDs reporting that the past five years were characterized by decline or improvement do not report expecting decline or improvement for the next year.

About two out of every three respondents to the first survey also provided us with copies of their CEDS document. Figures A-I.11 through A-I.13 reflect the factors these CEDS have identified as strengths in their districts. Again, while there is a high degree of agreement on these factors across EDDs providing CEDS it is not exact. Some indicate, for example, that human resources factors are strengths (reflecting in most instances a more highly educated or more skilled labor force) but they do not also identify economic factors as strengths (such as access to capital, industrial parks, and an active regional marketing effort). Social infrastructure factors are also important and reflect a region's ability to provide support for its residents (quality of housing, care for the aged, quality of education, etc) as well as its attractiveness to potential employers or workers.

To understand what factors facilitate or hinder local development efforts, we asked about financing and access to capital, general economic conditions, local leadership, and organizational capacities in our survey. Figures A-I.14 through A-I.21 review responses about whether these factors aid or retard EDD development activities. We found that finances are considered both a benefit (the funds provided by EDA are often leveraged to good effect) and a roadblock (there is never enough money) to EDD economic development activities. That would explain the similarity of the two maps. The other pairs are much more in line with expectations: the patterns of facilitation and hindrance do not usually overlap. In some cases, factors like leadership and organizational capacity are positive forces in some places and negative forces in others within the same EDD (something the site visits helped clarify).

The final set of maps (Figures A-I.22 to A-I.25) represent our indexes on whether an EDD has a long-term or short-term planning focus, and whether there is a focus on improving the social infrastructure over the physical infrastructure. On one hand, we might assume these are either/or choices and this is supported somewhat by the figures. On the other, it is clear that occasionally EDDs face a wide range of issues calling for pursuing all or most policy areas (Table 8 indicates that there were only 11 EDDs pursuing all forms of policies). But most EDDs tend to have a single, or at most a dual, policy focus and many do not focus on any policies. (This is true for 66 out of the 207 responding EDDs.) Note that these are broad summaries of activities clustered into these policy areas, and in fact many if not most EDDs pursue the options available to them.

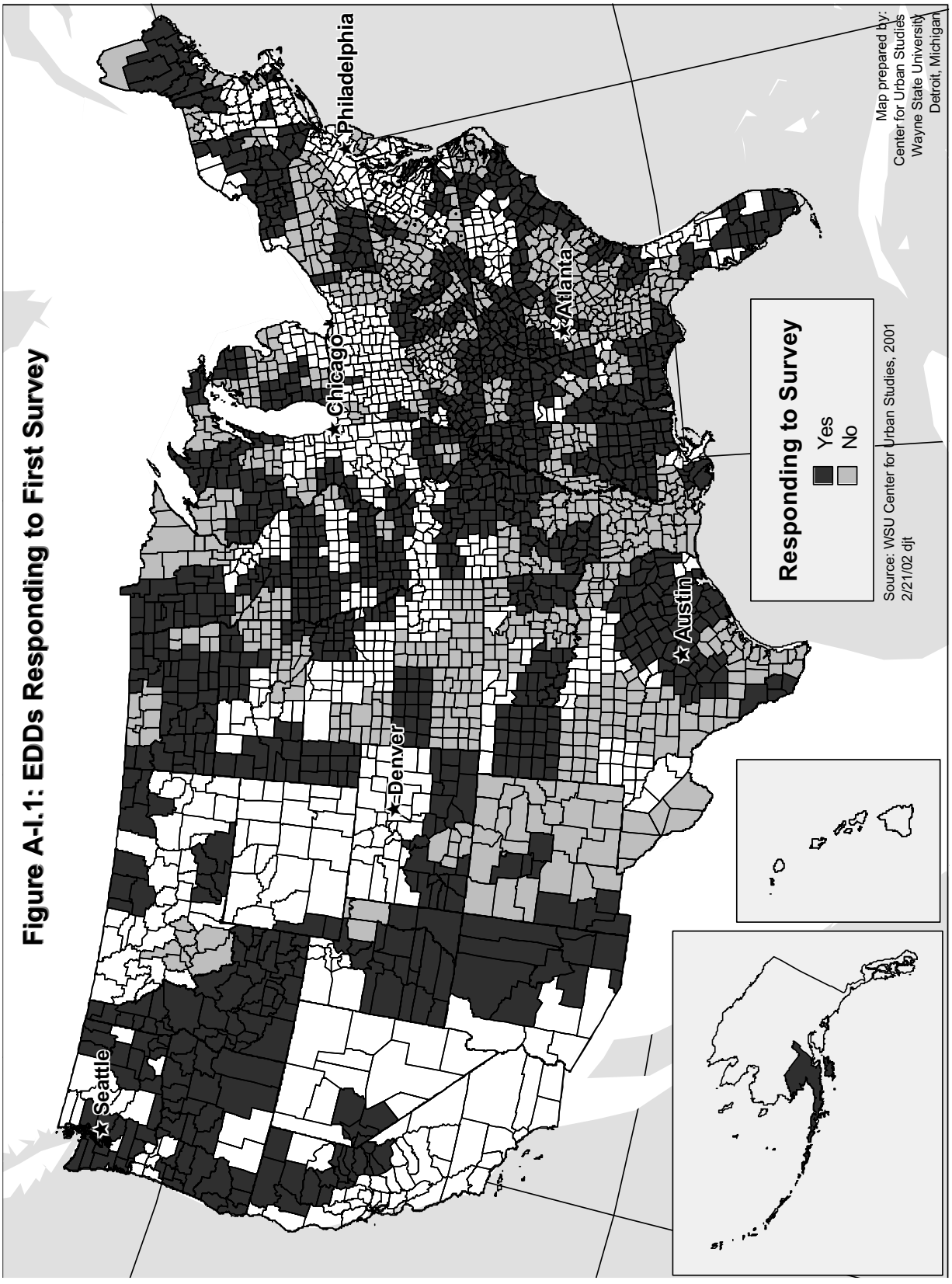


Figure A-I.1: EDDs Responding to First Survey
Seattle
Chicago
Philadelphia
Atlanta
Denver
Austin
Responding to Survey
Yes
No
Source: WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
Center for Urban Studies
Wayne State University
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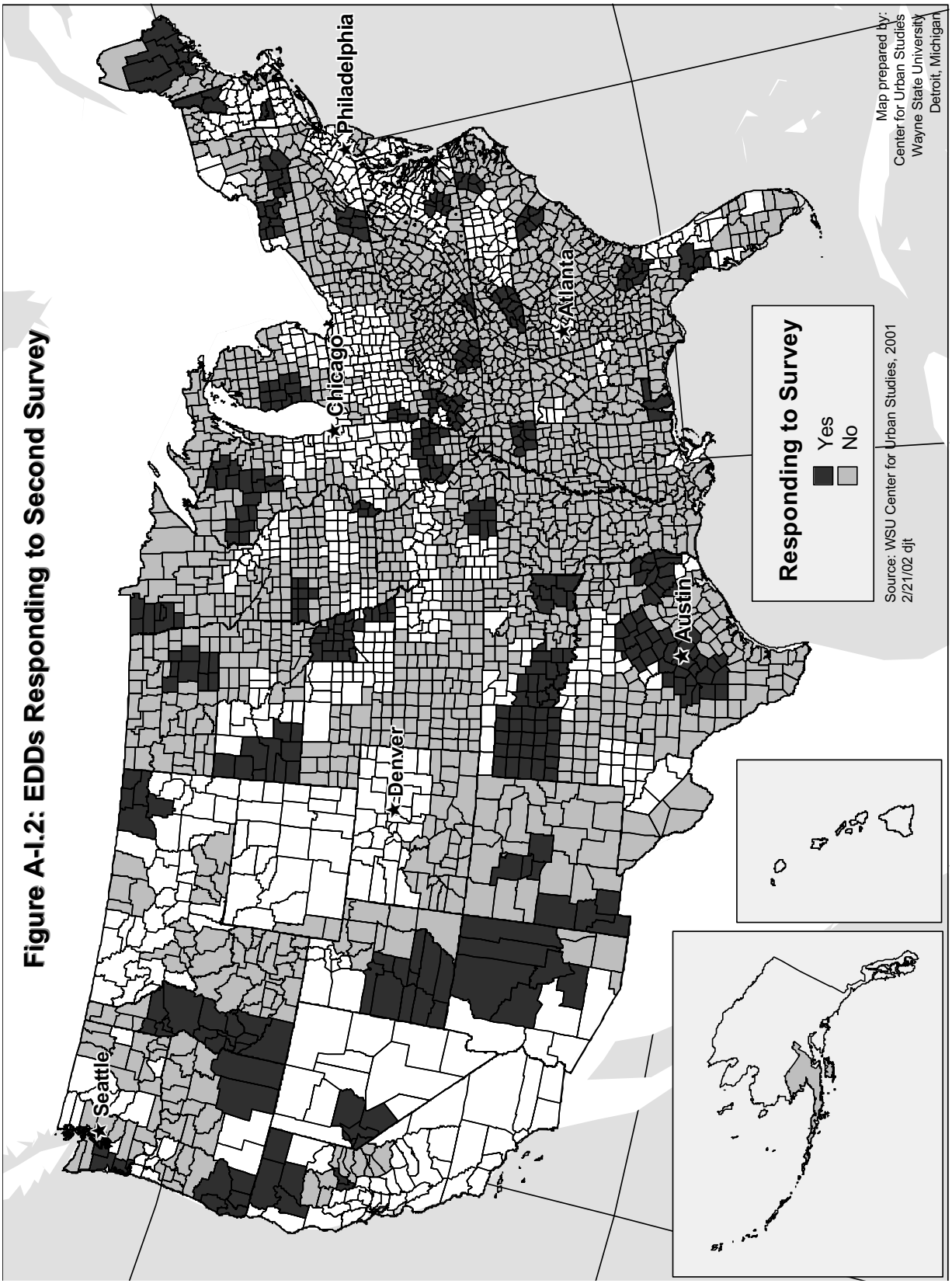
Figure A-I.2: EDDs Responding to Second Survey
Philadelphia
Chicago
Atlanta
Austin
Denver
Seattle
Responding to Survey
Yes
No
Source: WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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Detroit, Michigan

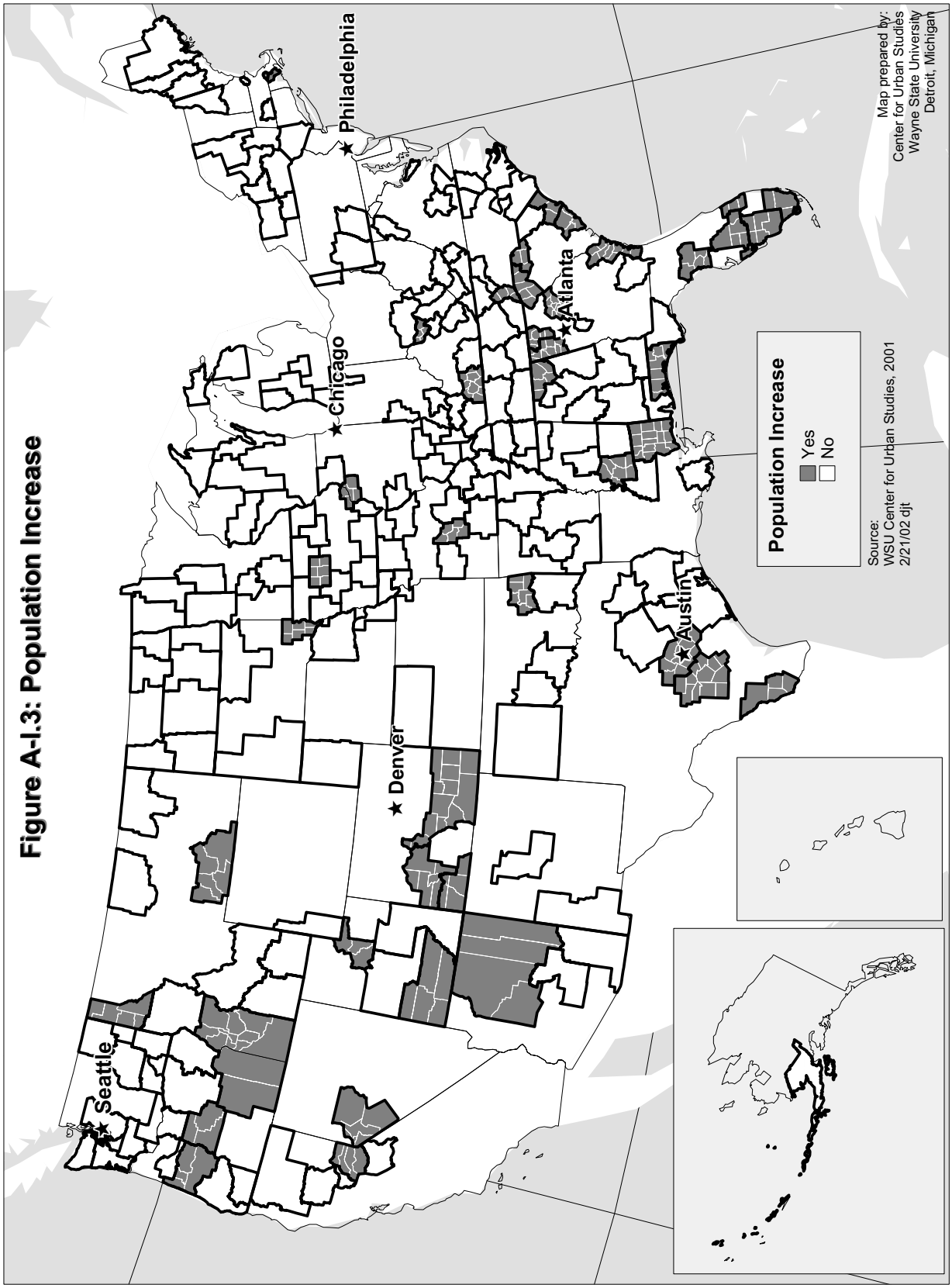
Figure A-I.3: Population Increase
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Population Increase
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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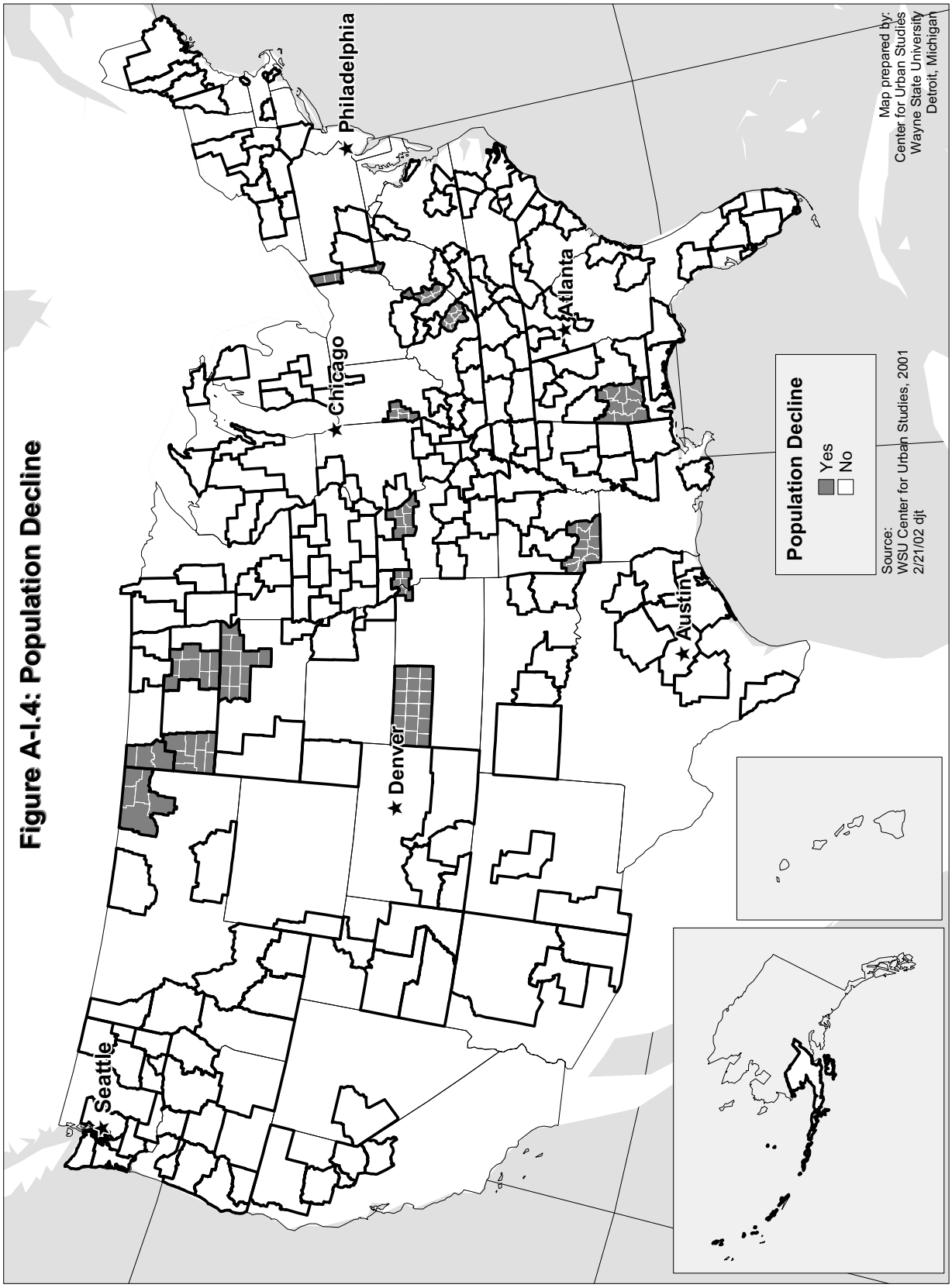
Figure A-I.4: Population Decline
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Population Decline
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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Detroit, Michigan

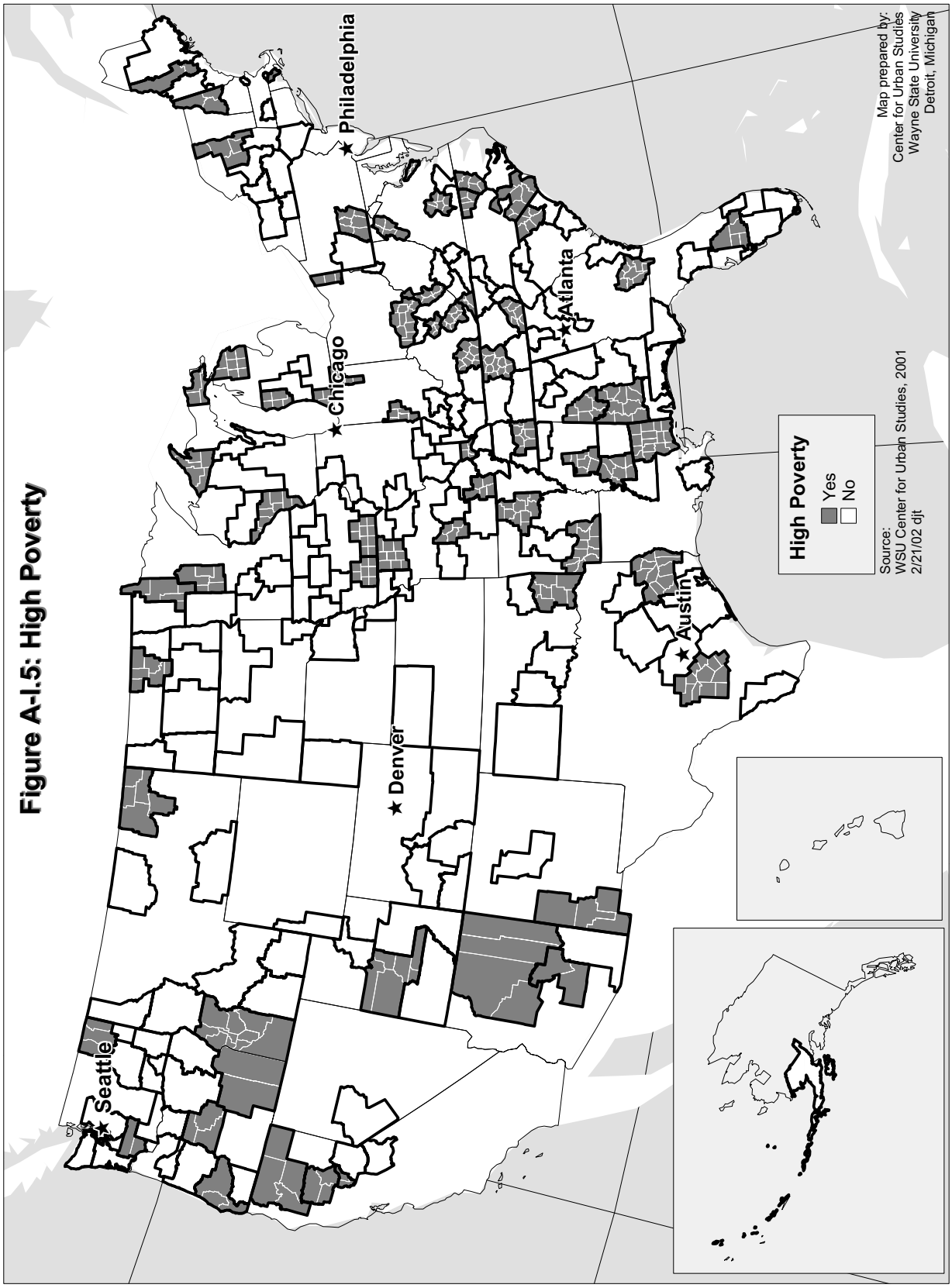
Figure A-I.5: High Poverty
Philadelphia
Atlanta
Chicago
Austin
Denver
Seattle
High Poverty
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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Wayne State University
Detroit, Michigan

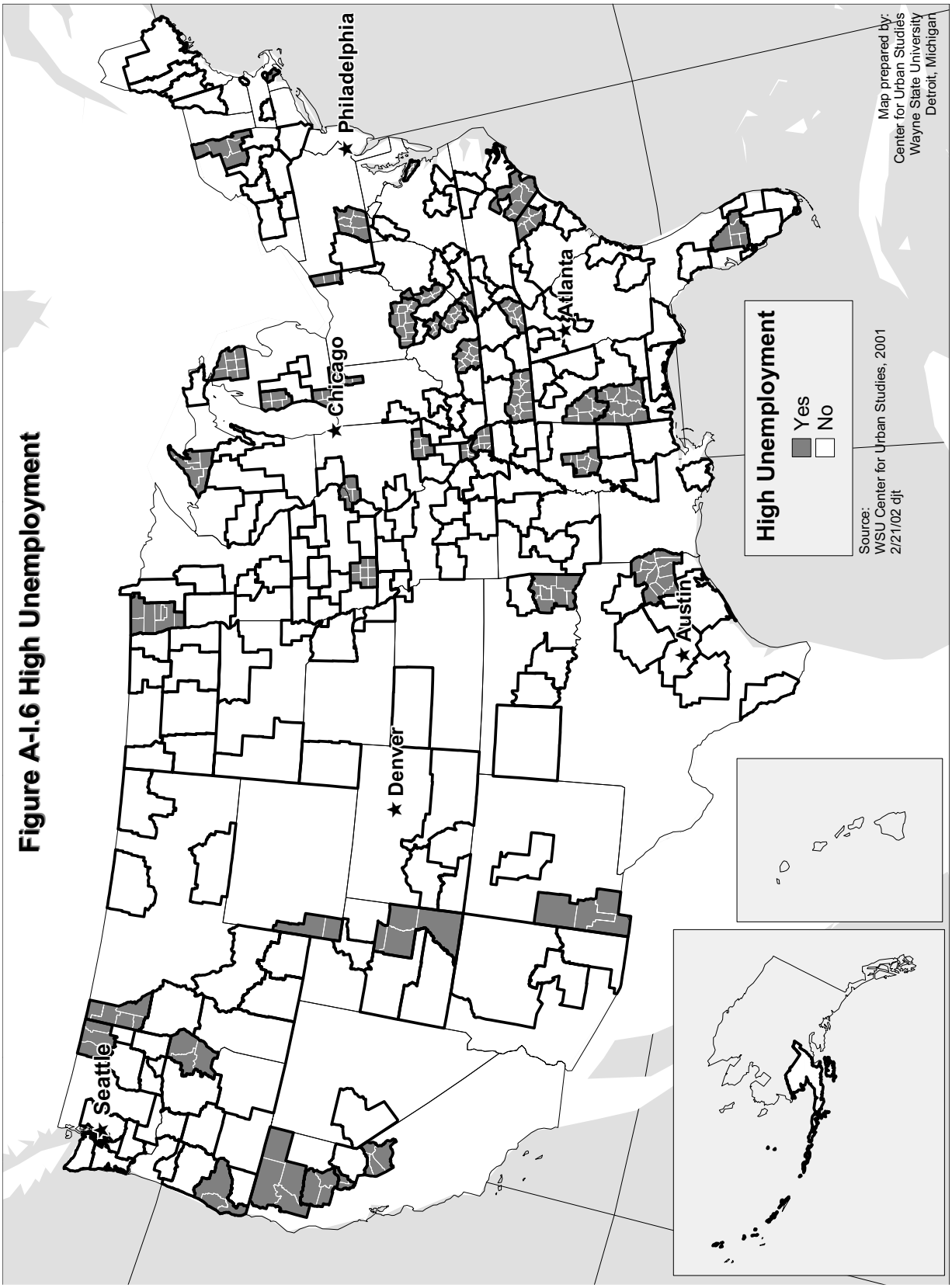
Figure A-I.6 High Unemployment
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High Unemployment
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
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Detroit, Michigan

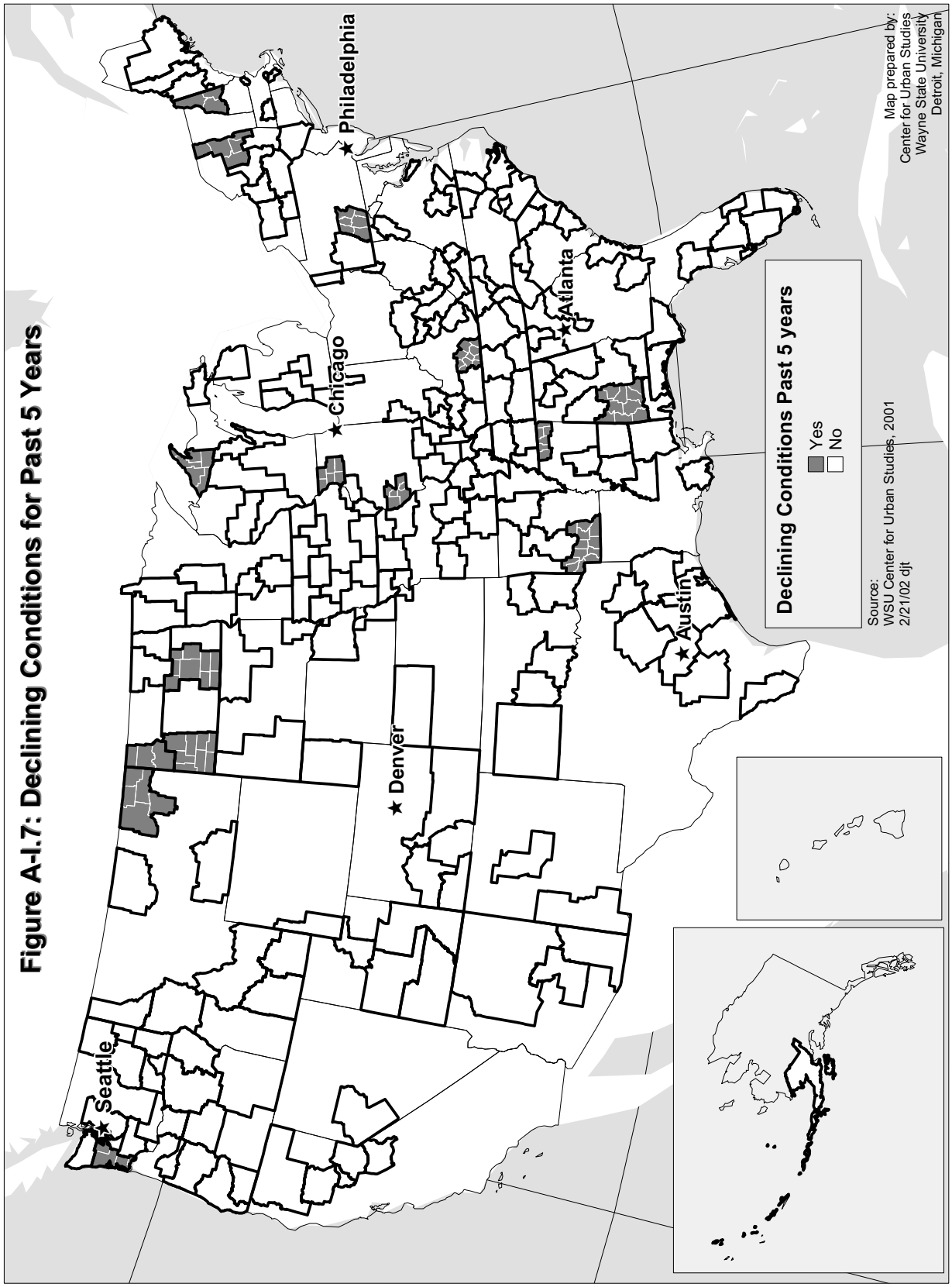
Figure A-I.7: Declining Conditions for Past 5 Years
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Declining Conditions Past 5 years
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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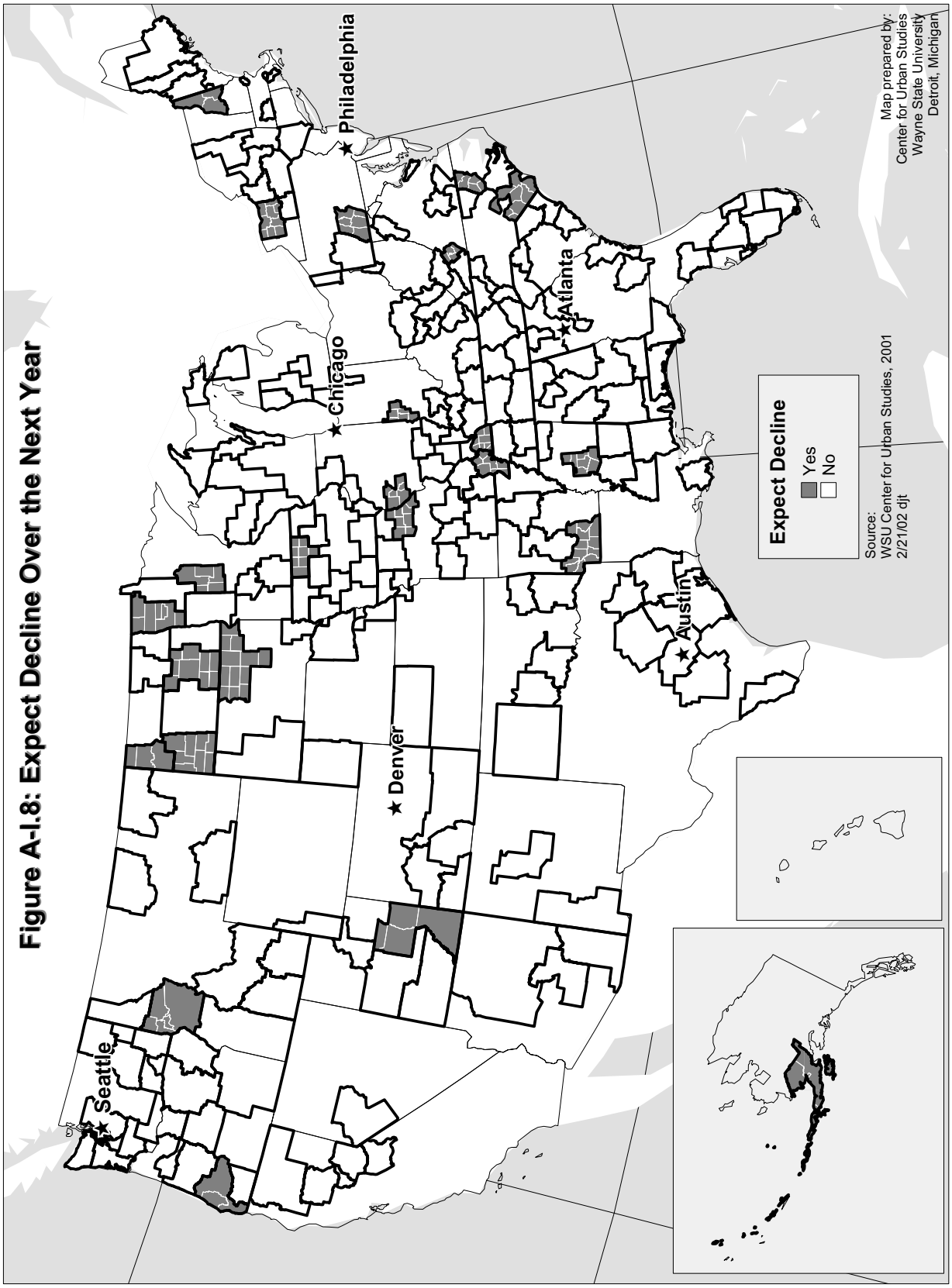
Figure A-I.8: Expect Decline Over the Next Year
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Expect Decline
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
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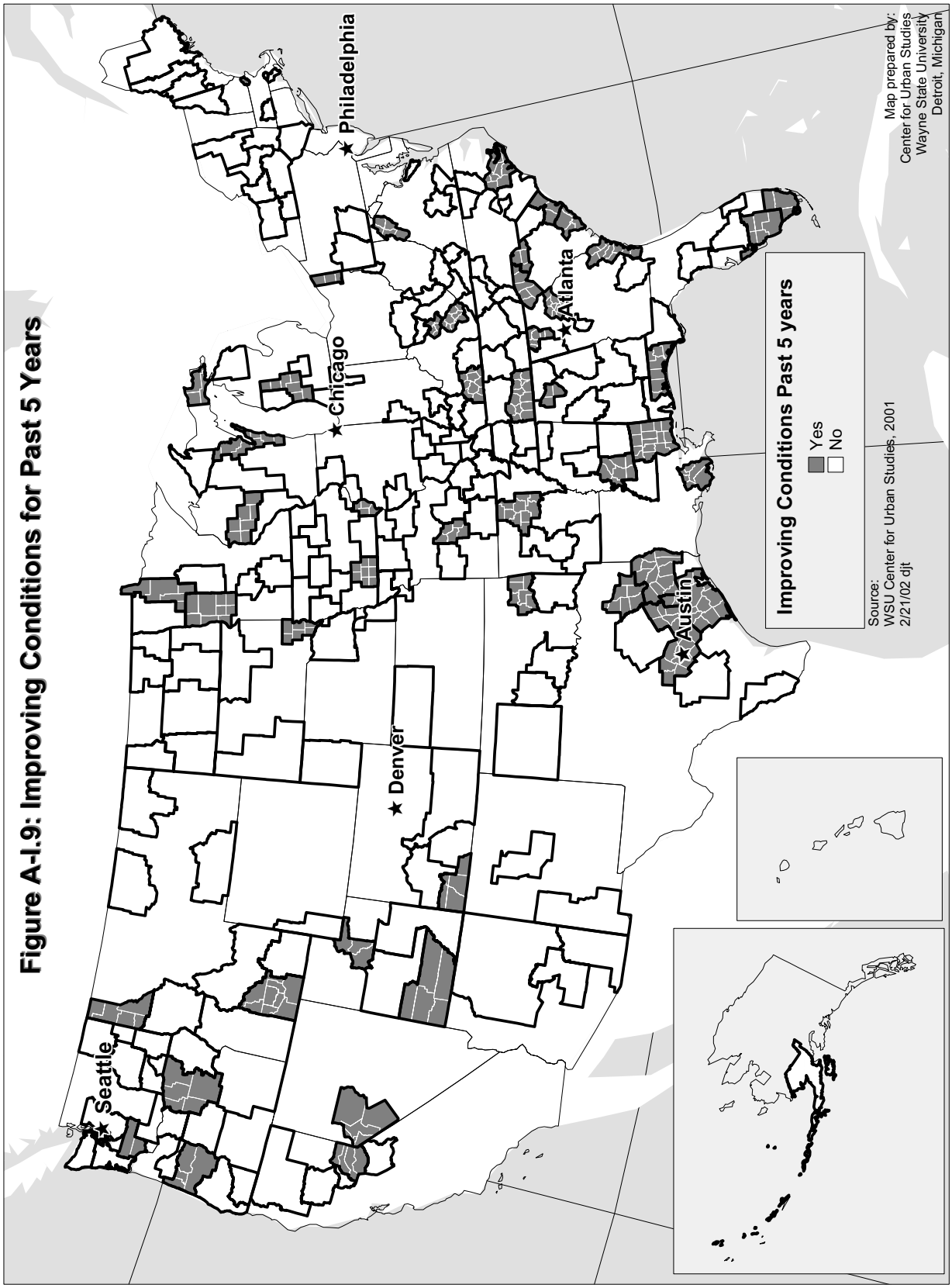
Figure A-I.9: Improving Conditions for Past 5 Years
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Improving Conditions Past 5 years
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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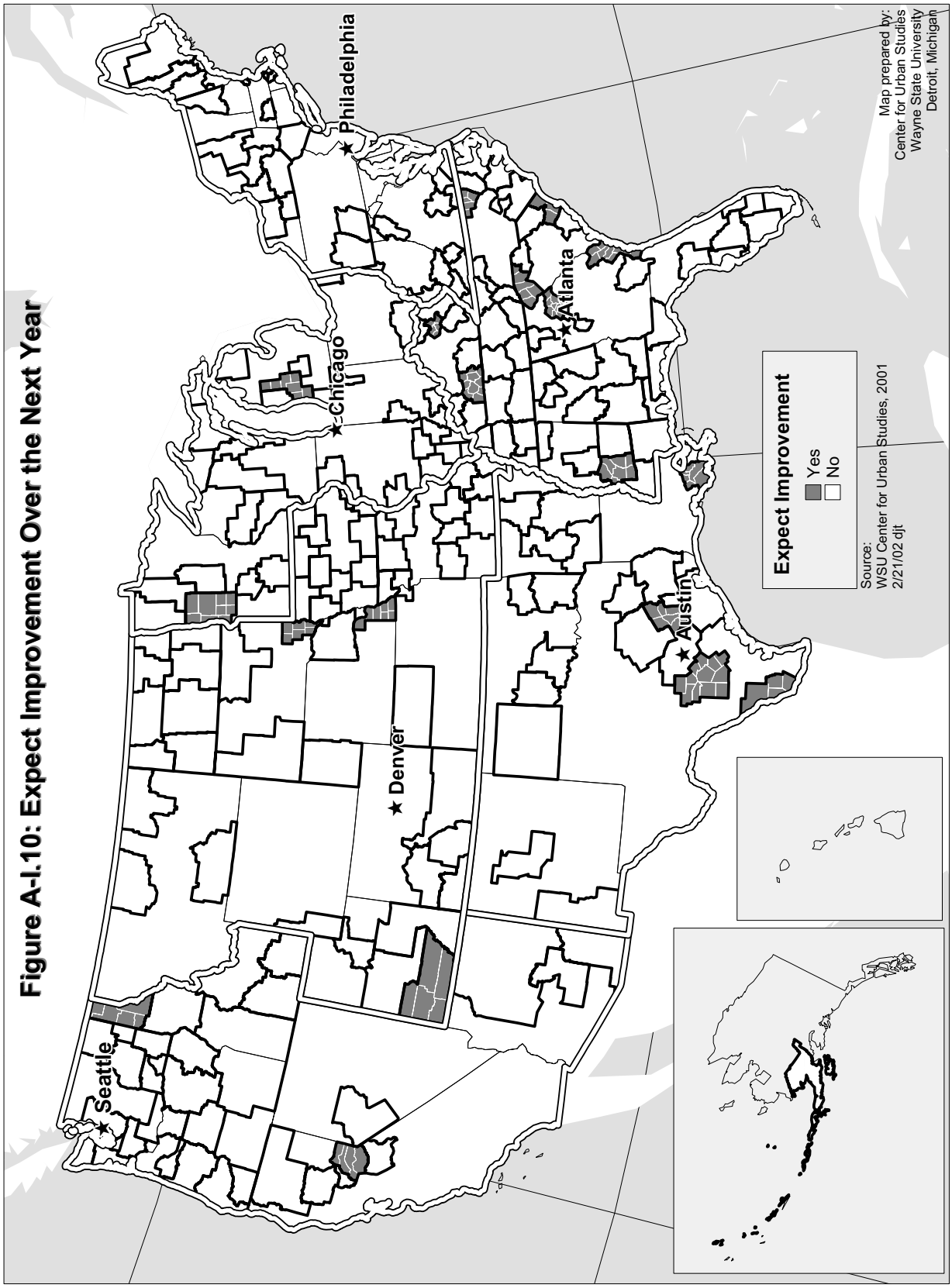
Figure A-I.10: Expect Improvement Over the Next Year
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Expect Improvement
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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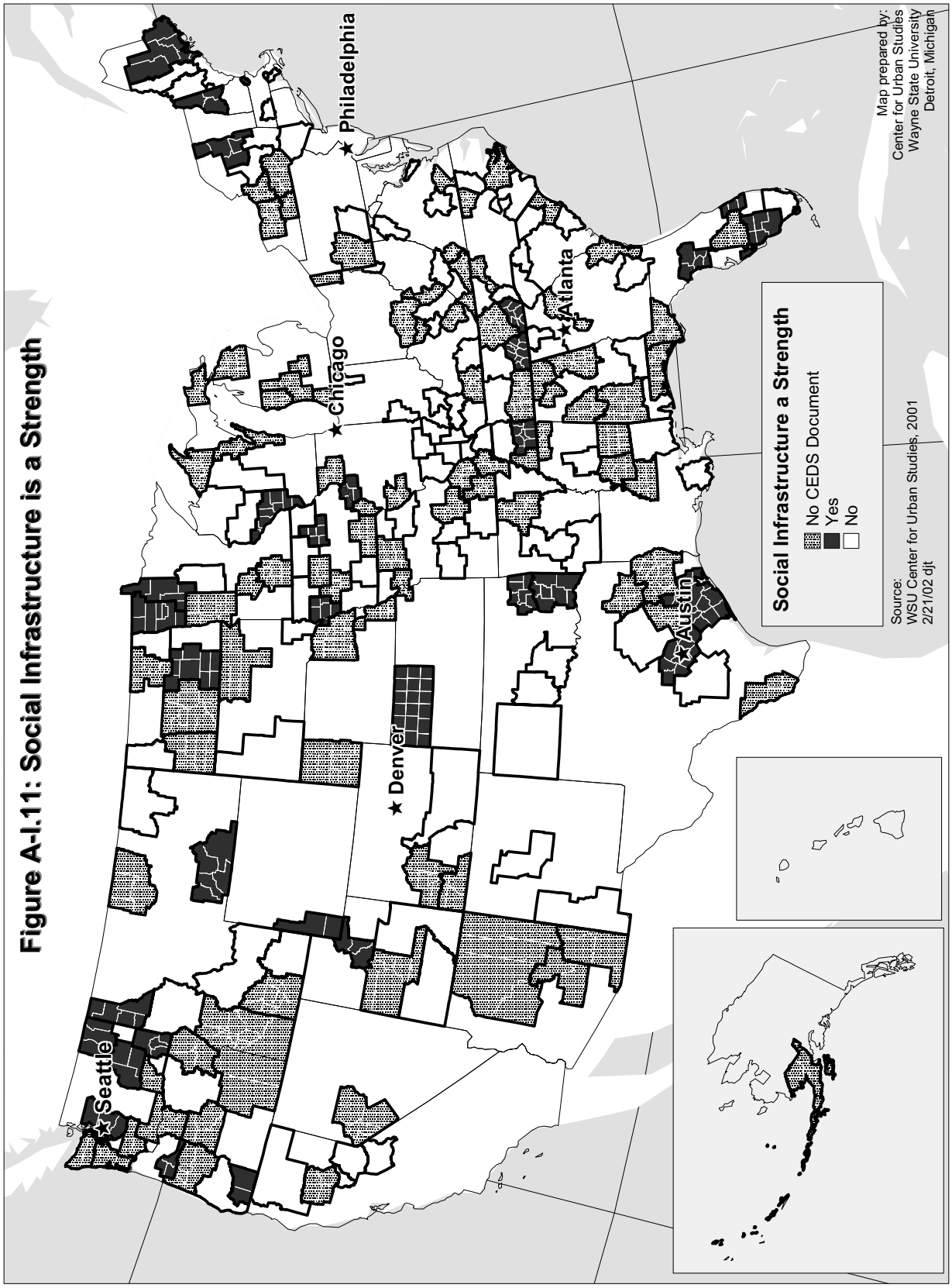
Figure A-I.11: Social Infrastructure is a Strength
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Social Infrastructure a Strength
No CEDS Document
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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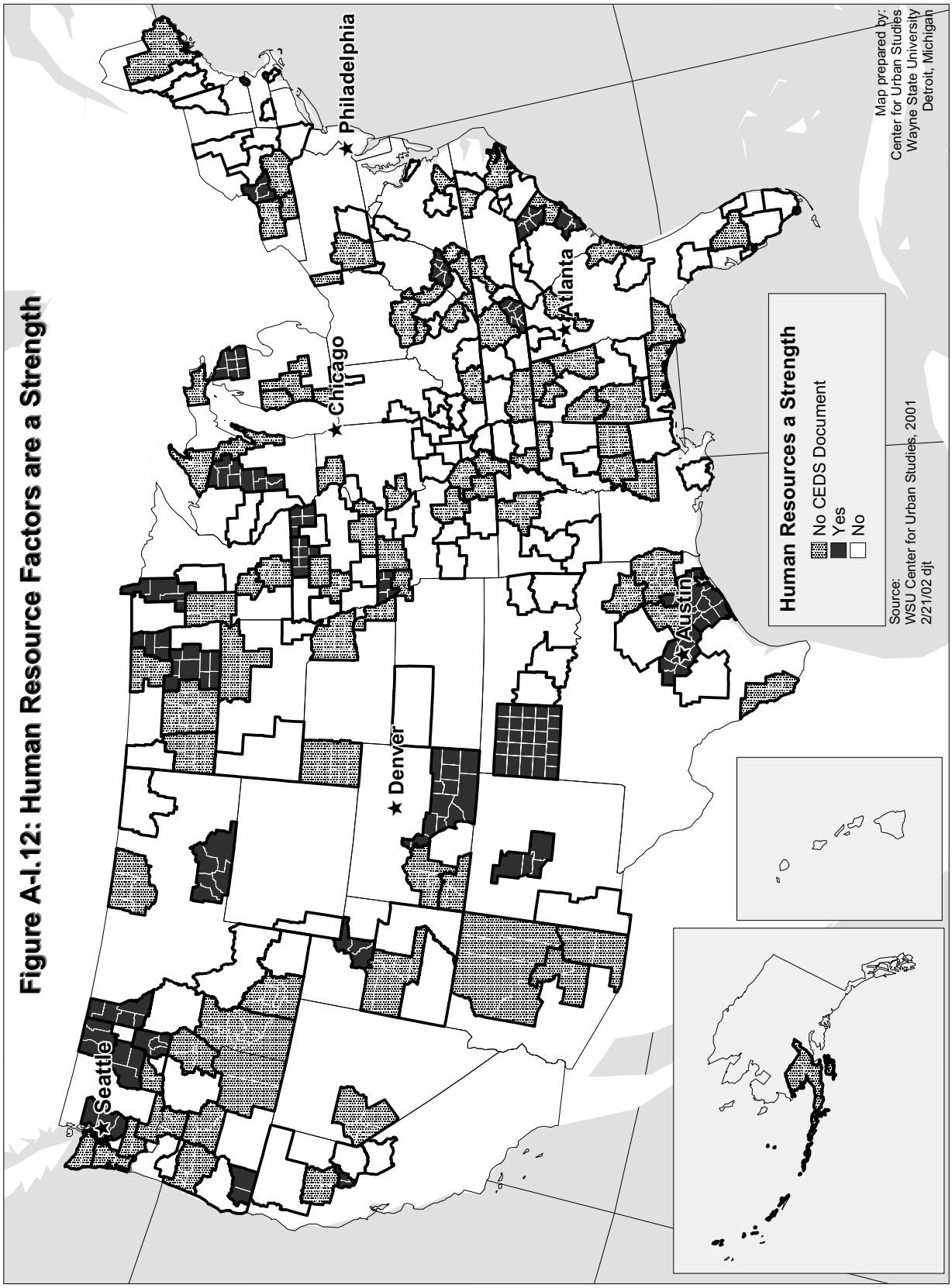
Figure A-I.12: Human Resource Factors are a Strength
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Human Resources a Strength
No CEDS Document
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
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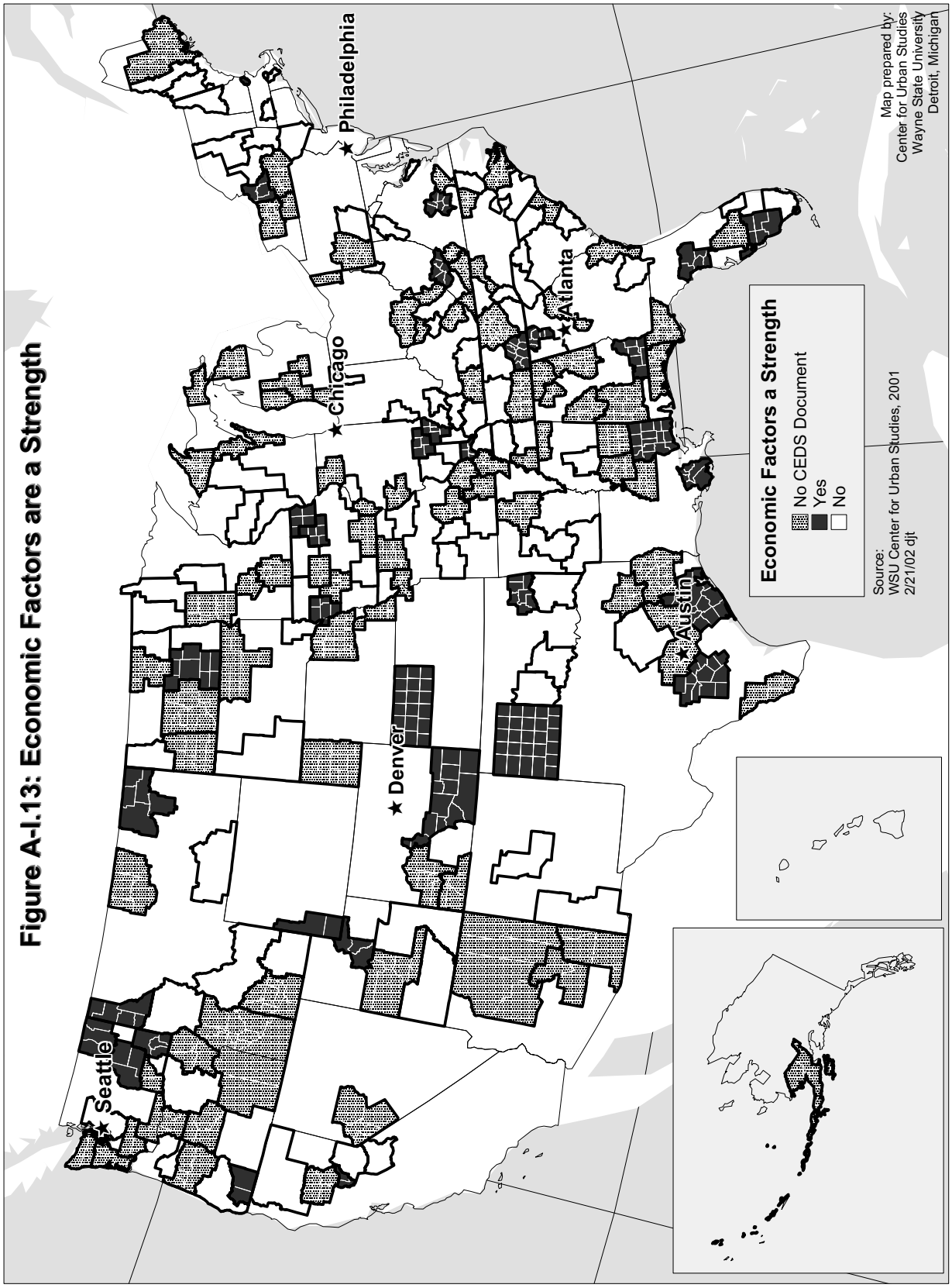
Figure A-I.13: Economic Factors are a Strength
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Economic Factors a Strength
No CEDS Document
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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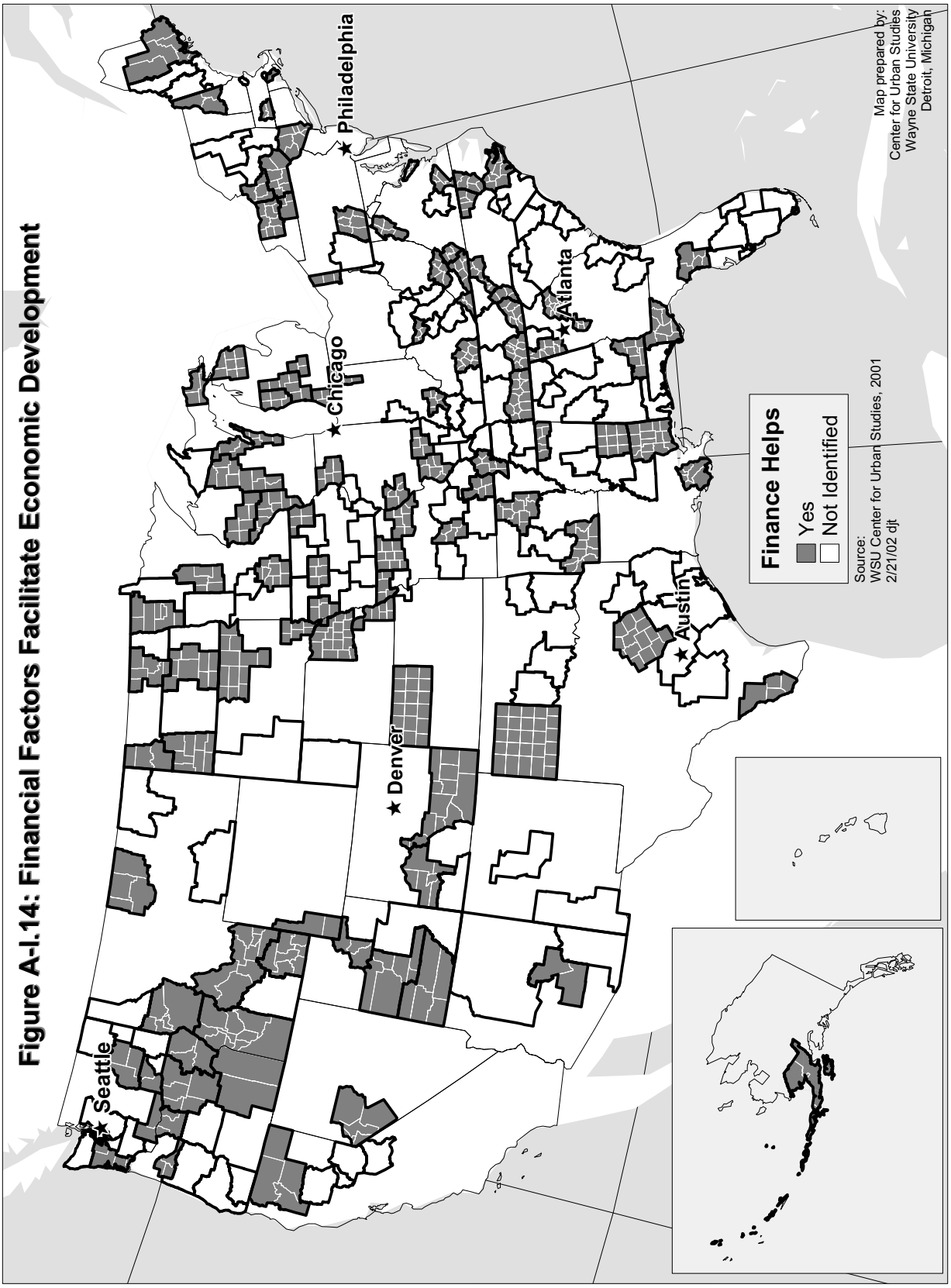
Figure A-I.14: Financial Factors Facilitate Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Finance Helps
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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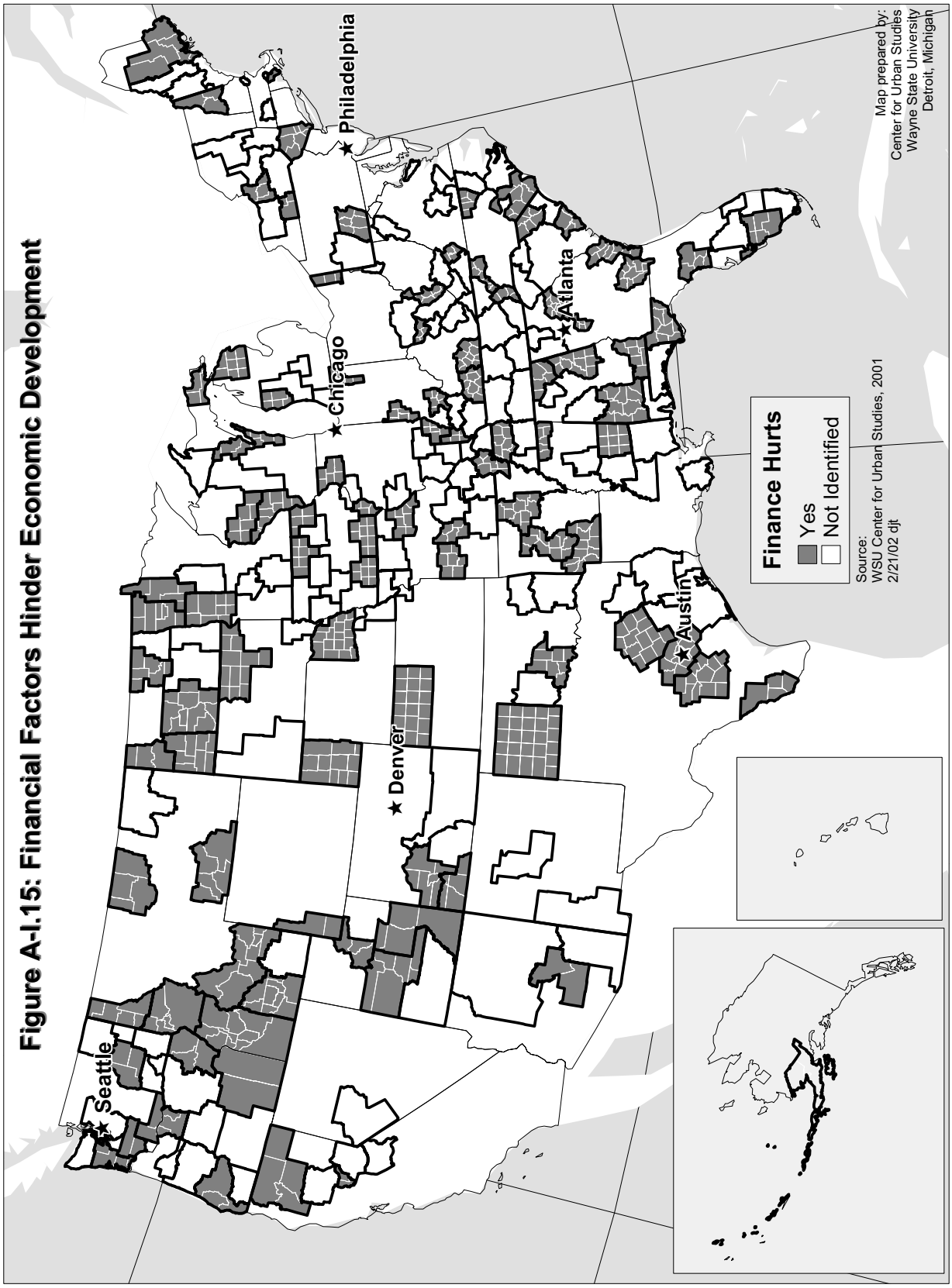
Figure A-I.15: Financial Factors Hinder Economic Development
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Finance Hurts
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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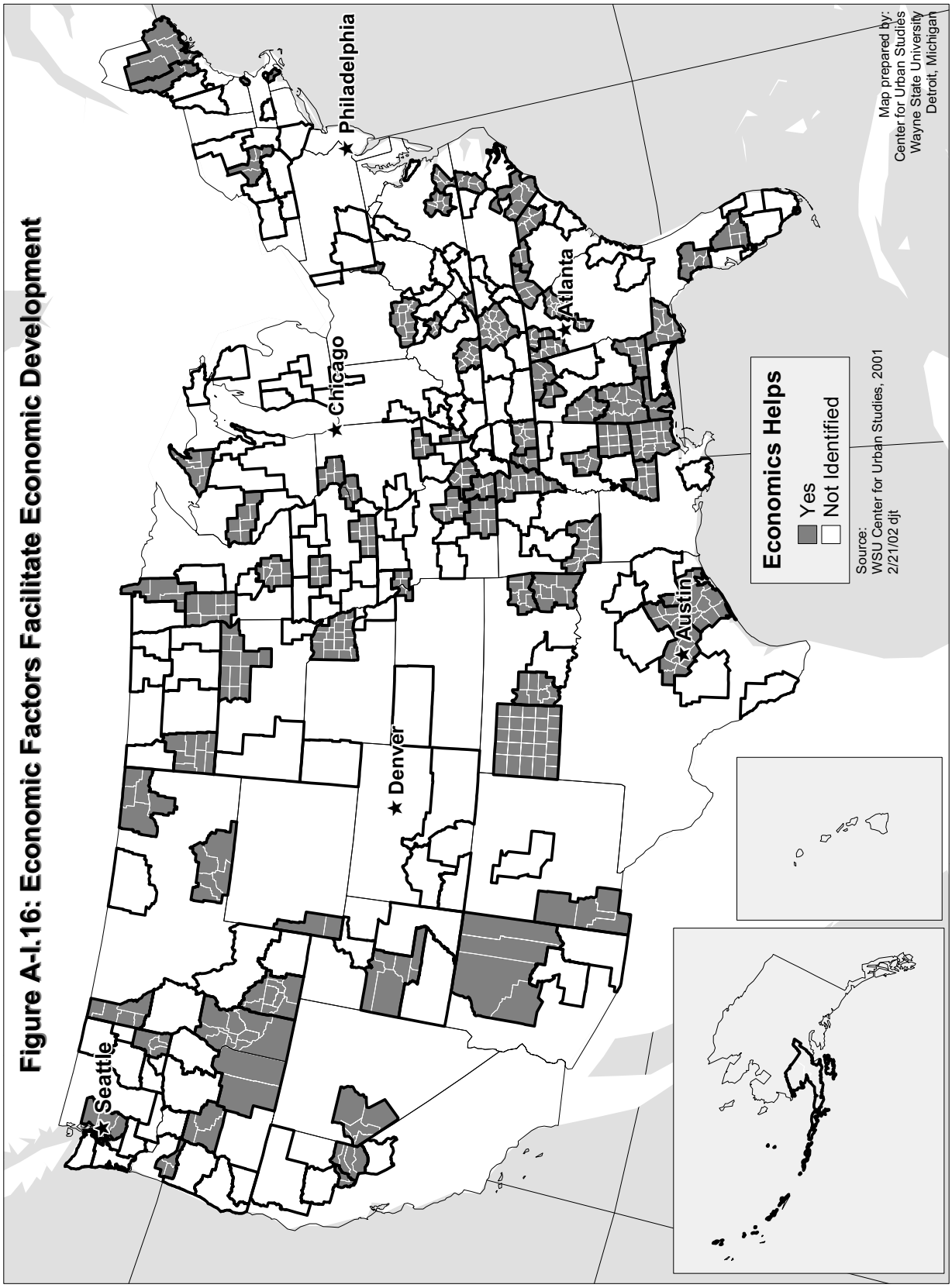
Figure A-I.16: Economic Factors Facilitate Economic Development
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
Economics Helps
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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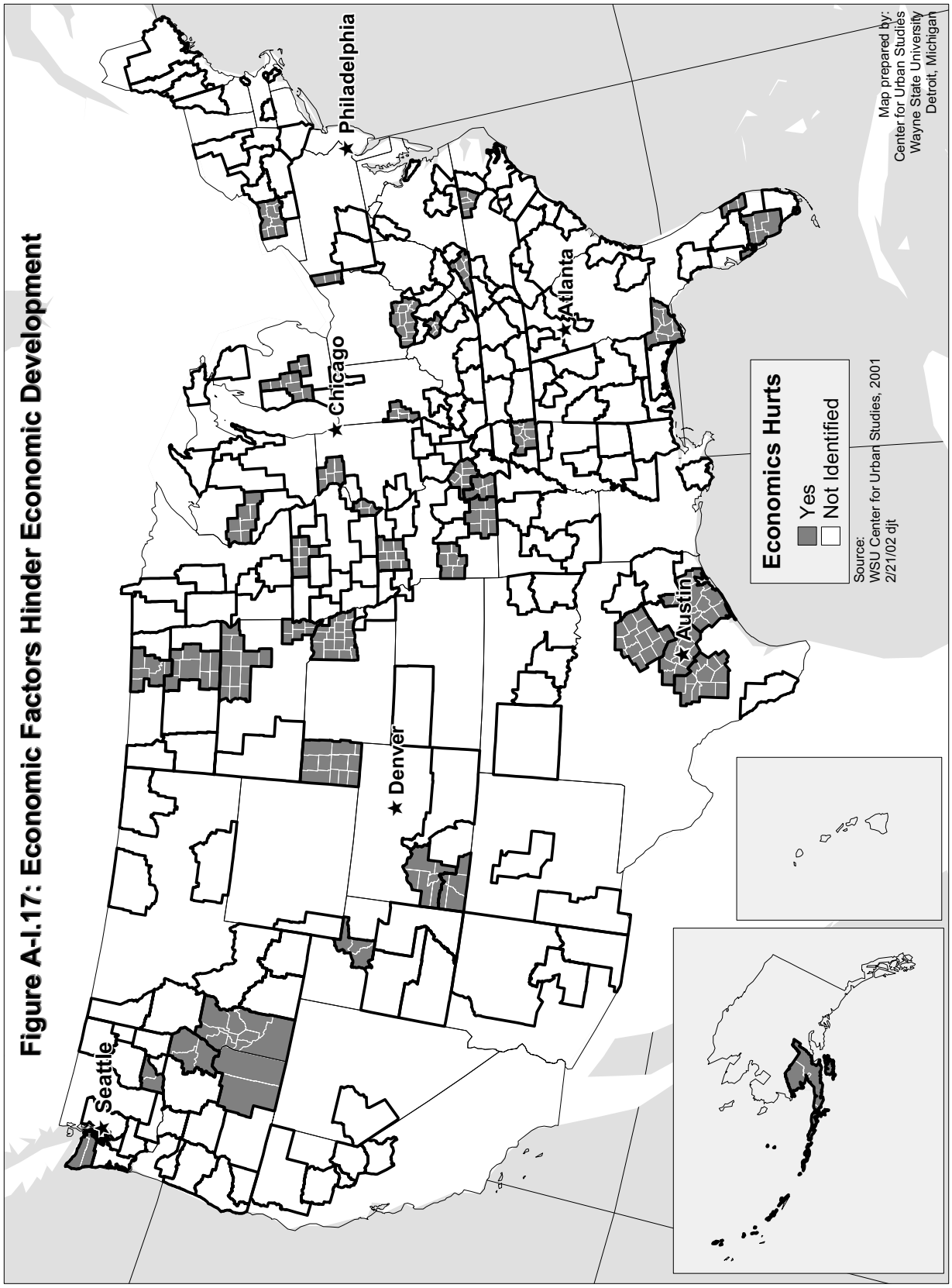
Figure A-I.17: Economic Factors Hinder Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Economics Hurts
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
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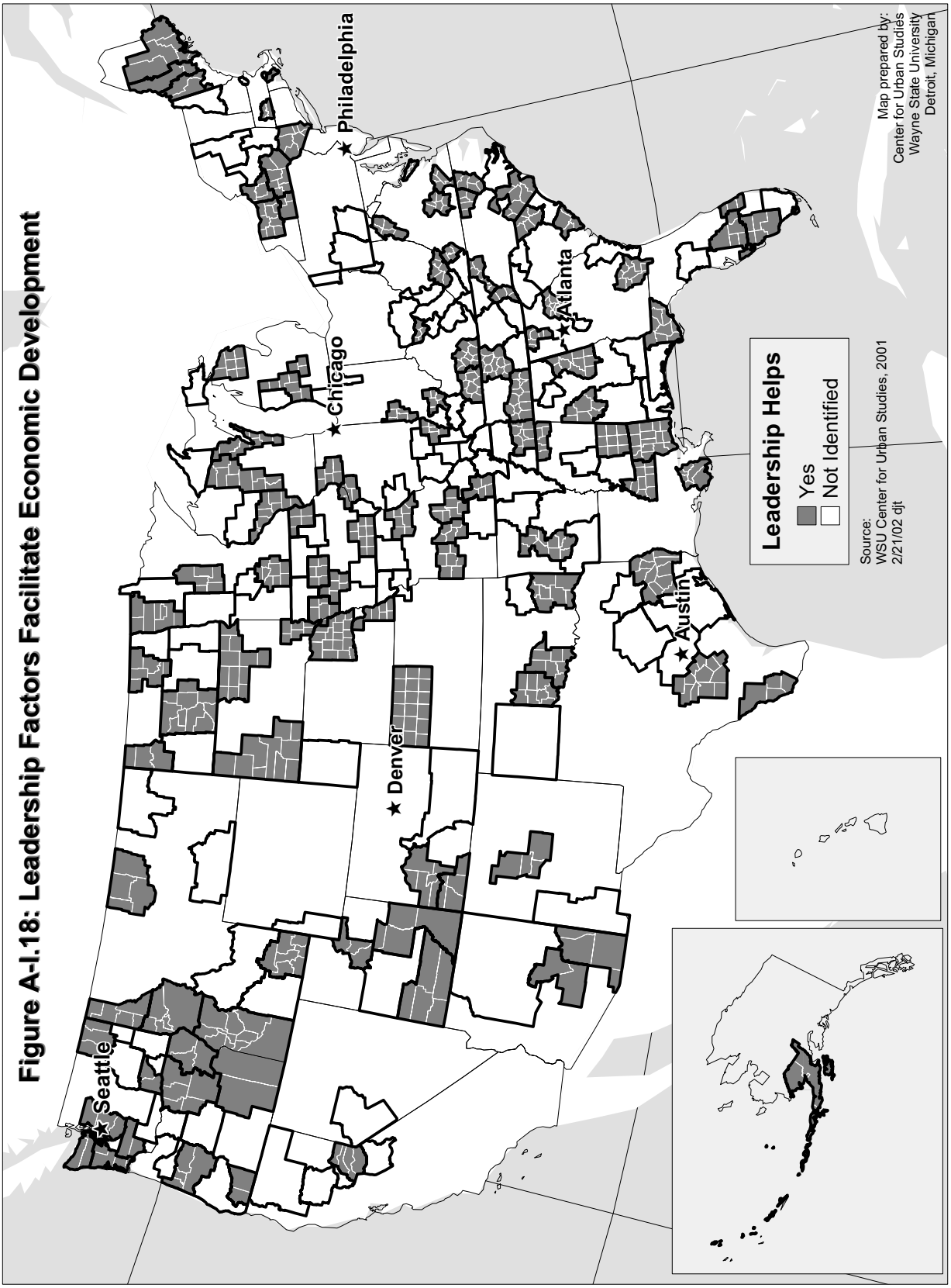
Figure A-I.18: Leadership Factors Facilitate Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Leadership Helps
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
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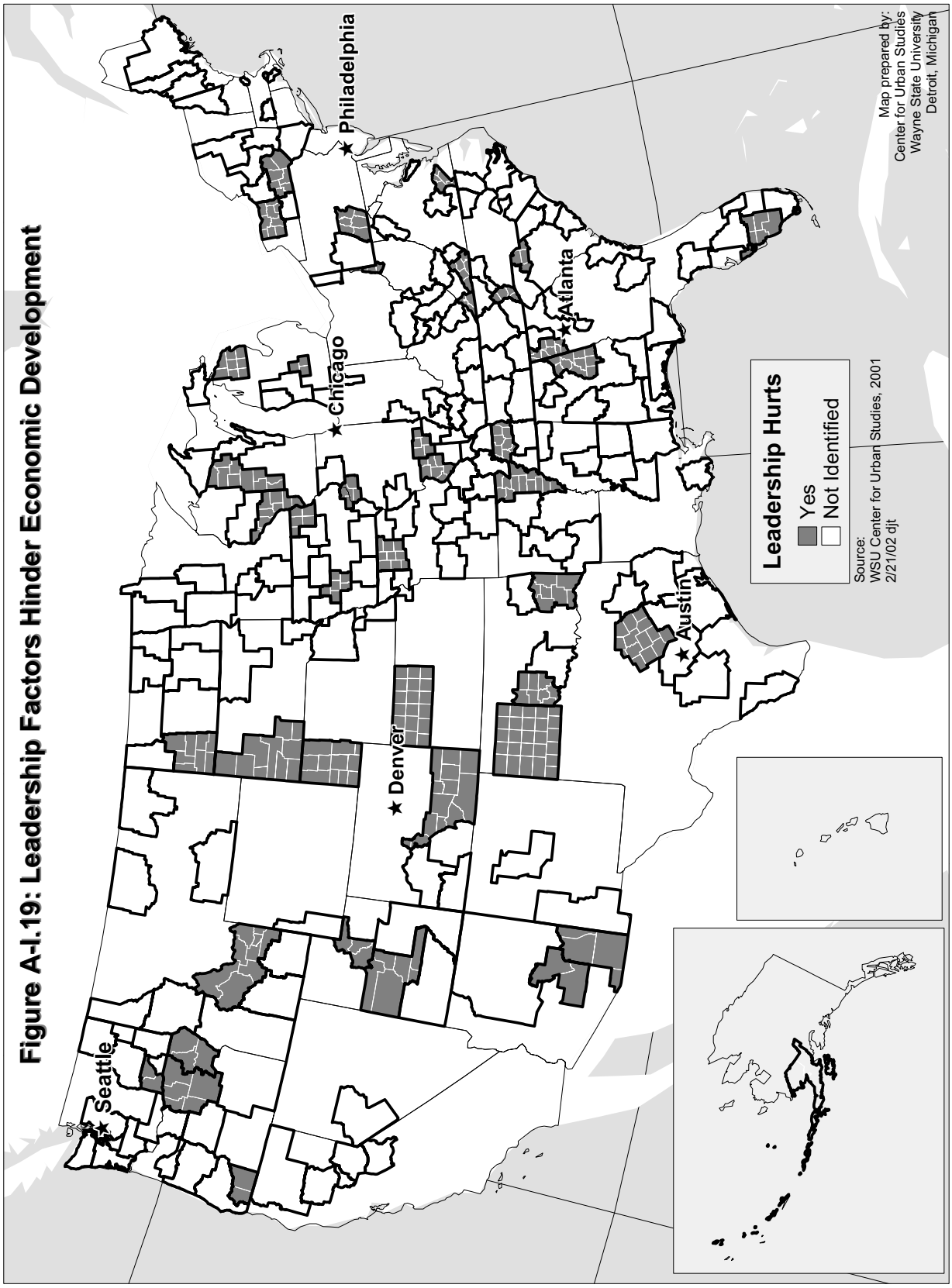
Figure A-I.19: Leadership Factors Hinder Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Leadership Hurts
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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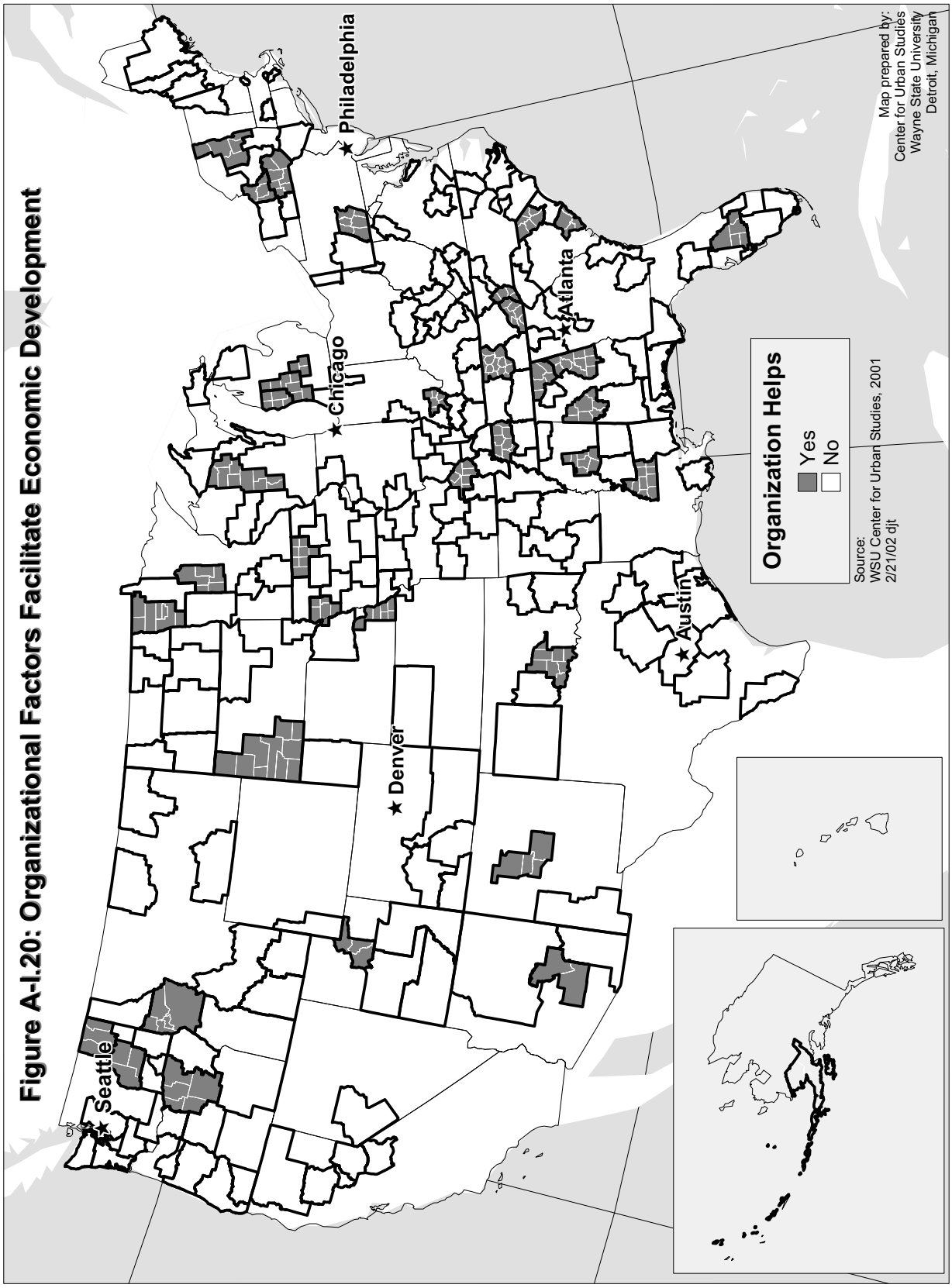
Figure A-I.20: Organizational Factors Facilitate Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Organization Helps
Yes
No
Source:
WSU Center for Urban Studies, 2001
2/21/02 djt
Map prepared by:
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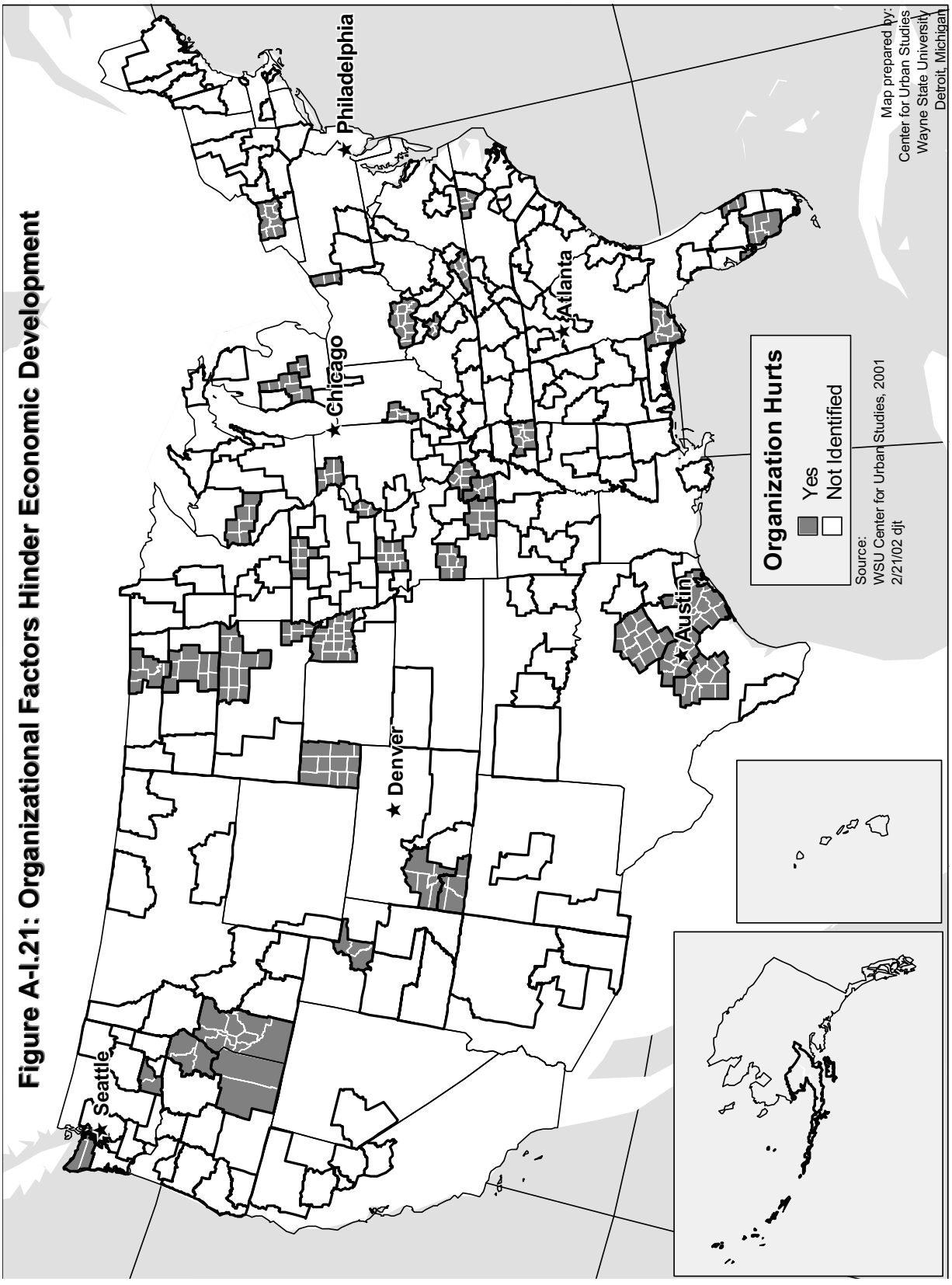
Figure A-I.21: Organizational Factors Hinder Economic Development
Seattle
Denver
Chicago
Philadelphia
Atlanta
Austin
Organization Hurts
Yes
Not Identified
Source:
WSU Center for Urban Studies, 2001
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Map prepared by:
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Detroit, Michigan

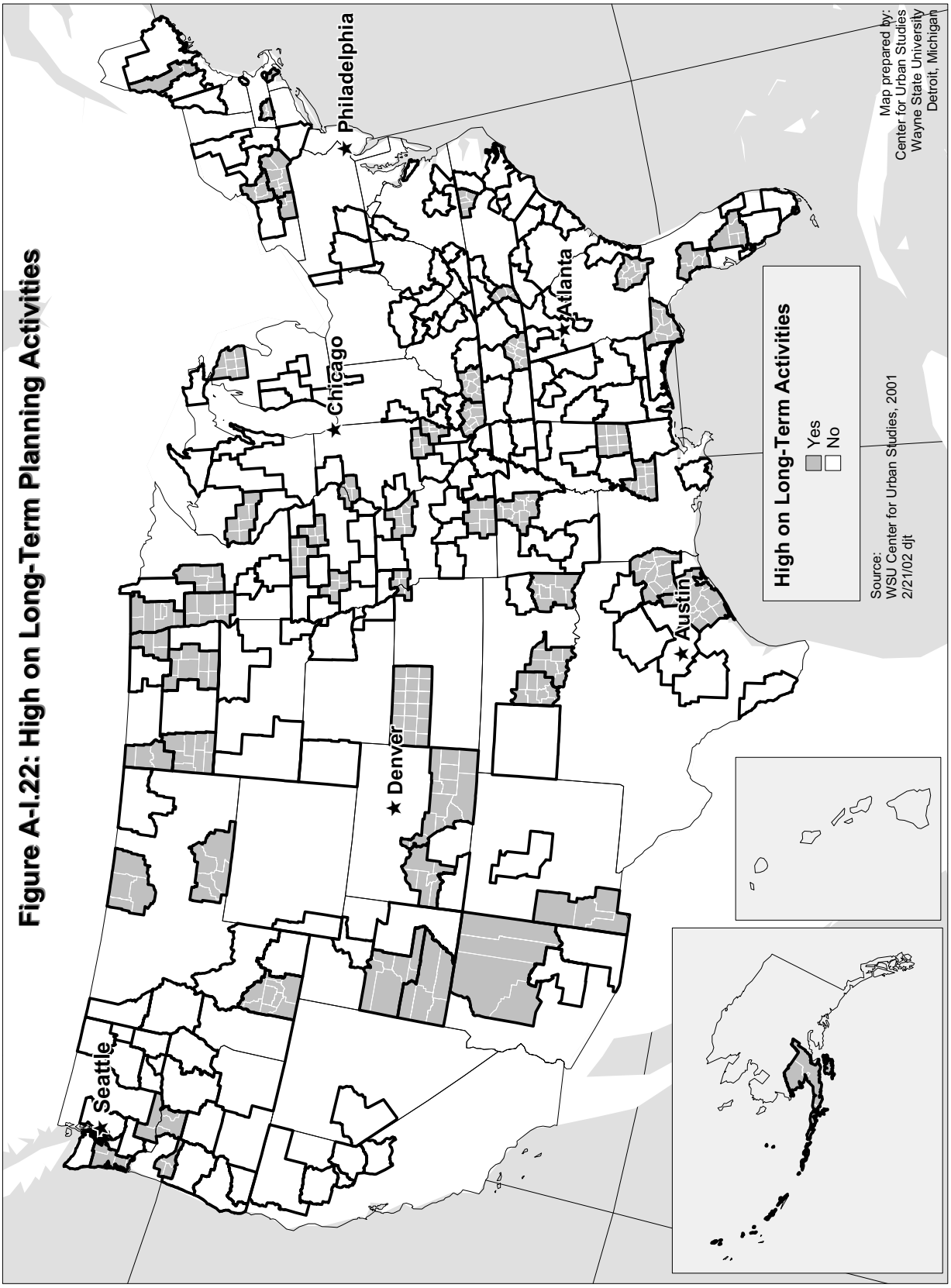
Figure A-I.22: High on Long-Term Planning Activities
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High on Long-Term Activities
Yes
No
Source:
WSU Center for Urban Studies, 2001
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Map prepared by:
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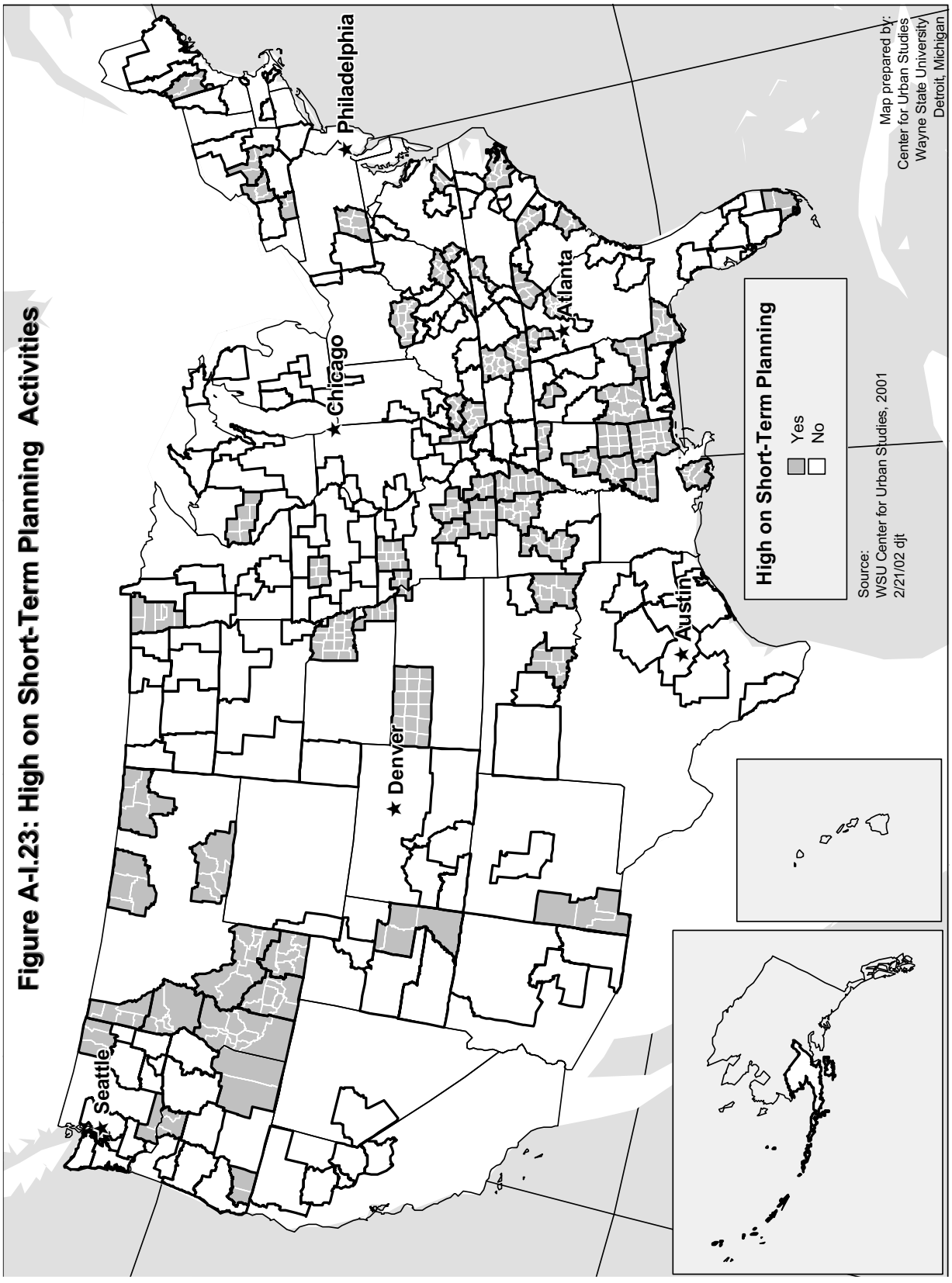
Figure A-I.23: High on Short-Term Planning Activities
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High on Short-Term Planning
Yes
No
Source:
WSU Center for Urban Studies, 2001
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Map prepared by:
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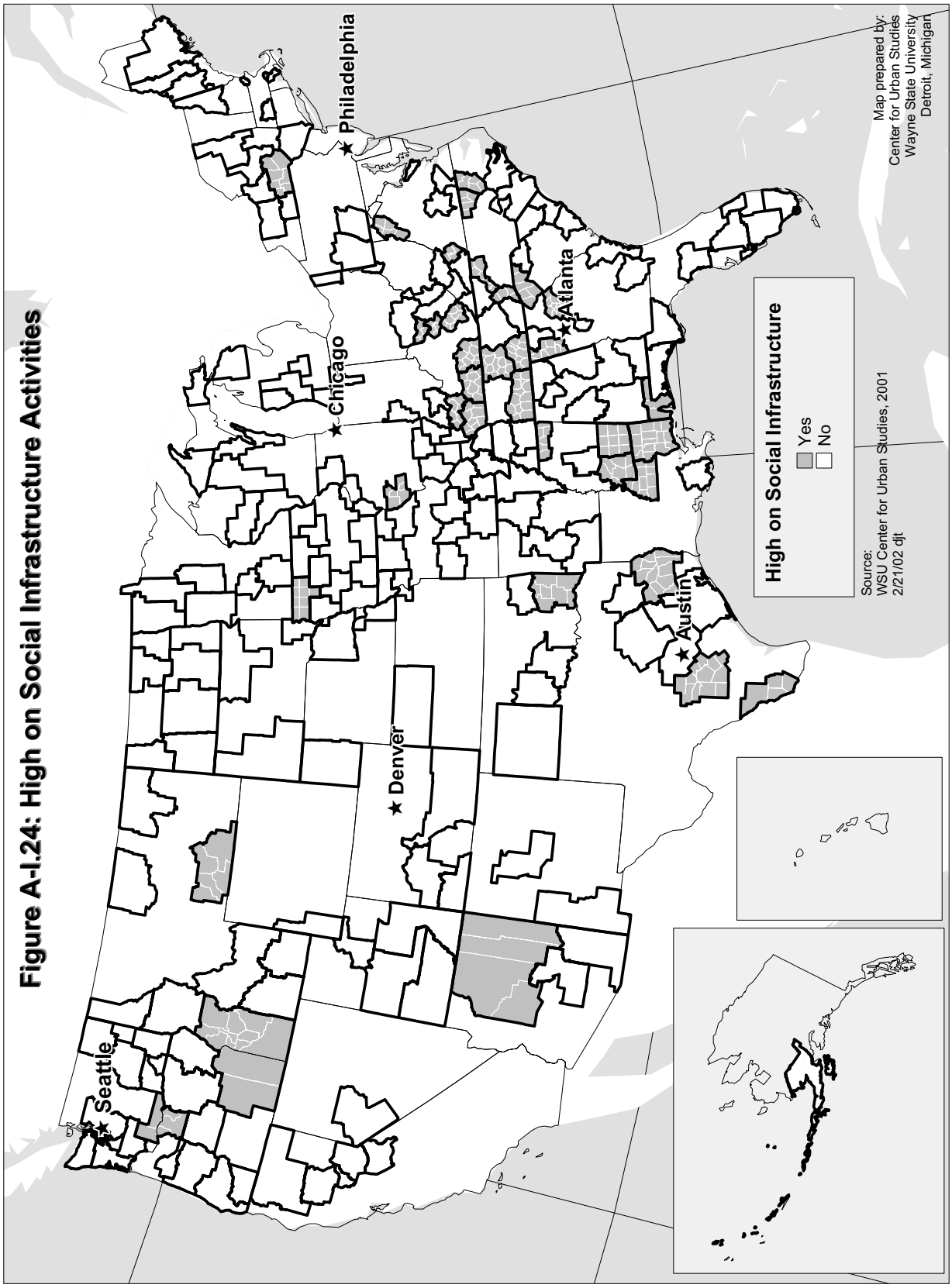
Figure A-I.24: High on Social Infrastructure Activities
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High on Social Infrastructure
Yes
No
Source:
WSU Center for Urban Studies, 2001
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Map prepared by:
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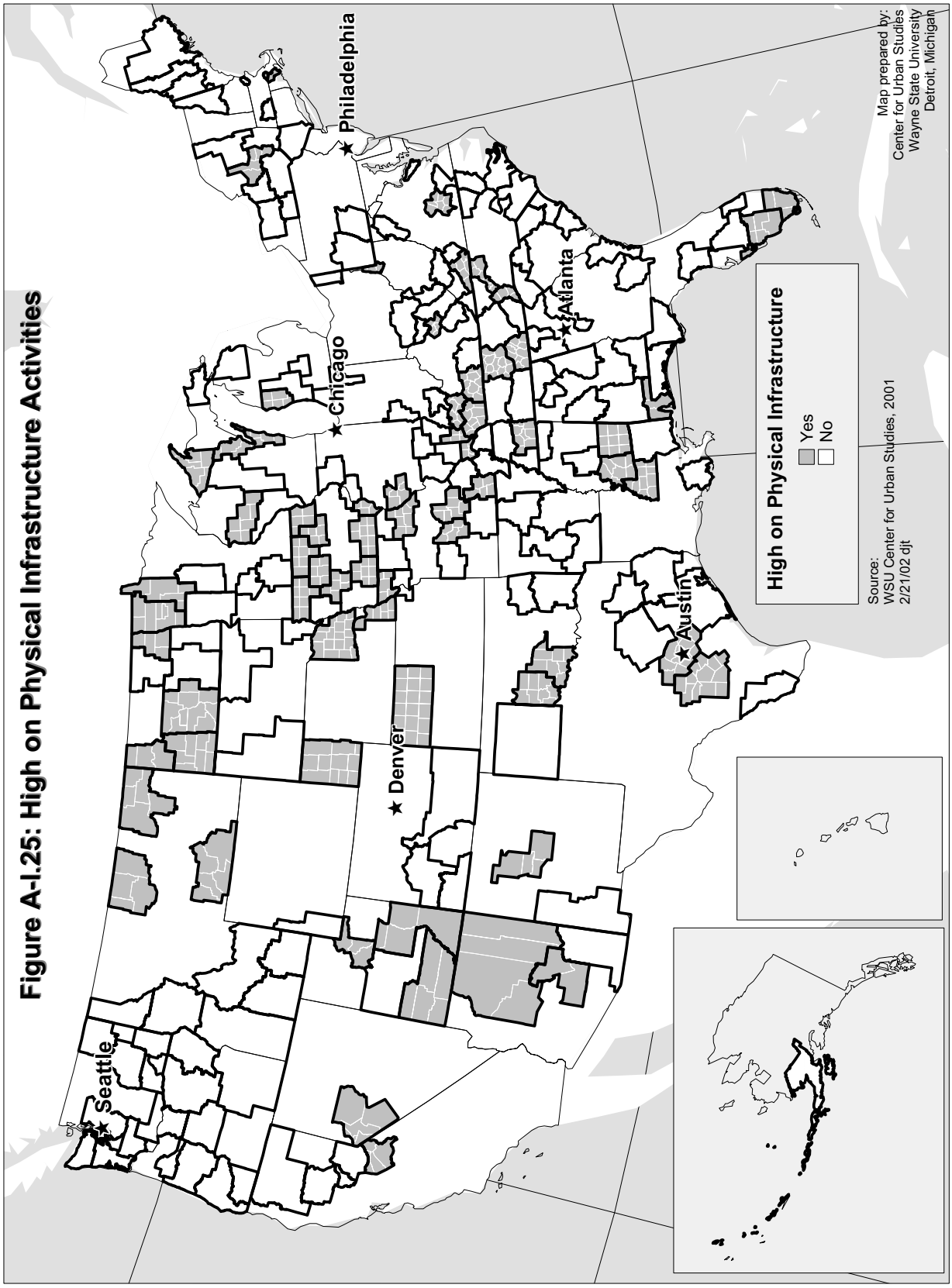
Figure A-I.25: High on Physical Infrastructure Activities
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High on Physical Infrastructure
Yes
No
Source:
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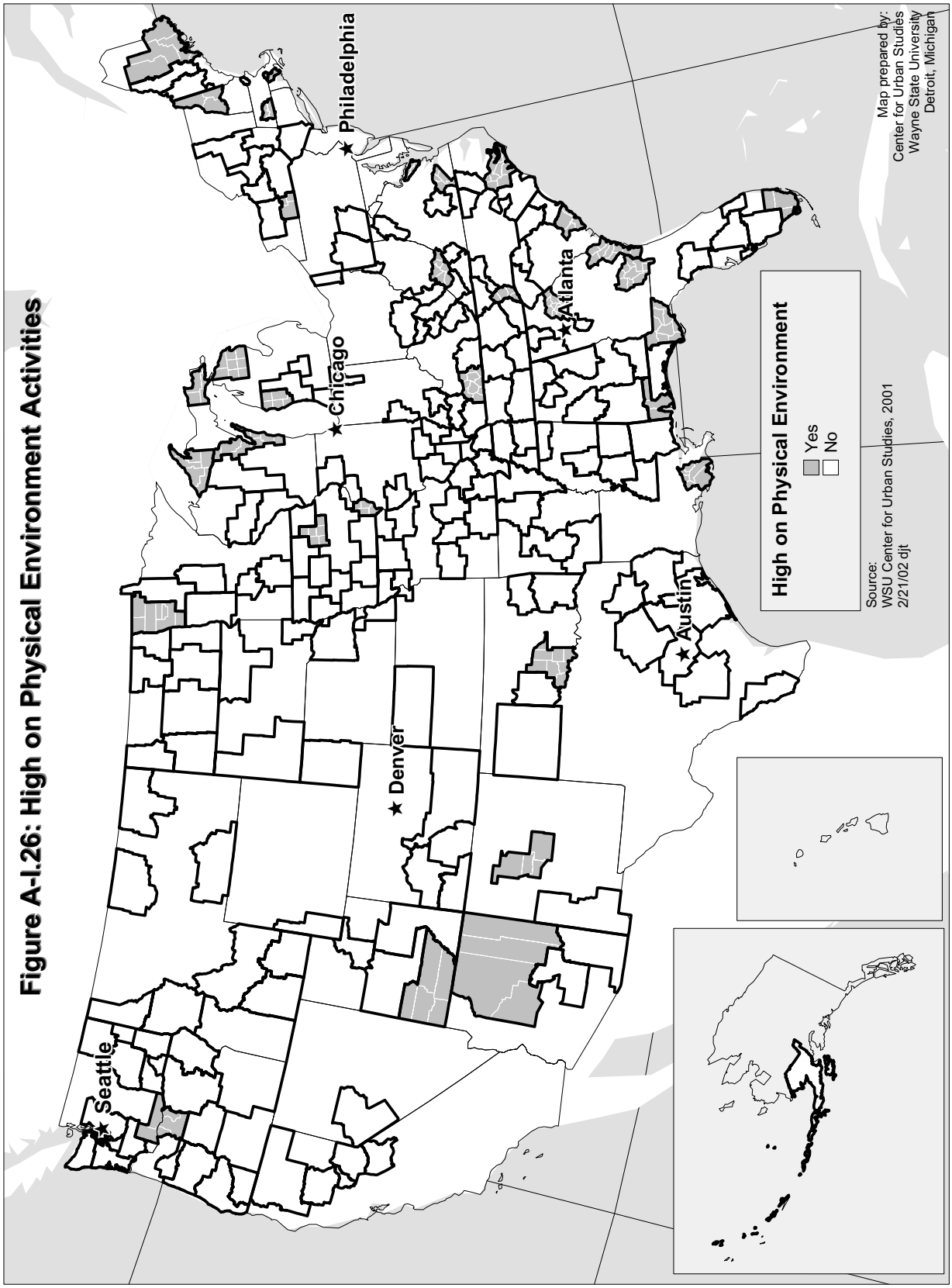
Figure A-I.26: High on Physical Environment Activities
Philadelphia
Chicago
Atlanta
Denver
Austin
Seattle
High on Physical Environment
Yes
No
Source:
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Appendix II: Survey Instruments:

Four instruments are included: the first survey to all EDD directors, and the second survey to each of three targeted respondents—EDD staff, CEDS committee members, and non-CEDS community stakeholders.

EDD QUESTIONNAIRE

Looking at the label below, could you please correct any information that has changed.

Label Here

Changes

_____

_____

_____

1. What is your name? _____

2. What is your position? _____

3a. What is your phone number?

_____

3b. What is your e-mail address?

_____

4. How long have you been working for this or any EDD program? _____

5. What was your position prior to your current EDD position? _____

6. Sometimes the EDD is part of a larger organization. Is your EDD free standing or part of a larger organization?

   ❍ Free standing

   What year was the EDD first funded by EDA under the District Partnership Program? _____

   (Please Skip to Question 9 below.)

   ❍ Part of a larger organization

   What is the organization's name? _____

   What year was this organization formed? _____

   What year was the EDD first funded by EDA under the District Partnership Program? _____

   (Please Continue to Question 7 below.)

7. Could you please attach an Organization Chart that clearly shows the position of the EDD in that organization?

8. Who is the Chief Executive Officer of that organization? _____

   a) Do you report directly to her/him? ❍ Yes ❍ No

   b) If not, who is your immediate supervisor? _____

9. What was the total budget of the EDD, and, if applicable, the organization it is part of, for the most recently completed fiscal year (e.g., 1999)?

   EDD budget: $_____ Total organization budget: $_____

10. What was the total budget of the EDD and, if applicable, the organization it is part of, for the fiscal year five years earlier (e.g., 1994)?

    EDD budget: $_____ Total organization budget: $_____

11. If your EDD is free standing, how many people, in total, work in this organization on a…… full-time basis? _____ part-time basis?_____

    11a. More specifically, how many people work on economic development on a …… full-time basis? _____ part-time basis?_____

12. If your unit is part of a larger organization, how many people, in total, work in the EDD on a…… full-time basis? _____ part-time basis?_____

    12a. More specifically, how many people work on economic development on a …… full-time basis? _____ part-time basis?_____

13. What proportion of your economic development activity do consultants handle? _____%

14. Below are some of the activities and elements of comprehensive planning that EDDs are sometimes involved in. Please indicate how extensively your EDD is involved in each of these activities.

*(Please fill in **ONE CIRCLE** for each activity)*

	Very Involved	Somewhat Involved	Slightly Involved	Not at all Involved
Economic Development				
a) Economic Development Planning	❍	❍	❍	❍
b) Economic Development Projects	❍	❍	❍	❍
c) Workforce Development	❍	❍	❍	❍
d) Small Business Development	❍	❍	❍	❍
e) Agricultural Development	❍	❍	❍	❍
Environmental Planning				
f) Natural Resource Planning	❍	❍	❍	❍
g) Land Use Planning	❍	❍	❍	❍
h) Flood Plain Management	❍	❍	❍	❍
i) Coastal Zone Management	❍	❍	❍	❍
j) Soil Conservation Planning or Management	❍	❍	❍	❍
Other Activities				
k) Technical Assistance to Localities	❍	❍	❍	❍
l) Transportation Planning	❍	❍	❍	❍
m) Infrastructure Planning and Development	❍	❍	❍	❍
n) Housing Planning/Development	❍	❍	❍	❍
o) Community Development	❍	❍	❍	❍
p) Services and Planning for the Aged	❍	❍	❍	❍
q) Criminal Justice Coordination and Planning	❍	❍	❍	❍
Other *(Please Specify):* _____	❍	❍	❍	❍
Other *(Please Specify):* _____	❍	❍	❍	❍
Other *(Please Specify):* _____	❍	❍	❍	❍

15. What are some factors that facilitate your efforts to promote economic development in your area?

    a) _____

    b) _____

    c) _____

    d) _____

    e) _____

16. What are some factors that hinder your efforts to promote economic development in your area?

a) _____

b) _____

c) _____

d) _____

e) _____

17. How would you characterize the level of:	*low*	*medium*	*high*
a) unemployment in your EDD area?	❍	❍	❍
b) poverty in your EDD area?	❍	❍	❍

	yes	*no*
18. Do you have distressed areas with relatively high unemployment in your EDD?	❍	❍
19. Do you have distressed areas with relatively high poverty in your EDD?	❍	❍

20. How would you characterize the population growth or loss in your area over the past five years?	*significant decline*	*slight decline*	*stable*	*slight increase*	*significant increase*
	❍	❍	❍	❍	❍

21. How important has the following been when your EDD makes economic development policy?	*not at all important*	*somewhat important*	*very important*
a) level of unemployment in your EDD area	❍	❍	❍
b) level of poverty in your EDD area	❍	❍	❍
c) population growth or loss in your EDD area	❍	❍	❍

22. Which of these describes most closely your community's economic experiences and projections during the following time periods?

Time Frame	*Percent Growth Rate*						
	Declining			Stable	Expanding		
	-25	-10	-5	0	+5	+10	+25
a) the past 5 years	❍	❍	❍	❍	❍	❍	❍
b) the past year	❍	❍	❍	❍	❍	❍	❍
c) the coming year	❍	❍	❍	❍	❍	❍	❍
d) the next 5 years	❍	❍	❍	❍	❍	❍	❍

23. What is the highest level of education that you have completed? *(please fill in ONE CIRCLE)*

❍ High school graduate or GED
❍ Attended college 1 to 3 years
❍ Associates Degree / Trade School
❍ Other *(Please specify):* _____
❍ Bachelor's degree
❍ Some graduate study
❍ Master's degree
❍ Doctoral degree

23a. If you attended College, what was your specialization? _____

23b. If you did Graduate work, what was your specialization? _____

24. Please provide a list of the members of your Comprehensive Economic Development Strategy Committee, using the attached table. For each member, please provide all requested information. We are providing you two copies of the table, but feel free to duplicate more as needed.

Thank you for taking the time to fill out this questionnaire.
If you have any questions, please contact Daniel Awad at (313) 577 - 8364

P**lease return the questionnaire to us in the postage-paid self-addressed envelope or to:**

Daniel Awad
Wayne State University
656 W. Kirby, Room 3040 FAB
Detroit, MI 48202

Wayne State University
Center for Urban Studies

EDD Staff Questionnaire
Comprehensive Economic Development Strategy (CEDS)

Please fill in your contact information in the spaces provided to the right: _____

_____

_____

_____

We would like to take this opportunity to thank you for participating in the first stage of the Economic Development Administration (EDA) evaluation of the Economic Development District (EDD) program and the Comprehensive Economic Development Strategy (CEDS) planning process. Your responses have been critical to our understanding of what the EDD does, to help us situate your EDD nationally. We are now preparing a report on the nature and outcomes of the planning process. We now ask your continued support by responding to the following questions designed to provide us information about the CEDS process from the perspective of the EDD staff. All answers to these questions will be kept completely confidential. If you have any questions, please use the contact information at the end of the survey to reach us. Thank you very much for your time; your participation will contribute to an accurate assessment of the CEDS planning process.

1. Please indicate the extent of your agreement or disagreement with the following statements about the Comprehensive Economic Development Strategy (CEDS) process.

	Strongly Disagree			Neither		Strongly Agree	Don't know
Overall I think the CEDS plan has been actively implemented.	○	○	○	○	○	○	○	○
The needs identified in the CEDS document accurately reflect the needs of the EDD as a whole.	○	○	○	○	○	○	○	○
The goals listed in the CEDS accurately reflect the needs of the EDD as a whole.	○	○	○	○	○	○	○	○
The programs and projects included in the CEDS do **not** really address the needs of the EDD as a whole.	○	○	○	○	○	○	○	○
The EDD staff finds the input of the CEDS process useful.	○	○	○	○	○	○	○	○
The CEDS process has increased communication among different economic development groups and interests within the EDD area.	○	○	○	○	○	○	○	○
The CEDS process has led to increased regional cooperation within the EDD.	○	○	○	○	○	○	○	○
Annual updates of the CEDS do not necessarily involve a reevaluation of local needs.	○	○	○	○	○	○	○	○
The CEDS process is heavily driven by the political needs of the participants.	○	○	○	○	○	○	○	○

	Strongly Disagree			Neither		Strongly Agree	Don't know
There has been a lot of conflict surrounding the CEDS planning process.	○	○	○	○	○	○	○ ○
Requirements to annually update the CEDS are too time consuming.	○	○	○	○	○	○	○ ○

2. Please indicate the extent of your agreement or disagreement with the following statements about the nature of the planning process that was used to develop the CEDS.

	Strongly Disagree			Neither		Strongly Agree	Don't know
The CEDS planning process is highly project-driven.	○	○	○	○	○	○	○ ○
Projects tend to be selected based on the availability of funding.	○	○	○	○	○	○	○ ○
The EDD staff organized discussion by presenting draft goals, objectives, and strategies.	○	○	○	○	○	○	○ ○
The EDD staff provided a list of potential economic development projects for consideration.	○	○	○	○	○	○	○ ○
Research or analysis of local conditions or data served as the basis for decisions about objectives and projects.	○	○	○	○	○	○	○ ○
Economic development goals, objectives, and strategies were identified by participants of the CEDS committee.	○	○	○	○	○	○	○ ○
The CEDS process was mostly driven by the EDD staff.	○	○	○	○	○	○	○ ○
The CEDS process was largely driven by the CEDS committee members.	○	○	○	○	○	○	○ ○
Decisions about goals, strategies, and objectives were made collectively and usually with a good deal of consensus.	○	○	○	○	○	○	○ ○
There was a good bit of conflict over individual goals, strategies, and objectives.	○	○	○	○	○	○	○ ○
CEDS committee members identified, discussed then selected projects for implementation.	○	○	○	○	○	○	○ ○
There was little discussion or debate about broad goals and objectives.	○	○	○	○	○	○	○ ○
CEDS committee members worked together to agree on economic development projects with a commitment to implementation.	○	○	○	○	○	○	○ ○
CEDS committee members tended to focus on the big picture" with less emphasis on detailed projects.	○	○	○	○	○	○	○ ○
Projects tend to be selected based on specific community needs.	○	○	○	○	○	○	○ ○
The EDD projects tend be selected based on the region's needs.	○	○	○	○	○	○	○ ○

	Strongly Disagree			Neither		Strongly Agree	Don't know
Some important local groups in your district are not well represented in the CEDS planning process.	○	○	○	○	○	○	○	○

In the box, please list any groups that are not well represented in the CEDS planning process:

Some important local groups in your district disproportionately control the CEDS process.	○	○	○	○	○	○	○	○

In the box, please list any groups that disproportionately control the CEDS process:

3. Please list the the three types of technical assistance most frequently provided by your EDD.

4. Please list up to three types of technical assistance not currently provided by the EDD that you would most like to develop a capacity for.

5. Please indicate the extent of your agreement or disagreement with the following statements about technical assistance provided by the EDD.

	Strongly Disagree			Neither			Strongly Agree	Don't know
The EDD has been unable to address the technical assistance needs of constituents due to limited capacities.	○	○	○	○	○	○	○	○
The EDD has been able to meet most requests for technical assistance.	○	○	○	○	○	○	○	○
Your organization has an emphasis on technical assistance to your constituents.	○	○	○	○	○	○	○	○
Overall the technical assistance provided by the EDD has improved economic development capacity in the region.	○	○	○	○	○	○	○	○

6. Please indicate the extent of agreement/disagreement with the following statements about the effectiveness of the activities of the EDD.

	Strongly Disagree			Neither			Strongly Agree	Don't know
The work of the EDD has increased regional cooperation for economic development.	○	○	○	○	○	○	○	○
The EDD has effectively increased regional capacity for economic development.	○	○	○	○	○	○	○	○
The overall effectiveness of the EDD has been limited by insufficient resources.	○	○	○	○	○	○	○	○
The EDD has helped create new organizations to foster economic development. (If any, please list below).	○	○	○	○	○	○	○	○

	Strongly Disagree			Neither			Strongly Agree	Don't know
The EDD has created innovative programs to foster economic development.	○	○	○	○	○	○	○	○

List three most innovative programs	1.	
	2.	
	3.	

7. What do you think are the most pressing challenges facing the EDD over the next three years?

8. Which best describes the overall CEDS planning process?

○ Rational Planning Model, where participants were asked to react to goals, objectives and strategic actions with some opportunity for discussion or dialogue. Commonly, options or alternatives would have already been articulated with a focus on specific action/project statements.

○ Communicative Planning Model, where participants would be involved in a continuing dialogue with the EDD over the development of goals, objectives, actions and projects. There would be a presumption of collective decision-making shared between stakeholders.

○ Coordinative Planning Model, where participants would be part of a network of stakeholders committed to collective actions steps. Your involvement in the process would emphasize implementation and action within an agreed set of strategic policies.

○ Frame-setting Model, where participants' involvement would be stakeholders bringing individual political and agency interests to the planning process. There would be an appreciation by the EDA of differences between stakeholders with a desire to set the context(s) for change rather than determine specific goals and action steps.

The questions below ask for some personal information. Again, all of your answers are confidential. We ask these questions because we want to make sure we hear from many different kinds of people in the community.

9. How many years have you held your present position? (PLEASE WRITE DIGITS IN SPACE BELOW)

[ ] YEARS

10. What is the highest level of education that you have completed?

- O High School graduate or GED
- O Attended College 1 to 3 years
- O Associates Degree/Trade School
- O Bachelor's degree
- O Some graduate study
- O Master's degree
- O Doctoral Degree
- O Other (Please specify): [ ]

10a. If you attended College, what was your specialization? [ ]

10b. If you did Graduate work, what was your specialization? [ ]

11. What is your gender?

O Male O Female

12. What best describes your race or ethnicity: (Please fill in ALL that apply.)

- O Caucasian/White
- O African-American/Black
- O Latino/Hispanic
- O Asian/Pacific Islander
- O Arab/Middle Eastern
- O Native-American/Eskimo
- O Other: (please specify) [ ]

Thank you for taking the time to fill out this questionnaire. If you have any questions, please contact **Dan Awad at (313) 577-8364**.
Please return the questionnaire to us by fax (313) 577-1274, or mail postage-paid self-addressed envelope to

Dan Awad
Wayne State University
656 W. Kirby, Room 3040 FAB
Detroit, MI 48202

Wayne State University
Center for Urban Studies

CEDS Committee Questionnaire
Comprehensive Economic Development Strategy (CEDS)

Please fill in your contact information in the spaces provided to the right:

Changes

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You have received this questionnaire because you are a member of the Comprehensive Economic Development Strategy (CEDS) Committee for your area Economic Development District (EDD). As part of an Economic Development Administration (EDA) funded evaluation of the EDD program, we would like to have your comments and thoughts about the CEDS process of which you have been a part. All answers to these questions will be kept completely confidential. If you have any questions, please use the contact information at the end of the survey to reach us. Thank you very much for your time; your participation will contribute to an accurate assessment of the CEDS planning process.

1. Have you have participated in the Comprehensive Economic Development Strategy (CEDS) or Overall Economic Development Plan (OEDP) planning process?

- O Yes, I am/was on the CEDS/OEDP Committee
- O I am unsure about my committee membership
- O No, I am/was not on the CEDS/OEDP Committee (STOP ANSWERING NOW AND RETURN SURVEY, THANK YOU.)

2. Please indicate the frequency of your CEDS Committee participation.

- O Attended most or all Committee meetings (SKIP TO QUESTION 4)
- O Attended several Committee meetings
- O Attended very few Committee meetings

3. If you were not able to attend as many CEDS planning meetings as you would have wanted to attend, can you please indicate the extent to which the following contributed to your inability to attend more meetings?

	Not at all			Moderately			Completely
I did not receive timely or sufficient notice of the meetings.	O	O	O	O	O	O	O
The meetings are held too far from the location of my organization.	O	O	O	O	O	O	O
I serve on too many boards and committees to attend meetings.	O	O	O	O	O	O	O
The meetings do not really address the needs of my organization.	O	O	O	O	O	O	O
I have very little to contribute to the meetings.	O	O	O	O	O	O	O
I have contributed in the past but find that my input was not well addressed.	O	O	O	O	O	O	O

4. How familiar are you with the content of the CEDS or OEDP document?

Not at all Familiar			Moderately Familiar		Very Familiar	
○	○	○	○	○	○	○

5. Please indicate the extent of your agreement or disagreement with the following statements about the CEDS process.

	Strongly Disagree			Neither		Strongly Agree	Don't know
Overall, I think the CEDS plan has been actively implemented.	○	○	○	○	○	○	○ ○
The needs identified in the CEDS document accurately reflect the needs of the organization or the constituency I represent.	○	○	○	○	○	○	○ ○
The needs identified in the CEDS document accurately reflect the needs of the region as a whole.	○	○	○	○	○	○	○ ○
The goals listed in the CEDS accurately reflect the needs of my organization or constituency.	○	○	○	○	○	○	○ ○
The goals listed in the CEDS accurately reflect the needs of the region as a whole.	○	○	○	○	○	○	○ ○
The programs and projects included in the CEDS do not really address the needs of my organization or constituency.	○	○	○	○	○	○	○ ○
The programs and projects included in the CEDS do not really address the needs of the region as a whole.	○	○	○	○	○	○	○ ○
The EDD staff was responsive to my ideas and suggestions in developing the CEDS.	○	○	○	○	○	○	○ ○
The EDD staff was responsive to the ideas and suggestions of most CEDS Committee members.	○	○	○	○	○	○	○ ○
The CEDS process has increased communication among different economic development groups and interests within the region.	○	○	○	○	○	○	○ ○
The CEDS process has led to increased regional cooperation within the EDD.	○	○	○	○	○	○	○ ○
Annual updates of the CEDS do not necessarily involve a reevaluation of local needs.	○	○	○	○	○	○	○ ○
The CEDS process is heavily driven by the political needs of the participants.	○	○	○	○	○	○	○ ○
There has been a lot of conflict surrounding the CEDS planning process.	○	○	○	○	○	○	○ ○

Q6. Please indicate the extent of your agreement or disagreement with the following statements about the nature of the planning process that was used to develop the CEDS.

	Strongly Disagree			Neither		Strongly Agree	Don't know
The EDD staff organized discussion by presenting draft goals, objectives, and strategies and I was asked to ratify or affirm the statements.	O	O	O	O	O	O	O	O
The EDD staff provided a list of potential economic development projects for consideration and we were asked to choose.	O	O	O	O	O	O	O	O
The CEDS process was essentially driven by EDD staff.	O	O	O	O	O	O	O	O
Economic development goals, objectives, and strategies were identified by participants of the CEDS committee.	O	O	O	O	O	O	O	O
CEDS committee members identified, discussed and then selected projects for implementation.	O	O	O	O	O	O	O	O
The CEDS process was largely driven by the CEDS committee members.	O	O	O	O	O	O	O	O
There was little discussion or debate about broad goals and objectives.	O	O	O	O	O	O	O	O
CEDS committee members worked together to agree on economic development projects with a commitment to implementation.	O	O	O	O	O	O	O	O
Decisions about development projects were made collectively and usually with a good deal of consensus.	O	O	O	O	O	O	O	O
In the CEDS planning process I primarily represented the needs of my organization or constituency.	O	O	O	O	O	O	O	O
CEDS committee members tended to focus on the "big picture" with less emphasis on detailed projects.	O	O	O	O	O	O	O	O
There was a good bit of conflict over goals, strategies, and objectives.	O	O	O	O	O	O	O	O
Requirements to annually update the CEDS are too time consuming.	O	O	O	O	O	O	O	O
The CEDS planning process is highly project-driven	O	O	O	O	O	O	O	O
Projects tend to be selected based on the availability of funding.	O	O	O	O	O	O	O	O
Projects tend to be selected based on specific community needs.	O	O	O	O	O	O	O	O
The EDD projects tend to be selected based on the region's needs.	O	O	O	O	O	O	O	O
Research or analysis of local conditions or data served as the basis for decisions about objectives and projects.	O	O	O	O	O	O	O	O

	Strongly Disagree			Neither		Strongly Agree	Don't know
There are some important local groups that are not well represented in the CEDS planning process.	○	○	○	○	○	○	○	○

If appropriate, please list in the box any groups not well represented in the CEDS planning process:

There are some groups that disproportionately control the CEDS process.	○	○	○	○	○	○	○	○

If appropriate, please list in the box any groups that disproportionately control the CEDS process:

7. Please answer the following questions about technical assistance offered by the EDD. (For example, technical assistance would include data analysis, surveys, marketing studies, mapping, website assistance, research and the like.)

Has your organization or constituency received any technical assistance from the EDD?

○ Yes

○ No (SKIP TO QUESTION 10)

○ Don't Know

8. If yes, please list some examples of the types of technical assistance you have received.

9. If your organization has received technical assistance from the EDD, in the past 5 years, please indicate the extent of your agreement/disagreement with the following statements. (If you have not received any technical assistance, PLEASE SKIP TO QUESTION 10).

	Strongly Disagree			Neither			Strongly Agree	Don't know
The EDD tends to focus on technical assistance relative to other activities.	○	○	○	○	○	○	○	○
The technical assistance has met the needs of my organization/constituents.	○	○	○	○	○	○	○	○
The technical assistance has allowed my organization/constituency to better foster economic development.	○	○	○	○	○	○	○	○
The EDD has been unable to address the technical assistance needs of my organization/constituents.	○	○	○	○	○	○	○	○

10. Are there specific forms of technical assistance that you would like the EDD to provide that they currently do not provide?

11. Please indicate your feelings about the overall effectiveness of the EDD.

	Strongly Disagree			Neither			Strongly Agree	Don't know
Overall, the technical assistance from the EDD has improved economic development capacity in the region.	○	○	○	○	○	○	○	○
The EDD has increased regional cooperation for economic development.	○	○	○	○	○	○	○	○
The EDD has effectively increased regional capacity for economic development.	○	○	○	○	○	○	○	○
The EDD has helped create new organizations to foster economic development.	○	○	○	○	○	○	○	○
Please list organizations in the box:								
The EDD has created innovative programs to foster economic development.	○	○	○	○	○	○	○	○

List three most innovative programs.

1.

2.

3.

12. What are some of the factors that facilitate efforts to promote economic development in the EDD?

13. What are some factors that hinder efforts to promote economic development in the EDD?

14. What do you think are the most pressing challenges facing the EDD over the next three years?

15. Which best describes the overall CEDS planning process?

○ Rational Planning Model, where participants were asked to react to goals, objectives and strategic actions with some opportunity for discussion or dialogue. Commonly, options or alternatives would have already been articulated with a focus on specific action/project statements.

○ Communicative Planning Model, where participants would be involved in a continuing dialogue with the EDD over the development of goals, objectives, actions and projects. There would be a presumption of collective decision-making shared between stakeholders.

○ Coordinative Planning Model, where participants would be part of a network of stakeholders committed to collective actions steps. Your involvement in the process would emphasize implementation and action within an agreed set of strategic policies.

○ Frame-setting Model, where participants' involvement would be stakeholders bringing individual political and agency interests to the planning process. There would be an appreciation by the EDA of differences between stakeholders with a desire to set the context(s) for change rather than determine specific goals and action steps.

The questions below ask for some personal information. Again, all of your answers are confidential. We ask these questions because we want to make sure we hear from many different kinds of people in the community.

16. What is your gender? ○ Male ○ Female

17. What best describes your race or ethnicity? (PLEASE FILL IN ALL THAT APPLY).

- ○ Caucasian/White
- ○ African-American/Black
- ○ Latino/Hispanic
- ○ Asian/Pacific Islander
- ○ Arab/Middle Eastern
- ○ Native-American/Eskimo
- ○ Other (Please Specify) [ ]

18. What is the highest level of education you have completed?

- ○ Less then college degree
- ○ Bachelor's degree
- ○ Graduate degree

19. How many years have you held your present position? (PLEASE WRITE DIGITS IN SPACE BELOW)

[ ] YEARS

Thank you for taking the time to fill out this questionnaire. If you have any questions, please contact **Dan Awad at (313) 577-8364**.
Please return the questionnaire to us by fax (313) 577-1274, or mail postage-paid self-addressed envelope to

Dan Awad
Wayne State University
656 W. Kirby, Room 3040 FAB
Detroit, MI 48202

WAYNE STATE UNIVERSITY
CENTER FOR URBAN STUDIES

Community Stakeholders
Comprehensive Economic Development Strategy (CEDS)

Looking at the label below, could you please correct any information that has changed.

Changes

_____

_____

_____

_____

You represent an organization that has an interest in the activities of the Economic Development District (EDD). As part of an Economic Development Administration-funded evaluation of the EDD, we would like to have your comments and thoughts about the Comprehensive Economic Development Strategy (CEDS) document and activities of the EDD. All answers to these questions will be kept completely confidential. If you have any questions, please use the contact information at the end of the survey to reach us. Thank you very much for your time; your participation will contribute to an accurate assessment of the CEDS planning process.

1. Are you a member of the Comprehensive Economic Development Strategy (CEDS) Committee, or have you participated in the CEDS planning process?

O Yes, I am/was on the CEDS Committee (STOP ANSWERING NOW AND RETURN SURVEY, THANK YOU.)

O I am unsure about my committee membership

O No, I am/was not on the CEDS/OEDP Committe

2. How familiar are you with the content of the CEDS document? (IF NOT AT ALL FAMILIAR SKIP TO QUESTION 4)

Not at all Familiar			Moderately Familiar		Very Familiar	
O	O	O	O	O	O	O

3. Please indicate the extent of your agreement or disagreement with the following statements about the CEDS plan.

	Strongly Disagree			Neither		Strongly Agree	Don't know
Overall I think the CEDS plan has been actively implemented.	O	O	O	O	O	O	O	O
The needs identified in the CEDS document accurately reflect the needs of the organization or the constituency I represent.	O	O	O	O	O	O	O	O
The needs identified in the CEDS document accurately reflect the needs of the EDD as a whole.	O	O	O	O	O	O	O	O
The goals listed in the CEDS document accurately reflect the needs of my organization or constituency.	O	O	O	O	O	O	O	O

	Strongly Disagree			Neither		Strongly Agree	Don't know
The goals listed in the CEDS document accurately reflect the needs of the EDD as a whole.	○	○	○	○	○	○	○	○
The programs and projects included in the CEDS do not really address the needs of my organization or constituency.	○	○	○	○	○	○	○	○
The programs and projects included in the CEDS do not really address the needs of the EDD as a whole	○	○	○	○	○	○	○	○

4. Please indicate the extent of your agreement or disagreement with the following statements about the CEDS process.

	Strongly Disagree			Neither		Strongly Agree	Don't know
The CEDS process has increased communication among different economic development groups and interests within the EDD area.	○	○	○	○	○	○	○	○
The CEDS process has led to increased regional cooperation within the EDD.	○	○	○	○	○	○	○	○
The CEDS process appears to be heavily driven by the political needs of the participants.	○	○	○	○	○	○	○	○
There has been a lot of conflict surrounding the CEDS planning process.	○	○	○	○	○	○	○	○
I am not familiar with the CEDS process.	○	○	○	○	○	○	○	○
There are some groups that are not well represented in the CEDS planning process.	○	○	○	○	○	○	○	○
In the box, Please list any groups not well represented in the CEDS planning process:								
There are some groups that disproportionately control the CEDS process.	○	○	○	○	○	○	○	○
In the box, Please list any groups that disproportionately control the CEDS process:								

5. In the past 2 years has your organization or constituency received any technical assistance from the EDD? For example, technical assistance would include data analysis, surveys, marketing studies, mapping, website assistance, research and the like. (IF NO, PLEASE SKIP TO QUESTION 8).

○ Yes

○ No

○ Don't Know

6. If yes, please list some example of the types of technical assistance you have received.

PAGE 2

7. If your organization has received technical assistance from the EDD please indicate the extent of you agreement/disagreement with the following statements:

	Strongly Disagree			Neither		Strongly Agree	Don't know
The EDD tends to focus on technical assistance relative to other activities.	○	○	○	○	○	○	○ ○
The technical assistance has met the needs of my organization/constituents.	○	○	○	○	○	○	○ ○
The technical assistance has allowed my organization/constituency to better foster economic development.	○	○	○	○	○	○	○ ○
The EDD has been unable to address the technical assistance needs of my organization/constituents.	○	○	○	○	○	○	○ ○
Overall the technical assistance from the EDD has improved economic development capacity	○	○	○	○	○	○	○ ○

8. Are there specific forms of technical assistance that you would like the EDD to provide that they currently do not provide?

9. Please indicate the extent of agreement/disagreement with the following statements about the effectiveness of the activities of the EDD.

	Strongly Disagree			Neither		Strongly Agree	Don't know
The EDD has increased regional cooperation for economic development.	○	○	○	○	○	○	○ ○
The EDD has effectively increased regional capacity for economic development.	○	○	○	○	○	○	○ ○
The EDD has helped create new organizations to foster economic development.	○	○	○	○	○	○	○ ○

Please list organizations:

The EDD has created innovative programs to foster economic development. ○ ○ ○ ○ ○ ○ ○ ○

List three most innovative programs 1.

2.

3.

10. What are some of the factors that facilitate efforts to promote economic development in the EDD?

11. What are some factors that hinder efforts to promote economic development in the EDD?

12. What do you think are the most pressing challenges facing the EDD over the next three years?

The questions below ask for some personal information. Again, all of your answers are confidential. We ask these questions because we want to make sure we hear from many different kinds of people in the community.

13. What is your gender? O Male O Female

14. What best describes your race or ethnicity? (PLEASE FILL IN ALL THAT APPLY.)

- O Caucasian/White
- O African-American/Black
- O Latino/Hispanic
- O Asian/Pacific Islander
- O Arab/Middle Eastern
- O Native-American/Eskimo
- O Other (Please Specify)

15. What is the highest level of education you have completed?

- O Less then college degree
- O Bachelor's degree
- O Graduate degree

16. How many years have you held your present position? (PLEASE WRITE DIGITS IN SPACE BELOW)

YEARS

Thank you for taking the time to fill out this questionnaire. If you have any questions, please contact **Dan Awad at (313) 577-8364**.
Please return the questionnaire to us by fax (313) 577-1274, or mail postage-paid self-addressed envelope to

Dan Awad
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